

Notice of meeting of

Executive

To:	Councillors Waller (Chair), Steve Galloway, Sue Galloway, Jamieson-Ball, Reid, Runciman and Vassie
Date:	Tuesday, 3 June 2008
Time:	2.00 pm
Venue:	The Guildhall, York

AGENDA

Notice to Members - Calling In:

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

10:00 am on Monday 2 June 2008, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 5 June, if an item is called in *after* a decision has been taken.

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

1. **Declarations of Interest**

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

2. Minutes (Pages 3 - 8)

To approve and sign the minutes of the Executive (Calling in) meeting held on 13 May 2008 and the Executive meeting held on 20 May 2008.

3. Public Participation

At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday, 2 June 2008**.

4. Executive Forward Plan (Pages 9 - 12)

To receive details of those items that are listed on the Executive Forward Plan for the next two meetings.

5. 'York – A City Making History': York's Sustainable Community Strategy and Local Area Agreement (Pages 13 - 84)

This report seeks endorsement of the Without Walls Sustainable Community Strategy 2008-2025, entitled 'York – A City making history', which represents the deliberations of Without Walls Partners and the aspirations of local people in updating the Community Strategy and Local Area Agreement for 2008.

Note: A revised version of Annex B to the above report was attached to this on-line agenda on 5 June 2008. This is the version that was circulated at the meeting (as referred to in the minutes).

6. Review of Information Policy Framework (Pages 85 - 100)

This report presents a revised Data Protection Policy for the Council, following a review of the information management policy framework which identified the current policy as no longer fit for purpose.

7. Urgent Business

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

Principal Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 551027
- E-mail – fiona.young@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

Contact details are set out above.

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- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

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Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

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Holding the Executive to Account

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
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City of York Council

Committee Minutes

MEETING	EXECUTIVE (CALLING IN)
DATE	13 MAY 2008
PRESENT	COUNCILLORS STEVE GALLOWAY (CHAIR), ASPDEN, SUE GALLOWAY, JAMIESON-BALL, REID, RUNCIMAN, SUNDERLAND, VASSIE AND WALLER

223. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any interests they might have in the business on the agenda. No interests were declared.

224. PUBLIC PARTICIPATION

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

225. CALLED IN ITEM: BACK PARK PETITION - EXECUTIVE RESPONSE

Members re-considered the decision they had taken at the Executive meeting on 6 May 2008 in respect of a petition submitted to full Council in November 2007 seeking the removal of Back Park, in Balfour Street, from the list of leisure land for potential sale.

The Executive decision in respect of this item had been called in by Cllrs Crisp, Alexander and Bowgett and subsequently considered by the Scrutiny Management Committee (SMC) (Calling In) at a meeting on 12 May 2008. The SMC (Calling In) had resolved:

"That Option B be approved and the decision referred back to the Executive for reconsideration, with the recommendation that they make the following additional resolution:

'That this parcel of land be removed from the list of disposals, pending the outcome of the area asset management review.'"

Having taken advice from the Head of Civic, Democratic and Legal Services, the Chair indicated that the Executive did not have the power to remove items from the list of capital disposals, as this was a matter reserved to full Council. However, the Executive could confirm its intention not to sell any land in Leeman Road until the area asset management review had been completed.

RESOLVED: That the decision of the Executive on 6 May 2008 be amended to include the following additional resolution:

“(iii) That the Executive will not approve the sale of any land in the Leeman Road area until the asset management review has been completed.

REASON: In accordance with the requirement to re-consider the original decision of the Executive and in order to respond to the issues raised by the Calling-in Members and discussed at the SMC (Calling In) meeting.

S F Galloway, Chair

[The meeting started at 2.00 pm and finished at 2.05 pm].

MEETING

EXECUTIVE

DATE

20 MAY 2008

PRESENT

COUNCILLORS STEVE GALLOWAY (CHAIR),
ASPDEN, SUE GALLOWAY, JAMIESON-BALL,
REID, RUNCIMAN, SUNDERLAND, VASSIE AND
WALLER

223. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any interests they might have in the business on the agenda. No interests were declared.

224. MINUTES

RESOLVED: That the minutes of the Executive meeting held on 6 May 2008 be approved and signed by the Chair as a correct record.

225. PUBLIC PARTICIPATION

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

226. EXECUTIVE FORWARD PLAN

Members received and noted a list of items currently scheduled on the Forward Plan for the next two Executive meetings.

227. POLITICAL MANAGEMENT ARRANGEMENTS

Members received an update from the Chair regarding the Council's proposed political management arrangements for the Municipal Year 2008/09 (commencing after Annual Council).

The Chair reported that it had not been possible to reach an all-party consensus on a set of arrangements for the next 12 months, due to the refusal of the Labour Group to be part of any agreement. With regard to the Labour Group's alternative proposals, to be put before Annual Council on 22 May, the indications were that these would not be supported by the Conservative Group, who would vote in favour of the existing Executive, Group Leader and EMAP meeting structures.

Future arrangements would therefore consist of a refined version of the current processes, which were open and transparent and provided all parties with the chance to influence the agenda. The importance of a strong opposition was acknowledged. It was hoped that all Members would continue to adopt the constructive approach they had taken over the past year and not use the available processes to delay business unnecessarily. The Executive would continue to take account of the comments of the opposition and to incorporate any constructive suggestions within its proposals.

The Chair noted that, in the event of the Labour Group's proposals being adopted at Annual Council, some associated changes might need to be made at the next full Council meeting, in June.

228. SUSTAINABLE PROCUREMENT POLICY

Members considered a report which invited them to discuss, comment upon and approve a corporate Sustainable Procurement Policy, setting out the Council's commitment to sustainable procurement.

The purpose of the Policy was to commit the Council to sustainable procurement within a practical and effective framework within the existing Corporate Procurement Strategy. It was proposed that further supporting guidance, such as the European – wide practitioner manual, Procura +, be developed by the Corporate Procurement Team. The draft Policy was attached as Annex A to the report and a copy of Procura + was attached as Annex B. The progress of embedding the Policy effectively through the organisation would be measured via the revised sustainability continuum attached as Annex C to the report. This formed part of the overall Strategy.

Members welcomed the proposals in report and in particular the commitment to fair trade, support for local business and 'whole life' costings within the Policy. They expressed thanks to the Officers concerned for their work in bringing the Policy forward. The Chair noted that Liz Ackroyd, the Assistant Director of Resources (ARM) would shortly be leaving the Council and thanked her on behalf of the Executive for her hard work over the years.

With regard to the comments of the Shadow Executive on this item, Officers had provided a response which had been circulated to Members by e-mail and was available in hard copy at the meeting.

RESOLVED: (i) That the implementation of the Sustainable Procurement Policy at Annex A to the report, as from 1 April 2009, be approved. ¹

REASON: To provide the Council with a policy framework to deliver its sustainability aspirations and meet the Government's sustainable procurement targets.

(ii) That the proposal that the CPT look at industry schemes for embedding sustainable procurement for adoption from 1 April 2009, including the Procura+ manual at Annex B, be agreed.²

REASON: To provide clear guidance and support to Officers involved in procurement.

(iii) That the revised sustainability continuum attached as Annex C be approved.

REASON: To enable the Council to measure its progress against the challenging targets set by the Government in delivering sustainable procurement.

Action Required

- | | |
|--|----|
| 1. Put arrangements in place to implement Policy from agreed date. | SA |
| 2. Begin development of schemes to embed the Policy. | SA |

229. SPECIAL RESPONSIBILITY ALLOWANCES - INDEPENDENT REMUNERATION PANEL

Members considered a report which presented the response of Group Leaders to consultation on Special Responsibility Allowances (SRAs), following the review of Members' Allowances agreed by full Council on 24 January 2008.

Group Leaders were recommending that no change be made at this stage to the current SRAs. Instead, they suggested that SRAs be reviewed once the final outcome of this year's CPA inspection was known, on the basis that this might lead to a review of the Council's scrutiny and / or decision making structures affecting Members' future roles.

With reference to the advice of the Shadow Executive on this item, the Chair commented that the Labour Group had supported the budget reduction for SRAs and that neither they nor any other group had put forward any alternative proposals for distribution of the (reduced) SRA budget.

RESOLVED: That the recommendations of the Group Leaders be accepted and that Council be recommended to make no change to the allocation of Special Responsibility Allowances for Members until such time as they can be properly reviewed when the final outcome of the CPA inspection is known.¹

REASON: To fulfil the requirements of the decision made by full Council in January 2008 and in accordance with the views of Group Leaders.

Action Required

1. Communicate this decision to full Council.

GR

230. CHAIR'S REMARKS - CHANGES TO THE EXECUTIVE

The Chair announced that, due to the changes to be made to Executive portfolios at Annual Council, this would be the last Executive meeting to be attended by Cllr Sunderland, the Executive Member for Housing and Cllr Aspden, the Executive Member for Youth and Social Inclusion. Cllr Sunderland had served the Executive for five years and Cllr Aspden for one year. He paid tribute to their hard work and achievements over this time and in particular to Cllr Sunderland's work towards achieving the Decent Homes Standard for the Council by 2010.

In view of his own decision to resign the Group leadership, the Chair also noted the achievements of the Executive in general over the past five years and thanked Officers, in particular the Corporate Management Team and the Principal Democracy Officer, for their help and support. He noted with approval the economic resilience of the City of York during the period of his leadership, as evidenced by progress on the York Central and York North West sites and recent retail investment in the City Centre.

Executive Members in turn paid tribute to the Chair, highlighting his vision, commitment and hard work on behalf of the City.

S F Galloway, Chair

[The meeting started at 2.00 pm and finished at 2.35 pm].

EXECUTIVE FORWARD PLAN

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 17 June 2008		
Title & Description	Author	Portfolio Holder
<p>Administrative Accommodation Review – End of Stage 3 Report</p> <p><i>Purpose of report: To update Members on the status of the Administrative Accommodation Project.</i></p> <p><i>Members are asked to: Provide their views on the development and design of the Hungate building.</i></p>	Maria Wood	Executive Member for Corporate Services
<p>LDF City Centre Area Action Plan: Issues and Options</p> <p><i>Purpose of report: To request the Executive to approve the Area Action Plan for public consultation in July 2008.</i></p> <p><i>Members are asked to: Approve the Issues and Options report for public consultation.</i></p>	Derek Gauld	Executive Member for City Strategy
<p>Policy Prospectus 2008/09</p> <p><i>Purpose of report: Presentation of the draft Policy Prospectus.</i></p> <p><i>Members are asked to: Agree the Policy Prospectus for the coming municipal year following negotiations with group leaders.</i></p>	Simon Hornsby	Executive Leader

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 30 June 2008

Title & Description	Author	Portfolio Holder
<p>The Statement of Accounts</p> <p><i>Purpose of report: The Statement of Accounts records the overall financial position of the Council at 31 March in line with the nationally set Accounting Code of Practice. It is a requirement on the Council that the draft Statement of Accounts are considered and agreed by Council by 30 June.</i></p> <p><i>Members are asked to: Approve the draft Statement of Accounts prior to Full Council on 30 June.</i></p>	<p>Janet Lornie & Sian Hansom</p>	<p>Executive Member for Corporate Services</p>
<p>Capital Outturn Report</p> <p><i>Purpose of report: To report the final financial position on the Council's capital programme for the financial year ending 2007/08.</i></p> <p><i>Members are asked to: Note overall performance and authorise relevant financial adjustments.</i></p>	<p>Tom Wilkinson</p>	<p>Executive Member for Corporate Services</p>
<p>Revenue Outturn Report</p> <p><i>Purpose of report: To report the final financial position on the Council's revenue budgets for the financial year ending 2007/08.</i></p> <p><i>Members are asked to: Note the overall performance and authorise relevant financial adjustments such as budget carry forwards and virements.</i></p>	<p>Janet Lornie & Tom Wilkinson</p>	<p>Executive Member for Corporate Services</p>
<p>Annual Governance Statement</p> <p><i>Purpose of report: To present to Members the Annual Governance Statement.</i></p> <p><i>Members are asked to: Consider the contents of the report and provide advice/recommendations for future action.</i></p>	<p>Max Thomas</p>	<p>Executive Member for Corporate Services</p>

Table 3: Items slipped on the Forward Plan with the agreement of the Group Leaders

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Appropriation of Property</p> <p><i>Purpose of report: To appropriate and transfer properties between the Housing Revenue and General Fund to ensure good governance and provide a corporate flexibility in the use of capital resources. The appropriations need to be approved for the financial year of 2008/09.</i></p> <p><i>Members are asked to: Approve the appropriations.</i></p>	John Urwin	Executive Member for Corporate Services	3 June 2008	29 July 2008	Awaiting financial information

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Executive

3rd June 2008

Report of the Director of City Strategy

‘York – A city making history’ – York’s Sustainable Community Strategy and Local Area Agreement**Purpose**

1. This report presents Members with the Without Walls Sustainable Community Strategy 2008-2025, entitled ‘York – A city making history’. The Strategy represents the deliberations of Without Walls Partners and the aspirations of local people in updating the Community Strategy and Local Area Agreement for 2008. Members are asked to endorse the strategy as a whole and approve the Council’s contributions contained within the strategy and Local Area Agreement.

Background

2. Current government guidance regarding production of Community Strategies was produced in December 2000. This was in response to the introduction of Part 1 of the Local Government Act, which placed a duty on principal local authorities to prepare community strategies to enhance the economic, social and environmental well being of their areas.
3. Without Walls was established in 2002 and spent the first two years of its existence developing the twenty year vision and Community Strategy, York: a city making history. The strategy was developed following assistance of the consultants, URBED, who produced a discussion paper, entitled ‘A new Vision for York’, which opened the debate about York’s future. Launch of the URBED report was the catalyst for an extensive series of partnership meetings, together with community consultation events, termed the ‘Festival of ideas’. The resultant strategy and the actions within it were structured under the seven themes of culture, health, inclusion, learning, safety, sustainability and economy.
4. Following release of the Egan Review, Skills for Sustainable Communities, in April 2004, it was expected that Community Strategies would be further developed into a ‘Sustainable Community Strategy’ (SCS). The SCS must be much more specific to the location and moves away from the ‘Any Town’ style of Community Strategy that had developed in many areas.
5. The requirement for all localities to have a ‘Sustainable’ Community Strategy was enshrined in legislation when the Local Government and Public Involvement in Health Bill received royal assent in October 2007. The Bill also introduced a statutory duty for all top tier local authorities to produce a Local Area Agreement

(LAA) and to move the existing LAA (period 2007/08 – to 2009/10) to a ‘new’ LAA (period 2008/09 – to 2010/11).

6. It was specified that the revised LAA would include up to 35 indicators from a new national indicator set of 198 and 17 statutory indicators on educational attainment (which are included in the new national set). In addition, the ‘new’ LAA could also include local indicators (selected from the new national set or otherwise) to reflect local priorities.
7. There is now no other way of setting targets with central government and there is a statutory duty for specified partners to cooperate in the delivery of the LAA.

Sustainable Community Strategy

8. In line with the process previously agreed by the Without Walls Partnership and aligned to our business model, the SCS brings together information from a number of sources, including wide-ranging consultation contributions and the comments of delivery partnerships. Of particular significance are:
 - The decision to carry forward the vision and seven themes from the first Community Strategy;
 - The introduction of strategic ambitions;
 - The results of the Festival of Ideas 2 consultation run jointly with the Local Development Framework;
 - The ‘Story of Place’ evidence base;
 - The identification of major issues and cross-cutting challenges that York needs to address;
 - Explicit links with the emerging Issues and Options from the Local Development Framework;
 - The citywide Anti Poverty Strategy;
 - The emerging citywide Climate Change Strategy;
 - The work of the Future York Group;
 - The indicators within the Local Area Agreement 2008
9. The Sustainable Community Strategy (Attached at Annex A) has been written as a document that can be used by partners to inform their own strategies and plans. Ideally it will become the ‘Masterplan for York’ that makes it clear for all residents, partners, stakeholders and investors what the intended future direction of York is. In many respects the SCS is a signpost document. It points out the future direction of the city and indicates both where more information can be found and how future decisions and action will be taken.
10. A more populist and accessible version of the document will be prepared for the public launch of the Sustainable Community Strategy, which is planned for the Partnership’s annual Community Conference.
11. The SCS is structured as follows:

- **Foreword;**
- **What is a Sustainable Community Strategy:** Explaining what an SCS is / Identifying what has changed since the last Community Strategy;
- **About York:** Telling York's 'Story of Place' / Setting out the results of public consultation / Making reference to the Future York Group;
- **Vision and Strategic Ambitions:** Reaffirming the vision / Asserting strategic ambitions for York / Identifying major issues and cross-cutting challenges
- **Local Development Framework:** Referring to the essential connection between the SCS and LDF
- **Delivering the Vision:** Detailing the specific actions that need to be taken within each of the seven delivery themes (i.e. The Sustainable City, The Thriving City, The Learning City, A City of Culture, The Safer City, The Healthy City, The Inclusive City)
- **Making it Happen:** Governance arrangements / Planning and Performance Management arrangements / LAA Funding

Local Area Agreement

12. The indicators that have been selected for the Local Area Agreement are included in the most appropriate thematic section within the SCS and identified as an LAA indicator. Full details of the indicators, including baselines and targets where available, are shown at Annex B and Annex C for statutory attainment indicators.
13. Without Walls have also agreed to monitor a number of high level trend measures that are not in the LAA and these have been included in the SCS. For example, total crime per 100,000 population and to reduce York's ecological footprint. These measures have been incorporated in the most appropriate thematic section.
14. Members of the SCS / LAA Steering Group have incorporated final target trajectories for most indicators through to 2011 in negotiation with Government Office contacts. However, it has not been possible to set targets for some indicators for a variety of reasons, including:
 - Data is not available to inform target setting until later in the year (e.g. the target is reliant on the Place Survey which is not scheduled to take place until September 2008);
 - We are awaiting further guidance or instructions from central government departments regarding the indicator definition (e.g. Home Office guidance on re-offending rate of prolific and priority offenders);
 - The target is reliant on other systems / organisations that are not able to make information available at present (e.g. Ofsted are not due to release baseline data from the 2008 survey on young people's participation in positive activities until November 2009).
15. The position on target setting for the LAA is as follows:

Type of Indicator	Targets Set	Target to be set by 30/6/08	Target will not be set by 30/06/08	Total
Statutory	16	0	1	17
Designated	23	6	6	35
Local	6	3	4	13
Total	45	9	11	65

16. This position, whilst not ideal, is consistent with the principle adopted in developing the LAA, i.e. that the 'technical process' of setting targets would not devalue the LAA negotiation progress. Consequently, if an outcome was identified as strategically important, then the issue took precedence over concerns about the robustness or reliability of the indicator.
17. GOYH has indicated that for the first year of the LAA they are happy to accept target gaps. This approach is also now officially emerging from central government; for example, the following statements are made in recent guidance regarding Performance Reward Grant:
- A significant proportion of NPIs are new with little performance history to guide target setting, therefore, LAAs must be flexible to the new circumstances and changes may need to be made at the annual refresh, especially in the first 'transitional year';
 - Due to 2008/09 being a transitional year for the LAA it is proposed to base LAA Reward Grant on performance in years 2&3 of the LAA to enable baselines and trajectories to be 'locked down' in year 1;
 - This will allow areas more scope to include ambitious targets and spend year 1 planning in detail the interventions needed to deliver them and set the right level of target with more precision.
18. Without Walls have approved the SCS and LAA on 29 April. They also recommended that it should be formally endorsed and adopted by the major public bodies that affect York and the eight strategic thematic partnerships. Following endorsement by Full Council on 30 June, Without Walls plan to communicate the strategy and targets in different ways to reach the maximum number of people in the most effective way.

Corporate Objectives

19. The SCS and LAA contribute to the seven Corporate Strategy Direction Statements, our ten priorities and the short term imperative to respond to York's changing population. The spatial consequences of the SCS will be delivered by the Local Development Framework.

Implications

20. **Financial** - LAA Operational Guidance states that 'in agreeing targets for inclusion in LAAs, partnerships will want to consider how they will resource delivery of these priorities. Individual partners may wish to pool their mainstream resources, where this is possible'. It also acknowledges that the Local Government and Public Involvement in Health Act, 2007 emphasises the need for cooperation, including

the possibility of shared commissioning across the different public service providers to better meet the expectation of citizens.

21. The Executive has also approved use of the residual LPSA2 reward grant to support achievement of Local Area Agreement targets. The LPSA2 grant of approximately £850,000 will be used to implement and manage schemes that have the greatest impact on achieving targets.
22. **Equalities** – There are specific implications for LAAs in relation to two aspects of the Race Relations Act 1976. The majority of bodies involved in LAAs are public bodies, and as such, have obligations under this Act. Specifically, whilst undertaking their role as stakeholders in LAAs, they must be mindful of the General Duty under the Act, which is: (a) to eliminate racial discrimination, (b) to promote equal opportunities and (c) to promote good relations between different racial groups. Partners have capitalised on the SCS / LAA refresh process to help achieve their General Duty obligations.
23. The Race Relation Amendment Act, Disability Equality Duty, Gender Equality Duty and Equality Standard for Local Government also requires us to monitor the impact of our improvement activities in relation to all six equalities strands, where relevant. In the context of the LAA, Partners will need to consider how delivery of LAA outcomes is impacting on different minority groups.
24. **Legal** – The Local Government and Public Involvement in Health Bill placed a statutory requirement on the local authority to develop a Sustainable Community Strategy and LAA and duties on named partners to co-operate with the authority.
25. **Crime and Disorder, Human Resources, Information Technology** – There are no implications in these areas.

Risk Management

26. Failure to agree the LAA would result in the Council missing national LAA Ministerial sign-off on 30 June 2008, which could damage the image and reputation of the council.

Recommendations

27. The Executive is asked to:
 - a) Note the content of 'York – A city making history' and the Local Area Agreement 2008, and in particular to:
 - Endorse York's Sustainable Community Strategy as appended to this report; and,
 - Endorse the appended Local Area Agreement for submission to and agreement with the Government.
 - b) Authorise the Chief Executive to sign the relevant documentation to effect the above and to refer it to Government Office accordingly.

28. Reason: To ensure that the Council meets its statutory duty to produce a Sustainable Community Strategy and Local Area Agreement.

Author:

Nigel Burchell
Head of Strategic Partnerships
552055

Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy

Denise Simms
Senior Partnership Support Officer
552027.

Report Approved **Date** 23 May 2008

Roger Ranson
Assistant Director (Economic Development and Partnerships)

Report Approved **Date** 23 May 2008

Wards Affected:

All

For further information please contact the author of the report

Annexes

A – York’s Sustainable Community Strategy 2008-2025

B - Local Area Agreement Targets 2008 - 2011

C – Local Area Agreement Statutory Educational Attainment Indicators

Background Papers:

- Creating Strong, Safe and Prosperous Communities – Statutory Guidance: Draft for Consultation – CLG – Nov 2007
- Negotiating New Local Area Agreements – CLG – Sep 2007
- Strong and Prosperous Communities – The Local Government White Paper – CLG – Oct 2006

York – A city making history

York City Vision and Sustainable Community Strategy 2008 – 2025

Foreword

York is reinventing itself. When this has happened in the past, whether by Roman colonisers, medieval monarchs, or railway magnates, the changes were planned and accompanied by growth. So it is today.

This, the second city strategy, builds on recent achievements, recognises some challenges and issues, and defines our major ambitions. It embraces the views of the city's strategic partnerships, various commissioned reports, and the ideas we have gained from hundreds of people in the community. I am grateful to everyone who has helped in its preparation.

It is important that this strategy influences the quality of life and well-being of residents and embraces the needs of a changing population. Consequently, the strategy will set the context for all other significant strategies and action plans that impact on the economic, social and environmental welfare of the city.

We have tried to build the strategy on York's distinctiveness. We have unique historical resources that are a key to attracting not only visitors, but also residents, students, investors and entrepreneurs; we have outstanding economic and academic successes, and major new areas of employment, such as those in Science City and the financial services; we have excellent opportunities for development, including major 'brown field' sites; and York must build on its substantial achievements in cultural, social, health, educational and other community activities. At the same time, there are real problems to be tackled, such as those arising from traffic growth, environmental impact, poverty and the provision of 'affordable' housing. The plan will eventually include the full Local Development Framework, our local physical plan, a vitally important document that displays, amongst other things, the areas where growth will be permitted, and development constrained.

The plan looks ahead to 2025. But it is not set in concrete. It will be kept under constant review, and the tasks we have set will be monitored by the Without Walls Partnership, and implemented by the Executive Delivery Board of the partnership.

The strategy comes in two forms: a short, printed version, and a full text that is available on the web (at: www.yorkwow.org.uk). In addition, and also on the web, we have attached as appendices, several complementary documents that have helped us prepare the plan.

Sir Ron Cooke

Chair, Without Walls

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Annex:

LAA2008/09 – 2010/11 Indicators and Targets

1 What is a Sustainable Community Strategy?

The aim of a Sustainable Community Strategy is to set out a long-term vision for the local area based on what matters most to people. The main purpose of the document is to bring a wide range of individuals and organisations together who will work to improve quality of life and ensure that impact on the environment is minimised.

York's first Community Strategy was launched in July 2004, following widespread consultation, in what was called the 'Festival of Ideas'. Hundreds of people gave their views about the kind of York they wanted to see in 20 years time. Comments gathered were used to produce the first strategy, which included a promise to completely review it after three years.

This is the second Community Strategy prepared by 'Without Walls' (York's Local Strategic Partnership). Without Walls is the name of the group of people who have agreed to work together and jointly develop the shared vision for the City. The Partnership is made up of representatives of public, voluntary and business organisations in York.

The original Community Strategy was used as the starting point for the review, as many of the views represented within it remain valid and important to York, such as relating to education and skills, good health prospects and safe communities. However, it was important to agree a way forward regarding some of the more difficult challenges and opportunities facing York, such as how to minimise our impact on the environment whilst remaining economically competitive.

During Autumn 2007 residents and local organisations were asked to join in the discussion about the opportunities and challenges facing York through the 'Festival of Ideas 2'. The Festival enabled people to register ideas, raise concerns and ask questions about what York will be like in the future.

What has changed since the last strategy?

Circumstances have changed in the short time since the first Community Strategy was produced. Key changes for the city include:

- The achievement of high employment levels and continued change to the employment base of the city
- The growing impact of globalisation
- Environmental change and challenge
- The availability of more development land in the city, including York Northwest.
- The outcomes of the three public planning inquiries determining that significant developments will take place in the city at the University, Derwenthorpe and Germany Beck

- The continuing growth of numbers in Further or Higher Education within the city
- The continued rise of house prices and shortage of affordable housing
- A growing and ageing population
- Immigration and the changing ethnic mix of the population
- The growing significance of the region in local development issues
- The changing agenda of Government in respect of the role of cities, place shaping and focus on development of communities
- Significant changes in fuel prices and (slowly) growing public awareness of the need to use greener energy for transport and domestically

The cumulative effect of these changes is a need to refresh the Community Strategy in light of the prevailing circumstances. The following 'story' provides an overall context for the new Sustainable Community Strategy. It seeks to outline the challenges that the city is presently facing, and gives some indication of those that may lie in the future.

Since 2004 work has commenced on the physical planning strategy for York for the next 20-25 years. This is the Local Development Framework Core Strategy and will set out the overall planning vision for the city. This LDF Strategy will take full account of this strategy's objectives.

2 About York

Setting the Scene: York's Story of Place

York has been a seat of political, commercial and religious importance for over 2000 years. The city has played a significant role in the history of the country, from the conversion to Christianity to the Wars of the Roses, and from the Reformation to the Industrial Revolution. York has constantly and successfully reinvented itself and it continues to do so today.

The River Ouse has been a prominent feature of York throughout its history, from the establishment of the Roman 'Eboracum' (at the convergence of the Rivers Ouse and Foss) in AD71 by the governor Petilius Cerialis and his army, to the 9th and 10th centuries when the Vikings occupied Eboracum - which was re-named 'Jorvik' - and the city became a major river port. For many years the river was a major route for trading ships, but the arrival of the railways made it easier to transport goods here by train. Nevertheless, the river is still a major amenity resource.

From the Victorian era onwards York's economic wealth was built on rail travel, the growth of the confectionary industry and the manufacture of scientific instruments.

Over the centuries York has changed significantly, yet it has retained the physical fabric of its history like no other place in the country. York is now internationally renowned for its rich built heritage that is evidenced through Roman, Viking, Medieval, Georgian, Regency and Victorian buildings, monuments and archaeological remains. It is these qualities of history and distinctiveness that define York and attract approximately 4 million visitors every year.

Today we still endeavour to maintain the balance between the conservation of York's heritage and the city's growth. We value the fact that York is unlike other cities and believe that its development should not be to the detriment of its cultural, historical and natural heritage. However, we also believe that this distinctiveness provides the city with a major resource that can be used to its competitive advantage.

This means that we need to plan for York's future, protecting and enhancing what was here before for future generations to enjoy, whilst developing a vibrant, contemporary city in an economically, environmentally and socially sustainable manner.

Whilst York still attracts visitors because of its heritage, it is also increasingly attractive as a nightlife, shopping and conference destination. But the national and international competition in tourism is growing, and York needs to respond to this. At the same time York has seen the growth of major service sector employers in financial services and related professions. There remains significant employment in chocolate and railways and York is the base for two of the largest building companies in the UK. These sectors are vital in their own right and in bringing diversity and balance to the overall economy of York.

Science City York, a partnership between City of York Council and the University of York, was established to develop and support thriving science, technology and creative industries. This initiative has already helped to create over 60 new technology companies and 2600 new jobs in the bioscience, cultural, IT and digital sectors. The University of York has embarked on an ambitious expansion plan, promising a new campus and a growth in student numbers and employment opportunities. Employment within Science City is now comparable to that in tourism.

Within the city there are a range of significant brownfield development sites. This has been made possible by the shrinkage in traditional industries, such as the railway carriage works. The 'York North West' site alone is equivalent in size to two-thirds of the walled centre, making it the largest and most significant development opportunity there is likely to be in York in the foreseeable future.

York, therefore, is an important and significant city that everyone agrees is an attractive place to live, do business and to visit and a city that has enormous future potential. York has successfully and transformed itself from

its original economic base. Without Walls' aim is to sustain that success for the benefit of all York's residents.

Without Walls will plan York's future in an economically, environmentally and socially sustainable manner to ensure the city continues to make history through its success in the 21st century. Without Walls recognises that current challenges are multi-faceted, as York is a city very much in transition.

York still has some significant pockets of low skills and deprivation, which need to be addressed if we are to minimise the risk of a 'twin-track society' with a polarisation in skills, opportunity, prosperity and general life chances. In addressing this, we must recognise the role that communities play, and acknowledge that deprivation tends to cluster in specific locations.

York's ethnic population is also changing. Traditionally there has been little ethnic diversity in the city, though recently this has significantly increased, especially as a result of economic migration from Eastern Europe. The *State of the English Cities* report (ODPM, March 2006) noted that York experienced the second highest percentage growth rate in ethnic minorities of any city in the country in the period 1991-2001, with the number of non-whites more than doubling (ODPM [2006] *State of the English Cities: Volume 1*). In addition York was one of only six cities in which segregation of ethnic minorities was increasing (ODPM [2006] *State of the English Cities: Volume 2*).

York also has a history of philanthropy and support of social research. The city is home to the Joseph Rowntree Foundation, a social policy research and development charity which continues today to work in areas such as housing, poverty, drugs, immigration and independent living. The 19th century work of Seebohm Rowntree provides a basis on which subsequent work has given us a better knowledge of the extent and changes in poverty than in any other city.

In essence, York's Sustainable Community Strategy needs to address the 21st century challenge – how economic success and social progress that recognises the needs of all people may be achieved, alongside protection of the existing built and natural environment.

As the custodians of the city we strive to be far-sighted, ambitious and innovative in developing and delivering our plans for the future.

Strengths and Challenges

We know that the majority of York's residents are relatively affluent and healthy. Compared to the national average our level of unemployment is low, educational attainment is high, and York is a relatively safe city. However, we cannot afford to be complacent, as York is also a city that is:

- Proud of its distinctive qualities and status as a 'special' historic place and attractive environment, but needs to ensure all residents and neighbourhoods share in the city's economic, environmental and social well-being
- Still shifting its economic base from mainly manufacturing to the service sector and knowledge economy, bringing the need for new skills and learning opportunities, alongside concerns about the availability of affordable housing
- Environmentally aware, though keen to do much more to protect the environment and engage in the climate change agenda
- Has significant pockets of deprivation with associated poorer health and higher crime
- Conscious of its changing ethnic population and keen to embrace this as an opportunity

York's 'Story of Place': The evidence base

A range of facts and figures that objectively set out York's 'Story of Place' supports the development of our refreshed Sustainable Community Strategy¹. This story has been used to identify critical facts and issues, and also to collate the results of many consultations to inform the strategy.

The evidence draws out both our strengths and challenges. It is, therefore, important that the Sustainable Community Strategy recognises that:

- The population of York is 191, 800 (2006 Mid Year Estimate, ONS) and has risen by 11% since the 1991 Census
- The number of residents is projected to increase by 9.2% between 2003 and 2021 which equates to approximately 17,000 additional people (Department for Communities and Local Government 2006)
- 1,870 National Insurance Number Registrations in respect of non-UK Nationals in 2006/07. The largest numbers of new arrivals in York registering for National Insurance are Polish 33%, Chinese 10% and Indian 5.5%. (Source: Department for Work and Pensions).

¹ The complete York's 'Story of Place' evidence base is available as Appendix X

- The 2004 Index of Multiple Deprivation ranks York as 219 out of 354 local authorities (where 1 is the most deprived and 354 is the least deprived). In 2007 York is ranked at 242 (ONS)
- The total crime per 100,000 population has consistently fallen in the period 2003/04 – 2007/08 and is below the regional and national levels (British Crime Survey)
- York's unemployment rate is significantly better than the national and regional levels (ONS Annual Population Survey)
- Gross weekly pay is above the national and regional averages (ONS Annual Survey of Hours and Earnings)
- York attracts 4 million visitors each year. In 2006-07 income from tourism grew to £333 million. Visitor numbers were up by 339,000 people (especially day visitor numbers) to 4.18 million (York Visitor Survey 2006/07)
- York's LEA is ranked as joint 18th out of 149 authorities based on the performance of pupils at the end of Key Stage 4 achieving 5 or more GCSEs including English and Maths (2006/07), 1st place being the highest (Department for Children, Schools and Families, 2007)
- The majority of York's primary and secondary schools, over 60 %, perform above the national average for England (state and private schools) (Department for Children, Schools and Families, 2007)
- In November 2007 the QS-Times Higher Educational Supplement ranked the University of York 74th out of the world's top 200 universities - a rise of 50 places from 2006
- The University of York's economic impact is approximately £180m per year and expected to grow by approaching 100% over the next ten years (Source - to be confirmed).
- Average life expectancy at birth is higher than the regional and national averages for the period 2001-2005 (ONS Vital Statistics)
- York is ranked 18th out of 324 towns and cities in terms of number of recycling centres, conservation groups and eco-friendly businesses per capita (www.locallife.co.uk)

Public Consultation – Festival of Ideas 2

Through questionnaires to every household and on the Internet, at public meetings, exhibition days and through the Primary School Conference 2007, we attempted to make sure as many people as possible had a chance to give their views on their vision for York in the future.

- 88,000 questionnaires were sent out to every household within the city
- 3,000 people took part in the consultation by attending events or responding to the questionnaire
- 420 children and young people gave their views using interactive voting technology

Responses showed that the most important issues identified as priorities to focus on for the future of York were:

- | | |
|--|-----|
| • Reducing our impact on the environment | 63% |
| • Developing the economy, jobs and skills | 59% |
| • Improving travel within, to and from York | 55% |
| • Building strong, safe and healthy communities | 54% |
| • Ensuring the city's housing and social needs are met | 39% |
| • Improving the city's physical, cultural and leisure facilities | 22% |

The following issues were important to specific groups.

Neighbourhoods:

Each of the 18 Ward Committees in York produced a Neighbourhood Action Plan (NAP). A Neighbourhood Action Plan looks at the needs of a neighbourhood, highlights specific issues and goes on to develop a planned approach to tackling these issues in partnership with the community and service providers. The plans include three or four ambitions and there is a strong degree of commonality across all Wards:

- Key themes feature strongly in all of the NAPs, such as safety, culture, inclusivity and sustainability.
- A total of 17 out of the 18 NAPs contain ambitions around the theme of community safety.
- A total of 7 out of the 18 contain a specific reference to road and pedestrian safety, with 2 of these also indicating a desire to increase sustainable and public transport in the wards.

- All NAPs include an environmental theme in their ambitions, with 3 Ward Committees indicating that they would like to make improvements to local recycling.
- A total of 17 out of 18 NAP's contain an ambition to increase community facilities or opportunities for Ward residents.
- Of these 8 specifically mention young people's opportunities and 5 inclusivity and neighbourliness.
- Two NAP's contain an ambition or vision around economic development and wellbeing.

Primary School Conference – 5 Oct 2007 – key messages:

- Not enough activities in their local area or places to meet and play with friends.
- More could be done to reduce our impact on the environment, including development of renewable energy sources.
- Develop facilities for cyclists and alternative options for sustainable travel.

Secondary School Conference - 27 Feb 2008– key messages:

- More leisure facilities were needed in the city centre.
- Transport networks for cyclists should be improved.
- Over a third thought that the environment was the most important issue for York.
- More than two thirds of young people think there is not enough to do in their local area.
- Over half thought that there were not enough places for them to meet their friends.
- Over one third of young people would prefer to use sustainable transport to travel to school, such as cycling.

Changing Population of York Conference - 22 Oct 2007 - key messages:

- All sectors in York need to address the rapidly increasing numbers of ethnic-minority groups and migrants coming to live and work in the city.
- More accurate information regarding the BME population is required in order to better plan services.

Resident responses to the household questionnaire:

- When planning for future housing and employment, 62% of respondents said some housing should be provided in surrounding areas outside of York's boundary and 38% said that enough housing should be provided in York to meet the needs of any additional employees.

- 45% supported concentrating development in York itself and 36% supported concentrating development in York and surrounding villages.
- In the household questionnaire 41% favoured building 880 homes or more per year (past 5 years rate), 49% favoured building 630 homes or less (similar rate to York Local Plan and Draft RSS).
- Over half of questionnaire respondents supported the affordable housing policy of making 50% of new builds affordable, of the 32% who disagreed, half wanted the threshold to be higher.
- In terms of specific sectors of the economy:
 - 75% said it was very / fairly important to support Science City (hi-tech)
 - 68% said hospitality and tourism
 - 57% said professional and financial services
 - 52% said traditional manufacturing (the lowest score but still a majority)
- Respondents were asked to rank from 1 – 3 the best ways of reducing congestion in York, the results (in priority order) were:
 1. Promoting alternative forms of travel to the car.
 2. Locating new development near to public transport and key services.
 3. Increasing the capacity of the road network by dualling the outer ring road or improving junctions on it.
- Over half thought no further shops should be built in the city centre, but two thirds wanted more leisure facilities.
- 70% preferred building in low flood risk areas only and 80% favoured a more ambitious renewable energy target

Future York Group:

The Future York Group is an independent group of leading public and private sector business leaders from across the city and region. The Future York Group was established in partnership with City of York Council and Yorkshire Forward, in Summer 2006. It was asked to check the robustness of York's economy and make recommendations to help guide York's future success. This came about following the announcement of over 1200 job losses in the city.

The Group considered; the history of York's economy over the past 20 years; a detailed examination of its economy today; skills requirements and York's ability to meet these; the challenges York faces in order to maintain a robust and successful economy.

The key conclusions of the Future York Group were that:

- In the recent past the York economy has been successful and competitive compared with other towns and cities
- The employment base has grown by approximately 1,000 jobs each year

- The underlying economy in York is strong and this growth trend is likely to continue
- There are a number of significant restraints on growth that will slow down the economy unless positive action is taken

3 Vision and Strategic Ambitions

Our Vision

The Vision for York was developed following extensive consultation through the first Festival of Ideas in 2003. Hundreds of residents and visitors took part in producing a vision for the future that is still important and aspirational four years on.

York: a city making history

Making our mark by:

- **Building confident, creative and inclusive communities**
- **Being a leading environmentally-friendly city**
- **Being at the forefront of innovation and change with a prosperous and thriving economy**
- **Being a world class centre for education and learning for all**
- **Celebrating our historic past whilst creating a successful and thriving future**

The Without Walls Partnership has decided not to change the overall vision. This is because it believes that it collectively represents the aspirations of all residents, partners and stakeholders. When considered as a whole, the vision remains valid for York.

We recognise that York has strong assets and resources, attractive physical heritage and a special mixture of social and cultural involvement. Together these create a distinctive sense of time, place and civic pride that make York a special city to live in, an ambitious city to work in and a spectacular city to visit. We need to build on this, recognising that York has, as recognised by the work of the Future York Group, an incredible history and very bright future.

The vision of the Partnership is based on the assumption that York, the place, offers a superb quality of life and distinct combination of scale, physical heritage, unbroken historical lineage, green space, social and cultural activities and academic excellence. It is proposed that these need to be preserved and enhanced to ensure York is always an attractive place to live, work and visit. This is our responsibility for future generations now growing up in the city. Put simply the overall quality of life and sense of place that the city offers defines its distinctiveness and provides it with a competitive advantage.

As a result we have identified seven challenging, strategic ambitions. These ambitions recognise that in considering York's future a range of 'givens' exist. These include:

- York is going to grow.

- The special characteristics of York - built and natural environment - must be enhanced.
- Our total population will grow and its composition will change.
- The level of inward commuting will continue to increase.
- We will need to plan beyond our boundaries in order to address our housing needs.

Our Strategic Ambitions

We will use York's distinctiveness as a way to improve the city further by enhancing its physical and cultural qualities as a basis for community and economic development

York's visual landscape sets the scene for the city's individuality. This is not just confined to the prime conservation area in the main city centre, it also includes the strays and 'green wedges' that surround York as well as the conservation areas beyond the city walls.

Without Walls believes that the Sustainable Community Strategy and Local Development Framework (LDF) are the 'Master Plan' for York. The Master Plan will be based on the assumption that York's distinctiveness is its strength. These plans will enhance the unique nature of York by ensuring that the city's physical appearance, its overall layout, balance of built and green space, design of developments and conservation of heritage sites, complement each other.

Without Walls believes that urban design standards should be high and applied rigorously. As a result York will remain an attractive place to live, work and visit. The city's tradition of being a walking and cycling city will continue into all new developments and public transport will be an attractive and viable alternative to the car. York will be a hub for transport links that ease congestion, support connections and enable the free and easy movement of people.

York's distinctiveness needs to be used to attract further inward investment, economic development and physical growth without compromising that which makes the city attractive. York's unique physical characteristics are based on hundreds of years of continuity of landscape and building design that gives the city a special sense of place. Without Walls regards the Sustainable Community Strategy as defining how this will continue into the future. Our vision signifies that we are seeking to be progressive and take forward the next stages of the city's continuous change and development not to standstill and 'preserve the city in aspic'.

We will keep York's employment levels high and economy buoyant by supporting local employers, developing a diverse economy and balanced employment structure.

The Sustainable Community Strategy takes forward the key proposals of the Future York Report, modified by environmental and social considerations.

York has a successful and diverse employment structure that is important in ensuring the future prosperity of the city. We want our economy to remain competitive and be high performing when compared and measured regionally, nationally and internationally. A hallmark of our prosperity will be that it is available for all of York's communities and neighbourhoods. In order to achieve this, the Partnership believes the economy needs to be mixed in terms of specialties, scale and sectors.

Without Walls wants York's economy to be an exemplar of good practice that provides sustainable prosperity. This means our wealth generators are ambitious and at the same time sensitive to the needs of the city and its communities. The Partnership believes that the special characteristics that York has not only enables the city to attract investors, employers and employees but also enables our economy to be innovative and progressive. We expect all organisations from all sectors of the economy to be environmentally and socially responsible.

Without Walls wants York to be prosperous, not only in financial terms, but also in terms of overall levels of health and happiness and personal achievement. We will plan for our economy to continue to grow and diversify. Our economic success will be based on the knowledge economy, tourism, retail, building, education, manufacturing, financial/professional services, and public services.

In order to maintain the city's prosperity we will be responsive to existing employers needs, especially when they need to grow to succeed. Much potential growth will arise from the development of existing employers and these need to be supported and encouraged. We will need to ensure that the current workforce has ample opportunity to acquire the new skills that are needed in a fast-changing world, and that local schools and colleges are offering a wide range of opportunities for young people that are properly attuned to employers' needs.

We will maintain community cohesion and develop strong, supportive and durable communities.

Without Walls wants York's sense of distinctiveness to be more than its physical appearance. Already the city has an unusually high sense of community and sense of belonging, with very many public and voluntary agencies, and a range of cultural activities that mark it out from many other places. It will be important to maintain this as the population and ethnic mix alters due to migration, including more students, and immigration.

York is changing rapidly and our strategic ambitions will result in further change to the resident, working and visiting populations. We do not want anybody to be left behind or excluded as a result of this change. York is as

much defined by its people and communities as its built environment and economy.

We want all of our neighbourhoods and communities to be sustainable. This means having a thriving mix of uses and being well connected by providing ease of movement between key destinations, adjacent areas, and to the rest of the city. A sustainable neighbourhood means a balanced one, with a well-integrated mix of decent homes of different types and tenures to support a range of household sizes, ages and incomes.

The viability of public transport is a key to achieving sustainable neighbourhoods as it can generate a 'community feel' and allows a diversity of people to live in a neighbourhood, including those who cannot or do not wish to drive.

We want residents and visitors alike to find York welcoming and safe. A place where all people feel able to have their voice and point of view heard and respected. We want to be a city of neighbourhoods and communities that are tolerant and respectful so that York is regarded as a fair, just and inclusive place. Without Walls believes that an important part of this community cohesion will be to reduce social differentials, promote equalities and in particular minimise income differentials. The city's schools, and its new network of children's centres, will have a particularly important role to play in this.

Overall, we want sustainable neighbourhoods that are attractive and safe places to live, respectful of the natural environment and use resources efficiently. There should be strong links between local people and local service providers to ensure that services best meet people's needs. This includes encouraging communities to work in partnership to improve services at a neighbourhood level, including better management of the local environment, increasing community safety, improving housing stock, working with young people and encouraging employment opportunities. In particular, the links between local people and service providers need to meet the needs of marginalised and excluded groups.

We will endeavour to balance physical growth and environmental sustainability with responsible choices in respect of climatic and environmental challenges

Without Walls believes that at the start of the 21st century York has the potential to be a model of living in an environmentally sustainable way and a place that can respond locally to the global environmental challenges and changes.

As a medieval city, York presents distinctive challenges with regards to energy conservation and related issues such as transport planning. To succeed requires combining economic/employment growth with reduced

environmental impact as well as placing expectations on individuals to adjust their behaviour. Our climate change strategy will encourage employers and individuals to meet their responsibilities. This will create challenges that involve everyone.

To achieve this we will exemplify and promote concepts such as a low carbon economy, responsible consumption and the compact city, as well as enhancing the physical environment. Throughout York we want to demonstrate to others how new measures, such as carbon counting, ecofootprint and 'triple bottom line'² reporting can be used to monitor progress and drive change.

We will assert our role as an important regional city.

Without Walls recognises that the city's influence and responsibilities extend beyond the administrative boundaries of the York area. It believes there is scope for mutually advantageous partnerships between York and the North Yorkshire sub-region, Leeds City Region and the wider Yorkshire and Humber region.

The Partnership will work with the key representatives and stakeholders of each of these areas so that York's strategic ambitions are understood and recognised. As part of this process York will expect to have its own area of influence and status fully recognised. Our partners will acknowledge our regional, national and international role and consequently York will receive support for its role as a distinctive and important city.

We will use York's brand and position to promote the city within the global network

In recent years all of York's major employers, except local public services, have become dependent on global networks. This is especially true of all major businesses, further and higher education and tourism. As a consequence of this change our strategic ambition is to promote and support the city's international influence.

In a global economy and networked world, Without Walls believes that York has the potential to enhance its reputation as an international city for business, research, training and culture and should promote international networking. This will need to be supported by future planning decisions especially in respect of travel and communication.

York's major businesses all rely on global connections for their continued success. We aim to help ensure this by encouraging electronic and travel networks that enable firms and individuals to work internationally but act locally. This will allow the scale of the city to remain relatively small but to have a worldwide reach and impact.

² Accounting for sustainability performance requires reporting across economic, environmental and social elements (also known as the 'Triple Bottom Line'), which reflects their interdependence.

Our schools, colleges and universities will need to give all learners the skills necessary to live full, prosperous and healthy lives within a world economy. In a global context it will be increasingly essential for training and skills to be of the highest international standards at all levels. This high quality learning must be available to all our citizens.

We will encourage partnerships within the city and beyond that benefit everyone and achieve mutual advantage

All organisations and partnerships within the city, public, private and voluntary, should play a part in the delivery of the Sustainable Community Strategy and it should inform their planning and delivery of services.

Without Walls wants York to be at the leading edge of modernisation and community leadership. It wants all organisations to collaborate in the course of their business. This will enable the city to use resources more efficiently and support community cohesion.

Planning for the future will be based on partnership, collaboration and open consultation. Resources will, where appropriate, be shared and deployed in ways that are joined up and complementary. Service delivery will take place at the right level, in the most appropriate way and by the most suitable provider with the needs of the customer/user put first.

Major Issues and Cross-Cutting Challenges

We have considered a range of evidence, analysis and findings available from a number of different sources such as 'Our Story of Place' and public consultations, the Future York Group, the Local Development Framework, partners and stakeholders views.

In response, Without Walls has identified a number of major issues that are critical to the future success of the city and will need to be addressed if we are to achieve our strategic ambitions and realise the vision.

- **How to broaden York's economic base and make a step change in the performance of Science City York and improve the tourism offer (including retail and business tourism)**

The challenge is to support York's future prosperity by growing and changing the economy so it remains buoyant and competitive. York cannot stand still and it will ensure that the twin drivers of its economy remain relevant and up to date while enhancing other key sectors of the economy – especially retail and professional services.

- **How skills gaps, income disparities and low aspiration are addressed**

to minimise economic differences

York must be a cohesive and 'fair' city where equality of opportunity, social mobility and economic inclusion are implicit in every policy, strategy, plan, and action. Measures of success will include focus on the differences between social groups and geographical areas based, for instance, Index of Multiple Deprivation measures.

Some neighbourhoods and groups of people in York are at risk of being denied the benefits of York's economic success. To improve the social cohesion of York's communities, all citizens should enjoy the opportunities for employment and the potential for increased incomes that this success brings.

Learning Partners must ensure all citizens are able to learn and acquire new skills. For some this may require special provision in order to ensure that they are not disadvantaged by their circumstances. Support, encouragement and opportunity needs to be provided at all ages, from schools, colleges and other learning providers.

- **Determine appropriate levels of housing, especially low cost / affordable and family housing, that are required within the city and beyond to meet expected economic and population growth**

York's housing requirements need to be met in terms of housing numbers, type, location and price. Ongoing population and household growth is placing increasing demands on the city's housing stock. A recent assessment of housing found York has one of the highest levels of housing need in the North of England³. The supply of affordable housing needs to be increased and consideration given to maximising the use of the existing housing stock, including under occupation.

All new houses will be required to meet high standards of design and environmental sustainability. The city's housing stock, regardless of ownership, will need to meet decency standards and be as environmentally sustainable as possible. Addressing fuel poverty is key, alongside work to increase the energy efficiency rating of homes.

The effects of homelessness are felt, not only by individuals and their families, but also impact on the wider community. It is important that efforts to tackle homelessness in York are seen as part of this bigger picture. Ongoing focus will be placed on preventing homelessness occurring in the first place by identifying and supporting those at risk at an earlier stage, particularly younger people and families.

Older people increasingly wish to remain in their own home for longer and the city's housing stock will need to change and adapt to enable this. In order for older people to exercise choice and control to live independently, more new

³ York Strategic Housing Market Assessment 2007

homes will need to be built to ‘lifetime standards’⁴ within neighbourhoods that are fully accessible and close to local services. Existing stock will need to be adapted or remodelled and homeowners will need access to good equity release schemes.

- **Decide on the most appropriate way to improve travel and transport to address blockages and increase connectivity and accessibility.**

Connectivity, circulation and access of York need to be improved recognising that this is key to economic prosperity and quality of life. The public transport offer will be improved - acknowledging that increased car usage is not sustainable. This includes major ‘out of town centre’ infrastructure improvements that are crucial to the development of the city.

- **How best to develop the ‘brown field’ sites to provide for the long-term future of the city.**

These need to be emblematic of York and the aspirations set out in the Sustainable Community Strategy. The standards of design, provision of economic, residential and public space and consideration of their environmental impact – particularly in terms of transport - will be crucial. Residents, businesses and visitors alike will use all of the sites to judge how well York has managed to remain relevant to modern times without compromising its special historical position. The opportunities are exceptional in the next few years and the successful realisation will determine the future appearance of the city.

- **How York positions itself within the Leeds City Region and North Yorkshire Sub-Region**

Our relationships with other regional players will be mature and unambiguous. The city will offer its prosperity, distinctiveness and ‘brand’ to be used by others. In exchange it will expect to benefit from the unique selling points of its regional partners. In particular, York will want to exploit our status and role as a gateway to the region and transport hub to enhance its tourism offer for the advantage of itself and regional partners.

- **Improve levels of democratic activity and civic engagement**

To help maintain and improve the city’s openness, cohesiveness and fairness there needs to be strong levels of both representative and participatory democracy. Election turnouts should be higher, community groups and activities should be supported. All organisations need to be encouraged to have high standards of corporate social responsibility. The Third sector will be recognised and further developed as an important and powerful part of the city that help build and protect social capital.

Strong and active communities are characterised by the extent to which

⁴ From 2013 all new homes will need to be built to Lifetime Homes Standard

people are taking an active part in their local neighbourhood and make a positive contribution. This vision will be realised in York by ensuring that people feel involved in the developments that take place around them and that they have a say in the way local services are planned and delivered. This includes the young people who will play such a crucial role in the future development of their local communities.

- **The need to build resources to drive ambitions when York has a low resource base**

York needs to receive the recognition and support it requires to exploit its distinctive position. It should secure recognition as an innovation zone and seek to attract investment in to the city's economy, infrastructure and public services. Equally, every effort will be made to increase capital investment in major activities where needed, including major visitor attractions.

4 Local Development Framework

The Local Development Framework is the physical planning strategy for York for the next 20-25 years. It both informs the development of the Sustainable Community Strategy and delivers its spatial elements. The LDF is the strategy that is used to manage the development of the city by determining key issues including how much growth will take place, where and in what ways. As for the SCS, the role of the LDF is:

- Balancing /reconciling different objectives
- Accommodating the growth of the city in a way that protects the special qualities of York
- Placing sustainability at the heart of the strategy

The LDF process is far more prescribed than the SCS process. In order to be adopted and used as the basis of planning decisions in the city it is designed to pass a 'test of soundness' with external inspectors. A key test is the extent to which the LDF has been informed by the SCS and is a true reflection of the community's wants and needs.

The policies and proposals in the LDF have a significant influence on outcomes that are important to the SCS, for example:

- Economic Development – the availability of and accessibility to employment land; housing location, levels, type of tenure and accessibility, access to goods and services
- Sustainable Neighbourhoods – housing, strong economies, access to employment, social and community infrastructure, walking and cycling, safe and green environments, service co-location, school provision and design
- Social Inclusion – Equal access to goods and services, strong economies, housing provision, affordable energy, involving communities in plan making
- Combating Climate Change – transport, provision of walking and cycling routes, energy supply, recycling, housing design, bio-diversity, access to goods and services, flood risk, minerals and waste
- Health and Well Being – parks, recreation and sports provision, transport, walking and cycling, air quality, strong economies, access to employment
- Safer Communities – decisions on location of licensed premises, design, landscaping, recreational and sports provision, transport

There are a number of critical planning parameters within the LDF that are 'givens' and need to inform the SCS. These include:

- The number of housing units to be built per annum

- The level of affordable housing required
- The expected level of growth in jobs

A key component of the LDF is the Core Strategy that sets the spatial vision, strategy and priorities for the city. The Core Strategy considers a wide range of strategic planning issues including levels of future housing growth, distribution of future housing growth, housing density, employment growth and location of employment land. It also focuses on the strategic themes of design and construction, housing mix and type, role of tourism, leisure and retail, open space and sports facilities, education facilities, health facilities, historic environment, natural environment and countryside, transport and accessibility, waste and minerals and energy.

Therefore, within the 'givens' identified above, there are a number of crucial choices that will impact on the quality of life and prosperity of the communities and people of York. For example the number of housing units may be a given but their density, location and design specification need to be decided by the city.

The Core Strategy 'Issues and Options' document identified 18 spatial planning objectives for the city. Feedback from consultation revealed all to be important but six of these to be key:

- York to fulfil its role as a key driver in the regional economy and Leeds City Region through sustainable economic development
- Support York's role as a regional and sub-regional retail centre
- Ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced
- Create a permanent Green Belt for York that preserves its special character and setting, whilst ensuring sustainable development
- Protect and enhance the bio-diversity, landscape character and environmental quality for the York area
- Deliver the appropriate type and mix of housing to meet York's needs, including affordable housing

Further work is now being undertaken to refine the LDF planning vision in light of consultation responses.

The physical characteristics of York will continue to change and evolve in the future as it has in the past. A number of planned and proposed key developments will have particularly significant impact on the future of the city and its neighbourhoods and communities:

- Heslington East – The expansion of the University
- Developments at Derwenthorpe and Germany Beck that will create new communities
- Developments to the sites at Terry's and Nestle

- The role of the city centre in enhancing retail, business and cultural and civic amenities
- York North West

The York LDF will comprise of:

- A Core Strategy
- An Allocations Document
- A City Centre Area Action Plan
- A York Northwest Area Action Plan.

Policies, proposals and allocations within the LDF will help to deliver the spatial elements of the Sustainable Community Strategy. The LDF should be adopted by 2010.

5 Delivering the Vision

There are many plans and partnerships within the city that have been created to address the challenges and take advantage of opportunities we face. Without Walls' role is to bring the issues that have been identified as being most important to the attention of the partnerships and encourage them to work together to improve quality of life.

To help achieve the vision, organisations, groups and service providers work together, under the umbrella of the Without Walls Partnership, to make improvements. Partners include the Council, Police, Health, Voluntary Agencies and the Chamber of Commerce.

Without Walls Partners have agreed a three-year delivery plan, the Local Area Agreement, to deliver the Vision and shape the future of the city. The plan outlines how Partners will work together more effectively to influence key issues affecting people's lives.

Delivery Partnership priorities are set out under the themes of:

1. The Sustainable City
2. The Thriving City
3. The Learning City
4. The City of Culture
5. The Safer City
6. The Healthy City
7. The Inclusive City

The specific results hoped for within each of these themes, over the period 2008-2011, are set out on the following pages. Targets against each have been set and Partners regularly monitor progress towards these goals.

The Without Walls Partnership will take on a small number of crosscutting challenges. Initial priorities for action are:

- The development of a Climate Change Strategy for the city, incorporating a statement of intent and short and long-term targets for improvement;
- Monitor delivery of the Anti-Poverty Strategy to ensure that poverty in the city is minimised and the gap between rich and poor narrowed;
- Evaluate the case for York to become a World Heritage site.

York – The Sustainable City

Top Level Objective

York strives to conserve its distinctiveness and special qualities whilst achieving a balance between growth (economic and physical) and environmental sustainability.

‘Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.’ Our Common Future - Brundtland Commission 1987

‘Sustainability is all about living within our environmental limits – living within the planet’s environmental limits whilst also creating a fair and just society.’ UK Sustainable Development Strategy 2005

Issues facing the City

- Climate change.
- Unsustainable use of resources.
- Ensuring future development and growth does not adversely affect the special qualities and distinctiveness of York.
- Traffic congestion and air and noise pollution.
- Securing reliable public transport networks
- Need to reduce waste and recycle more.
- The risk of flooding.
- Meeting the greater demand for homes and enterprise.
- Creating the next generation of historic buildings in harmony with our heritage.
- Partnership working and community engagement

Strategic Aims and Actions

1. To change the way we live and work in York to have a positive effect on the built and natural environment by promoting and embedding low carbon lifestyles.
 - To lead the implementation of City of York Climate Change Strategy, emphasising the need for everyone in York to reduce their impact on the local and global environment and to measure their carbon and ecological footprint.
 - To emphasise the need to reduce the excessive environmental impacts of motorised transport by encouraging walking, cycling and use of public transport and giving priority in roadspace allocation to these modes.

- To continue to promote and support local food, products and services and to raise the awareness of consumers of the impact all their purchases have on the environment.
2. To clearly define and communicate the special qualities of York and the distinctiveness of the city and ensure future development and growth strengthens these qualities and the city's unique environment.
 - To develop a Heritage Strategy for the city: defining the key characteristics of the city's historic environment and how they relate to its communities, economic development and wider environment.
 3. To ensure that York's historical and archaeological wealth and setting is recognised, conserved and enhanced.
 - To ensure the condition of the city's Listed Buildings are monitored through a Buildings at Risk Register. The initial focus to be on Grade 2 Listed Buildings
 - To ensure all the city's Conservation Areas have undergone a Conservation Area Appraisal and have fully developed management plans
 4. To promote pride of place amongst local residents and support them in improving the quality of their communities;
 - To ensure that the character of suburban areas and villages is understood and represented.
 - To support the improvement of the environment at neighbourhood level through Ward Committees, Parish Councils, and other community groups.
 5. To encourage everyone in York to take responsibility for the impact their actions have on the environment.
 - Through partnership to secure a sustainable environment for York and its people so that they may enjoy high quality natural and built environments that are also attractive to enterprise.
 - To continue to promote York as a Fair-trade city by encouraging businesses to stock and promote Fair-trade products.
 6. To protect and enhance the biodiversity of nature in York, for the enjoyment of all.
 - To protect and enhance the soils, biodiversity, landscape character and environmental quality for the York area.
 - To ensure the city's existing and future Local Sites Important for Nature conservation are improved by management plans.
 7. To ensure that all developments contribute to the special qualities and distinctiveness of York by being well designed, sustainable and meeting the needs of local people.
 - To promote good sustainable location, design, construction and use of all buildings through planning policies and guidance.

8. To increase the amount and quality of publicly accessible green open space.
 - To promote a green infrastructure approach to planning with green linkages between open spaces to maximise their benefit to people and wildlife.
 - To complete and implement the draft Rights of Way Improvement Plan
9. To build on York's established role as a strategic transport hub by developing sustainable means of travelling to, from and within York that meets the needs of residents, visitors and the economy.
 - To ensure that the networks of highways, cycle ways, footpaths and public transport services are appropriate for the needs of the city and that the necessary priority is given to more sustainable modes.
 - To reduce, by progressive planning, the distances people need to travel for all purposes and to promote walking and cycling.
 - To create an integrated network of public transport that is of the highest quality, priced in the public interest and given priority in use of road space to achieve maximum operational reliability.
 - To substantially reduce the volume, speed, noise, pollution and visible intrusion of motor traffic.
10. To enable everyone in York to enjoy, conserve and enhance the natural and built environment for the benefit of present and future generations.
 - To work in local communities with business, the voluntary sector and service providers to enhance the physical appearance of the City's streets, residential areas and publicly accessible spaces through the York Business Pride and York Community Pride initiatives.
 - To promote local access to the natural environment for physical activity, health and the wellbeing of all communities.
 - To improve access to and engagement with the environment and those features, built and natural, which make York special and distinctive.
11. To be a city with low levels of pollution and waste production and high levels of recycling.
 - To promote techniques and methods for producing less domestic, commercial and industrial waste, and to maximise the proportions of waste going for reuse, recycling and composting.
12. To support measures to reduce the risk of flooding in York.
 - To support flood risk management partnership projects in river catchments above York being developed by the Environment Agency.
13. To ensure that the Local Development Framework and the Sustainable Community Strategy reflect, manage and enhance the special qualities and distinctiveness of the city, are complementary and reflect the needs of local people.
 - To create a permanent Green Belt for York that preserves its historic character and setting.

Success Measures

- A progressive reduction of York's Ecological Footprint from 5.3 to 3.5 hectares per person including the associated reduction of carbon footprint from 11.5 to 7.6 tonnes per person by 2033 and by 70% over the next 50 years.⁵
- Congestion - average journey time per mile during the morning peak (LAA)
- Per capita CO2 emissions in the local area. (LAA)
- Residual household waste per head (LAA)
- Improved local biodiversity - active management of local sites (LAA)
- Adapting to climate change (LAA)
- Conservation Area Appraisals undertaken (LAA)

⁵ This target is in the process of being reviewed and therefore may change on the advice of the Stockholm Environment Institute and York Environment Partnership.

York – The Thriving City

Top Level Objective

To continue to enhance the economic well-being of the city by:

- Being at the forefront of innovation and change with a prosperous and thriving economy
- Supporting the progress and success of existing businesses and encouraging new enterprises that will sustain high employment rates
- Ensuring that all sections of the community are able to benefit from economic opportunities.

Issues facing the City

- Maintenance of York's position as a market-leader in the development of its knowledge and science base in an increasingly competitive global economy;
- Increasing competition in the leisure and business tourism markets, particularly demonstrated by a fall in visitor numbers;
- The on-going reduction of employment in York's manufacturing base;
- Lack of investment in the city's heritage and tourist industry;
- Lack of quality employment sites and accommodation particularly within the city centre, whilst recognising the availability of significant brownfield land;
- Skills gaps and barriers to work facing York residents in an increasingly specialised workplace environment, and the need for quality jobs offering higher pay together with ensuring that as many residents and employees as possible can benefit from new economic opportunities;
- Need for a modern, uncongested transport infrastructure and improved international travel connections to meet the needs of a modern, knowledge-based economy;
- Balancing and using the successful economy to achieve high environmental standards and quality of life, taking account of the commitment to limit any impact on the carbon footprint of the city.

Strategic Aims and Actions

1. To have a leading edge, modern, knowledge and science-based economy.
 - To further develop York as a centre for leading edge, modern, knowledge and science-based businesses. We will achieve this by increasing the levels of start-ups, spin-outs and growing businesses through Science City York business development and skills development programmes.
2. To be ranked as an international quality leisure and business visitor destination.

- The leisure and business visitor market will be developed further through focused marketing activities. This will include investment in the heritage, cultural and conference infrastructure, improved visitor information services and skills development activity through the new Visit York single tourism organisation
3. To have a broad based economic structure, characterised by good working practices, and with a highly skilled and motivated workforce;
 - The city's broad-based economic structure, including the tourism and cultural sectors and city centre economy, will be maintained and developed. Business support services will be provided, there will be direct intervention with key sectors and businesses and important development sites will be advanced. Additional work will be undertaken to enhance the engagement of local businesses
 4. To be a focus for high quality external investment and supportive of local business and small business development;
 - Joint working through york-england.com with regional and sub-regional partners will continue to promote York in order to attract high value external investment to support and add value to local business development.
 5. That the University of York maintains its top global position acting as a key local and regional economic generator. In addition to increasing the scale and impact of all Further and Higher Education institutions in the city.
 - York University will be supported in its role as a key economic generator for the city through joint action between Science City York and the Higher York Partnership.
 - Ensuring that the expansion and diversification of learning opportunities are central to increasing economic activity and broadening cultural life.
 6. To play a full regional and City regional economic role.
 - Economic benefits will be maximised at a local and regional level through collaborative work in the region's Yorkshire Cities project, with Yorkshire Forward and the Regional Assembly.
 7. To have a modern, sustainable and uncongested transport network.
 - To contribute to the development of a modern, sustainable, uncongested transport infrastructure that meets the needs of the York economy. This will be achieved by strategic planning and investment through the Local Transport Plan and direct intervention with key rail , bus, coach, air and freight transport operators.
 8. To enable local people, including those with disabilities, to benefit from the new job opportunities and increased income levels from increased economic prosperity, with a focus on minimising income differentials in the City.
 - Skill levels within the York workforce will be enhanced through partnership working with the Learning & Skills Council, Lifelong

Learning Partnership, education and training providers and Future Prospects.

- To address the issue of economic inclusion and worklessness so that as many residents and employees as possible can benefit from new economic opportunities.

Success Measures

- Overall employment rate and rate of unemployment compared to regional and national rates.
- % of businesses surveyed who are satisfied with York as a premier business location.
- Working age people on out of work benefits. (LAA)
- Working age population qualified to at least NVQ level 4. (LAA)
- Average earnings of employees in the area. (LAA)
- Maintain percentage difference between York and regional median and 25% percentile figures for residents pay in York (av. gross weekly earnings). (LAA)
- VAT registration rate. (LAA)

York – The Learning City

Top Level Objectives

- To ensure all those who live and work in York have the education and skill that will enable them to play an active part in society and contribute to the life of the city.
- To ensure that the city is seen as both a nationally and internationally recognised centre of excellence for education and learning with a commitment to lifelong learning and a culture of enterprise, innovation and creativity that is second to none.

Issues facing the City

- An unwavering commitment to maintaining high levels of achievement and attainment for children, young people and adults in York, which are well above national averages at every level and some of the highest in the region, whilst tackling pockets of underachievement, non-participation in education, training or employment and lower level skills amongst learners of all ages
- 13,900 (12.1%) of the working age population, for example, have no formal qualifications (Annual Population Survey, 2006) which, though better than both the regional and national averages, remains high
- Approximately 25,000 (20%) people of working age experience numeracy and literacy problems (Source: Basic Skills Agency, 2003)
- The city needs to be able to change its skills base as the nature of the job market evolves. In particular, it is important that a large pool of people are trained to technician level (NVQ 3 and above) to support the development of York's knowledge-led economy (Future York Report 2007)
- General trends seen at ward level include 'pockets' of high levels of incapacity claimants, low qualification levels and 'relative deprivation', with one Super Output Area (SOAs) in York falling within the 10% most deprived areas in England in terms of education, skills and training and six SOAs falling within the bottom 20%.
- The primary barriers for York residents seeking to progress back into learning or work, are perceived to be: disability (18%); English as a second language (15%); no relevant qualifications (11%); loss of job (9%); returning to work (9%) (Source: Future Prospects, 2007)
- Nearly one in four York employers (23%) report skills gaps in their workforce. This is 7% above national average (National Employer Skills Survey, 2005)
- 70% of establishments in York do provide training, whilst 50% of employers do not have training plans in place (National Skills Survey, 2005)

- York has the lowest self-employment rate throughout the sub-region - 6.87% of people aged 16-74 years old (Census, 2001)

Strategic Aims and Actions

Overall

1. To continue to improve the quality and choice of learning provision in York, aspiring to be outstanding for all types of provision to meet the needs of children and young people, adults, families, communities and employers
 - Partners will continue to align education, training and learning plans with capital investment plans and workforce development plans for the sector

Children and Young People

2. To give our children the best start in life, even before they reach school, by providing a high quality early years experience.
 - Building on the success of the first two integrated children's centres at Hob Moor and Clifton Green, a network of eight will be completed, where health, education, social services staff and other agencies will work together to support child development. New centres will be located at New Earswick, St. Lawrence's, Haxby Road, Tang Hall, Carr, Westfield.
3. To continue to increase the achievement of **all** children and young people at every stage in their education, with a focus on narrowing the gap in attainment for the most vulnerable and disadvantaged groups of learners
 - The Local Authority will continue to use innovative and targeted interventions at school and pupil level to narrow the gap at all key stages for pupils working below age-related expectations.
4. To enhance the employability skills of young people (in response to employer's needs), particularly at age 16 and 18, through the improved quality and choice of learning opportunities
 - A citywide curriculum plan will be developed to deliver the new National 14-19 Learner Entitlement by 2013 (including new Diplomas), ensuring that there are strong links and appropriate training facilities with developments of the knowledge based economy in York and the skills that employment within these sectors requires. Secondary school capital investments (including the Building Schools for the Future programme) will complement the new state of the art facilities at York College and Danesgate Skills Centre.
5. To increase the number of young people actively engaged in education and training, particularly between the ages of 16 – 19, by ensuring that those facing additional barriers have access to appropriate opportunities, support and advice.

- Develop a strategy to ensure that all young people up to the age of 17 participate in education, employment or training by 2013 and those aged 18 by 2015. Targeted advice, guidance, support and opportunities will be made available to meet the needs of those young people facing additional barriers and facilitate transition into adult services and support.
6. To improve learning pathways and progression opportunities for 14-19 year olds that will assist in developing an appetite for study through to higher education.
- Continue to develop progression routes to and through higher education for both young people and mature learners.

Adults, Families and Communities

7. To raise the skills levels (including literacy and numeracy) throughout the working age population to support York's increasingly diverse economy, focusing on particular disadvantaged communities and wards to ensure that all the city's residents can access new employment opportunities.
- Work closely with delivery partners to target additional funding made available to the city, such as European Funding, to address local 'ward' and 'community' specific 'relative deprivation' and 'worklessness' issues in an innovative and holistic way, connecting aspirations, personal development, learning, advice, guidance and support to economic opportunity.
 - Enhance the accessibility and quality of information, advice and guidance about learning and work ensuring that those facing additional barriers have access to appropriate opportunities, support and advice.
8. To stimulate and increase a new enthusiasm, demand and value for learning in all age groups that promotes a culture of learning throughout life
- Establish a more effective collaborative and targeted approach to citywide marketing and communications of learning opportunities and the value of learning, to engage with new learners.
 - Increase the number of learning opportunities accessible in local neighbourhoods and at non-traditional venues across York
 - Co-ordinate a targeted approach to engage with and increase participation in learning among the 19-25 year old age group, who are currently under-represented in learning
 - Develop learning pathways and more transparent progression routes for adults that will assist in developing an appetite for learning and break down the barriers to progression from informal learning to accredited opportunities at entry level through to higher education.
9. To emphasise the personal and social benefits of both formal and informal learning to residents (whether in work or not in work).

- Work with providers and support agencies, through the Personal Community and Development Learning Group (PCDL) to maintain a balanced offer of adult learning across the city, that provides opportunities for personal, social and community development and ensures that provision is cost effective and responds to local needs.

Employers

10. To address the skills gaps that employers identify and provide appropriate high quality learning & skills opportunities to develop and maintain the talent pool of skilled and creative working age adults that is required to support York's expanding knowledge and science-based economy.
 - Work closely with partners in the business sector and in economic development to ensure that economic and learning plans address skills gaps.
 - Develop a York recognition framework for work-related competency skills and attributes gained through both formal and informal learning, appropriate to meet the needs of employers, employees and those seeking to return to work.
11. To increase the number of graduates linked to local job opportunities
 - Develop improved links with local employers in defined sector areas.
12. To increase employer's engagement and investment in the skills agenda that supports a commitment to employee development and learning
 - Develop a city-wide Employer Engagement Strategy, working more closely with existing employer networks and intermediaries, such as the Economic Partnership Board, Chamber of Commerce, York Professionals, Science City, Business Link advisers and Train to Gain Brokers, to better understand employer's needs and raise employers awareness and commitment to the benefits of training, as well as national skills initiatives and targets, such as the Skills Pledge, Train to Gain and Apprenticeship programmes
13. To encourage and value all forms of entrepreneurship, creativity, innovation and talent, particularly amongst those at school, college and university
 - Develop a city-wide Enterprise Strategy, that coheres the work of Science City, NYBEP, the Lifelong Learning Partnership and Higher York, to stimulate a culture of enterprise, ensuring that appropriate opportunities and information, advice, guidance and support is accessible to all in order to increase the levels of start-ups and spin-outs

Success Measures

- % of pupils (at schools maintained by City of York Council) gaining 5 or more GCSEs at Grades A* -C, including English and Maths

- Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2 and 4 (LAA)
- % of pupils living in the 30% most deprived areas in the country (IDACI) gaining 5 A*-C, including maths and English, at GCSE (LAA)
- Inequality gap in the achievement of a level 3 qualification by the age of 19 (LAA)
- 16 to 18 year olds who are not in education, training or employment (NEET) (LAA)
- Learners achieving an Entry Level 3 qualification in numeracy (LAA)
- Working age population qualified to at least NVQ level 2 (LAA)
- Working age population qualified to at least NVQ level 3 (LAA)

York – A City of Culture

Top Level Objective

To release the creativity of the York community to deliver a high quality cultural⁶ offer:

- Providing opportunities for fun and inspiration
- Making York the most active and participative city
- Supporting the development of York's economy
- Encouraging visitors to stay longer

Issues facing the City

- We need to be proactive in developing our cultural offer for residents and visitors if we are to keep pace with comparable European cities.
- Culture suffers a perceived lack of leadership, which in turn diminishes the city's cultural ambition.
- Three quarters of the population of York are physically inactive.
- There is much more to do to address a lack of diversity in the city's cultural offer.
- There is a real need to improve the public realm in the city.
- It is essential that a clear cultural vision is developed in order to maximise the opportunity of developments such as York Northwest, Castle / Piccadilly and St Mary's Precinct.

Strategic Aims and Actions

1. To be recognised internationally as a cultural city:
 - Our "sense of place" will be secure with a feeling of cohesion and fit to cultural provision which will be distinctive, high quality, sometimes iconic, and recognisable on an international level
 - We will encourage culture to be a central element of place making, which in turn will bring coherence to the cultural offer
 - Our world class heritage will continue to be the centre piece of our cultural offer but at the same time we will aim for a greater all round depth
 - Reinvestment in our existing heritage and cultural attractions will raise them once more to state of the art, international standing

⁶ 'Culture' is defined in the broadest terms to mean all those things which make life worth living: the things that give us our identity and sense of place and enable us to celebrate our distinctiveness and diversity, understand and value our past, and create the future for ourselves. Individual activities are not picked out. Each mention of the term 'culture' should be taken to encompass the full range of cultural activity including sport.

- The highest standards of customer service will be the norm with a visitor welcome in a wide range of languages
 - The city will be known for cultural developments that are green and eco-friendly
 - Through York, City of Festivals, we will 'internationalise' key events and build community participation
 - Cutting edge technology will be used to interpret the city in creative ways
 - Culture (including values, networks, and traditions, as well as buildings and programmes) will lie at the heart of city development and how the city approaches its decision making
 - Cultural quarters will be developed to stimulate cultural developments, building on existing strengths, linking together existing attractions and facilities, and providing the highest quality of infrastructure
 - A more cosmopolitan, more youthful profile will be projected through cultural product that is more distinctive and “edgy” rather than safe and traditional
 - Integration of our product e.g. the events calendar, licensing policy, transport connections, attractions opening hours, shopping hours, pedestrian hours, street cleaning will improve marketing potential throughout the year and into the evening as well as daytime.
2. To be a city of high quality spaces
- An urban design plan will drive a visionary architectural approach, combining the historic with excellent 21st century design, to provide a dynamic, exciting and vibrant cityscape
 - Spaces will be attractive and stimulating to the senses. Through colour, texture, ornament, materials, decoration harmony will be balanced with contrast, history with context, and the familiar with the new and stimulating
 - Public art will be integral to creating a high quality urban environment
 - Spaces will be decluttered, creatively lit, and equipped to be accessible, eventful and vibrant, capable of promoting York City of Festivals
 - Spaces will be linked with clear, and perhaps themed routes that encourage exploration and travel on foot by day and after dark
 - The experience of the city centre will be lifted with exciting interpretation
 - High quality café-bar environments around public spaces and by rivers will add vitality, colour and bustle
 - The river fronts will be opened up and their recreational opportunities exploited
3. To be a diverse, inclusive and cosmopolitan city

- As a city of faiths York will be a city where people of many faiths and ethnic backgrounds can feel at home
 - Our broad cultural offer will be for all people who live here and there will be full access for people with disabilities
 - A vibrant city centre will be matched by a strong neighbourhood culture
 - There will be high levels of satisfaction amongst residents with the cultural offer and it will be seen by residents and visitors as “cosmopolitan” and “vibrant”
 - Through York, City of Festivals, community participation, quality and profile will grow with more major events throughout the year
 - Hours of cultural provision will be extended making the city livelier after dark and broadening the city’s offer in the evening to residents and visitors
 - The city centre will host a wide range of cultural, leisure and educational activities throughout the day and evening appealing to all members of the community
 - A more extensive café culture will attract additional highly regarded restaurants
 - The programme of activities will extend into local neighbourhoods with spaces where cultural activity and interchange can happen spontaneously, modern day “village greens” throughout the city
 - Young people will be welcome, visible and prominent in the city. The perception that there is not enough provision for them will be addressed
 - Residents will use cultural provision for informal and formal learning opportunities that benefit the city’s skills and its economy
4. To be an active and participative city.
- Our cultural sector will be characterised by confident, sustainable organisations and partnerships capable of providing leadership to the overall development of the city
 - Volunteers will be valued, supported and recognised enabling opportunities and initiatives within the city to develop through a high quality volunteer infrastructure
 - Residents will consider cultural provision to be “for them”
 - High quality information will ensure that everyone knows what is available to them through a variety of means and media
 - The city’s cultural provision will engender wellbeing, and promote activity friendly opportunities notably to walking and cycling by day and after dark
 - Cultural venues and spaces will be readily available, and of a quality to inspire people to take part

- Communities will increasingly be able to develop and direct their own opportunities
5. To be a creative city.
- Cultural activities will help develop local creativity, skills and talent and promote community enrichment, wealth and job creation
 - A range of spaces and facilities will be available to encourage the incubation and growth of creative industries
 - Partnership working between our universities and business will nurture creative career opportunities for arts graduates, help promote the City's cultural offer, and driving innovation across the cultural, scientific and economic sectors
 - The cultural sector will be at the heart of networking that supports creative business, makes the city an ideal place for inward investment, and helps retain creative people
 - Our cultural product will enhance creativity: Reflecting the past but interpreting it in more modern ways, using architecture, lighting and public art, contemporary art, street entertainment to name but a few
 - The cultural sector will work closely with Science City York to exploit the strengths of science knowledge and technology across the cultural sector
 - The benefit of our intellectual property rights will be maximised to enhance the long-term sustainability of actions and investment
 - Our heritage and tourism industry will be characterised by a highly skilled workforce

Success Measures:

- % of residents who see York as “Cosmopolitan” and “Vibrant”
- Number of high quality events / number of people attending
- Adult Participation in Sport (LAA)
- Adult participation in active leisure (LAA)
- % of Children doing at least 5 hours of high quality PE and school sport (and cultural activities) (LAA)
- Young people's participation in positive activities (LAA)

York – The Safer City

Top Level Objective

To be a safe city with a low crime rate and to be perceived by residents and visitors as such

Issues facing the City

- Drug and alcohol misuse is a significant contributory factor in offending within the city
- Research shows that the fear of crime has a more detrimental effect on quality of life than actual crime, irrespective of age
- Levels of cycle theft are higher in York than other similar cities
- A high number of offences in the city are carried out by a relatively low number of persistent offenders

Strategic Aims and Actions

1. To design out crime in our neighbourhoods and ensure that homes are less vulnerable to break in
 - In partnership with other agencies, to identify and facilitate security measures and environmental improvements to reduce crime and disorder
 - To achieve Park Mark secure parking awards for all public car parks in the city
 - To provide monitored CCTV throughout the city centre
 - To work with developers to ensure secured by design principles are incorporated into all new developments
 - To continue to implement a programme of alleygating to reduce the opportunity for criminals to access properties via alleys and snickleways
2. To empower and encourage residents to actively participate in the life of the community and look out for their neighbours
 - Encourage individual and community voluntary participation in problem solving activities to support Safer Neighbourhood Teams in each Ward area
 - Develop community watch schemes across the city, in particular within areas experiencing the highest levels of crime and anti-social behaviour
3. To provide strong education programmes for children and young people aimed at encouraging social responsibility
 - To identify and facilitate early intervention with those young people who are most at risk of offending or engaging in anti-social behaviour

- To raise awareness amongst young people, through targeted education campaigns of the impact of crime, disorder and fear of crime on quality of life
 - To work in partnership with a range of agencies to protect young people from becoming victims of crime and substance misuse
4. To work with others to provide a range of positive social activities for young adults
- In partnership with other agencies, develop a range of social programmes for young adults aimed at those deemed to be most at risk from offending and anti-social behaviour
 - To work with partners to change public perceptions of young people as perpetrators of anti-social behaviour
5. To make certain that high visibility patrols and enforcement activities are swift and locally responsive
- To form multi-agency tactical problem solving groups to develop long and medium term action plans to tackle specific crime and disorder priorities in each Ward area
 - To improve communication and feedback mechanisms to ensure that communities are fully aware of the results of activities in their local area that is aimed at reducing crime and disorder.
6. To overcome barriers of community cohesion and ensure that no-one is excluded
- To work with partners to ensure all sectors of the community are involved in community consultation and problem solving
 - Work with the voluntary sector to strengthen and develop the participation of traditionally “hard to reach” groups in community watch schemes
 - Ensure that preventative and effective action is taken to protect vulnerable adults from all forms of abuse including neglect by both individuals and service providers
7. To involve residents, tourists and businesses in making York a safer city
- Continue work with the business community to develop better intelligence gathering and increase involvement in initiatives designed to reduce crime and disorder
 - Use the mobile police office to provide city centre interaction with tourists and visitors to the city
8. To work with others to reduce drug and alcohol misuse in the city
- To provide readily accessible and consistent drug and alcohol treatment services and to implement awareness and education programmes through schools
9. To reduce the levels of anti-social behaviour in our neighbourhoods

- To work with Safer Neighbourhoods Policing teams to develop short, medium and long term responses to issues of anti-social behaviour at neighbourhood level
- To promote awareness on how to report anti-social behaviour and the range of services and organisations who are able to provide support and assistance to victims and witnesses.

Success Measures

- Total crime per 100,000 population
- % residents surveyed who feel safe in York
- Serious acquisitive crime rate (LAA)
- Perceptions of anti-social behaviour (LAA)
- Rate of proven re-offending by young offenders (LAA)
- Re-offending rate of prolific and priority offenders (LAA)
- Drug-related (Class A) offending rate (LAA)
- People killed or seriously injured in road traffic accidents (LAA)
- Substance misuse by young people (LAA)

York – The Healthy City

Top Level Objective

To be a city where residents enjoy long, healthy and independent lives, by ensuring that everyone is supported to make healthy choices and, when they need it, has easy access to responsive health and social care services.

Health is about being well physically, mentally and socially. This includes being able to do the things you need to do and being able to cope with change and what's going on around you. Health is something we use for everyday living, not the reason we're alive.

Issues facing the City:

The current and potential future health issues facing the city are set out in the first City of York Joint Strategic Needs Assessment (June 2008). The Joint Strategic Needs Assessment will be updated over the course of this community strategy to assess progress against the strategic aims and to identify additional pressures as they appear.

Key messages include:

- Life expectancy at birth has increased over last ten years and is still higher than England average. Significantly lower life expectancy is apparent in the most deprived quintile of the City.
- Early death rates from heart disease and stroke and from cancer are below the England average. Between 1995-7 and 2002-4 the reduction in cancer death rates under 75 was 13.9%. In CHD and stroke (circulatory disease) it was 31%.
- Smoking prevalence is lower than national average but there are significant issues around data quality. Quitting rates are currently under target. Deaths from smoking in population over 35 are significantly better than the England average.
- Current figures show that York has comparatively high levels of physical activity but there are still a high proportion of adults who do not take the recommended levels. Adult obesity estimates are similar to national figures and binge-drinking estimates are high.
- Infant mortality and low birth weight baby rates are lower than England average and smoking in pregnancy rates and breastfeeding rates are improving.
- There have been recent improvements in healthy schools, school sport and diet but recent figures indicate that 8.4% of Reception children and 15.6% of Year 6 are obese. This compares positively to national and regional figures but as a key risk factor for future health it is a priority for the city.
- Conceptions in the under 18s have increased by 24.2% since the baseline in 1998. The rate for under 16 year olds has remained consistently lower than the national average.

- We can expect the population over 65 years to grow by 31% by 2021 – an additional 9540 people.
- Dementia will affect an additional 700 people in York by 2021. Physical and sensory disabilities will affect 6000 more.

Strategic Aims and Actions

1. To engage the community of York in the planning and development of health and social care services and pathways.
 - Ongoing development of the role of the York NHS Foundation Trust Members Council
 - Development of LINKs service to co-ordinate user and patient involvement.
 - Development of patient engagement in York Health Group practice based commissioning plans.
 - Wider community consultation in subsequent phases of the Joint Strategic Needs Assessment.
2. To jointly commission health and social care services from a variety of providers to meet the needs of the population, combining the expertise and resources of the NHS and Local Authority.
 - Four joint projects for developing older people's services will focus on prevention services to improve health and wellbeing; development of more community based services for older people with mental health needs; better co-ordinated care for people with long term conditions and improved ways to reduce the need for and length of hospital stays.
 - Further development of joint commissioning approaches in Children's services.
3. To identify and address inequalities in health outcomes and in the determinants of health.
 - Implementation of Big Lottery community health educator scheme and other capacity building opportunities.
 - Work with GP practices in the more deprived populations to address health needs.
 - Development of Children's centres.
 - Multi-agency work to address areas of identified deprivation.
 - Schemes to address affordable warmth.
 - Addressing health needs of those who are at risk of exclusion or isolation, such as older people, new entrants to the country, travellers and the homeless.
4. To prevent ill health and promote well being by supporting individuals and communities to make healthy choices, with tailored interventions for those who are least likely to make these choices:

- Ensure a healthy start for children at home and at school, which includes physical, mental and emotional health.
 - Develop and implement the prevention strategy for older people with targeted early intervention
 - Develop services and plans to reduce smoking in pregnancy and encourage breastfeeding.
 - Continue to take a multi-agency approach to the reduction of smoking levels in the City.
 - Work together to halt the rise in obesity in children and adults.
 - Develop and deliver services that ensure that more residents enjoy the good physical and mental health that comes from increased participation in active lifestyles.
 - Reduce the impact of alcohol misuse through the implementation of the alcohol harm reduction strategy
 - Reduce teenage pregnancy rates.
 - Ensure high uptake of immunisation including childhood and flu vaccinations.
 - Promote mental health and well-being programmes.
5. To make sure that those with risk factors or with ill health are identified as early as possible and offered appropriate treatment.
- Support existing screening programmes.
 - Introduce new national screening and diagnostic programmes including bowel cancer screening.
 - Continuously improve systems to identify, advise and treat those with or at risk of hypertension, high cholesterol and diabetes.
6. To support individuals to 'self care' and become experts in managing their own condition. Wherever possible to allow individuals to commission or direct the commissioning of personalised services that are tailored to their own choices.
- Increase the use of technology to support people to live independently at home.
 - Roll out individual budgets, beginning with those receiving a service through the Integrated Learning Disability service.
7. To develop safe, effective, quality services in the right settings, as close to home as is possible and clinically appropriate.
- Ensure that future options for health and social care facilities and premises are appropriately considered within the Local Development Framework
 - York Hospitals NHS Foundation Trust aims to secure its future as a 'secondary care plus' centre for North Yorkshire.

- Develop services to address identified priorities of maternity & newborn care, children's health and end of life care.
 - Develop new models for 'planned' care, including ENT, dermatology, orthopaedics and ophthalmology
 - Develop mental health services including, crisis resolution and home treatment, access to psychological and talking therapies and dementia.
 - Develop care pathways for long-term conditions, including stroke, diabetes, heart failure and chronic obstructive pulmonary disease.
 - Continue to develop acute care, including models for integration.
 - Through practice based commissioning support care closer to home, particularly as it relates to community care, falls prevention, case management, out of hours services, geriatric medicine and paediatric medicine.
 - Continue to improve access to treatment in hospitals, general practice, dentistry and community services.
8. To provide care in an integrated way that allows patients to navigate their care pathway smoothly. Where appropriate integrate services.
- Through older people's joint commissioning approach improve communication and integration between health and social care services.
 - Continue to develop integrated services for mental health and learning disabilities.
 - Continue to develop integrated ways of work in children's services including Children's Centres and the work of YorOK Board.
 - Joint work between PBC and social services
9. To plan ahead so that the employed and carer workforces are skilled and supported to meet future needs.
- Support carers and develop caring networks within the community.
 - Using projections of future need health and social care employers will work with partners to identify and skill up the future workforce required.
10. To work across the relevant partnerships in the city to achieve shared aims.

Success Measures

- All-age all cause mortality rate (LAA)
- Alcohol-harm related hospital admission rates (LAA)
- Obesity among primary school age children in year 6 (LAA)

- Under 18 conception rate (LAA)
- Social care clients receiving Self Directed Support (Direct Payments and Individual Budgets) (LAA)
- Carers receiving needs assessment or review and a specific carer's service, or advice and information (LAA)
- Number of vulnerable people achieving independent living (LAA)
- User reported measure of respect and dignity in their treatment (LAA)
- People over 65 who say that they receive the information, assistance and support needed to exercise choice and control to live independently (LAA)
- Reduce health inequalities within the local area, by narrowing the gap in all-age, all-cause mortality (LAA)
- Additional national indicators or vital signs where the area becomes an outlier from national performance

York – The Inclusive City

Top Level Objective

To ensure that all citizens can take part in the life of York by promoting opportunities for all, tackling poverty and exclusion and enabling everyone to access services and facilities.

The Without Walls Partnership will continue to develop and deliver a multi-agency strategy aiming to overcome inequality and exclusion. This work includes identifying and taking steps to remove some of the barriers that make it difficult for disadvantaged groups of people to access services and participate fully in the life of their neighbourhood and city. It also focuses activity on improving the quality of life of people in York's most disadvantaged groups and neighbourhoods.

Issues facing the City:

- The Index of Multiple Deprivation statistics for 2007 highlight that York has eight to twelve thousand residents who live within the 20% most deprived neighbourhoods in England, one area is within the 10% most deprived.
- The population has risen by 14% since 1991 and is due to increase by 9.2% by 2021, with the majority of growth taking place within the over 50 age group and a decline in the 10-24 and 35-49 age groups.
- The State of the English Cities report (ODPM, 2006) noted that York experienced the second highest percentage growth rate in ethnic minorities of any city in the country in the period 1991-2001.
- 1,870 National Insurance Number Registrations in respect of non-UK Nationals in 2006/07. The largest numbers of new arrivals in York registering for National Insurance are Polish 33%, Chinese 10% and Indian 5.5%. (Source: Department for Work and Pensions).
- One fifth of the population is classed as being in poverty by the study carried out by the Joseph Rowntree Foundation in 1999, 'A Study of Town Life'.
- 32% of households are on low annual incomes (i.e. below £15,000 p.a.) Source: Acxiom Ltd. National Lifestyle Survey 2005.
- 14% of York's children live in poverty.
- 6% of all households experience fuel poverty, which equates to 4,618 homes.
- In 2001, 30,000 people (approximately 17% of all residents) rated themselves as having a limiting long-term illness/disability (Source: ONS 2001 Census).
- Dementia will affect an additional 700 people in York by 2021. Physical and sensory disabilities will affect 6000 more.
- Life expectancy within the lowest fifth of wards ranked by deprivation is 77 years, compared with 82 years for the highest fifth.

- Between 2002 and 2005 house prices increased by 38% compared with a 16% increase in full-time gross weekly earnings (Source: Housing Strategy, 2006).
- Although the number of homeless people has fallen significantly since 2003, there has been a marked increase in the number of young people accepted as homeless, from 16% in 2005/6 to 22% in 2006/7.

Groups identified as being most excluded or at greatest risk of being excluded are:

- People with mental ill health, learning difficulties, physical or sensory impairments.
- Young people in care or living in transient families, young parents, young people who are bullied, and those who have low skills or are not in education, employment or training (NEET).
- Older people, particularly those living alone.
- Rough sleepers, homeless people.
- Carers and people on low incomes.
- People from BME communities, including asylum seekers, and Travellers
- People living in the eight most deprived neighbourhoods of York

Strategic Aims and Actions

1. Ensure that as many residents as possible can share in the city's economic, environmental and social well being, especially those living in deprived neighbourhoods or who are in other ways disadvantaged.
 - Identify and monitor specific actions by all partners to implement York's Anti-Poverty Strategy to ensure that poverty in the city is minimised and the gap between the rich and poor is narrowed.
 - Raise awareness of advice services available and support the work of the York Credit Union and Financial Inclusion Community Outreach Service.
2. Provide more affordable housing.
 - Increase availability of affordable, 'life standard' 'sustainable' housing in balanced communities;
 - To work with neighbouring council's to develop new approaches to affordable housing;
 - Reduce homelessness.
3. Address the needs of significant pockets of deprivation, poor health and high crime within the city and to narrow the gap between the most and least deprived.
 - Focus on improving quality of life for those communities identified as living in the 20% most deprived neighbourhoods in England. The results of a pilot partnership scheme in the most deprived area

of the city will be used to inform a citywide approach to reducing deprivation.

4. Respond positively to the changing black and minority ethnic (BME) population in the city.
 - Take the lead in assessing the impact that population change will have on the city and developing the services that will be required to meet the changing needs of all York's citizens.
5. Ensure that preventative and effective action is taken to protect vulnerable adults from all forms of abuse including neglect by both individuals and service providers
6. Do more to make York a more welcoming and inclusive city for both residents and visitors and tackle harassment and discrimination
 - Encourage and increase participation in the activities set out in the Sustainable Community Strategy and the Local Area Agreement at a city and neighbourhood level, in particular amongst the most disadvantaged neighbourhoods and groups.
 - Encourage and nurture the potential and energy of children and young people;
 - Value and make the most of the experience and knowledge of older people.
 - Promote and support good citizenship through volunteering
 - To develop the role and capacity of the third sector within the city through new approaches to partnership working and commissioning
7. Improve access to buildings, public transport and other amenities
 - Improve access to services, information and facilities for residents, neighbourhoods, and those at most risk of exclusion.

Success Measures

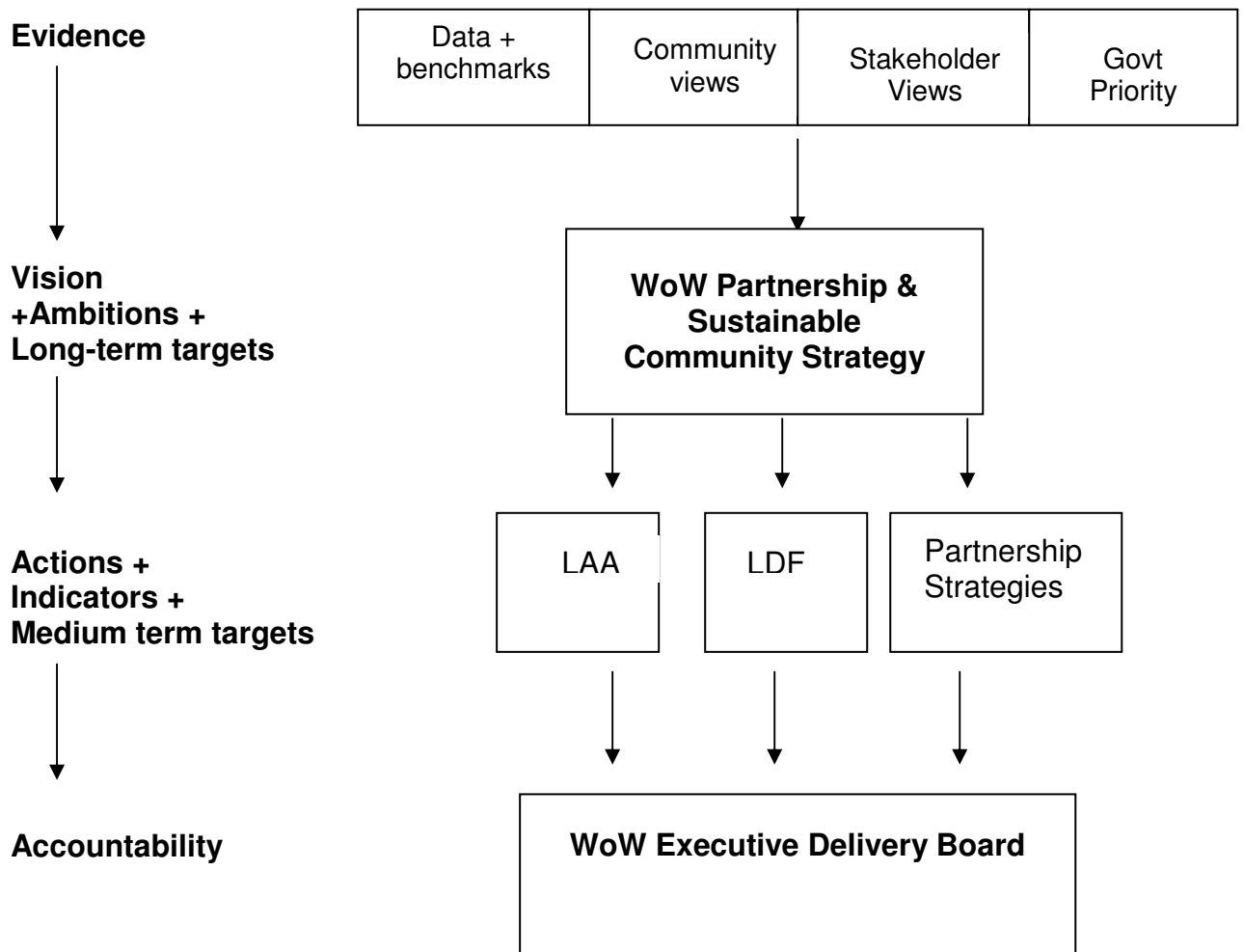
- Reduction in the index of multiple deprivation scores for the areas of York that are most in need
- % of people who believe people from different backgrounds get on well together in their local area (LAA)
- % of people who feel that they can influence decisions in their locality (LAA)
- Participation in regular volunteering (LAA)
- Environment for a thriving third sector (LAA)
- Proportion of children in poverty (LAA)
- Number of affordable homes delivered (gross) (LAA)
- Number of households living in temporary accommodation (LAA)

- Tackling fuel poverty – people receiving income based benefits living in homes with a low energy rating (LAA)
- Services for disabled children (LAA)

6 Making it Happen

Without Walls' three-year action plan will be reviewed every year, and local residents and organisations will be invited to contribute to the review process. The Partnership will also report on progress against targets and agree future priorities at an annual Community Conference.

The following diagram illustrates the continuing process that is used to review, update and deliver the SCS.



Governance Arrangements

The Without Walls Partnership structure gradually emerged following the first meeting of the LSP in March 2002, and has subsequently been amended to reflect changing circumstances and demands made of it.

At the Without Walls meeting of 23 May 2006, it was agreed that the structure of the LSP should again be revised to meet the requirements that were being placed on it by national policy such as Local Area Agreements. The LSP's role in shaping the long-term agenda for York was recognised, as well as a need for a greater focus on delivery. Without Walls partners agreed that the LSP's longer-term strategic and policy-setting role should be separated from the shorter term role of ensuring delivery of actions and achievement of targets specified in the Local Area Agreement.

Two separate groups were formed, each with a different focus, though both remaining within the overall umbrella of Without Walls. The long-term vision for the city is developed by the 'Without Walls Partnership' and delivery responsibilities rest with the 'Executive Delivery Board'.

Purpose and Membership of the Without Walls Partnership

The Without Walls Partnership provides a forum for debate and decision-making at a strategic level and acts to support and develop the key aims of the Community Strategy. In so doing, it provides the framework of operation for the Executive Delivery Board, guiding its work programme and setting strategic direction.

Detailed responsibilities include:

- Assessing priorities and identifying areas of overlap or tension across thematic partnerships
- Scrutinising performance data and challenging/championing information provided by the Executive Delivery Board
- Reporting progress against priorities to residents on an annual basis
- Coordinating a partnership response to new or crosscutting challenges facing the city
- Continuing to develop the Without Walls Partnership and ensure it is strategic, inclusive, action-focused, performance-managed, efficient, learning and developmental

Core membership of the Partnership comprises the named representatives of the following:

City of York Council – Three Members (nominated at Full Council) and the Chief Executive

Chairs of the eight thematic delivery partnerships

North Yorkshire Police – Chief Superintendent

North Yorkshire and York PCT – Associate Director of Public Health
York CVS – Chief Executive
York University – Vice Chancellor
Higher York – Chair
Jobcentre Plus – District Manager
Chamber of Commerce – Chief Executive

The membership of Without Walls is periodically reviewed and updated. This body meets three times per year and hosts an annual 'Community Conference' in order to report on progress and help inform priority setting for the following twelve months.

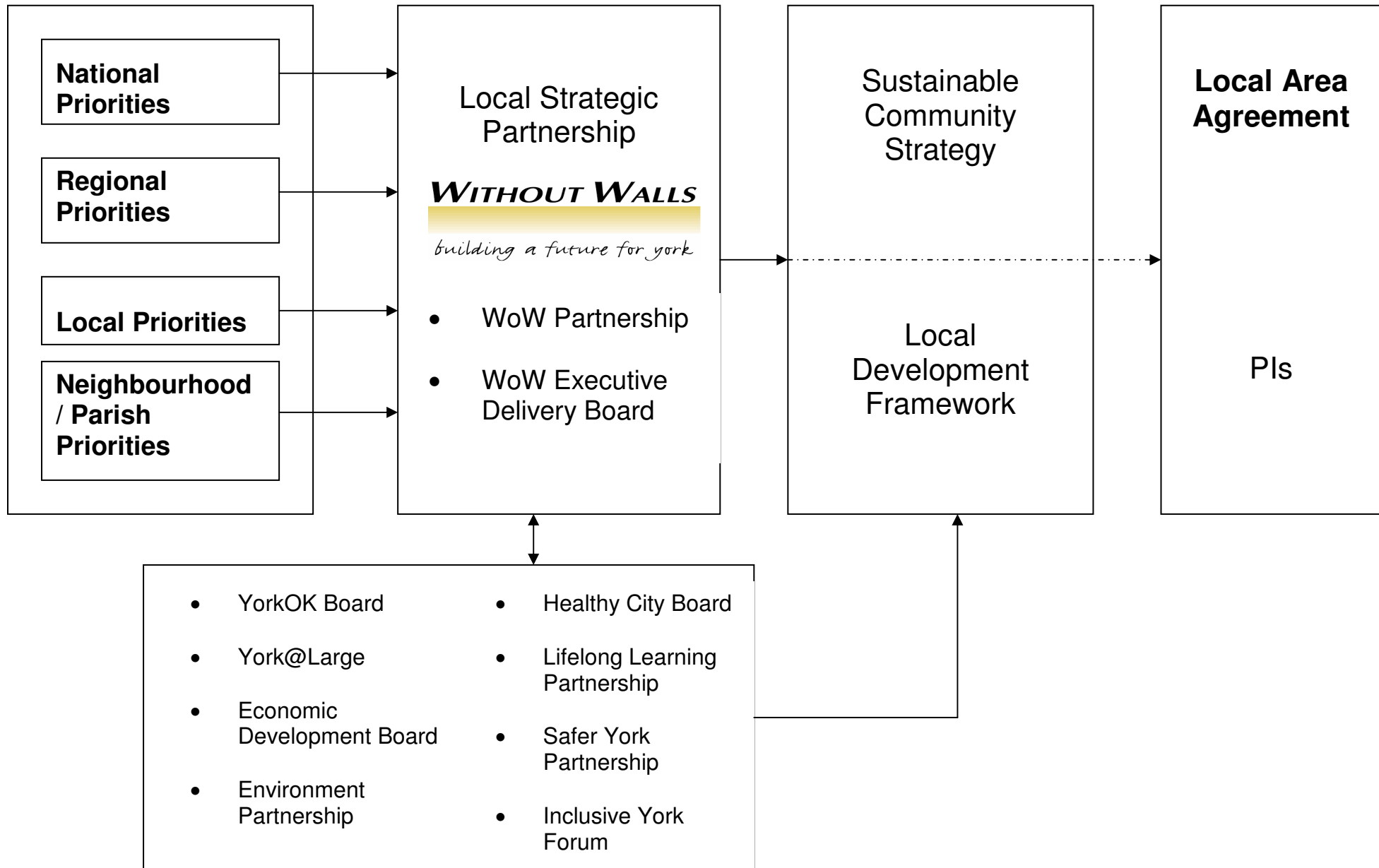
Purpose and membership of the Executive Delivery Board

The Executive Delivery Board has a commissioning and delivery role and implements the work programme set by the Partnership. The Executive Delivery Board (ExDB) will performance manage the SCS and LAA on behalf of the Partnership. The ExDB meets four times per year. The ExDB will:

- Recommend priorities and achievable outcomes
- Improve coordination across providers and direct resources towards achieving Sustainable Community Strategy priorities
- Monitor progress against targets
- Report progress to the Without Walls Partnership

The following diagram sets out the relationship between the Without Walls network of partnerships with the Sustainable Community Strategy, Local Development Framework and Local Area Agreement.

Local Strategic Partnership Framework: the relationship between the Sustainable Community Strategy, Local Development Framework and the Local Area Agreement.



Partnership Planning

It is expected that key partners and partnerships within York, such as city of York Council, will align their own strategies and plans to the Sustainable Community Strategy. This is an expectation of public, private and voluntary and community sector. This will ensure key strategies and plans will, over time, meet the strategic expectations and direction set by the SCS for York. Similarly we anticipate that partners will align their planning and delivery systems to the SCS.

The LDF has a key role to play in helping to deliver the spatial elements of the SCS. The role the LDF will play in delivering SCS outcomes is set out in Section 4 of this strategy. In developing the various LDF documents the vision and strategic ambitions set out in the SCS will need to be taken into account. Similarly, many of the Strategic Aims and Actions identified under each of the seven top-level objectives in the SCS have a spatial element, which the LDF can help deliver. For example, the LDF can help to deliver the 'actions' identified under the Sustainable City on issues such as transport, sustainable location and design, heritage, Green Belt, and green infrastructure. Under the City of Culture theme the LDF can help deliver the aims and actions on issues such as cultural offer, heritage attractions, high quality public spaces and creating a vibrant city. Work on the two Area Action Plans for the City Centre and York Northwest offer real opportunities in this respect.

Neighbourhood Action Plans

A critical part of delivery of the SCS will be the continuing development and strengthening of Neighbourhood Actions Plans (NAPS). A Neighbourhood Action Plan looks at the needs of a neighbourhood, highlights specific issues and goes on to develop a planned approach to tackling these issues in partnership with the community and service providers. NAPS incorporate information such as profiles of a Ward and standards and targets, which are to be met to ensure that other service providers and partners contribute to their content, thus providing a greater breadth of information about the neighbourhood.

At present there are a total of 59 ambitions contained within the NAP's across the 18 ward committee areas of the city. Each Ward Committee area has three or four ambitions within their NAP.

Elected Ward members are at the forefront of making sure that this delivery happens. This process has continued to strengthen partnership service delivery at a local level. It is essential that the NAP's are also enhanced to enable them to play a more central role in providing a direct link (golden thread) between the LAA and Sustainable Community Strategy. Furthermore, NAP's need to be developed and delivered in conjunction with the public and partners. This will help increase participation and engagement within the

community. NAP's can achieve this as all residents of York have the opportunity to help shape their local neighbourhood on a regular basis.

LAA Action Planning and Delivery

Once the three year LAA has been agreed with central government the Executive Delivery Board will prepare a work programme identifying key tasks and actions required to deliver the improvements and targets for the performance indicators. This approach will:

- Enable knowledge of current programmes and activities to be collectively owned and understood
- Identify any gaps where additional activity is required to meet the targets
- Stimulate innovation and collaboration between partner(ship)s where outcomes and targets can only be achieved by collective effort
- Inform the allocation of any available monies to pump prime action to enable LAA targets to be achieved

Performance Management

The Executive Delivery Board is underpinned by a strong performance focus, which facilitates a clear agreement between partners regarding responsibility for delivering against LAA outcomes. The ExDB also ensures that reporting chains and data flows, necessary to assess performance at regular intervals, are in place. A key to successful performance management is a desire to improve data sharing and bring together performance information across the city to monitor progress on the LAA.

Over time the intention is to simplify, streamline and integrate existing performance management arrangements into one area-based framework, and bring focus to the SCS. The LSP will manage progress against the targets specified within the LAA. Key agencies and partnerships will measure their contributions to its achievement and embed delivery of relevant LAA outcomes into their existing planning cycles and monitoring arrangements.

The ExDB is responsible for performance monitoring and management of the SCS and LAA. This is done by use of two types of measures:

- **Health of the city indicators** - key high level longitudinal measures (e.g. unemployment rate)
- **LAA Indicators** - LAA2 indicators

These two different types of measures are specified in the individual thematic sections of the SCS.

Funding

Partners and partnerships already invest considerable resources in York. Much of this will be used, over time, to achieve the ambitions of the SCS. In the short-term the only immediately available funds that are available to support the delivery of LAA outcomes and indicators is the reward grant from LPSA2.

LAA Operational Guidance states that 'in agreeing targets for inclusion in LAAs, partnerships will want to consider how they will resource delivery of these priorities. Individual partners may wish to pool their mainstream resources, where this is possible'. It also acknowledges that the Local Government and Public Involvement in Health Act, 2007 emphasises the need for cooperation, including the possibility of shared commissioning across the different public service providers to better meet the expectation of citizens.

Local Area Agreements are intended to be used as a mechanism by partners within a local area to foster a new relationship between local and central government and find new ways of working. Implicit within this assumption is that new ways of working will emerge as outcomes are agreed and plans to achieve them are implemented.

While pooling funding may have its advantages, the movement of funds could have impacts on other service areas, therefore, it is recognised that care needs to be taken in both determining the extent of pooling and how future distribution will be agreed. The expectation is that as the LAA is implemented and partners review performance jointly and consider new ways of working then existing funds will be aligned more closely, the use of Area Based Grants will be reviewed and the potential for pooling considered.

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Indicator:	National / Local PI Reference	Base	Improvement Target:			Lead P/ship	Lead Org.
			2008/9	2009/10	2010/11		
% of people who believe people from different backgrounds get on well together in their local area	NI1	82%	Meaningful improvement in the level from the 2008 Places Survey baseline to the 2010 Places Survey final measure, subject to response rate			IYF	CYC
% of people who feel that they can influence decisions in their locality	NI4	36%	Meaningful improvement in the level from the 2008 Places Survey baseline to the 2010 Places Survey final measure, subject to response rate			IYF	CYC
Participation in regular volunteering	NI6	19%	20%	20%	23%	IYF	CYC
Environment for a thriving third sector	NI7	22%	23.40%	24.80%	26.10%	IYF	CYC
Adult participation in sport	NI8	24.80%	26.80%	27.80%	28.80%	Y@L	CYC
Serious acquisitive crime rate	NI16	22.5 / 1000 pop	20.3	19.3	18.3	SYP	NYP (CDRP)
Perceptions of anti-social behaviour	NI17	14%	13.00%	13.00%	To be set following 2008 Place Survey	SYP	NYP (CDRP)
Rate of proven re-offending by young offenders	NI19	Not available till 11/08	Not to be set, will commence 09/10	Not to be set, will commence 09/10	Not to be set, will commence 09/10	SYP	YOT
Re-offending rate of prolific and priority offenders	NI30	Not available till 6/08	20% reduction	To be set 6/08	To be set 6/08	SYP(CDRP)	Probation/LCJB
Drug-related (Class A) offending rate	NI38	Not available until Summer 2008	To be set Summer 08	To be set Summer 08	To be set Summer 08	SYP	NYP (DAAT)
Alcohol-harm related hospital admission rates	NI39	1,294 per 100,000	1,544 per 100,000	1,620 per 100,000	1,675 per 100,000	SYP	PCT
People killed or seriously injured in road traffic accidents	NI47	118 (2007)	113	87	81	SYP	CYC
Obesity among primary school age children in year 6	NI56	15.60%	15.44%	15.40%	15.40%	HCB	PCT
Inequality gap in the achievement of a level 3 qualification by the age of 19	NI81	TBC July 08	TBC July 08	TBC July 08	TBC July 08	LLLP	LSC
Young people's participation in positive activities	NI110	Not available till 11/08	Not to be set, will commence 09/10	Not to be set, will commence 09/10	Not to be set, will commence 09/10	YorOK	CYC
Under 18 conception rate	NI112	34%	-32.20%	-41.10%	-50.00%	YorOK	CYC
Substance misuse by young people	NI115	12% (2007 results for drunk alcohol 1 or 2 times in the last 4 weeks)	11.75%	11.50%	11.25%	YorOK	CYC
Proportion of children in poverty	NI116	14% (2006)	12.10%	11.60%	11.20%	IYF	CYC
16 to 18 year olds who are not in education, training or employment (NEET)	NI117	3.9% (Nov 07- Jan08)	3.7% (Nov 08 - Jan 09)	3.5% (Nov 9 - Jan 10)	3.3% (Nov 10 - Jan 11)	LLLP	CYC
All-age all cause mortality rate	NI120	Male 663 per 100,000 Female 440 per 100,000 (2006)	Male 658 Female 428	Male 643 Female 419	Male 628 Female 410	HCB	PCT
Social care clients receiving Self Directed Support (Direct Payments and Individual Budgets)	NI130	124.8	174.5	208.4	251.7	HCB	CYC
Carers receiving needs assessment or review and a specific carer's service, or advice and information	NI135	10.18% (2006/7)	18.8%	20.2%	21.6%	HCB	CYC
Number of vulnerable people achieving independent living	NI141	66.8%	68.5%	70.0%	72.0%	HCB	CYC
Working age people on out of work benefits	NI152	7.4%	7.1%	6.8%	6.4%	EDP	CYC
Number of affordable homes delivered (gross)	NI155	125 (5 year av)	165	280	350	IYF	CYC
Number of households living in temporary accommodation	NI156	209	170	120	110	IYF	CYC

Indicator:	National / Local PI Reference	Base	Improvement Target:			Lead P/ship	Lead Org.
			2008/9	2009/10	2010/11		
Working age population qualified to at least NVQ level 2	NI163	73.3% APS	75.8%	78.3%	81%	LLLP	LSC
Working age population qualified to at least NVQ level 4	NI165	33.8% APS	34.8%	35.8%	36.8%	LLLP	CYC
Average earnings of employees in the area	NI166	Great Britain Average 2006 £444.80	£467.60	£483.50	£502.70	EDP	CYC
Congestion - average journey time per mile during the morning peak	NI167	3 min 48 sec	< 4 min 0 sec	< 4 min 0 sec	< 4 min 0 sec	YEP	CYC
VAT registration rate	NI171	24.8	To be set Autumn 08	To be set Autumn 08	To be set Autumn 08	EDPB	CYC
Per capita CO2 emissions in the local area.	NI186	7.3	-4%	-8%	-12%	YEP	CYC
Tackling fuel poverty - people receiving income based benefits living in homes with a low energy rating	NI187	low = 4.7% high = 15.1%	low = 4.4% high = 15.4%	low = 4.0% high = 15.8%	low = 3.7% high = 16.1%	IYF	CYC
Residual household waste per household	NI191	2007/8 663kg	640kg	617kg	611kg	YEP	CYC
Improved local biodiversity - active management of local sites	NI197	28% (to be revised Oct 08)	35%	45%	65%	YEP	CYC
Local indicators							
Services for disabled children	NI54	Not available till 09/10	Not to be set, will commence 09/10	Not to be set, will commence 09/10	Not to be set, will commence 09/10	YorOK	CYC
Children's participation in PE and sport	NI57	Not available till 09/10	Not to be set, will commence 09/10	Not to be set, will commence 09/10	Not to be set, will commence 09/10	Y@L	CYC
Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2 and 4	NI102	30.3% (KS2) 31.2% (KS4) (2006/7 academic year)	28% (KS2) 29% (KS4) (2007/8 academic year)	26% (KS2) 27% (KS4) (2008/9 academic year)	24% (KS2) 25% (KS4) (2009/10 academic year)	YorOK	CYC
ADDED - First time entrants to the Youth Justice System aged 10-17	NI111	379	To be agreed Dec 08	To be agreed Dec 08	To be agreed Dec 08	SYP	YOT
DELAYED - User reported measure of respect and dignity in their treatment	NI128	DELAYED	DELAYED	DELAYED	DELAYED	HCB	CYC
People over 65 who say that they receive the information, assistance and support needed to exercise choice and control to live independently.	NI139	Not available until 09/10	Not to be set, will commence 09/10	Not to be set, will commence 09/10	Not to be set, will commence 09/10	HCB	CYC
Working age population qualified to at least NVQ level 3	NI164	53.9% APS	56%	58%	60%	LLLP	LSC
Adapting to climate change	NI188	Level 0	Level 1	Level 1	Level 2	YEP	CYC
% of pupils living in the 30% most deprived areas in the country (IDACI) gaining 5 A*-C, including maths and English, at GCSE	CYP8.10	25% (2005/6 academic year) 29% (2006/7 academic year)	33%	35%	37%	LLLP	CYC
Maintain percentage difference between York and regional median and 25% percentile figures for residents pay in York (av. gross weekly earnings).	EDE1.4	71.9% (average 02/07)	72% (average 06/08)	72% (average 07/09)	72% (average 08/10)	EDP	CYC
Reduce health inequalities within the local area, by narrowing the gap in all-age, all-cause mortality	HCOP1.1	Average: 56.8/10,000 Lowest Quintile: 74/10,000 Ratio: 1.3(2004/05 average)	Average: 59.1 Lowest Quintile: 72 Ratio: 1.22(2006-2008)	Average: 58.6 Lowest Quintile: 71 Ratio: 1.21(2007-2009)	Data expected Sept 2008	HCB	PCT
Conservation Area Appraisals undertaken	BVPI 219b	1	4	2	2	YEP	CYC
Adult (16+) participation in physical activity (5 times 30 mins a week)	LLC14	No baseline available	Not to be set, will commence 09/10	+1% from 08/09 baseline once assessed	+2% from 08/09 baseline once assessed	Y@L	CYC
DELETED - Learners achieving an Entry Level 3 qualification in numeracy	NI162					LLLP	LSC

Annex C

Statutory Attainment Targets

There are 17 statutory indicators although for 08/09 (academic 07/08) only 16 will be measured. The highlighted indicator will be not be collected until next year 09/10 (academic year 08/09).

Description of Target	LA target	School Target
Early Years (EYFSP) – to narrow the achievement gap at age 5	Yes	No
Early Years (EYFSP) – to increase achievement for all children at age 5	Yes	No
Key Stage 2 – to increase proportion achieving level 4+ in both English and maths *	Yes	Yes
Key Stage 1-2 – to improve proportion progressing 2 national curriculum levels in English*	Yes	Yes
Key Stage 1-2 - to improve proportion progressing 2 national curriculum levels in Maths*	Yes	Yes
Key Stage 3 - to increase proportion achieving level 5+ in both English and maths *	Yes	Yes
Key Stage 3 – to increase proportion achieving level 5 in science *	Yes	Yes
Key Stage 2-3 - to improve proportion progressing 2 national curriculum levels in English*	Yes	Yes
Key Stage 2-3 - to improve proportion progressing 2 national curriculum levels in Maths*	Yes	Yes
Key Stage 4 – to increase proportion achieving 5 A*-C grades at GCSE and equiv incl GCSE English and Maths*	Yes	Yes
Key Stage 3-4 - to improve proportion progressing equivalent of 2 national curriculum levels in English*	Yes	Yes
Key Stage 3-4 - to improve proportion progressing equivalent of 2 national curriculum levels in Maths*	Yes	Yes
Attendance – to reduce persistent absentee pupils in secondary schools	Yes	No – for overall absence only
Attendance – to reduce persistent absentee pupils in primary schools	No ¹	No – for overall absence only
Children in care – to increase proportion achieving level 4+ in English at Key Stage 2	Yes	No
Children in care – to increase proportion achieving level 4+ in maths at Key Stage 2	Yes	No
Children in care – to increase proportion achieving 5 A*-C grades at GCSE and equiv incl GCSE English and maths	Yes	No

* For each of these targets LAs will be required to provide a breakdown by minority ethnic group as specified in the Local Authority Performance Target Regulations. The groups have been revised for 2009 and now include 2 further groups - Gypsy/Roma and Travellers of Irish Heritage.

¹ Data is not yet available to support LA target setting for reducing persistent absence in primary schools. We will delay introduction of a statutory target for primary school absence until 2009/10.

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Executive

3 June 2008

Report of the Assistant Director of Resources (Audit & Risk Management)

Review of Information Policy Framework

Summary

- 1 This report presents a revised Data Protection Policy. This follows a review of the information management policy framework which identified the current policy as no longer fit for purpose.

Background

- 2 The Information Governance Strategy, approved by Council Management Team in December 2007, included a review of the information governance policy framework. The major legal obligations are those of

- The Data Protection Act 1998
- The Freedom of Information Act 2000

and other regulatory obligations covered by the documents listed in the background papers. In addition information security has increased in profile since then and is briefly dealt with below.

- 3 The data protection policy of December 2001 promotes compliance and explains what the main requirements are. But it fails to explain what choices are available to managers, how directors can be assured that their services are compliant, or to convey members' policy requirements. In any case awareness is low, as identified by the Audit Commission, which in itself brings a compliance risk. A revised policy, version 2.1, is proposed at Annex A; communications and training are also aspects of the Strategy that support the policy.
- 4 The draft information security policy is principally concerned with technical controls over electronic records and data. Therefore the Head of IT will continue to lead on its development for the time being and no proposals are made here. However members might note the high public profile of this issue in recent months, and the expectation that non-electronic data, and controls, require consideration soon.
- 5 The procedures for dealing with information requests work well and no change

is proposed. The policy framework for records management is also sound, providing a basis for practical improvement within services – actually the biggest area of work during the remainder of the Strategy.

Consultation

- 6 The Information Management Working Group has been actively engaged in developing the Strategy and its policies. The group meets monthly and provides liaison on relevant matters, but is also a ready route for consultation within departments when needed.
- 7 Information sharing is the subject of agreement with the relevant partners, and an important step has already been taken in HASS with the adoption of North Yorkshire's model protocol. If successful in easing the burden of writing and negotiating such agreements it may well be used more widely.

Options

- 8 Almost every paragraph of the proposed data protection policy is optional, since it deals with those areas where the council has discretion over how to achieve compliance. It aims to apply a model similar to financial management - directors retain formal responsibility, management of services is devolved to managers; and the Director of Resources provides an audit and advice service to provide internal check and independent assurance.
- 9 The policy also seeks to establish a balanced relationship between each citizen and the council. An important emphasis is placed on "fair processing" – telling (although not usually asking) each person what the council does with their data. This is what enables him or her to exercise control over it.
- 10 This approach to fair processing could inform a data sharing policy, to be prepared and presented if the data protection policy is approved.

Analysis

- 11 alternatives to the policy-and-audit model of data protection compliance would be
 - centralised control, with all systems, processes and disclosures authorised by a data protection officer. This would be costly to operate and very costly to set up, and inconsistent with other management arrangements
 - omit the audit element. This would save money but leave the council unable to assure itself that the risk of non-compliance, with associated financial and reputation risks, is minimised.

Implications and actions

12

- **Financial:** there are no relevant implications to the adoption of the proposed data protection policy
- **Human Resources (HR)** there are no relevant implications to the adoption of the proposed data protection policy
- **Equalities** there are no relevant implications to the adoption of the proposed data protection policy
- **Legal** there are no relevant implications to the adoption of the proposed data protection policy
- **Crime and Disorder** there are no relevant implications to the adoption of the proposed data protection policy
- **Information Technology (IT)** there are no relevant implications to the adoption of the proposed data protection policy
- **Property** there are no relevant implications to the adoption of the proposed data protection policy

Corporate priorities

13 Improved policy guidance contributes to the following corporate objectives:

Improve leadership at all levels to provide clear, consistent direction to the organisation

Improve the way the council and its partners work together to deliver better services to people who live in York

Risk Management

14 The strategy is aimed at reducing the risks associated with non-compliance with relevant law. No new risks are introduced by the adoption of the strategy.

Recommendations

15 It is recommended that the Executive:

- Approves the draft Data Protection Policy

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Assistant Director of Resources (Audit & Risk
Management)*

Report Approved **Date**

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

All

For further information please contact the author of the report

Background Papers:

Data protection policy (December 2001)
Freedom of information policy (July 2004)
Corporate records management policy (July 2004)
Information Management Charter (July 2004)
Subject access request procedure
Freedom of information request procedure
RIPA procedure V7

Your business @ risk; report, Audit Commission 2007
Information Governance Strategy 2007

Annexes:

A: Data Protection Policy V2.1



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Introduction

1. The Data Protection Act 1998 (the Act) governs the management of personal data, and hence protects privacy, in organisations like City of York. It has four main aspects:
 - **Rights** of “data subjects” (living individuals, such as York citizens and the council’s clients, customers and staff)
 - **Obligations** on “data controllers” (those processing personal data, such as the council)
 - **Exceptions** to those rights and obligations
 - A **regulation and enforcement** regime including the office of Information Commissioner, and public “notification” to him by data controllers which process personal data.
2. This policy describes how the Act will be put into effect by City of York. It uses the Act’s terms and definitions. It does not restate the Act’s features. The Council must have mechanisms to ensure it can meet its obligations and these are described here. Where there is discretion, the criteria to be applied in reaching a decision are described here.

Data Protection Policy

3. City of York recognises personal privacy not as a bureaucratic burden, but a way to enter individual relationships through procedures that are consistent, professional and responsive. The maintenance of individual privacy is a basic, although largely invisible, aspect of public service. The Act and this policy provide a vocabulary to express the council’s view of its relationships with citizens and customers.
4. Respect for subjects’ rights, particularly fair processing, puts the citizen in control. Where people can be offered a choice about how their data may be used, or re-used, it will be made as easy as possible for them to exercise that choice.
5. This policy applies to the following data controllers:
 - City of York Council
 - City of York Electoral Registration Officer
 - City of York Superintendent Registrar

- each of the councillors of the City of York.

Each of these will notify to the Information Commissioner their processing of personal data as required under s 17 of the Act.

Directors

6. It is the responsibility of **directors** to ensure that all the rights and obligations of the Act are observed. This will include
 - providing a service privacy statement for each of their services. Preparation for this will include identifying legal provision to ensure processing is lawful and fulfils the relevant conditions¹, and identifying exemptions where they are relied on by a service in carrying out its functions
 - ensuring each of the data protection principles is given due consideration for every transaction of personal data. Guidance on each is given below.
 - ensuring that the Notification in respect of their services is complete
7. In addition the Director of Resources will provide an **advice and audit** service to assist directors, and will report to the Executive member annually on the operation of this policy. The ITT department will provide security and back-up facilities and advice on management of electronic data. The Human Resources service will arrange for training to be provided within the corporate training programme in response to needs identified by Directors or through the advice and audit function.
8. Directors will devise procedures and security measures to ensure that the Act and this policy are observed.

General

9. All personal data will be **prepared and recorded** as if in the expectation that it will be disclosed to the data subject, even if it is expected to be exempt, and even if it is in an unstructured manual file. Recorded personal data will therefore be factual and objective; opinions will be professional and defensible, and all expressed in temperate language.

¹ As required by the first data protection principle (see annex). In general item 5b of schedule II and item 7b of schedule III will be relied on in preference to consent

10. The separate identities of **children** (and vulnerable adults) will be respected. Parents (and carers) must be shown to be acting in their interests, and not their own, before they can exercise the child's rights or insist on the council's obligations. However where parents' and carers have rights (or the council has obligations) under other legislation of course they will be respected².
11. Requests made by data subjects for **access to their own data** will usually be managed within the relevant department as part of its regular service. However (as with Fol requests) where exemptions may be claimed, or where requests plainly cover more than one service, the Subject Access Request Procedure will apply. Such requests will be tracked through the Fol tracking routine. The director of the department receiving the request is responsible for managing it but will consider the advice of the Director Resources before claiming exemptions.
12. **No fee** will be charged unless the request is for education records to which a higher fee may be applicable; if so the higher fee is at the discretion of the Director of Learning Culture & Children's Services.
13. HR procedures provide for access by each employee to his or her **Human Resources file**. Staff or personnel files will be treated as the personal data of staff members whether or not they fall within the definitions of the Act. Information will therefore usually be accessible to staff members on request unless exempt. Where items or files are held in more than one location (for instance split between physical and electronic files, or between HR and line management) a request will be taken to refer to **all material** unless its scope is restricted by agreement with the employee. But where an employee believes data is held in unstructured manual files he or she must indicate, reasonably accurately, where the search should be made.
14. **Partnerships:** Data sharing with partners is simply another form of processing and is therefore governed by this policy in all respects. Regular data sharing with other organisations will be governed by agreements ("protocols") made with them. Further guidance on the features of a good agreement is given below. Agreements serve to show data subjects the rules that will ensure that their rights are observed, and may fulfil the function of a service privacy statement. The absence of a protocol will not prevent *ad hoc* data sharing which must nevertheless be described in the service privacy statement.
15. Breaches of this policy will be considered by the Council to constitute a **disciplinary offence**. Each case will be considered on its merits after

² eg parents have a right to reports on a child's progress at school up to the age of 16 under the Education Reform Act 1988

due investigation in accordance with the Council's disciplinary procedure. However, without prejudice to due process, a breach leaving the Council liable under the Act will be considered to constitute an act of gross misconduct.

Application of the Policy

Relationship to other policies

16. The council's Information Management Charter describes how the Act and the Freedom of Information Act 2000 define the relationship with customers, citizens and communities. There is a Subject Access Request Procedure to guide officers when data subjects exercise their rights. All are underpinned by the records management policies which ensure that data and information can be located and retrieved and rights and obligations observed. There is a diagram showing how these policies relate to each other at Annex A.
17. Human Resources policy includes a right of access by any staff member to his or her personal data in their HR file, and this Policy confirms that right.
18. This policy promotes respect for, and maintenance of, privacy in general. But from time to time legitimate breaches of privacy may be necessary (eg for the prevention of crime or to protect the rights of others). They will be governed by particular policies and procedures, including:
 - the Electronic Communications Policy: employees' private emails and telephone calls and internet use can only have a limited expectation of privacy
 - Fraud Response Plan: investigation of alleged fraud or corruption by employees, councillors or others
 - Internal Audit Terms of Reference: imposes a professional duty of confidentiality over personal data included in routine Internal Audit samples
 - IT staff handbook: imposes a separate duty of confidentiality, and data security, on IT staff handling (or discovering) personal data while administering computer systems.

Collection of personal data

19. Personal data must be collected fairly, and to achieve this each service will provide or make available a privacy statement describing
 - how it will use the data
 - to whom it might be passed both internally and externally
 - mandatory and voluntary restrictions on its use

- anything else that a data subject might not reasonably know or be able to deduce.
20. If personal data is **collected from outside** the council the subject is to be informed that this has happened. There is no need to include details that are obvious – perhaps if the data subject has already been told what to expect, or has requested it – but there should be enough information to allow an interested person to find out everything he or she might need to know. People must not be misled by commission or omission.
21. **Exemptions** may apply in some services and where they are routinely relied on should be noted in the Service Plan. Crime prevention is an example. The legal basis for processing personal data (and indeed for providing the service) should also be noted in the Service Plan. These requirements fulfil the first data protection principle.
22. Where **consent** is relied on, there must be a mechanism to record it. If this is not practical, or is stated in the privacy statement, there must at least be a mechanism to allow it to be withdrawn, and a record made, and for processing to be stopped. Where some other condition is relied on it must similarly be recorded.

Processing personal data

23. First DP Principle: application of the above section will ensure that the First DP Principle is applied.
24. The Second DP Principle restricts the **re-use of personal data**. The threshold is low³; the secondary use must not be inconsistent with the first. However departments will ensure there are no specific limitations on re-use and will observe them if identified. The Fair processing principle means that the data subjects should be informed of the secondary use as soon as possible. Re-use or secondary use mean a purpose not described in the Privacy Statement or Service Plan so they must be added asap and IMO informed so that the Notification can be brought up to date.
25. Data collection for **Council Tax** purposes is the subject of specific Information Commissioner advice. If another purposes arises the advice of the Information Management Officer or other qualified person is to be considered. However the council has specific legal advice that it is proper to re-use the council tax database to populate (and refresh) the Customer Relationship Management system (CRM). Further use from this source is subject to the second DP principle as set out above.

³ see DCA guidance on information sharing (Nov 2003)

26. Use of personal data for **marketing** purposes will (exceptionally) rely on consent and be subject to an opt-in system where possible and an opt-out system otherwise.
27. The Fifth DP Principle requiring **deletion of personal data** once its purpose has been fulfilled will be incorporated into each department's records retention and deletion schedules (as required under departmental records management policies).
28. The Seventh DP principle requires suitable **security measures**. For electronic data the Information Systems Security Policy⁴ will apply. The application and configuration of those measures, training, and supervision of them, rests with departments; as does that for other files and documents including manual files, audio and video recordings and any other forms of personal data.
29. Transmission of personal data to other organisations must be suitably secure, having regard to the sensitivity of the data and the number of records involved. Where both are high, tighter control is required to ensure there is no loss of control over the privacy of the data⁵.

Right of access: definitions of personal data and of relevant filing systems

30. The Durant judgement of November 2003 defined these more closely with implications for the application of the Act⁶. Under this policy the rights and obligations of the Act will be applied to the **paper components of employee personal files** as well as the electronic components. Therefore directors will ensure that all eight data protection principles are applied to them and that, in order to permit access by the subject, all staff-related material is stored systematically so as to facilitate quick and efficient retrieval.

⁴ still only available in draft (June 2008)

⁵ the loss by HMRC of disks containing personal data of 25 m child benefits claimants in November 2007 has given this a high public profile. Note that the data itself is not lost; the disks are, and with them control over disclosure and re-use of the data.

⁶ Mere mention of a person is not necessarily his personal data; to be so it must impinge on a person's privacy in some way; information must have the person as its focus. A judgement is to be made of where, on a "continuum of relevance and proximity" to him or her, the information lies. A manual file must do more than have a person's name on the front – it must provide access to specific items of information as easily as a computerised system. A collection of documents in date order is probably not sufficiently structured.

31. **References to a person must be found** before a decision can be made as to whether or not it amounts to personal data. Therefore all electronic references must be located (perhaps using search facilities or software) and a decision made. It is possible that narrowly-focused personal data exists within a document even if the principal content of the document is not the person's data, and documents must be redacted or edited accordingly.
32. It is a matter of fact whether data is a person's personal data, and whether access to it can be required by that person. Directors will consider the **advice of the Director of Resources**, or professional legal advice, before withholding data grounds of being not personal.
33. However the following **need not be searched** for apparently personal data in response to a request from a data subject, unless he or she indicates that personal data will be found there⁷ or they are filed by reference to the person:
- paper diaries (but electronic diaries must)
 - "blue books" or note pads
 - documents carrying hand-written comments.
 - Binders, folders or wallets of paper documents not structured by reference to people.

but note that printed copies in the above may be of electronic documents which must themselves be located and searched for personal data.

Directors

34. This policy is intended to guide the directors of City of York Council in recognising and responding to the Act. However in most cases decisions and responsibilities will be delegated to service managers and the **Director of Resources will delegate** to the Information Management Officer.
35. The [EASY@York](#) project, which incorporates the Council's response to e-government obligations, will change the way that customers and citizens do business with the Council and make requests for information. It is likely to mean that information is reused for all council services, with customers informed accordingly.

⁷ under S 7 (9A) of DPA which deals with unstructured personal data

Other public authorities, third parties, and contractors

36. Where information is routinely disclosed or shared with other data controllers then **information sharing protocols** should be prepared and agreed. Their purpose is to agree in advance why and how the sharing can be made consistent with each body's data protection policy, and to save making individual decisions for each transaction. Protocols should seek to avoid repeating the text of the Act, or its guidance or codes, or the policies of each party; rather they should concentrate on explaining to a data subject that his or her rights are being properly protected, and to an employee why it is right to disclose (or refuse to). A protocol is like a visa for an item of information; it shows that the necessary consideration has already been given for information falling within the categories defined by the protocol.
37. **Data processing contracts** must ensure that the council is properly indemnified in respect of breaches of a data subject's rights by the contractor. Standard contract terms are available from the IMO whose advice should be considered before entering such a contract.
38. **Partnerships:** Where a third party holds or processes the data of a person who is also a council data subject the service manager must consider who the data controller is and whether a data processor relationship exists. IMO can advise where there is doubt. Where the council is the data controller this policy is applicable; where another body is an information sharing protocol should be considered.

Exemptions: **Crime Prevention**

39. When personal data is requested by another data controller (eg the police) or by another council service under S29⁸, almost any of the rights and obligations of the Act might be suspended. A director (or service manager with delegated responsibility) must be satisfied that
- refusal would prejudice the investigation, and
 - the intrusion into privacy is proportionate to the crime

before making the disclosure. This may require further explanation by the body or service making the request and a form may help where this happens regularly.

⁸ for the purpose of the prevention or detection of crime, or the apprehension or prosecution of offenders, or the collection of tax

Complaints

40. Complaints will be handled through standard Council procedures. The address, and that of the Information Commissioner, is to be provided to anyone whose request has not been met in full, as a standard paragraph.

Management

41. This policy is to be promoted within departments **by each director** and responsibility for compliance lies with them. To assist directors in this the Director of Resources will make available advice and guidance, training, and an audit service to test compliance and report to directors with recommendations for improvement if necessary.
42. To promote this policy the **Director of Resources** will maintain organisational connections between directors, service managers, and his own information management functions as defined in the Information Management Charter. Directors will make available officers with suitable seniority, training and experience to provide liaison and help ensure compliance with this policy in their department.
43. This policy and the Procedure will be applied by **service managers** as an integral part of their service delivery. An understanding of these policies is one of the competencies required of them.
44. The Director of Resources will **report** on the application and progress of this policy annually to the members' Information Management Champion.

Bibliography

Data Protection Act 1998, OPSI <http://www.opsi.gov.uk/acts/acts1998/80029--d.htm>

Freedom of Information Act 2000, HMSO
<http://www.legislation.hmso.gov.uk/acts/acts2000/20000036.htm>

Code Of Practice on The Management of Records by Public Authorities Lord Chancellor's Department, 20 November 2002 (the "S46 code")
www.dca.gov.uk/foi/codemanrec.htm

Public Sector Data Sharing: guidance on the law Dept for Constitutional Affairs November 2003 <http://www.dca.gov.uk/foi/sharing/toolkit/lawguide.htm>

Relevant City of York policies:

Information Management Charter
Records Management corporate and departmental policies
Electronic communications policy
Information systems security policy
Document retention policy
Human Resources manual
Equalities policies