

**Notice of public meeting of
Cabinet**

To: Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams

Date: Tuesday, 5 November 2013

Time: 5.30 pm

Venue: The George Hudson Board Room - 1st Floor West Offices (F045)

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:

4:00 pm on Thursday 7 November 2013, if an item is called in *after* a decision has been taken.

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

1. Declarations of Interest

At this point, Members are asked to declare:

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

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

- 2. Minutes** (Pages 3 - 14)
To approve and sign the minutes of the last Cabinet meeting held on 1 October 2013.

- 3. Public Participation**
At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Monday 4 November 2013**. Members of the public can speak on agenda items or matters within the remit of the committee.

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

- 4. Forward Plan** (Pages 15 - 24)
To receive details of those items that are listed on the Forward Plan for the next two Cabinet meetings.

- 5. Careers, Education, Information, Advice & Guidance (CEIAG) Scrutiny Review Final Report** (Pages 25 - 118)
This report presents the final report from the CEIAG Scrutiny Review and asks Cabinet to approve the recommendations arising from the review. The Chair of the appropriate Scrutiny Committee will be attending the meeting to present the final report.

- 6. External Funding Scrutiny Review Final Report**
(Pages 119 - 152)
This report presents the final report arising from the External Funding Scrutiny Review and asks Cabinet to approve the review recommendations. The Chair of the Task Group, Cllr Burton will be attending the meeting to present the final report.

- 7. Capital Programme - Monitor Two 2013/14** (Pages 153 - 168)
The purpose of this report is to set out the projected capital programme outturn position for 2013/14 including any under/ over spends and adjustments, along with requests to re-profile budgets to/from current and future years.

8. Treasury Management Mid Year Review and Prudential Indicators 2013/14 (Pages 169 - 186)

This report provides Members with a mid year update on treasury management activities to ensure the Council is implementing best practice in accordance with the Local Government Act 2003 and the revised 2011 (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management (as revised). An update on the Treasury Management activities for the period 1 April 2013 to 30 September 2013 is also provided.

9. 2013-14 Performance and Finance Mid Term (Qtr 2) Report (Pages 187 - 206)

This report provides a mid year review and update on progress following the year end analysis reported in July 2013. It provides an overview of where the council is doing well and where there may be areas for potential improvement or challenges to be met.

10. 2014-16 Budget Strategy Update (Pages 207 - 216)

This report builds on the July Financial Strategy Refresh and updates Members on the latest Government announcements in relation to grant funding and asks Cabinet to note the current issues and approach to financial planning.

11. Annual Audit Letter 2012/13 (Pages 217 - 228)

This report presents the Annual Audit Letter which summarises findings from the 2012/13 audit of the Council and asks Cabinet to note the content.

12a) Supporting Economic Growth by attracting and supporting investment to the City of York (Pages 229 - 248)

This report provides an update on the city's economic performance, setting out the specific productivity challenge that the city faces, and recommends the development of new approaches to attracting investment to the city – both of which are covered in two supplementary reports to this item.

12b) Delivering Marketing, Culture, Tourism and Business Development for the City of York (Pages 249 - 266)

This report responds to the previous report on supporting economic growth by attracting and supporting investment in the city and proposes exploring the development of a new agency to deliver key remits in the marketing, tourism, cultural and business development agendas for the city of York.

12c) Delivering Development Investment (Pages 267 - 282)

This report sets out a new approach to delivering the spatial and infrastructure requirements dictated by the city's economic ambitions, and seeks an in-principle decision by members as to exploring this new model against a full options appraisal to be brought back to Cabinet in the New Year.

13. Travellers Site Provision - Extension of Osbaldwick Site (Pages 283 - 294)

This report requests approval and part funding, combined with the Homes & Communities Agency funding, to support the extension of the Osbaldwick Travellers site, to provide 6 additional pitches, grazing land for horses and amenity space.

14. Future Options for the Burnholme Site (Pages 295 - 326)

This report sets out work undertaken since September 2012 to develop options for the future use of the Burnholme Community College site and proposes a broad consultation exercise with the local community to seek their views on what happens on the site following the closure of the college in July 2014.

15. Supported Housing Strategy (Pages 327 - 362)

This report asks Cabinet to consider the Supported Housing Strategy, housing defined as being designed to meet specific needs where there is some level of on-site support. Members are asked to comment on the priority areas and adopt the draft strategy.

16. Creating a Multi-Agency approach to tackling Anti-Social Behaviour and Nuisance (Pages 363 - 382)

This report sets out details of work undertaken to date in transforming the Council's approach to delivering street level environmental services. It reports on proposals to transform partnership working between the City Council and North Yorkshire Police to tackle Anti-Social Behaviour and Nuisance.

17. Lord Mayoralty 2014/15 (Pages 383 - 386)

This report asks Cabinet to consider the points system for the annual nomination of the Lord Mayor for the City of York Council and confirm that the Group with the most points under that system should be invited to appoint the Lord Mayor for the coming municipal year 2014/2015.

18. Urgent Business

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

Democracy Officer:

Name: Jill Pickering

Contact details:

- Telephone – (01904) 552061
- E-mail – jill.pickering@york.gov.uk

For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

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

Contact details are set out above.

This page is intentionally left blank

About City of York Council Meetings

Would you like to speak at this meeting?

If you would, you will need to:

- 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.

A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088

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.**

Access Arrangements

We will make every effort to make the meeting accessible to you. The meeting will usually be held in a wheelchair accessible venue with an induction hearing loop. We can provide the agenda or reports in large print, electronically (computer disk or by email), in Braille or on audio tape. Some formats will take longer than others so please give as much notice as possible (at least 48 hours for Braille or audio tape).

If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an

interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

যদি যথেষ্ট আগে থেকে জানানো হয় তাহলে অন্য কোন ভাষাতে তথ্য জানানোর জন্য সব ধরনের চেষ্টা করা হবে, এর জন্য দরকার হলে তথ্য অনুবাদ করে দেয়া হবে অথবা একজন দোভাষী সরবরাহ করা হবে। টেলিফোন নম্বর (01904) 551 550।

Yeteri kadar önceden haber verilmesi koşuluyla, bilgilerin terümesini hazırlatmak ya da bir tercüman bulmak için mümkün olan herşey yapılacaktır. Tel: (01904) 551 550

我們竭力使提供的資訊備有不同語言版本，在有充足時間提前通知的情況下會安排筆譯或口譯服務。電話 (01904) 551 550。

اگر مناسب وقت سے اطلاع دی جاتی ہے تو ہم معلومات کا ترجمہ میا کرنے کی پوری کوشش کریں گے۔ ٹیلی فون (01904) 551 550

Informacja może być dostępna w tłumaczeniu, jeśli dostaniemy zapotrzebowanie z wystarczającym wyprzedzeniem. Tel: (01904) 551 550

Holding the Cabinet to Account

The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business following a Cabinet meeting or publication of a Cabinet Member decision. A specially convened Corporate and Scrutiny Management Committee (CSMC) will then make its recommendations to the next scheduled Cabinet meeting, 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

Who Gets Agenda and Reports for our Meetings?

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
- York Explore Library and the Press receive copies of **all** public agenda/reports;
- All public agenda/reports can also be accessed online at other public libraries using this link

<http://democracy.york.gov.uk/ieDocHome.aspx?bcr=1>

City of York Council

Committee Minutes

Meeting	Cabinet
Date	1 October 2013
Present	Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams
In Attendance	Councillors Cuthbertson, Healey, Richardson and Runciman

41. **Declarations of Interest**

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

Cllr Merrett declared a prejudicial interest in respect of agenda item 10 (Long Term Waste Service: First Long Stop Date) as an employee of Amey Consulting of which AmeyCespa were part and he left the room and took no part in the discussion or voting in relation to this item.

42. **Exclusion of Press and Public**

Resolved: That it was agreed to exclude the press and public from the meeting during consideration of Annex B to agenda item 7 (Disposal of Council Properties) on the grounds that it contained information relating to the financial or business affairs of particular persons (including the authority holding that information). Such information is considered exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

43. Minutes

Resolved: That the minutes of the last Cabinet meeting held on 3 September 2013 be approved and signed by the Chair as a correct record.

44. Public Participation/Other Speakers

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme, and that three Members of Council had requested to speak on items, details of which are set out below:

6. Delivering for the People of York: Response to the Peer Review, Residents' Big Survey and Staff Survey (Minute 46 refers)

Gwen Swinburn raised concerns that the important response to the Peer Review and Surveys, had not listed the Chief Executive as report author. Reference was also made to the recommendations put forward to rectify issues identified for improvement where it was felt scrutiny and oversight were required to ensure delivery of the recommendations.

Cllr Healey also referred to the content and recommendations of this report particularly as many Council Officers were already stretched and at capacity.

Cllr Cuthbertson spoke of his concerns regarding the responses received, in relation to neighbourhood working and community relationships in the Big York Survey and the Peer Review as detailed in the report. In an effort to improve the situation he suggested the engagement of all Council members and the scrutiny process.

Cllr Runciman spoke in relation to the proposed solutions put forward for improvement in response to feedback on the review and surveys. Particular concerns were expressed in relation to the venture fund allocation for the Transformation Programme and to resident meetings in every ward in the city. The revitalising of scrutiny it was suggested should include the involvement of opposition Councillors, Parish Council's, Resident's Associations etc.

8. Technical Reforms to Council Tax (Minute 48 refers)

Cllr Cuthbertson made reference to the potential outturn position following the changes to Council Tax exemptions particularly in view of Council's earlier decision not to accept the Government's offer of Council Tax support.

11. The Tour de France – Update (Minute 51 refers)

Cllr Healey expressed concern at this report particularly in relation to the generic update at Annex A which did not provide figures or potential numbers and no justification for holding the event. He questioned how Members could make a decision based on the evidence provided.

45. Forward Plan

Members received and noted details of those items listed on the Forward Plan for the next two Cabinet meetings, at the time the agenda was published.

46. Delivering For The People Of York: Response To The Peer Review, Residents' Big York Survey And Staff Survey

Consideration was given to a report which set out details of the Council's response to feedback received from the LGA Peer Review, the Big York Survey and its Staff Survey. The specific actions the Council proposed to take to enable the Council, residents and communities to work together to meet their future needs and priorities were set out in further detail in the report.

The Council's responses in relation to the medium term financial strategy and a new transformation programme which would ensure that council budgets were balanced and targeted to priority areas of service were also reported at paragraphs 38 to 57.

Although much had already been put in place to improve engagement with residents and community groups the Peer Review and Surveys had shown that further work was required to gain customer and community participation.

The Leader acknowledged the reports highlighted a number of areas where improvements were required however the majority were on track. He confirmed that account would be taken of the earlier speaker's comments and that note would be taken of residents priorities and new ways of engaging with residents would be examined. Reference was also made to receipt of additional comments regarding staff engagement from Unison.

Arising out of the report, as a response to the Peer Review feedback and prior to the restructure of the Council's Management Team, the Chief Executive requested Cabinet's agreement to the appointment of a Director of Education, Children's and Skills, a statutory function, to enable the post to be filled at the earliest possible date.

All Cabinet Members went on to express their support to work together to make any changes necessary to address the issues raised in the report.

- Resolved: i) That Cabinet agree to:
- Establish a new Transformation Programme to prioritise and deliver the Council's objectives. ¹
 - Confirm their support for the filling of the post of Director of Education, Children's and Skills on a permanent basis in advance of a wider change process.
 - Establish a repayable budget of £500,000, financed from the Delivery and Innovation Fund (£250,000) and the Venture Fund (£250,000), to finance the Transformation Programme on an Return on Investment of at least £3m pa. Further, to agree to delegate responsibility to the Chief Executive and Director of CBSS to use that budget on transformation resourcing/activity as appropriate. ²
 - The first three projects to form the Transformation Programme will be Health & Adult Social Care, Hazel Court Depot Services and Business Efficiency (to include Parking and the projects within the existing Business Support Review – Policy & Performance, Procurement &

Commissioning, Facilities Management, Administration & Customer Services)

- The council working with residents on a new engagement approach to deliver the principles in para 61 of the report. ^{3.}
- The proposals to undertake a 'big clean' of the city in Autumn 2013 and Spring 2014 whilst seeking improvements in day to day service delivery. ^{4.}
- The Deputy Chief Executive liaising with Health Services in the city to address resident concerns about the availability of health services in York. ^{5.}

ii) That Cabinet also agree to note:

- The LGA Peer Review letter at Annex 1 of the report.
- The principle to co-design and co-deliver the new programme with residents
- The intention to bring an assessment of the future budget challenges to November Cabinet.
- The intention to create a new consultation approach (in partnership with residents) and to bring proposals to a future Cabinet meeting.
- The plans for the Leader to meet residents in every ward in the city.
- The intention to broaden the budget consultation in 2013
- The intention to seek support across Group Leaders to revitalise Scrutiny and overview to bring challenge and support to the Council's work.

Reason: In order to respond to the feedback the Council has received from the LGA Peer Review, Big York Survey and its Staff Survey.

Action Required

1. Establish Transformation Programme to deliver objectives.

SH

2. Implement transformation programme with allocated budget.

KE, IF

- | | |
|--|----|
| 3. In conjunction with residents undertake new engagement approach. | SH |
| 4. Implement city 'big clean' during Autumn 2013 and Spring 2014. | CC |
| 5. Liaise with local Health Services regarding availability of services in York. | PE |

47. **Disposal of Council Properties**

Consideration was given to a report which detailed progress, over the last four years, in disposing of property assets. An asset review had been undertaken to identify opportunities to generate capital receipts by rationalising and sharing properties to reduce the number of Council owned and occupied properties.

Further information on agreed sales and those in progress were reported together with the methods of obtaining best value from the disposal of Council land and buildings.

Member approval was now sought for the proposed disposal of two Council owned properties, detailed at paragraphs 8 to 12 of the report, at Annex A and exempt Annex B:

- St Anthony's House, Clarence Street and
- 13/15 Redeness Street, Layerthorpe

As the Council had no requirements for either site and expressions of interest had been received in relation to both the options available for the disposal of the properties would be to either refuse to sell or put the properties on the open market.

Following further discussion it was

Resolved: That Cabinet

- i) Notes the work which is being undertaken to ensure that properties are disposed of to maximize the benefit to the Council from any sale.
- ii) Approves the sale of St Anthony's House and 13/15 Redeness Street for

the capital receipts detailed in confidential Annex B of the report. ^{1.}

Reason: To support corporate priorities with respect to jobs and economic growth and to provide capital receipts to fund the Council's capital programme.

Action Required

1. Proceed with sales of both properties.

PC

48. Technical Reforms to Council Tax

Consideration was given to a report which provided Cabinet with an update on the current position in relation to changes to Council Tax Exemptions approved in November 2012. Details of the changes previously approved by Cabinet were reported together with an estimate of the potential outturn position on the following four key tax exemptions:

- Empty and Unfurnished (Class C)
- Structural Repairs (Class A)
- Second Homes
- Longer Term Empty (2yrs +)

The Cabinet Member reported the following amendment to the report:

- Amend Para 17 - Option i) to read 'and in particular to amend *class C* to 100% liability, noting the potential increase in income of £267,000'.

Consideration was then given to the following options:

- i) Did the Council wish to change the exemptions applied, and in particular to amend class C to 100% liability, noting the potential increase in income of £267,000?
- ii) Subject to the above point, if there is additional income, how did the Council wish to use this,

recognising that the financial pressures facing the Council are very significant and that the current financial plans assume that growth from benefits expenditure would be met from increased council tax yield?

- iii) Did the council wish to amend the level of Council Tax Support for 2014/15?

Following further discussion it was

Resolved: That Cabinet agree to:

- i) Apply 100% liability in respect of Class C properties, from the current 50% liability.
- ii) Approve that any additional income from the technical changes to council tax be reserved in the first place to cover potential increases in benefits expenditure, with further consideration at time of budget setting.
- iii) Leave the level of council tax support as at present. ¹.

- Reasons:
- i) To increase the amount of council tax liability in respect of council tax exemptions in 2014/15.
 - ii) To ensure cost pressures related to council tax benefits are managed, and to consider any additional income against the Councils overall financial position.
 - iii) To set the level of council tax support for 2014/15.

Action Required

1. Implement increase in relation to Class C properties for 2014/15.

DW

49. Economic Infrastructure Fund: Progress And New Project

Members considered a report which provided Cabinet with an update on the impact of the Economic Infrastructure Fund (EIF) to date, setting out the high level impacts, spend and progress provided at paragraphs 10 to 29 and at Annexes A, B and C of the report.

Details of a new EIF bid for the funding of an Acomb Community Economic Development project was also reported and detailed at Annex D. The funding for core infrastructure for Front Street, Acomb was proposed as a catalyst for community led economic development in the area.

The Cabinet Members referred to concern at the lack of investment in the Acomb shopping area and to the proposed formation of a project team to work with traders to assist in the revitalisation of the area. With the initial establishment of this model in Acomb a roll out to other wards where economic underperformance was apparent was proposed, in the future.

Following further discussion it was

Resolved: That Cabinet agree to:

- i) Note progress made with EIF spending to date; and
- ii) Approve proposed spend of £30K in Acomb for the proposed Community Economic Development project, as detailed at Annex D of the report. ¹

Reason: To support the Council Plan priorities of creating jobs, growing the economy and investing in the city's economic future.

Action Required

1. Implement Acomb Community Economic Development project as detailed.

KS

50. Long Term Waste Service: First Long Stop Date

Consideration was given to a report which sought Members approval as to the next steps regarding the long term waste contract, following the passing of the First Long Stop date without receipt of a satisfactory planning permission.

The Council had supported the award of a contract by North Yorkshire County Council (NYCC) to AmeyCespa in relation to a long term waste service and planning permission had subsequently been granted, subject to conditions, for a proposed residual waste treatment plant at Allerton Park, Knaresborough. This decision was however still subject to legal challenge by Marton cum Grafton Parish Council which meant that planning permission by the two year deadline had not been obtained.

The contract therefore provided the following possible outcomes for the agreement, which Members were asked to consider:

- A. that the Planning Application continue to be prosecuted in the same or substantially the same form (Decision A);
- B. that the Planning Application requires material amendment or to be withdrawn and a further Planning Application submitted and the Authority accordingly requires the Contractor to prepare a Revised Project Plan (Decision B);
- C. that there is no reasonable prospect that the Contractor will obtain a Satisfactory Planning Permission and that this Agreement should terminate (Decision C).

The Cabinet Member confirmed that NYCC had also considered a similar report, earlier in the day, and agreed to support continuation of the waste contract.

Resolved: That Cabinet supports the continuation of the contract between North Yorkshire County Council and AmeyCespa regarding the long term waste service for York in accordance with Decision A as set out as Option 6A of the report.

Reason: To enable the existing contractual arrangements for a long term waste service to progress toward Financial Close.

51. The Tour De France - Update

Members viewed a 'Welcome Le Tour' DVD compiled to promote the event and considered a report which updated them on the York element of the Tour de France (TDF), following the report to Cabinet in February.

Further information was provided on the regional structure for the event and the strategic objectives for delivery. A local update on the second day depart on Sunday 6 July in York was reported together with details of route and traffic management and estimates of the economic benefits and commercial opportunities for the area.

With York taking the lead for the region on the legacy programme it was confirmed that the ambition was to improve the cities position in the UK league table as a Cycling City.

Costs for staging the TDF and legacy events were provided at paragraphs 28 to 34 of the report.

Cabinet Members expressed their support for the excellent progress already made in delivering this event both locally and regionally. Referring to the economic benefits for the city and stressing the importance of the future legacy programme.

Following further discussion it was

Resolved: That Cabinet agree to:

- (i) Note progress made with the Tour de France delivery project.
- (ii) Agree the strategic objectives for delivery.

- (iii) Delegate authority to the Chief Executive to negotiate and enter into a contract with the new regional delivery body. ¹.
- (iv) The following budget allocations:
 - a. £200k from capital contingency
 - b. £200k from Delivery and Innovation Fund
 - c. £473k from General ContingencyThe profile between years of allocations to be confirmed as part of the budget process in February 2014. ².

Reason: To report on project work to date and provide the necessary funding to deliver the event.

Action Required

- 1. Following negotiation enter into contract with delivery body. KE, GC
- 2. Make agreed budget allocations for the project. PL

Cllr J Alexander, Chair
[The meeting started at 5.30 pm and finished at 7.00 pm].

FORWARD PLAN

Table 1: Items scheduled on the Forward Plan for the Cabinet Meeting on 3 December 2013

Title & Description	Author	Portfolio Holder
<p>Public Toilets</p> <p>Purpose of Report: To agree future arrangements for the management of public toilets in York.</p> <p>The Cabinet Member is asked to approve the award tender to secure investment in public toilets and new operator arrangements.</p>	<p>Russell Stone and Adele Spencer</p>	<p>Cabinet Member for Environmental Services</p>
<p>Final Report of Scrutiny Review - Community Mental Health & Care of Young People</p> <p>Purpose of Report: To present to Cabinet the final report and recommendations of the Scrutiny Task Group relating to community mental health and the care of young people.</p> <p>Members are asked: to consider the report and approve the recommendations.</p>	<p>Dawn Steel</p>	<p>Cabinet Member for Education, Children and Young People's Services</p>
<p>Get York Building: Phase 3 - De-risking Investment in Development</p> <p>Purpose of Report: To invest in remaining key sites to allow development to start.</p> <p>Members are asked to allocate available obtainable funding, on a prioritised basis, to remove final viability issues preventing growth in housing and new jobs.</p>	<p>Darren Richardson</p>	<p>Cabinet Leader</p>

<p>Reinvigorate York - Update on Phase 1 (2012-2013) Purpose of Report: To report back on the results achieved by the Reinvigorate York Board members and stakeholders relating to Phase 1.</p> <p>Cabinet is asked to note the progress and consider progressing to Phase 2.</p> <p>This report has been deferred until November Cabinet as it is necessary for the Economic Infrastructure Fund Proposals report to be considered by Cabinet on 1 October 2013 in the first instance as this has associated funding implications.</p>	<p>Andy Binner</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>
<p>Community Stadium Project Update Report Purpose of Report: To update Members on the progress of the stadium project, the financial package and the specification.</p> <p>Members are asked to approve the officer recommendations within the report.</p> <p>Exempt information - commercial information regarding the current procurement process.</p>	<p>Tim Atkins</p>	<p>Cabinet Member for Leisure, Culture & Tourism</p>
<p>Review of Fees & Charges</p> <p>Purpose of Report: to agree revised fees & charges effective from January 2014.</p> <p>Members are asked to: agree the revised charges.</p>	<p>Sarah Kirby</p>	<p>Cabinet Member for Finance, Performance & Customer Services</p>
<p>York Council for Voluntary Service Social Care Hub Purpose of Report: The hub would offer office accommodation for a range of voluntary sector organisations in the city with a focus on social care.</p> <p>Members are asked to: decide on the potential options for the provision of a</p>	<p>Tim Bradley</p>	<p>Cabinet Member for Health, Housing and Adult Social Services</p> <p>Cabinet Member for Finance, Performance &</p>

<p>Social Care Hub to be operated by the Council for Voluntary Services. (CVS).</p>		<p>Customer Services</p>
<p>Combined Authority Transport Case Purpose of Report: To consider the transport implications of York's proposed membership of the West Yorkshire Combined Authority.</p> <p>Cabinet will be asked to consider the transport implications and agree any resulting actions.</p>	<p>Richard Wood</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>
<p>Review of York's Financial Assistance Scheme Purpose of Report: To review the current scheme & consider proposals for the scheme from April 2014</p> <p>Members are asked to make a decision on options presented.</p>	<p>Di Bull/John Madden</p>	<p>Cabinet Member for Finance, Performance & Customer Services</p>
<p>Late Night Levy Purpose of Report: To inform Cabinet of a recent consultation carried out in relation to a proposal to introduce a late night levy within the authority area.</p> <p>Members are asked to consider the report and findings of the consultation and recommend to Full Council if they believe the late night levy should be introduced within the authority area.</p>	<p>Lesley Cooke</p>	<p>Cabinet Member for Crime & Stronger Communities</p>
<p>Sale of Land at Holgate Park Purpose of Report: To recommend the sale of the 5 acre site at Holgate Park to Network Rail on negotiated terms.</p> <p>Members are asked to: Approve the recommendation to sell.</p>	<p>Phillip Callow</p>	<p>Cabinet Member for Finance, Performance & Customer Services</p>

Table 2a: Items scheduled on the Forward Plan for the Cabinet Meeting on 7 January 2014

Title & Description	Author	Portfolio Holder
<p>Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document Review</p> <p>Purpose of Report: to inform Members of the review of the Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document which has explored the implementation of the Supplementary Planning Document since April 2012.</p> <p>Members are asked to: note the contents of the report and approve the recommended minor amendments to the Supplementary Planning Document.</p>	<p>Martin Grainger</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>
<p>Copmanthorpe Neighbourhood Plan</p> <p>Purpose of Report: Copmanthorpe Parish Council has submitted an application to produce a Neighbourhood Plan and are currently undertaking a 6 week publication period.</p> <p>Cabinet is asked to approve the production of a Copmanthorpe Neighbourhood Plan.</p>	<p>Rebecca Harrison</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>
<p>Draft Local Flood Risk Management Strategy</p> <p>Purpose of Report: The Council is required to produce a Local Flood Risk Management Strategy under Section 9 of the Flood and Water Management Act 2010. In consultation with flood risk management partners a draft strategy has been produced. Following Cabinet approval of this, it will be subject to public consultation and final Cabinet approval.</p> <p>Members are asked to give approval of the draft strategy to enable public consultation to commence.</p>	<p>Mike Taverner</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>

Table 3: Items slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Contract with the Community Benefit Society for Libraries and Archive Services</p> <p>Purpose of Report: This report asks the Cabinet to agree the heads of terms with Explore Libraries and Archive Mutual for operation of the Council's libraries and archive services.</p> <p>Members are asked to agree the heads of terms of the contract for operation of the service from 1 April, 2015.</p>	Charlie Croft	Cabinet Member for Leisure, Culture & Tourism	Nov 13	Feb 14	To fit in with the Community Benefit Society's Implementation Plan.
<p>Community Stadium Project Update Report</p> <p>Purpose of Report: To update Members on the progress of the stadium project, the financial package and the specification.</p> <p>Members are asked to approve the officer recommendations within the report.</p> <p>Exempt information - commercial information regarding the current procurement process.</p>	Tim Atkins	Cabinet Member for Leisure, Culture & Tourism	Nov 13	Dec 13	Due to a high volume of business scheduled for 5 November meeting, CMT agreed in conjunction with officers that this item can be deferred to 3 December meeting.

<p>Get York Building: Phase 3 - De-risking Investment in Development Purpose of Report: To invest in remaining key sites to allow development to start.</p> <p>Members are asked to allocate available obtainable funding, on a prioritised basis, to remove final viability issues preventing growth in housing and new jobs.</p> <p>This report has been deferred until November Cabinet as it is necessary for the Economic Infrastructure Fund Proposals report to be considered by Cabinet on 1 October 2013 in the first instance as this has associated funding implications.</p>	<p>Darren Richardson</p>	<p>Cabinet Leader</p>	<p>Oct 13</p>	<p>Dec 13</p>	<p>Due to a high volume of business scheduled for 5 November meeting, CMT agreed in conjunction with officers, that this item can be deferred to 3 December meeting.</p>
<p>Reinvigorate York - Update on Phase 1 (2012-2013) Purpose of Report: To report back on the results achieved by the Reinvigorate York Board members and stakeholders relating to Phase 1.</p> <p>Cabinet is asked to note the progress and consider progressing to Phase 2.</p> <p>This report has been deferred until</p>	<p>Andy Binner</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>	<p>Oct 13</p>	<p>Dec 13</p>	<p>Due to a high volume of business scheduled for 5 November meeting, CMT agreed in conjunction with officers, that this item can be deferred to 3 December meeting</p>

<p>November Cabinet as it is necessary for the Economic Infrastructure Fund Proposals report to be considered by Cabinet on 1 October 2013 in the first instance as this has associated funding implications.</p>					
<p>Draft Local Flood Risk Management Strategy Purpose of Report: The Council is required to produce a Local Flood Risk Management Strategy under Section 9 of the Flood and Water Management Act 2010. In consultation with flood risk management partners a draft strategy has been produced. Following Cabinet approval of this, it will be subject to public consultation and final Cabinet approval.</p> <p>Members are asked to give approval of the draft strategy to enable public consultation to commence.</p> <p>This report has been slipped to the November Cabinet because the draft Flood Risk Management Strategy requires internal and external consultation to be carried out and the results incorporated into the document to be taken to Cabinet. It is intended to discuss the draft in a workshop format to bring together all interested parties.</p>	<p>Mike Taverner</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>	<p>Oct 13</p>	<p>Jan 14</p>	<p>The decision has been deferred until the January Cabinet meeting as the strategy document that is scheduled to accompany the report is still in draft form and is currently out to internal consultation.</p>

<p>While the writing of the draft is progressing well it will not be possible to set up a workshop in the timescale required by the Cabinet process, which is further aggravated by the summer holidays. In order to ensure that a robust document can be presented to Cabinet it is requested that the item be slipped to the November meeting, by which time satisfactory consultation will have been achieved. There is no statutory deadline for the production of the strategy and minimal risk to the Council in delaying its production.</p> <p>Due to a high volume of business scheduled for 5 November meeting, CMT agreed in conjunction with officers that this item can be deferred to 3 December meeting.</p>					
<p>Combined Authority Transport Case Purpose of Report: To consider the transport implications of York's proposed membership of the West Yorkshire Combined Authority.</p> <p>Cabinet will be asked to consider the transport implications and agree any resulting actions.</p>	Richard Wood	Cabinet Member for Transport, Planning & Sustainability	Nov 13	Dec 13	Due to the delayed consultation by DCLG on a draft order for the Combined Authority.
<p>Public Toilets Purpose of Report: To agree future arrangements for the management of</p>	Russell Stone and Adele	Cabinet Member for Environmental	June 13	Dec 13	This decision will now be taken by Cabinet at its meeting on 3 December

<p>public toilets in York.</p> <p>The Cabinet Member is asked to approve the award tender to secure investment in public toilets and new operator arrangements.</p> <p>This report had been deferred from the June to the July Cabinet to allow time for tender evaluation.</p> <p>It was more appropriate for this item to go to a decision session so it was going to be considered at a public Decision Session - Cabinet Member for Environmental Services on 27 September 2013.</p> <p>This item was going to be considered on Wednesday 9 October because the Decision Session had to be moved to allow further consultation to be taken.</p> <p>This decision will now be taken at a public decision session on 14 November in order to allow for completion of the new procurement process.</p>	Spencer	Services			as the report has capital implications.
<p>Copmanthorpe Neighbourhood Plan Purpose of Report: Copmanthorpe Parish Council has submitted an application to produce a Neighbourhood Plan and are currently undertaking a 6 week publication period.</p>	Rebecca Harrison	Cabinet Member for Transport, Planning & Sustainability	Nov 13 (Cabinet Decision)	Jan 14	Due to the emphasis of the report changing to include the debate around the future approach to Neighbourhood Plans the quantity/costs and resources involved, this

Cabinet is asked to approve the production of a Copmanthorpe Neighbourhood Plan.					item will now be considered at Cabinet and not the Decision Session - Cabinet Member for Transport, Planning & Sustainability.
--	--	--	--	--	--



Cabinet**5 November 2013**

Report from the Learning & Culture Overview and Scrutiny Committee

Careers Education, Information, Advice & Guidance Review Final Report (CEIAG) - Cover Report**Introduction**

1. This cover report presents the final report from the CEIAG Scrutiny Review and asks Cabinet to approve the recommendations arising from the review.

Background to Review

2. In September 2012, in response to a scrutiny topic proposed by Councillor D'Agorne, the Learning & Culture Overview & Scrutiny Committee received a report detailing national and local developments in the provision of careers education information and guidance (CEIAG) to young people in schools and colleges.
3. In January 2013, the Committee received an update on the national developments, together with information on a recent thematic review into CEIAG carried out by The Office for Standards in Education (OFSTED) which had included visiting two schools in York. Initial feedback from OFSTED confirmed they were impressed with the collaboration between the schools and the Local Authority, in relation to CEIAG. However, the Committee recognised that if the provision of careers education differed between all schools in York, the conclusions from the OFSTED review would not represent the full picture. They therefore agreed it might be sensible to also look at the collaboration between 1 or 2 other schools and the Local Authority, in relation to CEIAG.
4. The Committee agreed to set up a Task Group to carry out the review on their behalf and agreed the following remit for the review:

'To assess the standard of CEIAG for young people in York, and where appropriate identify improvements'

Consultation

5. The Task Group held a number of consultation meetings with training providers, partner agencies, business and local authority representatives and young people representatives which are detailed in the review final report at Appendix 1.

Analysis

6. Over a series of meetings the Task Group gathered evidence in support of the review. The final report at Appendix 1 and its associated annexes includes a full analysis of the information gathered, the Task Group's conclusions and the recommendations endorsed by the Learning & Culture Overview & Scrutiny Committee at their meeting on 18 September 2013.

Review Recommendations

7. The Committee appreciated that because careers advice is now school based and under the control of schools, CYC's ability to action some of the recommendations identified was limited. However they agreed that the influence of CYC, young people and their parents on schools, employers and training providers should not be underestimated. They therefore firstly agreed to recommend that
 - i. The final report together with an executive summary be provided to the following:
 - All Head Teachers at all York secondary schools
 - To employers in the CYC business forum
 - Training Providers
 - National Apprenticeship Service
 - Partner Agencies (North Yorkshire Business Education Partnership, Science Learning Centres)
 - York College
 - All Governors
 - PTA's
 - School Councils and the Schools Council
 - Local Authority Representatives (e.g. CYC 14-19 Manager, CYC Youth Support Service Manager, CYC Strategic Resourcing)
8. In addition, in order to achieve the other recommendations arising from the review, the Cabinet Members with responsibility for Education,

Employment and Economic Development are recommended to (and instruct respective Assistant Directors to):

- ii. Champion recommendations 5-10 below and seek both to raise awareness of them and the need for good quality careers advice.
 - iii. Develop criteria that embody recommendations 5 -10 below for good careers advice and;
 - iv. Develop some form of CYC charter mark that can be awarded to schools that meets the criteria recommended above (following the publication of the forthcoming report on the recent Ofsted review referred to in paragraph 4 above).
9. The Learning & Culture Overview & Scrutiny Committee also recommends that:
- v. Each young person should be offered a career interview.
 - a) Career advice should be specialist and independent, providing a personal advice service to all who want to take it up. It should be about the young person, who they are, and what they want to do. Honest and frank advice. Giving all options.
 - b) Career advice needs to be provided at year 9. The Advice should be focused on careers not options. There should be a preparation process required by the young person before the interview. Careers advice should not been seen as a one off event and there should be some follow up to a meeting. We liked the idea of a Career passport that could be used from Year 9 onwards to map out advice and options.
 - vi. There is a need to provide greater scope for involvement by employers in schools – see paragraph 63 of final report. To facilitate this CYC should:
 - a) Create/coordinate a milk round of employers willing to visit schools. A central Careers Fair will not be able to reach as many. It would be hoped that once this became established and schools and employers established links the need for central co-ordination would cease.

- b) Re-establish the local link between connexions advisers and local employers. This link was broken following the creation of the National Apprenticeship Service. Market trend information is not representative of the training/apprenticeships available or on current needs of employers. One week a year should be set aside for the each connexions adviser to visit employers
- c) Investigate promoting the CIPD "Inspiring the Future" initiative.
- vii. Schools should ensure that all young people are provided with advice and the necessary support to access vocational options and apprenticeships – see paragraphs 66-68 of final report.
- viii. CYC website should provide a quick and easy link to careers advice for young people through the Young People's zone at the YorOk website. It could also provide links to other recommended websites – see paragraph 69 of final report.
- ix. Taster days for 6th form and college should be introduced and aimed at young people in year 10 – see paragraph 71 of final report.
- x. At the end of Year 11 a letter should be sent to every young person at their home address that sets out the support services available to them including Castlegate to ensure they are aware of the services on offer, where they are and how to access them – see paragraph 72 of final report.

Council Plan 2011-15

- 10. Whilst the review does not directly support the priorities within the Council Plan 2011-15, it does support a recommendation within the Children & Young People's Plan made by young researchers that asks for careers information and advice to be age appropriate, and for increased links between businesses and education.

Options

- 11. Having considered the final report at Appendix 1 and its associated annexes, Cabinet may choose to amend and/or approve, or reject the recommendations arising from the review as set out in paragraphs 7-9 of this report.

Implications & Risk Management

12. The implications and risks associated with the recommendations above are detailed in paragraphs 79-82 of the review final report at Appendix 1.

Recommendations

13. Having considered the final report and its annexes, the Cabinet is recommended to approve the recommendations shown in paragraphs 7-9 above.

Reason: To conclude the Scrutiny Review in line with CYC Scrutiny procedures and protocols.

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No.01904 552054

Chief Officer Responsible for the report:

Andrew Docherty

Report Approved **Date** 8 Oct 2013

Specialist Implications Officer(s)

Financial Implications:

Richard Hartle
Head Of Finance for Adults,
Children & Education

Legal Implications:

Name
Title

Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes:

Appendix 1 – CEIAG Scrutiny Review Final Report

This page is intentionally left blank

CEIAG Task Group Scrutiny Review – Final Report**Summary**

1. This report presents the findings from the recently completed Careers Education Information and Guidance (CEIAG) Task Group Scrutiny Review and the recommendations arising, as endorsed by the Learning & Culture Overview and Scrutiny Committee at its meeting on 18 September 2013.

Background to Review

2. In September 2012, in response to a scrutiny topic proposed by Councillor D'Agorne, the Learning & Culture Overview & Scrutiny Committee received a report detailing national and local developments in the provision of careers education information and guidance (CEIAG) to young people in schools and colleges.
3. The Committee agreed the topic was worthy of further investigation, but recognised that careful consideration needed to be given to the timing of the review, due to the changing landscape and new arrangements for commissioning and delivering careers guidance due to be introduced in March 2013. With that in mind, Members agreed to postpone their consideration of the proposed topic until early 2013.
4. In January 2013, the Committee received an update on the national developments, together with information on a recent thematic review into CEIAG carried out by OFSTED which had included visiting two schools in York. Initial feedback from OFSTED confirmed they were impressed with the collaboration between the schools and the Local Authority, in relation to CEIAG. However, the Committee recognised that if the provision of careers education differed between all schools in York, the conclusions from the OFSTED review would not represent the full picture. They therefore agreed it might be sensible to also look at the collaboration between 1 or 2 other schools and the Local Authority, in relation to CEIAG.

5. In considering the remit for the review, the Committee considered some areas of inquiry proposed by City of York Council's Youth Support Service Manager. The Committee agreed they should form the basis of the review but also that it might be useful to look at how teachers could be provided with the most up to date guidance and information on careers and education, as due to time constraints, they were often unable to provide a consistent level of CEIAG. Also, the role employers could play in providing information and guidance to young people.

6. The Committee agreed to set up a Task Group to carry out the review on their behalf and agreed the following remit for the review:

'To assess the standard of CEIAG for young people in York, and where appropriate identify improvements'

7. The Task Group was made up of the following committee members:

Cllr David Scott (Task Group Chair)

Cllr Fiona Fitzpatrick

Cllr Ann Reid

Cllr Jenny Brooks

Initial Information Gathered

8. The Education Act 2011 introduced a statutory duty on schools in England to secure access to independent, impartial guidance for their pupils in years 9-11. From September 2012, schools became legally responsible for securing that access. In the context of this new duty, careers guidance must include information on all 16-18 education or training options, including Apprenticeships, and consist of services and programmes intended to assist pupils to make and implement education, training and occupation choices and to learn how to manage their careers.

9. In March 2013, to inform their work on the review, the Task Group considered some of the guidance and support issued by the Department for Education (DfE) and other associated bodies to Local Authorities, schools, colleges and work-based learning providers, – see details below:

- DfE Statutory Guidance for providing targeted support services for young people – see Annex A
- DfE Statutory Guidance for schools and colleges for exercising their new responsibilities – see Annex B

- DfE Additional Practical Information for schools and colleges – see Annex C.
- Association for Careers Education and Guidance (ACEG)¹ framework and guidance for careers and work-related education (CWRE) in England – see Annex D
- Education Select Committee 7th report on careers guidance for young people– this can be viewed at:
<http://www.publications.parliament.uk/pa/cm201213/cmselect/cmeduc/632/63202.htm>

Review Methodology & Timetable

10. A timetable and suggested method for carrying out the review work was agreed by the Task Group in March 2013– see Annex E.

Consultation

11. The Task Group held a number of consultation meetings with the following (as shown on the timetable):
 - Training Providers (Learn Direct, York Learning, York Training Centre, National Apprenticeship, Babcock Training International, CITB)
 - Partner Agencies (North Yorkshire Business Education Partnership, Science Learning Centres)
 - Local Business Representative (York St John University)
 - Local Authority Representatives (CYC 14-19 Manager, CYC Youth Support Service Manager, CYC Strategic Resourcing)
 - Young People Representatives (from All Saints RC School, Millthorpe School, Archbishop Holgate School, Fulford School and York College. Plus, one young person who had recently been home schooled, and one currently undertaking an apprenticeship with City of York Council)

Information Gathered

12. Before detailing the information gathered the Task Group would like to thank those who engaged with them as part of their consultation.

¹ ACEG is the subject association for all those who lead, manage and deliver Careers Education and Guidance (CEG) in schools and colleges in England and Wales. Our key purpose is to promote excellence and innovation in CEG for the benefit of all young people.

“It became apparent as we gathered information that we could have undertaken more and more research. We are therefore restricted in our findings by the constraints of time and resources. We could easily have spent a great deal of time analysing data and doing empirical research. However we have to be conscious of the purpose of the scrutiny, the need to provide a speedy report and the resources open to us.”

13. Researched by Pearson’s the publisher found that a third of schoolchildren are turning to television programmes for careers guidance because large numbers of schools fail to provide decent advice. Some 70% of schoolchildren still said they turned to teachers for advice, but 82% cited parents, 45% named friends, 37% looked to television programmes and 30% searched on jobs websites.
14. The Task Group acknowledged they were not qualified to say whether any particular model of careers advice delivery should be favoured over another. They were however able to identify some particular deficiencies that might be addressed and identify some best practice that might be followed.
15. The Task Group were also surprised how the information they gathered changed their perceptions and ultimately the recommendations they made. Put bluntly if they had based this report on documents available to them at their first meeting only, they would have considered there were few issues to be addressed within careers advice offered within the City of York Boundary. However, by the time of their second consultation meeting it was apparent that there were very different experiences and views that needed to be taken account of.

Careers Advisers in Schools

16. From the outset it is worth stating there is no one model of career advice delivery model being adopted by Schools and Colleges in the City of York Authority. Different Schools have different approaches to how they provide career guidance to young people. It varies as to:-
 - i. Who provides it
 - ii. Who receives it
 - iii. The breath of advice
 - iv. At what age they receive it
 - v. What follow up advice is received
 - vi. What the advice is called

17. All schools are allocated some resource for targeted careers advice and support for vulnerable young people from the City of York Council (CYC) through a Connexions Adviser. The amount allocated to the school is calculated by a matrix that essentially allocates time based on the needs of pupils. How that time is allocated is done through agreement between the schools and CYC. In addition most, but not all schools purchase additional time from City of York Council.
18. There is universal acceptance by schools on the quality of the work of the Connexions advisers. Although, as a small caveat, we would refer to our findings in paragraphs 25 to 27 of this report.
19. We are pleased to confirm that when asked, all schools confirmed that at present careers advice has not been a target for cost cutting. That is not to say that they did not have to fight their corner when it came to the allocation of funds. However it is clear that all schools recognise the need and value of careers advice, albeit, there are some sharp variations in how much time schools commission e.g. one school commissions 47 days whilst another commissions 6 days.
20. In addition to this many schools have dedicated careers co-ordinators, rather than just offering guidance in pastoral time. Some schools did however still rely upon pastoral time to provide the advice. Some Schools did acknowledge that this was not ideal. Teachers did not feel that they were sufficiently qualified to provide careers advice.
21. We asked whether schools would prefer that the monies currently provide to the Council for careers advice be allocated direct to schools so that they can choose how they spend it on providing careers support to those who needed it most. It was unanimously agreed that the present system should be maintained
22. A few schools offered every pupil a careers interview when they reached a given age. , others as long as 45 minutes. Some schools create a career “passport” following such an interview. Most however had a more targeted approach such that not all pupils were being offered a careers interview. Whilst those not ‘entitled’ to a careers interview would get some careers advice, it would be in a group setting rather than on an individual basis.
23. The information we gathered from the Young People’s representatives showed there was little or no preparation suggested before such an interview. Some did make use of some on-line tools but this appeared to

have been on their own initiative. It was also felt that advice given was more about subject based options rather than broad career areas.

24. The Young People's representatives advised us that they want honest and impartial advice that is:-
 - a. Personal to the pupil, that is focused on the young person, who they are and what they want to do
 - b. Wide ranging and based on Career areas rather than subject choice;
 - c. More employers coming in to school to talk about local employment opportunities
25. A few schools were able to organise their own careers day within the school, with local employers visiting. Other schools expressed a desire to do such an event but did not have the contacts or resources to organise them on their own. Whilst a central careers day might be an option that did pose some logistical problems for schools getting pupils to a location and would not have the same level of penetration within the school population.
26. The employers consulted questioned how Connexion Advisers were recruited and kept up to date with the local and national labour market. They queried:
 - a. How the council ensures careers advisers in schools remain in touch with employers?
 - b. How many students can they support if they are only in schools for a very limited number of days each school year
27. We were advised that before the creation of the National Apprenticeship Service part of the Connexions Service's role was to visit employers to encourage the take up of apprenticeships. This role now falls to the National Apprenticeship Service which has resulted in less contact between Connexions Advisers and employers, as Advisers focus on working in schools. To address this, Labour Market information is provided to Connexion Advisers.
28. Whilst the Task Group noted the importance of Labour Market information it did identify difficulties that can arise by relying on it too much. Firstly it is a snapshot of the Labour Market at any one time and it is therefore difficult to predict how it might change in the future. There can potentially be a miss-match in the number of training places available and the number of opportunities for sustainable employment in the future. In essence the state of the current labour market does not

necessarily reflect what training places might be available. For example, we were told that the labour market in the construction industry is very flat with few vacancies. However we were also advised that employer demand for apprenticeships in the construction industry was high and it was difficult to fill all the training places available. This did seem to us to be rather counter intuitive. However it is a matter for another Scrutiny Group to consider whether apprenticeships lead to permanent employment or not.

Work Experience

29. In June 2013, the Task Group held a number of consultation meetings to discuss the provision of work experience across the city, recognising that young people and employers expectations were different.
30. Historically, work experience had been seen as a right, but the Task Group noted that this is no longer the case. They were however pleased to note that many York schools had consulted young people and parents on whether they still wanted it and as a result of the overwhelming positive response, all but one York school were still offering it. Schools continue to find funding from within their tight budgets to pay for work experience and School Advisors are using the information drawn from previous student's experiences to advise future students on their placements.
31. Across the region, North Yorkshire Business Education Partnership (NYBEP) visit schools to present information on placements and provide up to 2000 placements per year for young people in years 10/11.
32. NYBEP also confirmed they had worked closely with engineering companies in the Scarborough area which had highlighted that the young people now coming through schools are mostly unsuitable for their industry. As a result, NYBEP have produced an Employability Charter, which they shared with the Task Group – see copy at Annex F.
33. In July 2013 when the task group met with young people representatives there were some concerns expressed about how useful the experience was. It would appear that great emphasis is placed on the Young People finding their own placements. Those Young People without connections to a given trade or professional felt excluded from trying to find work experience in those trades or professions. It was felt there was a fall-back position i.e. a Young Person would be offered a work experience position either in a school or retail outlet.

34. Whilst the Young People recognised that there was some value in doing some work experience rather than none, they expressed concerns that the Work Experience they could get would not stand out on a CV and that there was little or no follow-up once back at school to explore the benefits of the placement that they had.

Apprenticeships

35. It was noted that many more young people are now going into employment with training – apprenticeships rather than employment itself and it was confirmed that the drive for apprenticeships had created new opportunities and was gaining in status. We queried whether apprenticeships were replacing jobs opportunities for young people that were there before, or adding to the number of opportunities available to young people. We also have concerns about how many apprenticeships will translate into sustainable jobs for young people. We were advised that inevitably apprenticeships are now being offered where otherwise a traditional job offer would have been available. It was however pleasing to note that York is bucking the regional trend as the number of apprenticeships is steadily rising. The various training providers in York have formed a group that has enabled a more co-ordinated approach giving information to Young People about Apprenticeships. Whichever Trainer attends a school they provide details of the full offering available, not just their own offering. Over the last twelve months a potentially productive partnership has developed with schools and colleges and the training providers that has enabled more young people to access up-to-date information about apprenticeships opportunities.
36. It is a matter for each school as to how many sessions they participate in. The Group are keen to provide more sessions to schools, and last year 50 sessions were conducted by a member of the group within York schools.
37. It was also recognised that young people need a better understanding of the labour market when considering which apprenticeship to go for. Therefore increasing the knowledge teachers have about the local labour market would be a positive development enabling them to better support young people.
38. Employment Opportunities for Young People
During the course of our enquiry into this area, York St John University confirmed they have very few employees below the age of 22. And, whilst they have jobs for non students at the University, very few young people apply for them. They also have a real issue with the attainment of male BME students and receive little or no job applications from BME, so it would appear there is insufficient support of the right kind to assist

BME applicants. The Task Group queried whether York St John visited York schools to talk about the university and learnt that they do but only to raise its profile as a higher education option, not as an employer. The university agreed this could be easily addressed. They also confirmed they offer a mentoring/coaching programme, which schools and colleges could benefit from.

39. CYC's Strategic Resourcing Advisor confirmed that the Council has the same issues in regard to the low number of BME applicants and that there are other issues around applications from young people in general. For example, when recruiting for apprenticeships, sometimes sections of the application form are left blank, and young people often come for interviews unprepared. The Task group recognised the need for young people to have access to more support when completing apprenticeship / job application forms. In addition they noted that young people can access support from within schools when completing an application for university. However the same level of support is not available in regard to job applications. They suggested that young people should be encouraged to give details of their experiences of 'team working' e.g. as a member of a sports team etc, bearing in mind they are unlikely to have little or no work experience to talk about at such an early stage in their lives.
40. Science Learning Centres (SLC) highlighted their similar experiences. For example, recently through their national website, 16 applicants applied for an apprenticeship, answering the 13 questions posed in the application. SLC then contacted each of them asking for a response to 3 additional questions but none of the applicants responded. SLC saw this as indicative of the current situation.
41. SLC confirmed they offer advice to teachers, who often are asked to give careers advice. They also provide information to students on what they will need to do to get into a certain type of work. SLC suggested the introduction of a central point online (perhaps on the Council website) where employers and training providers could provide supporting information for teachers. The Task Group agreed this would be helpful, particularly if students could access it too, recognising that young people are very online literate. SLC confirmed they would be happy for their information to be incorporated into the council's website free of charge.
42. Following further discussion on employment opportunities for young people, the Task Group noted the view of the employers they spoke to that the quality of the written word in applications and the spoken word at interviews by young people was deteriorating, and they agreed there was a need to educate employers to be more accepting of that and work with

schools to ensure schools and universities were clear on what an employers expectations were.

43. The Task Group also acknowledged that for years there has been an assumption that if a young person wanted to go on to further education, at college or university, they could. However the economic down turn means this is now less feasible for many. The knock on effect is that there is now more pressure on schools to support those who might leave education at 16, and young people are now in a more difficult place, coming up against older applicants with degrees. In addition, the work demographic is working against younger people, as people are now working up to 75. The focus needs to be on how best to present a young person applying for a post to make them stand out ahead of more mature applicants.
44. Employers that are now recruiting should therefore be encouraged to re-consider where their apprentices are going to come from, to address the swing back to the labour market by 16-17 year olds.
45. The consultees agreed that a factor affecting the relationship between schools and employers was the introduction of the National Apprenticeship Service (NAS). The Task Group were informed that Employers and schools now feel contact is more indirect, with more students going into training rather than directly into jobs. This has resulted in contact being lost with local employers.
46. CYC's Strategic Resourcing Advisor suggested more employers could be invited to go into schools and/or careers fairs could be held. However, the employer consulted expressed their concern that in the case of 11-18 schools there would be little take up, as schools would be encouraging their students to stay on in sixth form (recognising the pressure on schools to steer students into further education, as OFSTED do not count employment and the drive is on education results).
47. We accept that Teachers do give some guidance e.g. "You're good at Geography, why not do A-Level in Geography?" However from the evidence provided to us, it appeared schools did not publicise Apprenticeship vacancies throughout the relevant school population. And, whilst it was confirmed that apprenticeship vacancy bulletins were sent to schools every week, it was unclear, if and how each school presented that information to students.

Other Matters of Interest

48. Whilst conducting this review other matters of note was presented to the Task Group, that whilst falling outside of the remit given to us are worthy of note.
49. The Young People representatives made it clear that they were unsure of the services that were offered by Castlegate or how they could access the services there. Some had some reluctance to access the service because they did not want to be seen at the building and others did not want to make use of resources that might be needed more by others with greater need.
50. We were also made aware of research published by Barnardos on the 27th August 2013 that suggested that schools based careers advice is failing young people. It states that “Young People [are] left to sink or swim”. Its conclusions are very similar to ours – see Annex G.
51. Finally, at our final meeting in early September 2013 when this draft report was being reviewed, we were referred to the recently published Pearson Report ‘Careers 2020 – Options for future careers work in English Schools’ – see: <http://thepearsonthinktank.com/2012/careers-2020-options-for-future-careers-work-in-english-schools/>
52. Unfortunately in the time allowed we were not able to fully consider the report. However we did review the Executive Summary and the recommendations, and agreed our support for those.

Acknowledgements & Thanks

53. We wanted to thank everyone that assisted in the preparation of this report, including the officers who provided excellent support throughout and those that gave evidence to us. The frankness and honesty of the responses we received was appreciated by us. Without the participation of employers, training providers, schools, connexion workers and young people we would not have been able to even scratch the surface of what is happening in school based careers advice in York schools.
54. We would like to give special thanks to the young people that gave their views. Councillors are often told that Young People are not easily able to participate in formal style meetings. The Young People we meet proved themselves to be more than capable of actively participating in our scrutiny review. We can only hope that our report does credit to their participation.

Review Conclusions

55. We have no information as to the adequacy or otherwise of the careers advice given in York Schools before the changes took place. We cannot therefore say that the changes have resulted in worse career advice being given to York's young people. We are aware that an Ofsted report in to careers advice is pending which may also make recommendations as to what ought to be considered good quality careers advice.
56. There was universal acknowledgment of the excellent work done by the Connexions staff by those who had contact with them.
57. No two schools in York approach career advice in the same way. Therefore there is no consistency in approach. We found:-
 - i) All schools are provided with some free CYC career advice time. The amount provided is dependent on assessment of need.
 - ii) All but one school buy in some additional time from CYC although the amount of commissioned time varies sharply.
 - iii) Some schools employ their own specialist careers advisers. Other rely upon their pastoral staff and/or teachers.
 - iv) Even the terms used vary i.e. Careers or Aspirations
 - v) Some are able to organise career fairs others would welcome the chance to host them but do not have the resources to do so.
 - vi) Some schools see this as part of Pastoral responsibilities although there appears to be an increasing recognition that teachers feel out of their depth.
 - vi) Only one school provides all students with a career appointment followed by the provision of a career passport document.
58. Not all children are offered careers advice. The most telling comment we received from a young person was that to guarantee careers advice and support 'you have to be noticed'.
59. Too often careers advice is given in isolation with little or no preparation for young people to get the best out of a careers guidance interview. Where careers advice is provided, it is more likely than not a one off event. There is no requirement for preparation by the young person

before a careers meeting - Such preparation would make the meeting more productive.

60. Employers are keen to be involved in providing careers advice about employment opportunities, career paths and employment readying advice with schools. Schools are keen to have employers involved.
61. Careers advice is rarely provided before year 10.
62. There is no evidence that careers education is seen as an area to cut when competing for resources within schools.
63. There appears to be a communication deficit between employers, schools and young people. We were referred to an article by the Chartered Institute of Personnel & Development (cipd) 'Employers are from Mars, Young People are from Venus', addressing the young people/jobs mismatch. We would recommend that all those involved in careers advice read the article which can be found at:
<http://www.cipd.co.uk/pressoffice/press-releases/employers-from-mars-young-people-venus-250413.aspx>
64. There is a danger that school based career advice is focused on post 16 options and subject based options, rather than broader career areas and aspirations.
65. Work Experience is not as valuable as it might be. There is a limited choice of placements and the current system sometimes relies upon students own ability to find placements. A large number of placements are therefore not connected to a potential career path.
66. Vocational options and apprenticeships are not always open to all. Some young people are not advised of this as an option. Some schools advertise vocational places available, others do not.
67. There is a need to provide greater scope for vocational trainers to be involved in careers advice. We were pleased to hear the approach taken by Vocational Training providers highlighted at paragraph 35 of our report. Schools should be encouraged to make use of the advice offered by this Group and to make it available the largest possible part of their school population. There is no benefit to the young people if pupils are segmented so as to limit advice given.
68. No evidence of comprehensive support for the application process for apprenticeships was found.

69. There are some websites that provide good information to young people. One good example of this is 'student room'. We also noted that CYC's own website was not easy to navigate to access information for young people on career guidance. Currently the route is through a YorOk link. If you type careers in the search engine of CYC's website 294 results are found. The first 50 make no reference to YorOk or how to find careers advice. It does not meet the two click standard.
70. When leaving School and moving to York College, there is a lack of communication between the schools, the old and new Connexions Advisers and college advisers. Young people advised us that they received more support moving from Primary School to Secondary School than the post 16 move.
71. In regard to Taster days provided towards the end of Year 11, the Task Group agreed with the young people's view that they would be of more value in helping young people make choices, if they were provided in year 10.
72. Facilities on offer at Castlegate are not fully understood or known about by young people. There is also reluctance by some young people to make use of the services on offer there.
73. Finally it would be remiss of us not to note that there will always be a tension between promoting higher aspirations in our young people and recognising limitations that might be imposed by way of a young person's abilities and promoting their self-awareness of this.
74. We support the conclusions in the research recently published by Barnardos (see Annex G), and the recommendations in the recently published Pearson Report 'Careers 2020 – Options for future careers work in English Schools' – referred to in paragraph 51 above.
75. We agree with the Pearson report that there is a need for a whole curriculum approach and that there is a need to stand up to the enviable pressures placed against this by the need to achieve exam result success. This would reinforce the view that there is a need for careers advice to be provided by professionals with the appropriate training and experience.

Review Recommendations

76. The Committee appreciated that because careers advice is now school based and under the control of schools, CYC's ability to action some of the recommendations identified was limited. However they agreed that the influence of CYC, young people and their parents on schools, employers and training providers should not be underestimated. They therefore firstly agreed to recommend that:
- i. The final report together with an executive summary be provided to the following:
- All Head Teachers at all York secondary schools
 - To employers in the CYC business forum
 - Training Providers
 - National Apprenticeship Service
 - Partner Agencies (North Yorkshire Business Education Partnership, Science Learning Centres)
 - York College
 - All Governors
 - PTA's
 - School Councils and the Schools Council
 - Local Authority Representatives (e.g. CYC 14-19 Manager, CYC Youth Support Service Manager, CYC Strategic Resourcing)
77. In addition, in order to achieve the other recommendations arising from the review, the Cabinet Members with responsibility for Education, Employment and Economic Development are recommended to (and instruct respective Assistant Directors to):
- ii. Champion recommendations 5-10 below and seek both to raise awareness of them and the need for good quality careers advice.
- iii. Develop criteria that embody recommendations 5 -10 below for good careers advice and;
- iv. Develop some form of CYC charter mark that can be awarded to schools that meets the criteria recommended above (following the publication of the forthcoming report on the recent Ofsted review referred to in paragraph 4 above).
78. The Learning & Culture Overview & Scrutiny Committee also recommends that:

- v. Each young person should be offered a career interview.
 - a) Career advice should be specialist and independent, providing a personal advice service to all who want to take it up. It should be about the young person, who they are, and what they want to do. Honest and frank advice. Giving all options.
 - b) Career advice needs to be provided at year 9. The Advice should be focused on careers not options. There should be a preparation process required by the young person before the interview. Careers advice should not be seen as a one off event and there should be some follow up to a meeting. We liked the idea of a Career passport that could be used from Year 9 onwards to map out advice and options.
- vi. There is a need to provide greater scope for involvement by employers in schools – see paragraph 63 of final report. To facilitate this CYC should:
 - a) Create/coordinate a milk round of employers willing to visit schools. A central Careers Fair will not be able to reach as many. It would be hoped that once this became established and schools and employers established links the need for central co-ordination would cease.
 - b) Re-establish the local link between connexions advisers and local employers. This link was broken following the creation of the National Apprenticeship Service. Market trend information is not representative of the training/apprenticeships available or on current needs of employers. One week a year should be set aside for the each connexions adviser to visit employers
 - c) Investigate promoting the CIPD "Inspiring the Future" initiative.
- vii. Schools should ensure that all young people are provided with advice and the necessary support to access vocational options and apprenticeships – see paragraphs 66-68 of final report.
- viii. CYC website should provide a quick and easy link to careers advice for young people through the Young People's zone at the YorOk website. It could also provide links to other recommended websites – see paragraph 69 of final report.

- ix. Taster days for 6th form and college should be introduced and aimed at young people in year 10 – see paragraph 71 of final report.
- x. At the end of Year 11 a letter should be sent to every young person at their home address that sets out the support services available to them including Castlegate to ensure they are aware of the services on offer, where they are and how to access them – see paragraph 72 of final report.

Implications & Risk Assessment

- 79. **Financial & HR Implications** - In regard to recommendations (v) and (vii), since September 2012 Schools have had the duty to commission face to face careers guidance services for young people, so there may be some financial impact to schools which they will need to consider as part of their commissioning process.
- 80. In regard to recommendation (vi), there will be a minimal initial cost to the Local Authority for setting up a milk round of employers. Once created, this may have to be sustained as a partnership between schools, colleges and employers.
- 81. There are also manageable additional HR and financial implications associated with recommendations (viii) and (x) for the Local Authority Youth Support Services.
- 82. As there is no additional funding available, any increased costs resulting from recommendations (v) – (viii) and (x) would have to be contained within the existing budgets for the service. There are no financial or HR implications associated with the remaining recommendations.
- 82. **Risk Management** - If the recommendations are not implemented there is a risk that young people in York will continue to receive an inconsistent careers advice service, with implications for the outcomes for young people and the local economy.

Council Plan 2011-15

- 83. Whilst the review does not directly support the priorities within the Council Plan 2011-15, it does support a recommendation within the Children & Young People's Plan made by young researchers that asks for careers information and advice to be age appropriate, and for increased links between businesses and education.

Contact Details

Author:

Cllr David Scott
Chair of Task Group

Chief Officer Responsible for the report:

Andrew Docherty
Head of Civic, Democratic & Legal Services

In conjunction with:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No. 01904 552063

Scoping Report Approved



Date

10 September 2013

Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes:

Annex A – DfE Statutory Guidance for Local Authorities

Annex B – DfE Statutory Guidance for Schools & Colleges

Annex C – DfE Practical Information for Schools Colleges

Annex D – ACEG Framework & Guidance for Careers & Work-Related Education

Annex E – Timetable for Review

Annex F – NYBEP Employability Charter

Annex G – Barnardos Report

Statutory Guidance for Local Authorities on Targeted Support Services for Young People

About this guidance

1. This is statutory guidance from the Department for Education. This means that recipients must have regard to it when carrying out duties relating to the provision of targeted support services for young people.
2. The purpose of this guidance is to identify key responsibilities of local authorities in relation to targeted support services to young people. These elements are important to Government and other service providers in order to ensure that vulnerable young people receive the help they need to engage in education and training and prevent them from dropping out. Apart from the elements identified here, it is for local authorities to decide what provision to make and how to organise their services for vulnerable young people.

What legislation does this guidance relate to?

3. This guidance is being issued under section 68(4) of the Education and Skills Act 2008 and local authorities must have regard to it.

Who is this guidance for?

4. Local authorities.

Background

5. Subject to the passage of the Education Bill through Parliament, schools will, from September 2012, be under a duty to secure access to independent and impartial careers guidance for their pupils. Schools will be free to make arrangements for careers guidance for young people that fit the needs and circumstances of their students, and will be able to engage, as appropriate, in partnership with external, expert providers.
6. Local authorities will retain their statutory duty to encourage, enable or assist young people's participation in education or training. As we maintain the commitment to raise the participation age to 18 by 2015, the Early Intervention Grant will help local authorities to support vulnerable young people to engage in education and training, intervening early with those who are at risk of disengagement. It is for local authorities to determine what services are necessary to fulfil their statutory responsibility. There will be no expectation that local authorities should provide universal careers services once the new careers service is established and the duty on schools has been commenced.

Statutory duty

7. Section 68 of the Education and Skills Act 2008 places a duty on local authorities to make available to young people below the age of 19 and relevant young adults (i.e. those aged 20 and over but under 25 with learning difficulties) support that will encourage, enable or assist them to participate in education and training.

Responsibilities of local authorities

8. The Government's general approach is to give local authorities freedom and flexibility to decide how to fulfil their statutory duties. However, there is an expectation that local authorities will have regard to the following guidance when deciding how to organise and resources their services:

Tracking and supporting young people

9. We are making a significant investment in young people's education and training. For this funding to be fully effective, there must be a good mechanism for tracking young people's participation in order to identify those who need support. The local Client Caseload Information System (CCIS) provides local authorities with the means of recording young people's post-16 plans and the offers they receive along with their current circumstances and activities. The National CCIS Management Information Requirements available from the [DfE website](#) sets out the 6 data areas that should continue to be reported to DfE each month from the local CCIS system.
10. Information on the number and proportion of young people in each area who are not in education, employment or training, or whose current activity is not known, will be taken from the data reported to DfE and made available to the public via the Cabinet Office transparency website.
11. It is also important that there is a good mechanism to check which young people are still to secure an offer of education or training and providing them with the support to do so. Lord Hill's letter of 17 February 2011 to Directors of Children's Services provided more information on the process of offering suitable places in education or training to 16 and 17 year-olds and can be found [here](#).

Working with Jobcentre Plus

12. Local authorities will be required to continue to maintain close links with Jobcentre Plus to ensure that young people who are NEET receive a complementary package of support to find employment or to re-engage in education or training. This responsibility is best underpinned by the development of local partnership agreements, which document the

ways in which local authorities and Jobcentre Plus will work together to ensure that a seamless and comprehensive service is provided for all young people.

13. 16-17 year olds are, in certain circumstances, eligible to claim Job Seeker's Allowance (JSA), Income Support (IS) or Employment Support Allowance (ESA). Whilst decisions about the payment of benefits will be made by Jobcentre Plus, any young person wishing to make a claim must first register with the Local Authority. The requirement to register with the Local Authority is in legislation and is a condition of benefit entitlement for under 18s. Supporting processes are currently in place to notify Jobcentre Plus that a young person has registered with Local Authority and is therefore eligible for benefit. The young person's details are then recorded on CCIS as 'NEET – seeking employment, education or training'. Local authorities are expected to follow the processes set out in the ['Benefits Liaison Guidance'](#) issued by DWP to ensure that benefit regulations are adhered to.

Quality, Support & Guidance Division
Department for Education
April 2011

This page is intentionally left blank

THE EDUCATION ACT 2011
THE DUTY TO SECURE INDEPENDENT AND IMPARTIAL CAREERS
GUIDANCE FOR YOUNG PEOPLE IN SCHOOLS

STATUTORY GUIDANCE FOR HEAD TEACHERS, SCHOOL STAFF,
GOVERNING BODIES AND LOCAL AUTHORITIES

ABOUT THIS GUIDANCE

1. This is statutory guidance from the Department for Education. This means that recipients must have regard to it when carrying out duties relating to the provision of careers guidance for young people. This guidance replaces 'The Education Bill – changes to the delivery of careers guidance', a document made available to schools in April 2011.
2. The purpose of this guidance is to identify the key responsibilities of schools in relation to careers guidance for young people. Schools have a role to play in supporting their pupils to make well informed and realistic decisions by providing access to impartial and independent information and guidance about the range of education and training options that are most likely to help young people achieve their ambitions. This information will become increasingly important as young people will be required to participate in education or training until the end of the academic year in which they turn 17 from 2013, and to their 18th birthday from 2015.
3. Apart from the elements identified in this statutory guidance, it is for schools to decide the careers guidance provision to be made available based on the needs of pupils and the opportunities available. Schools should meet the costs of provision from their overall budgets, including the pupil premium.

REVIEW DATE

4. This guidance will be reviewed by 03/2013 following a consultation on extending the age range to which the new legislation relating to young people's careers guidance will apply.

WHAT LEGISLATION DOES THIS GUIDANCE RELATE TO?

5. This guidance is being issued under section 45A of Part VII of the Education Act 1997 and schools must have regard to it.

WHO IS THIS GUIDANCE FOR?

6. This guidance is for:
 - Head teachers, school staff and governing bodies in all community, foundation or voluntary schools and community or foundation special schools (other than one established in a special school) that provide secondary education
 - Local authorities that maintain pupil referral units
7. Academies and Free Schools will be subject to the same requirements through their Funding Agreements.

BACKGROUND

8. The Education Act 2011 places schools under a duty to secure access to independent and impartial careers guidance for their pupils from September 2012. While complying with the requirement to secure careers guidance from an external source, schools will be free to make arrangements for careers guidance that fit the needs and circumstances of their pupils, and will be expected to work, as appropriate, in partnership with external and expert providers.
9. Once the duty on schools has been commenced, there will be no expectation that local authorities will provide a universal careers service. The statutory responsibility under section 68 of the Education and Skills Act 2008 requiring local authorities to encourage, enable and assist the participation of young people in education or training, remains unchanged.
10. The National Careers Service will be fully operational from April 2012. It will comprise a single website (www.nationalcareersservice.direct.gov.uk from April) and telephone helpline number (0800 100 900) to which schools may wish to direct pupils.

STATUTORY DUTY

11. The Education Act 2011 inserts a new duty, section 42A, into Part VII of the Education Act 1997, requiring schools to secure access to independent¹ careers guidance² for pupils in years 9-11. Careers guidance must be presented in an impartial³ manner and promote the best interests of the pupils to whom it is given. Careers guidance must also include information on all options available in respect of 16-18 education or training, including apprenticeships and other work-based education and training options.

RESPONSIBILITIES OF SCHOOLS

12. The Government's general approach is to give schools greater freedom and flexibility to decide how to fulfil their statutory duties in accordance with the needs of their pupils. However, there is an expectation that schools will have regard to the following statutory guidance when deciding on the most appropriate forms of independent careers guidance.

Securing access to independent face-to-face careers guidance

13. In fulfilling their new duty, schools should secure access to independent face-to-face careers guidance where it is the most suitable support for young people to make successful transitions, particularly children from

¹ Independent is defined as external to the school.

² Careers guidance refers to services and activities, intended to assist individuals of any age and at any point throughout their lives, to make education, training and occupational choices and to manage their careers. The activities may take place on an individual or group basis and may be face-to-face or at a distance (including help lines and web based services). They include careers information provision, assessment and self-assessment tools, counselling interviews, careers education programmes, taster programmes, work search programmes and transition services.

³ Impartial is defined as showing no bias or favouritism towards a particular education or work option.

disadvantaged backgrounds or those who have special educational needs, learning difficulties or disabilities.

Assuring the quality of external providers of careers guidance

14. Schools may work individually or in consortia/partnerships to secure careers guidance services. Schools can commission independent careers guidance from providers engaged in delivering the National Careers Service or from other providers or individual careers guidance practitioners, as they see fit. Where schools deem face-to-face careers guidance to be appropriate for their pupils, it can be provided by qualified careers professionals. The Skills Funding Agency will require providers of the National Careers Service to be accredited to the revised version of the matrix Standard by April 2013. The existence of this national quality standard will assist schools in making well informed decisions about which providers to work with. The organisation responsible for administering the matrix Standard on behalf of government, emqc Ltd, will provide schools with access to information about which organisations hold the Standard and are suitably accredited to provide independent careers guidance services.

Providing other careers activities for young people

15. Schools should consider a range of wider careers activities such as engagement with local employers and work-based education and training providers to offer all young people insights into the world of work, and with local colleges and universities for first-hand experience of further and higher education. Schools are free to determine the most appropriate forms of engagement but might consider mentoring, workplace visits, work experience, work shadowing, enterprise clubs, employer talks and links with local higher education institutions.

Ensuring adequate support for pupils with special educational needs (SEN) or disabilities

16. Pupils should receive independent and impartial advice about all of the mainstream education, training and employment opportunities on offer, regardless of their individual circumstances. For those with learning difficulties and/or disabilities, this advice should also include information on the full range of specialist provision that is available. Schools should work closely with local authorities who have an important role to play, in particular through the provision of SEN support services and section 139A assessments.

Working with local authorities

17. Local authorities will retain their duty to encourage, enable or assist young people's participation in education or training. They will be required to assist the most vulnerable young people and those at risk of disengaging with education or work. Local authorities are also expected to have arrangements in place to ensure that 16 and 17 year olds have received an offer of a suitable place in post-16 education or training, and that they are assisted to take up a place. This will become increasingly important as the participation age is raised.

18. To enable local authorities to fulfil these duties, they will continue to track all young people's participation through the local Client Caseload Information

System (CCIS) in order to identify those who are at risk of not participating post-16, or are in need of targeted support. Schools should work with local authorities to support them in recording young people's post-16 plans and the offers they receive along with their current circumstances and activities.

19. Section 72 of the Education and Skills Act 2008 requires all schools to provide relevant information about pupils to local authority support services. Schools should also work in partnership with local authorities to ensure they know what services are available, and how young people can be referred for support. From 2013 schools will be under a duty to notify local authorities whenever a 16 or 17 year old leaves education.

Working with education and training providers

20. Schools have a responsibility to act impartially and recognise where it may be in the best interests of some pupils to pursue their education in a further education college or a university technical college, for example. This may include A levels, apprenticeships and vocational options. This will require schools to establish and maintain links with local post-16 education and training providers, including further education colleges and work-based education and training providers, to ensure that young people are aware of the full range of academic and vocational options.
21. Schools are also encouraged to arrange visits for 14-16 year olds to local colleges, work-based education and training providers and universities and, where appropriate, to supplement these with local college and work-based education and training provider prospectuses being made available to pupils to assist informed decision making.

**Participation Division
Department for Education
March 2012**



Department
for Education

Securing Independent Careers Guidance

A Practical Guide for Schools

Key Content

- Issues to consider when meeting the new duty
- Mythbuster
- Case studies of good practice
- Useful websites

Introduction

From September 2012, schools will be legally responsible for securing access to independent and impartial careers guidance for all pupils in years 9-11. In the context of this new duty, careers guidance consists of services and programmes intended to assist pupils to make and implement education, training and occupation choices and to learn how to manage their careers.

Careers guidance secured under the duty must include information on all 16-18 education or training options, including Apprenticeships. In March 2012, the Department for Education published '[Statutory Guidance for Schools – Careers Guidance](#)'. Schools must have regard to this in exercising their new responsibilities.

Apart from the elements identified in the statutory guidance, schools are free to decide what careers provision to make available in accordance with the needs of their pupils. The purpose of this document is to offer additional practical information that your school may wish to draw on when interpreting your new responsibilities and deciding on the most appropriate forms of independent careers guidance for your pupils.

Issues to consider when developing your careers provision

The importance of face-to-face careers guidance

Increased complexity and competition in education and labour markets means that most, if not all, young people would benefit from individual, face-to-face careers guidance to enable them to make informed decisions about future options based upon consideration of the wealth of information available from a range of sources and media. As highlighted in the statutory guidance, this is particularly crucial for young people from disadvantaged backgrounds or with special educational needs. Face-to-face guidance with a qualified careers adviser will enable your pupils to review their circumstances, abilities, interests and aspirations as they make decisions about future education, training and work options.

Planning a programme of career activities

Careers guidance can be more effective when your pupils have access to a programme of activities designed to help them gain the knowledge, skills and understanding to make best use of the information and advice provided. The statutory guidance suggests a number of appropriate activities. Resources and good practice examples are available to help you review and plan your careers programme, including the Association for Careers Education and Guidance (ACEG) framework for careers and work-related education: <http://www.aceg.org.uk/wp-content/uploads/The-ACEG-Framework.pdf>.

The National Careers Service

The National Careers Service offers information and professional advice about education, training and work to people of all ages. Your pupils can access support online, by webchat and over the telephone. The Service can handle 370,000 calls from young people, and 20 million hits on its website. Your school can choose to commission independent careers guidance from providers engaged in delivering the National Careers Service or from other external and expert careers providers, as you see fit.

Assuring the quality of careers provision

In developing careers provision for your pupils, there are three aspects of quality assurance you may wish to take into consideration:

- The quality of the school careers programme

If your school is looking to demonstrate the quality of your overall careers education, information, advice and guidance (CEIAG) programme to pupils, parents and the wider community, you may wish to consider the various quality awards which exist for CEIAG provision in schools and colleges. The national validation, the Quality in Careers Standard, will assist you to determine an appropriate quality award to pursue:

<http://www.careersengland.org.uk/quality.php?page=introduction>.

- The quality of the independent careers provider

The matrix Standard is the Government's badge of quality for information and advice about learning and work. To achieve the Standard, organisations will need to demonstrate that they provide a high quality and impartial service. Your school can access an online register of organisations accredited to the matrix Standard at www.matrixstandard.com.

- The quality of careers professionals working with the school

The Careers Profession Alliance, an alliance of professional bodies for the careers sector, has led work to raise the professional status of careers advisers. They have developed a new set of professional standards for careers advisers, a register of advisers holding postgraduate qualifications and guidelines on how advisers can develop their own skills and gain higher qualifications.

The main qualifications for careers professionals are the Qualification in Career Guidance (QCG), which replaced the earlier Diploma in Careers Guidance, NVQ Level 4 in Advice and Guidance and the Level 6 Diploma in Career Guidance and Development. Your school can view registered careers professionals or search for a career development professional who can deliver a particular service or activity at www.cparegister.org.

Mythbuster

Myth: We will no longer be able to employ our in-house careers adviser because the new duty requires us to secure independent careers guidance.

Fact: Your school can retain the careers adviser but, as the statutory guidance makes clear, you will need to supplement this with external sources of careers guidance to meet the new duty. This could include an external careers provider, employer visits, mentoring, website and telephone helpline access. Taken together, the external sources must provide information on the full range of post-16 options and access to face-to-face support where needed.

Myth: It will be time consuming for every school to commission specialist careers provision.

Fact: As explained in the statutory guidance, you will have access to an online register of all organisations accredited to the matrix Standard. This will reassure you about the quality of support offered by individual providers. You could also consider forming a consortium with other local schools and education and training providers to commission a shared independent, expert resource.

Myth: It will be expensive to secure independent, face-to-face careers guidance for all my pupils in years 9-11.

Fact: The statutory guidance is clear that qualified careers professionals can play an important role in delivering face-to-face careers guidance, particularly at key transition points when your pupils are faced with post-14 and post-16 choices. At other times, schools may wish to supplement this with different types of face-to-face provision. Careers fairs, events offered by post-16 providers, employer talks and a visit to your local university are all examples of cost-effective activities that can inspire young people and get them thinking about the future.

Myth: The requirement to provide information on the full range of 16-18 education and training options is difficult to fulfil because my staff have limited experience of Apprenticeships.

Fact: The new duty sets no expectation that teachers need to become experts in Apprenticeships but there is a range of resources available for teachers at <http://www.apprenticeships.org.uk/Partners/IAG.aspx>. To ensure your pupils get a real insight into Apprenticeships and other vocational routes, you may wish to also want to signpost the National Apprenticeship Service (<http://www.apprenticeships.org.uk>) to pupils and parents or invite employers and other local education and training providers to input to your school's careers programme.

Case Studies

Schools around the country are preparing for their new responsibilities. Here are some examples of how schools are ensuring that their pupils will have access to independent and impartial careers guidance.

Local authority support for commissioning: Blackburn with Darwen

Blackburn with Darwen Education Improvement Partnership (EIP) comprises all secondary schools in the Blackburn with Darwen area including special schools and two Academies. The EIP worked with a specialist provider, the Via Partnership, to develop a delivery model for ensuring access to independent and impartial careers guidance as part of the new statutory requirements.

“We are confident that working with the Via Partnership will not only fulfil our statutory duties, but enable us to continue to adapt as new guidance emerges. Blackburn with Darwen schools and local authority have an excellent reputation of ensuring access to careers guidance; we will ensure this continues to develop and grow through this new approach.”
Sharon Roscoe, Chief Executive, Blackburn with Darwen EIP Ltd

The EIP investigated the statutory requirements and considered how they wanted to work together as a collection of schools to ensure these were met. They wanted to commission as a group, achieve a cost effective and quality service and retain the ability to adapt the offer based on the requirements of each school.

Individual schools provided details on cohort numbers, preferences in terms of interviews, group work and other interventions which were then worked through with the careers provider to ensure the service was tailored to the needs of the individual schools.

The specialist provider has developed a ‘wrap around’ offer for schools, the ‘Careers Inspired Learning Programme’, which includes careers education, information, advice and guidance, work-related learning, work tasters and workforce development for teachers engaged in careers provision. This offer enables schools to choose customised packages from a menu of provision designed to meet their assessment of pupil needs.

The schools work alongside the specialist provider to assure the quality of independent careers provision by utilising the matrix Standard and ensuring that professionals delivering the service are appropriately qualified to QCF level 6. The partnership also ensures that the programme operates in tandem with the targeted service commissioned by the local authority in a way which complements and supports individual schools.

Further information: Janet Jackson, Blackburn with Darwen Local Authority Janet.Jackson@blackburn.gov.uk; Sharon Roscoe, Blackburn with Darwen EIP sroscoe888@stbedes.learningfutures.org.uk.

An opportunity to develop a bespoke package of support: The Sutton Partnership

A partnership of 14 schools in Sutton saw the changes to careers guidance as an opportunity to commission a service better tailored to the needs of pupils. As part of the commissioning process, each school described the service they required and only providers able to meet those requirements were considered.

After research and investigation, the schools identified potential providers and commissioned the service following a best value tendering and interview process. The research involved identifying a provider with the flexibility to meet the needs of a diverse range of schools whilst continuing to provide outstanding levels of service and value for money. Individual schools in the partnership are now able to tailor a service to their needs, selecting from a range of options:

- Support for years 9-13
- Drop-in careers advice sessions
- Careers IAG for small groups
- Parents evenings and option events
- Careers lessons
- Maintenance of a careers library
- GCSE/A level results day support
- UCAS advice
- Oxbridge/medicine support
- Mock interviews
- Development of careers education
- Occupational talks to small groups

“To ensure a high quality service, make sure you have direct input into the appointment of individual careers advisers from your chosen provider who will work with your pupils.”

**Damien Charnock, Chair,
Partnership of Sutton
Secondary Schools**

Further information: Will Smith, Chair of Partnership of Sutton Secondary Schools, wsmith@suttonmail.org.

Consulting with parents to shape provision: Buckinghamshire

One Buckinghamshire school reviewed the statutory guidance carefully and took on board the views of parents to inform their future careers offer. Many parents confirmed that their child would benefit from one-to-one support for their choices. The school has therefore purchased careers guidance to support all year 11 students to receive at least one face-to-face careers interview. Parents are invited to attend the interviews. The careers provider is continuing to work closely with the school to develop their careers education offer and to support other age groups. Significant additional time has been purchased to work across years 7-13, supporting the decision making for all students within the school's care.

This school and others in Buckinghamshire are working closely with the local

authority to implement the best possible package of support for young people with additional needs. Schools which have a significant number of vulnerable young people receive information, advice and guidance support of between 25 and 70 days per year funded by the local authority. All young people with a statement of special educational need (and those from various other vulnerable categories) do not just receive the statutory minimum intervention but also have good access to careers guidance. Time is also commissioned to ensure the tracking and destination of young people is appropriate to allow schools to teach and support and the local authority to deliver accurate data. Investment in this preventative approach will support preparations for the raising of the participation age and help reduce the numbers of young people not in education, employment or training.

Further information: Stephen Box, Head teacher, Sir Henry Floyd Grammar School, Aylesbury sbox@bucksqfl.org.uk

Developing a consortium-led flexible approach: Slough

Eleven schools in Slough formed a consortium in March 2011 and together created a model of careers delivery, commissioning support from a specialist provider.

One school took the lead on contracting and payment issues and each school was allocated a number of days dependent on their cohort. Careers advisers were assigned to each school and worked with them to create a plan of delivery for the year. A flexible approach has been adopted to allow advisers to resource any specific activities or events that individual schools want to put on.

The first year of delivery has gone extremely well and schools appear to be far more engaged in careers provision than they were previously. Two schools bought a substantial number of additional days to supplement what they were allocated by the consortium purchase. One school in Slough who originally decided not to be part of the consortium has now opted to join for the new academic year, having seen how effective the new arrangements have been. The ongoing contract management has now been passed to the Slough Learning Partnership which Slough Heads have set up to manage a range of educational functions.

Further information: Bill Alexander, Slough Learning Partnership
billalexander@lgs.slough.sch.uk

“We find the service they offer our students is invaluable, as the awareness and information about outside agencies, colleges and training providers exceeds what we could ever have internally, and enables our students to make the best informed decisions about their next steps.”
Head Teacher, Slough School

“The service that we receive is consistently professional, student centred and efficient. Best of all it is flexible to our needs. I would highly recommend it.”
PSHE Co-ordinator, Slough School

Related websites you might find useful

- Association for Careers Education and Guidance - <http://www.aceg.org.uk/>
- ACEG Framework for Careers and Work-Related Education - <http://www.aceg.org.uk/wp-content/uploads/The-ACEG-Framework.pdf>
- Bestcourse4me – <http://www.bestcourse4me.com> Provides information for pupils on wage returns to particular degrees and universities.
- Careers Profession Alliance – <https://www.cparegister.org/>
- Education and Employers Task Force - <http://www.educationandemployers.org/>
- Growing Ambitions – <http://growingambitions.tes.co.uk/>
- Horsemouth - <http://www.horsemouth.co.uk/> Social network for informal mentoring.
- Icould - <http://icould.com/> Careers information website.
- Inspiring the Future – <http://www.inspiringthefuture.org/> and http://www.educationandemployers.org/media/16409/itf_guide.pdf.
Bringing inspiring speakers into schools.
- Institute for Education Business Excellence - <http://www.iebe.org.uk/>
- Institute of Career Guidance - <http://www.icg-uk.org/>
- Local Government Association Knowledge Hub - https://knowledgehub.local.gov.uk/signin?p_p_id=58&p_p_lifecycle=0&_58_redirect=%2Fgroup%2Fkhub. A set of case studies highlighting good practice in the area of careers information, advice and guidance is available on this site and more will be added as new examples are identified.
- Learning and Skills Improvement Service - <http://www.lsis.org.uk/>
- Matrix – <http://www.matrixstandard.com>
- National Apprenticeship Service - <http://www.apprenticeships.org.uk/>
- National Careers Service – 0800 100 900 or <https://nationalcareersservice.direct.gov.uk>
- National Citizen Service – <https://nationalcitizenservice.direct.gov.uk/>
- Plotr – <http://www.plotr.co.uk/>. Inspiring young people about careers – will go live later in 2012.
- Quality in Careers Standard – <http://www.careersengland.org.uk/quality.php?page=introduction>
- Science and Engineering Ambassadors www.stemnet.org.uk/content/stem-ambassadors
- Supporting career teachers and advisers – <http://www.cegnet.co.uk>
- The Big Bang Fair - <http://www.thebigbangfair.co.uk>
- Tomorrow's Engineers - <http://www.tomorrowsengineers.org.uk>
- 5th Matrix - <http://www.youngchamber.com/5th-matrix>
A careers and networking platform which encourages young people to investigate and share careers ideas.



Department
for Education

© Crown copyright 2012

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit <http://www.nationalarchives.gov.uk/doc/open-government-licence/> or e-mail: psi@nationalarchives.gsi.gov.uk.

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

Any enquiries regarding this publication should be sent to us at Participation Support Team, Department for Education, St Paul's Place, 125 Norfolk Street, Sheffield, S1 2FJ.

This document is also available from our website at www.education.gov.uk

This page is intentionally left blank



The ACEG Framework



**A framework for careers and
work-related education**

April 2012

Acknowledgements

ACEG would like to thank the working group who led the development of the framework (David Andrews, Rusty Ansell, Anthony Barnes, Sue Barr and Pete Walthorne). In addition, ACEG would like to thank the members of the Consultative Council (2011-12), participants at the Conference for CEIAG advisers (November 2011), the Advisers and Inspectors for Careers Education group, Barbara McGowan and Faith Muir for their comments and contributions.

The ACEG Framework

Careers and work-related education in England for 7 to 19 year olds

Contents	3
Introduction	4
What is careers and work-related education?	
Rationale for a new framework	
The relationship to careers guidance	
Who the framework is for	
How the framework was developed	
The ACEG Framework	6
Getting started	
Essentials of the framework	
Key Stage 2 learning outcomes	
Key Stage 3 learning outcomes	
Key Stage 4 learning outcomes	
Post 16 learning outcomes	
Progression chart (KS2 to Post 16)	
Guidance on using the ACEG Framework	19
About learning outcomes	
Managing the curriculum	

Introduction

The ACEG Framework is a new framework and guidance for careers and work-related education (CWRE) in England. At its heart is a set of recommended learning outcomes for key stage 2, key stage 3, key stage 4 and post-16 education and training. The guidance includes advice on the organisation, leadership and management of CWRE.

What is careers and work-related education?

The widely accepted definitions of career and work-related learning emphasise that:

Career learning helps young people develop the knowledge, understanding and skills they need to make successful choices and manage transitions in learning and work.

Work-related learning provides opportunities for young people to develop knowledge and understanding of work and enterprise, to develop skills for enterprise and employability and to learn through direct experiences of work and enterprise.

The ACEG Framework brings these two descriptions together in a single definition:

Careers and work-related education (CWRE) describes the planned provision by schools, colleges and their partners to enable young people to learn about careers, learning and work so that they can manage their own development and make life choices and decisions that will benefit their own wellbeing and contribute to the wellbeing of others.

Rationale for a new framework

Young people in our schools and colleges today face a future that will be very different from that experienced by their parents and teachers. As the statutory age for participating in learning is raised to 17 in 2013 and to 18 in 2015, the initial phase of education and training will last for more years. Opportunities in higher education and apprenticeships are changing rapidly. Individuals must expect to experience further periods of learning and updating of their skills on a lifelong basis. Working life will involve more moves from one job to another than happened in previous generations, and will extend to a later pensionable age. Careers in the 21st century will be quite different from those in the 20th century. Finding 'the right job' will be replaced by the need for young people to be equipped with the knowledge,

understanding, skills and personal qualities to plan and manage their progression through learning and work. Access to expert and timely careers guidance will be important but providing support for choices and transitions through individual discussions alone is neither effective nor efficient. Young people also need the knowledge and skills developed through careers and work-related education to make good use of the guidance provided and to plan and manage their own careers. Effective careers and work-related education contributes also to raising aspirations, supporting achievement, increasing participation and improving social mobility for disadvantaged young people.

Until now these aspects of the curriculum have been described, organised and delivered in different ways depending on the perspectives and priorities of policy-makers at national, local and school level. QCDA brought the two together, alongside enterprise and personal finance education, within the economic wellbeing strand of the non-statutory programme of study for personal, social, health and economic (PSHE) education. The ACEG framework continues this approach. In fact, in many schools these areas of the curriculum have already been integrated and are managed by the same curriculum leader. Where several members of staff are involved it is hoped that the framework will support a more holistic approach. The framework brings the two areas of the curriculum together, into 'careers and work-related education', and combines the three aims of careers education (self-development, career exploration and career management) with the three strands of work-related learning (learning about work, learning for work and learning through work). The framework includes recommended learning outcomes for key stage 2, key stage 3, key stage 4 and 16-19 learning. 'Career and work-related learning' starts in primary schools and continues throughout all years of secondary and tertiary education and training. The skills required to make choices and manage transitions are developed across the same time-span.

The relationship to careers guidance

From September 2012, schools have a statutory duty to secure independent and impartial careers guidance for their pupils in Years 9 to 11 from a source external to the school. The government is considering extending this duty to Years 8-13.

Careers guidance plays a vital role in helping individuals make the decisions about learning and work that are right for them, but for it to be effective, young people need to have the knowledge and skills to access and make good use of the information, advice and guidance. They also need the skills of career management to seek out opportunities, make successful applications and manage transitions. This is why schools, colleges and other learning providers need to complement the provision of careers guidance with careers and work-related education planned within the curriculum.

Who the framework is for

The framework has been produced to support schools, colleges and work-based learning providers in planning and reviewing their provision of careers and work-related education in

the curriculum. It has been written principally for careers and work-related education leaders and other curriculum leaders but it will also be helpful to careers advisers, education-business partners and providers of professional development.

How the framework was developed

Development of the framework has been led by the Association for Careers Education and Guidance (ACEG) and has been subject to extensive consultation with practitioners. The framework draws heavily on previous frameworks and guidelines in England and other parts of the UK.

The ACEG Framework

Getting started

The framework of learning outcomes is presented as a tool to support curriculum auditing, planning and review. It is not intended to be prescriptive. The suggested outcomes are offered as a starting point for schools, colleges and work-based learning providers to help them develop the content of their programmes of careers and work-related education. A useful first step is to highlight those outcomes that providers consider are priorities for their students. The outcomes may be selected from the section of the framework that relates to the age range of the students, but it may be more appropriate in some cases to select outcomes from an earlier, or later, key stage. The statements can also be re-phrased where necessary to aid students' understanding of them. The customised list of learning outcomes can then be used as the basis for reviewing existing programmes and planning what to include and where to locate the learning in the curriculum.

Essentials of the Framework

The framework is constructed around three main areas of career and work-related learning:

- Self-development through careers and work-related education
- Finding out about careers and the world of work
- Developing skills for career wellbeing and employability

The rationale for this is to enable schools to design and deliver a broad, balanced and connected CWRE curriculum that addresses young people's entitlement and makes a difference to their lives (See Box 1).

Box 1: Areas of career and work-related learning

The three main areas are:

- **Self-development through careers and work-related education**
Participation in career and work-related learning activities gives individuals valuable opportunities to discover more about themselves: who they are, how they are changing and who they could possibly become. They can also discover what inspires them, how they can be successful and what they can contribute. Well-chosen and well-designed activities enable individuals to become more motivated and to take greater responsibility for their own learning, development and wellbeing.
- **Finding out about careers and the world of work**
Self-examination and exploration of careers and the world of work are two sides of the same coin. Looking inwards and looking outwards are central to the matching process when individuals weigh up where they could fit in, what the world of work has to offer them and what they have to offer in return. Looking outwards encompasses understanding careers and career progression, gaining useful insights into work and working life, understanding business and industry, knowing about the rights and responsibilities of workers and investigating opportunities.
- **Developing skills for career wellbeing and employability**
Individuals need to acquire and develop a range of skills to manage their own careers and to prepare themselves for employment and/or self-employment. They must, for example, know how to access and make use sources of information and advice, be able to make plans and decisions and know how to follow them through. Individuals also need to be able to acquire and demonstrate the skills which will add value to an employer's business (or their own business if they are self-employed) while at the same time enabling them to release their own potential and to achieve satisfaction and success in their working lives. Knowing when and how to invest in their own learning throughout their lives can help them achieve their goals.

The three areas can be further sub-divided into 17 specific elements of learning. You can read about these in Box 2. This gives us a matrix of 17 learning outcome statements for career and work-related learning across each stage of education (KS2, KS3, KS4 and Post 16). The factors which governed the choice of which elements to focus on are:

- the opportunity to highlight important elements of career and work-related learning that do not always get the attention they deserve
- the evidence of what works and can improve young people's progress, achievement and eventual destinations
- the importance of keeping the framework to a manageable size
- the need to provide curriculum 'hooks' to enable all areas of the curriculum to facilitate young people's career and work-related learning and to contextualise their subject learning.

Box 2: Elements of career and work-related learning		
CWRE elements	What this is about	Why we know this is important
Self-development through careers and work-related education		
Self-awareness	<ul style="list-style-type: none"> • qualities, skills, attitudes and values, needs and interests, aptitudes and achievements • self-image and identity • confidence and self-esteem • self-understanding • structured review and reflection • Personal constructs • Life roles 	<ul style="list-style-type: none"> • supported by theory: career development theory (Donald Super), social cognitive career theory (Lent, Hackett and Brown), social constructivism and careers information processing theory (emphasis on metacognition), life-work design and narrative approaches • low self-understanding affects quality of decisions, CVs
Self-determination	<ul style="list-style-type: none"> • self-efficacy • self-regulation • intrinsic motivation 	<ul style="list-style-type: none"> • supported by social cognitive career theory (emphasis on self-efficacy), narrative approaches • backed up by research into emotional intelligence, motivational styles
Self-improvement as a learner	<ul style="list-style-type: none"> • Awareness of learning style preferences • Ability to learn in different ways and in different settings • Equipping young people for lifelong learning • Engaging in reflection and review • 	<ul style="list-style-type: none"> • Raising achievement • General learning theory • Experiential learning theory (Kolb)
Finding out about careers and the world of work		
Exploring careers and career development	<ul style="list-style-type: none"> • Concept of career • Career metaphors (Inkson) • Career patterns (Hopson) • Career development processes, including career development in employment • 'Career' as a dimension of citizenship/volunteering • Interrelatedness of life roles • Developing personal points of view about challenging and controversial issues relating to careers 	<ul style="list-style-type: none"> • Individuals see the relevance of their studies to their lives and work now and in the future • People can expect to have many more changes of career direction in their lifetimes than hitherto

Investigating work and working life	<ul style="list-style-type: none"> • Economic and gift work • How labour market works • Benefits of work • Job satisfaction • Life-work balance • full-time, part-time, flexi-time, shift, night work • Hot-desking • Working from home • Consultancy, freelance and working for yourself • Organisational cultures • Work roles 	<ul style="list-style-type: none"> • Evidence of employer surveys on the work readiness of young people • Changing technologies are transforming existing work activities, creating new ones and making others redundant • Young people need to be aware of different ways of working
Understanding business and industry	<ul style="list-style-type: none"> • How businesses operate • Functional areas, e.g. marketing, HR • Social responsibility of business • Economic concepts, e.g. supply and demand 	<ul style="list-style-type: none"> • Individuals need to understand the role of business and industry in the country's wealth creation • Individuals need to be aware of the thrust towards sustainable economic development
Investigating jobs and labour market information (LMI)	<ul style="list-style-type: none"> • Occupations • Occupational sectors/job families • Entry requirements • Job vacancies • Local and regional labour market • Trends, e.g. the global market, new technology, environmental protection 	<ul style="list-style-type: none"> • Availability of information a key determinant of young people's career choices
Valuing equality, diversity and inclusion (EDI)	<ul style="list-style-type: none"> • Equality Act 2010 • Gender issues and other issues related to the protected characteristics • Differences in employment and earnings • Techniques for challenging unfairness 	<ul style="list-style-type: none"> • Evidence of impact of differences in economic, social and cultural capital • Harmful effects of stereotyping and discrimination • Continuing evidence of persistent discrimination in the workplace • Social mobility and social justice • Business case for EDI
Learning about safe working practices and environments	<ul style="list-style-type: none"> • Health and safety • Ergonomics • Job design • Rights and responsibilities at work • Preventing exploitation at work 	<ul style="list-style-type: none"> • Accidents and injuries at work

Developing skills for career wellbeing and employability		
Making the most of careers information, advice and guidance (IAG)	<ul style="list-style-type: none"> • Information skills, e.g. find, select, organise, present, evaluate • ICT skills, e.g. search, storage, privacy • Factual/impartial –v– promotional/biased information • Find and evaluate sources of IAG before using them • Preparing for and following up careers interviews/small group work 	<ul style="list-style-type: none"> • Lack of information, institutional barriers to information and individual vacillation inhibit choice • Data from YELLIS indicates there has been a move away from formal sources of information towards more informal sources since 1997. Challenge is for young people to use these sources effectively
Preparing for employability	<ul style="list-style-type: none"> • Basic skills: literacy, numeracy and ICT • Soft skills, e.g. customer care, teamwork, time management, personal organisation • Attitudes, e.g. business awareness, working to a high standard, global mind-set • Work experience and volunteering 	<ul style="list-style-type: none"> • Supported by work adjustment theory • Government strategy for employment and skills
Showing initiative and enterprise	<ul style="list-style-type: none"> • Being enterprising in employment and self-employment • Social enterprises • Enterprise skills, e.g. decision-making, leadership, risk management • Enterprise qualities and attitudes, e.g. openness to new challenges, self-reliance, adaptability, perseverance, drive and determination, flexibility, creativity, ability to improvise, confidence, initiative 	<ul style="list-style-type: none"> • Young people need to be more entrepreneurial in managing their own careers • Contribution of SMEs to economic growth
Developing personal financial capability	<ul style="list-style-type: none"> • Functions and use of money • Manage money and personal finances • Tax, National Insurance, pensions and pay slips • Be critical consumers of goods and services • Manage financial risk • Public funding for learning • Return on investment 	<ul style="list-style-type: none"> • Increased cost of higher education • Need for financial literacy in modern world, especially carrying out transactions online

Identifying choices and opportunities	<ul style="list-style-type: none"> • Knowledge of qualifications, routes and pathways • Networking • Negotiation 	<ul style="list-style-type: none"> • Insights from careership, opportunity structure and happenstance theories
Planning and deciding	<ul style="list-style-type: none"> • Goal/target-setting • Action planning • Decision-making styles and strategies • Problem-solving • Influences/networks of support 	<ul style="list-style-type: none"> • Students need skills to make sense of the main factors they consider when choosing AS/A level subjects, namely, usefulness for future career, interest/enjoyment and perceptions of their ability in the subject. • Importance of 'realistically high' aspirations • Important to have a good planning process and an actual plan
Handling applications and selection	<ul style="list-style-type: none"> • CVs, application forms, letters of application • Self-marketing and applying online • Interviews • 'second stage' selection methods • Record-keeping 	<ul style="list-style-type: none"> • Employers' reports on unpreparedness of young people
Managing changes and transitions	<ul style="list-style-type: none"> • Strategies for making effective transitions • Types of transitions, e.g. changing school, starting an apprenticeship/job, going to uni, job change, redundancy/unemployment, retirement 	<ul style="list-style-type: none"> • Frequency of decision and transition points throughout life

You can see the complete set of learning outcomes for each phase in the sections which follow.

Key Stage 2 learning outcomes

	Learning outcome statement	Things you know that work
1	describe what you are like, what you are good at and what you enjoy doing	•
2	talk positively about what you would like to do	•
3	identify what you like about learning from careers and work-related activities and experiences	•
4	be aware of different ways of looking at people's careers and how they develop	•
5	be aware that people feel differently about the kinds of work they do	•
6	describe a local business, how it is run and the products and/or services it provides	•
7	describe the main types of employment in your area now and in the past	•
8	be aware that you have the same rights to opportunities in learning and work as other people	•
9	know how to keep yourself safe when you are working and what the law does to protect child workers from being exploited	•
10	be aware of the help that is there for you and how to make good use of it	•
11	identify key qualities and skills that employers are looking for	•
12	show that you can be enterprising	•
13	show that you can make sensible decisions about saving, spending and giving	•
14	make good use of information about secondary school options for you	•
15	know how to make important plans and decisions carefully	•
16	know how to make a good impression when you apply to do things	•
17	know how to handle transitions that are challenging	•

Key Stage 3 learning outcomes

	Learning outcome statement	Things you know that work
1	describe yourself, your strengths and preferences	•
2	tell your own story about what you are doing to make progress, raise your achievement and improve your wellbeing	•
3	explain how you have benefited as a learner from career and work-related learning activities and experiences	•
4	describe different ways of looking at people's careers and how they develop	•
5	identify different kinds of work and why people's satisfaction with their working lives varies	•
6	describe the organisation and structure of different types of businesses	•
7	be aware of what job and labour market information (LMI) is and what it can do for you	•
8	identify how to stand up to stereotyping and discrimination that is damaging to you and those around you	•
9	be aware of the laws and by-laws relating to young people's permitted hours and types of employment; and know how to minimise health and safety risks to you and those around you	•
10	identify and make the most of your personal network of support including how to access the impartial careers information, advice and guidance that you need	•
11	recognise the qualities and skills needed for employability and provide evidence for those you have demonstrated both in and out of school	•
12	recognise when you are using the qualities and skills you need to be enterprising	•
13	show that you can manage a personal budget and contribute to household and school budgets	•
14	look systematically at the choices and opportunities open to you when you reach a decision point	•
15	know how to negotiate and make plans and decisions carefully to help you get the qualifications, skills and experience you need	•
16	know how to prepare and present yourself well when going through a selection process	•
17	show that you can be positive, flexible and well-prepared at transition points in your life	•

Key Stage 4 learning outcomes

	Learning outcome statement	Things you know that work
1	recognise how you are changing, what you have to offer and what's important to you	•
2	be positive about your own story and the responsibility you are taking for your own progress, achievements and wellbeing	•
3	review and reflect upon how you have benefited as a learner from career and work-related learning activities and experiences	•
4	explain key ideas about career and career development	•
5	explain how work is changing and how this impacts on people's satisfaction with their working lives	•
6	explain different types of businesses, how they operate and how they measure success	•
7	find relevant job and labour market information (LMI) and know how to use it in your career planning	•
8	recognise and challenge stereotyping, discrimination and other barriers to equality, diversity and inclusion; and know your rights and responsibilities in relation to these issues	•
9	be aware of your responsibilities and rights as a student, trainee or employee for following safe working practices	•
10	build and make the most of your personal network of support including making effective use of impartial carers information, advice and guidance	•
11	show that you have acquired and developed qualities and skills to improve your employability	•
12	show that you can be enterprising in the way you learn, carry out work and plan your career	•
13	show that you can manage your own money, understand personal financial documents and know how to access financial support for further study and training	•
14	research your education, training, apprenticeship, employment and volunteering options including information about the best progression pathways through to specific goals	•
15	know how to make important plans and decisions carefully including how to solve problems and deal appropriately with influences on you	•
16	know your rights and responsibilities in a selection process and the strategies to use to improve your chances of being chosen	•
17	review and reflect on previous transitions to help you improve your preparation for future moves in education, training and employment	•

Post 16 learning outcomes

	Learning outcome statement	Things you know that work
1	assess how you are changing and be able to match your skills, interests and values to requirements and opportunities in learning and work	•
2	create positive accounts of your own story emphasising the responsibility you are taking for managing your own progress, achievement and wellbeing	•
3	be proactive in taking part in career and work-related learning activities and assessing the benefits to you as a learner	•
4	explain the impact of changing career processes and structures on people's experience and management of their own career development	•
5	recognise the personal, social and economic value of different kinds of work and be critically aware of key debates about the future of work	•
6	explain how what businesses do, the way they operate and the way they measure success is changing	•
7	draw conclusions from researching and evaluating relevant job and labour market information (LMI) to support your future plans	•
8	reflect critically on the ethical, legal and business case for equality, diversity and inclusion in the workplace and the implications for your behaviour and others	•
9	recognise different levels of risk and understand your responsibilities and rights as a student, trainee or employee for observing safe working practices	•
10	develop and make the most of your personal network of support and show that you are a proactive and discerning user of impartial careers information, advice and guidance	•
11	explain what you are doing to improve your employability and to meet the expectations of employers and co-workers	•
12	develop and apply enterprising qualities and skills in your approach to learning, work and career planning	•
13	develop your personal financial capability to improve the decisions you make that affect your everyday living, further study, training and work	•
14	research and evaluate progression pathways and return on investment for the higher and further education, training, apprenticeship, employment and volunteering options that are open to you	•
15	know how to make career enhancing plans and decisions	•
16	know how to prepare for, perform well and learn from your participation in selection processes	•
17	know how to develop and use the strategies you will need to cope with the challenge of managing your career transitions	•

Progression - This chart shows progression in the aspects of career and work-related learning from Key Stage 2 to post 16.

Self-development through careers and work-related education

Elements of learning	KS2	KS3	KS4	P16
Self-awareness	describe what you are like, what you are good at and what you enjoy doing	describe yourself, your strengths and preferences	recognise how you are changing, what you have to offer and what's important to you	assess how you are changing and be able to match your skills, interests and values to requirements and opportunities in learning and work
Self-determination	talk positively about what you would like to do	tell your own story about what you are doing to make progress, raise your achievement and improve your wellbeing	be positive about your own story and the responsibility you are taking for your own progress, achievements and wellbeing	create positive accounts of your own story emphasising the responsibility you are taking for managing your own progress, achievement and wellbeing
Self-improvement as a learner	identify what you like about learning from careers and work-related activities and experiences	explain how you have benefited as a learner from career and work-related learning activities and experiences	review and reflect upon how you have benefited as a learner from career and work-related learning activities and experiences	be proactive in taking part in career and work-related learning activities and assessing the benefits to you as a learner

Finding out about careers and the world of work

Exploring careers and career development	be aware of different ways of looking at people's careers and how they develop	describe different ways of looking at people's careers and how they develop	explain key ideas about career and career development	explain the impact of changing career processes and structures on people's experience and management of their own career development
Investigating work and working life	be aware that people feel differently about the kinds of work they do	identify different kinds of work and why people's satisfaction with their working lives varies	explain how work is changing and how this impacts on people's satisfaction with their working lives	recognise the personal, social and economic value of different kinds of work and be critically aware of key debates about the future of work
Understanding business and industry	describe a local business, how it is run and the products and/or services it provides	describe the organisation and structure of different types of businesses	explain different types of businesses, how they operate and how they measure success	explain how what businesses do, the way they operate and the way they measure success is changing

Elements of learning	KS2	KS3	KS4	P16
Investigating jobs and labour market information (LMI)	describe the main types of employment in your area now and in the past	be aware of what job and labour market information (LMI) is and what it can do for you	find relevant job and labour market information (LMI) and know how to use it in your career planning	draw conclusions from researching and evaluating relevant job and labour market information (LMI) to support your future plans
Valuing equality, diversity and inclusion	be aware that you have the same rights to opportunities in learning and work as other people	identify how to stand up to stereotyping and discrimination that is damaging to you and those around you	recognise and challenge stereotyping, discrimination and other barriers to equality, diversity and inclusion; and know your rights and responsibilities in relation to these issues	reflect critically on the ethical, legal and business case for equality, diversity and inclusion in the workplace and the implications for your behaviour and others
Learning about safe working practices and environments	know how to keep yourself safe when you are working and what the law does to protect child workers from being exploited	be aware of the laws and by-laws relating to young people's permitted hours and types of employment; and know how to minimise health and safety risks to you and those around you	be aware of your responsibilities and rights as a student, trainee or employee for following safe working practices	recognise different levels of risk and understand your responsibilities and rights as a student, trainee or employee for observing safe working practices

Developing skills for career management and employability

Making the most of careers information, advice and guidance (IAG)	be aware of the help that is there for you and how to make good use of it	identify and make the most of your personal network of support including how to access the impartial careers information, advice and guidance that you need	build and make the most of your personal network of support including making effective use of impartial careers information, advice and guidance	develop and make the most of your personal network of support and show that you are a proactive and discerning user of impartial careers information, advice and guidance
Preparing for employability	identify key qualities and skills that employers are looking for	recognise the qualities and skills needed for employability and provide evidence for those you have demonstrated both in and out of school	show that you have acquired and developed qualities and skills to improve your employability	explain what you are doing to improve your employability and to meet the expectations of employers and co-workers
Showing initiative and enterprise	show that you can be enterprising	recognise when you are using the qualities and skills you need to be enterprising	show that you can be enterprising in the way you learn, carry out work and plan your career	develop and apply enterprising qualities and skills in your approach to learning, work and career planning

Annex D

Elements of learning	KS2	KS3	KS4	P16
Developing personal financial capability	show that you can make sensible decisions about saving, spending and giving	show that you can manage a personal budget and contribute to household and school budgets	show that you can manage your own money, understand personal financial documents and know how to access financial support for further study and training	develop your personal financial capability to improve the decisions you make that affect your everyday living, further study, training and work
Identifying choices and opportunities	make good use of information about secondary school options for you	look systematically at the choices and opportunities open to you when you reach a decision point	research your education, training, apprenticeship, employment and volunteering options including information about the best progression pathways through to specific goals	research and evaluate progression pathways and return on investment for the higher and further education, training, apprenticeship, employment and volunteering options that are open to you
Planning and deciding	know how to make important plans and decisions carefully	know how to negotiate and make plans and decisions carefully to help you get the qualifications, skills and experience you need	know how to make important plans and decisions carefully including how to solve problems and deal appropriately with influences on you	know how to make career enhancing plans and decisions
Handling applications and selection	know how to make a good impression when you apply to do things	know how to prepare and present yourself well when going through a selection process	know your rights and responsibilities in a selection process and the strategies to use to improve your chances of being chosen	know how to prepare for, perform well and learn from your participation in selection processes
Managing changes and transitions	know how to handle transitions that are challenging	show that you can be positive, flexible and well-prepared at transition points in your life	review and reflect on previous transitions to help you improve your preparation for future moves in education, training and employment	know how to develop and use the strategies you will need to cope with the challenge of managing your career transitions

Guidance on using the ACEG Framework

About learning outcomes

The weight of evidence confirms that the quality of the teacher and the quality of the pedagogy are major factors in how well learners build up their understanding and ability to do things.

Good practice tips

1. combine and sequence theoretical and practice elements carefully. Curriculum coherence is crucial
2. differentiate between individual learners to meet their needs
3. extended practice is needed to inculcate values, e.g. the values associated with employability
4. transferable learning skills are best acquired in expansive learning environments (e.g. on work experience)
5. identify locally relevant contexts for framing the core concepts and principles of career learning and development.

The learning outcomes in this framework aim to describe what a student can achieve as a result of two or three years' learning. For the more detailed planning that goes into short-term schemes of work and lesson plans, you will need to identify specific learning outcomes that are steps on the way to achieving the bigger learning outcomes in the framework. This is worth doing with the caveat to avoid the 'tyranny' of learning outcomes! Too many learning outcomes can be a burden and a barrier to discovery in learning – the unintended and unexpected benefits that can come from a learning event.

A straightforward model for writing a learning outcome is to identify what the learner will know and/or be able to do at the end of a learning process. For this, you need to state:

- the input and process, e.g. 'At the end of this unit on options at 16+'
- the level and type of learning, e.g. 'explain' is a higher level of learning than 'identify'
- the outcome, e.g. 'the options open to you'

The outcomes in the framework are permissive rather than prescriptive. Schools and colleges should use them as a foundation on which to build a robust CEG provision that fulfils their duties and responsibilities at the heart of which are the needs of their learners.

Remember that learning outcomes are not the only measures of effective CWRE provision. Destination outcomes are important too!

Managing the curriculum

It is for schools, colleges and other learning providers to decide how to manage careers and work-related education. Some institutions will have one middle leader who has subject leadership responsibility for careers and work-related education; others will have separate leaders for careers education and work-related education. Where the latter situation applies, the senior leader with overall responsibility for careers and work-related education will need to ensure that systems are in place to enable the two curriculum leaders to work together.

More than one in four secondary schools have appointed individuals from professional backgrounds other than teaching to the role of curriculum leader for careers and work-related education and some have opted to commission the service from a careers guidance company or education business partnership. These new models can work very effectively, provided that due attention is given to professional development and management support for the individual.

Primary schools

Many primary schools plan learning about work and career-related learning in their curricula, particularly at Key Stage 2. They are unlikely to make separate provision for such elements of learning, adopting instead the approach of integrating the learning outcomes selected as priorities for their pupils into different aspects of the curriculum.

Secondary schools

Most secondary schools organise careers and work-related education as a combination of discrete provision and elements integrated into the schemes of work for other subjects. Inspection and monitoring evidence suggests that the most effective model for delivering the separately timetabled element is to organise the careers and work-related education outcomes within an integrated course of personal, social, health and economic (PSHE) education, taught by a team of specialist PSHE education teachers, and supplemented by some suspended timetable activities such as curriculum days. Relying on curriculum days alone is inadequate and attempts to teach careers and work-related education through tutorial programmes can result in pupils experiencing programmes of inconsistent quality.

Sixth forms, sixth form colleges and FE colleges

Evaluations have shown that tutorial approaches are more effective in the post-16 sector and for students studying A level courses an approach that combines work in the tutoring programme with a series of other activities such as talks, conventions and independent study provides an effective way of organising careers and work-related education in the curriculum. For students working towards vocational qualifications, careers and work-related education outcomes can be integrated into their main course programme.

Work-based learning providers

Young people opting for work-based training still need help with understanding the world of work and developing the skills to secure and succeed in work. The selected learning outcomes from the careers and work-related education framework can be integrated into their training programmes.

Use the framework to help with these curriculum leadership and management tasks:

- Meeting learners' needs, e.g. How could you use the framework to map and audit your provision?
- Learners' entitlement, e.g. How can you use the framework to help you define student entitlement?
- School improvement, e.g. What outcomes would you prioritise if raising aspirations was identified as a priority in your school improvement plan?
- Curriculum development, e.g. How would you use the framework to re-think breadth, balance and coherence when revising your CWRE programme?
- Contextualisation of learning, e.g. How would you use the framework to help subject teachers understand the scope that careers and work provide for contextualising subject-based learning?
- Thematic learning, e.g. What learning outcomes would you prioritise if you wanted to contribute to a week of activities on the theme of 'green and sustainable development'?
- Selection of activities, e.g. When designing the CWRE programme, which activities would you prioritise to have the most impact on young people's career and work related learning?
- Assessing learning, e.g. What criteria or measures would you use to decide whether a learning outcome had been achieved?
- Partnerships and resource deployment, e.g. What physical and human resources do you need and where can you use them to best effect?
- Evaluation, e.g. How could you use the framework in making judgements about the worthwhileness of your current programme?

This page is intentionally left blank

CEIAG Scrutiny Review - Suggested Review Methodology & Timetable

Area of Inquiry	Visits / Meetings	Suggest Method
<p>i) To analyse how effectively schools, colleges and the Local Authority are responding to the revised statutory duty to provide careers guidance to young people.</p> <p>ii) To consider the extent and quality of CEIAG in schools and colleges, models of delivery and how they are delivered.</p> <p>iii) To consider the impact of CEIAG and support on the outcomes of young people, particularly those who are vulnerable, as measured by NEET and sustained progression.</p>	<p>Meeting of CEIAG Learning Network: schools, colleges and CX staff</p> <p>1st May 2-4pm, Eccles Room, West Offices</p>	<ul style="list-style-type: none"> • their response to the revised statutory duty to provide careers guidance to young people • curriculum delivery • the engagement of partners including local employers and providers and how partnership working is progressing under the new arrangements
<p>iv) To consider how best to involve more employers and training providers in providing information and advice to young people in schools and colleges.</p>	<p>Meeting 3 – 3 June 2013 @ 1:30pm Severus Room, West Offices</p>	<p>To meet with Representatives from LA, partner agencies such as North Yorkshire Business Education Partnership and local businesses to discuss employer engagement</p>
	<p>Meeting 4 – 3 June 2013 @ 4pm Severus Room, West Offices</p>	<p>To meet with CYC's 14-19 Team and training providers who coordinate training provider visits to schools, and provide information, advice and recruiting to apprenticeships</p>

<p>v) To gather the views of young people and parents about the information, advice, guidance and support that they received through the curriculum and through one to one appointments</p>	<p>Meeting 6 – 3 July 2013 @ 5:30pm</p>	<p>Open Session to meet with a selection of young people to gather their views on their CEIAG experience and discuss with them the issues that affected their decision making about their next step</p>
	<p>Informal School Visits</p> <p>Task Group Members to arrange their own visits to schools of their choice</p>	<p>To meet with parents and/or governors from a selected school or college</p>
	<p>Meeting 7 – 16 July @ 5:30pm</p> <p>Informal Task Group Meeting</p>	<p>Task Group Members to:</p> <ul style="list-style-type: none"> • Provide feedback on their individual visits to schools • Consider a first draft final report containing findings from all the information gathered to date. • Identify draft conclusions and recommendations arising from the work on the review

Yorkshire Coast Employability Charter

What is the Yorkshire Coast Employability Charter?

The Charter is an agreement between local schools, colleges and employers to work together with the aim of:

Supporting every young person on the Yorkshire Coast to gain the knowledge, skills and personal qualities required to find employment and thrive in the workplace.

Driven by the Yorkshire Coast Business Partnership, a 'Skills Summit' took place in February 2012 where key employers, schools, colleges and universities in the Scarborough Borough agreed to work together to improve the employability of young people in the area. Further down the line, the concept of The Employability Charter was formed, which will embed an employability programme into local schools (primary and secondary) as well as further and higher education.

An Employability Working Group has identified four shared principles to which employers and education institutions will make a commitment:

1. To ensure that the curriculum enables students to gain the employability skills required for the workplace
2. To provide access to high quality careers information and advice
3. To provide a rewarding experience of the work environment
4. To create job opportunities for young people and provide practical support to help students secure employment on leaving full time education.

To support this and related developments a consortium led by Scarborough Borough Council was successful in a bid to the national Coastal Communities Fund. Part of this funding will be dedicated to developing and co-ordinating the Charter and facilitating activities bringing students and employers together to provide a basis for the employability programme.

The Charter is one strand of the Coastal Communities Fund and it is important that the Charter developments will link with these other priorities such as an increase in the availability of apprenticeships in the local area.

Why is it needed?

Education and business share a need to:

- » Ensure that young people have the skills and knowledge they will need to make informed choices about their future and to do well in their chosen career path
- » Shape the future workforce to respond to the needs of a growing economy

Over the next five years we will see unprecedented investment in the Scarborough Borough, potentially in excess of £2 billion, in the following key sectors:

- Potash Mining
- Offshore Wind
- Engineering and Manufacturing
- Housing
- Leisure

Skills are a key driver of economic growth. The availability of skills in the local labour market contributes significantly to the economic well-being of an area. The Charter will enable the Yorkshire Coast to grow the workforce required to respond to the area's economic needs and opportunities.

How will it work?

There will be a wide range of opportunities on offer for employers to engage with schools/colleges in a way that suits them. Activities will range from work experience placements to sector related links with the curriculum, and from mock interviews to events and competitions.

Schools/colleges will be encouraged and supported to increase the level of employer involvement in the curriculum and to identify the best ways of increasing the employability skills of their students. Students themselves will engage directly in the Charter by gaining recognition for and ownership of their 'employability'.

Building on existing links between schools/colleges and employers, we plan to increase both the volume and quality of this activity to a level that has a significant impact on young people, on employers and on our coastal communities.

We also aim to develop appropriate quality measures/awards that enable all those involved to measure their progress, identify further quality improvements and gain recognition for their commitment to the employability of new entrants to the workforce. Appropriate awards will be developed in keeping with what is meaningful to schools, colleges, employers and young people themselves. It is planned that these 'awards' will form an integral part of Charter developments beyond initial commitment.

What will be the benefits of the Charter?

Employers will be able to:

- » Influence the skills, knowledge and attitudes of future employees
- » Find new recruits
- » Promote their company and their sector
- » Have their contribution recognised through the Charter.

Schools/colleges will be able to:

- » Engage directly with local employers to support the curriculum
- » Have confidence that their students are making well informed choices and will thrive in the workplace
- » Use employability activity to increase the motivation of their students
- » Promote the benefits of the Charter to current and prospective students and parents/carers.

Young people will be able to:

- » Gain a better understanding of their skills and abilities
- » Make well informed choices about their future
- » Demonstrate their value to local employers
- » Find employment and thrive in the workplace.

When will the Charter be set up?

Development work is under way and the Charter will be launched officially this autumn. We expect momentum to build over the next two years and are planning for long term sustainability of the Charter.

A central database of employers, schools, colleges and opportunities will be managed centrally to ensure that all are matched appropriately to meet mutual need and minimise duplication.

How can I get more information?

Look out for regular newsletters, presentations at network meetings, website and twitter feed – all in development. If you let us have your contact details we will keep you up to date with all developments and opportunities.

The Charter will soon have its own unique branding – a competition is currently under way to find a winning design by a local design student from schools and colleges in the area.

How can I get involved?

- » Provide your ideas and suggestions to ensure that project development meets your needs
- » Sign up to the Charter and receive regular information bulletins about engagement opportunities.

Who can I talk to about the Charter and where should I send my contact details?

Rebecca McCleary, Partnership Manager - rebecca@nybep.org.uk

NYBEP Ltd, IT Centre, Innovation Way, Heslington, York YO10 5NP

Tel: 01904 567616

Mobile: 07824 874215

Web: www.nybep.org.uk

Twitter: @YC_EmpCharter



A great place to live, work & play



This page is intentionally left blank

Helping the inbetweeners:

Ensuring careers advice
improves the options
for all young people

**Believe in
children**



Barnardo's

August 2013



by Jane Evans
and Jonathan Rallings

Section one: Introduction and executive summary.....

Making the transition from education into the workplace can be difficult for anyone, regardless of their background. But for the disadvantaged young people Barnardo's works with, a lack of dependable, authoritative support and advice to help them make choices about their future careers can make that transition seem almost impossible. The poor outcomes for those who fail to get a firm foot on a career ladder are all too well known.¹ Informative, impartial, and reliable careers guidance is vital to help ensure everyone receives a fair chance to fulfil their ambitions in the workplace.

During 2012 some significant changes were made to the way that careers guidance² is provided to young people in England. Most notably the responsibility for delivering careers guidance was passed from local authorities to schools, and the National Careers Service – a combination of predominantly web and helpline-based provision – was established to offer careers guidance to people of all ages, as well as Plotr, a government-supported website specifically targeted at young people. At the same time Connexions services – local authority-based provision which previously led the delivery of much careers guidance to young people – continue to decline as local authorities are forced to make tough choices to make savings in their budgets.

This report outlines these policy changes in more detail and then looks at the impact they are having on young people. It does not profess to be a definitive account of exactly where careers guidance services have fallen into decline or fully reflect the pressures on schools and local authorities to deliver these services effectively in an increasingly tough economic landscape. Instead it describes the views of young people that Barnardo's works with, as well as those of professionals working with them – young people who want to work, but many of whom seem more likely to end up trapped in low-paying jobs or even become

classified as 'not in education, training or employment' (NEET).

This research was driven by a desire to find out how the most vulnerable young people were being served by careers guidance. What we found, however, was that for the very vulnerable – those young people NEET or bottom of the attainment scale – much provision thankfully remains available in parts of the country. Instead it appears to be the cohort of young people just above them who are most at risk of receiving poor careers guidance which in turn prevents them achieving their ambitions; these are young people who may have been disengaged from school and be equally in need of independent guidance, but increasing pressure on local authority budgets means that this group no longer qualify for intensive support. Barnardo's believes that with focused guidance and full information,³ these same young people could progress to sustainable, enjoyable careers rather than the more usual path they presently take into a succession of short-term jobs, disillusionment, and probably forms of state subsidy through tax credits, benefits, or support services.

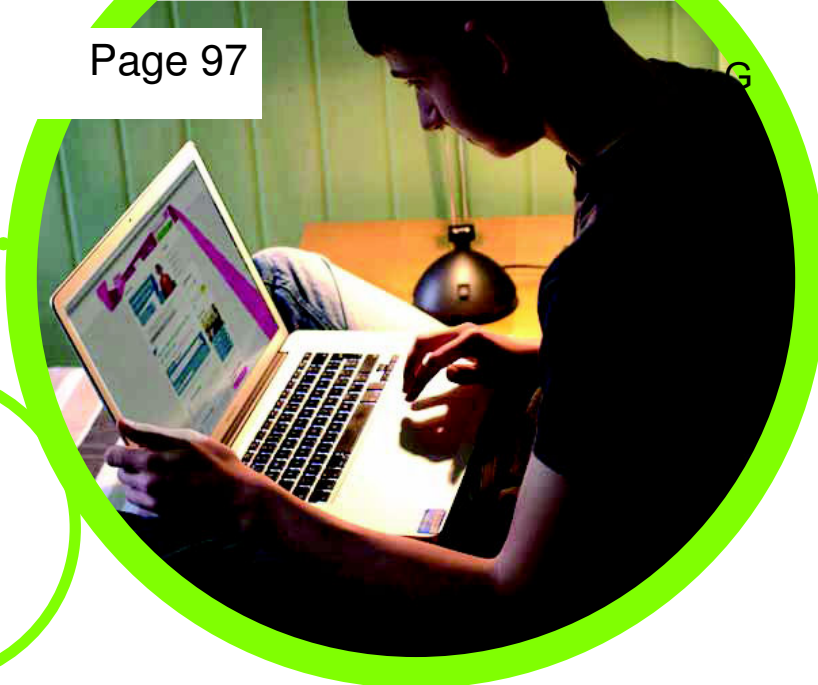
However, it is clear reaching these young people is not always easy. For many of them school is not an environment which they necessarily trust or enjoy – they have in the past benefitted from the flexibility of support offered by Connexions and other local youth-based services in the community. Yet as the duty to provide careers guidance passed from local authorities to schools in 2012, such non-school/community-based support is increasingly unavailable to most young people as services in many areas are increasingly focussed on school-based provision.

The decline in Connexions services is the starkest reminder of the backdrop to this report – that is one of budget cuts for public services, which is reducing the likelihood that quality careers guidance provision is

1 Coles, B et al (2010) *Estimating the life-time cost of NEET: 16-18 year olds not in education, employment or training*. University of York, www.york.ac.uk/media/spsw/documents/research-and-publications/NEET_Final_Report_July_2010_York.pdf, accessed 28 February 2013.

2 Barnardo's recognises that quality careers provision contains elements of 'education', 'information', 'advice', and 'guidance'. However, for the purposes of this report 'careers guidance' is used as a catch-all term to represent an amalgam of each of these separate elements.

3 Please see Section two: Research background for a description of Barnardo's belief of what quality careers information, advice and guidance consists of.



available to all that need it in many areas. The report highlights examples of good practice by local authorities and schools in using resources more effectively to protect services. Nevertheless the overall picture is still one of patchy services operating across different parts of the country and even from young person to young person.

Most pertinently we find that despite the Coalition Government emphasising the importance of young people receiving impartial, independent, and preferably face-to-face, guidance in schools, this is not happening everywhere. We recognise that schools face enormous challenges with no new resources to deliver on their new duties to provide independent careers guidance. However, a recurring theme arising from conversations with the young people we interviewed was inadequate information being provided by schools about vocational courses, apprenticeships, or options beyond the more traditional route of school sixth form and A-levels. Worryingly much of the careers guidance being provided in schools and elsewhere still seemed to lack true aspiration for the child and was often too gender-specific.

In part the Government intends to mitigate cuts to 'on-the-ground' services by the introduction of web and telephone-based careers guidance available to all. However, none of the young people we talked to had heard of the National Careers Service website or Plotr, which were introduced in

2012. Indeed our research questions the assumptions often made by policy makers that all young people are digitally literate – although all those we spoke to were using the internet regularly, in most cases this was only to access social media via smartphones. Almost none had considered searching the internet to find more advice on pursuing a career.

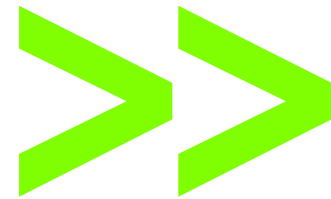
Indeed it seemed that many young people lacked the skills to use remote services without direct support from an adult. The new websites are not necessarily easy for a young person to navigate even if they are confident accessing information via the internet. A related barrier to young people accessing the telephone helpline was the cost of calling it from their mobile phone (up to 40p per minute) given many did not appear to have access to a landline where the same call would be free.

However, more fundamentally the messages we received were that for careers guidance to be taken seriously by young people it needs to come from a trusted and authoritative source that they know. Whilst web and phone-based services can be extremely helpful in providing specialist information, they can never truly replace the advice and guidance elements that are present in face-to-face interaction.

From the research we have developed a number of conclusions and recommendations based on the findings:

Conclusions:

- The changes in policy have resulted in a decline in provision for young people. The replacement of face-to-face services with remote online or telephone-based services is wholly inadequate.
- With quality careers guidance disadvantaged young people stand a better chance of fulfilling their ambitions in the labour market.
- The young people most likely to be missing out on careers guidance are not the NEET group, but those just above this group in terms of attainment.
- Face-to-face advice is vitally important for quality careers guidance to be provided effectively to young people.
- It is disadvantaged young people who are most reliant on state services to help them as they are least likely to be able to access reliable face-to-face guidance informally outside of school.
- Some young people are at risk of missing out on careers guidance if it is not available outside school and in more individualised formats.
- Careers guidance services are inevitably being hit by cuts. Where careers guidance works well, local authorities and schools are working together. There needs to be better synergy between their respective duties in relation to careers guidance.
- There is still too much gender-stereotyping in careers guidance. More needs to be done to encourage diversity of aspiration for all children regardless of gender.
- Independence of careers guidance in schools is not currently guaranteed. Schools need to be helped to increase the depth and diversity of their careers guidance provision.
- Young people are not as digitally competent as it is often perceived. Web and telephone support can only be part of the solution – they need to be made more accessible for young people and policy makers must recommend they are most effectively used in conjunction with adult support.



Recommendations:

- **Careers guidance must be more readily available beyond schools.**

The group of young people who would benefit most from quality careers guidance – neither those most obviously vulnerable to being NEET, nor those destined for Higher Education or advanced apprenticeships, but instead those somewhere in the middle of these extremes – are among those least likely to receive it, often because they are not always able or willing to access it in schools. Policy makers must explore how we can ensure a menu of careers guidance is readily available beyond the school gates to help intervene earlier with these ambitious, but disadvantaged, young people.

- **Face-to-face careers guidance must be guaranteed for all young people who ask for it.**

It is clear from our research that there is no effective substitute for quality face-to-face careers guidance. Although there is valuable information contained in the new websites set up by the Government, young people will only be able to use it effectively in conjunction with adult support. Otherwise they will look for face-to-face advice from any source if experts are not accessible to them in person. This results in limited understandings of the options available to them and increased propensity to fall through the net towards poor outcomes.

- **Schools need better guidance on how to offer quality careers guidance to their pupils, and provision in schools should be benchmarked to national standards which can be assessed within Ofsted inspections.**

Whilst there is no clarity or accountability around schools' duty to provide independent careers guidance, it is likely services in schools will remain patchy at best. Barnardo's

agrees with the findings of the Education Select Committee recently repeated in a Commons debate that *'the transfer of responsibility to schools was regrettable, as was the way it was done.'*⁴ Government needs to more clearly indicate how much resource schools are expected to devote to providing effective careers guidance, and national standards should be put in place so the quality of provision can be more clearly assessed within the Ofsted inspection regime.

- **The local authority role in respect of careers guidance should be clarified and best practice examples of schools and local authorities working together on this issue should be shared more widely.**

Research for this report uncovered some good examples of local authorities continuing to support local schools in providing careers guidance. This is a shared problem, but our report suggests this link is not always clear in all areas. The Government must further clarify how the overlapping responsibilities of schools and local authorities can best be drawn together. It is recommended that best practice case studies of the sort we have uncovered are disseminated to demonstrate how to create more effective services for young people despite the harsh economic climate.

- **Remote careers guidance needs to be better promoted and made more 'user-friendly' in order to reach the young people it is designed to help.**

Plotr still needs considerable development and a proper launch to raise awareness amongst the people expected to use it. The sections for young people on the National Careers Service website need to be transferred to Plotr so it is clear that this is a one-stop site for young people.

Designers should be informed by *My World of Work in Scotland*⁵ and *Gyrfacymru.com* in

⁴ Hansard HC Col.1WH (16 April 2013) Electronic version. www.publications.parliament.uk/pa/cm201314/cmhansrd/cm130516/halltext/130516h0001.htm#1305165000001, accessed 22 May 2013.

⁵ www.myworldofwork.co.uk/

⁶ www.careerswales.com/server.php?show=nav.home&outputLang=en

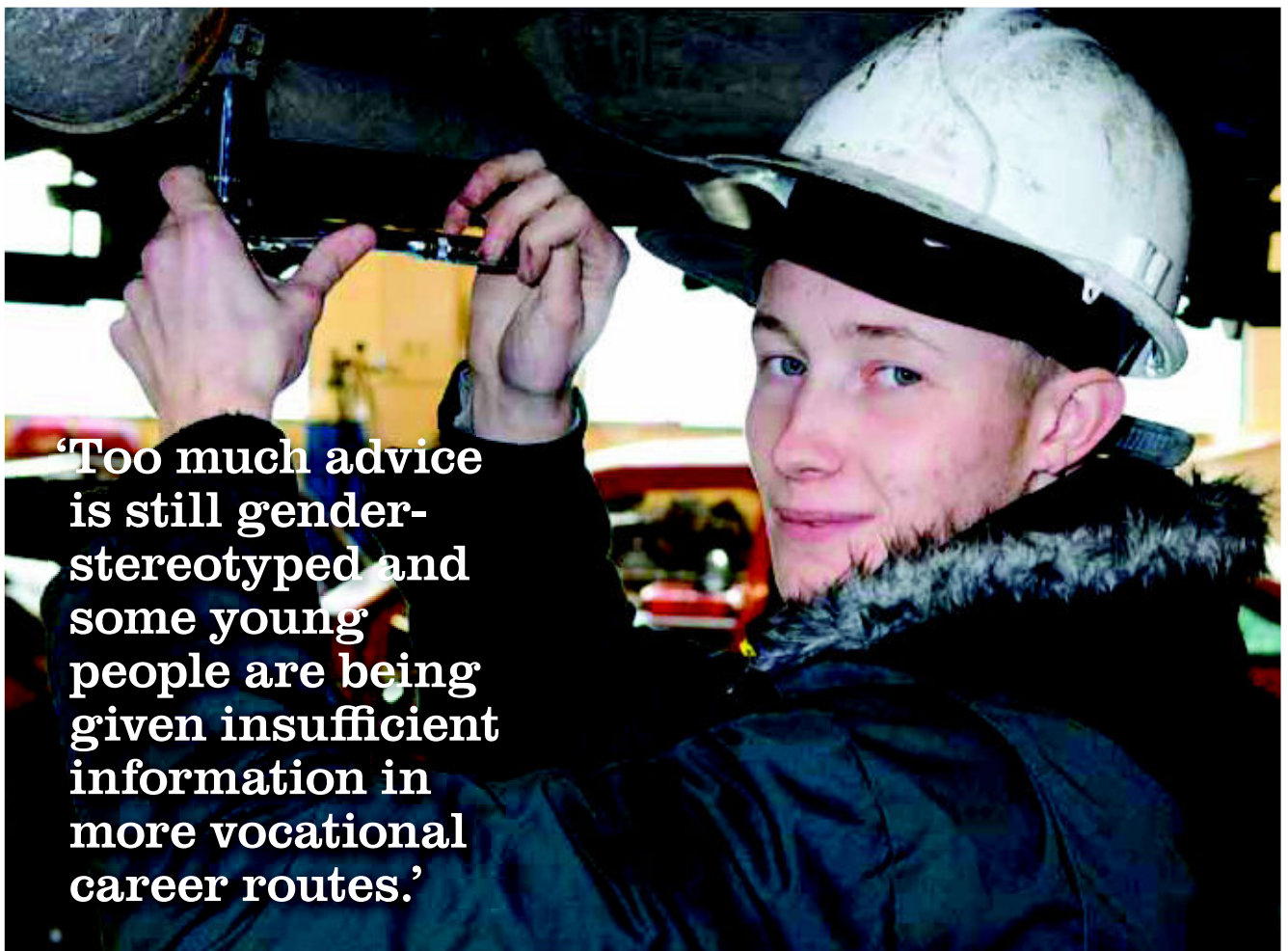
Wales⁶ for ideas about developing a functional website for young people. The Welsh site for example is divided into two sections for different age groups. Both Plotr and the NCS site should have a mobile site and an app to ensure maximum exposure to young people via the medium they are most likely to access from.

The telephone helpline should have a genuinely free number such as an 0808 80 number⁷ to ensure young people are able to access it.

Face time with a careers adviser could be provided at no cost by using a service such as Skype.

- **Young people need to be made aware of the widest possible range of career options, not just the most obvious. Guidelines should be issued to ensure that careers advice always challenges gender stereotypes.**

All young people deserve the highest quality careers guidance. Our research highlights concerns that too much advice is still gender-stereotyped and some young people are being given insufficient information on career routes which may be more vocational or non-traditional. Both schools and careers professionals should be given clearer guidance on how to offer truly independent and fully rounded careers guidance for young people which treats every child's ambition and aspiration as an individual concern.



‘Too much advice is still gender-stereotyped and some young people are being given insufficient information in more vocational career routes.’

⁷ www.helplines.org.uk/directory

Section two: Research background

This research was prompted by concerns about radical policy changes in the delivery of careers information, advice and guidance (careers guidance). These changes included a contraction of face-to-face provision and an increasing reliance on web-based and telephone information services. Because Barnardo's works with over 3,000 disadvantaged young people through our employment, training and skills services we knew from experience that these changes would impact on the young people we work with.

The research set out to discover what use young people themselves made of the emerging technology and what their other experiences of careers guidance had been. Methods were selected which captured the voices and experiences of young people directly, to ensure that they were heard in a context which does not always represent them fairly.

Twenty nine young people aged between 15 and 22 who attended Barnardo's employment, training and skills services in Yorkshire; the North East of England, and East London were interviewed in pairs, or in groups, using a conversational, semi-structured method. Adults who worked to support the young people contributed additional understanding about young people's requirements, and professionals such as Connexions and local authority workers were interviewed to gain practical insights on applying the policy changes.

The report privileges the voices of the young people we spoke to. Their lives and their views should be central to policy developments which will affect the rest of their lives.

Barnardo's expectations of good quality careers guidance

Good quality careers guidance is:

- **face-to-face** – not just online or over the phone
- **proactive, available and accessible** – there when and where young people need it
- **aspirational** – doesn't limit young people's options
- **qualified, informed and impartial** – avoids stereotyped judgements
- **holistic** – has the capacity to focus on barriers when needed
- **outcome, not output focused** – good careers advice is about sustainable employment, not getting into any job.



Section three: Policy context

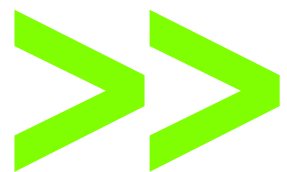
This research has been conducted in the context of three significant recent changes to the provision of careers information, advice and guidance (careers guidance). These changes and their impact continue to be the subject of political debate.⁸ This section briefly outlines the substance of these changes before going on to discuss their impact in the main body of the report.

1. Cuts to Connexions services

Connexions was launched in 2000 to provide a universal careers service but with a specific remit to reduce the numbers of young people not in education, employment or training (NEET). It worked with a combination of specialist careers guidance and advice provided by personal advisers (PAs) who were often drawn from a youth and community background. Many PAs developed skills suited to working with the most vulnerable and disengaged young people, often coming to specialise in serious barriers to engagement

such as teenage pregnancy or homelessness. Making this combination of youth work and careers skills mesh together coherently was as one local authority officer described it to us 'a big ask'. Despite this, those most at risk of being NEET were often well-served by dedicated specialists who understood their needs for intensive support. Although there were sometimes tensions between careers or youth-focused approaches, the advantages of using a youth work approach were that advisers were prepared to leave their offices and find the young people who needed their support, even when they were not attending school.

In 2008 Connexions funding was transferred from central government to local authorities. Subsequently as councils have been required to find 28 per cent savings over the course of the present parliament, Connexions has been one of the hardest hit areas leaving either a decimated or extremely patchy service across



⁸ www.parliament.uk/business/committees/committees-a-z/commons-select/education-committee/news/westminster-hall-debate/

most parts of the country, although local authorities retain a duty to offer a service to this group of vulnerable young people.

2. A duty for school-based advice

Since September 2012 schools have been required to ‘secure access to independent careers guidance for pupils in years 9-11’ – replacing the previous duty on local authorities to provide universal careers guidance and guidance for all young people (through Connexions). Schools ‘should’⁹ offer face-to-face guidance for those pupils who need it ‘particularly those from disadvantaged backgrounds or those who have special educational needs, learning difficulties or disabilities’,¹⁰ leaving out the below average attainers whose parents only have limited advice to give. This duty was recently extended to cover further education colleges and sixth form colleges.¹¹

Crucially, though, schools have received no additional funding to provide careers guidance despite the fact that local authorities had previously been fully funded to deliver this duty. Furthermore just 13 pages of guidance to schools have been released to accompany this change. It is therefore not surprising that two influential bodies have found the end result to be insufficient.

- A survey by the Institute of Careers Guidance found that schools appeared to be unprepared to deliver this requirement from September¹² with a worrying eight per cent merely looking to direct pupils to online services and other websites which would be inappropriate to meeting this duty fully.
- On 23 January 2013 the Education Select Committee comprehensively reported its findings on the transfer of the duty to provide careers guidance to schools and reported ‘concerns about the consistency, quality, independence and impartiality of careers guidance now being offered to young people.’¹³

3. Web-based information and telephone advice

The National Careers Service was launched in April 2012 as the central hub for careers guidance for people of all ages. Guidance from the Department for Business Innovation and Skills (BIS) suggests ‘the service will be able to handle one million helpline calls from adults and 370,000 from young people, and 20 million hits on its website. It will also be able to give 700,000 people face-to-face advice each year’.¹⁴

Websites

The Government set up two new websites offering careers guidance in 2012:

- [The National Careers Service Online](#)¹⁵
- [Plotr](#)¹⁶ for 11 to 24-year-olds.

The National Careers Service website

provides careers guidance for adults predominantly. However, within this site is some information for young people aged 13-19, including details of the telephone helpline, access to a moderated chat room, and an offer of advice by text or email.

Plotr – aimed specifically at young people – is apparently still in development but is nevertheless live online. It includes a Twitter feed and a Facebook link, however at the time of accessing, it only had 60 likes (including this researcher). There is a page for searching local job opportunities which simply links to other job search sites and the National Apprenticeship Service (NAS) site. A better developed part of the site is the ‘careers world’ section which has interactive overviews of several career areas, together with some talking head videos of people explaining how they got into their line of work.

Telephone helpline

The National Careers Service provides a national telephone helpline for 13 to 19-year-olds with a free 0800 number. This is backed up with a text messaging service.

9 Not ‘must’ – so they only need have regard to this part of the guidance.

10 Education Act 2011, the duty to secure independent and impartial careers guidance for young people in schools (DfE, 27 March 2012) and Section 68 Education and Skills Act 2008.

11 Department for Education (DfE) and Department for Business Innovation and Skills (BIS) (June 2013) *Securing independent careers guidance: guidance for further education colleges and sixth form colleges*.

12 *Children and Young People Now* (21 February 2012) *One in three schools has no plan to deliver careers advice*.

13 www.publications.parliament.uk/pa/cm201213/cmselect/cmeduc/632/63203.htm

14 National Careers Service (2012) *The right advice at the right time*. Department for Business Innovation and Skills (BIS).

15 <https://nationalcareersservice.direct.gov.uk/Pages/Home.aspx>

16 <https://www.plotr.co.uk/>

Section four: Analysis

This section of the report summarises what young people and professionals from Barnardo's services told us about the impact these recent policy changes are having on the provision of careers guidance. Where appropriate we have used the actual words of the interviewees to describe their impressions and experiences.

The young people most affected

Firstly, it is important to note that the young people Barnardo's is most concerned are being affected by cuts and changes to careers guidance are not those most obviously vulnerable to being not in education, employment and training (NEET), nor those destined for higher education or advanced apprenticeships, but instead the group somewhere in the middle of these extremes.

Many of the young people Barnardo's works with in its employment, training and skills services might have been disengaged with formal education or received unsatisfactory careers education and guidance at school. But not all are vulnerable to being NEET. Although poorly engaged with school, and often with low attainment at GCSE, these young people now want to work and have ambitions. Parents and family of this group are often supportive, but at a loss to give careers guidance beyond their own day-to-day experience, meaning that these young people are presented with a predictable and narrow range of career options which limits their future outcomes.

This means these young people often drift into unsuitable, short-term or dead-end jobs when, with some support, they might be encouraged into careers with better options for progression. Some of the young people we interviewed had ambitions to set up their own businesses. Those training to be chefs, in particular, showed a great deal of entrepreneurial spirit and there is no reason why their peers should not have also been similarly ambitious with the right guidance

and advice. However, whilst school leavers who end up NEET continue to receive intensive support from the local authority and outreach from specialist workers, perversely their more ambitious peers who had merely mediocre, or below average attainment, are often ineligible for further support and are left unsure how to fulfil their aspirations and potential.

It is this group who would particularly benefit from proactive, face-to-face intervention which is consistent and persistent, enabling them to make a successful transition to sustainable employment, learning or training. This analysis shows how the new arrangements neglect this significant set¹⁷ of young people and risk them becoming NEET further down the line by limiting their options to do fulfilling work that they can make progress in.

Gender stereotyping and the role of careers guidance in broadening horizons

One predictable but depressing finding of this research is how a large proportion of careers guidance continues to be gender-specific, despite the radical and ongoing changes to gender roles and expectations over recent decades. This is in line with findings by Ofsted about girls' career aspirations.¹⁸

For example, we spoke to sisters Habibah and Hazar in Yorkshire who were both studying Level one childcare, although, as Hazar complained, *'it's not really my thing'*. Both girls told us they would have preferred to do hairdressing and had had some beauty training, but when asked why they were doing childcare they replied:

'All the girls here do childcare, and all the boys do sport.'

It was clear both sisters simply accepted the limited expectations others had of them, whereas with quality careers guidance both girls might have been guided into something more appropriate to their skills and their

¹⁷ www.education.gov.uk/cgi-bin/schools/performance/2011/group.pl?qttype=NAT&superview=sec about 42 per cent of students do not achieve five A*-C GCSEs including maths and English.

¹⁸ Ofsted (April 2011) *Girls' Career Aspirations* (report 090239).



interests. The evidence that young people need more guidance to help them raise their aspirations beyond limited options – construction for boys and ‘hair or care’ for girls – was illustrated by one girl who explained:

‘They [the school careers adviser] just asked us what we wanted to do, and I didn’t know what I could do.’

Some were very influenced by parents, especially fathers. So one young man was clear that he wanted to follow in his father’s footsteps and become a pipefitter on the oil rigs, although it seemed certain he wouldn’t get enough GCSEs for the apprenticeship. It is unclear whether anyone had discussed this potential stumbling block with him, or suggested other potential careers or ways to reach his goal.

Another bright young man said:

‘I wanted to work with my dad, so in year 10, the school sorted it out for me to do a construction course.’

Whilst this school obviously acted with the best intentions for one of its pupils, it is unclear how much support the young man had received in coming to his decision. Whilst it may yet prove to have been the right

decision in this case, it is to be hoped that this young man was also supported to consider other options from beyond the example of his immediate family – something that quality careers guidance should encourage.

It is important to remember lack of variety and inspiration is a block on social mobility because it fails to recognise the young person’s individual talents, choices and aptitudes which may well be different from their parents’ sometimes limited experience. Above all they need detailed guidance from someone who knows about many suitable options and how to achieve them.

The impact of service cuts

It is also important to note that Barnardo’s recognises that access to careers guidance has long – if not always – been patchy, pre-dating the changes focused on by this report. We do not allude to a ‘golden age of Connexions’ or indeed any time before that (although amongst professionals of longstanding, we noted that some nostalgia is evident). Nevertheless we are concerned that the recent changes make it harder for the majority of young people to find and receive good quality careers guidance rather than easier.

19 For example *Half of Students not getting Connexions Careers Advice*, Association of Colleges, 2004 www.aoc.co.uk/en/newsroom/aoc_news_releases.cfm/id/1B5F6B71-C10C-4D95-888ED51F5F67416D/page/47, accessed 28 February 2013.

20 And still does in those areas where it continues to exist.

Although there has been debate¹⁹ about the effectiveness of Connexions, what it undoubtedly did well²⁰ was to provide face-to-face advice to the young people who needed it most. This included, not just NEET young people who continue to receive intensive support, but a large group of young people who were unlikely to get the careers guidance that they need from anywhere else. The youth work background of many Connexions PAs meant that they were specialists in proactively engaging young people and finding them outside of school settings. Now young people may have to wait for a Connexions appointment often with an overburdened worker. As one Barnardo's service manager pointed out: *'the only young people being supported at the moment are those that are homeless.'*

Similarly a support worker at The Base in Whitley Bay explained that young people who were pregnant, or had been in care were still receiving good quality, regular support from a Connexions personal adviser. On the other hand, she spoke about Jim who...

'...has plans, but not the GCSE grades. He may be dyslexic. He is able enough to continue, but I don't think there is enough for them.'

There is evidence that some areas are working innovatively to protect services as best they can. In North Tyneside, for example, we found that the service had imaginatively made savings on office space by setting up drop-in sessions in local libraries and youth centres instead. However, in other areas it was clear the pressures to make savings to the council's overall budget had forced the Connexions Service to be pared back drastically, or even scrapped altogether.

Independence of careers guidance in schools

Although this report is critical of the quality of much careers guidance available to young people, Barnardo's nevertheless recognises the extreme pressures on schools in the present economic climate. The transfer of the duty to secure independent careers guidance for young

people from local authorities has ostensibly been driven by a wider localisation agenda which has seen more independence passed to schools generally through academisation and other means. However, without additional money to pay for specialist advisers it is likely many schools will struggle to deliver quality independent careers guidance to their pupils – and early evidence suggests that in many cases schools are reducing the provision available.²¹

Our discussions suggested this underfunding creates several risks. Firstly, there is a question about how far schools can be expected to deliver impartial careers guidance. The duty on schools has been transferred from local authorities *'recognising the critical role that schools play in young people's lives, and the importance of achievement at school in laying the foundations for life and work'*.²²

Significantly, the duty includes a requirement for schools to give independent and impartial advice and guidance – a point specifically emphasised in statutory guidance issued in 2013.²³



²¹ www.careersengland.org.uk/documents/public/CE%20school%20survey%20REPORT%2020.11.12%20for%20publication%200930%2021.11.12.pdf

²² National Careers Service (2012) *The right advice at the right time*. Department for Business Innovation and Skills (BIS).

²³ Department for Education (2013) *Statutory guidance: The duty to secure independent and impartial careers guidance for young people in schools*. DfE, London.

²⁴ A Barnardo's project teaching skills to disadvantaged young people to help them into the employment market.

However, paradoxically this research found that it is *because* schools know their students well that it can be hard for them to be unbiased. Two young women at Barnardo's Palmersville training centre²⁴ demonstrated this in contrasting ways. One woman described the variety of jobs she had done before coming to Palmersville to train for her long-held ambition to be a hairdresser:

'I didn't really know what I wanted to do. In school you always get told that you need to go to university and that. You don't get taught much about trades and that. It was just go to sixth form, or go to college, but when you're not the academic kind you don't want to do that.'

Because of the funding that follows students, there is evidence schools may be over-inclined to persuade them into the school sixth form – even when they might be better suited to studying elsewhere.²⁵ Often this can lead to young people dropping out further down the line:

'I finished my AS-levels but didn't stay on to the second year to do A-levels. It was too boring.'

Young people can be surprisingly willing to please the adults in their lives and fall in with their suggestions. In this girl's case it took great determination and a redundancy to finally follow her aspirations in her early 20s.

A girl training to be a decorator had been told not to apply for college or sixth form:

'I used to be naughty at school and the teachers told me I wouldn't get in. They didn't even let us apply; they just told us we wouldn't get in.'

There must be a temptation on the part of a school to move difficult pupils on after year 11, so affecting their impartiality. Because young people often go along with adult suggestions many would not challenge this.

Schools' ability to provide face-to-face guidance

Another consequence of the cost pressures on schools is that they are often unable to deliver adequate face-to-face careers guidance, even if only to the pupils deemed most in need. This is despite clear government advice on offering face-to-face opportunities **'where it is the most suitable support for young people to make successful transitions, particularly children from disadvantaged backgrounds or those who have special educational needs, learning difficulties or disabilities'**.²⁶

For instance, Betty had been to a group session at school where she was simply asked what she wanted to do. She did not feel this was thorough enough; she had been hoping for some suggestions of what she could do. She was promised a further, private session but was disappointed that this had not yet happened and she had not been told when it might take place. Like many young people she was fired with enthusiasm and understandably impatient to organise her future plans. Young people can quickly become disillusioned without responsive, timely guidance. Many of the young people we spoke to were reluctant to make forward



²⁵ This conflict of interest between schools budgets and the needs of individual learners was highlighted within the recent Select Committee report – *Education Committee Seventh Report: Careers Guidance for Young People – the impact of the new duty on schools* (HMSO, 2013).

²⁶ Department for Education (2013) *Statutory guidance: The duty to secure independent and impartial careers guidance for young people in schools*. DfE, London.

²⁷ A Barnardo's project teaching skills to disadvantaged young people to help them into the employment market.

appointments with advisers and Connexions workers, which is why for many a drop-in arrangement works well. Meanwhile Betty was attending a Dr B's training restaurant²⁷ two days a week, so was not at school for some of the time. She was clearly anxious about missing future careers sessions through the school.

The contrast between pupils receiving proactive face-to-face careers information, advice and guidance and those getting an occasional session at school was illustrated by a mixed group at one of our services in the North East – some attending an education support centre and others attending a local school. The young people attending the education support centre had regular visits from a Connexions adviser and received face-to-face guidance. By contrast the school pupils agreed they had not had much, if any, careers guidance. Lee said he didn't think it was very good: *'No one came and there was nothing. No talk or lessons or anything. I haven't missed a lot of school either.'*

The students from the support centre were the only ones interviewed for this research who had original aspirations for their careers ranging from accountancy to engineering. The school pupils in the same group had limited, or gendered, ideas about their future careers, in common with most of the other young people we interviewed. This group demonstrated the value of well-informed, empathetic advice and guidance given face-to-face in helping young people. Without the rich information they needed to help them select a career path, several of the school pupils appeared to have settled for this limited vision of their capabilities and potential, which is likely to impact on their ability to realise a fulfilling career in the future and their social mobility.

Reaching young people not at school

The final risk of under-funded careers guidance provision identified by this



research is that just one session will be on offer at school which cannot be repeated if the young person does not attend it. As part of this research we asked young people about the careers guidance they had received at school. The responses we received were concerning. For example, Jason at the Hub construction training centre in East London explained that, while he had been attending work-based training his fellow pupils in mainstream school were learning how to write a CV. At a later date he was subsequently not allowed to attend a careers guidance session as he had no CV.

Jason felt rejected by this experience, but more seriously it is also likely to have undermined his trust in careers guidance as a whole. Other young people who were poorly engaged with school told us they saw in-school careers sessions as something that could be skipped, often on the flimsy advice of their peers.

'The school counsellor could arrange for someone to come in and give advice, but I heard from other people that it wasn't worth it. They had it off the adviser and they said it was terrible, so I just didn't bother. I thought "what's the point going to all that trouble" – to find out that you can actually do better than they are saying.'

²⁸ <http://media.education.gov.uk/assets/files/pdf/s/sfr10-2013.pdf>



Two hundred thousand secondary school pupils were persistently absent from schools in 2011-12, with the greatest proportions coming from deprived areas or disadvantaged backgrounds.²⁸ Many other young people fall short of being described as 'persistently absent' but may truant regularly, be excluded, have poor health, or just not be paying attention. Careers advice is one of the many important lessons they will miss out on. This raises particular concerns for young people whose attendance is irregular, for whatever reason.

Whilst schools are trying their best to offer careers guidance, the lack of resources places limits on how far they can accommodate the specific needs of pupils such as Jason and Betty. Certain groups of young people are at risk of missing out on support through no fault of their own – not just poor attenders but other young people who are out of school for a range of legitimate reasons such as because they are ill, in training, formally excluded, or attending vocational courses at college part-time. Barnardo's workers know (some of them are ex-Connexions workers) that these young people benefit from a persistent approach, not a tick box attitude.

Schools need to be fully empowered to deliver careers guidance – for example further clarification is needed by schools on their responsibilities for providing guidance; on what quality provision looks like; and how they can manage their budgets effectively to provide this. But in order to reach all young people it is also important that careers guidance is available in a variety of other settings too – for example at youth centres, or in pupil referral units, vocational training centres and colleges.

Local authorities' continued duties and best practice

However, although schools have now inherited a duty to secure independent careers guidance for their pupils, local authorities retain a responsibility to provide a service to the young people most vulnerable to becoming NEET. Some local authorities are going beyond that duty and also work together with schools in their area to support high quality, consistent careers guidance.

In the two local authority areas in the North of England where part of this research was conducted, each authority was helping the schools to manage this new demand. In one area, 30 out of 32 secondary schools had agreed to contribute to shared provision via the local authority's outsourced Connexions provider. Sharing costs means that they are reduced and, according to the local authority, this allows them to control quality, standards and consistency.

These examples of good practice demonstrate how many local authorities and schools are constructively working together to create efficiencies and deliver quality careers guidance for their young people. However, as cuts on local authority budgets will carry on until 2015, it is unclear whether models of good practice will continue. For example, we found one authority offering schools a discounted price on its remaining Connexions service, but it was not certain of being able

to sustain this indefinitely. There is also a concern that two closely overlapping duties on different institutions at a time of budget cuts, risks some young people falling through the net – it is important local authorities and schools continue to work closely together to ensure young people receive the careers guidance they need.

Web-based careers guidance for young people

When the National Careers Service was originally announced in November 2010 (then as the ‘All Age Careers Service’) the reason given by then minister John Hayes was to join up careers guidance services for young people and adults holistically to better manage the transition between education and work: *‘A single, unified careers service would provide major benefits in terms of transparency and accessibility... would have more credibility for people within it as well as users... [and] the ability to support young people more effectively during their transition to adulthood.’*²⁹

It was only later that it began to become clear that the bulk of the new service would be offered remotely, not face-to-face, and previously associated resources would not be transferred into the new service. This has meant that no clear rationale has ever been put forward by government to justify the transfer of many services online – and in this absence some commentators have surmised this move to simply be a cost-cutting measure.³⁰

Regardless of the reasons behind the shift to web and phone-based careers guidance, it might be assumed that young people would benefit most from this shift, being as they belong to a generation which has grown up using such innovations throughout their lives. However, the interviews with the young people involved in this research painted a very different picture.

Young people were keen to use technology for social purposes. Across the country the consistent response was that almost all were frequent users of BlackBerry Messenger, and visitors to Facebook (to the extent that some services had blocked access to the site) and some also specified Twitter and ‘music sites’.

One young man used Skype to keep in touch with his father who worked on the oil rigs, and boys in particular, played a lot of online games. In fact one boy said he had received careers guidance from someone he met online while playing *Call of Duty*:

‘It sounds stupid, but my mate over Xbox he was a chef and every time he came on I asked how’s work been and I took a real interest in what he did so he said “John why don’t you take catering into consideration cos you’re so keen”. He became a head chef at the age of 18. So he said to try it out and I haven’t regretted it.’

However, the young people we spoke to were not always as digitally literate as might be expected by policy makers. Their affinity for social networking (nearly all those interviewed were on BlackBerry Messenger during the conversation with researchers) was often in stark contrast with their ability to use the internet in other ways. Many seemed unclear about how they could use a search engine to find more information about potential careers online. Others only had limited access to the internet through their phones or crowded facilities in schools or youth clubs.

As one worker remarked around the assumption that young people will proactively search the internet to obtain careers advice:

‘I don’t think it is a good idea in terms of our young people. I don’t think it is something they would actively seek. It would have to be something we would do here, looking over their shoulder, and saying “this is what you are looking for” because we’ve already coaxed that info out of them, because they

²⁹ <https://www.gov.uk/government/speeches/new-all-age-careers-service>

³⁰ www.guardian.co.uk/education/2011/may/10/all-age-career-service-money

³¹ <http://media.ofcom.org.uk/facts/>

have no idea what they want to do. They don't know where to start plus some of them can't read. It has to be done verbally.'

We do not know what young people thought of Plotr or the NCS site as none of those interviewed were aware of them. This raises questions about how effectively both sites are reaching out to young people. At the time of writing neither website has a mobile version, making it difficult to use on a smartphone – the everyday way in which most young people, (and increasing numbers of adults) access the internet³¹ at much less cost than through a personal laptop and broadband connection. It is recognised that the National Careers Service website is designed for all ages, but the elements which are aimed at young people – such as the moderated chat room – are well-hidden within the adult website and required an informed search to find the links. Several of our interviewees had looked at the National Apprenticeship Service site for training opportunities. To do this they had had face-to-face guidance and support from Barnardo's workers; they would be unlikely to find this site and sign up to it without this

encouragement. A young woman who was deaf had found the old Next Steps site very helpful, finding that the quizzes and aptitude tests boosted her confidence.

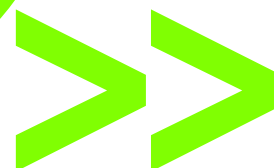
When asked about getting advice and information from websites young people continued to express a preference for face-to-face advice:

'Oh. Neil can do that. If you know the person it's alright.'

'I ask my dad about everything.'

'I would rather have someone actually come and speak to us about it. When you are reading something you don't take as much in as someone actually talking to you.'

For many young people it seems there is a issue around trust and authenticity about the advice given to them – this is often engendered by a personal relationship.



Telephone helpline

Although all the young people had smartphones, few were using them to make many phone calls – indeed some were reluctant to make calls of any sort. One girl explained she had a hearing impairment, and a young man was conscious of having a stammer, but most of the others simply lacked the confidence to pick up the phone and speak to even known adults, let alone a stranger. As a support worker explained:

'Asking about work experience, "what areas do you think you need help with?" they say "I don't like talking on the phone". It is massive for them. They say "Joy you do it"; you have to coach them how to make a phone call and what to say and it is quite a big deal really. You forget that. Nerve-racking for them.'

There were also issues around how far the helpline could offer locally tailored knowledge – the careers telephone helpline for 13 to 19-year-olds is a national provision. It can only give information and advice on a national basis. For example, a telephone adviser based in the North East said he would 'defer to Connexions' if a young person needed information about local opportunities – however, he also acknowledged that Connexions services had become thin on the ground. Locality is vital for young people, particularly vulnerable young people who often have never travelled far beyond their home environment. Without local knowledge young people are only going to be able to get part of the support they need – for example finding out they need to access a catering qualification, but needing to go elsewhere to find out where they can access a college offering the appropriate course.

Finally the number is a 0800 number, free from a landline, but which could be charged up to 40p per minute by some mobile companies. As general access to landlines further declines (such as the removal of most public call boxes) this raises real issues for young people who are frequent users of mobile phones – indeed a recent survey suggested that half of young people aged 18-34 have given up using a landline altogether.³² The helpline does recognise this issue and offers a call back service – but even to do this it took over 50 seconds to navigate two menus to speak to an adviser. This is potentially another barrier to young people – particularly the most vulnerable young people likely to be from low income homes – being able to effectively utilise the helpline. One solution could be to offer careers guidance service via Skype or similar service therefore providing a degree of face time to young people at no cost.

The National Careers Helpline is again, a potentially useful aspect of provision – but only as part of a wider menu of services. Although the advisers on the helpline may be well-qualified and have a helpful attitude, any advice they can give is necessarily limited.

Our findings raise questions about the effectiveness of the Government transferring a large amount of careers information and advice online or through a telephone helpline when many young people will be unable to access them in the manner intended. Websites can play a part in helping to deliver information about future careers, but for careers guidance to be effective many young people still need to use the information received online in conjunction with advice

'They say "I don't like talking on the phone." It is massive for them.'



³² www.dailymail.co.uk/news/article-2047625/Half-people-30-admit-using-home-phone.html. It is reasonable to project that this trend away from using landlines is likely to be even more pronounced for the under-18 age group.

Section five: Conclusions and recommendations

In the past 12 months substantive changes have been made to the provision of careers information, advice and guidance for young people aged 14-19. This paper has examined the guidance, scrutinised the resources, and interviewed some of the young people and professionals affected by these massive changes. Our research concludes that the changes have been made with two main objectives: firstly, the understandable need in a time of austerity to save money, and secondly an ideological drive to reduce bureaucracy. The end result of these two drivers is a much-reduced and underfunded service which limits the choices and opportunities for young people to pursue their aspirations and gain meaningful, sustainable employment. In particular, the paucity of guidance and lack of funding for schools to deliver careers guidance leaves pupils with below average achievement, attainment and attendance without the necessary support to develop their ambitions.

Rather than being driven by a desire to reduce costs and paperwork, careers provision for young people should place the young people's needs at the centre of the service. If young people receive adequate, tailored, and encouraging careers guidance they will be less at risk of becoming NEET or churning in and out of low paid jobs. It is this which will save money in the long term, not restricting the advice available at source. This means that young people should receive pro-active careers interventions which challenge and expand their aspirations beyond the constraints of gender and a commonplace selection of jobs. Careers advice should set out to reach all young people who need it, and be delivered in ways and in places that suit their circumstances. This may not be in school for poor attenders, and it may require more than one appointment with an adviser to help the young person to fully realise their ambitions. Families can make an important contribution to young people's

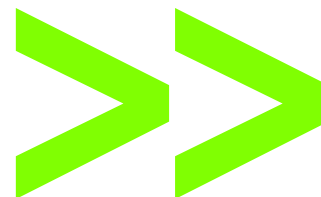
career decisions, but many families cannot access the full range of possibilities open to young people and can only speak about what they know. This is a potential block on social mobility - young people deserve to have the fullest range of options presented to them in order to progress.

With increasing digitisation of government services, more research is required about what use young people make of technology and what would help them to get into the habit of using IT to access services. Our research found that young people are motivated by a desire to communicate, and to game, and the way they use the internet reflects those motivations. Current careers websites are not in tune with these social impulses and are therefore not being used by young people. All of the young people interviewed for this research wanted to talk, face-to-face, with an informed adviser, who understood them and the local labour market they were poised to enter. This is not a need which can be filled with websites or national telephone helplines.



Our conclusions can be summarised as follows:

- With quality careers guidance disadvantaged young people stand a better chance of fulfilling their ambitions in the labour market.
- The young people most likely to be missing out on careers guidance are not the NEET group, but those just above this group in terms of attainment.
- Face-to-face advice is vitally important for quality careers guidance to be provided effectively to young people.
- It is disadvantaged young people who are most reliant on state services to help them as they are least likely to be able to access reliable face-to-face guidance informally outside of school.
- Some young people are at risk of missing out on careers guidance if it is not available outside school and in more individualised formats.
- Careers guidance services are inevitably being hit by cuts. Where careers guidance works well, local authorities and schools are working together. There needs to be better synergy between their respective duties in relation to careers guidance.
- There is still too much gender-stereotyping in careers guidance. More needs to be done to encourage diversity of aspiration for all children regardless of gender.
- Independence of careers guidance in schools is not currently guaranteed. Schools need to be helped to increase the depth and diversity of their careers guidance provision.
- Young people are not as digitally competent as is often perceived. Web and telephone surveys can only be part of the solution – they need to be better accessible for young people and policy makers must recommend they are most effectively used in conjunction with adult support.



Our recommendations based on these findings are as follows:

- **Careers guidance must be more readily available beyond schools.**

The group of young people who would benefit most from quality careers guidance – neither those most obviously vulnerable to being NEET, nor those destined for higher education or advanced apprenticeships, but instead those somewhere in the middle of these extremes – are among those least likely to receive it, often because they are not always able or willing to access it in schools. Policy makers must explore how we can ensure a menu of careers guidance is readily available beyond the school gates to help intervene earlier with these ambitious, but disadvantaged, young people.

- **Face-to-face careers guidance must be guaranteed for all young people who ask for it.**

It is clear from our research that there is no effective substitute for quality face-to-face careers guidance. Although there is valuable information contained in the new websites set up by the Government, young people will only be able to use it effectively in conjunction with adult support. Otherwise they will look for face-to-face advice from any source if experts are not accessible to them in person. This results in limited understanding of the options available to them and increased propensity to fall through the net towards poor outcomes.

- **Schools need better guidance on how to offer quality careers guidance to their pupils, and provision in schools should be benchmarked to national standards which can be assessed within Ofsted inspections.**

Whilst there is no clarity or accountability

around schools' duty to provide independent careers guidance, it is likely services in schools will remain patchy at best. Government needs to more clearly indicate how much resource schools are expected to devote to providing effective careers guidance, and national standards should be put in place so the quality of provision can be more clearly assessed within the Ofsted inspection regime.

- **The local authority role in respect of careers guidance should be clarified and best practice examples of schools and local authorities working together on this issue should be shared more widely.**

Research for this report uncovered some good examples of local authorities continuing to support local schools in providing careers guidance. This is a shared problem, but our report suggests this link is not always clear in all areas. Government must further clarify how the overlapping responsibilities of schools and local authorities can best be drawn together. It is recommended that best practice case studies of the sort we have uncovered are disseminated to demonstrate how to create more effective services for young people despite the harsh economic climate.

- **Remote careers guidance needs to be better promoted and made more 'user-friendly' in order to reach the young people it is designed to help.**

Plotr still needs considerable development and a proper launch to raise awareness amongst the people expected to use it. The sections for young people on the National Careers Service website need to be transferred to Plotr so it is clear that this is a one-stop site for young people.

Designers should be informed by *My World of Work* in Scotland³³ and *Gyrfacymru.com* in Wales³⁴ for ideas about developing

³³ www.myworldofwork.co.uk/

³⁴ www.careerswales.com/server.php?show=nav.home&outputLang=en

a functional website for young people. The Welsh site for example is divided into two sections for different age groups. Both Plotr and the NCS site should have a mobile site and an app to ensure maximum exposure to young people via the medium they are most likely to access from.

The telephone helpline should have a genuinely free number such as an 0808 80 number³⁵ to ensure young people are able to access it.

Face time with a careers adviser could be provided at no cost by using a service such as Skype.

- **Young people need to be made aware of the widest possible range of career options, not just the most obvious. Guidelines should be issued to ensure that careers advice always challenges gender stereotypes.**

All young people deserve the highest quality careers guidance. Our research highlights concerns that too much advice is still gender-stereotyped and some young people are being given insufficient information on career routes which may be more vocational or non-traditional. Both schools and careers professionals should be given clearer guidance on how to offer truly independent and fully rounded careers guidance for young people which treats every child's ambition and aspiration as an individual concern.



³⁵ www.helplines.org.uk/directory



www.barnardos.org.uk

Head Office, Tanners Lane,
Barkingside, Ilford,
Essex IG6 1QG
Tel: 020 8550 8822

Barnardo's Registered Charity Nos.
216250 and SC037605 15451hm13

© Barnardo's, 2013 All rights reserved



Cabinet**5 November 2013**

Report from the Economic & City Development
Overview and Scrutiny Committee

External Funding Scrutiny Review - Cover Report**Summary**

1. This report presents the final report arising from the External Funding Scrutiny Review – see Appendix 1, and asks Cabinet to approve the review recommendations.

Background to Review

2. At a meeting of the Economic and City Development Overview and Scrutiny Committee (ECDOSC) held in September 2012 Members received an initial briefing note on a potential scrutiny review that had been put forward by Councillor Semlyen. The basic premise for the suggested review was to unlock the potential of external funding for economic development and regeneration projects. The Committee agreed that this review should proceed and set up a Task Group to carry out the review on their behalf.
3. In January 2013 the Task Group reported back on their initial findings and ECDOSC agreed a remit for the review together with a number of objectives. However, as work on the scrutiny review progressed, ECDOSC were asked to agree some minor changes to the objectives set, to allow the Task Group slightly more flexibility within their review. Work on the review then progressed based on the following remit and objectives:

Aim

To be more effective and systematic in securing external funding and investment for York

Key Objectives

- i) To assess how Leeds City Region are articulating investment priorities, including looking at the case of the LEP European

Regional Development Funding Programme and broader funding priorities.

- ii) To assess what resources are available to City of York Council (CYC) to effectively identify and successfully secure funding (resources in this instance including CYC staff, additional or temporary staff, partnership staff, ability to provide match funding, up-skilling and training)
 - iii) To develop a plan for presenting a strong case to attract funding for York's top investment priorities.
4. Over a series of meetings the Task Group gathered the evidence set out in the final report and its associated annexes and in September 2013 ECDOSC considered the Task Group's draft final report and agreed to make the following recommendations to Cabinet:

Review Recommendations

Overall Strategic Recommendations:

- (i) The Economic Development Unit to develop and publish on the web an 'Investment Plan' that will highlight key growth priorities for CYC and wider City, and identify specific projects to take these priorities forward, and match them to the most relevant sources of finance (with an appropriate forward scanning function to achieve this). To be completed by December 2013.
- (ii) To apply suitably ambitious measurable targets as part of the development of the investment plan in order to gauge its impact, these targets, based on the investment plan, to be confirmed by the end of December 2013.

Objective (i) Recommendations:

- (iii) The priorities of the City to be aligned with broader regional priorities, particularly those contained within the Leeds City Region LEP Investment Plan. CYC needs to be proactive in engaging the Leeds City Region and other potential partners to ensure that York's key investment targets are prioritised effectively in regional and national investment plans.

- (iv) The Council to be proactive in engaging the Leeds City Region and other potential partners to ensure that York's key investment targets are prioritised effectively in regional and national investment plans.
- (v) Regular updates on York's key investment priorities, including progress with specific bids to be communicated to Leeds City Region, Science City York and other relevant partners who either need or wish to be informed of specific bids.

Objective (ii) Recommendations:

- (vi) CYC to continue to subscribe annually to the REM licence and budget for it as a core expenditure, in order to utilise the REM to evidence the overall economic impact of every project or initiative (where a clearer understanding of the broader economic impact forms part of the bid criteria) thereby clearly articulating and strengthening the evidence base for all funding applications.
- (vii) CYC to explore, under the licence agreement the benefit of, using the REM and sharing the data produced by the REM – and how we involve/engage citywide partners in making the most of the modelling software. Aim to produce an agreed REM user plan by December 2013.

Objective (iii) Recommendations:

- (viii) CYC to draw upon relevant officer expertise, and ensure that sufficient officer time and resource is made available to build and develop business cases of suitable robustness and probity around the major flagship projects featured in the Investment Plan, in order to maximise significant funding and investment into those schemes.
- (ix) CYC to develop a clear inward investment menu or offer on the 'yorkmeansbusiness' website, setting out the various support services available to potential investors. This should draw on the support made available as part of recent successes in attracting inward investment e.g. Hiscox. The development of an initial webpage to be completed by October 2013.
- (x) CYC to maintain a presence at prestigious international events to attract developer and investor finance for key sites in the City.

Every lead from such events should be followed up and invited to York to meet with relevant senior CYC officers.

Consultation

5. Work on this review, included meeting with external partners from Network Rail and Leeds Local Enterprise Partnership, alongside colleagues from CYC Development Control and the Economic Development Unit.

Options

6. Having considered the scrutiny final report attached, the Cabinet may choose:
 - (i) To approve the recommendations
 - (ii) Not to approve some or all of the recommendations listed above.

Analysis

7. The final report attached at Appendix 1 contains a full analysis of the information gathered in support of the review.

Council Plan 2011-15

8. The work on this review and its arising recommendations supports the '*create jobs and grow the economy*' priority within the Council Plan 2011-15.

Implications

9. The implications associated with the recommendations arising from the review are listed within the final report at Paragraphs 66 to 75 - see Appendix 1.

Recommendations

10. The Economic & City Development Overview and Scrutiny Committee recommends that Cabinet:
 - (i) Notes the content of the final report at Appendix 1
 - (ii) Approves the recommendations as shown in Paragraph 4 of this cover report.

Reason: To conclude the Scrutiny Review in line with CYC Scrutiny procedures and protocols

Contact Details

Author:

Steve Entwistle
Scrutiny Officer
Scrutiny Services
Tel: 01904 554279
E: stevenentwistle@york.gov.uk

Chief Officer Responsible for the report:

Andrew Docherty
Assistant Director of Governance and ICT
Tel: 01904 551004

Report Approved **Date** 8 October 2013

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

All



For further information please contact the author of the report

Background Papers: N/A

Annexes:

Appendix 1 – Final Report

This page is intentionally left blank



Economic and City Development Overview & Scrutiny Committee

24 September 2013

External Funding Scrutiny Review - Final Report

Introduction

1. This report presents the findings and recommendations of the External Funding Scrutiny Review Task Group, as endorsed by the Economic & City Development Overview & Scrutiny Committee at their meeting on 24 September 2013.

Background to Review

2. At a meeting of the Economic and City Development Overview and Scrutiny Committee (ECDOSC) held in September 2012 Members received an initial briefing note (Annex A refers) on a potential scrutiny review that had been put forward by Councillor Semlyen. The basic premise for the suggested review was to unlock the potential of external funding for economic development and regeneration projects.
3. The briefing note said that *'At a time when Council budgets are being increasingly reduced, there is a real and growing need to attract new forms of investment – whether private or public. Whilst there may be less public funding available than in previous years, there remains significant opportunities in the form of European Regional Development Funding, Growing Places Funding and other opportunities such as the Regional Growth Fund...'*
4. In light of this the Committee suggested that any remit for the review should focus on identifying a more systematic approach to securing external funding and investment for York in order to maximise the amount received .
5. The Committee agreed that this review should go ahead and set up a Task Group to carry out the review on their behalf, comprising of the following four Members of the Committee:

Councillor Stephen Burton (Task Group Chair)
Councillor Neil Barnes
Councillor Andrew D'Agorne
Councillor Anna Semlyen

6. The Task Group agreed that any funding available should be accessed for York's top investment priorities and felt there was work to be done around the process of promoting York's key investment priorities within the Leeds City Region Local Enterprise Partnership (LEP) in particular.
7. In January 2013 The Task Group reported back on their initial findings and ECDOSC agreed a remit for the review together with a number of objectives. However, as work on the scrutiny review progressed, ECDOSC were asked to agree some minor changes to the objectives set, to allow the Task Group slightly more flexibility within their review. Work on the review then progressed based on the following remit and objectives:

Aim

To be more effective and systematic in securing external funding and investment for York

Key Objectives

- i) To assess how Leeds City Region are articulating investment priorities, including looking at the case of the LEP European Regional Development Funding Programme and broader funding priorities.
- ii) To assess what resources are available to City of York Council (CYC) to effectively identify and successfully secure funding (resources in this instance including CYC staff, additional or temporary staff, partnership staff, ability to provide match funding, up-skilling and training)
- iii) To develop a plan for presenting a strong case to attract funding for York's top investment priorities.

Consultation

8. In support of Objective (iii) the Task Group held a meeting with external partners from Network Rail and Leeds City Region LEP, alongside colleagues from CYC Development Control and the Economic Development Unit.

Objective (i): To assess how Leeds City region are articulating investment priorities, including European funding and broader funding priorities

Information Gathered

9. At Meetings in February and March 2013 the Task Group learnt that funding channelled through the Leeds City Region LEP was critical to the future economic growth of York.
10. The driving force behind all funding accessed through the Leeds City Region will be the **City Region Strategy** and **Investment Plan** through which there is currently a proposal to create a **Single Investment Fund** and most importantly a **Single Assessment Framework** - combining and aligning different monies (ideally including European monies) under one single 'fund of funds'.
11. Whilst Leeds City Region LEP has an overarching strategy already in place, the key point to note is that what sits beneath the current corporate plan is emerging and constantly changing. Leeds City Region LEP are refining their approach in response to the new European funding programme 2014-2020 and emerging Government initiatives such as the single local growth fund. As a result it is imperative that City of York Council moves with, and keeps track of, these changes - ensuring continuous alignment between the strategic priorities of the City and the wider LEP.
12. With specific regards to European funding the Task Group learned that the next tranche of the England's EU funding allocation from 2014-2020 will largely be distributed via Local Enterprise Partnerships (including Leeds City Region LEP) in order to ensure that European projects and initiatives are strongly aligned with local socio-economic needs and priorities.
13. However, officers advised the Task Group that the Government is still some way from determining precisely how the EU funding will be administered on a day to day operational basis. Whilst it appears LEPs will be ceded responsibility for strategy setting and delivery of outcomes, central government will retain responsibility as the ultimate managing authority. Further details are outlined at Annex B.
14. This throws up a number of pragmatic questions around where final investment decisions for European funded projects will be made /

approved. Further guidance is promised during the course of 2013 which may potentially shed further light on this issue.

15. Clarity is also required from central government with regards to Leeds City Region LEP's notional European funding allocation. Without this it is impossible to begin any meaningful prioritisation of specific projects and initiatives.
16. The Task Group was also informed about future Government funding plans for the LEPs including the creation of a Single Local Growth fund from 2015 onwards. At their final meeting in July 2013 the Task Group received further information on the Single Local Growth Fund which had emerged as part of the June Spending Review i.e.:
 - Creating a Single Local Growth Fund (SLGF) with over £2 billion of budgets from skills, housing and transport for 2015-16;
 - Making a further commitment of £5 billion of transport funding in the SLGF from 2016-17 to 2020-21 to enable long-term planning of priority infrastructure while also committing to maintain the SLGF at a total of at least £2 billion each year in the next Parliament; and
 - Giving LEPs responsibility for how €6.2 billion (£5.3 billion) of EU Structural and Investment Funds is spent, bringing resources under the strategic influence of LEPs of at least £20 billion in the years to 2021.

Conclusions

17. From the information and evidence presented above the Task Group concluded it was too early to identify specific projects to 'put forward' to Leeds City Region LEP for European or indeed other forms of LEP devolved funding.
18. An essential first step would be to develop a clear 'Investment Plan' for the Council and the wider City - identifying the top priorities for investment, innovation and business growth and translating those into viable investment propositions.
19. The Task Group agreed that York would have to identify its strengths, identify sectors where it already has a competitive advantage or where emerging strengths will provide a competitive edge in the future - developing capacity around key industry clusters for example.

20. Investment in hard infrastructure and development sites was regarded as another major priority. In York's case this included various sites across the City (not just council owned sites), including York Central, Heslington East, Hungate, Castle Piccadilly, Terry, Nestle South etc. Prioritising key sites, determining the most appropriate usage of those sites and assembling attractive investment propositions were very much seen as a precursor to securing LEP or indeed other forms of funding.
21. The Task Group concluded that once York's major investment priorities and projects had been clearly defined it would be essential that they dovetail with the strategic priorities of the City Region. This would ensure that York is in a strong position to influence their inclusion in the key strategies produced at the LEP level.
22. The Task Group therefore agreed to make the following overall **strategic recommendations**:
23. Recommendation (i) - EDU to develop and publish on the web an 'Investment Plan' that will highlight key growth priorities for CYC and wider City, and identify specific projects to take these priorities forward, and match them to the most relevant sources of finance (with an appropriate forward scanning function to achieve this). To be completed by December 2013.
24. Recommendation (ii) – To identify suitably ambitious measurable targets as part of the development of the investment plan in order to gauge its impact (those targets to be presented at a future meeting of the Economic & City Development Overview & Scrutiny Committee).

Objective (i) Recommendations

25. Recommendation (iii) - The priorities of the City to be aligned with broader regional priorities, particularly those contained within the Leeds City Region LEP Investment Plan.
26. Recommendation (iv) - The Council to be proactive in engaging the Leeds City Region and other potential partners to ensure that York's key investment targets are prioritised effectively in regional and national investment plans by formally:
 - a) Submitting the council's Investment Plan to Leeds City Region LEP so that it may be included in their strategic Assessment Framework.

b) Developing the relationship between officer and Members at Leeds City Region level.

27. Recommendation (v) – Provide regular bi-annual updates to the Economic & City Development Overview & Scrutiny Committee on York's key investment priorities, including progress with specific bids to be communicated to Leeds City Region, Science City York and other relevant partners who either need or wish to be informed of specific bids.

Objective (ii): To assess what resources are available to City of York Council to effectively identify and successfully secure external funding

Information Gathered

28. During the course of the scrutiny review the Task Group learned of an economic modelling tool - the Regional Econometric Model (REM) which was the key evidence gathering, economic modelling tool in use across the Yorkshire and Humber region, and nationally.
29. The REM allows subscribers to run a variety of 'scenarios of productivity'. In other words, it will predict the amount of value generated by a specific development site (e.g. were housing to be built on it or whether it be used for different industrial purposes) and therefore helps to identify the best outcome for York and the wider region in terms of GVA, FTE jobs etc. The cost of a REM licence is £4000 per annum, including training and on-going support for the duration of the subscription.
30. Having identified that CYC was currently commissioning work externally from other authorities who subscribed to the REM (at a cost of £700 per day), the Task Group discussed the benefits of the REM for the Council and City as a whole.
31. The agreed that the REM's ability to assist in calculating scenarios of productivity, job growth etc dependant on the proposed usage of a particular development site would significantly strengthen and lend weight / credence to the development of 'oven ready propositions' to put to funders.
32. It would also help support their scrutiny review, having been advised that it would be very difficult, both time wise and financially to achieve an

outcome without accessing REM. The Task Group acknowledged they could commission some external work and spend £700 doing so; however they agreed it would not be cost effective.

Conclusions

33. The Task Group concluded it would not be viable or sustainable to continue commissioning externally. And, if CYC were to hold a licence for the REM directly, then it could quite quickly make considerable savings.
34. In regard to objective (ii) of the review, the Task Group agreed that there was a gap in the resources the Council had for undertaking that type of work and therefore recommended to ECDOSC that they contribute their £1000 allocation from the scrutiny budget to the in-year purchase of a REM licence.
35. The contribution of £1000 from the scrutiny budget towards the cost of the REM was subsequently agreed by the Economic and City Development Overview and Scrutiny Committee at their meeting held on 26 March 2013.
36. As a test case, the Economic Development Unit was able to use the REM to develop their bid for the council's York Central project. Although that bid proved unsuccessful, the REM has since been used to develop figures for other key sites which will be fed into the council's Investment Plan.
37. The Task Group also concluded that if CYC were to hold a REM licence on a longer term basis it would bring ongoing benefits in terms of maximising the future productivity of the economy, and future FTE growth. They agreed that calculating economic impact in that way would significantly strengthen and underpin future funding applications – providing a strong, solid evidence base of need and demand.

Objective (ii) Recommendations

38. Recommendation (vi) - CYC to continue to subscribe annually to the REM licence and budget for it as a core expenditure, in order to utilise the REM to evidence the overall economic impact of every project or initiative (where a clearer understanding of the broader economic impact forms part of the bid criteria) thereby clearly articulating and strengthening the evidence base for all funding applications.

39. Recommendation (vii) - CYC to explore, under the licence agreement the benefit of, using the REM and sharing the data produced by the REM – and how we involve/engage citywide partners in making the most of the modelling software. Aim to produce an agreed REM user plan by December 2013.

Objective (iii): To develop a plan for presenting a strong case to attract funding for York's top investment priorities

Information Gathered

40. Discussions at the Task Group meetings in February and March outlined the importance of developing a clear 'Investment Plan' for the Council and the wider City - identifying the top priorities for investment, innovation and business growth and translating those priorities into viable investment propositions. The importance of aligning York's priorities with those of regional partners such as Leeds City Region LEP was also identified.
41. Following on from previous meetings the Task Group felt there would be merit in scrutinising officers' efforts to develop 'oven ready' investment propositions for specific schemes, namely the York Central site and the proposed Digital, Media and Creative Centre.
42. In April and May 2013 the Task Group therefore met again to consider detailed information on the top two priorities that the authority would be putting forward to receive funding from the Leeds City Region LEP and other sources.
43. York Central: Phase 1, Queen Street Quarter
The Task Group learnt that York Central is a 37 hectare brownfield site adjacent to York City Centre and the City's rail station. The site is largely owned by Network Rail, who are currently rationalising its current uses to allow for redevelopment. The first phase is a 2.9 hectare mixed use development accommodating 40,000m² of new and converted floor space including improved transport interchange facilities.
44. On completion it is estimated that the redeveloped York Central site will create in the region of 1663 gross jobs (plus 580 temporary construction jobs), by March 2016 – producing £69m GVA (Gross Value Added) per annum thereafter. In addition, the first phase of York Central will set in

motion the potential for two further phases of development. In total the site offers the potential, on completion of the three phases, for an additional c. £247m GVA per annum and a net 4,750 jobs.

45. York Central is therefore clearly a major strategic project for the city and the wider region. However, there are considerable barriers and obstacles to development, largely associated with abnormal infrastructure costs. Key issues involve the reclamation and re-assembly of land that is partly used as an operational rail/freight site, and obtaining site road access. In phase one the 'stacking' of an existing car park into a multi storey facility is also a necessity to gain access to the site.
46. In May 2013 the Task Group held a specific meeting with some key representatives involved in the redevelopment of the site, both within CYC and externally. External partners at the meeting included representation from Network Rail and Leeds Local Enterprise Partnership, alongside colleagues from CYC Development Control and the Economic Development Unit.
47. CYC officers provided a brief presentation on progress to date regarding the development of a Masterplan for York Central, and the submission of a £9 million bid to the Regional Growth Fund.
48. Councillors asked questions in order to identify the most effective, efficient process by which to secure future investment in the site and bring the development to fruition.
49. Evidence presented at the meeting indicated that the timescales involved in turning a site such as York Central into a viable investment proposition were substantial (i.e. fully developing and costing a masterplan, liaising with investors and partners etc).
50. Although still early in the masterplanning process for York Central, potential sources of finance were outlined to the Task Group - these included:
 - The Leeds City Region Local Economic Partnership (LCR LEP) – Funding channelled through the LCR LEP is critical to the future economic growth of York. The driving force behind all the funding accessed via the Leeds City Region will be the City Region Strategy and Investment Plan through which there is a proposal to create a single Investment Fund combining and aligning different monies (ideally including European monies).

- Central Government – Regional Growth Fund – The government's main financial instrument for investing in private sector and public/private projects that will stimulate growth and create additional employment. It is another key funding avenue that is being actively explored at present. CYC and Network Rail have submitted a bid of £9 million to support site infrastructure and enabling works for Phase 1 of the York Central site.
 - New Models of Loan Finance – The most likely forms of future public sector funding (particularly to support infrastructure schemes) are likely to include various forms of loan finance – including Tax Increment Finance and the potential issuing of local authority bonds.
 - Developer Finance – The majority of external funding and investment (particularly around key infrastructure sites) is likely to flow from private sector finance such as commercial and residential property developers.
51. The Task Group also received further detail around potential funding sources to support York's Key Investment Priorities - see Annex C.
52. York Digital, Media and Creative Centre (DMCC)
The Task Group learnt that the establishment of a Digital, Media and Creative Centre is a major ambition for the City. The intention is to provide a new home for growing creative, digital and technology companies within York. Its creation has been a long-time ambition for the City of York. York is already a creative and digital hub for Yorkshire with inspiring architecture and a heritage that inspires creative talent.
53. Creative and digital companies in the City would greatly benefit from a central nucleus within this inspiring environment to grow their businesses and community. The intention is for the DMCC to provide around 20,000 sq. ft. of managed office accommodation for small to medium sized enterprises (SMEs) within the creative, digital and technology sectors, and to encourage and support the growth and development of these sectors within York.
54. In particular the DMCC aims to increase the capacity of the city to provide flexible space and to increase opportunities for retaining and networking talent and enterprise across the city. The centre could provide high quality office space with offices ranging from around 58 sq.

ft. suitable for sole traders, up to circa 1500 sq. ft. which will house companies of around 9-12 employees each.

55. The Task Group was informed that an outline feasibility study had been undertaken by Science City York investigating several possible sites and the challenges associated with each. They also considered some more specific information on the York Central site and a proposal for the DMCC to be sited on a specific site. However, that information was classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006) and is therefore not included within this report.
56. In regard to the DMCC, the Task Group learnt that an outline expression of interest for £2 million Growing Places funding had been submitted to the Leeds City Region Local Economic Partnership (LCR LEP). Also that further bids were planned, but prior to that it is likely that additional resource will be required to employ an officer to fully develop the business case for the DMCC.
57. The Task Group noted that as with York Central, the timescales involved in developing a detailed business model for the Digital, Media and Creative Centre would be substantial and resource intensive.

Conclusions

58. Evidence presented at the above meetings led members to conclude that in an effort to achieve the council's priority to 'create jobs and grow the economy', considerable resource / officer time would be required to develop key flagship projects and business cases of suitable robustness, to attract significant funding and investment.
59. For each individual project the financial, economic, social and environmental return on investment must be carefully calculated and concisely presented, in order to make projects relevant to a range of audiences and potential investors.
60. Since the majority of external funding and investment (particularly around key infrastructure sites) is likely to flow from private sector finance, the Task Group concluded that raising awareness of key sites in York such as York Central, and highlighting their potential to a range of private sector developers and investors, was essential. Members also concluded

that actively reaching out to commercial and residential private property developers was also of vital importance.

Objective (iii) Recommendations

61. Recommendation (viii) - CYC to draw upon relevant officer expertise, and ensure that sufficient officer time and resource is made available to build and develop business cases of suitable robustness, in order to maximise significant funding and investment into those major flagship projects featured in the Investment Plan .
62. Recommendation (ix) – CYC to develop a plan for the ‘yorkmeansbusiness’ website in order to fully integrate it into York’s business network.
63. Recommendation (x) - CYC to develop a clear inward investment menu or offer on the ‘yorkmeansbusiness’ website, setting out the various support services available to potential investors. This should draw on the support made available as part of recent successes in attracting inward investment e.g. Hiscox. The development of an initial webpage to be completed by October 2013.
64. Recommendation (xi) - CYC to maintain a presence at the relevant high profile international events to attract developer and investor finance for key sites in the City. Every lead from such events should be followed up and invited to York to meet with relevant senior CYC officers.

Council Plan 2011-15

65. The work on this review and its arising recommendations support the ‘*create jobs and grow the economy*’ element of the Council Plan 201-15.

Implications

66. **Legal** – There are no known legal implications
67. **Financial** – Recommendations vi has financial recommendations for the Council if it were to be accepted i.e. the Council’s commitment to subscribe annually to the REM licence (at a cost of £5,000 per annum) and to budget for it as core expenditure.

68. It should be noted that the Council already incurs significant costs each time it wishes to use the REM by commissioning work externally from other authorities who subscribe to the REM (at a cost of £700 per day).
69. It should also be noted that without regular access to the REM modelling software the Council may be unable to adequately calculate scenarios of productivity for key development sites. This in turn could affect the ability to develop 'oven ready' funding applications, ultimately resulting in fewer successful bids and a potential financial loss to the authority.
70. Furthermore, it will be possible to generate income from the REM software by charging other partners in the City for the usage of the model.
71. Recommendation viii (CYC to draw upon relevant officer expertise, and ensure that sufficient officer time and resource is made available to build and develop business cases of suitable robustness) could have financial implications for the Council.
72. It is not possible to clearly define the financial implications at this stage. On some occasions CYC is likely to be able to achieve this through more effective management and reallocation of existing resources. On other occasions, it may be the case that this objective cannot be met through existing budgets - and that additional financial resource may need to be made available.
73. Recommendation xii (CYC to maintain a presence at relevant high profile international events to attract developer and investor finance for key sites in the City) also holds financial implications, although it is not possible to define to precise implications at this stage. It should be noted that the lack of a Council presence at these high profile events could mean that CYC misses valuable opportunities to attract developer finance to key infrastructure sites in the City, which and could again prove financially detrimental to the authority in terms of missed funding opportunities.
74. **HR** – Recommendation viii (CYC to draw upon relevant officer expertise, and ensure that sufficient officer time and resource is made available to build and develop business cases of suitable robustness) could have HR implications for the Council. On some occasions this objective could be met through the more effective utilisation of existing staff. On other occasions (depending on the nature and complexity of the project in question) it may mean that the Council needs to recruit for the relevant resource – on either a temporary or permanent basis.

75. **Other Implications** – There are no other implications associated with the recommendations arising from this review.

Risk Management

76. The risk associated with the Council failing to attract significant levels of external funding and finance is it will be unable to deliver against the priorities and strategic projects as defined within the Investment Plan.
77. The review have identified that this risk could be mitigated by careful horizon scanning and targeting of appropriate funding opportunities, supported by drawing together skilled and experienced project teams to develop 'oven ready' business plans and submit well prepared and funding applications – supported by a strong evidence base.

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No.01904 552054

Chief Officer Responsible for the report:

Andrew Docherty
Assistant Director of ITT & Governance

Adam Gray
Funding & Investment Officer
Tel No.01904 551053

Report Approved **Date** 17 July 2013

Specialist Implications Officer(s) Adam Gray

Wards Affected:

All



For further information please contact the author of the report

Background Papers: N/A

Annexes

Annex A – Scrutiny Topic Proposal

Annex B – Future of European Funding Programmes 2014-2020

Annex C – Potential Funding Sources to Support York's Key Investment Priorities

Topic: Unlocking the potential of external funding for economic development and regeneration projects

Date: 25 September 2012

Proposed by Cllr Anna Semlyen

Background

At a time when Council budgets are being increasingly reduced, there is a real and growing need to attract new forms of investment – whether private or public. Whilst there may be less public funding available than in previous years, there remain significant opportunities in the form of European Regional Development Funding, Growing Places Funding and other opportunities – such as Regional Growth Fund should further opportunities such as this be made available. Further, funding bodies like Arts Council and Heritage Lottery Fund all offer opportunities for some of our city centre regeneration and support for creative industries.

Scope

This topic would enable the Committee to input a view on both the need and potential for systematically monitoring, reviewing, and effectively responding to funding opportunities as and when available and relevant.

The Committee would particularly be asked to look at the ERDF programme for 2014-2020 to be released shortly, and a review of Growing Places funding and other opportunities as are currently emerging.

The group could review models of how other Councils support this type of activity, and review best practice for learning lessons for CYC.

The scope of the project would need to be limited to the remit of the committee – so economic and city development funding if possible – although some reference to wider coordination of funding would be beneficial.

Partners

This topic could and should involve partners including Science City York, which has a particular expertise in funding and has successfully attracted funding already. Other partners may be sought such as the business networks in the city and other bodies involved in the economic development agenda.

Timescales

The project would sensibly be timed to coincide with the availability of staff resource coming into EDU to review funding potential for the city in October/November 2012 if possible. This will enable sufficient officer support for the Committee in exploring this topic.

A) Future of European Funding Programmes 2014-2020 Consultation Process - priorities for the City of York

Introduction

- The European Commission has recently published outline proposals for Structural and Cohesion Funds 2014-2020. Each EU Member State will have a partnership agreement which will set out its strategy and rationale for how the Funds are to be deployed to complement the EU 2020 strategy and domestic initiatives for sustainable jobs and growth.
- Approximately one third of the EU's budget - €376 billion - will focus on high-impact growth and jobs programmes such as developing the skills of local workforces, encouraging entrepreneurship, improving infrastructure and protecting the environment. The UK is likely to receive £12 billion through a **Partnership Agreement** which will set out overarching spending plans / priorities nationally, regionally and locally.
- Success in meeting these goals will greatly depend on decisions taken at local and regional level, therefore local authorities and partners have an essential role to play in influencing the UK Partnership Agreement. Local Authorities understand the opportunities for growth in their areas, and are perfectly placed to work with and support third and private sector organisations to make it happen.

Background / Consultation

- The Government will use evidence from the forthcoming round of Department of Business, Innovation and Skills (BIS) consultation events to inform the UK's draft Partnership Agreement. The draft agreement will be published in Spring 2013, with 3 months further formal consultation taking place thereafter.
- The UK Government will need to ensure that it concentrates and aligns investment flexibly where it will make the greatest economic impact. A sensible dialogue and a proactive approach to lobbying Government will need to be taken **before** the publication of the draft Partnership Agreement in Spring 2013.
- In an era of austerity and declining funds it is essential that City of York Council positions itself to respond appropriately (both

individually, and collectively through the European Officers Network), to ensure that the resources which will come into our area are used in the most efficient manner for maximum impact and growth.

- The Department for Business, Innovation and Skills will also hold two formal consultations with Yorkshire and Humber local authorities and partners on 4 & 5 December 2012. Input into this consultation is essential.

Key Issues Raised to date by Local Authorities

Preliminary consultation events were held in spring 2012. Typical responses from partners in Yorkshire and the Humber included the following:

- **Geographic Boundaries / Place Based Programmes:** It is essential that the UK Programme's geographic boundaries are tailored to provide the most efficient and effective economic and environmental impact. There is a general desire to operate EU funds at the geography of the 'local area' – **if this is deemed as the City Region level or at potential combined authority levels needs to be given some serious consideration.**
- In Yorkshire and the Humber there is a strong call for funds to be deployed / contracted at a City Region Level - with Leeds City Region Economic Development Plan as the key driver of spend. There is strong support towards a devolved sub-programme for the City Region, combining all key EU funds, within an Operational Programme at a wider level.
- If any City Region approach on the future of the European programme is to be progressed then a lead should be identified, and methods of reporting, influencing and updating need to be made clear. The Yorkshire and Humber European Officers Group is a key vehicle for CYC and York based partners to influence.
- As far as possible within the constraints of EU law, many other local authorities feel that programmes should operate through commissioning rather than bidding allowing for a more **Place based Programming approach** – allowing funds to be deployed through an investment fund for an area, where it can be combined with other national and local funds, thus hugely simplifying match funding

problems. This also aligns with the issue raised above to ensure it is strategically driven against a set of local priorities rather than approving bids. If this approach is adopted it is imperative that flagship schemes and initiatives from York are considered.

- **Matched Funding:** Funds from European programmes must be match-funded in order to be accessed by projects. Sufficient availability of match-funding is crucial for the successful implementation of programmes; and there are a range of potential sources. In the past a large proportion of match-funding had been awarded by Government to managing agencies, for example ERDF was often matched by Regional Development Agency single pots, and ESF through the co-financing organisations. In addition a good deal of matched-funding has been sourced locally; from local authorities, universities, and the third and private sectors.
- Privately sourced match-funding is likely to be more sought after given that public sector sources can be expected to be lower in the future, and local partners may be in a good position to help access private sector sources locally. It is believed that leverage of very significant increased level of private sector match could be found, were the rules on “profit” to be firstly clarified, secondly eased.
- It is also important that City Regions and LEPs start to consider how they might realistically identify, encourage and use local public and private sources of match-funding, while also helping maximise the value of sources from central Government (Regional Growth Fund, Growing Places Fund). City Deals need to be broadened and preparation needs to start now to put an infrastructure in place which align better the pooling and matching of resources.
- The default position should be that Government departmental expenditure is available for match. Better central government planning to align their priorities with local programmes would help, as would more creative use of alternative local sources of funding, such as the introduction of tax increment financing, retention of business rates, recognition of volunteer time as valid match and further exploitation of private sector funding.
- Given the interest by the Commission in Financial Engineering Instruments like Jessica, Jeremie (such as venture capital funds,

guarantee funds, loan funds and urban development funds) will be an opportunity lost if we do not start to plan for these types of funding vehicles. However they are complicated and resource intensive in their implementation.

- **Reduced Administrative Burden:** One of the biggest frustrations with EU funding is the bureaucracy and poor administration of the funds. A standardised approach to application, timescales and selection procedures is essential; including simplified management and audit procedures; integrated systems for aligned projects and shorter time frames for decisions, authorisation and disbursement of payments.
- **Integrated and aligned programmes:** A degree of integrated programming, in particular in relation to ERDF and ESF, to enable more aligned support for business development alongside skills development, is vitally important.

Recommendations

- Ultimately the Government's intention is that 'spending decisions for any funds provided to England for this period should be taken at a more local level, with a strong role potentially for LEPs/City Region where they are established. This means that authorities in the Leeds City Region have an opportunity to play a role in shaping the next EU programme to ensure that funding is aligned and local priorities are met.
- After December 2012 this will be followed up by a direct response from Leeds City Region authorities to BIS, echoing similar sentiments, before the draft Partnership Agreement is released for comment in Spring 2013.
- A list of key responses compiled from local authorities and key partners in Yorkshire and Humber to the EU funding consultation process is shown below. The intention of the Yorkshire and Humber European Officer's Group is to submit these responses to the Department of Business, Innovation and Skills (BIS) prior to their formal regional consultation meetings in December 2012.

B) Suggested Principles Priorities and Ambitions for EU Funds 2014 – 2020 for the Leeds and Sheffield City Regions

1. Decision making should be in the hands of local decision makers
2. Funds should be deployed / contracted at city region level.
3. Operational programme geography likely to be a number of adjoining LEP areas.
 - All funding streams with an economic purpose should at the least be aligned and ideally conjoined – the Heseltine Review makes this suggestion as well, in combination with other national and local funds should deliver the LEP.
 - Funding should be deployed strategically against key priorities – in Leeds CR the Economic Development Plan should be the key driver for identifying this although the support to Cities should not be at the expense of others areas in the CRs
 - Funding focused on outcomes rather than outputs
 - Funding streams with an economic purpose should be deployed at the level of functional economic spaces
 - Both the CRs are eligible to receive funding from each of the key funds - ERDF, ESF and EAFRD (although EAFRD is only eligible in certain smaller areas). Whilst each CR has been developing a City Region Investment Fund this could also be used as a key vehicle to access funds to deliver the economic growth agenda.
4. Overarching priorities:
 - Growth (increased GVA),
 - Jobs (numbers and quality),
 - Physical and environmental regeneration.
 - Inclusion.
 - Reduced worklessness and poverty.
5. Priority Sectors - each CR will need to clearly articulate what its key priority sectors are based on its economic strategy. Suggestions would include ;

- Advanced manufacturing;
- Healthcare technologies;
- Low carbon;
- Construction;
- Creative and digital.

Also, aviation; tourism; culture, leisure & sport; retail and logistics maybe considered – although traditionally sectors like leisure and sport , retail and tourism traditionally have not been key sectors supported through eg. ERDF. Recognition of the key role that professional and business services play in fostering growth in all sectors, as well as being a potential growth sector in itself also needs to be acknowledged.

6. Particular priorities for ESF - Promotion of greater inclusion, reduction of worklessness and reduction of poverty.
 - a. Continuing investment in skills development for unemployed people, particularly for vulnerable groups.
 - b. Workforce development support for SME's
 - c. Minimising numbers of young people who are NEET

7. Preparing for and implementing changes to support the raising of the participation age in education.
 - a. Supporting vocational education outside schools.
 - b. Supporting schools engagement with and understanding of the labour market.
 - c. Supporting young people's transition at 18 to adult support and other services.
 - d. Pre-apprenticeship programme and a programme to help the young unemployed become more work ready

Principal work-streams for EU funds to support:

Economic Growth Plans for the Leeds CR and Sheffield CR (currently under development) must frame the use of EU funds. Whilst Sheffield CR have already started to lobby Government with regard to Transition areas they have also started to articulate what their priorities would be fro the Sheffield CR to fund using EU funds.

Growth (increased GVA), jobs (numbers and quality) and physical and environmental regeneration are all important to the city region, and we

must seek to deliver them all in combination, and to the benefit of the whole of the city region.

- Thematic focus. We believe that most of what we would want to do can be contained within the European Commission's eleven themes, provided that interpretation is sufficiently flexible and that the MA does not adopt an unreasonably risk averse approach.

As for the required minimum spend on four of them, we do not believe that such high level prescription is helpful, although we do not think that it will unduly constrain or distort delivery against our ambitions.

- Work stream focus. As a LEP we have identified a number of principal work streams, and insofar as they meet eligibility requirements, we would deploy EU funds to support these.
- Complementarily with City Deal plans and priorities:
- Where Enterprise Zone plans are in place ensure the maximum leverage of both.
- Knowledge Transfer – DoDs are in need of a discussion with the city region's universities to how best benefits can be shared of their often world class work to the benefit of the city region's businesses and wider economy
- SME competitiveness which would include amongst others.
 - a range of programmes to support start-up
 - social enterprise support
 - export programmes
 - supply chain development
 - facilitating access to public sector procurement
- Marketing and inward investment programme for the city region (where eligible and not displacement).
- Skills- in line with City Deal Skills Plan, emphasise the importance of higher level skills, linked to business need and key sectors.
- Entrepreneurship – with low levels of aspiration in many of the CRs more deprived post-industrial communities, target pro-entrepreneurship actions in those communities.

- Inclusion, worklessness, poverty – with all the evidence, as well as through experience, shows that this is best tackled at a very local level. Suggest enhancing ATA type models to support the unemployed as well as more intensive programmes to help the young unemployed become more work ready, as well as continuing, deepening and broadening the many successful programmes already underway in different parts of the city region.
- Economic infrastructure – whilst in the current Y & H ERDF Programme this has been limited only to the Objective 1 area (ie South Yorkshire) lobby for this to be more flexibly available across both CR areas – making the area attractive to knowledge and advanced industries.
- Transport schemes that are essential to unlock growth or create jobs should be funded. Also schemes which connect excluded communities/ individuals to jobs.
- A programme of urban transport low carbon actions.
- Broadband connectivity – building on work undertaken in the current programme to make sure the use of new technologies eg. 4G, multi device options, are made accessible to all areas.
- Rural - ensuring that rural communities are fully connected to the urban economy.

External Funding Scrutiny Review

Leeds City Region Local Economic Partnership (LCR LEP)

1. Funding channelled through Leeds City Region LEP will be critical to the future economic growth of York.
2. The driving force behind all funding accessed via the Leeds City Region will be the **City Region Strategy and Investment Plan**, through which there is a proposal to create a single front door **Investment Fund** - combining or aligning different monies (e.g. the Regional Growth Fund, Growing Places Funding, European monies, Green Investment Bank etc.) which will be 'matched together at source' by the LEP.
3. Local authorities are being encouraged in the first instance to identify flagship initiatives for inclusion within the **Leeds City Region Investment Plan**. Leeds LEP then intends to support these initiatives through the proposed single **Investment Fund** (In reality piecing together elements of European, Region Growth fund, Growing Places monies in support of an individual scheme 'behind the scenes').
4. Ensuring as many York initiatives as possible feature prominently within the City Region Investment Plan and are eligible to receive support from the **LCR Investment Fund** is a natural priority for CYC.
5. Some funders (particularly Europe) may not be keen for their funding to be merged at source with other grant / loan schemes by the LEP. As a result CYC is also preparing a list of flagship projects which are particularly suited to attracting European funding, which will form part of a Leeds LEP European prospectus.
6. **Leeds LEP - European Funding: 2014-2020**
7. The proposed delivery mechanism for European funding 2014-2020 is the European Regional Development Fund, European Social Fund and European Agricultural Funding for Rural Development. These will be brought together into an EU Growth Programme with a Single Governance Structure. The Growth Programme's top priorities will be innovation, research and development, support for SMEs, skills, low carbon, employment and social inclusion.

8. The funds available in the EU Growth Programme will be notionally allocated to LEP areas. Each LEP will lead the development of an EU Investment Strategy which will complement the Local Enterprise Partnership's wider economic / strategic plan.
9. Leeds LEP will therefore receive a tranche of European monies in the next round of Structural Funding 2014-2020. The amount of funding Leeds LEP will receive has yet to be determined, although the funding priorities for European monies have already been made clear and further detail will be released in the final week of March 2013.
10. Leeds LEP will then be compelled to produce a high level 'European brochure' by September 2013, giving an outline of the type of flagship schemes that European monies might be spent on in their region. Again, both York Central and the Digital creative centre are expected to feature prominently in these brochures - but due to the nature of European funding regulations, it may be that very specific elements of both schemes are highlighted e.g., greenspace/low carbon elements of the York Central development or specific training schemes/apprenticeships associated with the Digital Media Centre.
11. It remains to be seen whether Leeds LEP will be able to merge their European monies into the planned Single Investment Fund or not. What is certain, however, is that the European monies allocated to Leeds LEP could be used for a broad range of projects and initiatives in York, (not just the York Central and Digital Media Centre schemes).
12. The Task Group may wish to consider looking at the detail of the European funding regulations when they emerge, to see if any other flagship schemes from York could be identified as being eligible for Leeds LEP European monies.

York, North Yorkshire and East Riding Local Economic Partnership (YNYER LEP)

13. YNYER LEP has access to fewer resources than Leeds LEP but it is still important to acknowledge that funding opportunities may still be accessed via this partnership, in particular through the **Growing Places Fund**.
14. £730 million Growing Places funding has been allocated to Local Enterprise Partnerships (LEPs) to generate economic activity in the short

term by addressing immediate infrastructure and site constraints and promoting the delivery of jobs and housing.

15. Both Leeds City Region and YNYER LEP have Growing Places Funding still available (despite the deadline having officially passed) which both are predominantly administering on a loan basis. Both LEPs (particularly YNYER LEP) have found it difficult to identify viable projects and would be keen to hear from potential York schemes that could generate employment predominantly through loan funding.
16. **There is also the potential that YNYER LEP will decide to back York Central as their main infrastructure priority and ask to Government in their Growth Strategy.** This again would take the form of a loan - but a low interest loan, with a 0.5% discount off the PWLB loan rate (our prudential rate) for a proportion of the overall infrastructure funding required for the site.

Central Government - Regional Growth Fund

17. The **Regional Growth Fund** is the government's main financial instrument for investing in private sector and public/private projects that will stimulate growth and create additional employment, and is another key funding avenue that is being actively explored at present.
18. The intention is to give companies the confidence to invest, hire and grow. The fund predominantly supports SMEs to expand, through investment in premises, technology and equipment which will in turn lead to long term job creation, and typically supports 20% of the costs of investment. The threshold for bids is £1 million.
19. Bids for funding from private bodies and public-private partnerships across England on a challenge basis are accepted - the majority of bidding partnerships will include a combination of large private sector players, SMEs and social enterprises working together with public partners. Local Enterprise Partnerships (LEPs) play a role (alongside councils) in coordinating across areas and communities, and in bidding for the Fund.
20. Round 4 of the Regional Growth Fund will close to applications on 20th March 2013, with successful bidders announced within 6 months. Successful bids must demonstrate the potential for creating long-term, private-sector led economic growth and employment, and also evidence a significant private sector matched funding contribution - circa 80%.

21. CYC have already submitted an expression of interest for our flagship development site, York Central, and are also working to support individual York based firms with the calibre to bid to the fund directly.
22. It should also be noted that Leeds City Region LEP successfully secured a tranche of funding through Round 3 of the Regional Growth Fund which it has used to create a sub fund for SMEs in the Leeds City Region area. York firms are eligible to apply. In this case the maximum amount of funding available is £1 million per project (although most grants are likely to be in the region of £100,000 or less). Again CYC is actively supporting a number of York firms in key growth sectors to submit bids to this fund.

Work of the Economic Development Team

23. Having identified major investment priorities and ambitions for the City, and the primary sources of funding through which to bring them to fruition, the Economic Development Team will be actively pursuing the above funding opportunities over forthcoming months.
24. The Economic Development Team also intends to explore ad hoc funding opportunities as and when they arise. This includes new and sometimes radical funding models to unlock key development sites and kick-start other growth initiatives in the City via municipal bonds, crowd funding and social impact bonds.
25. To support this, it is important for the City to harness the energy, ideas and expertise of its residents, businesses and academics, working with the Local Authority to lever in investment, develop new ideas for the future and become more proactive in seizing opportunities as they arise.
26. Other key events to report in recent weeks include a successful Funding and Finance Business Breakfast hosted by the Economic Development Team in the Mansion House and attended by 60 people. The funding pages of the York Means Business website are also in the process of being overhauled.



Cabinet**5 November 2013****Report of the Cabinet Member for Finance, Performance and Customer Services****Capital Programme – Monitor Two 2013/14****Report Summary**

1. The purpose of this report is to set out the projected capital programme outturn position for 2013/14 including any under/ over spends and adjustments, along with requests to re-profile budgets to/from current and future years.
2. The 2013/14 capital programme approved by Council on 28 February 2013 and updated for amendments reported to Cabinet in the September Monitor 1 report is £77.184m, financed by £42.467m of external funding and internal funding of £34.717m.

Consultation

3. The capital programme was developed under the Capital Resource Allocation Model (CRAM) framework and agreed by Council on 28 February 2013. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

Summary of Key Issues

4. A decrease of £4.611m is detailed in this monitor resulting in a revised capital programme of £72.573m. This net decrease of £4.611m is made up of:
 - Re-profiling of schemes budgeted at £4.403m to 2014/15
 - Reductions of scheme budgeted at £208k funded from external funds of +£20k and CYC resources of -£228. The reduction is comprised in the main of the reduction in the IT development

plan in year spend to match available revenue resources as reported below).

5. Table 1 outlines the variances reported against each portfolio area.

Directorate	Department	Current Approved Budget £m	Projected Outturn £m	Variance £m
ACE	Children's, Education and Skills	9.870	7.375	(2.495)
ACE	Adult Social Services	1.225	1.098	(0.127)
CES	Strategic Planning & Transport	20.864	20.514	(0.350)
CES	Community Stadium	1.850	1.850	0.000
CES	Economic Development	0.058	0.058	0.000
CANS	Housing & Public Protection	18.994	18.984	(0.010)
CANS	Communities, Culture & Public Realm	3.420	3.070	(0.350)
CANS	Highways, Waste & Fleet	4.654	4.654	0.000
CBSS	Asset Management	3.223	2.192	(1.031)
CBSS	Admin Accom	2.580	2.580	0.000
CBSS	IT Development Plan	0.983	0.750	(0.233)
CBSS	Contingency	0.676	0.661	(0.015)
CBSS	Economic Infrastructure Fund	8.787	8.787	0.000
	Total	77.184	72.573	(4.611)

Table 1 Capital Programme Forecast Outturn 2013/14

6. To the mid point in August there was £18.418m of capital spend representing 25% of the revised monitor 2 budget.

Analysis

7. A summary of the key exceptions and implications on the capital programme are highlighted below.

ACE - Education and Children's Services

8. There is one significant variation to report along with some minor changes reduces the budget by £2.495m in 13/14 to £7.375m.
9. A request is made to re-profile £2.500m of basic need budget from 13/14 to 14/15 and allocate £130k in year to the Knavesmire Expansion scheme. The request for re-profiling is due to a number of new schemes being planned to add pupil places at schools across the city. An expansion of Fulford School is required in order to provide sufficient places to meet rising demand from within the school's catchment area, which includes Wheldrake, Dunnington, Elvington and Naburn in addition to the school's catchment area coverage within the city.
10. The scheme, which is being developed in consultation with the school's governing body, is planned to increase the school's capacity and will also include significant remodelling and refurbishment of the school estate. The first phase, which is planned to begin in 2014, will enable the school to meet the demand for places from within the catchment area. A second phase will be timed to accommodate additional demand for places arising from the Germany Beck development. The scheme will be funded through a combination of grant funding and S106 contributions from the developers of the Germany Beck site. Detailed design of the various phases is now underway and total budget for all phases is estimated at £3.6m.
11. Other schemes also expected to take place in 2014/15 are a three classroom extension at Carr Junior (approximate cost of £500k), and additional classrooms at Badger Hill Primary and Skelton Primary (approximate cost of £130k on each site). As these works are planned to take place in 2014/15 a significant proportion of the Basic Need programme requires re-profiling into 2014/15. £130k of Basic Need is also being allocated to the Knavesmire expansion to address final completion payments. This £2.48m scheme, delivered on time and on budget, has secured an additional 210 places, provided the school with a new hall, kitchen and dining facilities, and delivered significant improvements to the condition of the original building.

12. In respect of DfE maintenance budgets, schemes carried out over summer 2013 include roof repairs at Applefields and Badger Hill, electrical work at Bishopthorpe Infants and Copmanthorpe Primary, elevational treatment at Poppleton Road Primary, window replacement at Millthorpe School at Stockton-on-Forest Primary, and window and canopy replacement at Tang Hall Primary, together with a number of smaller schemes at other schools across the city. At present it is expected that most of the budget for 2013/14 will be spent, with possibly a small amount of slippage required, but this cannot be quantified at this stage.
13. Plans are now being made for projects to be funded from the 2014/15 budget. A number of projects represent the final year of multi-year schemes, including Phase 2 of window replacement at Millthorpe School (£180k), Phase 2 of electrical work at Copmanthorpe Primary (160k), phase 2 of window replacement at Stockton on Forest Primary (94k) and phase 2 and 3 of Yearsley Grove Primary rewire £1101k). In addition new schemes have been prioritised for 2014/15 to maintain safe warm and dry school environments.
14. The major schemes identified to date are Canon Lee Secondary - roof replacement (£150k), Danesgate - repairs to building fabric (100k) and replacement of temporary classroom unit (£120k), Huntington Primary - replace boilers (£100k), Fulford Secondary - repairs to hot water system (£150k) and Scarcroft - window replacement scheme (£100k). Cabinet is requested to approve these schemes to be funded from the 21014/15 Maintenance allocation.
15. In addition, a major scheme is being developed to replace the Biology Block at Huntington Secondary School, together with carrying out major internal refurbishment. At present, it is estimated that the scheme will cost in the region of £1.53m, with the majority of the work to be carried out during 2014/15. A detailed scheme budget is being worked up, to be funded partly from Maintenance, but with some Section 106 funding.

ACE – Adult Social Services

16. There are two re-profiling requests to the Adult Social Care capital programme as a result of this monitor both under £100k individually and moves £40k for Health and Safety Works at Social Services Facilities and £87k for Adult Services Community Space from 13/14 to 14/15.

City & Environmental Services - Strategic Planning and Transport + Economic Development

17. The Strategic Planning and Transport capital programme requires £335k of budget to be re-profiled to future years to match resource requirements.
18. Other minor variations relate to a re-profiling of budgets for Alley gating from 13/14 to 14/15 as a result of new external contributions of £20k in 13/14.
19. The Economic Development capital programme is projected to outturn at £58k on budget.

City & Environmental Services – Community Stadium

20. The Community Stadium Project is expected to outturn to budget at £1.850m. The community stadium project is progressing positively and within the budget envelope agreed in March 2012. This project includes the delivery of the stadium, athletics, training and reserve facilities for the York City Knights and the operation and investment into the city's leisure facilities.
21. The procurement process now moves into the final bidding stage. An update paper is planned to be taken to the January Cabinet, setting the framework for the final submissions and providing detail regarding other aspects and updates to the business case.

CANS – Housing & Public Protection

22. A minor re-profiling of budget is required in relation to Air Quality Monitoring from 13/14 to 14/15 of £25k.
23. At the end of 12/13 there was an under spend on the crematorium capital scheme of £279k with the remaining budget re-profiled into 13/14 to fund the estimated final account payment for the scheme. The final account has now been paid however was £15k greater than originally planned. It is recommended that this can be funded from capital contingency.
24. Overall scheme updates for the Housing and Public Protection area are as follows:
25. The Modernisation of Local Authority Homes and Major Repairs schemes are on schedule to be completed by early next year, so far 355 properties have had work completed through these schemes

receiving various upgrades including replacement boilers, kitchens and bathrooms with a further 236 properties still to be completed.

26. The Building Insulation scheme has upgraded 289 properties, installing new UPVC windows, a further 256 are due to be completed before the end of the financial year.
27. There are 5 properties currently undergoing work through the Loft Conversion programme in order to relieve overcrowding with an additional 4 properties currently out to tender. Further properties are being reviewed for suitability.
28. The Local Authority Homes scheme at Beckfield Lane has received planning permission and is currently out to tender to appoint a contractor. A further 5 sites are at pre application stage and are expected to go forward for planning permission between December and the end of the financial year.

CANS – Communities, Culture and Public Realm

29. A request is made to re-profile the budget of £350k for the Little Knavesmire Pavilion scheme to 14/15 from its current approved 13/14 position. The request is in relation to delays in bidding for Sport England funding and reaching agreement for other contributions to the project.

CANS – Highways, Waste & Fleet

30. There are no projected variances to report at Monitor 2 in relation to the Highways, Waste and Fleet capital programme.

CBSS - Administrative Accommodation

31. No changes to the projected spend are proposed at this monitor with in year spend budgeted at £2.580m. This amount relates to final payments to the developer to settle the account. The project is still expected to be within the overall budget of £43.804m. It is currently expected that the project as a whole will be under spent by approximately £50k and this will be confirmed through further monitoring reports.

CBSS – Asset Management

32. A number of changes are proposed to the Asset Management schemes as part of this monitoring report of which some are carried out

under delegated authority transferring approved budgets to reflect scheme pressures.

33. A request is made to re-profile £506k from 13/14 to 14/15 in relation to the Marygate River Bank repairs moving the budget in line with the current state of progress of now being designed and with the tender scheduled for a start early in 14/15.
34. The Community Asset Transfer project requires community partners to take the sites on. Currently there are no such agreements in place. Consequently no works are programmed to be delivered in this financial year and the budget of £175k is requested to be re-profiled to 14/15.
35. The majority of the Critical Repairs and Contingency scheme budget (£350k of the £431k pre re-profiling) relates to the Guildhall reroofing project. These works are programmed for delivery in 14/15 as set out in Phase 1 of the 'Future of the Guildhall' development plan so a request to re-profile the £350k to 14/15 from 13/14 is made.

CBSS - IT Development Plan

36. As part of the continual monitoring of available revenue budgets that support the delivery of the IT development plan, the maximum amount of capital spend affordable in this financial year will be £750k. Of the existing IT development budget of £983k this report will reduce the projected capital spend by £233k to match the latest revenue budget available. It should be noted that Cabinet at the appropriate point will need to consider the significant ICT investment requirements of the council. Proposals are currently being developed and will be brought forward as part of the 14/15 Budget report in February.

CBSS - Miscellaneous

37. As set out above capital contingency has been used to fund the £15k pressure in relation to the Crematorium. Other commitments against the revised contingency budget (post £15k) of £661k include a £200k allocation for the Tour De France contribution as approved by Cabinet on 1 October 2013. This would leave a balance of £441k available for allocation in 13/14.

Economic Infrastructure Fund (EIF)

38. No changes are proposed in relation to the EIF although a more complete update will be provided at Capital Monitor 3.

39. Major Schemes updates for the EIF are as follows:

40. The main construction work for the £22.7m Access York project to increase Park & Ride capacity commenced in May. After a preparatory period when service diversions held up the project at Poppleton construction activity will now reach a peak over the next few months. It is anticipated that the junction changes at Askham Bar will be completed in December with the main site opening in May 2014. The first main traffic management change has just been brought into operation at the A59/A1237 roundabout to enable commencement of the subway construction. Progress on the Park & Ride site is good with completion expected in June 2014. It is anticipated that the overall spend within 2013/14 will be slightly lower than originally anticipated due to the programme slippage but the grant funded element will still be fully spent within the year as planned

41. With regard to the Better Bus Fund a wide range of bus improvement measures are in progress across the city. Infrastructure upgrades have been undertaken at the Station, Stonebow and Piccadilly. Real Time Passenger Information screens at bus stops in the city centre and key interchange points are starting to be erected. Bus stops and shelters have been improved on routes across the city. There is ongoing development work progressing for the Rougier Street and Theatre/Exhibition Square bus interchange improvements which will be delivered later in the year and into early 2014/15.

42. For the Re-invigorate York programme of works Phase 1 construction work started on site at Kings Square on Monday 2 September however, the need to undertake archaeological works has meant a delay of around 5 weeks to the planned project programme. Proposals for the next phase of the programme which outlines the broad scheme options for the Exhibition Square/St Leonards Place/Bootham Bar and Duncombe Place/Blake Street junction (Reinvigorate York) and the linked Theatre Interchange scheme (Better Bus Area Fund) are being developed and will be brought to Cabinet in due course.

Summary

43. As a result of the changes highlighted above the revised 5 year capital programme is summarised in Table 2.

Gross Capital Programme	2013/14	2014/15	2015/16	2016/17	2017/18	Total
	£m	£m	£m	£m	£m	£m
Current Programme						
Adjustments :						
ACE - Children's Education & Skills	7.375	7.862	5.125	5.125	5.125	30.612
ACE – Adult Services	1.098	0.642	0.525	0.400	0.400	3.065
CANS – Communities, Cult & Public Realm	3.070	1.256	0.000	0.000	0.000	4.326
CANS – Highways, Fleet & Waste	4.654	3.637	3.397	2.934	2.639	17.261
CANS – Housing & Community Safety	18.984	9.744	10.019	9.982	10.921	59.650
CES – Strategic Planning & Transport	20.514	3.879	2.713	2.713	2.713	32.532
CES - Community Stadium	1.850	9.050	7.679	0.000	0.000	18.579
CES - (Economic Development)	0.058	0.000	0.000	0.000	0.000	0.058
CBSS – Asset Management	2.192	1.431	0.320	0.100	0.100	4.143
CBSS - IT Development Plan	0.750	0.750	0.750	0.750	0.750	3.750
CBSS – Administration Accommodation	2.580	0.000	0.000	0.000	0.000	2.580
Miscellaneous (Contingency etc)	0.661	0.000	0.000	0.000	0.000	0.676
Economic Infrastructure Fund	8.787	7.071	6.800	5.800	0.000	28.458
Revised Programme	72.573	45.322	37.328	27.804	22.648	205.675

Table 2 Revised 5 Year Capital Programme 13/14 -17/18

Funding the 2013/14 – 2017/18 Capital Programme

44. The 2013/14 capital programme of £72.573m is currently being funded from £39.150m external funding and £33.423m of internal funding. The internal funding is comprised of revenue contributions, revenue

reserves, prudential borrowing, right to buy housing capital receipts and general capital receipts.

45. Table 3 shows the projected call on Council resources going forward.

	2013/14	2014/15	2015/16	2016/17	2017/18	Total
	£m	£m	£m	£m	£m	£m
Gross Capital Programme	72.573	45.322	37.328	27.804	22.648	205.675
Funded by:						
External Funding	39.150	27.819	24.537	17.556	16.242	125.304
Council Controlled Resources	33.423	17.503	12.791	10.248	6.406	80.371
Total Funding	72.573	45.322	37.328	27.804	22.648	205.675

Table 3 – 2013/14 –2017/18 Capital Programme Financing

46. The Council controlled figure is comprised of a number of resources that the Council has ultimate control over how it chooses to apply them, these include Right to Buy receipts, Revenue Contributions, Supported (government awarded) Borrowing, Prudential (Council funded) Borrowing, Reserves (including Venture Fund) and Capital Receipts.

47. It should be recognised that capital receipts which form part of the Council Controlled Resources should be considered at risk of not being realised within set time frames and to estimated values until the receipt is received. The capital programme is predicated on a small number of large capital receipts, which if not achieved would cause significant funding pressures for the programme. The Director of Customer and Business Support closely monitors the overall funding position to ensure that the over the full duration of the capital programme it remains balanced, any issues with regard to financing will be reported as part of the standard reporting cycle to the Cabinet.

Council Plan

48. The capital programme is decided through a formal process, using a Capital Resource Allocation Model (CRAM). CRAM is a tool used for allocating the Council's scarce capital resources to schemes that contribute toward the achievement of the Council Plan. The Capital Asset Board (CAB) meet monthly to ensure the capital programme

targets the Councils Plan. The capital programme addresses all 5 priorities of the Council Plan due to its varied and numerous schemes as shown in the main body of the report.

Implications

Financial Implications

49. The financial implications are considered in the main body of the report.

Human Resources Implications

50. There are no HR implications as a result of this report

Equalities Implications

51. There are no equalities implications as a result of this report

Legal Implications

52. There are no legal implications as a result of this report

Crime and Disorder

53. There are no crime and disorder implications as a result of this report

Information Technology

54. There are no information technology implications as a result of this report

Property

55. The property implications of this paper are included in the main body of the report.

Risk Management

56. The capital programme is regularly monitored as part of the corporate monitoring process. In addition to this the Capital Asset Board (CAB) meets regularly to plan monitor and review major capital schemes to ensure that all capital risks to the Council are minimised.

Recommendations

57. The Cabinet is requested to:

- Recommend to Full Council the adjustments in the Capital programme of a decrease of £4.611m in 2013/14 as detailed in the report and contained in Annex A.
- Note the 2013/14 revised budget of £72.573m as set out in paragraph 5 and Table 1.
- Note the restated capital programme for 2013/14 – 2017/18 as set out in paragraph 43, Table 2 and detailed in Annex A.
- Approve the use of contingency to fund £15k in relation to the Crematorium and note the allocation of £220k in relation to The Tour de France programme.

Reason: To enable the effective management and monitoring of the Council's capital programme.

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Ross Brown Principal Accountant Ext 1207	Cllr Dafydd Williams, Cabinet Member for Finance, Performance and Customer Services		
Debbie Mitchell Corporate Finance Manager Ext 4161	Ian Floyd, Director for Customer & Business Support Services		
	Report Approved	√	Date 25 October 2013
Wards Affected: All			√
Specialist Implications:			
Legal – Not Applicable			
Property – Philip Callow Head of Asset and Property Management Extension - 3362			
Information Technology – Not Applicable			
For further information please contact the authors of the report			

Background Papers: Budget Control 2013/14 Mon 2

Annexes: Annex A –Capital Programme 2013/14 to 2017/18

	2013/14 Mon 2 Adj £000	2013/14 Mon 2 Reprofile £000	2013/14 Revised Budget £000	2014/15 Revised Budget £000	2015/16 Revised Budget £000	2016/17 Revised Budget £000	2017/18 Revised Budget £000	Gross Capital Programme To be Funded 13/14 - 17/18 £000
ACE - Children's, Education and Skills								
NDS Devolved Capital			475	475	475	475	475	2,375
Targeted Capital Fund 14-19 Diploma			0	0	0	0	0	0
DFE Maintenance			3,370	2,553	2,400	2,400	2,400	13,123
Schools Access Initiative			2	0	0	0	0	2
Applefields School - Co Location			28	0	0	0	0	28
Basic Need	-130	-2,500	1,779	4,834	2,250	2,250	2,250	13,363
MUGA at Burnholme School			5	0	0	0	0	5
Looked After Childrens Contact Centre	5		236	0	0	0	0	236
Kavesmire Expansion	130		1,468	0	0	0	0	1,468
Aiming High for Disabled Children			12	0	0	0	0	12
TOTAL GROSS EXPENDITURE	5	-2,500	7,375	7,862	5,125	5,125	5,125	30,612
TOTAL EXTERNAL FUNDING	0	-2,500	7,173	7,862	5,125	5,125	5,125	30,410
TOTAL INTERNAL FUNDING	5	0	202	0	0	0	0	202
ACE - Adult Services								
Joint Equipment Store			125	105	105	0	0	335
Disabled Support Grant			150	160	170	150	150	780
Telecare Equipment			250	250	250	250	250	1,250
Health and Safety Works at Social Services Establishments		-40	12	40	0	0	0	52
Adult Services Community Space		-87	0	87	0	0	0	87
EPH Infrastructure Works			561	0	0	0	0	561
Adult Social Care IT			0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	0	-127	1,098	642	525	400	400	3,065
TOTAL EXTERNAL FUNDING	0	-127	573	127	0	0	0	700
TOTAL INTERNAL FUNDING	0	0	525	515	525	400	400	2,365
CANS - Communities, Culture and Public Realm								
Milfield Lane Comm Sports Centre			380	0	0	0	0	380
York Explore Phase 2			1,487	506	0	0	0	1,993
Barbican Auditorium			17	0	0	0	0	17
Energise Gym Expansion			30	0	0	0	0	30
Closed Cycle Circuit - York Sports Village			200	0	0	0	0	200
City Art Gallery Refurb and Extension			250	250	0	0	0	500
Parks and Open Spaces Development			120	0	0	0	0	120
Little Knavesmire Pavillion		-350	0	500	0	0	0	500
York Explore - Flooring			80	0	0	0	0	80
York Theatre Royal			500	0	0	0	0	500
City Centre Damaged Bins Replacement			6	0	0	0	0	6
TOTAL GROSS EXPENDITURE	0	-350	3,070	1,256	0	0	0	4,326
TOTAL EXTERNAL FUNDING	0	-350	1,215	906	0	0	0	2,121
TOTAL INTERNAL FUNDING	0	0	1,855	350	0	0	0	2,205
CES - Highways, Fleet and Waste								
Highway Resurfacing & Reconstruction (Struct Maint)			2,874	2,607	2,797	2,334	2,239	12,851
Special Bridge Maintenance (Struct maint)			400	200	200	200	200	1,200
Replacement of Unsound Lighting Columns			0	0	0	0	0	0
Carbon Reduction in Street Lighting			200	200	200	200	0	800
City Centre Damaged Bins Replacement			0	0	0	0	0	0
Fleet Vehicles			980	430	0	0	0	1,410
Highways Drainage Works			200	200	200	200	200	1,000
TOTAL GROSS EXPENDITURE	0	0	4,654	3,637	3,397	2,934	2,639	17,261
TOTAL EXTERNAL FUNDING	0	0	2,224	1,857	2,047	1,584	1,489	9,201
TOTAL INTERNAL FUNDING	0	0	2,430	1,780	1,350	1,350	1,150	8,060
CANS - Housing & Community Safety								
Modernisation of Local Authority Homes			2,383	1,558	1,226	1,363	1,530	8,060
Assistance to Older & Disabled People			483	400	400	400	400	2,083
MRA Schemes			4,368	4,287	4,680	5,674	4,755	23,764
Local Authority Homes			7,066	0	0	0	0	7,066

	2013/14 Mon 2 Adj £000	2013/14 Mon 2 Reprofile £000	2013/14 Revised Budget £000	2014/15 Revised Budget £000	2015/16 Revised Budget £000	2016/17 Revised Budget £000	2017/18 Revised Budget £000	Gross Capital Programme To be Funded 13/14 - 17/18 £000
Water Mains Upgrade			0	1,099	2,099	1,018	18	4,234
Building Insulation Programme			1,470	1,000	239	102	162	2,973
Disabled Facilities Grant (Gfund)			922	1,125	1,175	1,225	1,225	5,672
Air Quality Monitoring (Gfund)		-25	215	25	0	0	0	240
Crematorium (Gfund)	15		185	0	0	0	0	185
Travellers Site Improvements (Gfund)			42	0	0	0	0	42
Loft Conversions			1,000	0	0	0	281	1,281
IT Infrastructure			150	75	50	50	50	375
Empty Homes (Gfund)			200	100	100	100	0	500
Howe Hill Homeless Hostel (Gfund)			0	0	0	0	1,225	1,225
Property Buy Back			80	75	50	50	50	305
Housing Grants & Associated Investment (Gfund)			385	0	0	0	1,225	1,610
Contaminated Land (Gfund)			35	0	0	0	0	35
TOTAL GROSS EXPENDITURE	15	-25	18,984	9,744	10,019	9,982	10,921	59,650
TOTAL EXTERNAL FUNDING	0	-25	6,451	4,962	5,380	6,424	7,005	30,222
TOTAL INTERNAL FUNDING	15	0	12,540	4,782	4,639	3,558	3,916	29,435
CES - Strategic Planning & Transport								
Better Bus Area Fund			1,505	0	0	0	0	1,505
Local Transport Plan (LTP)		-335	2,672	2,432	2,623	2,623	2,623	12,973
York City Walls - Repairs & Renewals (City Walls)			324	90	90	90	90	684
Access York			15,272	1,322	0	0	0	16,594
Minster Piazza			250	0	0	0	0	250
Leeman Road Flood Defences			356	0	0	0	0	356
Alley Gating	20	-35	35	35	0	0	0	70
Pay on Exit Car Parking Pilot			100	0	0	0	0	100
TOTAL GROSS EXPENDITURE	20	-370	20,514	3,879	2,713	2,713	2,713	32,532
TOTAL EXTERNAL FUNDING	20	-335	18,379	2,805	2,623	2,623	2,623	29,053
TOTAL INTERNAL FUNDING	0	-35	2,135	1,073	90	90	90	3,478
CES - Community Stadium								
Community Stadium			1,850	9,050	7,679	0	0	18,579
TOTAL GROSS EXPENDITURE	0	0	1,850	9,050	7,679	0	0	18,579
TOTAL EXTERNAL FUNDING	0	0	0	7,500	7,562	0	0	15,062
TOTAL INTERNAL FUNDING	0	0	1,850	1,550	117	0	0	3,517
CES - Economic Development								
Small Business Workshops			58	0	0	0	0	58
TOTAL GROSS EXPENDITURE	0	0	58	0	0	0	0	58
TOTAL EXTERNAL FUNDING	0	0	0	0	0	0	0	0
TOTAL INTERNAL FUNDING	0	0	58	0	0	0	0	58
CBSS - Asset Management								
Works at Hungate Land Site			3	0	0	0	0	3
EcoDepot Security Gate / Reception			207	0	0	0	0	207
Property Key Components (H&S)			0	0	0	0	0	0
Health & Safety / DDA			0	0	0	0	0	0
Fire Safety Regulations - Adaptations			108	0	0	0	0	108
Removal of Asbestos			132	0	0	0	0	132
Hungate / Peasholme Relocation			20	0	0	0	0	20
Property Compliance (Asbestos and Fire regs)			0	0	0	0	0	0
Riverbank Repairs - Scarborough to Clifton Bridge	45		335	0	0	0	0	335
Riverbank Repairs - Blue Bridge Slipway			51	0	0	0	0	51
Riverbank Repairs - Marygate	-45	-506	22	506	0	0	0	528
Photovoltaic Energy Programme			146	100	100	0	0	346
Parliament Street Toilet Demolition			7	0	0	0	0	7
29 Castlegate Repairs			33	0	0	0	0	33
Decent Home Standards Works			27	0	0	0	0	27
Fishergate Postern			53	0	0	0	0	53
Holgate Park Land - York Central Land and Clearance			397	0	0	0	0	397

	2013/14 Mon 2 Adj £000	2013/14 Mon 2 Reprofile £000	2013/14 Revised Budget £000	2014/15 Revised Budget £000	2015/16 Revised Budget £000	2016/17 Revised Budget £000	2017/18 Revised Budget £000	Gross Capital Programme To be Funded 13/14 - 17/18 £000
Hazel Court - Office of the Future Improvements			270	0	0	0	0	270
Asset Maintenance			100	100	100	100	100	500
Community Asset Transfer		-175	0	175	0	0	0	175
River Bank repairs			200	200	120	0	0	520
Critical Repairs and Contingency		-350	81	350	0	0	0	431
TOTAL GROSS EXPENDITURE	0	-1,031	2,192	1,431	320	100	100	4,143
TOTAL EXTERNAL FUNDING	0	0	35	0	0	0	0	35
TOTAL INTERNAL FUNDING	0	-1,031	2,157	1,431	320	100	100	4,108
CBSS - IT equipment								
IT Equipment	-233		750	750	750	750	750	3,750
TOTAL GROSS EXPENDITURE	-233	0	750	750	750	750	750	3,750
TOTAL EXTERNAL FUNDING	0	0	0	0	0	0	0	0
TOTAL INTERNAL FUNDING	-233	0	750	750	750	750	750	3,750
CBSS - West Offices (Admin Accomodation)								
West Offices - Admin Accommm			2,580	0	0	0	0	2,580
TOTAL GROSS EXPENDITURE	0	0	2,580	0	0	0	0	2,580
TOTAL EXTERNAL FUNDING	0	0	0	0	0	0	0	0
TOTAL INTERNAL FUNDING	0	0	2,580	0	0	0	0	2,580
Capital Contingency								
Capital Contingency	-15		661	0	0	0	0	661
TOTAL GROSS EXPENDITURE	-15	0	661	0	0	0	0	661
TOTAL EXTERNAL FUNDING	0	0	0	0	0	0	0	0
TOTAL INTERNAL FUNDING	-15	0	661	0	0	0	0	661
Economic Infrastructure Fund								
Access York Phase 1			3,050	200	0	0	0	3,250
Better Bus Fund			1,052	418	0	0	0	1,470
Re-Invigorate York			1,758	1,200	0	0	0	2,958
EIF central fund			2,927	5,253	6,800	5,800	0	20,780
TOTAL GROSS EXPENDITURE	0	0	8,787	7,071	6,800	5,800	0	28,458
TOTAL EXTERNAL FUNDING	0	0	3,100	1,800	1,800	1,800	0	8,500
TOTAL INTERNAL FUNDING	0	0	5,687	5,271	5,000	4,000	0	19,958
Gross Expenditure by Department								
Total by Department	-208	-4,403	72,573	45,322	37,328	27,804	22,648	205,675
Total External Funds by Department	20	-3,337	39,150	27,819	24,537	17,556	16,242	125,304
Total CYC Funding required	-228	-1,066	33,423	17,502	12,791	10,248	6,406	80,377
TOTAL GROSS EXPENDITURE	-208	-4,403	72,573	45,322	37,328	27,804	22,648	205,675
TOTAL EXTERNAL FUNDING	20	-3,337	39,150	27,819	24,537	17,556	16,242	125,304
TOTAL INTERNAL FUNDING	-228	-1,066	33,423	17,502	12,791	10,248	6,406	80,370

This page is intentionally left blank



Cabinet

5 November 2013

Report of the Cabinet Member for Finance, Performance and Customer Services

Treasury Management Mid Year Review and Prudential Indicators 2013/14

Summary

1. This Council is required through regulations issued under Part 1 of the Local Government Act 2003 and the revised 2011 (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management (as revised) to provide members with a mid year update on treasury management activities.
2. This report therefore ensures this council is implementing best practice in accordance with the Code. It updates on the Treasury Management activities for the period 1 April 2013 to 30 September 2013 and reviews:
 - An economic update for the 2013/14 financial year to 30 September 2013;
 - A review of the Treasury Management Strategy Statement and Annual Investment Strategy;
 - The Council's capital expenditure (prudential indicators);
 - A review of the Council's investment portfolio for 2013/14;
 - A review of the Council's borrowing strategy for 2013/14;
 - A review of any debt rescheduling undertaken during 2013/14;
 - A review of compliance with Treasury and Prudential Limits for 2013/14.

Background

3. The Council's Treasury Management function is responsible for the effective management of the Council's investments, cash flows, its banking, money market and capital transactions; the

effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.

Economic Background and Analysis

4. The Council's treasury management activities have operated within the following economic background:
 - a) During 2013/14 economic indicators suggested that the economy is recovering, albeit from a low level. After avoiding recession in the first quarter of 2013, with a 0.3% quarterly expansion the economy grew 0.7% in Q2. There have been signs of renewed vigour in household spending in the summer, with a further pick-up in retail sales, mortgages, house prices and new car registrations;
 - b) The strengthening in economic growth appears to have supported the labour market, with employment rising at a modest pace and strong enough to reduce the level of unemployment further. Pay growth also rebounded strongly in April, though this was mostly driven by high earners delaying bonuses until after April's cut in the top rate of income tax. Excluding bonuses, earnings rose by just 1.0% y/y, well below the rate of inflation at 2.7% in August, causing continuing pressure on household's disposable income;
 - c) The Bank of England extended its Funding for Lending Scheme (FLS) into 2015 and sharpened the incentives for banks to extend more business funding, particularly to small and medium size enterprises. To date, the mortgage market still appears to have been the biggest beneficiary from the scheme, with mortgage interest rates falling further to new lows. Mortgage approvals by high street banks have risen as have house prices, although they are still well down from the boom years pre 2008;
 - d) Turning to the fiscal situation, the public borrowing figures continued to be distorted by a number of one-off factors. On an underlying basis, borrowing in Q2 started to come down, but only slowly, as Government expenditure cuts took effect and economic growth started to show through in a small increase in tax receipts. The 2013 Spending Review, covering only 2015/16, made no changes to the headline Government spending plan, and monetary policy was unchanged in advance of the new Bank of England Governor, Mark Carney, arriving. Bank Rate remained at 0.5% and quantitative easing

also stayed at £375bn. In August, the MPC provided forward guidance that Bank Rate is unlikely to change until unemployment first falls to 7%, which was not expected until mid 2016. However, 7% is only a point at which the MPC will review Bank Rate, not necessarily take action to change it. The three month to July average rate was 7.7%.

- e) CPI inflation (MPC target of 2.0%), fell marginally from a peak of 2.9% in June to 2.7% in August. The Bank of England expects inflation to fall back to 2.0% in 2015;
5. Economic forecasting remains difficult with so many external influences weighing on the UK. Volatility in bond yields is likely during 2013/14 as investor fears and confidence ebb and flow between favouring more risky assets i.e. equities, and safer bonds. The overall balance of risks to economic recovery in the UK is now weighted to the upside after five months of robust good news on the economy. However just how long this period of strong economic growth will last is unknown, and it remains exposed to vulnerabilities in a number of key areas. The longer run trend is for gilt yields and PWLB rates to rise, due to the high volume of gilt issuance in the UK, and of bond issuance in other major western countries.
 6. Near-term, there is some residual risk of further Quantitative Easing (QE) if there is a dip in strong growth or if the MPC were to decide to take action to combat the market's expectations of an early first increase in Bank Rate. If the MPC does take action to do more QE in order to reverse the rapid increase in market rates, especially in gilt yields and interest rates up to 10 years, such action could cause gilt yields and PWLB rates over the next year or two to significantly undershoot the forecasts in the table below.
 7. Capita Asset Services (formerly known as Sector Treasury Services) – the Council's treasury management advisers – undertake regular review of its interest rate forecasts and have revised their view to reflect expectations for the first change in Bank Rate in the UK being dependent when unemployment is likely to fall to 7%. Capita Asset Services take the view that the unemployment rate is not likely to come down as quickly as the financial markets are currently expecting and that the MPC view is more realistic. Prospects for any increase in Bank Rate before 2016 are therefore seen as being limited. However, some forecasters are forecasting that even the Bank of England

forecast is too optimistic as to when the 7% unemployment level will be reached and so do not expect the first increase in Bank Rate until spring 2017. Table 1 is Capita's Asset Services Interest Rate forecast for both the bank rate and long term Public Works Loans Board borrowing rates (PWLB – the Debt Management Office subsidiary lending to Local Authorities at preferential rates note all figures are percentages):

	Sep 13	Dec 13	Mar 13	Jun 14	Sep 14	Dec 14	Mar 15	Jun 15	Sep 15	Dec 15	Mar 16	Jun 16
Bank Rate	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
5 Yr PWLB	2.5	2.5	2.5	2.6	2.7	2.7	2.8	2.8	2.9	3.0	3.2	3.3
10 Yr PWLB	3.7	3.7	3.7	3.7	3.8	3.8	3.9	4.0	4.1	4.2	4.3	4.4
25 Yr PWLB	4.4	4.4	4.4	4.4	4.5	4.5	4.6	4.7	4.8	4.9	5.0	5.1
50 Yr PWLB	4.5	4.4	4.4	4.4	4.5	4.6	4.7	4.8	4.9	5.0	5.1	5.2

Table 1: Capita Asset Services – Treasury Management Advisers – Interest Rate Forecast (%)

8. Table 2 shows the latest projections of bank rate for other economic forecasters against Capita's current forecast for context to provide a view as to the market expectations of the bank rate:

	Sep 13	Dec 13	Mar 14	Jun 14	Sep 14	Dec 14	Mar 15	Jun 15	Sep 15	Dec 15	Mar 16	Jun 16
Bank Rate	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Capita	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
UBS	0.5	0.5	0.5	0.5	0.5	0.5	-	-	-	-	-	-
Capital Economics	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	-	-

Table 2: Base Rate Forecast – Economic Forecasters

Annual Investment Strategy

9. Treasury Management Strategy Statement (TMSS) for 2013/14 was approved by Council on 23 February 2013. There are no policy changes to the TMSS; the details in this report update the position in the light of the updated economic position and the changes already approved. The Council's Annual Investment Strategy, which is incorporated in the Strategy, outlines the Council's investment priorities as follows:
- security of capital
 - liquidity
 - yield

The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity.

10. Investments are placed with highly credit rated financial institutions using the creditworthiness matrices described in the Treasury Management Strategy, which includes sovereign credit ratings from the rating agencies, individual institution credit ratings from the respective credit ratings agencies and the credit default swap (CDS) overlay information provided by Capita.
11. During the period under review, the continued unsettled economic climate coupled with a risk averse approach in light of continued credit caution made it appropriate to keep investments short term with a maximum duration of 1 year for financial institutions. This limit applies to all entities in which the Council is considering investing.
12. Investments held during the first six months of 2013/14 were in accordance with Capita's creditworthiness matrices and changes to Fitch and Moody's credit ratings, remained within the Council's approved credit criteria limits contained in the Annual Investment Strategy.

Investment Portfolio

13. Investment rates available in the market have continued at historical low levels. The average level of cash balances available for investment purposes in the 6 months of 2013/14 was £63.661m (£43.418m in 12/13). The level of cash balances available is largely dependent on the timing of the Council's cash flow as a result of precept payments, receipt of grants,

borrowing, payments to its suppliers of goods and services and spend progress on the Capital Programme. These funds are therefore available on a temporary basis dependant on cash flow movement.

14. The average level of cash balances has increased compared to a year ago due to the profile of payments to the Council from the DCLG specifically in relation to the RSG. This is balanced off to an extent by the use of cash balances instead of taking long term debt to finance the Councils capital programme. This strategy remains a prudent one as investment rates continue to be significantly lower than borrowing rates.
15. Investment return (calculated as the amount of interest earned against the average cash balance for the period) during the first six months of 2013/14 is shown in table 3:

	2012/13 (full year)	2013/14 (part year)
CYC Rate of return	1.461%	0.539%
<u>Benchmarks</u>		
Bank of England Base Rate	0.500%	0.500%
7 Day LIBID	0.394%	0.362%
30 Day LIBID	0.428%	0.367%

Table 3: CYCs investment rate of return performance vs. benchmarks

16. The average rate of return is lower in 2013/14 than it was a year ago due to the investment return yield curve being flat and offering little by way of returns on investments up to 1 year in duration. The higher rate investments that were contributing significantly to the 1.461% rate of return in 2012/13 have now matured leaving the Council holding only short term investments.
17. Figure 1 shows the interest rates available on the market between 7 days and 1 year and also the rate of return that the Council has achieved for the first six months of 2013/14. It shows that favourable / competitive interest rates have been

obtained for investments whilst ensuring the required liquidity and security of funds for the Council.

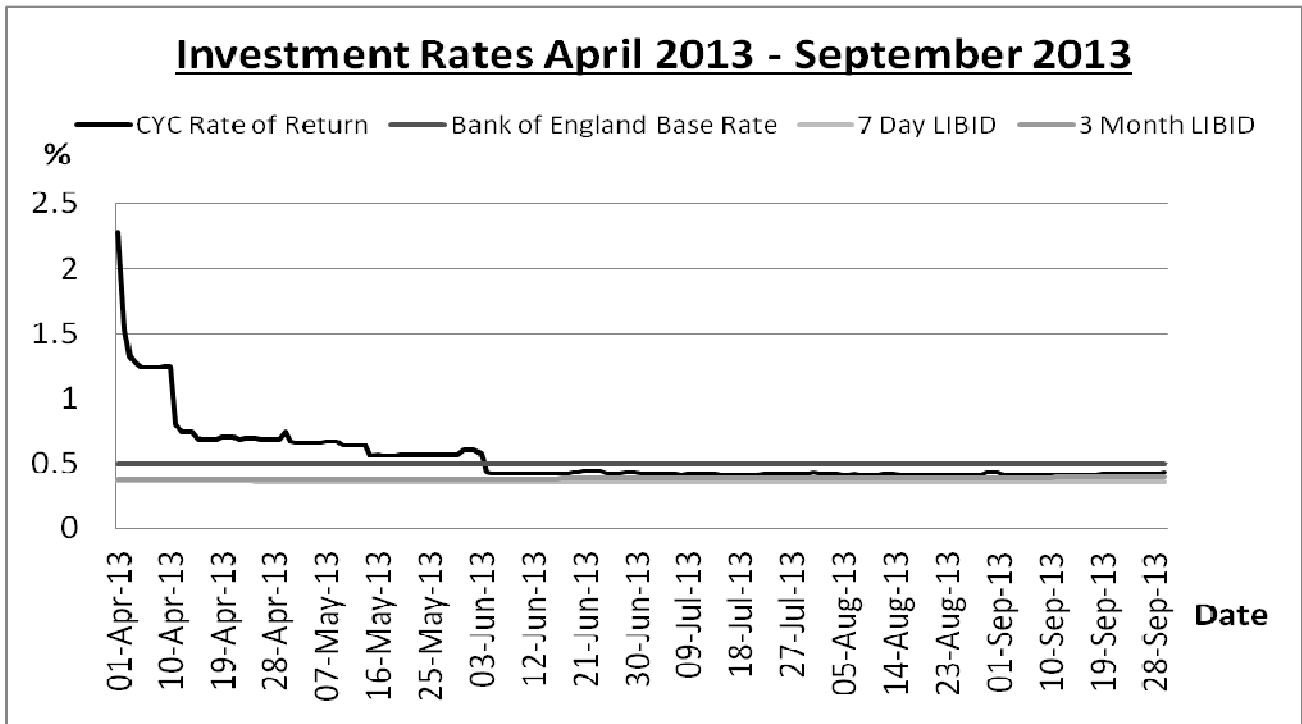


Figure 1 CYC Investments vs Money Market Rates

18. Figure 1 also shows the interest rates available for investment have remained flat over the course of the year to date. The main driver of this as set out above is the uncertainty over the rate of economic recovery and the continued impact of the excess liquidity being provided to the market by Central Banks, such as the £80bn made available to UK Banks through the Funding for Lending Scheme at rates of around 0.5%.
19. Figure 2 shows the investments portfolio by type split deposits in short term call accounts, fixed term investments and money market funds (MMFs). All of the MMFs are have an AAA credit rating, the call accounts are all A or AA- rated and the fixed terms investments are A rated.

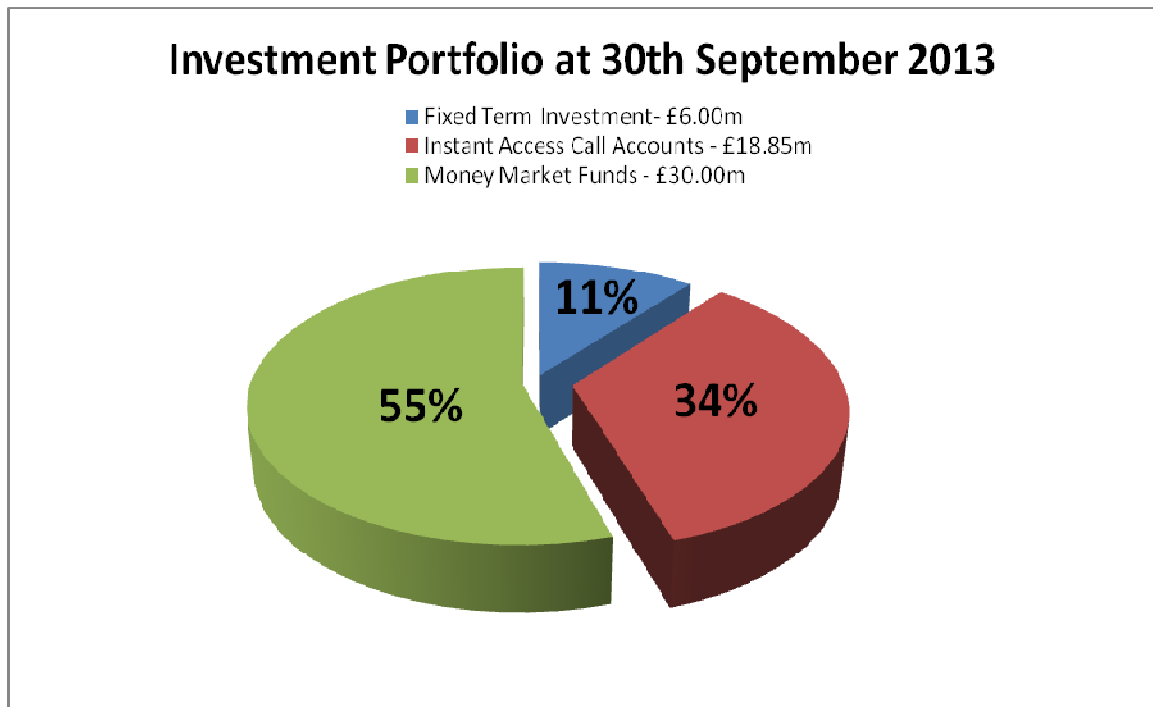


Figure 2 Investment Portfolio by type at 30 September 2013

Borrowing Portfolio

20. The Council undertakes long term borrowing in accordance with the investment requirements of the capital programme and all borrowing is therefore secured for the purpose of its asset base.
21. The level of borrowing taken by the Council is determined by the Capital Finance Requirement (the Councils underlying need to borrow for capital expenditure purposes). Borrowing needs to be affordable, sustainable and prudent and the treasury management budget supports the borrowing finance costs in the longer term.
22. Under regulation, the Council can borrow in advance of need in line with its future borrowing requirements in accordance with the Capital Financing Requirement. The markets will continue to be closely monitored to ensure that advantage is taken of favourable rates in 2012/13 and the increased borrowing requirement is not as dependant on interest rates in any one year.
23. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised instead, decreasing the level of surplus funds being available for

investment. In the current interest rate environment where investment rates on holding investments are below borrowing rates consideration is given to the value of taking borrowing or whether it is better for the council to keep investment balances lower.

24. The treasury management function has not taken any new borrowing during 2013/14 but continues to closely monitor the borrowing environment for opportunities that arise and receive regular updates from Capita services in respect of borrowing timings and amounts.
25. The Councils long-term borrowing started the year at a level of £258.6m. No loans are due for repayment in this financial year and new borrowing has been taken in the 1st 6 months of 2012/13. The HRA amounts to 54% of the borrowing portfolio at £139.944m and the GF is 46% with borrowing at £118.671m, a total of £258.615m. Table 4 shows the Councils opening borrowing position, movements and current position for debt split by fund:

	General Fund	Housing Rev Acc	Total	Interest Rate
	£m	£m	£m	%
Opening Debt April 13	118.671	139.944	258.615	3.76
Repaid	0.000	0.000	0.000	0.00
New	0.000	0.000	0.000	0.00
Closing Debt Sept 13	118.671	139.944	258.615	3.76

Table 4 – CYCs current debt position September 13

26. Figure 3 illustrates the 2013/14 maturity profile of the Council's debt portfolio to 30 September 2013 split by general fund and HRA. The maturity profile shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency

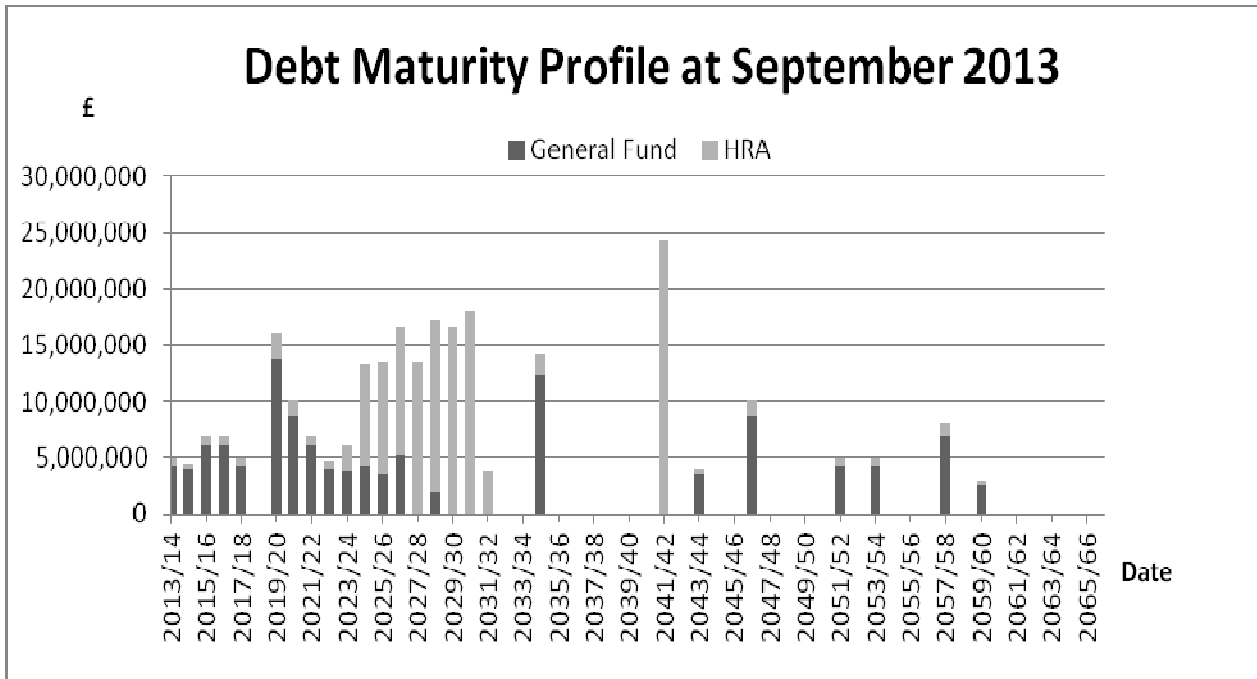


Figure 3 – Debt Maturity Profile 13/14

27. Capita Asset Services forecast that overall future Public Works Loans Board (PWLB) rates will begin to rise from their current position across all durations from September 14 onwards (as shown in table 1). As ever there is still expected to be volatility in the market over the coming months were opportunities may present themselves for borrowing at advantageous levels.

28. In general, gilt yields (on which PWLB rates are based) have risen during the year as shown in table 4, however as the year to date high and low value demonstrate there has been significantly fluctuations to the end of September 13. This is highlighted in the 3.5-4 yrs, 4-4.5 yrs and the 9.5-10 years that all have spreads of over 1%. Table 4 shows the variations in PWLB borrowing rates over the course of the year to date:

	PWLB borrowing rates by duration of loan (years)							
	1	1-1.5	2.5-3	3.5-4	4-5.5	9.5-10	24-25	49.5-50
2 Apr 13	1.12	1.15	1.35	1.53	1.75	2.84	4.08	4.23
30 Sept 13	1.30	1.42	1.87	2.19	2.50	3.66	4.45	4.48
Yr High	1.39	1.53	2.06	2.43	2.78	3.98	4.67	4.70
Yr Low	1.11	1.12	1.25	1.41	1.61	2.58	3.78	4.07

Yr Avg	1.25	1.33	1.67	1.94	2.21	3.34	4.34	4.44
Spread	0.28	0.41	0.81	1.02	1.17	1.40	0.89	0.63

Table 4 – PWLB Borrowing Rates (%) – to 30 September 13

29. Figure 4 shows the fluctuation in PWLB rates since April 2011 to the end of September 2013. PWLB rates remain relatively low at today’s values compared to the historic levels seen over the last 5 years. The triangles highlight when new borrowing was taken in the financial year 2011/12.

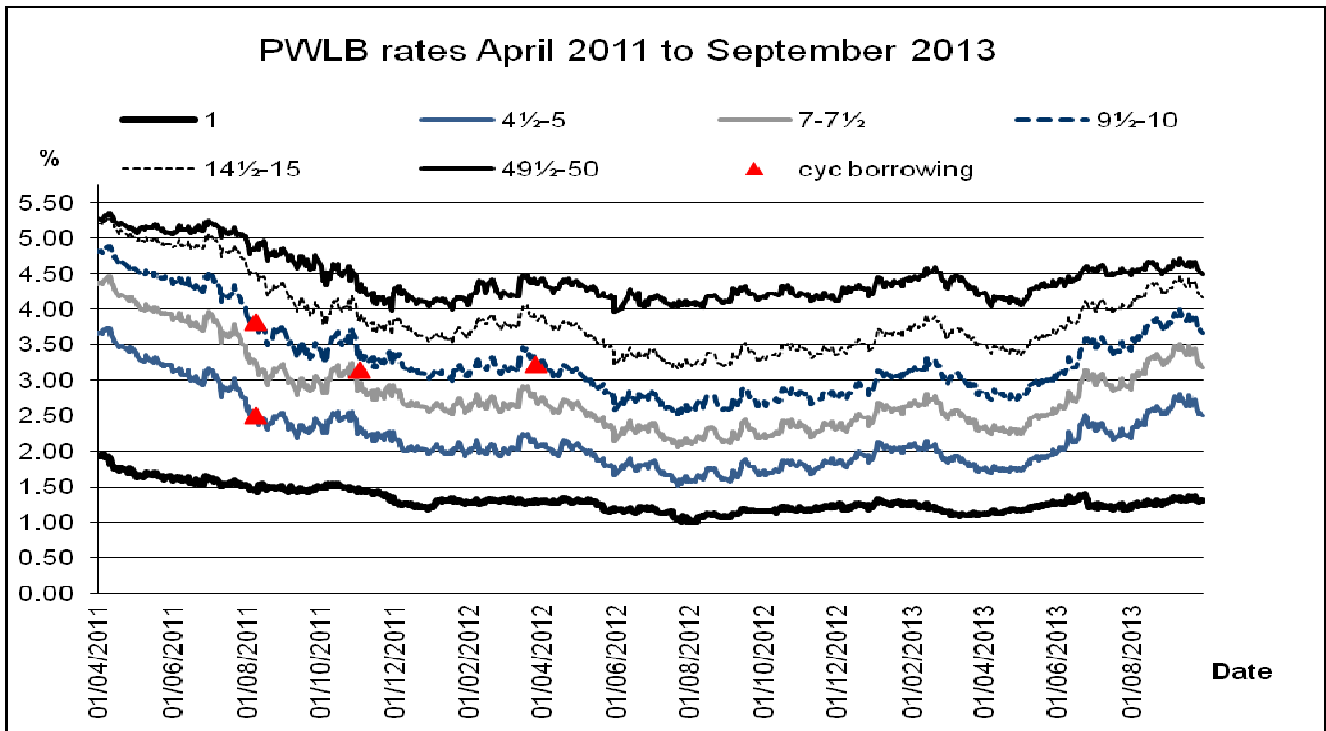


Figure 4 – PWLB rates vs CYC Borrowing Levels

Compliance with Prudential Indicators

30. The Prudential Indicators for 2013/14, included in the Treasury Management Strategy Statement are based on the requirements of the Council’s capital programme and approved at Council on 23 February 2013.

31. It is a statutory duty for the Council to determine and keep under review the “Affordable Borrowing Limits” included in the Prudential Indicators. The monitoring of the Prudential Indicators

is attached at Annex A. During the financial year 2013/14 to date the Council has operated within the treasury limits and Prudential Indicators set out.

Consultation and Options

32. The report shows the six month position of the treasury management portfolio in 2012/13. The treasury management budget was set in light of the council's expenditure plans and the wider economic market conditions, based on advice from Capita - the Council's Treasury Management advisors. It is a statutory requirement to provide the information detailed in the report.

Analysis

33. The report is a statutory requirement and as such there are no specific options to analyse.

Council Plan

34. The Council Plan has five priorities which all require a budget to achieve. The treasury management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and endeavours to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

Financial

35. The financial implications are in the body of the report.

Human Resources Implications

36. There are no HR implications as a result of this report.

Equalities

37. There are no equalities implications as a result of this report.

Legal Implications

38. Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the

CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the *Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008* (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.

Crime and Disorder Implications

39. There are no crime and disorder implications as a result of this report.

Information Technology Implications

40. There are no IT implications as a result of this report.

Property Implications

41. There are no property implications as a result of this report.

Risk Management

42. The Treasury Management function is a high-risk area because of the level of large money transactions that take place. As a result of this there are procedures set out for day to day treasury management operations that aim to reduce the risk associated with high volume high value transactions. These are detailed in the Treasury Management Strategy Statement at the start of each financial year.

Recommendations

43. Members are required, in accordance with the Local Government Act 2003 (revised), to:

- Note the Treasury Management activities in 2012/13
- Note the Prudential Indicators set out at Annex A and note the compliance with all indicators.

Reason – To ensure the continued performance of the Council's Treasury Management function.

Contact Details

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Ross Brown Principal Accountant 01904 551207	Cllr Dafydd Williams, Cabinet Member for Finance, Performance and Customer Services		
Debbie Mitchell Finance Manager 01904 554161	Ian Floyd Director of Customer & Business Support Services Telephone: 01904 551100		
	Report Approved	√	Date 24 October 2013
Specialist Implications Officer(s) None			
Wards Affected: All			√
For further information please contact the authors of the report			

Background Papers: None**Annexes**

Annex A – Prudential Indicators 2013/14

Prudential Indicators 2013/14 Mid Year Review

	Prudential Indicator		2013/14 actual	2014/15 projection	2015/16 projection	2016/17 projection	2017/18 projection
1	Capital Expenditure To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF HRA <u>Total</u>	£55.6m £17.0m £72.6m	£36.8m £8.5m £45.3m	£28.6m £8.7m £37.3m	£19.1m £8.7m £27.8m	£15.4m £7.2m £22.6m
2	Ratio of financing costs to net revenue stream An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net revenue stream is the income from rents.	GF HRA <u>Total</u>	10.66% 14.26% 11.39%	11.08% 13.66% 11.72%	10.13% 12.74% 10.79%	11.19% 12.47% 11.55%	11.27% 12.21% 11.48%
3a	Incremental impact of capital investment decisions – Council Tax Shows the actual impact of capital investment decisions on council tax. The impact on council tax is a fundamental indicator of affordability for the Council to consider when setting forward plans. The figure relates to how much of the increase in council tax is used in financing the capital programme and any related revenue implications that flow from it.	Increase in band D Council Tax per annum	£27.34	£14.05	£4.26	£0.00	£0.00
3b	Incremental impact of capital investment decisions – Housing Rents Shows the actual impact of capital investment decisions on HRA rent. For CYC, the HRA planned capital spend is based on the government's approved borrowing limit so there is no impact on HRA rents.		£0.00	£0.00	£0.00	£0.00	£0.00
4	CFR as at Mid Year Review Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF HRA <u>Total</u>	£183.5m £140.3m £323.8m	£187.7m £140.3m £328.0m	£187.5m £140.3m £327.8m	£186.0m £140.3m £326.3m	£181.2m £140.3m £321.5m
5	External Debt To ensure that borrowing levels are prudent over the medium						

Annex A

	Prudential Indicator		2013/14 actual	2014/15 projection	2015/16 projection	2016/17 projection	2017/18 projection
	term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt	£263.7m	£283.5m	£303.4m	£328.2m	£328.1m
		Invest	£60.0m	£30.0m	£25.0m	£25.0m	£25.0m
		Net Debt	£203.7m	£253.5m	£278.4m	£303.2m	£303.1m
6a	Authorised Limit for External Debt The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities for 3 financial years.	Borrowing Other long term liabilities Total	£342.3m £20.0m £362.3m	£342.9m £20.0m £362.9m	£342.9m £20.0m £362.9m	£342.2m £20.0m £362.2m	£341.0m £20.0m £361.0m
6b	Operational Boundary for external debt The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.	Borrowing Other long term liabilities Total	£332.9m £20m £352.9m	£332.9m £20m £352.9m	£332.9m £20m £352.9m	£332.9m £20m £352.9m	£331.0m £20m £351.0m
7	Adoption of the CIPFA Code of Practice for Treasury Management in Public Services		✓				
8a	Upper limit for fixed interest rate exposure The Council sets limits to its exposures to the effects of changes in interest rates for 3 years. The Council should not be overly exposed to		130%	112%	109%	108%	108%

This page is intentionally left blank



Cabinet**5 November 2013**

Report of the Cabinet Member for Finance, Performance and Customer Services

2013-14 Performance and Finance Mid Term (Qtr 2) Report

Summary

1. This report provides a mid year review and update on progress following the year end analysis reported in July 2013. It provides an overview of where the council is doing well and where there may be areas for potential improvement or challenges to be met.
2. The report is structured around the five priorities outlined in the Council's Corporate Plan and by definition also then reports on achievements to date, following the submission of a report on progress against the Corporate Plan priorities submitted to Cabinet in June 2013.
3. The report also provides an overview of the council's financial position and what action the council is taking to affect the necessary savings forecast for 2013-14.
4. Following the extensive £21m savings programme in the 2012-13 budget, the 2013-14 budget requires a further £8.8m of savings in order to reach a balanced position. The forecasts outlined in this report reflect a prudent view of how that challenge is currently being met.
5. The council's net General Fund budget for 2013-14 is £127.8m. An overview of the finance forecast, on a directorate by directorate basis, is outlined in Table 1 below.
6. The mid year forecast indicates that the council faces financial pressures of £3,364k, a slight improvement of £358k compared to the £3,722k reported at Monitor 1.

7. Mitigation strategies have been identified by each Directorate but these proposals are not without risk as the financial position of the health sector or severe weather over the winter months could increase pressure on a number of budgets. However, Council Management Team will continue to monitor the financial position alongside the delivery of mitigating savings with a view to containing the pressures within the overall approved budget for the council.
8. Evidence from other authorities shows that many councils are experiencing either the same or greater level of financial pressures at this point.

Table 1.

Directorate	2013/14 Net Budget	2012/13 Outturn	Monitor 1	Latest forecast	Movement
	£'000	£'000	£'000	£'000	£'000
Children's Services, Education & Skills	19,277	+295	+1,138	+958	-180
City & Environmental Services	11,581	+998	+523	+887	+364
Communities & Neighbourhoods	11,037	-137	+459	+530	+71
Customer & Business Support Services	15,626	-285	-	-	-
Health & Wellbeing	51,986	+2,083	+1,602	+1,719	+117
Office of the Chief Executive	3,007	-3	-	-	-
DIRECTORATE BUDGETS	112,514	+2,951	+3,722	+4,094	+372
Central Budgets	15,264	-3,035	-	-730	-730
GROSS BUDGET	127,778	-84	+3,722	+3,364	-358

Performance Achievements and Challenges

Priority 1: Create Jobs and Grow the Economy

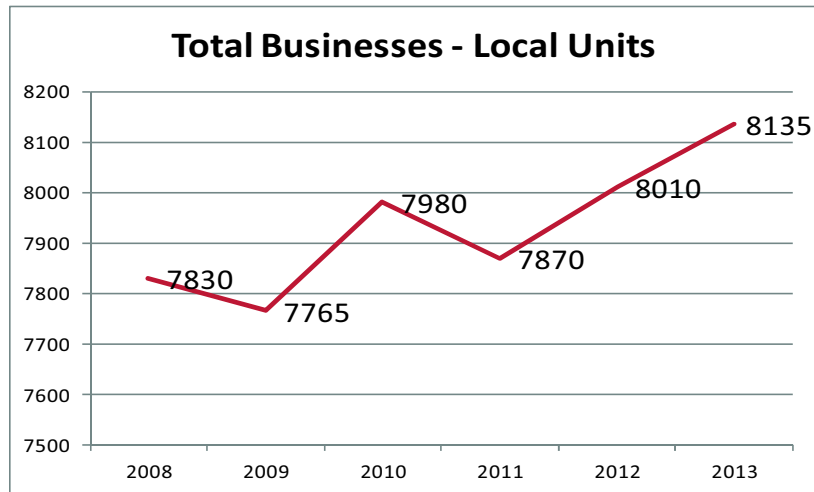
The City of York Council continues to be committed to supporting strong economic growth in a climate where there are early signs that recovery is underway. Economic growth underpins our other priorities, providing new job opportunities for families living in York. This employment supports the city's prosperity and delivers many proven benefits to the individual and to communities.

Economic growth in York is strong and the council is performing well against a backdrop of challenging economic circumstances. This report

demonstrates this good performance. Some challenges remain in certain areas but the council is on track to deliver against this priority.

Economy

9. New businesses are up from 8010 in 2012 to 8135 (1.9% increase) and city centre footfall has improved between June and September with a 1.9% percentage point improvement in the average year to date figure. Welcome news, given the decline noted in the previous report.



10. The council has also recently agreed to invest in footfall cameras at key points across the city centre to gain a greater insight into resident and visitor use and movement around the city, to inform future investment decisions. Despite the challenge of retaining healthy footfall numbers to support local businesses, York still has the 2nd lowest shop vacancy rate in the country after Cambridge.
11. In order to consolidate this strong position, the council is identifying the sector-specific support needed to enable businesses in the city's key sectors to grow. Continued EIF investment in the city will also help to secure York's strategic position within the region and globally, most notably through Re-invigorate York's public realm improvements in Kings Square and an investment of £1.5million in the city centre market refurbishment scheme. The council is also launching the Yorkafter5 initiative, aimed at improving the offer available to visitors and residents in the evening in the City.
12. There has been significant movement in the financial year in terms of the growth in planning activity, with planning applications received or determined including major new housing sites at the Tannery, Strensall, Breck's Lane, Strensall, the former Sessions site,

Huntington. Planning application fee income is more than 12% higher, whilst pre-application advice fee income has more than doubled compared to the same period last year, reflecting the recent upsurge in developer confidence and the strength of York's position as an attractive place to invest. The growth agenda as encapsulated in the emerging Local Plan has led to owners and developers of 'Preferred Sites' coming forward to discuss the potential for early delivery.

13. Many of York's longstanding Brownfield sites have been the subject of planning approvals or renewed interest. The former Terry's factory site has outline approval, with phase 1 of the 270 new-home element now submitted in detail. Phase 2 of the Hungate redevelopment has been submitted for approval with early commencement on site anticipated shortly afterwards.
14. On Piccadilly, following 3 recent approvals the former White Swan Hotel building, vacant for about 30 years, will soon be reoccupied as a shop on the ground floor and affordable housing above, whilst the building just south of the bridge will be converted to 10 apartments, and the 'Banana Warehouse' premises will be redeveloped to create 37 flats and two shops.
15. Formal pre application discussions are ongoing regarding the former British Sugar site, with an application for approximately 1,000 new homes anticipated in Spring next year.
16. Planning permissions have been granted to facilitate the provision of two Primark stores, one in the city centre and one at Monks Cross.
17. Investigation of funding streams to unlock the development and workshops with stakeholders is underway regarding York Central to bring about phased regeneration.

Employment

18. Actions in York are demonstrating positive results on employment. Despite the slow economic recovery, York remains resilient, with a comparatively small loss of private sector employment (-3.7% between 2008 and 2012), whereas e.g. Leeds saw a loss of -9.2%. This strong employment market in York likely to continue with new businesses such as John Lewis and Hiscox recruiting this year. Two job fairs organised by the council have already seen over 1800 prospective candidates attend and £200k of EIF funding is being used to better connect residents to job opportunities, all helping to further drive down unemployment.

19. Consequently, the proportion of Workless Households in York is at its lowest point since 2005, at 13.2%. This compares well to the much higher regional figure of 19.2% and the national figure of 18.1%. The proportion of Children in Workless households has also decreased over the same time period, another welcome downward trend as the council strengthens its approach to tackling poverty.
20. The proportion of people claiming Job Seekers Allowance dropped to 1.7% in September 2013, the lowest JSA rate since October 2008. This represents a decrease of 740 claimants since September 2012. Out of 64 UK cities, York remains the third least affected with respect to Job Seekers allowance claimants since February 2008.
21. However, recent data suggests that public sector cuts are beginning to bite in York. The city is highlighted in new ONS data as the most affected local authority in the region for the percentage loss in public sector employment. This was anticipated, given York's high public sector workforce and will continue to be a challenge for the city. The council's focus on bringing more jobs to the city is therefore crucial to offset this ongoing reduction.
22. Youth unemployment and longer term claimants remain an issue, although this is a national trend and not unique to York. Locally, the longer term outlook is moving in the right direction with youth unemployment decreasing by 230 in the year to September 2013 and longer term claimants reducing by 205 from 1 year ago.
23. York's schools have a significant role to play in preparing our young people for work and providing an environment where they can excel and achieve their full potential. Educational attainment results show significant and tangible improvement over the previous year putting York in a strong position regionally and nationally. Overall York's children are achieving good and improving results but there remains work to do in some of York's schools.

Educational Attainment

24. York has achieved its best GCSE results with 67% of pupils achieving 5+A*-C including English and mathematics. This places York as one of the top (16th out of 152) Local Authorities in England and demonstrates high quality teaching in York schools. In primary schools, the assessment process changed in 2013 and, based on a new set of performance indicators, York results for the most part are

inline or above national figures. Progress results in Maths are an area of focus in the coming year.

25. Currently, 80% of York secondary schools are rated good or outstanding by Ofsted, well above the national picture. At primary level, 73% of schools are now rated good or outstanding compared to a national figure of 78%. Improvement plans are in place at a number of schools with the aim of supporting them to achieve a 'good' rating at their next inspection.

Priority 2: Get York Moving

Delivering the right transport infrastructure is crucial to reducing congestion, boosting growth and improving the city's liveability. This means an increased focus on reducing car dependency and becoming a multi-modal City. Improved bus services and opportunities to support increased walking and cycling are all key to the successful delivery of this priority. The following paragraphs highlight successful projects demonstrating the council is on track to deliver against this priority.

26. The council welcomed the recent news that York is one of only four areas across the country to receive a share of the £16.5m Better Bus Area funding from the DfT. This will help drive up bus performance and passenger numbers and the council aims to increase passenger numbers in York by 18% by 2015. It is working closely with local bus operators to improve service reliability and offer more incentives to travel by bus. These include First's recent bus fare reduction and the introduction of bus smartcards followed by the council's programme of improvements to bus stops and signage that starts next month.
27. In the last three months, the Green Bus Fund has also been awarded £750k to invest in seven electric buses and a further £1.93m of funding has been secured to invest in bus priority measures between the York Designer Outlet and the Germany Beck junction.
28. Residential Personal Travel Planning is a significant component of i-Travel York. throughout 2013 and 2014, the program will be targeting 12,500 households in the Northern Quadrant of York, engaging with residents in a conversation about their travel issues and offering information, ideas and incentives for them to try out new sustainable travel options, as well as running a number of community events in the area.

29. Over the summer over 6,000 households were approached in the Clifton and Rawcliffe areas, with 2,228 households actively participating in the programme. An after care survey found that:
- 37% of respondents said they were walking more often
 - 38% said they were cycling more often
 - 23% said they were using the bus more often
 - 32% of respondents said they were using their car less, estimating an average 18 miles per week less driving.
30. Cycling activity continues to increase at peak times and the first York Sky Ride also encouraged over 5,500 people to get on their bikes as part of another successful Festival of Cycling.
31. York has also secured Department for Transport funding of over £250,000 from the government towards new electric vehicle charging points throughout the city.

Priority 3: Build Strong Communities:

The council is committed to working with communities to ensure they really have a say in local issues and feel they belong. This means they share their views, take part and live an active lifestyle, whilst benefiting from a safe place to live in homes that meet their needs. Some aspects remain a challenge for the City, however, the input of the Peer Challenge has strengthened this area and resulted in a greater focus and more robust work plan.

Housing

32. The 2013 Big York Survey identified affordable housing as the third most important issue requiring improvement and whilst projects are underway, concern still remains. There is some movement in this area, with a £2m scheme to build 18 affordable homes in Elvington currently being developed by York Housing Association. This will be for people with a local connection and in housing need and is due for completion August 2014.
33. Plans to build between 50 and 70 new homes as part of a first phase of new council housing are progressing with a planning application for the former Beckfield Lane refuse site being approved recently. The development will provide 27 new homes, with 9 apartments and 18 houses. Fifty per cent of the houses will be for market sale to

create a mixed tenure community. The nine apartments are intended to form a bespoke 'down-sizing' scheme, aimed at council and housing association tenants who are under-occupying larger family houses.

34. The council plans to boost and improve York's private rented sector through a new private sector housing strategy which was launched as part of the housing summit in October.
35. The policy on Direct Exchanges and transfer concerning rent arrears has been relaxed - tenants with low level arrears can now exchange if they are affected by the spare room subsidy providing they demonstrate a commitment to reducing their debt. This has resulted in Completed Direct exchanges increasing by 70% on the same point last year, making best use of housing assets.

Homelessness

36. To mitigate the effects of welfare reform on rent arrears and increases in other debt a corporate Welfare Reform Task group has been established which includes voluntary sector partners. Residents directly affected by changes have been identified and a range of initiatives to raise awareness and provide support is underway including: the creation of two 'Money & Employment Adviser' posts to provide advice on debt, benefits, and training and employment opportunities to individuals and families.
37. Housing Options service is using £27k DWP grant to target advice and support to tenants affected by Local Housing Allowance changes in collaboration with the Salvation Army. A 'Gateway service' a drop in and telephone advice service provided by CAB and partners is up and running.
38. Despite pressures created by welfare reform the level of rent arrears has remained stable from the same point last year. We estimate that approximately £50k of the current tenant rent arrears is due to the effects of the spare room subsidy. Over 600 council tenants are still affected by this policy change, but the work of the Money and Employment Advisers to offer advice to these tenants, and the changes to facilitate direct exchanges continue to help reduce this figure.
39. The number of homeless households in temporary accommodation has reduced from 99 at year end (and at the same point last year) to 92 at Qtr1, which is a significant achievement, especially in relation

to a 9% increase in this measure nationally. Welfare reform continues to contribute to a challenging context nationally with the number of homelessness decisions and acceptances increasing by 5% compared to the same point last year. In York, we are seeing an increase in numbers approaching us for assistance and advice, but the number formally presenting for decisions has decreased significantly (by 32%). This is due to the very proactive prevention work which is taking place, including the implementation of a dedicated Housing Options worker in the customer centre, who is able to deal with a significant proportion of customers without the need for a formal presentation. Customers are also helped into accommodation in the private rented sector through YorHome, and through North Yorkshire HomeChoice for social housing.

Safer, Inclusive Communities

40. York is still one of the safest cities in which to live, with overall crime figures predicted to reduce again, by 5% on last year. This aspect of York is well recognised by those who reside here, with the 2013 Big York Survey showing the percentage of residents who feel York is a safe place to live as increasing and the percentage of residents who think their local area is safe being stable.
41. There are however, some types of crime that the council is actively working to tackle. Based on the first 6 months of this year criminal and environmental Anti Social Behaviour incidents are slightly up on last year. To improve the way Anti Social Behaviour is dealt with the council is working in partnership with the police to explore the possibility of establishing a multi agency Anti Social Behaviour Hub at West Offices.
42. So far this year the number of domestic violence cases is 5% up on last year and the percentage of repeat victims is also higher. However improved recording has contributed to this increase. The council is adopting a stronger early intervention and prevention approach across services to ensure intelligence is more widely shared and early action taken.
43. However, the numbers for all violent crime continue to reduce as do those for Hate Crime incidents, reducing for the fifth consecutive year: from 169 in 2009/10 to 95 in 2012/13 with the forecast at 84 for 2013/14.

Health and Wellbeing

44. Schools have recently been assessed under the Healthy Schools programme, and the results have shown that every school in York is complying with the programme covering, healthy eating, physical activity and emotional health and wellbeing. Conversely, results from the national child measurement programme for childhood obesity shows the percentage of reception children recorded as being obese has increased marginally to 8.53% from 7.5%. The percentage of children in year 6 recorded as being obese has also increased to 16.13% from 14.7%. New initiatives are currently being considered to assess what further options families have to help reduce the number of overweight children in York.
45. However, it would seem maintaining a healthy weight is seen by the majority as key to staying healthy. The Big York Survey revealed maintaining a healthy weight for your age and height was considered the most important contributor to staying healthy (58%).
46. Teenage Pregnancy conception data received in February 2013, referring to 2011 data, indicates a continuing decline in teenage conceptions in the city, the 2011 rate being 25.3 per thousand females aged 15-17. This is currently below both the England and Regional rates. This continues to be a focus for the Council.

Priority 4: Protect Vulnerable People:

The council has a duty to provide services or arrange for the provision of services to those in our communities who need support to be able to live as comfortably as possible, whether it be children staying with their families, or older people helped to live at home. Demographic changes means that people are living longer and therefore there is growing demand for social care support services provided by the council. Because of this, there continues to be some very real challenges in this theme and some elements are at risk.

Looked After Children

47. The Council's Keeping Families Together initiative is continuing to deliver an overall reduction in the number of children in public care. This initiative seeks to safely support more children at home in the care of their parents or extended family members. It also helps those children who are already looked after to move more quickly on to alternative permanent care. To support these arrangements, the Council has developed a 'new deal' for local foster carers to ensure

that there is a sufficient supply of high quality local placements available for those children who do need to become looked after.

48. The above arrangements have delivered a sustained month on month reduction in the overall number of children who are looked after. Looked After Children numbers have reduced from 243 at the 1st April to 223 at the 20th October. The availability of high quality local placements allows young people to be placed close to home and their local schools. These local placements avoids the need for high cost independent placements often far from York.
49. Although the numbers of looked after children has decreased significantly, from a high point of 256 in 2012, we have yet to see a corresponding reduction in costs. This is partly explained by legacy costs including Special Guardianship, Adoption and Residence Order allowances. In addition some of the looked after children with the most complex needs continue to need highly specialised care which accounts for a significant portion of ongoing care costs.
50. Despite a significant reduction in expenditure in 2013/14, compared to 2012/13, this budget remains under considerable pressure. The Council is reviewing the most expensive out of City placements to ensure the best value for money is achieved without compromise to quality of care. Further reductions in cost are anticipated as the overall looked after population continues to reduce.

Adult Social Care

51. Data from 2010 shows that since 2001 there has been a 24% rise in the number of people aged 80 and over (from 8,100 to 10,047 people so older people already form a significant part of our community in York. By 2020, the over-65 population is expected to increase by 40% and the number of people aged over 85 years is expected to increase by 60%. A growing number of older people will also be living alone. With increasing demands on health and social care services in York and diminishing budgets the current system of support will soon become unaffordable. This sets the challenging context for performance on this priority.
52. However, within this context there has been some positive performance. There has been an increase in the number of people being supported to leave hospital safely and an additional care manager post has been linked to the Neighbourhood Care Multi Disciplinary Team in Haxby and Wigginton to explore more community focussed discharge planning approaches.

53. The reablement service continues to perform well, however, the capacity to review and move people from the service represents a continuing challenge. A number of ways to address the capacity issues to improve are being explored which will also help with hospital discharges.
54. Delays in hospital discharges are continuing (17.1 people in August – at the year end it was 18.5 compared to the national figure of 9.5), however, there are reductions in the delays in acute hospital discharges from 12 people in Qtr1 to 11 in Qtr2 however it is still above the target of 8.25.

Nursing home placements

55. Over the last five months the Council has seen 3 nursing homes receive CQC inspection reports identifying concerns about quality of provision. This has resulted in 2 homes being restricted on new admissions funded by the authority, in line with our quality assurance framework, whilst the Council supports the homes to deliver the improvements needed. Both of these homes had been offering placements at CYC's agreed fee level. This has impacted on the available market for nursing care provision new placements incurring higher costs, requiring more top ups from the Council, resulting in a forecast overspend of £206k. The increased scrutiny from CQC has to be welcomed, and it is clear this is happening across the country as the Commission responds to high profile failures of care elsewhere
56. Permanent admissions to residential & nursing care homes per 100,000 population are performing well against target, with 57.33 in Qtr 2 compared to a target of 61. This has resulted in a welcome underspend against budget against External Residential Care (£351k) and the numbers compare very well against the national figure. In the younger adults group (18-64yrs) York was in the top 15% nationally as at the end of 2012/13.
57. The Modernisation of Elderly Peoples Homes programme has now entered into the Competitive Dialogue phase with three bidders. This process is likely to run until February when final tenders will be assessed. The organisation, Dementia Care Matters have been brought in to ensure CYC secures the best level of care for its new homes and that current care teams are fully prepared and trained to operate in the new care settings. The Joseph Rowntree Foundation

are also providing valuable expertise to the council throughout the process.

Priority 5: Protect the Environment:

Protecting both the natural and built environment in York is crucial to sustain and enhance what the City has to offer to residents, investors and visitors alike. This priority is broadly on track, with specific challenges in the area of waste.

58. The council remains committed to the Allerton Park Waste Strategy and a final decision is pending following the recent judicial review and a subsequent appeal. The implementation of the Waste Strategy is crucial in responding to the significant waste challenge which shows a decline in recycling coupled with increased tonnages being sent for landfill. With increasing landfill tax costs, this is an unwelcome trend and places cost pressures on the service (£208k).
59. As a direct response to this, waste rounds were rationalised and have already delivered significant cost savings this year. An additional 824 households will also now benefit from recycling and garden waste collections which will go some way towards improved recycling rates. However, pressures still remain and projects have taken longer than planned, resulting in budget pressures of £415k. In addition, an unforeseen cost of processing wood due to new statutory requirements has added a cost of £75k to existing pressures. There also remains a shortfall in Commercial Waste income of £104k due to a reducing customer base.
60. A multi-million pound scheme to help protect around 300 residents' homes and businesses from the risk of flooding is now underway in the Water End area of York. The £3.2m scheme is a partnership between the council and the Environment Agency. The council has contributed £1m towards the work which will greatly reduce the risk of a recurrence of the 2012 flooding and leakages in the Water End area of the city.

Organisational Theme: Core Capabilities and Resources:

61. Overall results from the recent staff survey were positive with four out of seven categories of assessment showing positive improvement (control of work, management and peer support and working together).

62. The asset review of all council property and land is ongoing and on 01/10/13 Cabinet approved the sale of St Anthony's House and 13/15 Redeness Street to support corporate priorities with respect to jobs and economic growth and to provide capital receipts to fund the council's capital programme.
63. Workforce development within the council is a key theme. Development events for senior managers on innovation and leadership start in November and a suite of learning and development sessions for staff on using more collaborative and creative techniques are starting in parallel. The focus for these is on supporting cultural change and transformation with new processes and methods whilst fostering greater collaborative community engagement when we design and deliver services. Targeted support and training for specific projects and service teams is also being used to bring new thinking to key service areas or change projects. This work is central to the transformation and innovation agendas.

Transformation & Innovation

64. The council continues to see innovation as a critical element in transforming our services and approach to be sustainable in the future. This view was echoed in the feedback from the Peer Review team in June, alongside a series of recommendations for developing the work in this area.
65. Following this, a review of the innovation work programme to date has led to a revised innovation programme plan being put in place over the summer to strengthen the council's focus on initiatives that support key priorities, in line with the recommendations in the Peer Review. This augments and supports the wide range of innovative activity already underway across the council, ranging from the creation of the York Hologram tour App to the new service delivery models for Libraries & Archives and Warden Call & Telecare services.
66. Alongside this is the creation of a new Transformation Programme, responding to the Peer Review recommendation for a centrally coordinated transformation resource. The Transformation Programme will reshape council services in a way that meets the current and future needs of residents whilst ensuring the council achieves its significant budget savings. It is proposed that the new programme will commence with three initial projects that collectively will reduce forecast budget pressures:

- Health & Adult Social Care
- Hazel Court Based Services
- Business Efficiency.

67. Pilots from challenges using the council's GeniUS! York open innovation and engagement approach have also moved ahead. One project, jointly funded by the Joseph Rowntree Foundation, saw a group of school students working alongside dementia sufferers and a local film company to create a high impact short film and discussion plan for use with students in York schools. The film was produced by young people, for young people and when launched in late November, will reach over 2,000 students and staff during the academic year, with potential to be expanded across the region or nationally.

68. The development of cutting edge fall detection technology is being taken forward by the council's telecare team in collaboration with a local technology developer, following collaboration on a previous challenge from the GeniUS! project. This new technology project, funded through the council's Delivery & Innovation Fund, has the potential to radically improve the telecare offer in York.

69. This represents good progress on new approaches but there is still further to go. The council is continuing to develop its approach to working with residents on the design and delivery of services and increasing the level of support for volunteering and community engagement.

Council Resources

70. The council is committed to achieving a balanced budget whilst delivering some challenging cost savings. The following paragraphs provide additional information where the council is facing cost pressures or has forecasted underspends at this mid-way point in the year that can help to mitigate forecasted overspend.

71. **City and Environmental Services** - Within City and Environmental Services savings from previous years (£168k), including those related to agency staff and terms and conditions, continue to cause a budget problem, however the position has improved and work is ongoing to mitigate this further.

72. There has been a number of mitigating savings identified within Transport Services (£276k underspend) due to savings in

Concessionary Fares and additional highways income and £50k additional income from enforcement of charges on Lendal Bridge and Coppergate.

73. There is also forecast net shortfall of £250k (3.5%) from Parking income following data from the first six months. This is an improvement of £33k from the previously reported position.
74. Within Development Services, Planning and Regeneration increased income levels in Development Management and staffing savings across the service plan is leading to a forecast underspend of £121k.
75. In addition further mitigation of £250k is included to offset overspends within other service areas, through a review of other funding streams and anticipated early saving from the CES restructure.
76. **Communities & Neighbourhoods** – the directorate is forecasting pressures of £530k. Included in this sum is estimated redundancy costs of £419k incurred as a result of delivering savings primarily within Smarter York and Libraries service.
77. There remains a small level of prior year savings that require mitigating totalling £135k. Work is ongoing to reduce this level further.
78. The main areas of overspend are within Smarter York (£229k) due to redundancies (£94k) and delays in the delivery of savings (£70k). There is also a forecast overspend of £140k in Parking services of which £76k relates to a lower than required level of Penalty Charge Notices and £54k redundancies.
79. Underspends totalling £191k across Housing and Community Safety offset the pressures above which relate to higher than forecast income levels at the Crematorium, Registrars service and underspends across housing services.
80. **Customer & Business Support Services** – the Directorate is currently projecting that it will outturn on budget. The directorate will continue to try and identify other underspends which could assist in mitigating the council wide position.

81. **Public Health** – the grant for 2013-14 is £6.641m and there is currently a forecast surplus of £491k. It is proposed that £250k of this will be used as mitigation against overspends in adult social care where there are elements that can be funded by the public health grant, particularly around prevention work. The remaining surplus is a contingency for continuing uncertainties around the transferred contracts from the PCT. In addition to this there is a general fund budget for public health of £754k which is primarily for sport and active leisure and some DAAT functions. No significant variations to this budget are currently expected.
82. Adult Social Care - Pressures in relation to adult social care persist, despite significant investment of £2.5m in the 2013-14 budget. At present, forecasted pressures include demographic pressures (£418k), a continued increase above forecast level in the number of customers taking up Direct Payments (£348k) and use of external placements for emergency and short term breaks (£209k).
83. Home care budgets had been stable for the first four months of the year, but over the summer increased at approximately £1k a week up from £81k to £86k. This has now begun to stabilise again (£84k), but a review of new care packages coming on to the service, shows a mix of needs. Hospital discharges and new packages after a Reablement service account for approximately 1/3 of the additional service needs. The other increases have been required to supplement existing packages of care because of issues such as continence, falls, family carers becoming unavailable due to own health needs or growing dementia.
84. A number of unachieved budget savings also contribute to the forecasted pressure including reablement (£300k), EPH reconfiguration (£175k) and the Night Care team (£135k).
85. **The Office of the Chief Executive** directorate is currently forecasting that it will contain expenditure within budget. As with CBSS, the directorate will continue to try and identify other under spends which could assist in mitigating the council wide position.
86. Corporate Budgets (held by Director of CBSS) These budgets include Treasury Management activity and other corporately held funds and an underspend of £730k is forecast.
87. At present, it is anticipated that there will be a £300k underspend due to reduced interest paid on borrowing and increased interest

earned due to higher than anticipated cash balances. Additional New Homes Bonus of £196k and the use of £250k general contingency and £84k from the 2012/13 underspend are also assumed in the forecast to offset the overall council position.

Dedicated Schools Grant

88. In the DSG area there are no variations to report against the budget of £115,300k.

Housing Revenue Account (HRA)

89. There is an estimated underspend in the HRA of £295k, which is due to number of variations across the service.

Financial Controls

90. Whilst continued determination to control costs from teams across the council should see an improved position as the financial year progresses, further mitigation will need to be identified to contain the expenditure within the approved budget by the end of the financial year. As strategies are identified the reported forecast will be amended in line with the council's stringent financial monitoring, a course of action that has been successful in previous years.

91. Strict expenditure controls are now being put in place across the council, with only very exceptional expenditure being allowed. This includes any spend on filling vacant posts, use of relief staff, training, travel, repairs and maintenance or general supplies and services, unless required for health and safety reasons or to protect vulnerable adults and children. Expenditure will be monitored closely to ensure compliance across all departments.

92. The council's management team will continue to monitor the financial position of the council on a monthly basis and will bring back a final in year detailed report at monitor 3 in February 2014.

93. Should the financial pressures not reduce sufficiently, or proposed mitigation strategies not deliver the improvement required, escalation of the issues will be raised by Director of Customer & Business Support Services to Members outside of the standard reporting schedule.

Reserves

94. The February 2013 Budget Report to council stated that the minimum level for the General Fund reserve should be £6.4m (or 5% of the net budget). As part of that report, it was also agreed that an additional £200k was added to the reserve to provide an appropriate and prudent level of headroom.
95. Members have to be mindful that any overspend would have to be funded from this reserve reinforcing the need to contain expenditure within budget. Should this happen the Director of Customer & Business Support Services would have no option but to recommend to council that the reserve is reinstated to at least its minimum required level which would have implications on future budget setting cycles.

Analysis

96. The analysis of the financial position of the council is included in the body of the report.

Consultation

97. There has been extensive consultation with Trade Union groups on the ongoing implications of the council's financial situation.

Corporate Priorities

98. The information and issues included in this report demonstrate progress on achieving the priorities set out in the Council Plan (2011-15).

Implications

99. The implications are:
- **Financial** - the financial implications are dealt with in the body of the report.
 - **Human Resources** - the impact of delivering savings is having considerable implications in terms of managing the HR issues. The council is seeking to manage the process of reducing staffing numbers as effectively as possible, through use of Voluntary Redundancy and working with the Trade Unions.
 - **Equalities** - there are no specific equality implications to this report, however equalities issues are accounted for at all stages of the financial planning and reporting process.

Risk Management

100. The risk management processes embedded across the council continue to contribute to managing the risk issues associated with major projects and key areas of service delivery.

Recommendation

101. Members are asked to approve the report.

Reason: To provide Cabinet with an overview of performance against the five key priorities of the Council and within this an update on the financial position.

Contact Details

Author:	Cabinet Member and Chief Officer			
	Responsible for the report:			
Debbie Mitchell, Corporate Finance Manager, Ext 4161	Cllr Dafydd Williams, Cabinet Member for Finance, Performance and Customer Services			
Jayne Venables, Head of Business Intelligence, Ext 969	Kersten England, Chief Executive			
David Walmsley, Programme Director, Business Consolidation Ext 5326	Ian Floyd, Director for Customer & Business Support Services			
	Report Approved	√	Date	<i>25 October 2013</i>
Wards Affected: All				√
For further information please contact the authors of the report				

Additional supporting background papers – Online only
 5 Priority Scorecards
 1 Organisation Theme Scorecard
 LG Inform Scorecard



Cabinet

5 November 2013

Report of the Cabinet Member for Finance, Performance and Customer Services

2014-16 Budget Strategy Update

Purpose of Report

1. This report builds on the July Financial Strategy Refresh and updates Members on the latest Government announcements in relation to grant funding.

Situational Overview

2. Public service spending reductions since 2010 have been a massive challenge for all organisations concerned. The Spending Review announced in June 2013 and political announcements since clearly show that funding reductions will be with us for some time to come as the Government pursues its deficit reduction and welfare reform programmes. More detail on the impact of the spending review will be outlined later in this report alongside an assessment of the implications.
3. Figure 1 below shows that covering the period 2007-08 to 2014-15, the Council will have made approximately £78m in budget reductions, with £52m or two thirds of those coming since 2011-12.

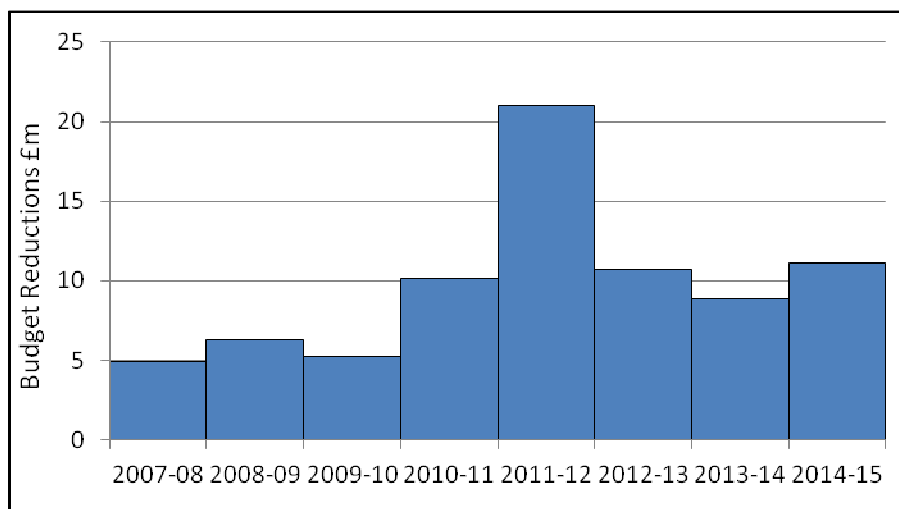


Figure 1: Budget reductions since 2007-08

4. York has responded well to the challenges to date with strong financial management practices, strong financial planning, successful delivery of

efficiencies and a firm economic base when compared with many other local authorities. The most recent annual audit letter from the Council’s external auditors confirms this strong financial position. However as each year passes, decision making on service provision will become more difficult, not least against the back drop of further funding reductions and increasing demand for core services.

5. The Barnet ‘Graph of Doom’ produced by the Local Government Association (LGA) in 2012 has generated much debate in the sector. It showed the reduction in funding up to 2019-20, the projected increase in statutory costs for adult and children’s social care and the resulting sharp decrease in money available to fund other services.
6. Figure 2 below shows the York version of the graph and whilst it should be noted that the data is based on projections, there are some broad conclusions that can be drawn. In line with previous growth in the area, the graph shows that adult care costs could increase by 33% by 2019-20 and could account for up to 50% of the Council’s net expenditure. At the same time, available income to fund all services could drop by up to 15%. Together with the care pressures, this could mean a 50% reduction in money available to fund all other services.

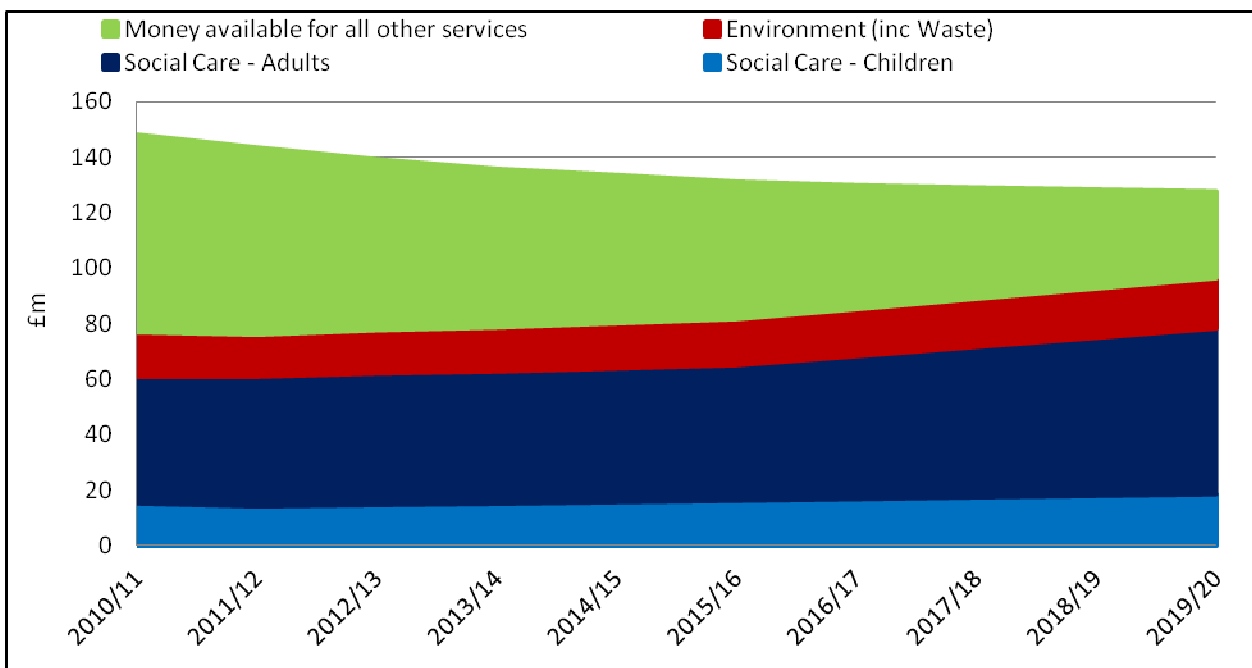


Figure 2: York ‘Graph of Doom’

7. A strong financial plan will always ensure capacity is created so that the organisation can fund its priorities. By assuming that funding reductions will remain in the next Parliament regardless of who is in power and that constraints will be placed upon Council Tax increases, linking national studies like the LGA’s as well as local intelligence, it is projected that the Council will continue to have to make c. £7-10m of budget reductions year on year until

2019-20. Figure 3 below shows the reduction trajectory from 2007-08 to 2019-20 (a period of three Council terms), totalling around £120m.

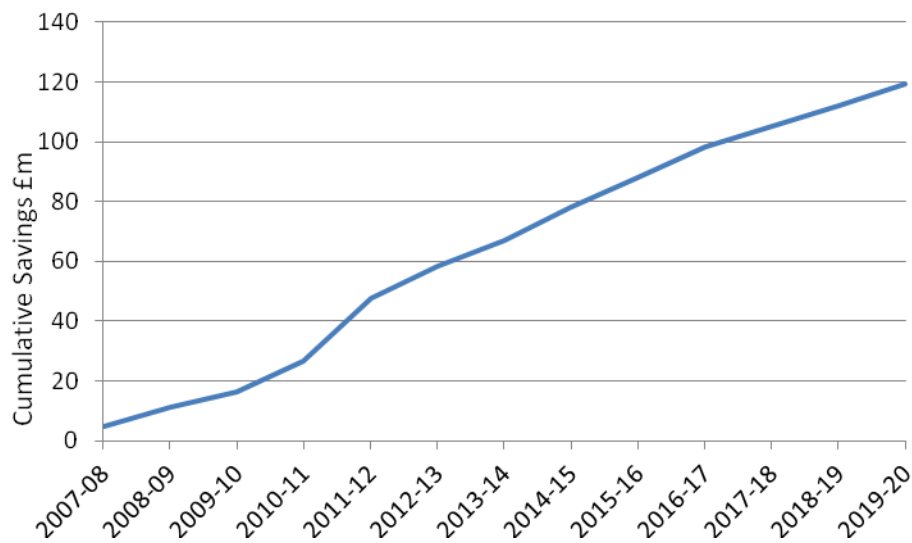


Figure 3: Budget reduction trajectory to 2019-20

8. Previous strategy reports have highlighted that York should strive to be a 'thriving' city, that is one where:
- there is investment in the economic infrastructure to create sustainable long term economic growth,
 - there is a high degree of self reliance upon its own income sources – ensuring the highest level of local choice and decision making,
 - there is an effective provision of public services ensuring a high quality of life and protecting vulnerable people, creating a city people choose to live and work in, and in turn providing the sources of funds to achieve this.
9. This still remains, however it should not be seen as a panacea for our longer term financial strategy. Taking the themes drawn out in the paragraphs above, figure 4 overleaf compares the yield of a thriving city (broad increases in income from Council Tax (+1%), Business Rates (+1%), income streams (+1%) and reducing welfare costs (-1%)), a declining city (static Council tax, reducing Business Rates (-1%) and income streams (-1%) and increasing welfare costs (+1%)) and the fixed borrowing costs of £20m capital investment against the current level of funding reductions over a ten year period. Whilst it goes without saying that being a thriving city is imperative given the difference in yield over the period compared to a declining one, it is clear that the gulf between that yield and the reductions required is too large for reliance to be placed upon it.

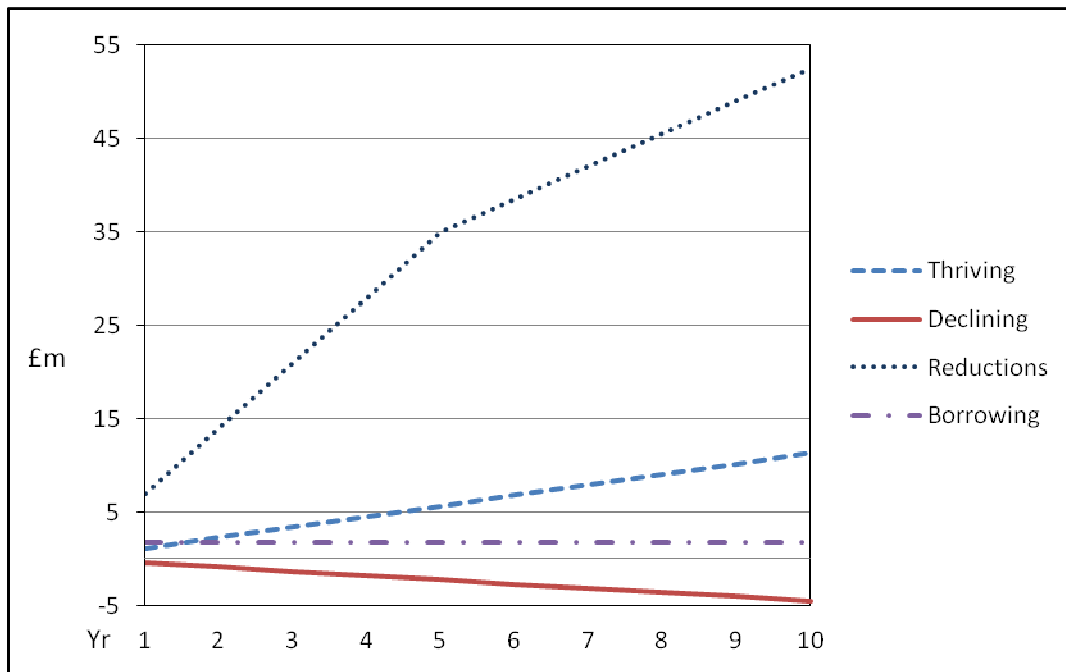


Figure 4: The Thriving/Declining City Quantum

10. The two year budget setting process is seen to be working well and Members have already agreed proposals for 2014-15 in February 2013. These are currently subject to a detailed review to determine whether they can still be achieved. Details on the need for alternative savings will be included within the proposals that will be placed before Members for approval in February 2014.
11. However, the process of equal efficiency reductions to all services isn't a sustainable one in light of future pressures and funding reductions outlined in the preceding paragraphs. Reinforcing the findings of October's Delivering for the People of York report, the only way that the Council can continue to meet the challenges outlined is to target the funding it has available towards its priority service areas. Therefore the budget reduction strategy for 2015-16 and beyond will be achieved by a three strand process comprising:
- i) Council Wide Efficiency: will reflect the work that should be undertaken each year to improve the cost effectiveness of services.
 - ii) Priority Based Budgeting: disinvestment in services that are not a Council priority.
 - iii) Transformation: to ensure that priority services are fit for the future and meet the current needs of customers.
12. Work is ongoing throughout the autumn to identify proposals for each of these strands so that balanced budget proposals for 2015-16 can be approved by Members in February 2014.

Spending Review and Summer Consultations

13. The July Financial Strategy Refresh outlined a number of key headlines from the June Spending Review with specific Local Government implications, including:
- a 10% reduction in funding in 2015-16,
 - a 2 year extension to the Council Tax freeze offer covering 2014-15 and 2015-16 with a grant equivalent to a 1% increase,
 - the 2014-15 Council Tax referendum trigger point remaining at 2%,
 - the introduction of a £3.8bn national social care funding pot from 2015-16,
 - adoption of Lord Heseltine's Single Local Growth fund.
14. Since the June announcement, a number of consultation documents have been released by the Department for Communities & Local Government (DCLG) that have attempted to provide more detail, in particular around funding reductions and linkages between the Single Local Growth fund and New Homes Bonus funding.
15. The following sections of this report will provide further detail on the implications to York of these documents.

Funding Reductions

16. Members are reminded that from April 2013, the Formula Grant system was replaced by a new Revenue Support Grant (RSG) and a business rates baseline, which is used in the new rates retention system to compare against retained income after central shares, tariffs and levies have been applied. Together, these are known as a Start Up Funding Assessment (SUFA) and for 2013-14 this totals £58.1m, a loss of £3.9m in funding compared to 2012-13.
17. Draft details of the 2014-15 settlement were released in December 2012 alongside actual proposals for 2013-14 and this showed a net loss in the SUFA of £5.1m (8.8%).
18. In the March 2013 Budget, the Chancellor announced a further 1% total cut to Local Government funding in 2014-15. The funding consultation shows this has been broadly applied to all authorities and accounting for roundings there is a revised provisional reduction in the SUFA for 2014-15 of **£5.6m (9.7%)**.
19. In terms of 2015-16, the consultation provides further detail on the Spending Review's 10% cut and the reality that some of the other measures that were announced will be paid for by a top slice of RSG (detail to follow later in the autumn). As a result, the provisional reduction in the SUFA in 2015-16 equates to **c. £7.0m (13.4%)**.

20. Detail in the consultation also reveals a number of changes to the Government's original policy:

- i) The 2011-12 Council Tax Freeze Grant, a 4 year grant equivalent to a 2.5% increase which was supposed to fall out of the funding system in 2014-15, is retained in the 2015-16 base which in theory benefits higher taxbase authorities like York.
- ii) The 2013-14 Council Tax Freeze Grant, a 2 year grant equivalent to a 1% increase which should have also ceased in 2014-15, is also retained in 2015-16 'rewarding' those councils who accepted it.
- iii) Funding for localised Council Tax Support has been rolled into mainstream funding for 2015-16 and has therefore had the cut outlined above applied to it. This suggests a phased future withdrawal of Government support in this area.

21. It should be noted that all figures outlined above are subject to the outcome of the consultation and the annual settlement announcement in December will provide actual figures.

Single Local Growth Fund and New Homes Bonus

22. The June spending review committed the Government to Michael Heseltine's Single Local Growth fund which will 'empower Local Enterprise Partnerships (LEPs) in driving economic growth'. Funding for the initiative will total £2bn per year from 2015-16 until 2021-22. Following the main announcement, it was revealed that £400m would be funded by top slicing the New Homes Bonus (NHB) pot.

23. The proposed £400m transfer to the Local Growth fund is c. 35% of the projected £1.1bn NHB pot for 2015-16 and following the transfer to LEP's would equal the size of the pot in 2013-14. Therefore all things being equal, we can surmise that York's NHB allocation in 2015/16 would be broadly in line with the £2.4m allocation received in 2013-14 after a LEP pool contribution of c. £1.2m.

Social Care Funding

24. £3.8bn in funding was announced in the spending review for integration of social health care between the health service and local government. There is still great uncertainty around where this money will come from, however there are signs that it will not be new funding. There is also debate as to how the fund will be governed and whether any responsibilities will be transferred between sectors. The key risk to the council, and the local government sector as a whole, is that spend is not correctly aligned to responsibility when any transfer takes place. Future reports will provide further details as and when information is available.

Distribution of Cuts

25. The distribution of funding in the local government finance system has always been a complex process. The key driver has always been perceived need, which can and has had many definitions. The introduction of the new SUFA (see para 16) has added layers of complexity with the maintenance of funding lines in the total funding pot, such as the Council Tax freeze, that deliver the Government's priorities and have their own distribution methodologies.
26. Each Council has its own unique funding ratio between SUFA and Council Tax. Therefore, a thriving authority is most likely to have a high council taxbase and a lower grant, whereas an authority in a less affluent area is likely to see the opposite. York's net budget is 55% Council Tax to 45% SUFA and reliance on Government funding will subside as funding reductions continue.
27. Broadly speaking, every time the Government reduces grant, it has a more significant impact on lower taxbase/higher grant dependency authorities due to that funding ratio. However, having a number of different funding lines making up the total pot, each with their own distribution methodology, can skew the impact even further.
28. Using the data from the latest consultation outlined above, Table 1 below takes a sample of unitary authorities with different economic circumstances to illustrate the impact of the proposed cuts.

Unitary Authority	Net Budget (£m)	Funding Ratio		2014/15	2015/16
		Council Tax	SUFA	Cut%	Cut%
Wokingham	110.9	70%	30%	-8.5%	-9.9%
Windsor & Maidenhead	86.2	68%	32%	-8.9%	-8.9%
York	127.8	55%	45%	-9.7%	-13.4%
East Riding	248.8	52%	48%	-10.3%	-13.0%
Hull	236.7	25%	75%	-10.3%	-14.6%
Middlesbrough	140.3	29%	71%	-10.5%	-15.0%

Table 1: Funding Ratios and Grant Reductions

29. It is clear from the table that there are three distinct groups and all other unitaries fall somewhere between this scale. At the top of the table, there are affluent southern authorities who have a high reliance on their Council Tax income and a low government grant. These authorities are currently experiencing the lowest relative impact from the cuts. York and East Riding and others like them have a healthy taxbase but still have a relatively even split between Council Tax and grant funding and cuts tend to be around the broad headline figure. At the far end of the scale are northern industrial cities such as Hull and Middlesbrough that have higher levels of poverty which

results in a higher need for Government support and lower Council Tax levels. Due to the current funding set up, the cuts hit them even harder.

30. When the effects of this are added to those of the New Homes Bonus scheme, which favours authorities that have buoyant housing growth, something not associated with areas of poverty, it is clear that there is potential for a significant widening of the gulf between authorities across the country.

Medium Term Forecast

31. The current volatility of local government finance ensures that the Council's medium term forecast, covering the next three years, has to be continually refined. Table 2 below shows current forecast.

	2014-15	2015-16	2016-17
	£m	£m	£m
Pay & Pensions	1.62	0.90	2.50
Supporting Infrastructure	1.30	0.50	0.50
Corporate Priorities	3.85	1.70	2.00
Funding Reductions	6.40	8.30	7.00
Council Tax & Business Rates	-2.08	-1.40	-2.00
Gap	11.09	10.00	10.00

Table 2: Medium Term Forecast

32. 2014-15 is presented in line with the agreed budget from February 2013 on the assumption any undeliverable savings will be mitigated by replacement proposals. Supporting Infrastructure relates to costs arising from borrowing to pay for capital projects. Corporate Priorities includes investment in adult care, waste management and pursuing economic growth.
33. 2015-16 is reflective of the large RSG reduction announced at the spending review as well as a reduction to other grants and a 1% pay award.
34. 2016-17 is still uncertain primarily as spending plans for DCLG do not extend to this point, as this will be the first full year of the next Parliament. The funding reduction shown is a prudent estimate based on the current downward trajectory. The other key issue that is accounted for is potential changes to pension and National Insurance employer contributions, announced by the Chancellor in March. Further work is required to determine the impact on York and future reports will refine the figures presented here.

35. Elsewhere on the agenda for this meeting is the Q2 Finance & Performance Monitor report which is reporting pressures of just under £3.4m at the halfway stage of the financial year. These issues will be considered as part of the medium term planning process.

Conclusions

36. The financial challenges facing Local Government are unprecedented and the Council will have to make many difficult decisions in the coming years. Uncertainty regarding the funding position makes long term planning difficult, and therefore the council will always need to be flexible in its approach to financial planning. Any changes in policy, or indeed Government, over the medium term would likely further increase this level of uncertainty, however the Council remains in a strong position in terms of its financial management as evidenced by the recent annual audit letter.

Analysis

37. The analysis of the financial position of the council is included in the body of the report.

Consultation

38. None specific to this report, however, consultation on the budget will be commencing in November with numerous events including ward meetings and business events.

Council Plan

39. The information and issues included in this report demonstrate progress on achieving the priorities set out in the Council Plan (2011-15).

Implications

40. The implications are:
- Financial - the financial implications are dealt with in the body of the report.
 - Human Resources - the impact of delivering savings is having considerable implications in terms of managing the HR issues. The Council is seeking to manage the process of reducing staffing number as effectively as possible, through use of Voluntary Redundancy and working with the Trade Unions.
 - Equalities - there are no specific equality implications to this report, however equalities issues are accounted for at all stages of the financial planning and reporting process. Equality Impact Assessments will be completed for individual budget proposals and summary information will be available for the budget review meetings with Cabinet members during the process. The individual EIAs will then be used to complete an overall assessment of the cumulative impact of the budget on all the communities of interest.

Risk Management

41. The risk management processes embedded across the council continue to contribute to managing the risk issues associated with major projects and key areas of service delivery.

Recommendations

42. Members are asked to note the current issues and approach to financial planning;

Reason: To ensure the Council meets future financial challenges and produces a sound, prudent budget for 2014-15 and 2015-16.

Contact Details

Author:	Cabinet Member and Chief Officer		
	Responsible for the report:		
Ian Floyd, Director for Customer & Business Support Services, Ext 1100	Cllr Dafydd Williams, Cabinet Member for Finance, Performance and Customer Services		
Debbie Mitchell, Corporate Finance Manager, Ext 4161	Ian Floyd		
Andrew Crookham, Principal Accountant, Ext 2912	Director of Customer & Business Support Services		
	Telephone: 01904 551100		
	Report Approved	√	Date 24 October 2013
Specialist Implications Officer(s) None			
Wards Affected: All			√
For further information please contact the authors of the report			

Background Papers: None

Annexes: None



Cabinet

5 November 2013

Report of the Cabinet Member for Finance, Performance and Customer Services

Annual Audit Letter 2012/13**Summary**

1. This report presents the Annual Audit Letter which summarises the 2012/13 audit of the council.

Background

2. The Annual Audit Letter is issued each year by the council's external auditors and summarises their findings on the financial statements and value for money. It confirms the completion of the audit and of the council's Whole of Government Accounts return, which is used by central government to consolidate the whole of the public sector's accounts.
3. It is a statutory requirement for the Audit Commission to produce the Annual Audit Letter and for the Council to provide a copy to all of its elected members. The letter is made available to members of the public, partners and stakeholders through publication on the council website.
4. The financial statements were approved at Audit & Governance Committee on 26 September 2013. Members also noted the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources.

Analysis

5. This is the first year that Mazars have been the council's external auditors and the letter confirms the strong financial standing of the council by providing an unqualified opinion of the financial statements. It also confirms that appropriate arrangements are in place for securing value for money.

6. The council has again been successful in delivering a challenging savings programme and securing financial stability whilst maintaining and, in some cases, improving local services.
7. The combination of a good track record in managing expenditure and a robust financial planning process has enabled savings in excess of £20m to be made over the last 2 years through a combination of efficiency gains, targeted service reductions and increased fees and charges.
8. Through public meetings, online media and press coverage stakeholders, staff and local people have a good understanding of the council's financial position and the choices that need to be made.

Council Plan

9. The financial statements and value for money procedures are integral to ensuring sound financial governance and management.

Implications

10. There are no financial, HR, equalities, legal, crime and disorder, IT or property implications arising from this report.

Risk Management

11. The Annual Audit letter 2012/13 confirms an unqualified opinion of the financial statements and that the Council has delivered a balanced budget.

Recommendations

12. Members are asked to note the Annual Audit Letter 2012/13.

Reason: It is a statutory requirement that the Annual Audit Letter is issued on completion of the audit.

Contact Details

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Debbie Mitchell Finance Manager Tel: 01904 554161	Cllr Dafydd Williams, Cabinet Member for Finance, Performance and Customer Services Ian Floyd Director of Customer & Business Support Services Telephone: 01904 551100		
	Report Approved	√	Date 24 October 2013
Specialist Implications Officer(s) None			
Wards Affected: All			√
For further information please contact the authors of the report			

Background Papers: None**Annex**

Annual Audit Letter 2012/13

This page is intentionally left blank

Annual Audit Letter to:
City of York Council



Audit 2012/13

September 2013



Contents

- 03 Key messages
- 04 Looking to the future
- 05 Financial statements
- 06 Securing economy, efficiency and effectiveness
- 07 Fees and closing remarks

Our reports are prepared in the context of the Audit Commission's 'Statement of responsibilities of auditors and audited bodies'. Reports and letters prepared by appointed auditors and addressed to members or officers are prepared for the sole use of the Council and we take no responsibility to any member or officer in their individual capacity or to any third party.

Mazars LLP is the UK firm of Mazars, an international advisory and accountancy group. Mazars LLP is registered by the Institute of Chartered Accountants in England and Wales.

Key messages

The 2012/13 audit for City of York Council was completed on 30 September 2013, in line with Audit Commission requirements. Our work confirms that:

- **The 2012/13 Statement of Accounts (now published) gives a true and fair view of the Council's financial position**
- **The Council has accurately reported its financial performance to Government through the whole of government accounting process**
- **Expected arrangements were in place for securing value for money**
- **There were no objections to the Council's accounts and we have certified our formal closure of the 2012/13 audit**

This letter represents the completion of our first year as your appointed auditor. We are grateful for the cooperation and assistance provided by Directors and staff in completing our work.

Looking to the Future

In common with most other councils, City of York has seen significant funding reductions since 2010. The Council has worked hard to deliver challenging savings targets and secure financial stability whilst at the same time maintaining and in some cases even improving local services, for example by opening the new Customer Centre at West Offices.

Key challenges for the coming 12 months include:

- Progressing infrastructure projects such as the Community Stadium and Poppleton Park and Ride;
- Reworking the joint waste project;
- Increasing availability of affordable housing; and
- Managing continuing demand for social care services.

Our 2013/14 audit will focus on the risks that these challenges present to the Council's financial statements and to its ability to maintain proper arrangements for securing value for money.

We will share relevant insights that we have as a national and international accounting and advisory firm with experience of working with other public sector and commercial service providers.

Financial statements

Year end financial statements are an important tool for local authorities to demonstrate how they have used public money. We issued an unqualified opinion on the Council's 2012/13 financial statements on 30 September 2013.

A number of adjustments were made to the accounts as a result of our audit, however most of the changes were presentational in nature and did not affect the overall financial position of the Council, as previously reported to members.

We have made a number of recommendations for officers to consider when preparing next year's accounts:

- The Council should update the publication template which it uses for producing its year end financial statements;
- Heritage assets, and West Offices, should be revalued in 2013/14; and
- Leasing records should be reviewed and updated.

Our detailed findings were reported in our Audit Completion Report to the Audit and Governance Committee on 26 September 2013.

Securing economy, efficiency and effectiveness

We assess Councils' arrangements against the two criteria specified by the Audit Commission, namely:

- securing financial resilience; and
- ensuring economy, efficiency and effectiveness in the use of resources.

For 2012/13 the Audit Commission identified and published a number of sector specific factors likely to be relevant to all local authorities in the current economic climate. Our work has been directed towards these factors, and identified that:

- Savings in excess of £20m have been made over the past two years through a combination of efficiency gains, targeted service reductions, and increased fees and charges;
- Through public meetings, online media and press coverage, stakeholders, staff and local people have a good understanding of the Council's financial position and the choices that need to be made;
- The Council has a good track record of managing expenditure within budget overall, but does experience particular pressure on adult social care budgets. This is being tackled by extending the use of direct payments and personal budgets, reviewing eligibility criteria and outsourcing elderly persons' homes.

We did not identify any significant weaknesses in the Council's arrangements and were able to issue an unqualified value for money conclusion alongside our opinion on the financial statements.

Fees and closing remarks

Our audit fees for the year are in line with those communicated in our Audit Strategy Memorandum dated February 2013, being:

- £134,406 (ex VAT) for audit work; and
- £20,950 (ex VAT) for the certification of grant claims.

We did not undertake any non-audit services in 2012/13, however we were commissioned to undertake a review of budget management in Adult Social Care services, which has been carried out in 2013/14.

We have discussed and agreed this letter with the Director of Customer and Business Support Services and will provide copies to all Directors and elected members. Further detailed findings and conclusions in the areas covered by our audit are included in the reports we have issued during the year.

Report	Date issued
2012/13 Audit Fee Letter	November 2012
Audit Strategy Memorandum	February 2013
Audit Progress Reports	February 2103 June 2013 July 2013
Audit Completion Report Audit opinion on the financial statements Assurance statement on Whole of Government Accounts return Audit certificate	September 2013

Steve Nicklin
Director
Mazars LLP
September 2013

Should you require any further information,
please do not hesitate to contact:

Steve Nicklin

Director

T: 0191 383 6315

M: 07968 959 731

E: steve.nicklin@mazars.co.uk

The Rivergreen Centre

Aykley Heads

Durham DH1 5TS

Mazars LLP is the UK firm of Mazars, the international advisory and accountancy organisation. Mazars LLP is a limited liability partnership registered in England with registered number OC308299.

© Mazars LLP 2013



5 November 2013

Report of the Leader of the Council

Supporting economic growth by attracting and supporting investment to the City of York

Executive Summary

1. This report provides an update on the city's economic performance, setting out the specific productivity challenge that the city faces, and recommends the development of new approaches to attracting investment to the city – both of which are covered in two supplementary reports to this item.
2. This report is set within the context of the *York Economic Strategy, 2011-15*, which the Council has been working with partners to deliver in order to achieve the vision which private and public sector partners launched in November 2011 as the core of this city-wide strategy.

Background

3. In 2011, Council representatives along with other public, private and third sector partners forming the York Economic Partnership (YEP) jointly developed the *York Economic Strategy 2011-15 (YES)* – a city-wide strategy for economic growth. Within the YES, the city has collectively set ambitious targets in its pursuit of high quality economic growth.
4. Within that headline strategy, the YEP has boldly set overall targets of becoming a top 5 UK for competitiveness, and top 10 mid-sized European city on a similar benchmark, based on a

basket of measures as included in the Huggins Competitiveness Index.¹ Although not a perfect measure by any means, the Index and the proxy created for the YES set out a balanced approach to measuring economic competitiveness for the city.

5. As a core partner of the YEP, the Council is responsible for coordinating and delivering significant parts of the YES agenda, including its remit for economic development and regeneration activities.

Update on pursuit of YES targets

6. Although the city has made significant progress against the headline targets set in the strategy, increasing its composite ranking from 13 to 5 in the UK,² and now ranked 6th amongst comparator European cities using a proxy set of indicators, the city performs in a variable way across the basket of measures.

Top Five Economy - Basket of Indicators				
Indicator	Rank October 2013	Rank July 2013	Rank April 2013	Rank January 2013
Employment rate Apr 2012 – March 2013 (%)	13	8	2	6
Working age population with qualification at NVQ4+ (%) 2012	7	7	7	7
Total CO	12	12	12	12
Business stock 2010 per 10,000 population	20	20	20	20
GVA 2009 £ per capita	26	26	26	26
Overall Rank	6	5	4	6

7. The city clearly has a strong core base of economic assets in its high quality workforce, high quality of life and high quality of

¹ See York Economic Strategy 2011 – 15.

² When measured against the 64 cities measured by Centre for Cities using the indicators agreed by the YEP Board as a proxy for the Huggins Index

business environment – all of which add up to its reputation locally as a quality destination.

8. Recently voted one of the top five places in the UK for business investment, the city of York has ranked number one for human resources by Local Futures Inward Investment Guide to England, and number 2 for talent according to Santander's Towns and Cities Index 2013.
9. The recent high profile move to the city by Hiscox Ltd has signalled the city's resurgence in the nation's and Europe's consciousness as a city for business and living. The city's openness and eagerness to welcome new business and investment has seen *The Economist* heralding the city as a "Northern light" – suggesting that the city has "found a recipe for post-industrial success."³
10. Ideally located within two hours of London and Edinburgh, and within an hour and a quarter of four international airports, the city is a natural hub for enterprise and expertise.
11. Despite the strength of its economic assets and performance on a number of indicators, however, the city underperforms on measures of **productivity** – a measure of *economic output per person*. On productivity, the city ranks only 16th amongst European comparator cities, and 26th out of 64 English cities measured by Centre for Cities.⁴
12. Productivity is vital to the city's ability to support business growth, enabling businesses to get more output from the resources in which they invest. As such, productivity is also important to making improvement in real incomes and economic well-being for residents.
13. There are several barriers facing the city in overcoming this challenge of productivity, however:

³ The Economist. "York's booming economy: Northern light." (13 July 2013).

⁴ Data taken from 2009, latest available.

- Where businesses are looking to grow in the city, there is a lack of suitable commercial premises, and their workforces find it increasingly difficult to find homes in the city
- Despite a strong high level skills base and research and development base, the city is not punching at its weight in the attraction of high value employment to the city. Moreover there is evidence of underemployment, whereby graduates coming out of university with NVQ4 and above qualifications, staying in the city but not able to find jobs of the skill requirements they have the potential to undertake
- The visitor economy and related industries which are so central to the York economic offer tend to perform at a much lower productivity rate than other sectors.

Tackling the productivity problem – an ambitious two-pronged approach

14. In order to “up its game” on productivity, the city will need to attract and grow higher value employment and investment into the city. This investment is critical to improving overall GVA per head in the city, and thus progress in tackling its productivity challenge.
15. This paper builds a vision a more effective and efficient approach to creating the environment, in terms of both hard and soft infrastructure for business growth. In doing so, the reports set out a two pronged approach:
 - A **marketing and business development agency** responsible for creating and promoting a consistent brand and messages for the city of York, and providing a market-facing interface to generate interest in the city’s offer – both to visitors and investors.
 - An **investment vehicle** that will transform the ability of the city to attract new development to the city which will open up the potential

of the city to deliver the space the city, its businesses and its communities need to grow.

16. Proposals relating to each of these ambitions are set out in the two supplementary reports to this item. These proposals set a direction of travel of which it is proposed further development is undertaken, with full propositions being brought back to Cabinet in December for formal approval.
17. It is proposed that in developing these proposals for new ways of working that the Council work closely with key stakeholders including the York Economic Partnership Board to shape the propositions.

Council Plan

18. The delivery of the YES and the tackling of the productivity challenge in particular has a direct impact on the ability of the city to deliver Council Plan Priority to **Create Jobs Grow the Economy** by enabling the Council to work in partnership with the private and third sectors as well as other key public sector organizations with a stake in the economic performance of the city.

Implications

19. The implications of this report are covered by the two following supplementary reports.

Risk Management

20. There are no risks associated with this report.

Recommendations

21. It is recommended that the Cabinet:
 - note progress and challenges remaining in the delivery of the *York Economic Strategy 2011-15*;

- consider the supplementary reports and their recommendations for new ways of working to deliver against these ambitions; and
- approve the proposal to work with the YEP Board to develop these proposals for new ways of working.

Reason: To ensure members understand changes required for more effective delivery of economic growth.

Contact Details

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Katie Stewart Head of Economic Development (01904) 554418 katie.stewart@york.gov.uk	Cllr James Alexander, Council Leader Lead officer Kersten England Chief Executive (01904) 552000 kersten.England@york.gov.uk		
	Report Approved	√	Date 24 October 2013
Specialist Implications Officer(s) None			
Wards Affected: All			√
For further information please contact the authors of the report			

Background Papers: None

Annexes: York Economic Strategy 2011-15

Reaching further

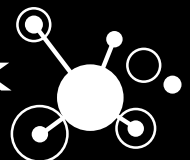
YORK



 **York Economic Strategy**

2011–2015

BROUGHT TO YOU BY
CITY OF YORK



Our economic vision is for the City of York to become an international and enterprising city, and the most competitive city of its size, not only in the UK but globally, leading to increased growth in the overall economy and jobs.

Contents

Foreword	4
Executive Summary	5
Introduction	6
A new approach	10
Ambitions	12
Deliverables	22



Foreword

Peter Kay, Chair of York Economic Partnership, and
Cllr James Alexander, Leader of the Council.



Peter Kay
Chair of York Economic
Partnership

I am pleased to present this final version of the York Economic Strategy. Having consulted for three months with the wider business base and community, we feel we have a vision that the city can get behind and drive forward.

The strategy will be regularly reviewed but is designed to guide the economic aspirations of the city for the next four years and beyond.

The current economic climate is one of the toughest we've seen for generations. The impact of the recent recession has had an effect on us all. Above all, it has sapped our confidence. In this state, it is too easy to overlook the enormous advantages that York has and upon which it can capitalise. Recession reminds us that our advantages can be lost. Our complacency has been shaken. It is time to shape our future fortunes.

Ambition is what this strategy is all about. It says where we want to be in comparison to other cities, both nationally and internationally, and it identifies how we get there. It is a challenge and a call to businesses and residents of the city for support through concerted action - an invitation to join the partnership. This strategy will enable us to work in new ways to unlock the potential of our residents, our workforce and our businesses, and in so doing, make this city fulfil its true potential for the benefit of all. We will be doing again what York has done so well in the past - reinventing itself, whilst bringing forward in a sustainable way, both its unspoiled heritage and knowledge capital.

I welcome your thoughts and input over the coming months, and I am committed to working closely with partners to realise this ambitious plan.

York is a great city with significant potential. Over this past year alone, the city has collected a seemingly endless list of accolades including being the most resilient economy in the North of England (Ekosgen, 2011), Britain's most beautiful city (Bing, 2011), to one of the most skilled cities in the country (Centre for Cities, 2011).

However, we cannot become complacent; we must rise to the challenges presented by the most significant downturn for a generation. Indeed, I hope to work with partners across the city through this strategy to build on the assets we have to become a truly internationally competitive economy, whilst ensuring the benefits of that prosperity are shared with as many of our residents as possible.

I look forward to working with partners, residents and businesses to make this city the international and enterprising city that we have the potential to be.



Cllr James Alexander,
Labour Leader of City of
York Council

Executive Summary

Context

With the recent global recession and associated credit crisis, the international economy has become increasingly competitive – for individuals, for business and for governments around the world. Economic growth has slowed and there is less public money available.

The result is an uncertain and volatile economic climate with increasing competition between cities around the UK and globally for investment, talent and jobs.

Challenge to the city

As the third fastest growing city in the country¹ and one of the most attractive places to live and visit², York has the potential to be both a nationally competitive and an internationally leading city economy.

Over a number of years York has successfully re-invented itself from a railway and confectionery manufacturing city into an international destination and hub for science and technology, and a national centre for financial and business services. Today, the city is home to internationally competitive industry and research expertise in the biosciences, healthcare and medicine, biorenewables, the environment, IT and digital, and creative technologies. The city now supports more than 110,000 jobs and contributes £3bn to the national economy.

York offers a quality of life and place that is distinctive and unique – with unprecedented heritage assets and cosmopolitan retail and leisure facilities that attract 7 million visitors a year.

However, current forecasts show the city growing at a much lower rate than pre-recession³, and it is clear that the city is “punching below its weight” both nationally and internationally.

According to the Huggins Competitiveness Index 2010, the city ranked 13th out of 64 UK cities on measures including productivity, employment rates, business stock, high level skills and CO2 emissions. The city's relatively poor performance on competitiveness is due to a number of factors:

- With a higher than average proportion of residents employed in the public sector (33% of total employment), the city could see unemployment rise as public budgets become increasingly constrained.
- The city has a lower than average rate of business start-ups, which means our business base is grow slower than other cities. Further, productivity of businesses is lower than average.
- Physical space for commercial activity remains at a premium, and sustainability in development is increasingly challenging.
- Whilst the city is aiming to reduce carbon emissions by 20% by 2020, in reality it is set to increase these emissions by 31% by 2050.

- Although the city is one of the most equitable in the country⁴, the city still has pockets of deprivation, with some residents unable to enjoy the benefits of its prosperity and success. Current economic conditions could make this problem grow.

These issues present a challenge to the city to “raise its game” - to solve the different problems and then to build on what we have to become an internationally leading, enterprising and competitive city.

¹ When measuring population growth, Centre for Cities (2012), Cities Outlook 2012.

² According to Lonely Planet ranking of top 200 places in the world to live

³ Statistic from Yorkshire Forward Chief Economist Unit, August 2011, based on Regional Economic Model data.

⁴ Centre for Cities (2012), Cities Outlook 2012.

Introduction

Context

With the recent global recession and associated credit crisis, the international economy has become increasingly competitive – for individuals, for business and for governments around the world. Economic growth has slowed and there is less public money available.

The result is an uncertain and volatile economic climate with increasing competition between cities around the UK and globally for investment, talent and jobs.

With the winding down of Regional Development Agencies like Yorkshire Forward and the business support available freely through Business Link, there has been a major reduction in public budgets and grant monies available to businesses and start ups.

At the same time, the rise of Local Enterprise Partnerships has given a new opportunity for business communities and public sector to effectively work together in this more difficult climate.

Where we are

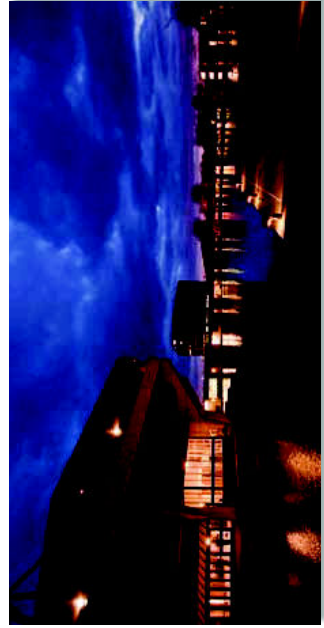
The city's economic assets and opportunities are first class: cutting edge universities, a leading Science City, world class science and technology, a highly skilled population, excellent transport links both to national and international markets, and pronounced strengths in a range of sectors.

In fact, the city is internationally competitive in biosciences, and

particularly environmental and biorenewables technologies, healthcare and medical industries, as well as internationally connected creative and digital technologies and financial and professional services industries. The city also has a world-class tourism, heritage, leisure and retail offer that in its own right is central to the city's profile and relative prosperity.

However, the most recent economic forecasts predict slow growth for a number of years, with an average of 0.75% CVA growth per annum in York between 2011 and 2015, the lowest in the York, North Yorkshire and East Riding LEP area. Growth predictions for York can be pessimistic and do not always fully take into account the city's economic resilience. Notwithstanding this, it is clear that economic conditions are likely to be challenging for a number of years.

Further, York is an economy of unrealised potential. The city's economy is in the top 40% in England. It has relatively good performance in some key areas. Yet its enterprise and productivity levels are lower than average, and its inward investment levels do not match ambitions. Closely linked to and partially a cause of these challenges, the commercial premises and housing supply available for businesses and residents respectively do not match with current demand.



An overview of the city's current strengths and weaknesses is presented below:

Strengths	Weaknesses
It is the most resilient economy in the North of England and sixth most resilient in the country ⁵	The city's overall productivity is only 85% of the national average ⁶
York is in the top 20% of local authority areas and of English cities for the proportion of people with high level skills ⁷	Forecasts predict slow growth, with an average of 0.75% GVA growth per annum in York between 2011 and 2015 ⁸
York is one of the most equal cities in the country – i.e. it has one of the lowest gaps between those on the highest and lowest incomes ⁹	The city has pockets of deprivation – 8 LSOAs fall within the 20% most deprived in England ¹⁰
Employment is just above national average	Incomes are just below the national average
York has enjoyed the fastest growth rate in the region for early stage start-ups over the last three years ¹¹	However, of these early starts, a smaller than average number make it to VAT registration level, with York ranking lower than average on VAT registrations
York attracts 7 million visitors a year	The proportion of firms exporting and accessing new markets in the city (7%) is much lower than the national average (around 25%)
The city is one of the greenest cities when compared with similar sized cities in Europe ¹²	Although the city is aiming to reduce carbon emissions by 20% by 2020, in reality it is set to increase these emissions by 31% by 2050
York is renowned for its quality of life and its historic environment, with one of the largest city conservation areas and highest concentrations of historic buildings in the country	Despite high demand, space for businesses to start and grow in this historic city is constrained and in low supply ¹³



⁵Ekosgen (2011), Index of Economic Resilience.
⁶Huggins Competitiveness Index (2010).
⁷Centre for Cities (2011), Cities Outlook 2011.
⁸Statistic from Yorkshire Forward Chief Economist Unit, August 2011, based on Regional Econometric Model data.
⁹Centre for Cities (2011), Cities Outlook 2011.
¹⁰Index of Multiple Deprivation 2010.
¹¹According to UK Bank Search Database.
¹²Based on proportion of green space according to Centre for Cities (2011).
¹³Centre for Cities (2012), Making the grade: the impact of office development on employment and city economies.
¹⁴Visit York data (2010).

In view of these strengths and weaknesses, the city faces the following opportunities and threats:

Opportunities	Threats
The city's high skill levels mean that the city is well placed to attract high value jobs to the city	Pockets of deprivation and low skills attainment mean that not all residents are able to take advantage of the opportunities brought by this investment
York's knowledge-based assets offer an opportunity to build competitive advantage in growth, high value added industries	Despite these opportunities and the city's strengths in research, it has become increasingly difficult to provide the right support for these businesses to thrive, and the proportion of knowledge based businesses at only around the national average.
With significant strengths and supply chain developments in growth industries, the city has an opportunity to clearly define and more effectively promote investment from a range of sources beyond just public funding in the city's economy	Increasing global competition for investment means that cities and local economies globally are competing more directly with one another for the same investment
Innovative finance mechanisms like tax increment financing (TIF), enterprise zones, and business rate reallocation are being explored by Government, which could enable the city to leverage significant private finance where public funding is unavailable	Reductions in public budgets mean the opportunities for taking advantage of public funds that would previously have been available to enable and promote local growth are limited.
The city's historic environment already generates 7 million visitors a year, and there is further opportunity to strategically position and market the city globally to attract further leisure and business tourism ¹⁴	Public funding for attracting visitors previously provided from the public sector (previously through Yorkshire Forward) has been reduced
The increasing priority placed on lowering carbon emissions has created a demand for green technologies and identifying more sustainable ways of operating as a society and as businesses	Targets to reduce carbon emissions nationally and locally produce challenges for local public and private sectors at a time when growth is already dampened
There are new options for business support being developed by the private sector, universities and colleges	There is less publicly funded business support available with the winding down of Business Link



Whilst York has a reasonably healthy economy that would be the envy of most areas in the North of England, the city should aim to develop an economy that is not just nationally above average but which effectively promotes and builds on its strengths to become internationally competitive.

Overcoming challenges and capitalising on assets will be key to realising York's vision.

A new approach

The Strategy

This strategy has been developed by the York Economic Partnership (YEP) as a **new and different approach to unlocking the full economic potential of the city**. Unlike our previous economic development strategies, it is not for any one organisation alone to deliver but is about businesses, residents, partners and the City of York Council working together to a common vision and strategy. Everyone will need to play their part.

The strategy will work **across city boundaries where appropriate** – where action is best taken locally, it will be; where there are efficiencies or other reasons for working with neighbouring authorities, the city will work in partnership with the Leeds City Region Local Economic Partnership (LEP) and/or York, North Yorkshire and East Riding LEP. Where there are national and global opportunities, the city will seek to work with partners across the UK and abroad.

The strategy contributes to the Without Walls Partnership City Strategy (2008 - 25). It also contributes to the Leeds City Region LEP Plan as well as emerging York, North Yorkshire and East Riding LEP strategies. It sits alongside and works with the local planning policy framework and builds on the *New City Beautiful* vision developed by Professor Alan Simpson.

The Vision

Our **simple economic vision** is for the City of York to become an **international and enterprising city**, and in time, the most competitive city of its size, not only in the UK but globally, leading to increased sustainable and inclusive growth in the overall economy and jobs.

On the way to achieving this vision, by 2015, the city will aim to become a **top 5 UK city economy that sustainably delivers both Gross Value Added (GVA) and jobs growth**, and a **top 10 European city**, as measured against comparator cities.¹⁵

¹⁵ Top 5 UK ranking as measured by the Huggins Competitiveness Index, and top 10 European city by comparison against similar sized cities.

In order to realise this vision, the city will achieve the following five ambitions:

1. A flexible and relevant workforce for the future, by unlocking the potential of our existing and future workforce, building on residents' skills to provide fairer opportunity for employment, whilst attracting new skilled individuals to meet the needs of businesses today and in future.

2. A growing and dynamic business base competing on a global stage, by encouraging entrepreneurship and the growth and internationalisation of existing business, as well as attracting new businesses.

3. A globally connected, locally integrated knowledge base, by strengthening the city's higher and further education base, its international connectivity and its connection to the wider city economy and business base.

4. A world class place for business, communities, students and visitors, by facilitating both better use of existing developments and infrastructure and the development of new spaces where necessary.

5. A coordinated and efficient approach to attracting and retaining investment in the city, by building on these pillars to attract and retain investment from local, regional, national and international markets.

Themes

Underlying themes to each of these ambitions are:

- **International** – Through the strategy's five ambitions, the city will build links with international markets.
- **Enterprising** – Achieving the strategy's ambitions will require an enterprising approach – where possible being as industrious and efficient as possible.

Overview of Ambitions and Objectives

1. A flexible and relevant workforce	2. A competitive business base	3. An integrated knowledge base	4. A world-class place
<ul style="list-style-type: none"> • Provide skills to match employers' needs • Connect people to jobs and opportunity • Expand apprenticeships and workplace training • Attract and better use the talents of graduates and postgraduates 	<ul style="list-style-type: none"> • Strengthen the city's culture of enterprise • Help new and existing businesses to grow and access new markets • Ensure a more business-friendly council • Strengthen supply chains in growth sectors 	<ul style="list-style-type: none"> • Develop and better connect higher and further education institutions into the city economy • Continue to expand the Science City York offer • Strengthen links between businesses and further/higher education • Promote innovation and creativity across sectors 	<ul style="list-style-type: none"> • Provide the right environment for businesses and individuals to reach their potential • Enhance the city centre and its opportunities for business and leisure • Integrate economic priorities with the physical and infrastructure development



5. A coordinated and efficient approach to attracting and retaining investment in the city

Investment

- Develop a coordinated approach to building the city's share of global GVA
 - Retain and encourage indigenous investment
- Promote the city to and follow up leads for inward investment



Top 5 UK city
Top 10 European city (against comparator cities)

Principles

Fundamental to achieving the economic growth to which we aspire are two principles that will underpin the delivery of this strategy, and which the city will champion in the process:

- **Inclusive:** The strategy will be delivered with the aim of ensuring that all York residents have the opportunity to contribute and benefit from its success.
- **Sustainable:** The strategy will be delivered with the aim of ensuring the growth we achieve is sustainable - environmentally, economically and socially.

A flexible and relevant workforce

The current picture

York is one of the most skilled cities in the country¹⁶. The skills profile of York's workforce significantly outperforms both the national and City Region averages. In a ranking of 64 of the UK's cities, York is placed sixth and ninth for working age adults qualified at Levels 4 and 2 respectively. Further, with a relatively diverse economy, the city's workforce supports a wide range of industry, which contributes to the city's overall resilience.

York also consistently achieves high levels of attainment for children and young people aged to 19, well above national averages at every level.

However, York has a higher percentage of jobs in the public sector (33.9%) than both the region (28.6%) and nationally (27%). At a time of public sector cuts, York is vulnerable in this area. In addition, although a majority of residents have better than average skills levels, there is a proportion of residents without or with low levels of skills, particularly in areas of deprivation. The recent Fairness Commission for York has found that these deprived areas are home to 13,000 of our residents or about 7% of the total population of the city. These areas suffer from shorter life expectancy and higher crime.

What we will do

The YEP will work with Learning City York and employers in the city to identify skills needed both now and in the future. This will enable us to ensure that skills provided and careers advice match available jobs. It

will also enable us to upskill residents and connect them to jobs.

At the same time, we will attempt to better utilise the highly skilled individuals from our colleges and universities. This will enable us to attract the higher skilled, higher value jobs to the city that will enhance overall economic growth and prosperity. The city will work with the Fairness Commission to address the issues raised by the Commission through the route of ensuring disadvantaged individuals and communities are able to access opportunity more effectively in future.

Learning City York and associated partnerships will be the predominant lead for this area of work, alongside the skills providers, careers advisors and recruitment agencies in the city.



Specifically we will aim to:

Objectives	Actions	Lead
a) Provide skills to match employers' needs	<ul style="list-style-type: none"> i) Identify and promote the skills needs of the current and future business base, working with employers and private sector recruitment agencies ii) Further enhance attainment in schools, with a focus on narrowing the gap for the most vulnerable and disadvantaged learners and embedding a lifelong learning culture from early years onwards iii) Support the development of high quality Science, Technology, Engineering and Mathematics (STEM) provision, promoting participation by young people in these subjects to meet future skills needs of the economy iv) Raise awareness among young people and parents/carers of the options and opportunities available to children and young people, the changing nature of economic opportunities and the job market (including self-employment), employer skills needs and travel to work distances v) Support the development of cultural awareness and language training amongst young people to meet the needs of an increasingly global and international economy. 	<ul style="list-style-type: none"> YEP, Learning City York Learning City/Education Partnership Council and education and training providers Council and education and training providers Council and education and training providers
b) Better connect people to jobs and opportunity	<ul style="list-style-type: none"> i) Provide access to a range of training and skills programmes to support unemployed adults back into work. ii) Develop and target additional activity and support to address worklessness and financial inclusion barriers facing those excluded, most disadvantaged and/or vulnerable iii) Facilitate provision of information, advice and guidance on current and future employment opportunities and programmes to support people back into work iv) Put in place mechanisms to respond to economic shocks (e.g. closures) and to help those made redundant get back into work – Including switching from public to private sector jobs v) Work with the Fairness Commission to ensure that the city provides sufficient opportunity for disadvantaged individuals and communities to access training, advice and job opportunities 	<ul style="list-style-type: none"> Learning City York, other partners Council, Job Centre Plus, Full Prospects (FP), Youth Support Services, third sector, etc National Careers Service, Future Prospects third sector Castlegate, Youth Support Services, etc Council / Learning City part... CYC Learning City York, Higher York Learning City / 14-19 Education Team Higher York, Council UY, YSJ, York College, Ashham Bryan College UY, YSJ, YC, ABC, Council UY, YSJ
c) Expand/enhance apprenticeships, workplace training and Continuous Professional Development (CPD)	<ul style="list-style-type: none"> i) Strengthen access to flexible, high quality local training, workforce development and CPD programmes that address both the existing and emerging skills needs of employers working in York's growth sectors ii) Improve the range of high quality apprenticeship and work placements available across all sectors and increase participation in this provision, particularly by 16-24 yr olds iii) Embed the Higher York "City Skills" model to provide targeted recruitment and training opportunities for local residents that can be levered through capital and inward investment developments in York 	
d) Attract and better leverage the talents of graduates and postgraduates	<ul style="list-style-type: none"> i) Further develop the scale and quality of degree places at York's higher education institutions to meet with market demand ii) Implement measures to improve graduate retention iii) Attract and fully utilise postgraduates, including in innovation, R&D and knowledge transfer activity 	

¹⁶ High level skills defined as NVQ 4 and above.

A competitive business base

The current picture

The city is home to a diverse and dynamic business base, with strengths in a number of industries. When combined with the city's research expertise, businesses in the city are at the leading edge of biosciences, environmental science and creative and digital technologies. In addition, the city has a strong and growing presence in the financial and business services sector, and large number of businesses in tourism, retail and leisure industries. Whilst not as large an employer for the city, the specialist engineering sector in York remains a significant asset and competitive advantage for the city, with companies thriving in a range of sub-sectors from biotechnology to engineering.

Despite these strengths, York has lower than average business start-ups and productivity rates. Business survival rates to one and three years are lower than the national average. More importantly, at a time when the dominant source of global economic growth is beyond UK boundaries, a much lower proportion of York firms are exporting than the national average (only about 7% of York firms export).¹⁷

What we will do

The city will improve business starts through ensuring enterprise education is strengthened through schools, colleges and universities.

We will work with partners to coordinate the business support on offer following the winding up of Business Link. This will



include the development of a single virtual portal for business support information – a web portal for businesses.

The council will seek to improve the way it works with business – including a review of procurement practices and the experience of businesses in working with the council.

The YEP will also work with the business community, research communities and other key partners to strengthen supply chains and productivity in key growth sectors in the city, and specifically:

- biosciences
- IT/digital
- creative and media arts
- financial and professional services
- retail
- tourism and leisure
- specialist engineering.

¹⁷ York Business Survey 2010; National Business Survey 2011 – Leeds City Region.

Specifically we will aim to:

Objectives	Actions	Lead
a) Stimulate a culture of enterprise	i) Ensure that young people receive education which fosters ambitions and develops the skills and qualities needed in York's next generation of entrepreneurs, innovators and business leaders. ii) Better promote graduate enterprise, including encouragement of spin-outs iii) Promote a culture of enterprise across the wider community	Learning City Board, UY, YSJ, York College, Askham Bryan, York schools YSJ, UY York Business Week and others
b) Help new businesses to start and grow through existing ones to a coordinated, private sector-led approach to business support	i) Provide or signpost advice to new and growth businesses through a network of support services across the full spectrum of support needs – from start-up, to access to finance, to knowledge transfer, to export advice ii) Ensure delivery to local priorities of the Business Coaching for Growth Programme iii) Develop a coordinated programme of advice to businesses seeking to access new markets and coordinate support for those seeking to export	YEP, Council, SCY, Chamber, FSB, York Professionals, MAS, private sector SCY YEP, Council, private sector networks, UKTI
c) Ensure a business-friendly council	iv) Facilitate suitable accommodation for business	Lead partner is CYC, private sector
d) Facilitate strengthening of supply chains	i) Review and improve where possible the relationship between council services and businesses of all sizes and sectors ii) Map the city's supply chains, and develop the support/infrastructure required for the city's strengths in: <ul style="list-style-type: none"> • Biosciences (biorenewables and biotechnology) • Creative industries (building on the UNESCO Media Arts City project) • Financial and professional services (linking to Leeds City Region activity) • Tourism/retail/leisure (fostering innovation) 	YEP, Council YEP, Council, Chamber, FSB, MAS, SCY, UY YSJ, York Professionals, Visit York

An integrated knowledge base

The current picture

A leading city of education and knowledge, York is home to two universities – York St. John University (YSJ) and the University of York (UY) (which is in the top 100 world universities). Together, YSJ and UY cater for over 20,000 students per annum. The city also benefits from two excellent colleges – York College and Askham Bryan College.

Despite these knowledge assets, the city has a lower than average proportion of employment in knowledge businesses. Also, although many of our most skilled graduates do decide to stay in the city, they frequently find it difficult to find jobs that fully use their high skills. Further, although the city's businesses on average have relatively good links with the universities, there is much more that could be done to ensure that all businesses in the city are able to access and benefit from the available research expertise.

What we will do

The YEP will work with partners in the higher education (HE) and further education (FE) sectors and Science City York (SCY) to develop the city's strengths in the knowledge economy. It will also seek to encourage and find innovative ways to improve access for local businesses to working with further and higher education institutions.

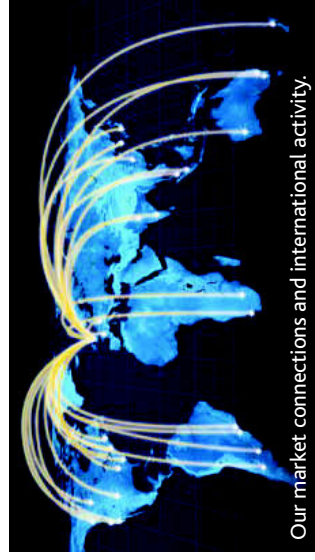
The Universities will work with partners to continue their development and

expansion to meet future higher level skills needs. SCY will also continue to develop its offer to support networks and specialist business support in bioscience, IT and digital and creative industries.

Working together, the YEP will also encourage innovation and creativity across all sectors of the economy through networks and events, as well as through specific initiatives like the National Endowment for Science Technology and the Arts (NESTA) Creative Councils bid for which the City of York Council has been shortlisted.

Specifically we will aim to:

Objectives	Actions	Lead
a) Strengthen links between the business and knowledge bases	i) Improve access for local businesses to local colleges/Universities ii) Enhance and apply low carbon expertise to reduce emissions and aid competitiveness	YEP, UY, YSJ, York College, Askham Bryan College SCY, Council, CO2 Sense
b) Build on and integrate the offer of York's Universities with the wider city economy	i) Facilitate the expansion of the University of York ii) Facilitate expansion of York St. John University and the Phoenix Centre, including in the city centre iii) Promote York's university strengths, including visible presence in the city centre	UY YSJ, SCY YEP, Council and U
c) Continue to expand the Science City York offer	i) Strengthen, implement and promote Science City York offer to local businesses, with focus on bioscience, IT and digital and creative and potentially environmental science sectors. ii) Enable SCY to coordinate high growth business support and knowledge transfer activities	SCY SCY, Council
d) Promote open innovation and utilise creativity across the economy	i) Promote creativity and application of new ideas across all York businesses, building on skills strengths and the creative industries sector ii) Develop innovative approaches to council service delivery, including delivery of the Creative Councils bid	SCY, YSJ SCY, Council



Our market connections and international activity.



We will work with partners to ensure that the environment for sustainable economic and business growth is provided in line with the city's aspirations.

A world-class place

The current picture

Recently voted Britain's most beautiful city (Bing 2011) and one of the world's top 200 places to live (Lonely Planet 2011), the city is an attractive location to live, study and work.

The city centre is a distinctive space and a major attractor for visitors in its own right – seven million visitors a year to the city is testament to the offer of York as a destination. With over 2,000 listed buildings and a conservation sector that is at the top of its field, the city benefits from a unique competitive advantage in its heritage.

A range of premises is available throughout the city centre and beyond, and further major development sites within and around the city centre have already been identified to provide space for the city's growth in future.

However, as the third-fastest growing city in England with great ambition to grow further, the city faces increasing demands on its physical environment and infrastructure. This pressure creates potential challenges not only for accommodating this growth, but for the city's ambitions to lower carbon emissions. Indeed, the recent publication of the mini-Stern Review for York by the Centre for Low Carbon Futures has identified that York has a current energy bill of £312 million - a figure that is set to grow to £425 million by 2022.¹⁸

The city centre has its own constraints as a historic environment and new development sites are still to be brought

forward. The city centre and wider city are not adequately integrated and transport congestion presents challenges to business and residents alike.

What we will do

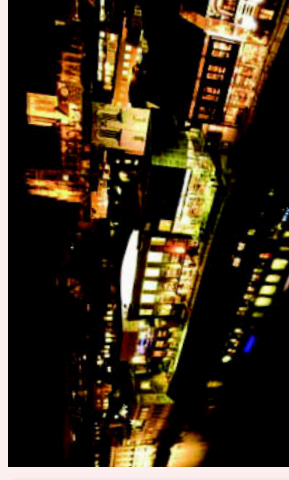
The YEP will work with the council and private sector to ensure that the environment for sustainable economic and business growth is provided in line with the city's aspirations.

The council will have a key role in ensuring that the local planning framework reflects the economic priorities of the city – creating an environment that enables business growth. The YEP will work to build on the unique historic environment of the city, unlocking the potential of existing sites while also bringing forward sites to accommodate this growth.

The YEP and Council will work with the Centre for Low Carbon Futures and partners across the city to address the issues raised by the Mini-Stern review and to identify ways in which the city can not only respond to climate change, but lead the green revolution of the future. This will require working with low carbon industries and the strong environmental sciences research base in the city to develop proposals for more sustainable development and infrastructure.

Specifically we will aim to:

Objectives	Actions	Lead
a) Provide the right environment for businesses and individuals to reach their potential	i) Facilitate development of key development sites including York Central, Terry's, Hungate and Nestlé South ii) Capitalise on Heslington East as well as enhancing the connection to the City and community facilities iii) Identify and develop a range of employment sites to meet the needs of existing businesses and investors, from incubation and start up space to larger spaces, including advancing the Science City York Property Review	Council UY, SCY, Council YEP, Council, SCY, UY, YSP
b) Enhance the city centre and its opportunities as a business location	i) Progress as a priority the city centre investment and action plan to strategically facilitate an ambitious vision of the city centre of the future ii) Progress quality development opportunities, including in the Hungate/Coppergate/Piccadilly area	City Team, Reinwig York Board, Visit York Retail Forum, Council Council
c) Integrate economic priorities with the physical and infrastructure development.	i) Work towards an integrated economic and spatial strategy for the city ii) Identify and facilitate sustainable physical infrastructure to connect the city with international and national markets and efficiently functioning local labour markets, whilst reducing congestion and carbon emissions iii) Ensure the quantity, range and affordability of the city's housing stock supports its economic needs and development iv) Enhance next generation broadband connectivity	Council YEP, Council, LEPS Council Council



¹⁸ Gouldson, A. et. al(2012). A mini-Stern review for York: the economics of low carbon development. Centre for Low Carbon Futures

Coordinated and efficient approach to investment

The current picture

York has an excellent asset base from which to generate and / or attract investment – excellent skills, innovation and R&D assets, and a unique heritage and leisure offer. As an attractive place to live and visit, the city has a brand and profile that is known the world over.

However, despite the attractiveness of the city to visitors and residents, its record of attracting private and public sector investment is below its potential, despite some successes in recent years.

Further, with the potential of business rate relocalisation, tax increment financing and other flexibilities in Government, the city has real opportunities to think "outside the box" to maximise investment in the city.

What we will do

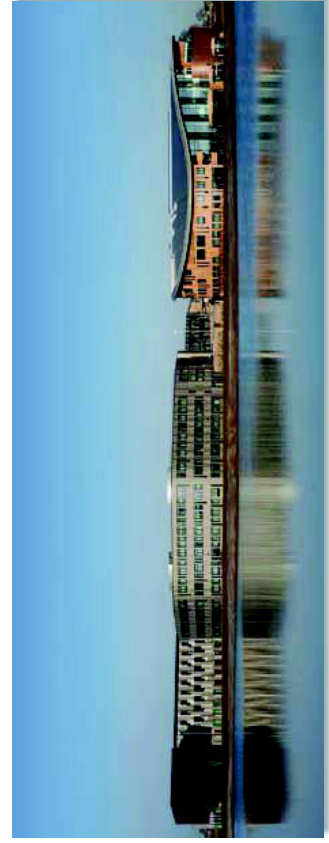
The YEP and partners will work together to attract investment to and retain current investment in the city. Importantly, the Partnership will work to "internationalise" the city – improving the city's access to global markets, working across both public and private sectors.

The YEP will identify clearly the city's "offer" and will set out a plan for more effectively promoting this offer to businesses and individuals to attract more investment and visitors to the city.

The YEP will also work with existing local businesses to support their growth, and will work to attract new businesses to the city.

Specifically we will aim to:

Delivery Area	Actions	Lead
a) Develop a coordinated approach to attracting investment	i) Develop and implement an internationalisation framework to build access to national and international markets	YEP, Council and partners
	ii) Develop an 'international' brand and offer for York to build its profile that is understood and believed by local stakeholders	YEP, Council, Visit York, private sector leads
b) Retain, embed and encourage indigenous investment	i) Develop a more efficient and effective way of communicating with local business, including improved council Key/Account Management and refreshed governance structures	Council, private sector leads
	c) Explore innovative financing mechanisms	YEP, Council, LEPs
d) Promote the city to and follow up leads to attract inward investors	i) Work through LEPs and other means to maximise funding opportunities to the city	YEP, LEPs
	ii) Develop and deliver an inward investment strategy for the city	YEP, Council, UKTI, LEP, private sector leads, Universities, Colleges and partners
iii) Maximise value from inward investment by connecting firms to local skills and supply chains, and local people to job opportunities	i) Deliver seamless support and service to potential investors	YEP, Council, Learning City Board, private sector recruitment agencies
	ii) Deliver seamless support and service to potential investors	



Deliverables

The city will deliver the following:

What to expect...

- A coordinated offer of skills training for city residents
- A coordinated offer of business support, including a streamlined business portal and mentoring matching service
- Designation as a UNESCO City of Media Arts
- An annual business conference
- An International Trade Fair and Leeds City Region Summit in 2012
- Improvements to the council's relationship with business
- A strategic approach to coordinating marketing the city to national and international markets
- A refreshed York Economic Partnership and Business Forum to ensure effective engagement

By Nov 2015

The city will have achieved the following outcomes:

- be recognised as an international and enterprising city
- made positive progress toward our goal of ranking in the top 5 of UK city economies and
- top 10 of European cities of similar size
- 1000 new jobs a year
- 75 new businesses starting each year
- 70% of businesses surviving three years
- 15% of businesses in the city exporting

Who will deliver it

The strategy has been developed, and progress against its objectives will be monitored, by the YEP. However, partners from across the city – whether formally constituted or informal networks – will be crucial to delivery of the objectives and actions identified.

The City of York Council will manage the strategy on behalf of the YEP.

These objectives will be monitored on a bi-monthly basis and the objectives and strategy on a yearly basis by the YEP.

Monitoring success

We will measure success in achieving the strategy using:

- Statistical indicators to assess progress towards the Vision and Objectives.
- Tracking delivery of actions in a transparent manner against a published delivery plan that is updated quarterly.
- Regular engagement with partners and the wider community and business base on progress toward our ambitions, principally through the York Economic Partnership and York Business Forum, with a formal review of the Strategy on an annual basis.



The strategy will be overseen by the York Economic Partnership (YEP) – a private-public partnership of representatives from across sectors.

Headline indicators

Achievement of the ambition – to become **'a top 5 UK city economy that delivers for business, people and the environment'** will be measured by comparison within a group of 36 English cities with population of 100,000 or more through the Huggins Competitiveness Index¹⁹. York currently ranks 9th out of 36 UK cities. Performance will be measured on a combination of five elements:

- Per capita **GVA growth** – a measure of overall economic scale, output and activity (York is currently ranked 23rd of 36 UK cities)
- **Business Stock** per 1,000 people – a measure of enterprise and economic diversity (York is currently ranked 12th of 36 UK cities)
- % of workforce with **higher level skills** (NVQ4+) –

which relates to knowledge economy credentials and earnings and is a good predictor of future economic success (York is currently ranked 7th of 36 UK cities)

- **Economic activity rate** – a measure of jobs, labour market efficiency and inclusion (York is currently ranked 5th of 36 UK cities)
- Per capita **carbon emissions** – to monitor low carbon performance (York is currently ranked 12th of 36 UK cities)

To assess progress against the ambition to become **'a top 10 European city economy'** we will measure against similar data to the extent possible for 40 cities of similar size (with populations between 100,000 and 300,000). Metrics and progress against the Strategy's targets will be published in a separate regularly updated appendix.

Performance Indicators

The table below sets out more detailed indicators for each of the five ambitions.

1. A flexible and relevant workforce	2. A competitive business base	3. An integrated knowledge base	4. A world-class place	5. A coordinated and efficient approach to attracting and retaining investment
<ul style="list-style-type: none"> • 1000 new jobs • Increase in employment rate • Decrease % residents with no qualifications and low level literacy, numeracy and IT • Increase % residents with NVQ 4 	<ul style="list-style-type: none"> • Increase in business start ups – 75 per year by 2015 • Increase in proportion of firms exporting – 15% by 2015 • Increase in new businesses investing • Increase in business growth and survival rates 	<ul style="list-style-type: none"> • Increase in Knowledge intensive businesses • Increase % workforce employed in knowledge intensive businesses 	<ul style="list-style-type: none"> • Increase in available business/office and housing supply – quality and quantity • Increase visitor/resident/business satisfaction with city centre 	<ul style="list-style-type: none"> • Increase in inward investment leads • Increase in inward investment projects • Increase in funds attracted to support strategic projects • Perceptions of the city as a visitor/business destination

¹⁹Coverage is based on those cities included in the Huggins Competitiveness Index with City status, relevant data sets and populations of at least 100,000. The City of London (and Westminster) is excluded.

Measures will be compared against previous trend data in York and to comparators (other cities, and European/national/LEP benchmarks).

Your chance to have your say

We want to hear your views and ideas on how we can do more to achieve our ambitions.

You can have your say by contacting us in the following ways:

By email:

Please let us know your views at the following email address economic.strategy@york.gov.uk. If you do not have access to a computer or the internet, the following alternative methods of providing feedback are available:

By post:

York Economic Partnership, c/o Economic Development Unit.
9 St. Leonards Place, York YO1 7ET.

By attending the York Business Forum:

Register your interest in coming along to the next York Business Forum event by contacting York Professionals who manage the Forum on behalf of the city. You can register your interest at admin@york-professionals.co.uk.

This publication was delivered to you by



in
partnership
with

York Economic
Partnership



This page is intentionally left blank



Cabinet

5 November 2013

Report of the Director of Communities and Neighbourhoods

Delivering marketing, culture, tourism and business development for the city of York

Executive Summary

1. This report responds to the previous report on supporting economic growth by attracting and supporting investment in the city.
2. It proposes exploring the development of a new agency to deliver key remits in the marketing, tourism, cultural and business development agendas for the city of York.
3. The report recommends that members approve work to develop a full options appraisal and business case for the development of a new model.

Background

4. As a destination for business and tourism, the city of York performs relatively strongly against UK cities and comparators, having been named one of the top five places for **business investment** and having a robust international brand related to its **visitor economy**.
5. At the heart of this relatively vibrant economy is a unique and dynamic **cultural offering**, rich in both the heritage that is so central to the York brand, as well as the more cutting edge and modern creative and cultural industries that are one of the fastest growing sectors in the city.
6. However, there is evidence to suggest that **the city is not capitalising effectively on these assets** – and indeed, there is a growing sense amongst the city's business and wider communities and stakeholders that York could be attracting much more

investment – both through businesses growing or locating in, and visitors to the city – and thus further boosting the city’s overall economic prosperity.

7. As a result, despite the wealth of the city’s economic assets, York’s average productivity rate ranks 26th out of 64 cities in the country measured by the Centre for Cities, Cities Outlook index.
8. Recent inward investment successes of attracting Hiscox and 500 high value professional jobs, John Lewis Partnership and the continued attraction of new retail and leisure brands has demonstrated that the city has the ability to react effectively to opportunities created through its inherent asset base. However, the city currently lacks the capacity to proactively “prospect” for inward investment leads, which puts it at a disadvantage vis a vis cities with proactive inward investment teams and activities in place (examples include Opportunity Peterborough).
9. At the same time, the latest econometric modelling undertaken to support the development of the city’s new Tourism Strategy to be launched shortly (see Annex for Interim Strategy) suggests that despite the city’s strong performance in terms of visitor numbers and high levels of visitor satisfaction, the *value* of the visitor economy has remained relatively static in recent years.
10. More fundamentally, the connection between the city’s cultural, visitor and business experience cannot and should not be underestimated – and to date, it has not been maximised. However, there is a sense that the city is missing opportunities to capitalise on its unique and diverse cultural offering and consequent quality of life, which provide benefit to indigenous business and residents, and use this cultural offering to boost the visitor economy and business investment into the city.
11. As a result, the Council has been working with partners including Visit York, Science City York and the Universities, as well as York Economic Partnership and York@Large (the city’s cultural partnership) to explore options and develop proposals for a new way of working to deliver a coordinated and thus more effective approach to marketing and business development.

A new approach

12. This report proposes a bold new approach to a more strategic and holistic way in which the city raises its profile, develops its offer, attracts and supports business investment and supports the visitor economy.
13. It is clear that current structures will not be capable of delivering in increasingly competitive markets for attracting business investment and visitor spend as the economic downturn leads cities to seek to fill the growing gap in their local business and resident-raised tax income.
14. Currently, the city's key partners and organisations work in a piecemeal approach through a mix of Council and commissioned external agencies, leading to a fragmented approach to marketing the city and providing business support to different sectors and audiences. As a result, the various organisations currently undertaking activities are often not working in the most efficient and/or effective ways. More radical change is now needed.
15. A new approach is needed which will galvanise the support of partners from across the private, public and third sectors in the city to define, develop and promote what is distinctive about the York economy and community, to promote innovation, to support businesses, and to improve the quality of the offer – all with the aim of generating more investment in the city.

The aim and outcomes

16. The aim of pursuing the new approach set out in this paper is to build on the city's strong quality of life, culture and people assets to attract more investment and visitors to the city – creating a more professional and dynamic approach to promoting and securing interest in doing business in, visiting and living in the city of York.
17. The proposed outcomes are:
 - To deliver greater inward investment, and thus market share, for York in its key growth sectors, including those sub-sectors in which the city has a strength of assets, particularly life science – related industries, high-tech industries and business services
 - To increase the value of the visitor economy through promoting innovation and higher quality in the existing offer and encouraging high value visitor economy investment

- To achieve a stronger coordination and promotion of the city's profile and cultural offering underpinning that profile

The principles

18. A new way forward is sought on the basis of the following principles:

- **A joined up approach to “Brand York”** – Although there is a need for different marketing strategies to different audiences, the new model will seek to coordinate those various “sub-brands” and strategies to align and work together to the overall “Brand York”
- **A joined up offer for business and visitors** – The new model will provide a truly joined up, professional and supportive front door for the city for visitors and business looking to explore what the city has to offer them. However, there are a multitude of agencies and organisations working in markets beyond the city every day, and it is recognised that a business or visitor should feel as welcome and get the right message at whatever point of contact they make.
- **Coordination not duplication** – the new model will establish a framework within which partners can come together to promote the city as a destination for living, working and visiting, and creating a coordinated offer.
- **The culture of the place is fundamental** – Culture, including the full spectrum of creative and cultural industries, including the heritage of the city, the arts, and innovation which is quickly developing in the city, is the city's distinguishing asset and the golden thread that links both the visitor and business economy.
- **Commercial viability** – Whilst the Council and other public sector bodies may currently be able to support the activities envisioned in the new model, there is a growing recognition that the public purse is facing further constraints in future, such that any new model will need to develop commercial viability, partially in the short term but much more so in the future. This commercial basis can be derived from a number of income streams, several of which are explored later in this

report and will be explored fully in the development of a new model.

The status quo option

19. The development of a new delivery model is an option that Cabinet needs to consider against the option of the status quo. However, to “do nothing” at this stage would see:
 - A reduction in the funding available to both Council services and Visit York in providing for the visitor and cultural economies as budget reduce
 - Continued fragmentation of effort resulting in second best services to visitors and investors
 - A failure to support the city’s cultural sector
 - Inward investment remaining a largely reactive role
20. As a result, a change will be forced upon the city regardless of whether status quo is the initial option chosen. By opting for status quo, the city will thus be simply postponing an inevitable decision about the way in which it resources the marketing and business development activities of the city.
21. Thus, although the status quo option ostensibly does not involve an **up front** cost, the medium term cost would be the loss of the function altogether given the cost savings that need to be made in the running of Visit York and the running of the Council’s in house culture, leisure and tourism functions.
22. More importantly this option forces a loss of opportunity in not taking the chance to consider how to deliver a wider suite of services associated with city marketing and business development more generally in a more joined up way.

The proposed model

23. Due to the costs associated with the status quo option, the proposal in this report is for members to agree, in principle, to the exploration and development of options for a new model which will see a **new agency** developed to take on a full range of activity associated with marketing and business development for the city to the visitor and business economies.

24. Full governance arrangements of the new agency will need to be developed as the next stage of this work, but there are a few broad principles that would likely feature in the new model.
25. The agency would be commissioned by the Council for a wide range of activity from across the marketing and business development spectrum, including the marketing and product development of the cultural programme (e.g. festivals and events), although over time it is likely the agency will develop contracts alongside this core Council-commissioned activity.
26. The agency would have a relationship to the York Economic Partnership Board as a key delivery body for economic development, and a deliverer of elements of the York Economic Strategy; it would also have a relationship to the York at Large Board for culture in the city.
27. The agency would be a private sector-led company to lead on city and events marketing and business and product development for the city. This will sit in a wider context of managing and promoting York to the investor, relocater, student and resident.
28. This agency approach is a model that is becoming increasingly popular across the UK, with the following examples being particularly pertinent to the scope of activity proposed in this report:
 - London and Partners
 - Opportunity Peterborough
 - Newcastle Gateshead Initiative
29. From the outset the new model will deliver against the following remits:

Branding

- Develop and manage a **strong, clearly identifiable destination brand** that will help us to attract investment, talent, students and tourists. Engage all businesses and organisations as brand ambassadors along similar lines to what has been achieved with I Amsterdam
- Lead on a **proactive marketing strategy for the city** that will increase York's share of domestic and international markets – both in terms of the visitor and wider economies

Culture

- **Attract / facilitate high impact, strategic cultural events commensurate with developing York as a world-class destination** - pulling in the cultural events function currently provided within the Council
- Coordinate and champion the development and delivery of a **city cultural strategy and ambition**, for the benefit of residents, businesses and visitors alike, including the development of a framework for monitoring performance and progress
- **Take a proactive role in “curating” a cultural programme that will deliver against the city’s cultural strategy**, directing strategic programmes and identifying key projects and partners to deliver them

Business and Leisure Visitor Economy

- Deliver an exceptional world-class service for leisure and business visitors using digital, telephone and face-to-face **communication**,
- Establish a joined-up approach to **product development** involving tourism, cultural and leisure businesses to generate investment in the city
- Deliver a city-wide approach to **lead generation for conference activity** –creating a “York sales team” to win convention and meetings business and resourcing a full conference desk support service
- Provide a **city-centre management function** to ensure the best quality environment for visitors, residents and businesses

Business development

- Where appropriate, coordinate **support to and encourage innovation with businesses** through local, regional and national partners
- Provide **proactive lead generation in inward investment** for the city, acting as a first point of contact for interested businesses, investors and developers looking to invest in or locate in the city.

- Scope and engage with **potential new domestic and international markets** for the city of York to target for business opportunities and connections – whether inward investment, joint venture or other such opportunities.
 - **Provide sector intelligence** to the Council and other partners shaping public and other services for business
30. This will be a **highly proactive, private-public sector led approach** fitting with the York Economic Partnership's aim to create the environment for business growth.
31. It will sit alongside the proposed joint venture for development, which will target the establishment of the hard infrastructure – sites and physical infrastructure, including roads, rail, digital and energy provision.

Legal structure of the new organisation

32. Such agencies can take a number of forms – company limited by guarantee, not for profit organisation, limited liability partnership, charitable body, or unincorporated association.
33. In order to enable the new body to trade freely and bid for/operate contracts with other clients, it is recommended that the new agency is established as a company limited by guarantee, although the full range of legal structures will be considered in the development of a new model and options presented back to Cabinet in time.
34. It is also recommended that the Council, whilst initially a major investor in the new agency, over time becomes more of a minority partner acting as commissioner rather than major shareholder in the new company.
35. By limiting the Council's stake in the new agency to partial ownership and ideally minority ownership is to encourage greater private sector leadership and management of the new agency moving forward – enabling the organisation to be ultimately more market-facing; however, this legal structure will be the subject for formal legal advice to be procured upon agreement of the recommendations by the Cabinet.

Establishing the Agency

36. In order to develop the options for the new agency, CYC and Visit York will work through intensive engagement with stakeholders, including especially Visit York members, the York Economic Partnership, York@ Large, the city's business networks through the YEP Business Engagement Group, and with other key stakeholders not covered therein.
37. In addition, there will be a concerted effort to establish informal but closer working relationships across the city's key partners, including but not exclusive to Science City York, the further and higher education institutions, the cultural organisations in the city and the city's business support and network organisations.
38. From April 2014, the agency will further develop the vision and actions for further stages in the development of the agency model.

Proposed funding model

39. Upon approval in principle of the model proposed, a business plan will be developed for the new agency, with details of the funding model proposed.
40. The intention is to create a model which is as self-sustaining as possible – such that the model is able to withstand future economic and political cycles. However, it is anticipated that the new agency will require seed funding from the Council in its initial period of establishing a reputation for service delivery.
41. In addition, the model will continue to generate funding from the private sector, although the traditional membership model will be reviewed in light of other options – including the option of a bondholder scheme and/or the generation of income from other contracts. This ability to trade independently will be crucial to the model's future sustainability.
42. Additionally, the new agency will be structured in a way to enable it to win contracts and grants from a range of sources. This includes the potential for the agency to act in a proactive manner attracting European funding where possible, and leveraging investment from other strategic players such as the Local Enterprise Partnerships and other national pots of funding.

43. A fuller funding model will be developed alongside the business plan for the new agency to be brought back to members in early 2014.

Council Plan

44. The delivery of the YES has a direct impact on the ability of the city to deliver Council Plan Priority to **Create Jobs Grow the Economy** by enabling the Council to work in partnership with the private and third sectors as well as other key public sector organizations with a stake in the economic performance of the city.

Implications

45. **Financial:** The proposals in the paper will facilitate delivery of the £220k savings required within the Council's culture portfolio in 2014/15 as agreed within the Council's budget process.
46. **HR:** The Council's normal 'Supporting Transformation' policy for the managing change will be used in handling the implications for Council staff arising from the above proposals. Consultation with staff affected is underway.

Risk Management

47. As with any development of this scale and scope, there are a number of risks and issues that will need careful management. At most basic level, the main risk is that the new agency model developed is not able to deliver the outcomes proposed, either due to capacity or resource; however, this risk will be mitigated by the full appraisal to be brought back to Cabinet in the New Year.
48. There is the risk that the new agency does not achieve the buy-in required from partners and organisations across the city that will be critical to its mission. This risk will be mitigated through the engagement of key partners in the development of the options appraisal.

Recommendations

49. It is recommended that the Cabinet:
 - Agree in principle to pursuing a joined up approach to business development and marketing.

- Receive a business plan for an independent agency model for delivery early in the New Year.

Reason: To enable the city to make greater progress in attracting and supporting high value investment to the city, and supporting the growth of the visitor economy, all underpinned by a more efficient and effective approach to marketing and profiling of the city's offer.

Author:	Chief Officer Responsible for the report:		
Katie Stewart Head of Economic Development (01904) 554418 katie.stewart@york.gov.uk	Sally Burns Director, Communities and Neighbourhoods (01904) 55 2003 sally.burns@york.gov.uk		
Charlie Croft Assistant Director, Communities, Culture and Public Realm (01904) 55 3371 charlie.croft@york.gov.uk	Report Approved	v	Date 24 October 2013
Specialist Implications Officer(s) None			
Wards Affected: All			v
For further information please contact the authors of the report			

Background Papers: None

Annex: Interim Tourism Strategy

This page is intentionally left blank



York's Tourism Strategy

Interim Document

York - Compelling, Exceptional World City

Tourism is one of York's most successful and important industries. The competition however is fierce and there is no room for complacency.

In recognition of this, City of York Council and Visit York are working together to produce a new business strategy for tourism to drive the city forward.

We are very grateful to those of you who have given your time to contribute to the consultation. This document provides an update on the progress we are making towards the strategy and sets out the direction of travel. You have told us that putting York at the heart of everything we do is key to achieving your ambitions. The approach is outlined in the following pages.

Over the summer we will be engaging with you as we start to produce detailed action plans for the strategy. Please continue to send us feedback on your views via: tourismstrategyfeedback@visityork.org.

After extensive consultation with York's businesses, key tourism partners, the travel trade and customers, we believe that the strategy must be built on three core principles:

1. York is the Brand

Our strength is that the 'York' brand name and brand values have high level recognition within the UK and internationally. So put York at the heart of what you do and the rest will follow.

2. Grow the Sector

Helping to make York a top five UK city economy and a top 10 European city, delivering GVA (gross value added) and high quality jobs.

3. Business Proposition and Perspective

Led by strong sustainable businesses, success will be measured in terms of business growth.

What's our aim?

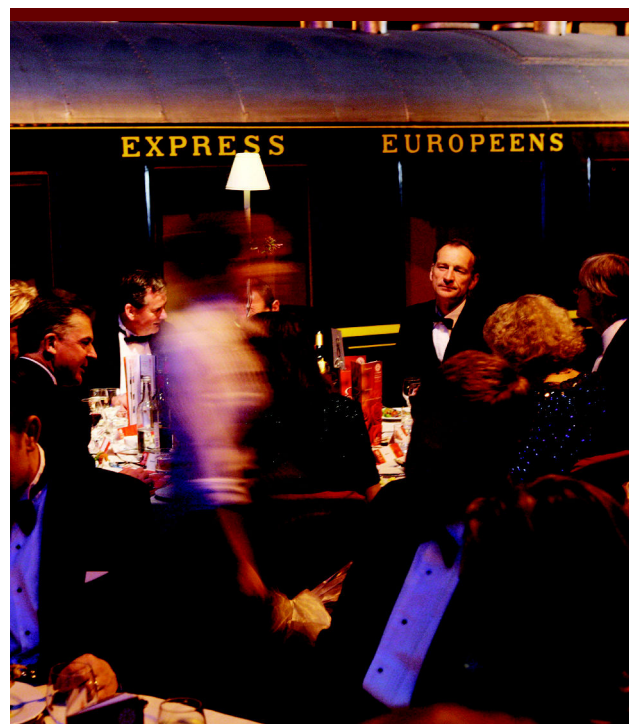
Our aim is ambitious but realistic. Starting from our current baseline and working through co-ordinated sector action plans, we believe we can deliver **a doubling of the value of tourism to the economy**. This means a £1billion industry creating an additional 2,000 high quality jobs.

How will we do this?

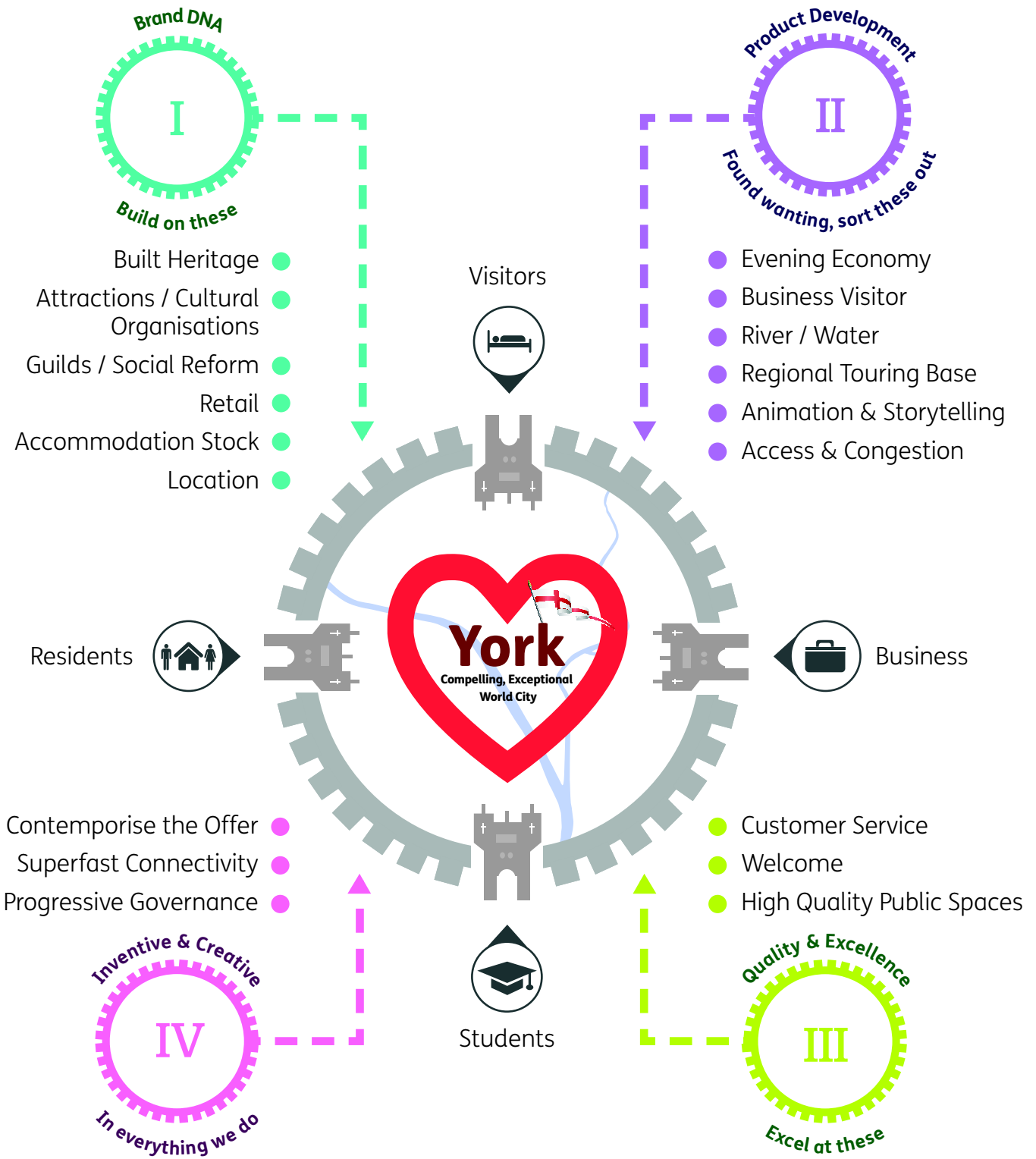
It's all about customers and there will be different approaches for each market segment.

We will:

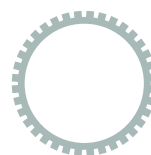
- ▶ Tackle seasonality
- ▶ Encourage more business visitors for conferences and meetings
- ▶ Extend length of stay – both business and leisure customers
- ▶ Increase spend of domestic day and staying visitors
- ▶ Increase overseas leisure and business visitors



The Approach



Start with the Heart. Make York the heart of your organisation and the rest will follow.



Encircled by our customers, champions, supporters

Some of your suggested actions

Brand DNA

Build on these

- ▶ Re-focus on aspects of the visitor offer that can be promoted as new visitor attractions in their own right such as the city walls and street markets
- ▶ Make known York's distinctive character:
 - ▶ 2,000 years of history
 - ▶ World class attractions
 - ▶ Eclectic mix of independent retail and high street brands (fully integrating retail into the tourism offer)
 - ▶ Vibrant festival programme
 - ▶ Sustainable walking and cycle friendly city
- ▶ Exploit York's unique mix of modern day and historic entrepreneurship and radical reforming traditions (e.g. the York Guilds, the Quakers, the Joseph Rowntree legacy)

Product Development

Found wanting, sort these out

- ▶ Grow the evening offer, for example, initiate a 'First Fridays' concept as the initial step in encouraging new entertainment choices

- ▶ Unleash the potential of York's contemporary offer – harnessing the innovation of our SMEs to make York the 'beating heart of the region'
- ▶ Prioritise the business tourism sector to position York as a world class destination, generating more conference and meetings bookings
- ▶ Address the January to Easter low point with new products such as a winter festival
- ▶ As a major driver of repeat business, focus on high impact events with a national / international profile that will create a quality, year round calendar
- ▶ Develop York's rivers for leisure and navigation, for example, Park and Sail, river trails, new access to the river and improved gardens
- ▶ Remove barriers to access by getting Park & Ride services running later with overnight parking, introduce pay on exit car parks and digital car park space information
- ▶ Position York as the key gateway and touring base for Yorkshire making it a one-stop shop of connections and easily accessible from the rest of the UK and Europe

Quality and Excellence

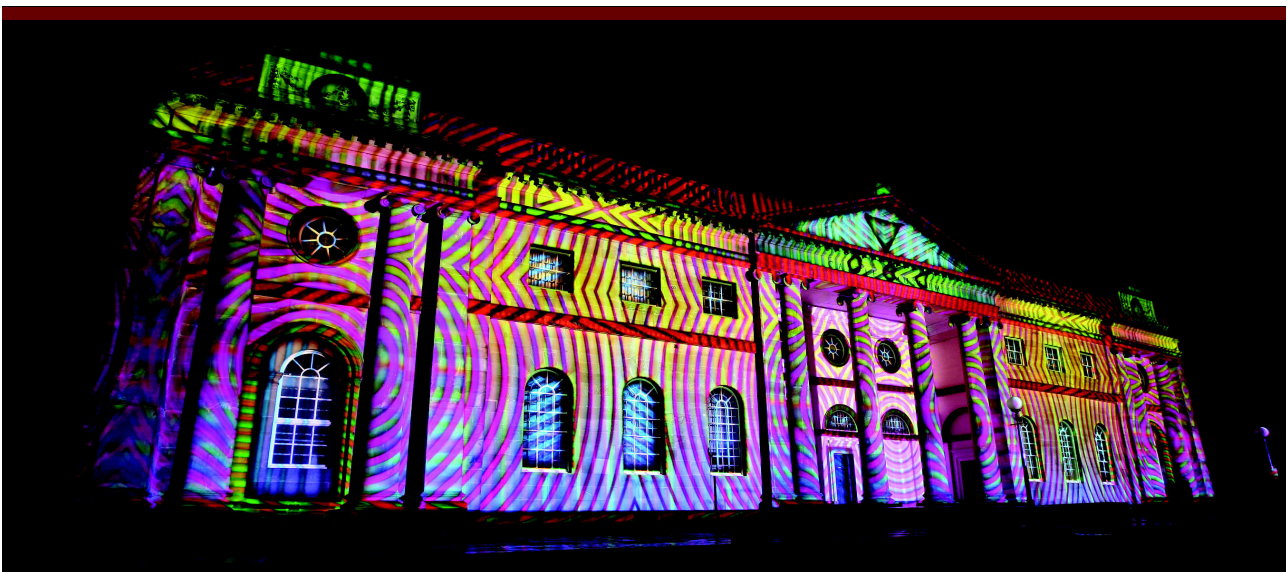
Excel at these

- ▶ Actively manage the visitor destination by bringing together the city centre, public realm improvements, investment in toilets, public art, lighting and way-finding
- ▶ Encourage 100% of York's tourism businesses to sign up to Smarter York to ensure the best quality public spaces. For example pavements outside premises are kept clean
- ▶ Create a 'York Welcome' with all businesses going out of their way to deliver exceptional customer service. By taking the lead from London 2012 we should recruit our own *York Makers* and offer the highest quality training for businesses

Inventive and Creative

In everything we do

- ▶ Be at the forefront with technology, especially mobile, social media, mapping, apping and geocaching - augmenting reality to bring the city to life and making the most of our superfast connections
- ▶ Challenge and support businesses to develop high quality products and attractions that establish York's cultural offer as truly international
- ▶ Develop new ways of ensuring visitors make the most of what's on in the city, for example, using digital screen technology and a re-packaged York Pass
- ▶ Develop creative marketing campaigns for consumers and groups



York's Tourism Strategy

Next Steps

To deliver the ambitions set out in this document, we must explore new ways of working together, underpinned by the following:



Your input would be very welcome.
Please email your views to:
tourismstrategyfeedback@visityork.org

Jane,
Lady Gibson
Chairman,
Visit York



City of York
Cllr. Sonja Crisp
Cabinet Member for Leisure,
Culture and Tourism



Cabinet**5 November 2013****Report of the Leader****Delivering development investment****Purpose**

1. As set out in the initial report for this item, the city is punching below its weight on attracting investment to the city, with a key constraint being a lack of developed commercial premises and housing to meet the demand of new businesses and residents seeking to locate in York.
2. This report sets out a new approach to delivering the spatial and infrastructure requirements dictated by the city's economic ambitions, and seeks an in-principle decision by members as to exploring this new model against a full options appraisal to be brought back to Cabinet in the New Year.
3. The report also suggests that the Council make an in principle commitment to involvement at the international property event MIPIM 2014 to carry forward and build on contacts and relationships developed at MIPIM 2013, but more importantly to generate further leads for investment to connect into development opportunities that are likely to emerge from the Local Plan.

Background

4. In order to enable the city to meet its ambitious economic growth targets, the Council and partners across the city are working to facilitate development across the city to provide the space for the city to grow. To date, these efforts have culminated in progress being made with sites like Terry's and British Sugar.
5. Such brownfield sites are only part of the solution. Looking to the future, the Council has produced an ambitious draft local plan that opens up preferred options of 61 housing sites and 21 employment sites, and developable land. The ambition of the local plan is to

meet the significant demand which includes up to 1,250 homes per annum, and 164,000m² commercial space by 2030.

6. On the latter, there is a significant unmet demand for the provision of B1a office space, particularly in the city centre, where less than 30% of all supply is of Grade A quality. A recent office stock report mapping all available office supply in the city revealed that there is a severe lack of Grade A office stock, particularly in the city centre but across the city more generally.¹
7. The local plan, however, is only part of the solution; development depends fundamentally on the ability to make a return and of course, viability of development. Whilst some development can happen through the market alone, there are a number of the city's most strategic sites and projects that will depend on the ability of the city to innovatively create the right conditions for these developments.

Challenges to development

8. In the current financial context, the development which the city seeks can be complex to bring forward, and as such, can take significantly longer than what the city currently requires.
9. In the context of residential development, although there is sufficient demonstration of demand for housing across a range of types, the build out rate for these developments is likely to be significantly longer than what the city requires to meet the demands of existing residents awaiting their first or next step on the housing ladder.
10. With regard to provision of commercial premises, there is no real appetite in the market for the kind of speculative office development that is more likely to be seen in major cities like Leeds and Manchester – despite significant unmet demand – both from indigenous investors and potential inward investors. This is evidenced by the Centre for Cities, *Making the Grade* report from May 2012.²
11. The experience of Hiscox Ltd coming to the city exemplified the potential for further such inward investment from high quality employment providers, as well as the reaction of investors like

¹ City of York Office Stock Reports (May 2013): <http://www.yorkmeansbusiness.co.uk/property/commercial-property-reports.aspx>.

² Sarling, J. et. al.(2012) *Making the Grade: the impact of office development on employment and city economies*. Centre for Cities.

Hiscox who commented several occasions how surprised they were at the lack of available high quality office space. If the city is to attract more inward investment, development of commercial premises is vital.

12. At the same time as there is a clear mismatch between the demand for development and the supply, there is an increasing risk to the Council's own resources for facilitating development investment. In fact, the resources provided by the Council to facilitate such development are at risk given the current revenue position of the local authority, as in the case of local authorities across the country. It is likely that the non-statutory functions of economic development, pre-planning support, and major projects team capacity will no longer be financially viable to provide following 2014/15 if a boost in local revenue is achieved – either through Council tax or business rates (both of which require further development).

Understanding the market for investment in development

13. The Council, working with private sector partners, has been undertaking soft market testing of the city's development propositions over the past year.
14. The city's delegation to MIPIM 2013 provided an initial and critical opportunity to engage with potential investors, developer partners and some end users to test interest in the city's key and strategic sites, including York Central and emerging Local Plan opportunities. At the event, the delegation targeted around 75 firms and organisations in the target audiences of investors, developers and end users; from this, 35 genuine leads were generated with interest in further engagement following the event.
15. Since this initial engagement at MIPIM, the Council's City and Environment Services and Economic Development teams have been following up with the leads generated at MIPIM and from contacts made from the event. The primary obstacles to investing in development generally that the investor audience identified included:
 - Generally, a greater competition in the market for development finance;
 - Insufficient capacity or flexibility of local authorities and/or landowners to respond to investment opportunities;

- Lack of sufficient infrastructure, which is critical to ensuring the viability of development in the current, much more competitive environment for development finance.
 - A decline in appetite for speculative development in the current financial context – as clear an evidence of demand is vital to bringing forward investment
16. The authority has a strategic decision as to how proactive it wishes to be in working with partners to overcome the above barriers. Should the authority wish to take a more proactive approach to facilitating development in the city, this report proposes a set of objectives for the Council to consider working to in developing a new approach, as well as the potential market models the Council may consider using in pursuing these objectives.

Market models

17. The objectives required for any successful development model are:
- **Critical mass of investment:** the model will need to provide the city a means to assembling sufficient levels of investment to make progress in providing the infrastructure and making viable market-led development of the city's key sites.
 - **Pace:** the model will need to accelerate the pace of the natural rate of market development that the city has seen to date if it is to meet its economic growth ambitions and indeed if it is to ensure that the city remains "open for business" and for residents to find a home.
 - **Return on investment:** most importantly, in order to make development work from a public and private sector perspective, the model needs to be able to make development in the city provide sufficient return on investment – both from a financial perspective, but also from a socioeconomic perspective.
18. The market testing that Council teams have undertaken would suggest that an effective approach to achieving all three of these objectives is to create an investment vehicle, either a joint venture or asset-backed vehicle or similar model, that will allow the Council and other strategic partners to jointly invest and procure a strategic investor partner.

19. This type of investment model has been used across a range of cities and local authorities across the UK, including:
- **Bournemouth:** The Bournemouth Development Company is a public-private partnership between Bournemouth Borough Council and Morgan Sindall Investments Ltd, established to deliver much of Bournemouth's Town Centre Vision through the development of Council-owned land. The company is owned jointly (50/50) by the Council and Morgan Sindall Investments Ltd and will be developing a number of sites around the Town Centre for a variety of uses, in line with the Council's planning policy. Planning permission has been granted for the first sites with work expected to start imminently.
 - **Croydon:** CCURV (Croydon Council Urban Regeneration Vehicle) is one of the best known and oft cited examples of a Local Asset Backed Vehicle (LABV). CCURV is a 28-year exclusive partnership between Croydon Council and John Laing to regenerate a range of key sites across Croydon borough. John Laing was appointed as Croydon's partner in November 2008. CCURV was set up as a 50:50 partnership, with Croydon Council investing land in the URV and with John Laing investing equity and providing development expertise. Initially CCURV is intended to deliver a £450m regeneration of significant sites across Croydon town centre including the new 240,000sqft council offices and the Waddon leisure and housing development (both of which are now underway).
 - **Oxford:** Oxford City Council formed a joint venture with Grosvenor Developments Limited on 31 October 2011. The partnership combines the Council's land and vision for the site with Grosvenor's funding capacity and expertise. The project team, made up of equal representation from Grosvenor and the Council, is now working together on master planning, community facilities, design and access. The Barton Area Action Plan was adopted in December 2012 and start on site is planned for 2013.
20. Such a model would see the investment partners, including the Council, structuring a portfolio of projects and assets in a way that would enable all parties to generate a return – either through capital receipts or revenue generation depending on the return on investment sought – from their share of the investment.

21. This model would most likely take the form of an **asset-backed vehicle** of some shape or form, which would see the authority and partners assembling a package of land, other assets, resources (such as staffing resource) and/or cash investment to create a critical mass of investment which would be used to kick-start development on identified priority sites and projects.
22. The vehicle would be independent from the Council, although as a principal investor, the Council would have a seat in the governance structure or board, and in some models, a veto over any major strategic decision on the delivery of agreed outcomes.
23. The principal benefit to an investment vehicle of this nature is the opportunity it offers for assembling investment from a variety of sources and leveraging that investment effectively. Specifically, the model will enable the city to match investment in against a range of public and private sector investment sources including but not limited to:
 - **Leeds City Region Revolving Investment Fund** – a Fund that is invested in by CYC and other city region partners to create a city region fund for economic infrastructure. The Fund is driven by commercial objectives, and hence projects will be expected to generate a return for investments made, but given that the projects identified for JV investment are priorities for city of York, they will have been flagged as priorities in the overall city region investment plan and prospectus – and thus will have a greater likelihood of being successful.
 - **European Regional Development Funding – 2014-2020** – working through respective LEPs, the city will have the opportunity to match investments made in projects with European funding depending on the extent to which these projects align with European objectives and LEP priorities within those objectives.
 - **Other European sources of funding** – European Investment Bank provides further finance options that may be considered for extending the reach of the initial investment made by invested partners.
24. At the same time, the authority would be able to strategically use the proceeds of planning gain and Community Infrastructure Levy (CIL) to contribute to the overall strategy developed with investment partners and landowners.

25. Beyond the project-specific potential to match funding, there is the option of “thinking bigger” and considering the development of an Urban Development Fund either at regional or multi-authority level (perhaps along the ECML authority partnership). Such a fund would see the city and other local authorities in the sub-region or region **pooling investment under JESSICA** – creating a kind of super-fund whereby the model’s bang for buck is larger than the original investment potential of a city-specific fund.
26. Ultimately, as a private sector-facing vehicle and a model which is run independently of the Council, this model is most likely to attract this additional investment. Soft market testing to date suggests that the investment market prefers to invest where decisions can be taken quickly and priorities maintained in the strict way that a local authority is not able, given the wide variety of stakeholders and remits to which the authority is accountable.

Timetable for taking forward the preferred option

27. In order to progress the development of a proactive model for attracting investment to development in the city, the following next steps are proposed for approval by Cabinet members (timetable to subject to confirmation):
 - **Early 2014:** Options appraisal:
 - Further market testing via engagement with potential investor partners and strategic landowners
 - Liaison with other local authorities that have engaged similar models
 - Cabinet to receive report which
 - Presents results of market testing and research of case studies
 - Recommends a model and business case for proposed model
 - **March 2014:** MIPIM 2014 – CYC and partners to further market test the model for financing development amongst international investors and developers

- **By Spring 2014:** Development of the proposed model and tendering for potential investor partner
 - **Autumn 2014:** Cabinet to receive recommendations on procurement of investor partner
28. Members are asked to consider involvement in MIPIM 2014 as an opportunity to not only promote the city's development opportunities, building on the experience of MIPIM 2013, but also to test the model selected by Cabinet.
29. Last year's representation at MIPIM produced 75 long list of leads, and circa 30 leads that have been fostered over the summer since the event. These contacts are now being brought together with city of York partners and local strategic landowners to consider opportunities to work together to key residential and commercial sites.
30. The 2014 MIPIM event would offer the city the opportunity to further build contacts and leads for the sites emerging from the Local Plan, but also to generate interest in the emerging new model for development investment.

Benefits

31. The benefits of the model extend across the full economic, social and environmental conditions of the city:
- The new model will enable the city to **increase the supply of Grade A office stock** – both for larger employers that seek quality premises as inward investors, and growing indigenous businesses that are currently constrained by the lack of grow-on space
 - As a result, the new model should enable a **significant increase in the city's employment** – particularly initially at the high value end, but which through supply chain impacts, will help to generate further employment throughout the full range of skills opportunities. As a result, the new model will help create **new jobs** at both the graduate end of the spectrum to the lower skilled end – including significant increases to the services industry resulting from the supply chain impacts of new employment in the city.

- In addition, the GVA generated from the new model – initially from the simple investment of the new model into the city, but indirectly from the employment created – will provide a further significant boost to the local economy and prosperity.
- The proposed investment in housing sites will provide a **major increase in the number, locations and range of housing options** available to residents. The increased supply should then lead to a decrease in average house prices in the city.

Recommendations

32. It is recommended that Cabinet:

- Agree in principle to a more strategic and proactive model for bringing forward investment in development of key sites, based on the objectives set out in Para 16 of the report
- Approve the development and engagement of potential investor partners to develop options for a new model, with the intention a full options appraisal and business case is brought back to Cabinet in the New Year
- Approve the city’s representation at MIPIM 2014 as next step in engaging with potential investors and developers as part of developing the new model.

Reason: To enable the city to make a step change improvement in development of key and strategic sites.

Author:	Cabinet Member and Chief Officer Responsible for the report:
Katie Stewart Head of Economic Development (01904) 554418 katie.stewart@york.gov.uk	Cllr James Alexander, Cabinet Leader Darren Richardson Director of City and Environmental Services. Telephone: 01904 55 1330. Email: darren.richardson@york.gov.uk

	Report Approved	v	Date	24 October 2013
Specialist Implications Officer(s) None				
Wards Affected: All				v
For further information please contact the authors of the report				

Background Papers: None

Annex: Appendix 1 – Examples of Special Purpose Vehicles and Local Asset Backed Vehicle in Action

APPENDIX 1. Examples of Special Purpose Vehicles and Local Asset Backed Vehicle in Action¹

1. Below is a summary of a number of examples of successful local government asset backed vehicles (often called LABVs) that have been developed over approximately the past 10 years. Generally the expected duration of the partnership is fifteen years or more, and so many projects are still in the early stages. However a number of LABVs have already started to deliver positive outputs and some notable successes have been achieved despite the economic downturn.
2. The vehicles described cover a range of different entities with different purposes. Some are primarily intended to deliver regeneration or development of a key site or a portfolio of city centre sites. Others are focussed on improving the management of a portfolio of investment properties. Two examples relate to Regional Development Agencies rather than local authorities; however the structures and lessons are potentially still applicable to local authorities.
3. All of the diverse examples cited can be thought of as Local Asset Backed Vehicle (LABV), although the partners involved may use a range of different terms, for example Urban Regeneration Vehicle, Joint Venture, or simply partnership. This demonstrates that there is potentially great flexibility in the application of the LABV type of investment project.

Croydon

4. CCURV (Croydon Council Urban Regeneration Vehicle) is one of the best known and oft cited examples of a Local Asset Backed Vehicle (LABV). CCURV is a 28-year exclusive partnership between Croydon Council and John Laing to regenerate a range of key sites across Croydon borough.
5. John Laing was appointed as Croydon's partner in November 2008. CCURV was set up as a 50:50 partnership, with Croydon Council investing land in the URV and with John Laing investing equity and providing development expertise.

¹ Provided by Ben Ticehurst, Peterborough City Council.

6. Initially CCURV is intended to deliver a £450m regeneration of significant sites across Croydon town centre including the new 240,000sqft council offices and the Waddon leisure and housing development (both of which are now underway). As part of Croydon Council's ongoing regeneration, CCURV is intended to deliver sustainable facilities to benefit the entire community while unlocking land value and delivering development profit to the partnership.

Gateshead

7. A consortium of Galliford Try, Gateshead Council and housing association Home Group have formed a local asset backed vehicle called Evolution Gateshead to build the homes and associated community facilities, for both private sale and affordable housing. The deal, covering 19 sites and expected to deliver 2,400 homes, is estimated to be worth £347 million. Work is expected to start on the first sites in 2013 and continue over the next 15 years.
8. Gateshead Council state that creating a joint venture partnership means the risks and rewards of developing the sites will be shared between the partners, and that they will be able to reinvest any profits from the sites back into Gateshead neighborhoods. They also expect to be less reliant on central government funding.

Bournemouth

9. The Bournemouth Development Company is a public-private partnership between Bournemouth Borough Council and Morgan Sindall Investments Ltd, established to deliver much of Bournemouth's Town Centre Vision through the development of Council-owned land.
10. The company is owned jointly (50/50) by the Council and Morgan Sindall Investments Ltd and will be developing a number of sites around the Town Centre for a variety of uses, in line with the Council's planning policy. Planning permission has been granted for the first sites with work expected to start imminently.

Aylesbury Vale

11. Aylesbury Vale District Council (AVDC) and Akeman Partnership established a commercial property joint venture known as Aylesbury Vale Estates (AVE). The innovative move ensures that AVDC's portfolio of industrial units, shops and offices meets the needs of

modern businesses and continues to provide an income stream which can then be used to support important services.

12. As part of the joint venture, which has a minimum life of 20 years, AVDC transferred ownership of all of its commercial property assets to AVE. The properties are now managed, improved and developed by the joint venture, with an income going to the council. AVDC and the Akeman Partnership control AVE on a 50/50 basis, with the council represented on the board of the joint venture and continuing to be involved in the operation of the portfolio at a strategic level.

Oxford (Barton)

13. Oxford City Council began looking for a joint venture partner for the development/regeneration of the Barton area in November 2010 to help deliver the new neighbourhood at Barton. The process was not subject to OJEU procurement as it was not procuring works or services.
14. The Council eventually formed a joint venture with Grosvenor Developments Limited on 31 October 2011. The partnership combines the Council's land and vision for the site with Grosvenor's funding capacity and expertise.
15. The project team, made up of equal representation from Grosvenor and the Council, is now working together on master planning, community facilities, design and access. The Barton Area Action Plan was adopted in December 2012 and start on site is planned for 2013.

Skypark Exeter

16. The Skypark site was formerly run by Devon County Council as part of Exeter Airport. In February 2009, following a six-month selection process, St. Modwen was named Joint Venture Partner. The partnership is driving forward the development of the 1.4 million sq ft Skypark Business Park comprising of office and industrial/manufacturing space. Work is already underway, with a £3 million energy centre to serve SkyPark and the nearby new community at Cranbrook completed in September 2012.

Sci-Tech Daresbury

17. Sci-Tech Daresbury is one of two National Science and Innovation Campuses established in 2006, (originally named as Daresbury

Science and Innovation Campus). In December 2010 a new joint-venture company was created to spearhead the longer-term development of the site. The partners in the JV company are the Science and Technology Facilities Council (STFC), Halton Borough Council and Langtree, a property developer and investor. It changed its name to Sci-Tech Daresbury in July 2012. The partners have subsequently achieved enterprise zone status for the site and secured Regional Growth Fund grant to help bring forward new development

Onsite North East

18. Onsite North East was originally a joint venture between One North East (the Regional Development Agency for the North East), and partner Langtree. It had the aim of managing, developing and investing in sites previously held in the One North East portfolio and responding to other investment and development opportunities elsewhere in the region. The deal was valued at £25m and due to last 15 years. The sites under the control of Onsite comprised over 1,000 acres, with a focus on workspace, warehousing and offices, but also the potential for leisure, retail and residential uses.
19. The first year of the joint venture facilitated six developments with the sale of more than 23 acres. These included the sale of land in Cramlington for a new depot and sale of land in Hartlepool to the Cleveland Fire Authority for a new headquarters. Revenues were to support the running costs of Onsite and eventually to pay a dividend. Following the winding up of the RDAs by government One North East's property portfolio and interest in the joint venture was transferred to the Homes & Communities Agency, but Onsite North East continues to operate as a live venture.

PxP West Midlands

20. PxP West Midlands is an enterprise that brings together developer Langtree and the Homes and Communities Agency (HCA). This joint venture was originally formed by the RDA Advantage West Midlands, but its interests transferred to the HCA on winding up. This innovative private public sector partnership was set up to develop, regenerate and invest in a diverse portfolio 600,000 sqft and development of sites spread over 130 acres throughout the West Midlands. It brings additional private sector capital, expertise and resources to manage and deliver strategic brownfield sites more quickly.

21. PxP was set up in 2007 with an initial duration of 10 years and an estimated value of £64m. A number of developments have successfully been completed including Sapphire Court - the first phase of its £9 million speculative industrial development at Bromsgrove Technology Park.

This page is intentionally left blank



Cabinet**5 November 2013****Report of the Cabinet Member for Health, Housing & Adult Social Services****Travellers site provision – Extension of Osbaldwick Site.****Summary**

1. To request approval and part funding, which combined with the Homes & Communities Agency funding will support the extension of the Osbaldwick Travellers site. The development will incorporate 6 additional pitches, grazing land for horses and amenity space.

Background

2. City of York Council owns and manages 3 Travellers sites, with support and management being provided by Support Workers based at Ordnance Lane Hostel. The sites are geographically located across the City and total 56 pitches. The Osbaldwick Site is the smallest of the three sites with 12 pitches. Each pitch has a hard standing with amenity block and includes modern amenities i.e. electricity, running water, toilet and bathing facilities, kitchen and living space. These expectations are based on the Governments good practice guidelines.
3. Overcrowding on the pitches is an issue with many of the pitches having at least two caravans/ mobile homes to accommodate extended families including both young children and elderly relatives who are living longer in the community due to increased access to health services and due to the shortfall of provision across the City.
4. Within the site there is no amenity space for children, limited space for turning and parking large vehicles, no site office/ community facility or space for grazing horses. The site is compact, yet surrounded on two sides by farmers fields. The site has existed since

the mid 1980s and was transferred from Ryedale DC in 1996 when York became a unitary authority.

5. The 2011 census records that 269 people identify as Gypsy or Irish Traveller in York Unitary Authority. This is 0.1% of York's population. Regionally and nationally Gypsy and Irish Travellers account for 0.1% of the population.
6. In 2008/9 the North Yorkshire Strategic Housing Board commissioned a Gypsy and Traveller Needs Assessment (GTNA). The report concluded by 2015, a projected shortfall of 36 pitches across the City. A refresh of this research is currently being commissioned and a report is expected later this year, to inform the Council's Local Plan. The Area Assessment will take into account the North Yorkshire context and is being undertaken by the same consultants.
7. The Council currently holds a waiting list of approximately 24 households seeking a York Travellers site pitch. Information directly from Travellers has also highlighted that there are some families who have moved into traditional housing, due to a shortfall in pitches, who would like to move back onto sites.
8. York Travellers Trust is a support charity, set up to work with the Gypsy & Traveller community in York, to provide support and advice, empowering individuals and the community to make the most of their opportunities. They estimate that they support approximately 350 gypsy and traveller families in York and predict that there is a future need for 50 pitches in the next five years. Part of this estimation is taken from their own impression of concealed households, members of the family, mostly grown up children, needing independent accommodation.
9. **Population Growth** - Communities and Local Government (CLG) estimate that the Gypsy & Traveller population will grow by 3-4% per annum. These are the children of Gypsy & Travellers who are predicted to need pitches in the future. Calculations based on 3% growth rate which places population growth for:

Years 1 to 5 – 2 families

Years 6 to 10 – 4 families

Years 11 to 15 – 5 families

This results in a population growth over the Local Plan period (2015-2030) of 11 families. Each of these families will require a pitch.

10. All of this evidence and assumptions will be tested as part of the GTNA refresh during Autumn 2013. The Council is committed to working towards addressing this identified shortfall in pitch and site numbers.
11. In 2011 the government announced, through the Homes and Communities Agency (HCA), a programme of 'Traveller Pitch Funding' of £60M. Initially the HCA accepted schemes valued at £47m in January 2012 and subsequently announced a further round during July 2012.
12. Following officer discussions with the Cabinet Member for Health, Housing & Adult Social Services during September 2012 the Council submitted a bid for HCA funding to support the development. The bid was for match funding totalling £342k of the anticipated scheme costs of £628k, based on indicative costs from our framework Quantity Surveyor. This was on the basis of the Council funding the remaining balance. The HCA advised the council that the bid had been successful in December 2012.

Why extend the Osbaldwick site?

13. When determining how to meet the shortfall in the number of pitches required across the city, consideration was given to a number of sites identified by the planning service. The sites identified were all assessed using agreed criteria and found, in planning terms to be unsuitable for development as a travellers site. Further consideration has been given to the possibility of extending the other two sites the council owns.
14. When considering the size and location of the current sites, it was clear that the extension of the Osbaldwick site provides the best option, the other sites are landlocked and their size prohibits further development. In addition to this the number of pitches on the Clifton & James Street sites are already at a level where, when considering best practice you would not increase the number of pitches on these sites, whereas the Osbaldwick site has the least number of pitches and is surrounding by undeveloped land. The identified land has now been designated in the draft Local Plan for the provision of Gypsy and Traveller pitches.

15. The proposal to extend the Osbaldwick site was considered at Planning Committee on the 24th October 2013. After a full debate the application to extend the site was approved.

The Proposal

16. To develop 6 additional pitches to expand the site from 12 to 18 pitches and enhance facilities on the Osbaldwick site for the benefit of the Gypsy and Traveller community.
17. There have been detailed negotiations with the owners of the adjacent fields and we have agreed in principle to the purchase of one area of land and legal agreement has been reached with one of the adjacent land owners to purchase the required land subject to agreement for the funding and planning approval.
18. Architects have been appointed and have developed a scheme (see Annex 1) which meets with Governments best practice standards. As outlined above this incorporates the 6 additional pitches, grazing land for horses, for which we will charge a fee and amenity space for play away from the vehicular access. Through working up this more developed scheme, it has been identified that the potential cost of the overall development will be higher than originally anticipated by our Quantity Surveyor framework contractor. Work is ongoing to review the scheme in light of this increase in costs. All costs will, over the lifetime of the scheme be funded from HCA grant and borrowing secured against the rental income.
19. A specification is being developed and will, subject to Cabinet agreement, be submitted for tender. Contractors will be encouraged to not only consider traditional methods of construction but also pre fabricated options to ensure that the development costs are kept to ensure value for money.
20. The new pitches when built will be to a higher specification than the existing amenity blocks, with improved space standards including being wheelchair accessible and adaptable in order to enable a household to remain living independently for longer. Furthermore, the size of the plots will also be larger to reflect the Governments best practice standards Designing Gypsy and Travellers sites: Good practice guide (2008). The rents charged for the new pitches and existing pitches on the sites in future will reflect the enhanced space standards on the new pitches and levels of amenities across the site.

Consultation

21. During summer 2012 initial discussions took place with residents of the Osbaldwick site to gauge their views on the prospect of extending the site. The response was mainly positive due to issues of overcrowding on the existing pitches which are smaller in size than current good practice recommendations. Amenity blocks will be increasing in size from 18m sq to 30m sq and the overall pitch size from approximately 260sqm to 400sqm.
22. A number of discussions have taken place on the site since then, including a planning for real exercise with an architect, to engage the travelling community in the location of the pitches, grazing land and amenity space and take account of any current issues they have with the site and future needs and aspirations. This gave all residents the opportunity to feed into the process more broadly. In addition the Support Workers have provided regular updates as to progress with the scheme and a specific newsletter/ briefing paper has also been provided to the residents. The travelling community have also been notified that the planning application has been made and encouraged to respond accordingly.
23. The redevelopment of the site has also been discussed with the York Travellers Trust who are in support of the scheme, due to the shortfall in provision across the city.
24. There have also been a number of meetings with the wider community, Chief Officers of the Council have attended meetings with Ward, Parish Councils and the MP for Outer York in relation to concerns and objections raised in connection with the redevelopment of the site.
25. It is fair to say that the proposal to extend the existing site has not met with universal agreement. Concerns have been raised with regards to the management of the existing site and the need for additional pitches.
26. In response to the concerns council officers have provided details of management actions that have been taken where breaches of the licence agreement have taken place and details of how the council manages not only Osbaldwick but also Clifton & James Street sites.
27. Site visits have also taken place with the HCA as a result of the concerns raised by the MP through the formal channels within

government. The most recent visit by the HCA was on the 1st October when they confirmed that they are happy with the site management in place and the opportunities that the extension will bring for closer interaction with the travellers.

Options

28. Option 1- To agree the release of funding to support the extension of the Osbaldwick Travellers Site.
29. Option 2- To not agree the release of funding.

Analysis

30. **Option 1-** Will allow us to deliver a partly grant funded scheme, supported by the HCA, to contribute towards the shortfall in pitches across the city; reduce overcrowding on existing pitches and sites across the city; offer, albeit limited grazing land for horses owned by the Gypsies and Travellers on the site Approval and successful delivery of the scheme will further strengthen our partnership with the travelling community.
31. Cabinet will recall that it approved the Gypsy Roma Traveller Strategy in July 2013 which set out our clear commitment to work in partnership with the travelling community:

“improve equalities and lifelong outcomes and opportunities for York’s Gypsy, Roma and Traveller community”
32. The delivery of additional pitches is a key element of meeting this vision.
33. **Option 2-** Failure to agree to part fund the scheme will result in; a lack of new provision in the city and failure to, in part, address the identified shortfall of 36 pitches and provision will not be made for horses to graze.
34. The council will also miss the opportunity to play a leadership role in meeting one of the key priorities within the recently adopted strategy to ‘improve accommodation supply and standard.

Council Plan

35. This strategy links in with the following themes in the Council Plan:

- Build Strong Communities – The development of the additional pitches will alleviate some of the tensions caused by the overcrowding of existing sites. The improvements in the environment will enable all agencies to work closer with the travelling community to deliver on the priorities set out within the Gypsy, Roma & Travellers Strategy.
- Protect vulnerable people – Gypsies and Travellers are one of the largest distinct ethnic groups in York and their traditions and history can be traced across hundreds of years. Yet, significant evidence points to the fact that they are the most marginalised and disadvantaged of all minority groups, across a range of indicators. Reducing the level of overcrowding within the site will have a positive impact on the individual residents health & wellbeing and help agencies to more actively work with individuals to address some of the problems this community encounters.

Implications:

36. The implications arising from this report are:

- **Financial:**
- The estimated cost of the proposal is £763.5k of which £423.5k is anticipated to be funded by grant with the remainder funded from prudential borrowing.
- The new 6 pitches will provide a net surplus of between £20k and £38k over the 20 year period which will be sufficient for the council to borrow £340k over a 20 year period. The terms of borrowing and repayments will be agreed by the Director of Customer and Business Support Services.
- In reaching the net revenue income, consideration has been given to additional costs associated with managing a larger site and provision for bad debts.
- Indicative scheme costs were sought from our Quantity Surveyor Framework Partner prior to the submission of the bid to the HCA for funding. Following working up of a detailed scheme, and negotiation with the land owner, the anticipated cost of the scheme has increased by £135k (the actual scheme cost will be determined via competitive tender). Given the

projected increase in costs from the indicative costs following the working up of a detailed scheme, discussion is ongoing with the HCA to consider opportunities for a greater level of match funding to reflect the anticipated scheme costs.

- **Human Resources (HR):** None
- **Equalities** – Community Impact Assessment completed
- **Legal-** The Authority has a general power, under s120 Local Government Act 1972, to acquire land by agreement for the benefit, improvement, or development of its area. There is also a specific power, under s24 Caravan Sites and Control of Development Act 1960, to acquire land to provide a site for caravans.
- **Crime and Disorder** – None
- **Information Technology (IT)** – None
- **Property** –Planning permission- ref: 13/02704/GRG3
- **Other-** None

Risk Management

37. The direct risks associated with this report are minimal. However, there are clearly community concerns with regards to this proposal. To alleviate these concerns it is critical the ongoing dialog with both the travelling community and the wider community is facilitated.

Recommendations

38. Cabinet are recommended to approve:
- Option 1- To approve financial support for the extension of the Osbaldwick Travellers Site.
 - That Cabinet recommend to Council a capital budget of £763.5k to be funded from external grant of £423.5k and prudential borrowing of £340k.

- That Cabinet/Council note the prudential borrowing will be repayable from additional rental income and that the terms of the borrowing and repayments will be agreed by the Director of Customer & Business Support Services.

Reason: To ensure that the council plays an active role in meeting the long term accommodation needs of the travelling community.

Contact Details

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Kate Grandfield Supported Housing Manager Tel 01904 554067	Cllr Tracey Simpson-Laing, Cabinet Member for Health, Housing and Adult Social Services Steve Waddington Assistant Director – Housing & Community Safety.		
	Report Approved	√	Date 11 October 2013
Specialist Implications Officer(s) None			
Wards Affected: Osbaldwick			
For further information please contact the authors of the report			

Annexes:

Annex 1: Proposed scheme plan

This page is intentionally left blank

Existing Telegraph Poles. To be relocated to suit layout and clearance requirements.

Lamp Post



Fence type: F1
Site perimeter:
2m high wire mesh security fencing



Fence type: F2
Field division:
Stock proof fencing

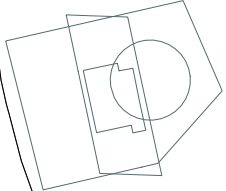


Fence type: F3
Play areas:
Timber post & rail fencing
(to incorporate stock proof fencing)



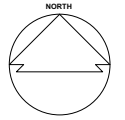
Fence type: F4
Pitch boundary:
Close boarded timber fence with timber
trellis to the top

Sewage Works



Outgang Lane

Yorvik House



0 5 10 15 20 25m
SCALE 1:500

A	AMENDMENTS TO SITE LAYOUT	06.08.13	SRG	JW
	Revised by	11.07.13		

PLANNING

DSP Architects LLP
2 Kettlewring Lane
York YO3 8EF
United Kingdom
Tel: +44(0)1904 476170
Fax: +44(0)1904 691035
E-mail: info@dsparchitects.co.uk
Website: www.dsparchitects.co.uk

CITY OF YORK COUNCIL

OSBALDWICK TRAVELLERS SITE

Proposed Expansion
Site Plan

Scale @ A1	1:500	Project No	3993	Drawing No	(05) 02	Rev	A
------------	-------	------------	------	------------	---------	-----	---

This drawing is to be read in conjunction with all related drawings. It is not to be used for construction without the approval of the architect. The architect shall be notified immediately of any discrepancies. DSP Architects LLP is a limited liability company registered in England and Wales.

This page is intentionally left blank



Cabinet**5th November 2013**

Report of the Cabinet Member for Finance, Performance and Customer Services

Future options for the Burnholme site**Summary**

1. This report sets out work undertaken since September 2012 to develop options for the future use of the Burnholme Community College site and proposes a broad consultation exercise with the local community to seek their views on what happens on the site following the closure of the college in July 2014.

Background

2. In May 2012 Cabinet reluctantly took the decision to close Burnholme Community College due to continually dwindling pupil numbers making the school financially unsustainable. At that time community groups and parents raised valid concerns about the future provision of community facilities currently delivered from the college site and for the loss of community cohesion as a result of the school closure. Cabinet committed to review the future use of the site with view to addressing these concerns.
3. City of York engaged advisors and an architect to review current provision on the site, explore potential demand for broader community and sports use and investigate a range of alternative uses for the site, including health and well being, retail and housing .
4. The review team engaged closely with community groups, community leaders and all three local schools to ensure that a broad range of ideas were explored, potential options were understood and the detail of these ideas was worked up to enable a realistic picture of the viability of all options to be assessed.
5. The review was driven by Council's objectives and how options would deliver the principles of the Asset Management Strategy, namely :-

- Maximising use of council assets
- Reducing costs by co-locating services in other Council buildings
- Creating community value by partnering with other public or 3rd sector organisations
- Creating new homes – supporting Get York Building programme

Consultation

6. The review also sought to establish the objectives of the local community and their views were sought at a Big Local event in July on the college site when over 300 people spoke to us about their future aspirations for the site. Views were reasonably consistent across the whole community and there was strong support for the use of Burnholme by the community for a range of activities. The themes that came across from the consultation were :-

- A lot of support for sports uses and for activities that young people would find of interest
- A place to meet and socialise
- A place to access local services (Council, health, learning)
- General feeling amongst most of the respondents that had a view was that they would be ok with an element of housing if it was needed to cross subsidise other community activity (everyone consulted understood the financial picture of public sector currently) – and if there could be some affordable housing that would be very welcome (particularly by some of the younger people consulted).
- We also asked whether people would support retail, and, surprisingly, the response was quite flat. People generally felt well served by supermarkets and were worried about potential displacement of some of the other retailers in Tang Hall.
- A lot of people felt strongly about re-using the buildings and not completely demolishing the school
- Finally, there was a strong feeling that building in some connectivity between Tang Hall and Derwenthorpe residents by creating (perhaps) a green corridor/cycling paths would be really welcomed.

7. Existing and potential users of the site were extensively engaged and their needs assessed with a view to developing options that would mean they could use the site in future. Interest has been expressed by
 - Burnholme Nursery
 - Hemplands Kids Club
 - Eccles Training Centre
 - Primary and Community Health Services
 - Pharmacy
 - Explore Library
 - Sports Clubs
 - York Community Church
 - G2 Church
 - SMART
 - Accessible Arts
8. Some of these organisations bring with them reliable long term funding where others are not currently able to pay market rates and will bring less predictable income streams.

The Site

9. A full plan of the site is attached at Annex 1. The full site is 16.8 acres of which 6.8 acres is the brownfield part of the site. The options developed assume that as a starting point only the Brownfield part of the site is used and that the 10 acres of playing fields remain as open space, with some additional space being used by Applefields School.
10. Cabinet have already made the decision to utilise unused land to the rear of the Burnholme site to locate one of the two new Elderly Peoples homes which are being developed as part of a separate project. Discussions are taking place with St Aelred's School which abuts this site in order to ensure that they have adequate green space and are happy with the adjacent facilities.
11. During the appraisal process all efforts were made to maximise the amount of shared space in any development which would increase the facilities open to the community, reduce the cost to each user and facilitate sharing and collaboration opportunities for all users.

Options

12. A series of high level options were developed which for completeness included both a “Do nothing” option and a sale of the site for housing, though it was accepted that these options would be highly undesirable. They do allow a comprehensive view of all options and provide a full analysis of the costs and potential income from the site.

13. The options were:-

A Housing only - – Demolish the existing buildings and develop the brownfield parts of the site for housing

B1 Health and Wellbeing Hub – New Build. This facility would incorporate all existing users and host primary and community health services, an Explore library and provide a home for a range of voluntary sector groups. A small area of land on the brownfield site would be sold for housing (approx 23 homes) This option would demolish the existing structure and design a purpose built facility.

B2 Health and Wellbeing Hub – part refurbished/ part new build. This facility would incorporate all existing users and host primary and community health services, an Explore library and provide a home for a range of voluntary sector groups. A small area of land on the brownfield site would be sold for housing (approx 19 homes) this option would demolish part of the existing structure and design a purpose built facility.

C Small scale Community use – This option would continue some existing uses on the site but would not feature any redevelopment of the buildings. It would however require decommissioning of large parts of the existing site with focussed provision on a small footprint of the existing buildings. In addition the proposed health facilities would not be able to be provided on the site nor would the Explore library facility which would remain in its current location.

14. These options were then given a full commercial development appraisal, assessing

a. Cost of redevelopment

b. Potential capital receipts or external capital income

- c. Potential rental revenue
 - d. Other income sources (£106 moneys from Derwenthorpe)
 - e. Space requirements of tenant organisations and their ability to pay rent
 - f. Fit with community and council priorities
 - g. Risks
15. These options and all the supporting work are set out in a comprehensive report which contains sensitive assumptions about the level of rent payable by each organisation which for obvious reasons needs to be kept confidential. The broad findings from the review are set out in an Executive Summary which is attached as Annex B.

Analysis

16. **Option A – Sell for Housing** – though there would be a significant capital receipt (estimated £3.4m) and provision of 110 new homes, all existing community use of the site would cease and organisations would need to relocate. There would be a detrimental impact across the whole community and a loss of community cohesion.

Option B1- Health and Wellbeing Hub – New Build. This would retain existing community facilities and bring together a complementary range of health and wellbeing services for the local community that would both improve the quality of local services and also underpin the financial stability of the whole facility. However, the new build would be expensive and would require significant additional funding.

Option B2 - Health and Wellbeing Hub – part refurbished/ part new build – As with Option B1 this would retain existing users and supplement with quality health and wellbeing facilities. It would be significantly cheaper to partly refurbish some existing buildings and add some new build. The scheme would still require some additional funding but much less than option B1.

Option C - Small scale community use – This option would continue existing facilities but would have little long term financial stability and its viability over time is in grave doubt. The cost of decommissioning the unused parts of the site and essential maintenance work would leave an annual cost of approx £250k against current income of

£80k, leaving the Council an annual £170k minimum additional revenue contribution

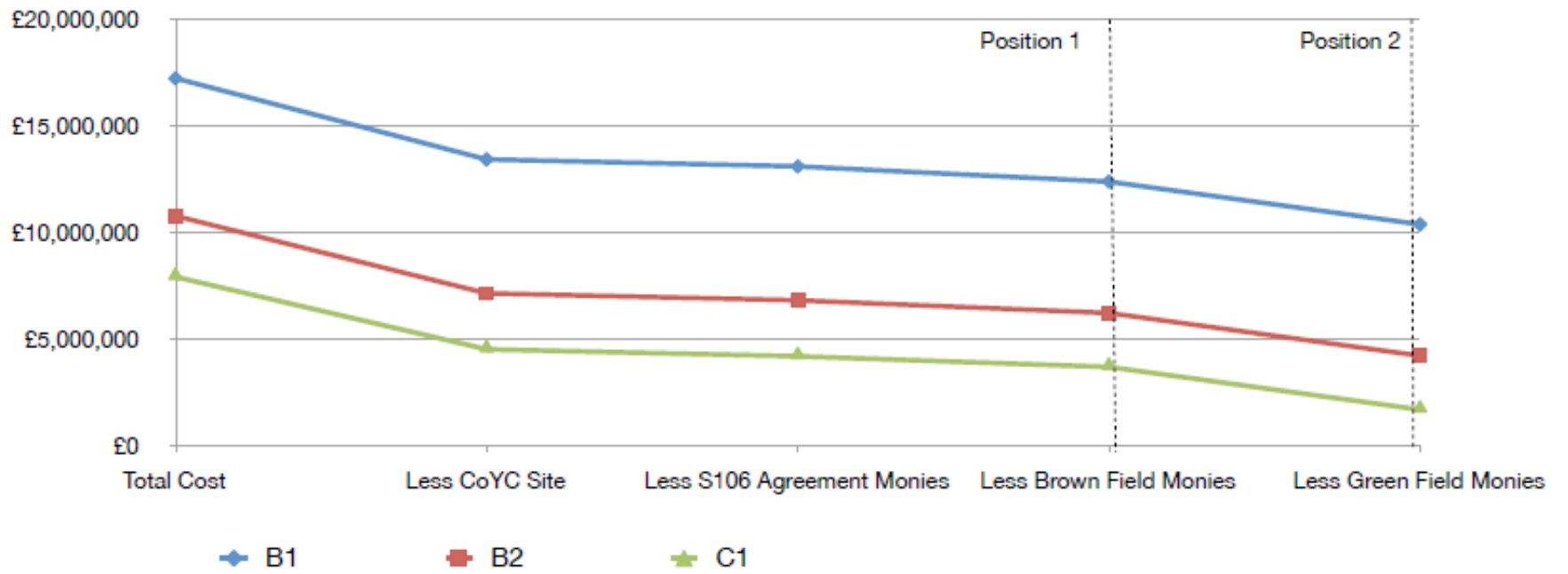
17. The review evaluated all these options against a matrix that considered their fit with Council priorities which is set out in table 3 of the Executive report at Annex 2. The highest scoring option from that exercise was the creation of a part refurbished part new build Health and Wellbeing Hub with ongoing community provision (option B2). This option clearly delivers on many of the requirements stated throughout the community engagement, but all options needs testing out with the broader community.
18. Option A is financially viable because it has no ongoing capital or revenue costs although the cost of moving existing facilities to alternative sites has not been calculated. None of the options B-C are currently financially deliverable as the income that they would generate does not pay for the required capital borrowing assumed in the modelling.

Financial Viability

19. Given the levels of capital investment required by options B-C, none of these are viable in the long term when looked at as a development opportunity and all would require further action to be taken to make them affordable.
20. The affordability of options B1, B2 and C1 could be improved by :
 - a. The Council contributing the land at no cost to the development - £2.9m
 - b. The injection of the S106 monies from the adjacent Derwenthorpe scheme towards the sports facilities on site is critical whether option B1, B2 or C1 is selected
 - c. A significant injection of capital from an occupant such as the NHS
 - d. Creating an additional capital input from selling some of the remaining green space on the site for housing.
 - e. An injection of revenue or capital funding from the Council - given the financial pressures upon the council due to reduced government funding this would necessitate further budget cuts across the council

- f. Increasing revenue from new users – this would in turn increase the capital costs by increasing the size of the build. Care would need to be taken not to price the space out of the reach of community groups
21. The initial capital costs of the 3 non- sale options (i.e. Options B1, B2 and C1) are shown on the chart on the following page. The initial development costs are then offset by removing the cost of the land (assuming that CYC puts in the land at no cost to the scheme), by utilising the S106 monies from Derwenthorpe to provide community facilities on the site, from a small amount of brownfield land being sold for housing and finally assuming that up to 4 acres of the greenfield land might be sold for housing.
 22. This remaining capital would then be borrowed and repaid over a 25 year period from the rental income from all the occupants. The net revenue position with or without any greenfield land sale is shown on the diagram in Annex 3. It is clearly shown that the net revenue balance is only marginally affordable. This is very risky and assumes that the space will be fully let throughout the term of its life and that all repairs liabilities are met from additional tenant income. To make this a sustainable facility there needs to be some financial headroom in the form of an operating surplus built in to the business case to cover these known likelihoods and any unexpected issues.

PROJECT CAPITAL REQUIREMENT



23. The chart set out at Annex 3 shows the income which will be generated from each option, offset against the cost of repaying the capital and the management costs and then (in the purple bar) shows the net revenue balance. Based on current assumptions, none of the options are affordable using only the brownfield portion of the site. Assuming additional capital income for example from the sale of a 4 acre portion of the Greenfield site, would add in £2m to the financial model and as you can see from the diagram above this makes option B2 affordable and Option C marginal.
24. There are other ways of closing this affordability gap (potentially from another scheme partner) as set out in para 20. This diagram is just indicative to show that it is possible to make some of the options affordable.
25. The green space on the site is a very important consideration. Both Applefields and St Aelreds schools have expressed a need for additional green-space and community views were strong on the need for both outdoor sports and recreation but also for natural habitat and community planting areas. Permission to dispose of this land would need to be sought from the Department for Education. Further assessment will be needed to see how these requirements can be accommodated if some of the green space were to be used for housing.
26. In order to compare each option we have set out below a Red/Amber/Green status showing how successful each option is against the following criteria
- Affordability
 - Long term deliverability
 - Delivers community benefit
 - Meets Council priorities

	A	B1	B2	C
Affordability	G	A	A	A
Long term deliverability	G	A	G	R
Community benefit	R	G	G	A
Council priorities	R	G	G	A

Continuing the Consultation

27. The community engagement undertaken to date has been absolutely crucial in getting a clear view of what is needed in the site and it is now vital that we undertake a comprehensive local consultation on the work done to date so that everybody understands how the options have been arrived at, what they are dependent upon and then has a view over how this should be taken forward. The Big Local team are keen to be involved in a further community discussion as are the schools and the community groups which use the site. Ward members have been involved in the earlier stages of the consultation and will continue to be engaged as the consultation takes shape.

Corporate Objectives

28. The option to develop a Health and Wellbeing community hub on the site would meet the Council priorities for **Building Strong Communities** by providing a wide range of community facilities and space for community groups to grow and develop. The provision of health and sports facilities would help **Protect Vulnerable People**. The provision of housing on the site would contribute to **Get York Building**

Implications

29.

Financial – The potential financial impacts are set out in the body of the report. There are no financial commitments made as a consequence of these recommendations. The full financial implications of any options will be brought back in a future report.

Property – all the implications are contained in this report

Legal – consideration will need to be given to the future governance and operating arrangements for any future facility and legal agreements will need to be put in place at that time. If after consultation there is a proposal to use any of the greenfield site then Department for Education (DfE) consent will be needed for disposal of any playing fields. DfE consent will also be needed for any disposal of school buildings under the Academies Act.

Equalities – open engagement with the whole community will ensure we gather a range of perspectives before a decision is taken and the

completion of Community Impact Assessments for each option will help inform the consultation and further options analysis.

Human Resources – none

Risk Management

30. There are a number of potential risks associated with a project of this type. These can be categorised at a high-level as follows:-

- Demand – any of the short-listed options will only work if the initial interest shown by community and health-related organisations materialises into binding agreements which provide sufficient revenue and capital input. This has been managed so far by having several meetings with the representatives from these groups who will have an influence in the final decision making and having an open sharing of information and requirements. The interest shown is definite and strong and, although it is dependant on further negotiation and a positive outcome from the relevant decision-making bodies, it is considered at this stage that there is a high possibility that there will be sufficient demand for whichever of the options is chosen to make the use of the development sustainable. The current risk is therefore **medium**
- Planning – any of the short-listed options will require planning consent for the health and well-being/community hub and also any residential development. Discussions have already taken place with planning officers on the proposed uses and initial comments show these to be acceptable subject to further information about design, density, land-take etc. When a preferred option is indicated further discussions will take place with all relevant internal and external planning related contacts and their input and advice will influence the final design and sustainability of any scheme. The current risk, as there is still much work to be done is **medium**
- Finance –
 - Capital - currently only high level estimates of development costs have been looked at for each of the short-listed options. There will be need for capital input which will come from
 - the interested occupiers (either directly through a capital contribution or a commercial level of rental which will enable borrowing to fund the costs)
 - the sale of part of the Burnholme site for residential development

Generation of this capital will depend on market conditions at the time and also the availability of funds from external sources. Until further design and detail is known the risk is currently **high**. Finalisation of capital costs will need to be undertaken when an option is identified.

- Revenue - once the development is completed there will be a revenue cost in running the facility which will need to be recovered through income generated from use of the site by the occupiers mentioned in this report and others including the public. This will need to include an element of whole life-cycle costing to ensure the long-term sustainability of the facility. Community groups will find it more challenging to guarantee this revenue income on a long term basis whilst the health organisations which have shown definite interest in this site will be able to make longer term commitments. Therefore the risk level will vary from **high** to **medium/low** depending on which option is preferred
- Community engagement – as detailed in this report the community, through discussions with existing groups on the site, ward members and directly through the Big Local event, have been fully involved with this project right from the beginning. There is positive support for the proposals put forward and also recognition of the need to generate capital funds from the site to enable these facilities to be provided. Continuing support is key to progressing this project as quickly as possible and also ensuring it's long term sustainability. Therefore it is proposed to carry out further community engagement following the decision on the preferred option as the next stage of this project and to continue this throughout the project both generally with the community and specifically with those community and other groups which will be users of the site. This level of engagement should ensure this risk is **low**.

Recommendations

31. That the Cabinet agree to a community consultation exercise to seek views on the options set out in this report and for further work to be done to assess affordability which will be brought back to Cabinet in early 2014 to inform a decision on the preferred option.

Reason: To deliver a sustainable community facility on the Burnholme site and support corporate priorities with respect to Building Strong Communities and Protecting Vulnerable People.

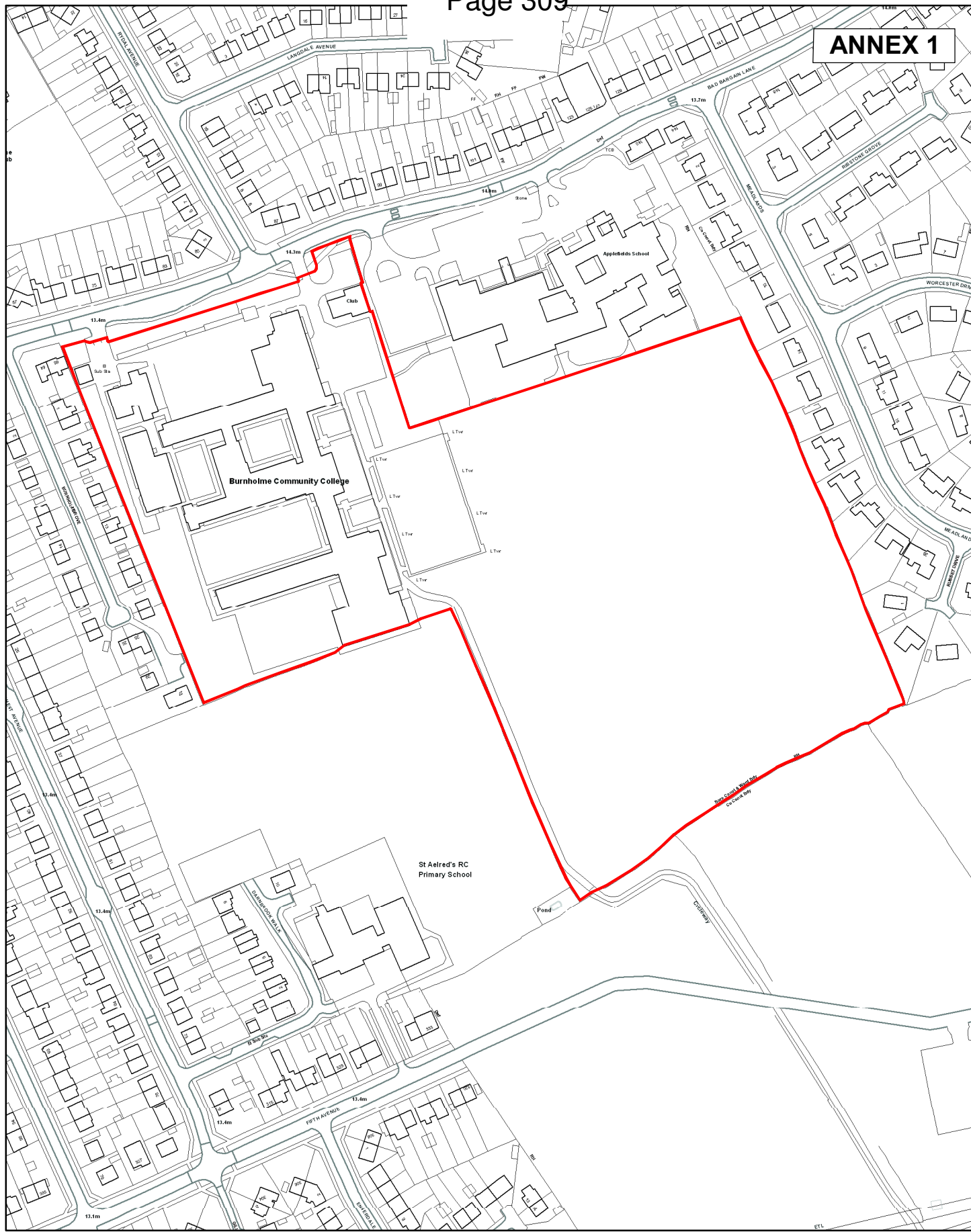
Contact Details

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Report Author Tracey Carter Assistant Director of Finance, Asset Management & Procurement Tel 01940 553419 Philip Callow Head of Property and Asset Management Customer and Business Support Services Tel 01904 553360	Cllr Dafydd Williams, Cabinet Member for Finance, Performance and Customer Services Ian Floyd Director of Customers & Business Support Tel 01904 551100		
	Report Approved	√	Date
Specialist Implications Officer(s) None			
Wards Affected: Tang Hall, Heworth, Hull Rd, Osbaldwick			√
For further information please contact the authors of the report			

Background Papers: None**Annexes:**

- 1 - Site Plan
- 2 - Executive Summary of the Burnholme Options Appraisal
- 3 - Revenue affordability diagram

This page is intentionally left blank



Resources
Property Services

Burnholme Community College

SCALE 1:2,500

DRAWN BY: CC

DATE: 24/10/2013

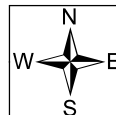
Originating Group:

Property Services

Drawing No.

E00532_ANX1

Reproduced from the Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. City of York Council 100020818



This page is intentionally left blank

ANNEX 2

Burnholme Community College Options Appraisal Executive Summary

Burnholme – Executive Summary Report

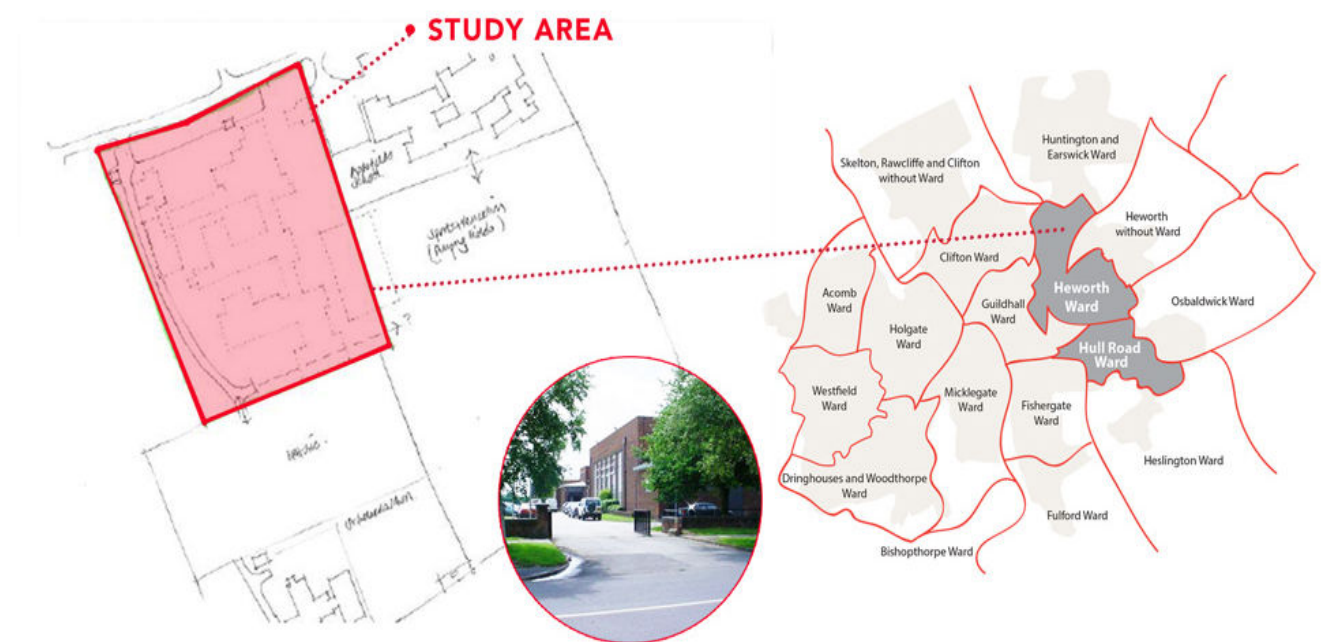
1.0 Introduction

During May 2013, City of York Council commissioned Shared Agenda Solutions Ltd to prepare an options analysis report in respect of the 6.8 hectare Burnholme Community College site to help understand its potential re-use or redevelopment following the school's planned closure during Summer 2014.

This summary paper describes the Council's options regarding the future of the site to ensure that all decisions taken would be with a clear understanding of whole life costs, risks and ongoing management resources required, whilst attempting to also maximize the positive benefit of the site to the local community.

2.0 Background

City of York Council owns the freehold interest in the 6.8 hectare Burnholme Community College site, which currently houses a range of educational buildings, playing fields and sports facilities. The site is bounded by Bad Bargain Lane, Burnholme Grove, St Aelred's RC Primary School site, the Derwenthorpe development and Meadlands.



As a corporate landlord, City of York Council has a duty of care to those people that work or visit its facilities. The Council also has a responsibility as a strategic landowner of c500 properties across the city with a total capital value of c£616m (as at April 2013). The Council can, if it chooses (and subject to due process) use land to strategically reinforce or enable community development/regeneration/policy¹ objectives.

3.0 Study Objectives

Before any assessment of options was undertaken, the study team set out the framework for option analysis to ensure that the study was as objective as possible, before other information (eg. site values or specific interests) were taken into account. The following list sets out the agreed objectives, based on the Council's overarching objectives, and also includes additional Asset Management objectives:

- Create jobs and grow the economy
- Get York moving
- Build strong communities
- Protect vulnerable people
- Protect the environment
- Maximise the use of the asset
- Minimise the cost of delivery and ongoing management to the Council
- Opportunity to partner with other public/third sector organizations

4.0 Current Use of Site:

The College site houses a number of uses in addition to the school (due to close Summer 2014), and provides a home for a number of other organisations on an informal basis (eg sports teams, church activity). The study team commenced consultation with existing occupiers during May 2013, extending these consultations to other potential occupiers, decision makers and the local community through the Big Local Lottery team. All the current users of the site indicated they were very keen to remain in this location. These discussions gave the team a clear

¹ Under powers of wellbeing as defined in the Local Government Act 2000 and as amended by the Localism Act 2011 which defines general powers of competence.

understanding of the needs and expectations of local stakeholders;
detail of current use is given below:

Table 1: Users of Burnholme Community College site

Occupier	Use	Operation	Notes
Applefields School	Playing field use	Booked sessions only between 9am – 4pm (Term time)	Ongoing requirement noted
Burnholme Nursery	Day Nursery (for pre-school children)	7am – 6.30pm Monday – Friday (all year)	32 children registered
Hempland Kids Club	Afterschool/Holiday Kids Club	3pm-6pm Monday – Friday (Term time) 8am – 6pm Monday – Friday (Holiday period)	200 children registered; Up to 50 per day attend.
Eccles Centre	Teacher training	8am-5pm Monday – Friday (Term time)	Would also consider weekend and evening use if available.
Burnholme Community Church	Church services; office use; space for activities	Sunday use throughout the year	Would like to extend offer on site to include café, food bank and other activities
G2 Church	Church services; office use; space for activities	Sunday use throughout the year	-
Sports Clubs	Sessional use by number of clubs	Evening and weekend use	-

The team also uncovered some potential demand from other public services for space to deliver activity in the Tang Hall area, subject to further discussion and approvals:

- Library Service (& specifically, the 'Explore' model)
- Primary and Community Health services
- Big Local initiatives
- Social Enterprises

This interest again was very strong, particularly from the Library Service and the health sector who saw this location as a key one for delivery of a range of services to the local and wider community. Commercial interests (comparison retail, convenience retail, office and industrial uses) were also explored but, in summary, only housing was felt to be a viable use.

5.0 Site Constraints

Legal title restrictions and obligations, planning context, current building condition and limitations, transport and access considerations and environmental considerations were considered at 'desk top' level. No significant limitations were identified that would limit the range of options discussed. However, further investigations would be required should the Council choose to progress any of the options.

A significant back log maintenance requirement of c£1.15m has been identified should the buildings be retained; this is considered in the analysis of the options. Complex phasing may be required should the existing buildings be considered for re-use/partial demolition.

6.0 Community Engagement

A key part of the study was to ensure local people and community groups were consulted on their preferences for the site as part of the development of viable and supported options. The team worked with the Big Local team and had a presence at the 'Tang Hall Summer Sensation' community event held on the 27th July 2013.

Overall, 47 questionnaires were completed, although in many cases one completed questionnaire represented a wider discussion amongst family members before one person completed the form on behalf of their

group. Some people also sat with members of the team for a more in-depth discussion before summarising their views on the form. The overall atmosphere of the event was very positive and forward looking. Sports, leisure uses, youth activities and central community space were well supported. The potential inclusion of health and Council services was also warmly received. The potential connectivity to neighbouring Derwenthorpe residential scheme and thoughtful landscaping with the creation of areas where green space and wildlife can thrive, were also raised as part of a wider site solution. The community were realistic about the costs of introducing and managing this type of space and the range of future uses for this site, but suggested a variety of solutions.

Almost everyone who attended the event considered whether housing would need to be part of the solution to create the income for the Council to invest in remodelling/developing the site for community based uses if these are to be affordable. On these terms, there was a general wave of support; particularly if affordable housing/social housing could be considered. There was little support for retail, with concerns regarding displacement of other businesses locally. There was also strong support for a model that enabled the Tang Hall Community Centre and Burnholme Community College site to work together to find a sustainable solution, and at the very least, not to be in conflict with each other.

Going forward it is clear that the community would like to be involved further and this should be anticipated in any delivery plan. The people that turned up to the event were very active in their community and desired a full conversation about the possibilities.

7.0 Occupier Requirements

The next step was to establish the exact amount of space required by the different occupiers; this was done over the Summer months via a combination of 1:1 meetings with potential tenants, email and telephone conversations. The following assumptions were made during this process to maximise efficiency and develop the most deliverable solution.

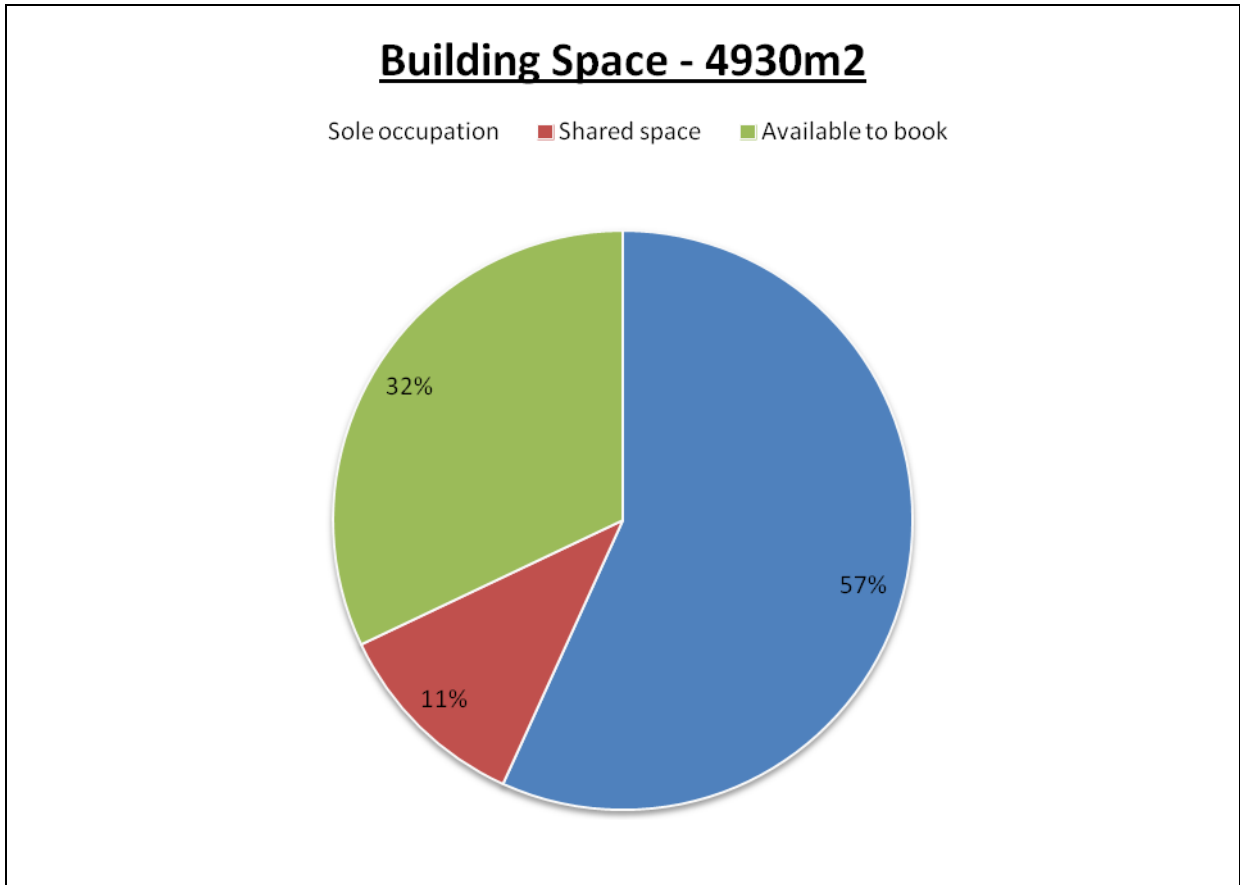
- That appropriate design guidance should be applied for the specified uses (e.g. NHS Design Guidance, Sports Council etc) to

ensure that, where public sector funding is required, the accommodation will meet required standards and has been sized and costed appropriately;

- That any public sector space should be maximised to support an affordable, efficient and viable scheme, and ensure that flexibility is facilitated for a range of different uses;
- Where there is some flexibility on accommodation requirements, affordability has been taken into account for the different users to ensure that the indicative assessments are as realistic as possible;
- That the needs of the adjacent schools (Applefields and St Aelred's RC Primary) should be considered, and if possible, accommodated within the various options discussed.

The following table summarises the overall space requirement suggested by the proposed occupiers to date. The figures used have been discussed with each party, and have been accepted as a fair representation of their needs at this point. For each prospective occupier, an outline accommodation schedule has been prepared and possibilities for sharing space with other users fully explored.

Chart 1: Split of potential occupiers' requirements (September 2013)



This chart is indicative only at this stage, but it helped the study team to quantify the scale of development and the costs, and the likely delivery options available to the Council. It is fully anticipated that more detailed discussions would refine this further.

8.0 Options

A variety of solutions that enable the Council to meet the study objectives and the community's expressed objectives were considered. These options considered a range of uses (informed by demand analysis and stakeholder discussions) and a number of different delivery options (e.g new build through to retaining current facilities).

In summary:

Housing Only - Complete clearance of all facilities on the site, relocation of current tenants (where the Council has obligations), and sale of the site for housing development. Although this would result in the largest receipt, and is very feasible given recent housing market activity in the area, there is little community support for housing only. In addition there is currently no Council owned alternative accommodation

in the immediate area which would be suitable for the relocation of current users.

Housing In Part – The community feedback received during the preparation of this report, suggested that there could be support for some level of housing on the site, if it supported improved community facilities/improved access to services. The consultation also indicated that affordable or social housing would be very welcome in this location.

Health & Wellbeing Hub – This option considers bringing together primary and community health services, alongside Explore, sports facilities, current users of the space, cafe and a range of community spaces available to book. Housing could also be included in a later phase on the undeveloped land if required to ‘cross finance’ the scheme. Both ‘new build’ and ‘part new build/part refurbishment’ of existing premises have been considered; the new build would require Council subsidy (even with housing receipt), but the part new build/part refurbishment option could be made affordable with some further design development and the injection of a housing receipt from this and other sites

Small community centre – This option considers the retention of as many of the current users as possible (ie. Social enterprises and sports users). Significant Council subsidy would be required for a new build option, with more modest support required for the refurbishment option, so housing receipts will be required.

Do the Minimum – This option would require a Council ongoing management cost of c£250k p.a. (includes facilities management, utilities, non domestic rates and maintenance costs) with a projected annual income of c£80k p.a. from tenants as contribution (i.e. a net cost of c£170k p.a.). The neighbouring EPH scheme might also face difficulties if the access road could not be accommodated through the site.

Do Nothing – this option would expose the Council exposed to a number of legal, landlord, management and financial risks unless mitigations were put in place. The neighbouring EPH scheme might also face difficulties if the access road could not be accommodated through

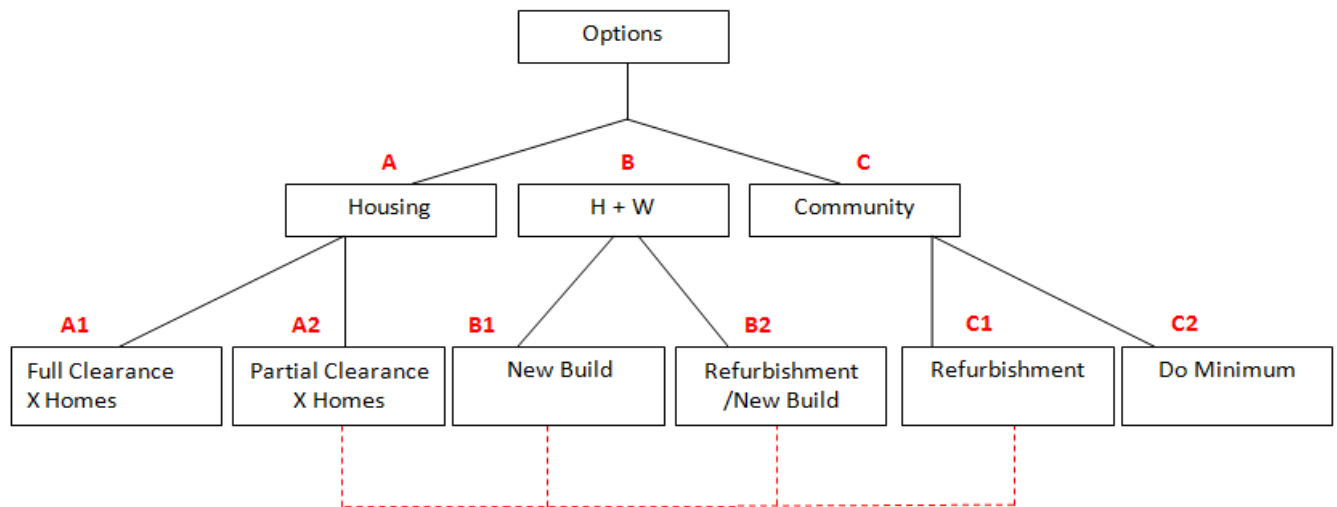
the site. It is not recommended that the Council investigate this option further.

9.0 Assessment of Options

The options have been assessed in turn, to enable the Council to have as much information as is available at September 2013 to support decision making. Taking into account the information presented in previous sections, the following long list of options has been developed.

Table 2 - Long List of options

Option	Narrative
A1	Housing Only
B1/A2	Health & Wellbeing/New Build with partial housing
B2/A2	Health & Wellbeing/Partial Refurbishment/New Build with partial housing
C1/A2	Community Centre/Refurbishment with partial housing
C2	Community Centre/Do minimum



The dotted red line shows that A2 could be delivered alongside B1, B2 or C1. The exact number of houses that could be delivered under A1 and A2 options would depend on the extent of the wider site released for housing.

Each option was assessed against the Council’s corporate objectives and also 3 site specific objectives.

Table 3: Assessment of Options (Green = 2; Amber = 1; Red = 0)

Option	Narrative	Create jobs and grow economy	Get York moving	Build strong communities	Protect vulnerable people	Protect the environment	Maximise use of the asset	Minimise cost of delivery & ongoing management to Council	Opportunities to partner with other public/ 3 rd sector organisations
A1	Housing Only (Score= 7)	Amber	Amber	Amber	Red	Amber	Amber	Green	Red
B1 with A2	Health & Wellbeing New Build with Partial Housing (Score =13)	Green	Green	Green	Amber	Green	Green	Red	Green
B2 with A2	Health & Wellbeing/ Partial New Build & Refurb with Partial Housing (Score =15)	Green	Green	Green	Amber	Green	Green	Green	Green
C1 with A2	Community Centre Refurb	Amber	Amber	Amber	Amber	Amber	Amber	Green	Amber

Option	Narrative	Create jobs and grow economy	Get York moving	Build strong communities	Protect vulnerable people	Protect the environment	Maximise use of the asset	Minimise cost of delivery & ongoing management to Council	Opportunities to partner with other public/ 3 rd sector organisations
	with Partial Housing (Score = 9)								
C2	Community Centre Do Minimum (Score = 4)								

In summary, the highest scoring options, using the criteria set at the start of the study are options:

- B1 - Health & Wellbeing /New Build with Partial Housing (13)
- B2 - Health & Wellbeing/Refurbishment & New Build with Partial Housing (15)
- C1 - Community Centre Refurbishment with Partial Housing (9)

10.0 Next Steps

Before further development work is undertaken, it is recommended that the options assessed in this summary report are presented back to the community and key stakeholders for further discussion and input.

Once a preferred option has been selected, then significant further work will be required to either dispose of the site for housing or progress one of the other options. This may involve further work to secure the tenants and all related approvals, undertake a range of technical studies on the site, develop detailed design proposals, secure planning consent, develop an appropriate funding solution and then proceed to implementation. Whichever option is selected, further legal advice and procurement advice should be sought before the Council proceeds with any option.

The Council may also need to give serious consideration to the management of facilities if the site continues to offer community facilities in some form. In summary, the following options are available to the Council:

- Council direct management – An employed site team to ensure space is well used and well looked after. The cost of this would be included in the service charge to tenants.
- Council indirect management – The Council could contract the service via another service level agreement. The cost of this service would be included in the service charge to tenants.
- Third party management – Following an asset transfer to either a third sector organisation, other lead tenants or development company, the Council would forego all related income, costs and liabilities.

11.0 Programme

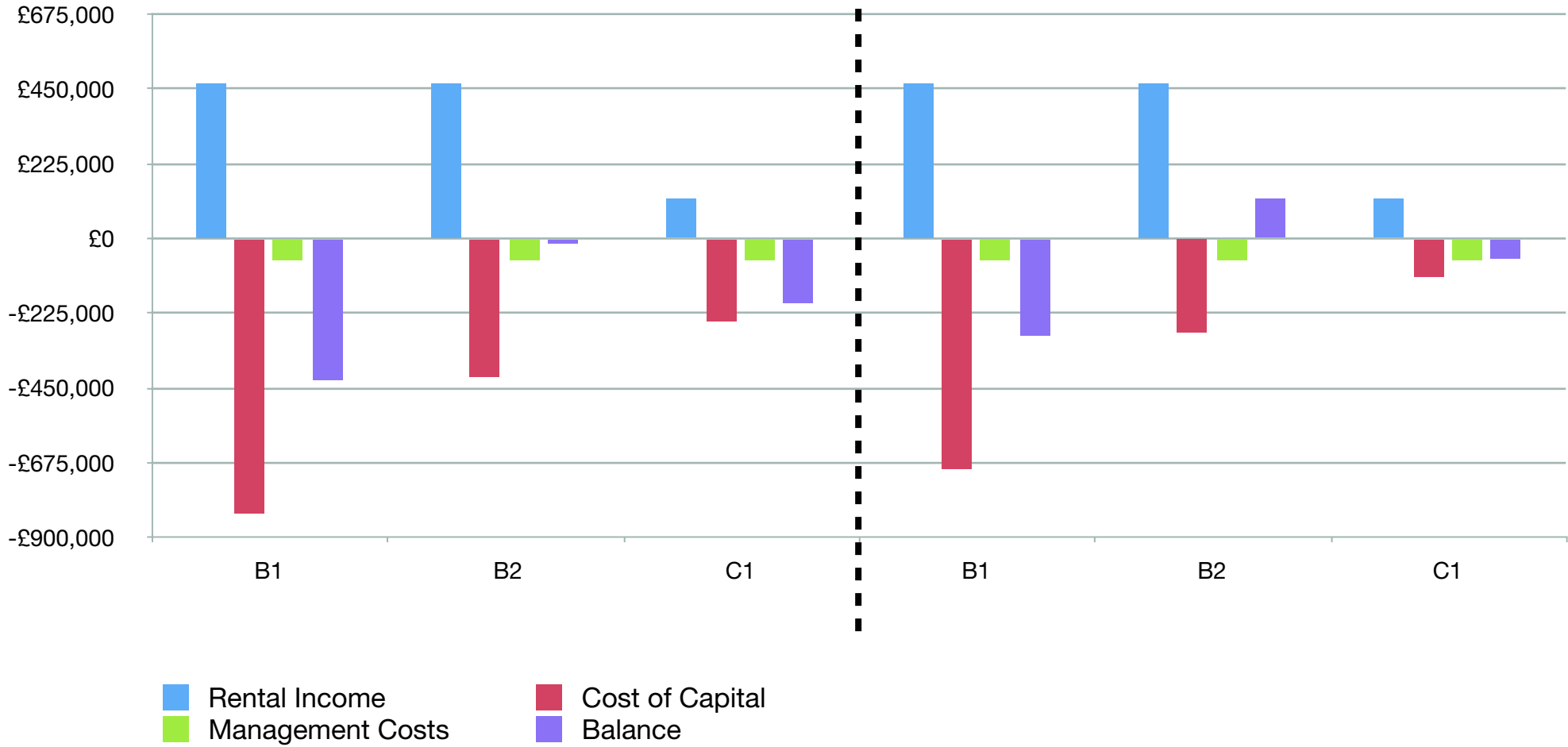
Key milestones are as follows:

- Cabinet review options – November 2013
- Development resource secured and project team formed to take preferred option forward - December 2013
- Further community consultation on the options – By January 2014

- Clear decision regarding preferred option, procurement and process commences – March 2014
- Stakeholder scheme development/design work – March 2014 onwards

1- Without Greenfield Sale

2- With some Greenfield Sale



This page is intentionally left blank



Cabinet**5 November 2013**

Report of the Cabinet Member for Health, Housing & Adult Social Services

Supported Housing Strategy**Summary**

1. Cabinet are asked to consider the attached strategy, comment on the priority areas as set out and adopt the draft supported housing strategy.

Background

2. Safe, warm, secure housing is central to a person's health and well-being, to their ability to enjoy and contribute to community life, and the ability to participate in work, education and training.
3. Supported housing is defined as housing designed to meet specific needs and in which there is some level of on-site support provided as part of the accommodation offer. Within this there are many models of provision and tenure type, however this does not include residential accommodation, which is part of care provision.
4. York has a range of supported housing provided for vulnerable members of the community. This has been developed in response to demand, and to available resources, however there is a need for a more co-ordinated approach to prioritise need and ensure that we have appropriate and sustainable supported housing solutions.
5. Our overarching vision is to ensure the right supported housing options are available at the right time and the right place for those that need them. Through this, we will help to increase or maintain independence, and to help to prevent future reliance on services. Our vision is both informed by and directly contributes to wider strategic aims and objectives identified by City of York Council and the York Health and Wellbeing Board.

6. It is essential that we use this strategy to target resources to have the greatest impact. The priorities identified in this strategy will be used to inform commissioning decisions about future supported housing developments. This strategy will be used to shape the future of supported housing across internal and external partners.

Consultation

7. Informal consultation with service providers and stakeholders took place from September 2012 – June 2013. A formal consultation event was held on 25th July 2013. Relevant stakeholders and service providers were invited to attend, these included:
 - Private Registered Providers (Housing associations)
 - Local councillors
 - Charities and non-statutory agencies involved in the provision of housing or housing related advice/support
 - Probation service
 - Police
 - Health partners
8. The seven key areas set out within the strategy were identified as the key areas by all stakeholders. When considering the action against each priority areas, all stakeholders have prioritised the actions within each areas and as a whole. When considering the priority areas as a whole, whilst accepting that all the seven areas are priority areas, the area of Mental Health was highlighted as the key area.

Options

9. Option one – To adopt the strategy as set out in appendix one
Option two – To ask officers to revise the document

Analysis

10. Option one – The overarching vision of the strategy is ‘to ensure that the right supported housing options are available at the right time and in the right place for those that need them. Strategy considers the supported housing needs of seven specific customer groups:
 - Older People
 - Mental Ill-health

- Learning Disabilities
- Young People
- Offenders and ex-Offenders
- Substance Misuse
- Homeless

Older People

11. Demographic projections predict increasing numbers of older people, as well as increased numbers of those with dementia. The vision is to support older people to stay in their own homes for as long as possible. This includes providing the right advice and information to help people to make informed choices.
12. There is already a good spread of supported/sheltered housing for older people in York. The priorities identified in the strategy relate to the provision of advice, to reviewing existing accommodation to ensure it will be fit for the future, and to develop a mixed tenure development for older people (this last priority is already in progress through the re-development of City of York Council Elderly Peoples Homes)

Mental ill-health

13. Around 25,000 people in York will experience mental ill-health at any one time, and mental ill-health is often compounded by other issues such as homelessness, substance misuse, offending behaviour or family breakdown. The vision is for those with mental ill-health to have their support needs met through mainstream housing wherever possible, rather than in residential or institutional settings. For some, supported housing can be a short, medium or occasionally long term solution to prevent homelessness or the need for institutional care/support.
14. There is limited supported housing for people with mental ill-health in York. The over-riding priority identified through consultation was the need for a supported housing model able to support customers with multiple support needs and exclusions. Other priorities for this group include the need to develop a better evidence base for understanding need, and to develop better partnership working and information sharing across health, social care and housing, particularly with regard to complex individuals.

Learning Disabilities

15. People who have a Learning Disability can have a wide range of needs including physical and health needs as well as social and support needs. The vision for York is for people with learning disabilities to be able to access mainstream services as much as possible, with specialist services being a last resort. York is well ahead of the national average in supporting people with learning disabilities to live in their own tenancies (48.1% compared to 15% nationally)
16. The priorities identified were to promote advice and information, especially for those with Autistic Spectrum Disorder, who are unlikely to qualify for specialist housing for learning disabilities. Another key priority was to increase joint working between housing and social care commissioning to identify creative individual solutions for those not fitting the criteria for specialist LD housing.

Young People

17. 16-25 – the vision is to ensure young people are able to make informed choices about their housing options, are able to plan their housing moves early and are fully equipped with the knowledge and skills required to sustain independent living. There is a range of supported housing in York, provided in the short or medium term to help young people to develop the skills to manage a tenancy, and to help support them into work, education or training.
18. Priorities in this area are to develop supported housing options for specific groups of young people – young pregnant/single parents, young people held on remand, and care leavers with complex support needs, as well as increasing tier 2 accommodation.

Offenders and ex-offenders

19. High risk or repeat offenders often have other issues which impact on their offending behaviour, particularly mental ill-health, followed by alcohol/drug use. Our vision is to ensure that we have the right level of supported housing to provide a stable environment and support in order to reduce re-offending and increase community safety. There is currently 1 secure premise in York, and 1 supported housing service for offenders.

20. Priorities in this area include exploring the options for supported housing for specific groups of offenders (female offenders, those under 25, and long term options for more complex/high risk offenders). As well as increasing the housing advice available prior to release, and partnership working between agencies on release.

Substance Misuse

21. Stable accommodation is critical to addressing substance misuse, and associated issues. Our vision is to ensure that the right kind of supported housing is available to help people to manage and reduce substance misuse, and associated social problems such as street drinking or theft committed to fund a drug habit. We will aim to achieve this by providing support and services that help people to address other underlying issues in addition to substance misuse issues. There is currently no specific housing for those with substance misuse issues, although one resettlement project has a secondary service user base of those with substance misuse issues.
22. Priorities identified through the strategy are to partnership working and frontline awareness of this customer group, in order to provide effective early intervention, and to look at the supported housing needs of specific groups of substance miss-users (homeless people on the resettlement route, and vulnerable women).

Homelessness

23. Homelessness can affect anyone, but is often associated with other issues such as mental ill-health, substance misuse, family breakdown and offending. Our vision is to prevent homelessness in as many cases as possible, and to reduce rough sleeping by ensuring that the right supported housing is available to help people back into safe and stable housing.
24. The priorities identified are to improve statutory temporary accommodation through the re-provision of Ordnance Lane, reducing the use of general needs stock, and creating a decency standard. There is also a need to increase the availability of the private rented sector for homeless people, and to develop better hospital discharge protocols.

25. Option Two – Changes to the proposed areas of priority would mean that the strategy would not reflect the identified supported housing needs.

Council Plan

26. The Supported Housing Strategy specifically relates to protecting vulnerable people and building stronger communities. By taking a strategic view of developments in supported housing we will help to ensure that vulnerable residents have access to the right housing options to meet their wider health and well being needs, and build communities which support the most vulnerable residents, and help them to contribute towards the community as a whole.

Implications

27. The implications arising directly from this report are:

- **Financial** - There are no direct financial implications in adopting the strategy. Where there are financial implications linked to addressing some of the priority actions, when projects come forward any financial implications will be considered on a case by case basis, however it is likely that some of the implications will be met from within existing budgets. In addition, some of the solutions are clearly part of a wider preventative approach that will generate savings again, these will be explored when bring forward projects.
- **Human Resources (HR)** None
- **Equalities** The strategy is underpinned by the principle that there should be equal access to quality housing for all and it seeks to highlight the need for supported accommodation for the most vulnerable residents in the city. Community impact assessments will be required on individual schemes. The vulnerable groups that are highlighted clearly match many of the groups highlighted within the 'Single Equalities Scheme' and representative of the 'Communities of Identity'
- **Legal** None
- **Crime and Disorder**
- **Information Technology (IT)** None

- **Property** None

Risk Management

28. There are no known risks in adopting this strategy.

Recommendations

29. Cabinet are asked to:

- Approve option one and sign off the Supported Housing Strategy
- Agree that the delivery of the strategy is monitored through the Health & Wellbeing Board.

Reason: The supported housing strategy enables the Council to take a strategic and planned approach to the provision of supported housing for vulnerable residents.

Contact Details

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Louise Waltham Supported Housing Manager CAN's Tel No. 01904 551262	Cllr Tracey Simpson-Laing, Cabinet Member for Health, Housing and Adult Social Services		
Co-Author's Paul McCabe Housing Policy and Planning Officer CAN's Tel No. 01904 554527	Steve Waddington Assistant Director – Housing & Community Safety.	Report Approved	Date 25 October 2013
Specialist Implications Officer(s) None			
Wards Affected: All			√
For further information please contact the authors of the report			

Background Papers: None

Annexes: Annex 1 - York Supported Housing Strategy 2014-2019

Annex 1

**York Supported Housing Strategy
2014-2019**

Contents	Page
Introduction	2
Older people	5
Mental ill-health	8
Learning disabilities	11
Young People	14
Offenders and ex-offenders	17
Substance misuse	20
Homeless	23
Planning for the future	26

Introduction

Why we need a supported housing strategy

Safe, warm, secure housing is central to a person's health and well-being, to their ability to enjoy and contribute to community life, and the ability to participate in work, education and training. Being unable to access appropriate housing can contribute towards isolation, a loss of independence and in some cases can lead to a need for residential care, to hospital admissions or to homelessness.

In every community there are some people who require more tailored housing, with a degree of support attached, whether this is on a temporary or permanent basis. They may be vulnerable due to old age or ill health, have a long standing illness or disability, or lack the skills to manage a tenancy, and need more support to maintain their independence.

For some people, supported housing may be their last step on the housing ladder, as they grow older and look for a home which will be able to meet their changing needs. For others, supported housing may be a step along the way to fully independent living, for example for those recovering after a period of mental ill-health, or can form a vital part of a planned route into mainstream housing as part of the homelessness route. Through helping people to increase or maintain their independence, supported housing can also be a cost effective way of supporting people, by reducing their future need for more intensive support such as residential care.

We must target resources to have the greatest impact. Therefore it is important that we are able to prioritise need in order determine where to direct investment in supported housing. The priorities identified in this strategy will be used to inform commissioning decisions about future supported housing developments.

What we mean by supported housing

Supported housing is defined as housing designed to meet specific needs and in which there is some level of on-site support provided as part of the accommodation offer. Within this there are many models of provision and tenure type, however this does not include residential accommodation, which is part of care provision. For the purposes of this strategy, this does not include mainstream housing where floating or visiting support is provided, however this is a vital part of the wider spectrum of support.

The support element is dependent on health and social care budgets and allocation of resources, this is particularly relevant in the development of new schemes.

The types of needs this strategy covers

There are many different types of households or communities of people who benefit from supported housing. For the purposes of this strategy, these have been categorised into the following key groups, based around existing services:

- Older people (55 and over)
- People with mental ill-health

- People with learning disabilities
- Young people (aged between 16-25)
- Offenders / ex offenders
- People involved in substance misuse (Drugs/alcohol etc)
- People who are homeless or threatened with homelessness

We recognise that there is often overlap between these groups and lots of diversity within them. It is of central importance to ensure that an individual is able to access the right support to meet their personal needs, regardless of where they live. This is particularly significant where the person has multiple or complex needs.

However, we have used these broad groupings to help build a picture of supported housing provision in the city, the needs it predominantly seeks to meet, and to identify where there are gaps in provision. These groupings fit with the ‘communities of identity’ highlighted in York Equality Scheme 2012-16.

How Supported Housing is funded

There are additional costs relating to supported housing, compared with general needs housing – these include the cost of staffing, and shared facilities and utilities. Part or all of this cost may be covered by a service charge to residents, and elements of this may be eligible for support through Housing Benefit.

The support element of supported housing may also be funded through the Early Intervention and Prevention Commissioning team (previously Supporting People team), which commissions housing related support services. This funding has been reduced, following national policy changes and local budget reviews.

If there is more intensive care or support provided on site through health or social care services then there are further costs attached to this. This is determined through eligibility checks, for example the Fair Access to Care Services (FACS) criteria.

While this strategy is primarily concerned with the housing element of supported housing provision, this cannot be considered in isolation from the support element. The support element is dependent on health and social care budgets and allocation of resources, this is particularly relevant in the development, commissioning and monitoring of new schemes.

Our overarching vision for supported housing in York

Our overarching vision is to ensure the right supported housing options are available at the right time and the right place for those that need them. Through this, we will help to increase or maintain independence, and to help to prevent future reliance on services.

Supported Housing is part of a wider network of support services including visiting care and support provided in general needs accommodation, education, training, volunteering, and employment support, advice and

handyperson services and health related support. For many people it is more appropriate to their needs and wishes for them to be supported to access or to remain in general needs accommodation, or to return to this after a after a period of more intensive support in Supported Housing. Therefore it is vital to ensure that these services are in place to enable a seamless transition where this occurs.

Our vision is both informed by and directly contributes to wider strategic aims and objectives identified by City of York Council and the York Health and Wellbeing Board:

- City of York Council strategic priorities:
 - Building strong communities
 - Protecting vulnerable people
- City of York Council adult social care plan
 - Enhancing the quality of life for people with care and support needs
 - Delaying and reducing the need for care and support
 - Ensuring that people have a positive experience of care and support
 - Safeguarding people whose circumstances make them vulnerable and protecting them from avoidable harm
- York Health and Wellbeing strategy:
 - Reduce inequalities in health and wellbeing

- Meeting the challenges of an aging population
- Improving mental health and intervening early
- Creating a financially sustainable health and wellbeing system

- Single Equalities Scheme:

- Design our policies and practices to be inclusive from the start
- Provide services that are flexible enough to meet the needs of our different communities
- Work with our partners to support and inspire our communities to continue to ensure that York is a fair, inclusive and a welcoming city

Links to other strategies and plans

There is increasing recognition of the need for different agencies to work more effectively together around joint outcomes, and in particular strong links between health, social care and housing to meet the holistic needs of residents. Early intervention and prevention is at the core of our approach as it serves to reduce the overall need for services in the longer term.

This strategy therefore sits alongside a range of other local strategies and plans that seek to enhance the health, care and wellbeing of households needing support services to achieve and maintain independent living. These include;

- York Older People's Housing Strategy
- York Health and Wellbeing Strategy

- Long term commissioning strategy for adult social care
- York Valuing People Partnership action plan
- York Homelessness strategy
- Children and Young People's Plan

We have used a wide range of data and evidence to help develop this strategy:

- Joint Strategic Needs Assessment 2012 (health and wellbeing)
- Strategic Housing Market Assessment 2011
- Older Person's Housing Market Assessment
- Analysis of Housing and Support for Adults with Learning Disabilities 2011-17
- Homelessness business intelligence data
- City of York Council Housing Revenue Account Asset Plan

Consultation:

Informal consultation with service providers and stakeholders took place from September 2012 – June 2013. A formal consultation event was held on 25th July 2013. Relevant stakeholders and service providers were invited to attend, these included:

- Private Registered Providers (Housing associations)
- Local councillors
- Charities and non-statutory agencies involved in the provision of housing or housing related advice/support
- Probation service

- Police
- Health partners

Through consultation the highest priority across all 7 key groups was clearly identified as a need for a supported housing option for those with mental-ill health in conjunction with other issues such as substance misuse, long term homelessness or high risk offending.

Older people

Overview

Like many places, York has an ageing population.¹ Over 75% of older households are owner-occupiers², and specialist accommodation is not always the preferred option for older people any more.

However, as the number of older people grows, especially those aged 85 and over, so too does the number of people who have a disability or other vulnerability that makes it difficult for them to remain independent and safe in their current home. There is also an increase in the number of older people experiencing mental health conditions, such as depression, anxiety and dementia that can be better met within a supported housing environment. Good quality supported housing can help to maintain independence for some people, and prevent or delay the need for 24 hour residential care.³

Currently in York this is a long term option for older people, however Supported Housing can also be a short term option to help older people to regain skills and confidence, which can then lead to a return home. This is usually used to help an older person to make a 'step down' after a stay in hospital, or a 'step up' for someone who may be struggling in their own home (e.g. after an illness or bereavement). This type of short

¹ 2011 census contains detailed information on changes in age bands.

² Older person's accommodation and support needs 2010

³ Assessing the mental health needs of older people, Social Care Institute of Excellence 2001 (updated 2006)

term supported accommodation follows the Re-ablement model, as a targeted intervention to help prevent long term need for increased care and support.

The Older People's Housing Strategy 2011-15 said:

- Investment in Advice and information.
- A shift from residential care to support at home.
- Community based extra care – especially to meet more specific needs.
- A need for more mixed tenure developments.

As GP's take over more responsibility for commissioning services in their local area this will impact on the way services are delivered in future. In addition, changes in the Fair Access to Care criteria mean that care will only be available for those with 'substantial or critical' needs. A key challenge is to co-ordinate our response to the needs of older people, and ensure these are prioritised and met in the most appropriate way.

The charging cap introduced following the Dilnot Commission will mean that the Local Authority has to cover the cost of residential care above the level of the cap in the majority of cases. Therefore it is particularly important that there are suitable alternative housing options to meet the need of older people.

Our vision

Our vision is to support older people to stay in their own homes for as long as possible. This includes providing the

right advice and information to help people to make informed choices.

We will ensure that the supported housing we provide for older people is able to meet the changing expectations and needs of older people, in particular the rise in dementia, and reduce the need for 24 hour residential care.

Needs analysis

There is little awareness about housing options for older people. Although guides and information sites exist, terms can be confusing and there's little support to consider options and make plans.⁴

Older people supported housing schemes:

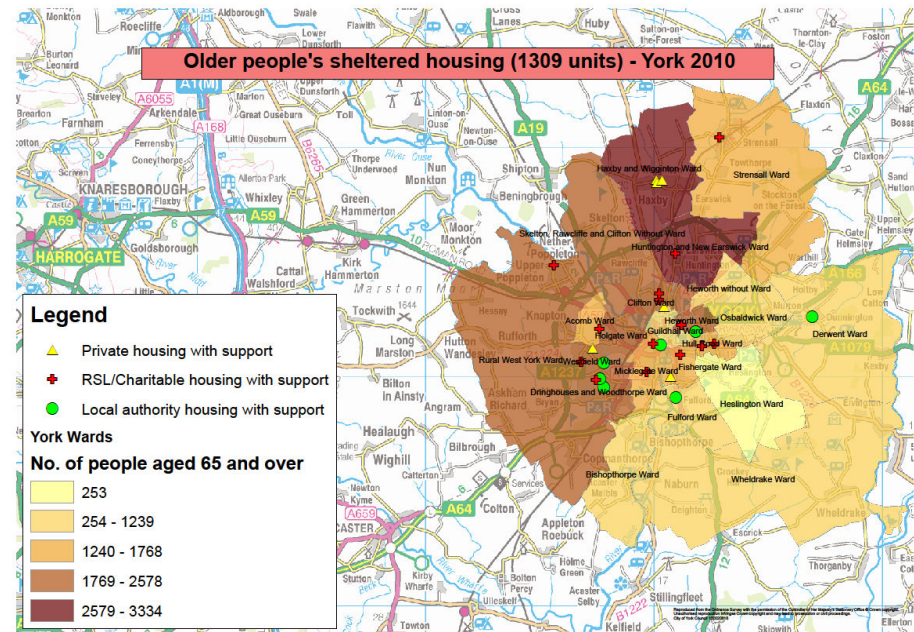
- The council manages seven sheltered housing schemes (208 units), and a further four sheltered with extra care schemes (156 units).
- There are 25⁵ commissioned sheltered housing schemes in the Registered Social Landlord/Charitable sector (697 units) and 5 sheltered with extra care/frail elderly schemes (302 units)
- There are of 9⁶ private developments(414 units).

There is no centrally recorded information about quality or stock condition of these schemes.

⁴ Older person's housing strategy

⁵ 21 are rented, 4 are shared ownership schemes

⁶ 8 are owner occupied, 1 is shared ownership



The council has undertaken an EPH review, which will see 3 purpose built facilities replacing the existing, outdated homes, this will include a community village for older people⁷. However the provision of beds for customers with lower care needs will cease within council run homes. This may lead to an increased demand for sheltered housing or sheltered with extra care for this group.

Nationally, dementia is on the increase. It is estimated that dementia will affect an additional 700 people in York over the next 15 years, so that an additional 105 people could require

⁷ The community village for older people will include 25% affordable properties

services.⁸ It is clear that all future development of supported housing for older people must plan for the increased demand for housing that is appropriate for people with dementia.

Younger people with long term conditions or disabilities are currently largely supported in their own homes, with a tailored package of adaptations and care/support services. Some younger people with long term conditions and disabilities are currently housed in sheltered housing for older people, where this seems to be the most appropriate way of meeting their needs.

Our priorities

Enable older people to remain independent at home for as long as possible and ensure provision of adequate supported housing when extra care is needed		
Key Indicators		
No. of older people receiving 'level 2' housing advice		
No. of people entering residential care		
No. of older people supported to live independently at home		
Priorities	Target date:	Lead
Increase advice/ information on housing and support options for older people through creation of a dedicated post.	October 2013	Homeless accommodation and development manager
Complete a stock condition survey of sheltered and 'extra care' accommodation and develop modernisation programme based on findings	Report with recommendations by April 2014	Head of building services / Supported Housing Manager
Review the model for sheltered with extra care schemes to ensure these are sustainable and will meet future demand	Report with recommendations by December 2013	Commissioning and contracts manager
Develop a mixed tenure community care village for older people	Completion in 2016	Assistant Director, Adult Commissioning, Modernisation and Provision
Explore the possibility (funding and location) for 're-ablement flats' for older people	September 2014	Public Health team

⁸ Joint strategic needs assessment 2012

Mental ill health

Overview

One in four people experience mental ill-health in any given year⁹. For the purposes of this strategy, mental ill-health includes a range of conditions, including those such as personality disorders, or mental health which is also accompanied by substance misuse.

This may be a temporary condition or one that can be or can effectively managed through treatment. However, for some people mental ill-health impacts on their ability to work, sustain accommodation or maintain relationships. About 400 people in the city have severe or enduring mental health conditions and need more intensive support.¹⁰

Mental ill-health is often not experienced in isolation, nationally:

- 43% of those accessing homeless services have a mental health condition
- An estimated 69% of rough sleepers have both a mental health and a substance misuse problem.
- 72% of male and 70% of female prisoners also have a mental health issue

⁹ NHS Choices, 2012

¹⁰ Joint Strategic Needs Assessment, 2012

- 22-44% of adult psychiatric in-patients in England also have a substance misuse problem¹¹

Stable and appropriate housing is vital to allow people to address and receive treatment/support for mental ill-health. This promotes individual outcomes, and reduces impact on communities and on interventions from health, social work, and housing teams. For most people general needs housing is the best place to live, with visiting care or support tailored to their needs. However for some people supported housing is a 'step down' from residential or hospital based care, or can be a temporary 'step up' for people struggling to manage in their existing home. A small minority of people may always require some level of supported housing.

There is a clear driver for a co-ordinated approach between the council and health partners and for joint commissioning on supported housing for people with health conditions.

Our vision

Our vision for York is that those with mental health support needs should have these met through mainstream housing wherever possible, rather than in residential or institutional settings.

Supported housing can be key to achieving this, by providing a more intensively supported environment as part of the route back into mainstream housing. Close links with community

¹¹ Key facts and trends in mental health (mental health network NHS confederation)

mental health teams and with other involved professionals are vital. (See appendix x report on mental health supported accommodation)

Needs analysis

Specialist interventions are provided by a range of health based community teams, with plans to increase ease of access to services through the introduction of a single access point. There is also a floating support service commissioned through the Council, and a range of support including living skill, therapeutic sessions, and work related support provided through York and District Mind.

A range of supported housing is available and is accessed via the mental health accommodation panel:

- 14 units with 24 hour support provided through Leeds and York NHS trust
- 13 units of short term 24 hour supported housing¹² through the Council.
- 31 units of supported housing through York Housing Association. These offer a range of medium and long term accommodation, across a range of shared and self contained.

¹² 10 are available for up to 2 years, 2 are crisis beds, and 1 is a short stay/respite bed

- 5 units of medium term low level supported accommodation through Richmond Fellowship

There are a relatively small number of people with multiple needs and exclusions. These may include mental ill-health, substance misuse, homelessness, long term homelessness or offending. These individuals can struggle access services, as it is not clear which is the 'primary presenting need' or they fail to fit service criteria due to substance misuse, or chaotic lifestyle.

These individuals can represent a disproportionate cost to services and the community, as they are more likely to become 'revolving door' admissions as the situation breaks down in one place, and they are forced to move on. They can remain stuck in the homeless resettlement route, as they are unable to achieve resettlement outcomes.

Further partnership working across housing, health and social care is required to provide targeted support to these complex individuals. The MEAM (Making Every Adult Matter) approach¹³ suggests a toolkit for use at local level, in building partnerships to deliver co-ordinated interventions to those with multiple/complex needs and exclusions.

¹³ MEAM: Making Every Adult Matter is a coalition of Clinks, DrugScope, Homeless Link and Mind, formed to influence policy and services for adults facing multiple needs and exclusions.

Our Priorities:

Enable those with mental health support needs to have these needs met through mainstream housing wherever possible and ensure the provision of suitable supported housing as a route back into mainstream accommodation for those needing extra support in the short to medium term		
Key Indicators		
Delivery of minimum 10 supported housing placements for multiple needs		
no. of bed days on acute ward		
no. of people with mental ill-health in residential placements		
Priorities	Target date:	Lead
Develop a supported housing model for those with multiple needs/exclusions or high risk behaviour (including substance misuse, and high risk offending behaviour)	New model in place by April 2015	Supported Housing Manager
Develop the evidence base for unmet needs in order to inform future service planning	Report with recommendations by April 2014	Through Joint strategic needs assessment
Improve links with mental health teams. Develop a joint approach to working with those with very complex needs (i.e. Through a MEAM approach)	Joint working protocol in place by December 2014	tbc
Review individuals in residential accommodation, to promote return into community settings.	Yearly reviews - ongoing	group manager responsible for Adult Mental Health and Mental Capacity
Develop a 'mental health charter' for York to ensure a consistent approach from all services.	Sept 2014	Mental health provider forum

Learning disabilities

Overview

Those with learning disabilities represent an extremely diverse group in terms of their physical and social support needs, as well as their family circumstances. For the purpose of this strategy 'learning disabilities' is distinct from 'learning difficulties' which has a wider application in education.

There is not a 'one size fits all' housing solution for people with learning disabilities, and options include mainstream rented housing, living with family, extra care or supported housing schemes, adult family placements, low cost home ownership¹⁴, home ownership funded through family investments, etc. Supported housing is an option that can be right for some people, depending on their circumstances.

Our vision

The vision for York is for people with learning disabilities to be able to access mainstream services as much as possible, with specialist services being a last resort.

Our primary goal, consistent with those set out in the council's adult social care plan and Valuing People agenda, is to support people in the most appropriate setting to promote

¹⁴ Schemes such as HOLD (Home Ownership for people with long term disabilities) or homebuy help applicants with long term disabilities including learning disabilities who want to part purchase / part rent a property (called 'shared ownership') allowing them to choose their own home and giving them long term security

independence and to reduce the need for care and support wherever possible.

"All people with learning disabilities and their families should have the opportunity to make an informed choice about where, and with whom, they live."¹⁵

People with Learning Disabilities are supported to access the most appropriate housing to meet their needs. Each individual is assessed based on their current situation, and supported to make their own choices about where they want to live, in line with their circumstances and need. If eligible, they will also receive care and support to enable them to live independently.

The majority of supported housing tenancies for people with learning disabilities are long term tenancies. However, some people benefit from short or medium-term supported housing, this is especially relevant for people moving out of the family home, or out of a residential setting for the first time.

Needs analysis

York is well ahead of the national average in supporting people with learning disabilities to live in their own tenancy. York has a higher percentage of people with profound and multiple disability than other similar areas. This is largely due to a previous long stay hospital in the area being closed, and

¹⁵ Valuing People Now, 2009

people choosing to stay in the York area.¹⁶ In response a number of supported housing and extra care options have been developed.

In York, of those that are known to social services:

- 29.1% of people with a learning disability live in the family home
- 18% live in residential care, either in York or out of area placements
- 48.1% currently have their own tenancy (compared to only 15% nationally)¹⁷

There are a range of other support services for people with learning disabilities. These include a floating support service commissioned through the council, and supported working placements which help people to develop work based skills.

People with learning disabilities are living longer as a result of advances in healthcare and better support for people with learning disabilities. However, as people live longer, dementia (especially early onset dementia) is becoming more of an issue.

Currently there is no specialist provision for people with learning disabilities *and* dementia in the York area. Good practice suggests that people with dementia should continue to be supported in their existing home wherever possible.

¹⁶ York Joint Strategic Needs Assessment, 2010

¹⁷ An Analysis of Housing and Support for Adults with Learning Disabilities in York
2011 - 2017

People with autism may have learning disabilities which can affect all aspects of their life. Based on demographic projections, and analysis of current students at Applefields¹⁸ there is expected to be an increase of people on the autism spectrum in York.

Currently individuals with autism are successfully supported in a variety of supported living settings in York. Some specialist supported living settings for individuals who have more complex needs have been developed, although some individuals are currently supported out of area either at college type settings or specialist residential settings.

The supported housing options described above have been developed for people in York with a learning disability. This is a specific definition when applied in terms of access to support and services, and can be an issue in particular for people with Autistic Spectrum Disorder, or learning *difficulties* who often do not fit the criteria for services specifically for those with learning disabilities.

These individuals can struggle to cope and, can be very vulnerable, in mainstream housing, and especially so in hostel environments, however they do not qualify for supported housing for people with learning disabilities, and may struggle to access other supported housing options, e.g. those for older people. There is a need to find better ways of supporting these individuals within existing supported housing, or to provide new solutions to meet their needs.

¹⁸ Secondary school for pupils with special educational needs

Our priorities

Enable people with learning disabilities to access mainstream services and reduce the need for care and support with specialist services whenever possible		
Key Indicators		
No. of people with LD in their own tenancy		
No. of out of area placements		
No. of people with LD living in residential care		
Priorities	Target date:	Lead
Continue to conduct regular reviews with people placed out of area and support their return where individuals chose to do so	100% annual reviews	Locality manager - Adult Learning Disabilities Team
Act on findings from the review of supported living services	Report with recommendations by April 2014	Locality manager - Adult Learning Disabilities Team / Contracts and commissioning team
Ensure that information and advice about housing options is available and accessible through the provision of dedicated housing options advice (Housing Options guide and single access worker)	100% satisfaction with information and advice services by Dec 2014	Homeless accommodation and development manager
Ensure close links between social care commissioners and housing staff to ensure a more joined up approach to housing options for people who do not meet the criteria for specific learning disability services.	Quarterly meetings - ongoing	Supported Housing Manager / Commissioning Manager
To improve information and advice for people with Autistic Spectrum Disorder through the creation of an autism strategy	Autism strategy completed by December 2013	Commissioning Manager

Young People

Overview

For the purposes of this document, young people are defined as 16-25 years old. Many people of this age are able to stay at home until they are earning enough to move out on their own. Some, however, are not able to stay at home for a variety of reasons including family or relationship breakdown, a move to a smaller house or a change in the family make up. High market rents and a shortage of affordable homes put them at particular disadvantage in York. This is especially true in times of austerity when there is greater competition for jobs.

Nearly half of male remand young offenders and 42 per cent of female sentenced young offenders have experienced homelessness.

Our vision

Our vision is to ensure young people are able to make informed choices about their housing options, are able to plan their housing moves early and are fully equipped with the knowledge and skills required to sustain independent living.

We can do this by supporting young people's housing pathways through a process of early intervention and prevention to ensure young people avoid a crisis that could have devastating impacts on their long term health and wellbeing.

Supported Housing for young people facing housing crisis can be an effective way to provide much needed stability and develop skills to maintain a general needs tenancy, preventing future homelessness. This includes support to access education training, employment and other services.

Needs analysis

Connexions provide young people with a range of advice and support including sexual health, counselling, training, employment, housing and benefits. Timely access to the right advice and support is vital in preventing crisis and improving outcomes for young people.

There is a range of options for supported housing for young people in York, including tier 1 and tier 2 accommodation¹⁹:

- Nightstop provides emergency housing for age 16-25, standard stay of up to 3 nights family placement, capacity varies, but between 1-2 beds per night
- Howe Hill for young people (HH4YP) has recently been refurbished, and is now a tier one hostel staffed 24 hours a day, offering 21 units for age 16-21, although the majority of residents are under 18. There is an additional emergency bed and crash-pad available for those who become homeless at short notice.

¹⁹ Tier 1 accommodation is entry level accommodation with more intensive support (often 24 hours). Tier 2 accommodation is move on or resettlement accommodation, usually accessed on a referral basis after a period of time in tier 1 accommodation. This allows people a 'step down' towards independent accommodation.

- Southlands Road (Foundation) offers five tier 2 units for age 16-25 for up to two years with 24 hour support.
- Scarcroft Road (York Housing Association) provides nine tier 2 units for 16-19 year olds.
- SASH (Safe and Sound Homes): supported lodging in a family placement for up to two years, there are currently 15 hosts available. This provides a family environment for the young person, and is more appropriate than hostel or supported housing for some young people.
- There are up to 12 places available in assured short hold tenancy managed by YHA on behalf of CYC for young people who need extra support to move from a hostel environment to an independent tenancy.

There is a recognised shortfall in tier 2 provision. This can result in young people becoming 'stuck' in a hostel environment, and have a negative impact on their wider outcomes. This has a knock on effect on the number of tier one places available for young people leading to high use of crashpad²⁰ beds.

Young women who are pregnant or have young children usually cannot be accommodated within existing supported

accommodation. They are housed in mainstream accommodation, missing out on a supported environment.

The Youth Offending Team provide support to young people aged 15-17, however young people who display complex offending behaviour can struggle to be accommodated in supported housing, and are likely to have different needs to older offenders. In particular, young people who are seen as presenting a high risk may be referred to tier 1 homeless accommodation which is not targeted for their needs.

Since November 2012 local authorities have a duty to provide accommodation for young people held on remand. December 2012-April 2013 this affected 4 young people, who were placed into secure children's homes or foster placements out of area.

Young people with a learning *difficulty* can struggle in supported housing. They often do not meet the criteria for access to support and housing services for people with learning *disabilities*, but can be extremely vulnerable within mainstream services. These young people are likely to need some level of on-going support to maintain accommodation, and can find it difficult to demonstrate that they are progressing through the re-settlement route. Young people leaving care may have very complex support needs, which are difficult to meet in a large scheme.

²⁰ Emergency bed spaces used to prevent young people from rough sleeping as part of the 'no second night out' protocol.

Our priorities

Enable young people to make timely and informed choices about their housing options and ensure they are equipped with the knowledge and skills required to sustain independent living		
Key Indicators		
No. of young people accepted as homeless		
No. of young people accepted as homeless		
No. of young people placed into temporary accommodation		
Priorities	Target date:	Lead
Ensure information and advice is available to young people and their families at an early stage to enable planned housing moved and to ensure joined up support.	ongoing	Head of Services Resources (children's services) / Homeless accommodation and development manager
Develop appropriate supported accommodation for young pregnant women/single parents	by April 2014	Commissioning Manager - Early Interventions & Prevention Manager
Develop further tier two accommodation to allow young people to have a 'stepping stone' towards fully independent accommodation	April 2014	Commissioning Manager - Early Interventions & Prevention Manager
Explore options for further supported accommodation for young people held on remand, and complex care leavers	April 2015	Head of Services Resources (children's services)

Offenders and ex-offenders

Overview

For the purposes of this document, the term offenders is used to describe those who have a history of criminal offences, such as repeat offending or offending which poses a high risk in terms of community safety.

Criminal offending can be linked to many other social issues, such as theft to fund an addiction, or crimes committed through lack of skills, education or training to gain legal paid employment. Offending behaviour can become part of a lifestyle, in which the majority of an individual's peers are also involved in criminal activity.

A 2012 screening of the caseload held by the York and North Yorkshire Probation Trust indicates that:

- 86% had a significant mental health problem (compared to 16.5% of general population)
- Mental health problems were linked to offending behaviour for 49%
- Alcohol misuse was linked to the offending behaviour for 46%
- Almost half of offenders with a mental health problem also had a problem with alcohol misuse, and almost 30% misused drugs.²¹

Many offenders are either homeless or living in precarious accommodation, and the majority of those leaving prison will have no secure accommodation to return to. Homelessness is strongly linked with criminal behaviour, and evidence shows

²¹ Joint Strategic Needs Assessment 2012

that access to appropriate supported housing can contribute to a crime prevention agenda by helping to tackle the issues linked with offending.

54% of offenders re-offend within 1 year of release, 68% within 2 years of release.

*In 2011 44 per cent of offenders sentenced had 15 or more previous convictions*²²

*35% of young offenders re-offend*²³

*It costs approximately £35,000-£45,000 per year per offender in a closed prison.*²⁴

Our vision

Our vision is to ensure that we have the right level of supported housing to provide a stable environment and support in order to reduce re-offending and increase community safety.

While offending must not be seen as a route into social housing, supported housing is one of the tools for promoting community safety, by helping people to tackle the issues which underlie their offending behaviour, and to get back in to training or employment, and to participate actively in the community.

²² ministry of Justice: Prisoners' criminal backgrounds and proven re-offending after release: results from the Surveying Prisoner Crime Reduction (SPCR) survey

²³ <http://www.justice.gov.uk/statistics/reoffending/proven-re-offending> (13.03.13)

²⁴ Costs per place and costs per prisoner by individual prison National Offender Management Service Annual Report and Accounts 2010-11: Management Information Addendum Ministry of Justice Information Release
Published 27 October 2011 1

Needs analysis

There is currently some supported accommodation for offenders in York.

YACRO²⁵ provide 24 hour tier ²⁶1 supported accommodation for 14 people, with plans to expand this provision in 2013, as well as a further 26 tier 2 supported housing placements. The service works with a wide range of offenders, including those who have committed violent or sexual crimes, there is high demand for this accommodation.

SouthView is an Approved Premise providing twelve spaces for high risk offenders released from custody. Access is through the probation service only.²⁷

Foundation: Provide short term low level supported accommodation for 3 offenders with plans to develop a further two places.

Through the Gate (Foundation) provide housing related advice and support relating to offenders prior to release. The service primarily works with men over 18, and aims to prevent homelessness on release.

²⁵ York Association for the Care and Resettlement of Offenders

²⁶ Tier 1 accommodation is entry level accommodation with more intensive support (often 24 hours). Tier 2 accommodation is move on or resettlement accommodation, usually accessed on a referral basis after a period of time in tier 1 accommodation. This allows people a 'step down' towards independent accommodation.

²⁷ Approved premises provide controlled accommodation for offenders under the supervision of the Probation Service. They provide a 24 hour supervised environment to help resettle offenders back into the community, to manage risk, and to ensure that bail or licence conditions are adhered to.

Ex-offenders can struggle to find work, as a result of their offending history, and this in turn reduces their ability to reintegrate and contribute towards the community. Therefore support which helps ex-offenders to access work or develop work related skills, is particularly important in reducing re-offending as well as improving individual life outcomes. It is also especially important that people are able to access floating support in general needs accommodation, in order to support transition.

It can be difficult to place some offenders through the social housing register when they are ready to move on from supported housing, due to risk issues that restrict the areas where they can be housed (how close it is to schools, pubs etc).

There is currently no supported housing specifically for young people with a history of offending, who usually have a different set of needs to older offenders. Helping young people to break the pattern of re-offending, and to achieve positive life outcomes, is a key part of a prevention agenda. There is also a need for ongoing support for those with entrenched and problematic behaviour related to offending.

Government proposals to introduce a system of 'payments by results' and privatisation in the probation service which will have a significant impact on the post-release package for offenders, however the full implications of this are not yet clear.

Our priorities

Ensure the right level of supported housing to reduce re-offending and provide a stable route to independent living		
Key Indicators		
Proportion of offenders that re-offend within one year of release		
Proportion of young offenders that re-offend		
No. of offenders presenting as homeless on release		
Priorities	Target date:	Lead
Ensure timely and accessible housing information and advice to offenders before and on release from prison to ensure planned housing moves	ongoing	Commissioning Manager - Early Interventions & Prevention
Increase partnership working between housing providers and probation services regarding risk	Revised protocols in place by Sept 2014	Supported Housing Manager
Explore options for long term accommodation with support for ex offenders especially where there are complex issues or high risk of re-offending	Report produced by Dec 2014	Commissioning Manager - Early Interventions & Prevention
Explore options for supported accommodation specifically for younger offender (under 25) leavers	Report produced by Dec 2014	Commissioning Manager - Early Interventions & Prevention

Substance Misuse

Overview

About a third of the population admit to taking drugs at some stage in their lives, and about a quarter of young adults say that they have used drugs in the last year, however few people will develop a serious problem.

Problematic drug or alcohol use is often related to other issues, such as lack of stable housing, mental ill-health, or relationship issues. Stable accommodation is critical to being able to address the reasons behind substance misuse, to enable the individual to manage and reduce substance misuse.

For many people this can be achieved within their existing accommodation, however some individuals are unable to succeed in these environments for a variety of reasons, such as other substance abusers in the vicinity. This can be especially important for women, who can be particularly vulnerable through addiction, as prostitution can be a cause of, or a result of, substance misuse.

Our vision

Our vision is to ensure that the right kind of supported housing is available to help people to manage and reduce substance misuse, and associated social problems such as street drinking or theft committed to fund a drug habit. We will aim to achieve this by providing support and services that help

people to address other underlying issues in addition to substance misuse issues.

Strong links with other services, including addiction services and mental health services, are required in order to achieve positive outcomes and move-on.

Needs analysis

Specialist intervention (without housing) is provided through Lifeline, who provide services including harm reduction, counselling on addiction issues, prescribing and detox services. The Cyrenians provide abstinence based support through Oaktrees, for those who have chosen abstinence as their method of recovery. The majority of those who are recovering from addiction live in general needs accommodation, or other supported accommodation, such as homeless accommodation.

- Orwin House provides 6 person shared housing accommodation as part of the homeless re-settlement route. They have a secondary service user base of people with addiction issues.
- Housing without on-site support is commissioned through Restore, for those who wish to access abstinence based housing, to support their recovery.

Substance misuse relating to alcohol is getting increasing recognition. Street drinking in particular is related to other issues such as anti-social behaviour.²⁸

The role of supported housing in providing a stable base, while helping people to tackle alcohol misuse, can form part of a prevention agenda in reducing ongoing admissions, or prescriptions through health services.

Substance misuse can be a barrier to accessing a diagnosis or support from mental health services, as the substance misuse issue can be seen as the primary presenting need, or as a barrier to treatment.

²⁸ Specific targets around addressing this are included in the anti-social behaviour strategy.

Our priorities

Ensure the right kind of supported housing is available to help people address underlying issues such as substance misuse		
Key Indicators		
No. of people presenting as homeless with a substance misuse issue		
Proportion of people sleeping rough with a substance misuse issue		
No. of people presenting as homeless with complex needs		
Priorities	Target date:	Lead
Assess the need for further supported accommodation for those with a substance misuse issue as part of the re-settlement route	September 2014	Commissioning and Contracts Manager Substance Misuse / Commissioning Manager - Early Interventions & Prevention
Increase partnership working with addiction services and front line staff awareness in order to provide the best possible services for those with substance misuse issues in their own accommodation	December 2014	Supported Housing Manager / Commissioning and Contracts Manager Substance Misuse
Explore options for supported accommodation specifically for women with complex/multiple issues and vulnerabilities	December 2014	Commissioning and Contracts Manager Substance Misuse / Commissioning Manager - Early Interventions & Prevention

Homeless

Overview

Homelessness can affect anyone, and has many causes, some are specific to the individual, while others relate to the local housing or job market, or wider economic context.²⁹ It can have a devastating impact on individuals and disrupt all areas of life. Homelessness can impact on a persons' life for many years, even after they return to stable housing.

In York and Selby there were over 3,700 reports of domestic violence made to the police in 2010, although work focuses on making people safe at home, this is not always possible. Some become homeless as a result of fleeing violence. York and North Yorkshire commissioning and police are planning to pool funding across the region, to ensure that a suitable spread of provision is available.

Lack of accommodation is rarely the only challenge faced by someone who is homeless, Over 40 per cent of those engaging with homeless services have a mental health condition, and an estimated 69 per cent of those who are street homeless will have a mental health condition and a drug addiction.

Our vision

²⁹ Full details on those affected by homelessness in York can be found in the Homeless strategy.

Our vision is to prevent homelessness in as many cases as possible, and to reduce rough sleeping by ensuring that the right supported housing is available to help people back into safe and stable housing.

York takes a preventative approach to homelessness through partnership working and pro-actively engaging with those at risk of homelessness at an early stage. Supported Housing for provides structured and holistic support to help people address the route cause of their homelessness, and to develop the skills to maintain a tenancy.

Needs analysis

There is a range of supported accommodation currently available in York including tier 1 and tier 2 accommodation³⁰. There is also supported temporary accommodation for those that the Council has a statutory duty to house whilst their circumstances are investigated, or permanent accommodation is sought.³¹

- Arc Light is a tier one hostel which provides accommodation for 39 homeless people, providing 24 hour support for up to two years as part of the resettlement route

³⁰ Tier 1 accommodation is entry level accommodation with more intensive support (often 24 hours). Tier 2 accommodation is move on or resettlement accommodation, usually accessed on a referral basis after a period of time in tier 1 accommodation. This allows people a 'step down' towards independent accommodation.

³¹ People who are considered 'priority need' for housing under homeless legislation, due to their family circumstances or other vulnerabilities.

- Peaseholme is a tier 1B hostel that provides accommodation for 22 people, providing 24 hour support as part of the resettlement route.
- Foundation shared housing provides tier 2 accommodation for 20 people as part of the resettlement route.
- The council provides temporary accommodation to those it has a statutory duty to house, Ordnance Lane (31 units), Holgate Road (8 units) and Crombie House (7 units). All referrals come through the housing options team.
- Orwin House is a tier 2 hostel providing move-on accommodation for 6 people, as part of the resettlement route – not 24 hour.
- Melbourne project provides tier 2 hostel accommodation for 5 people, as part of the resettlement route – not 24 hour.
- There are additionally a number of services targeted at young people (16-25) which have been described in the young people section above.
- York Independent domestic abuse service provides refuge accommodation for 10 families for a maximum of 2 years. They also help men who are experiencing

domestic violence, and who need to flee as a result, to find a safe place to stay.

- York Housing Association provide medium term accommodation for 6 women who have experienced domestic violence, the main referral route is women leaving refuge accommodation.

All referrals to the tier one and two hostels come from the Single Access Point.

There is also support through advice services such as Salvation Army and Housing options. Changes to welfare benefits will make it more difficult for homeless people to access the private rented sector. However York runs a Bond Guarantee Scheme and a social lettings agency, YorHome, to help homeless people to access private rented accommodation.

Tier 1 services in particular have a customer group which includes a large number of individuals with multiple and complex issues, especially mental ill-health and substance misuse. These individuals

can become 'stuck' in service or move in a 'revolving door' between different services and street homelessness without getting any closer to stable housing. This creates blockages in the service. These individuals can also be very disruptive within the service, as well as creating 'blockages' in the resettlement route. There are waiting lists for tier 1 and 2 accommodation.

Our priorities

Prevent homelessness and keep the level of rough sleeping to as near to zero as possible through the provision of appropriate supported accommodation that provides a route back to independent living		
Key Indicators		
No. of people accepted as homeless and in priority need		
No. of people prevented from being homeless		
No. of people in temporary accommodation		
Priorities	Target date:	Lead
Increase the provision of information and advice to help prevent homelessness, especially in light of welfare reform	ongoing	Housing Landlord Service Manager / Homeless Accommodation and Development Manager
Improve standards of temporary accommodation	April 2015	Supported Housing Manager
Develop and fully embed a hospital discharge protocol	September 2014	Supported Housing Manager / Homeless Accommodation and Development Manager

Planning for the future

In difficult economic times it is vital that resources are targeted to have the greatest impact. Therefore it is important that we are able to prioritise the competing needs of different groups in order determine where to direct investment in supported housing. At present York does not have a system for prioritising need, and to do this will require planning across all council services, as well as other partner agencies – especially health services.

- Make use of existing evidence and knowledge (JSNA, SHMA, health and well-being strategy) to identify areas of unmet need
- Raise the profile of supported housing as part of a prevention agenda through the health and well-being board.
- Developing greater links between housing and social care commissioning in planning for and delivering supported housing.
- Develop joint working protocols with health services in meeting the needs of local residents, and providing preventative solutions.

- Making full use of the asset board to identify buildings which may be suitable for future supported housing developments
- Understand the cost effectiveness of services through a better understanding of downstream savings achieved.

Delivering

It is proposed that this strategy will be monitored through the partnership boards under the health and well-being board:

1. - Older people and long term conditions
2. - Tackling deprivation and health inequalities
3. - Mental health and learning disabilities
4. - Children and young people

This page is intentionally left blank



Cabinet

5 November 2013

Report of Cabinet Members for Crime & Stronger Communities and Environmental Services

Creating a multi-agency approach to tackling Anti-Social Behaviour & Nuisance

Summary

1. This report sets out the council's journey to date in transforming its approach to delivering street level environmental services and proposals to transform our approach to partnership working between the City Council and North Yorkshire Police (NYP) to tackle Anti-social Behaviour (ASB) and Nuisance.

Background

2. Earlier this year the Cabinet introduced *Smarter York*, delivering joined up working across the Council's street-level, environmental services. Smarter York aims to:
 - Create more responsive services;
 - Engage ward members, the public, and key organisations such as Residents Associations, Parish Councils, business and voluntary sector organisations;
 - Deliver budget savings through technological innovation, capacity building and supporting new ways of working;
3. At the heart of Smarter York is the Smarter Charter. This sets out what the Council will do to maintain a clean, safe and green environment for York whilst encouraging residents and organisations in the city to get involved, either as individuals or organisations, and do their bit to look after their local areas.
4. Staffing arrangements have been reviewed to ensure effective and focused delivery of the Smarter York agenda. As part of this, a number of roles that included enforcement and/or community engagement tasks have been looked at including Street Environment

Officers, Environmental Enforcement Officers, Park Rangers, and Dog Wardens, with a view to creating more streamlined arrangements offering greater flexibility. Two distinct roles have been created: i) Smarter York Community Engagement Officers, and ii) Community Enforcement Officers.

Smarter York Engagement Officers:

5. There are now three posts which will:

- Support the Smarter York programme e.g. through recruiting volunteers by encouraging residents to become a Street Buddies and adopt a bit of their street, do some litter picking or weeding, or join a 'Friends of ...' group to look after a local space such as a park
- Support existing community groups who are doing their bit and help roll out good practice across the city
- Grow community management of the city's principal parks and gardens
- Support communities to take on responsibility for their local open spaces
- Continue to grow the 13,000 hours of Community Payback that are currently deployed in partnership with the Council, focussing on community priorities (in the Spring Clean CP collected over 1,600 bags of litter and rubbish and edged off over 20km of highway verge)
- Draw on resident priorities in each ward to create local Big Clean action plans
- Sign businesses up to the Smarter Charter to do their bit to clean up their locality, encourage employee volunteering, and sponsor a park or open space
- Develop the functionality of the Smarter York app so that residents make more use of it to report problems

Community Enforcement Officer:

6. There are now 4 post which will:

- Resolve community complaints and enquires relating to potential environmental infringements with recourse of enforcement action as appropriate
- Investigate incidents of environmental crime in particular

- Write and serve warning letters, Notices, Fixed Penalties, Formal Cautions and prosecution reports as appropriate and to gather and present evidence in court where necessary.
 - Undertake monitoring across the city for littering offences and complete and issue Fixed Penalty Notices (fines) on the spot or issue age suitable warnings as appropriate.
 - Act as a link with local communities, signposting residents to other Council service and agencies in order to deliver tangible environmental improvements.
7. These 4 posts transferred to the Community Safety Team on 30th September 2013 and now work under the direction of the Neighbourhood Safety Manager who is responsible for the councils Tenancy Enforcement Team and liaison with NYP.

The current process

8. The journey currently experienced for the communities of York with regards to ASB is dependant upon which organisation they contact. Customer feedback shows that confusion on which organisation will deal with anti social issues has led to customers being transferred between organisations. At present, if a resident contacts the council we dispatch an officer. There are times when the officer attends where it is evident that it is an issue which falls within the police's area of business, where this is the case we either re-direct the customer to the police or attempt to arrange for the police to contact them. This is evident in reverse also. However, there is a time lag in this referral process creating the opportunity for the customer to feel dissatisfied and as through they are left in 'no mans land' between agencies.
9. ASB which is reported to the Police is now categorised under 3 headings, Environmental, Nuisance and Personal, of these NYP only review those incidents that fall within the personal category, this is done through the Vulnerable Risk Assessments (VRA's) process, with local safer neighbourhood teams undertaking responsibility to deal with any highlighted as low or medium risk. High risk VRA's are referred on to a Multi Agency Problem Solving group (MAPS) where they are assessed and allocated to the most appropriate agency.
10. In order for the NYP Beat Manager to deal effectively with those low or medium risk that are not referred to MAPS they have to contact partners, often arrange a separate multi agency meeting and then

progress through a problem solving plan; all of which takes time to organise and facilitate.

11. ASB cases that are reported to the council are categorised and directed to the relevant team, previously the Street Environment Team, however there is no formal review process that assesses the risk level of the anti-social behaviour incidents which have been received.

Proposals

12. Whilst the integration of the Community Enforcement Officer role with the wider Neighbourhood Safety Team will create a refocus on the enforcement role and better links with other enforcement roles, it is seen as an interim position to developing multi-agency approach to tackling street level ASB & Nuisance within the city and improving the quality of life for residents.
13. Anti-social behaviour is a significant area of demand with high community impact in the city. Current annual volumes for York show 12,000 ASB incidents that are reported to Police and 3,500 reported to City of York Council. Many of these incidents involve more than one of the services in place to support ASB resolution. Key subjects are graffiti, fly tipping and litter and drug related litter and noise complaints. The following table shows a breakdown of reporting by day and type of ASB / Nuisance based on 12 months data.

Demand on Average Day at 9 a.m Meeting for Previous 24hrs of Data (52 Days for each day)								
Type	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Avg Day
NYP - Environmental	1.8	1.8	1.5	1.4	1.7	1.8	2.7	1.8
NYP - Nuisance	16.1	18.0	17.5	17.3	19.5	25.6	27.9	20.2
NYP - Personal	4.9	6.3	5.9	5.5	6.3	7.3	6.0	6.0
CYC - Abandoned Cars	0.0	0.4	0.4	0.4	0.3	0.4	0.0	0.3
CYC - Dog Fouling	0.2	1.7	1.9	1.5	1.4	1.8	0.2	1.2
CYC - Drug Related Litter	0.0	0.4	0.6	0.7	0.6	0.4	0.0	0.4
CYC - Flytipping - Rubbish	1.1	7.0	6.9	6.8	6.4	5.6	0.5	4.9
CYC - Graffiti	0.2	1.0	0.9	1.0	0.4	0.5	0.1	0.6
CYC - Housing ASB complaints Opened	0.0	0.8	1.1	1.1	1.1	0.6	0.0	0.7
CYC - Litter	0.5	2.8	2.9	3.0	2.6	2.8	0.2	2.1
CYC - Noise	3.9	4.2	4.7	4.2	3.6	5.1	5.9	4.5
NYFRS - Deliberate Fires	0.5	0.4	0.5	0.3	0.4	0.5	0.6	0.4
NYFRS - Hoax Calls	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.0
Total	29.2	44.8	44.8	43.0	44.2	52.5	44.2	43.1

14. Community safety is at the heart of both the Council Plan and the Police and Crime Plan. Tackling ASB with effective street level enforcement is often a local neighbourhood priority and is a strong

theme that runs through the Building Stronger Communities section of the Council Plan and is embedded within the community contracts

15. As part of this drive to improve our joint working discussions have taken place with NYP to consider the opportunities to work in partnership to jointly deliver street level enforcement services to improve resident's quality of life outcomes when they do experience of ASB or Nuisance behaviour.
16. It is proposed to:
 - Create a multi-agency ASB hub with the NYP to review all reports of ASB and proactively task both organisations. This hub will have dedicated Police Officers working as part of the Community Safety Team based in West Office dealing with high risk ASB / Nuisance Cases.
 - Establish a new Neighbourhood Enforcement Officer role which will undertake the council's street level enforcement function with accredited powers from the Chief Constable through the Community Safety Accreditation Scheme (CSAS) to deal with low and medium risk ASB enforcement activity. This new role would, on a day to day basis, be integrated into the NYP Safer Neighbourhood Teams.
17. A core principle that underpins the thinking behind the proposals is the need to place the community at the heart of what we are doing, delivering clear community benefits as well as supporting the councils wider street based services.
18. Both interventions will strengthen our relationship with our communities, placing staff out in the communities and providing the back office support to address issues identified by these front line staff. In essence we will be creating visible resource anchors within our communities.
19. Officers working within our communities, whilst having a clear neighbourhood enforcement role, will also complement and support the councils wider community engagement activities, particularly around Smarter York and building community confidence and capacity.
20. In developing these interventions it will be critical to ensure that there is a strong multi-agency focus in not only addressing direct

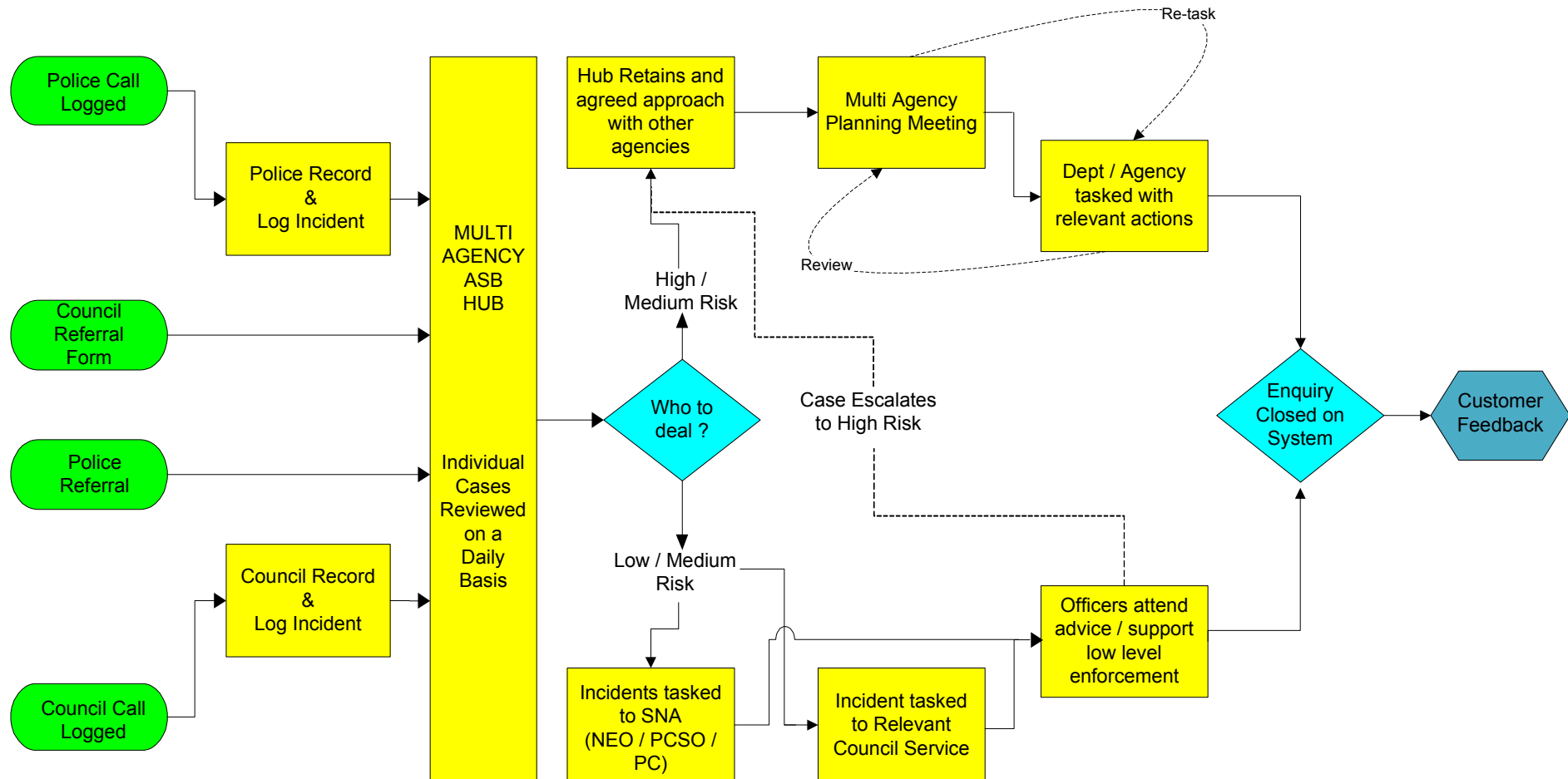
implications of crime and anti-social behaviour, but also the wider causes, in particular the role alcohol and mental health issues can have.

The creation of a Multi-Agency ASB Hub

21. The creation of a multi-agency hub that will review and be the conduit to resolving all ASB incidents in York, regardless of which agency they present to initially. The ASB hub will work 7 days a week and provide a platform which will allow both NYP & CYC to jointly review all three types of ASB incidents reported in the previous 24 hour period. This will be achieved through co-locating CYC and NYP resources within a single building (CYC West Offices) where they will have access to both ASB data sources and the Safer York Partnership analytical capability. The membership of the Hub will include those services which have the responsibility to respond early and effectively deal with any type of reported ASB.
22. It is proposed that the Hub will be made up from core members who will analyse and respond to the majority of cases reported, with secondary members whose roles occasionally include responding to complaints of ASB or whose work will be influenced as a result of themes being identified through ASB data. Clearly the detail of who would form the core members of this new multi-agency Hub will need to be determined based on the analysis of current ASB data, however initial thoughts are that the core Hub could include:
 - Neighbourhood Safety Manager
 - Dedicated Neighbourhood Police officers with specialist skills in ASB legislation application (working an operational shift pattern).
 - Tenancy Enforcement Team (TET)
 - Neighbourhood Dispute Mediation Services
 - A Housing Tenancy Representative
 - Noise Nuisance
 - New Neighbourhood Enforcement Team
23. The Hub would be part of the Councils Community Safety team and managed on a daily basis by the councils Neighbourhood Safety Manager. The dedicated police team will be tasked jointly by the Neighbourhood Safety Manager and the York Operational Delivery Inspector (ODI) (who would retain actual line management of the NYP resources from Fulford Road Police Station) based on the reported cases of ASB.

24. The Hub would risk assess each ASB report and would themselves maintain ownership of any High Risk or significant Medium Risk incidents that required a focussed partnership approach. Lower risk cases would be tasked to the Safer Neighbourhood Teams. For example, an assessment of the most appropriate course of action (criminal or civil) to address the issues would be carried out and the case tasked and owned by the relevant officer, Police or Council. The dedicated Police Officers or Tenancy Enforcement Officers would own high risk VRA's and would represent these cases at the MAPS meetings. Their specialist skill sets would also be responsible for, where appropriate, applications for legal sanctions to address the behaviour. This approach would ensure that the full potential of both civil and criminal powers to address ASB are exploited.
25. The Police Officers within the Hub would work an operational shift pattern to ensure they are able to deal with neighbour disputes, licensing visits and delivery of proactive ASB operations, including the night time economy. It is also proposed that the new Neighbourhood Enforcement Officer will also work an operational shift pattern. Consideration will also be given to CYC officers working a limited shift pattern.
26. The Hub would integrate in to National Intelligence Model processes within York SNC with the continued SYP and ODI Inspector attendance at the Tactical Tasking & Coordinating Group meetings, where identified priorities can be raised by the Hub and actions taken away by them.
27. Following the morning review of ASB incidents by the Hub, a member of the ASB Hub would attend the local NYP York Daily Management Meeting where they would provide an update to the local NYP management team of the previous 24 hours ASB, any activity tasked out from their review and review patrol activity to be undertaken over the following 24 hours.
28. The creation of the Hub will result in a wealth of intelligence that will not only enable us to better deliver for the residents in the city, but also provide valuable information to influence other organisations that have a role to play in the wider management of ASB. For example, the data would enable us to influence the tasking of the Probation Service Community Payback Scheme in to areas where a visible presence of positive justice would have an impact on the ability of local communities to feel safe. The following is a draft flow chart setting out the process that a report of ASB would follow.

Draft Process Flow Chart



Key: SNA = Safer Neighbourhood Area
 PCSO = Police Community Support Officer
 NEO = Neighbourhood Enforcement Officer

29. To ensure that the Hub effectively tackles the full range of ASB reported, it would also be necessary for the group to call upon additional specialised skill sets when required. These could include:-
- Troubled Families Team
 - Licensing
 - Trading Standards
 - Environmental Protection Unit
 - Housing Estate Managers
 - Public Health & Well Being
 - Education Welfare support
 - Adult & Children's Social Care
 - Legal Support
 - Youth Offending Teams, Integrated Offender Management & Probation Services
 - Neighbourhood Care Teams (Clinical Commissioning Groups)
30. This link with wider specialised services is an area that needs to be developed as part of the proposal. It is critical that intelligence gathered as part of this teams work is linked to these wider services. Initial discussions have taken place with the Chair and manager of the Children's Safeguarding Board to ensure that in the development and training of any new team we are making sure that we create the necessary pathways for sharing information.
31. The difference for the community will be an increase in the satisfaction with the services they receive. With one phone call made, a victim of ASB will receive a multi-agency service irrespective of which agency they report the incident. The tiering of response to high, medium and low incidents will ensure that the gravity of response is proportionate to the level of harm experienced. Communities will feel safer when they know and can see agencies working together in the community.
32. It is also envisaged that whilst this is primarily a capacity to deal with enforcement, it also has a great role to play in building community confidence and capacity to enable communities to deal with ASB in their communities.

Establishment of a Community Safety Accreditation Scheme (CSAS)
Integrated into NYP SNA's

33. With the need to deliver more for less and to sustain the current reduction in ASB both the Local Authority and North Yorkshire Police

have to ensure that the number of deployable resources available to both organisations is capable of being transformed to deliver enhanced quality of life outcomes for residents.

34. The Police Reform Act 2002 enables Chief Constables to grant specific policing powers to private, public or third sector organisations providing that the holder of the accreditation is a registered employee. This is known as Community Safety Accreditation Scheme (CSAS).
35. Using these powers we are able to allow 'Enforcement Officers' within the council to undertake a broader range of duties within their current ASB work and work in partnership with the Police. This will in turn, remove any duplication and reduce demand as work will be more efficiently tasked and directed through a single individual rather than requiring multiple services to attend.
36. There are in total 43 CSAS powers that the Local Authority could consider, a full list is attached at annex 1.
37. Furthermore, the additional benefit of a person with designated CSAS powers is that it becomes a criminal offence under the Police Reform Act 2002 to assault, obstruct or resist a designated person or person assisting a designated person in the execution of their duty. This is an offence which does not currently offer support to our employees conducting enforcement duties for the Local Authority.
38. If we decide to establish a Community Safety Accreditation Scheme, it is proposed that the current Community Enforcement Officer role is reviewed to create a CSAS accredited Neighbourhood Enforcement Officer. This role will then be able to utilise both Local Authority and authorised CSAS Powers to deal with the following types of ASB incidents.
 - Parking offences
 - Abandoned vehicles *
 - Cycling on the footpath *
 - Power to deal with begging *
 - Causing harassment alarm & distress *
 - Knowingly giving false alarm of fire
 - Drinking in a designated public area *
 - Fly Tipping
 - Fly Posting
 - Graffiti*

- Littering *
 - Dog Fouling
 - Powers to seize tobacco & alcohol from young people *
 - Traffic management, including stopping vehicles for testing and traffic control.
 - Noise Complaints
 - ASB in parks and open spaces *
 - Fireworks offences *
39. The listed areas with an asterisk overlap with current NYP Police Community Support Officer (PCSO) powers. Should this proposal be accepted, it would therefore offer opportunities to re-direct PCSO tasking to other priority areas for the community. It is also proposed to consider, where appropriate, opportunities for NYP resources to be given enforcement powers which the council have. This again would enable a fully joined up approach to tackling neighbourhood ASB.
40. The creation of a single 'CSAS Neighbourhood Enforcement Officer' creates an opportunity for the council to consolidate its street level enforcement functions and consider integrating this role within the current NYP Safer Neighbourhood Team and deploying a proactive patrolling function during key times (ASB volumes data suggests 0900hrs x 0300hrs) with the ability for CSAS officers to resolve a wide range of ASB issues which currently CYC employees are restricted to dealing with in very specialist functional terms.
41. In order to accommodate CSAS Neighbourhood Enforcement Officers into the NYP Safer Neighbourhood Area structure and also consider the impacts of the resourcing that is required to support the dedicated PC's for the ASB Hub, a review of NYP SNA York structures has been considered. This takes into account not only resource moves but also the impact of new processes and responsibilities being moved as a result of the ASB Hub.
42. With the creation of the ASB Hub many of the longer term ASB problem solving tactics would be completed and owned by the dedicated Police Officers and CYC staff within the Hub, thereby removing much of the time consuming work carried out by Beat Managers.

Staffing Resources

43. As such, NYP proposed to redistribute 6 of the current Beat Manager posts to form the ASB Hub dedicated PC posts and restructure the

remaining dedicated neighbourhood team resources in the 3 SNA's to have 1 x problem solving Sergeant, 2 x Dedicated Safer Neighbourhood Service Delivery PC's, 3 x teams of PCSO's and a minimum of 6 x CYC Neighbourhood Enforcement Officers with Local Authority and Community Safety Accreditation Powers (CSAS), authorised by the Chief Constable.

44. The tasking of dedicated Police Officers to deal with ASB/Nuisance will result in a transfer of officers and their workload from the geographical policing teams within York to the ASB Hub. This proposal does not affect the numbers of Police Officers in York, it proposes a more efficient joint approach to tasking both Council and North Yorkshire Police resources. The new approach will remove duplication between teams and officers, as well as creating specialists roles, which will bring with it economies of scale. This will result in more effective officer time to deal with ASB as well as other crimes and issues of concern to our communities.
45. The first line management responsibility for the CSAS Officers would fall to the CYC Neighbourhood Safety Manager in the ASB Hub, with priority patrol activity designed by them. This would be supported through daily tasking and productivity being supervised by the NYP Problem Solving Sergeant, taking cognisance of the CYC priority areas for their ASB demand.
46. When considering the CYC staff resource into this new role, it is proposed at a minimum to create 6 new posts as a result of bringing together the current Community Enforcement Officer role and reallocate resources from within the Environmental Protection Unit which currently provide the out of hours noise nuisance service.
47. However to effectively address the issues that are being experienced in our communities and to have a functional shift pattern to cover the times when ASB & nuisance is occurring, it is felt that 12 officers would be needed to deliver an effective service.
48. It is proposed to establish the team within the reallocation of the existing resource as described. However, consideration should be given to potential opportunities for additional funding. Should additional funding be identified it is proposed that the Neighbourhood Enforcement Officer number be increased based on the level of addition funding.

49. From a customer perspective, the community would benefit from a joined up approach to ASB resolution resulting in the right officer with the right powers being tasked to deal with the complaint. For example, where a report of ASB / Nuisance is received by CYC if, following the ASB Hub review it is deemed low level and felt that a PCSO is the right officer to attend, they would be tasked the job and as part of their visit they would explain to the resident that they are there to deal with the report made to the Local Authority. NYP resource reacting to CYC report. This is also reversed when a NYP report is received which is suitable for a CSAS / CYC Neighbourhood Enforcement Officer to attend.
50. To enable the Local Authority staff to become CSAS accredited they must undertake a verified training package that delivers instruction on the powers authorised by the Chief Constable. This training can be provided by NYP or outsourced to an accredited training supplier. Discussion has taken place with NYP and other forces who have introduced CSAS powers and it is proposed to engage an accredited trainer.
51. Key outcomes for both CYC & NYP are
- The combining of resources and use of CSAS powers enables both organisations to maximise available civil and criminal powers to deliver enhanced services with fewer dedicated resources and removes the need for individual isolated skill sets.
 - A managed risk assessment process for reports of ASB and dedicated response capability to deliver against requests for service will reduce the risks to vulnerable victims and communities by having dedicated professional resources of both organisations working within the same team with the ability to problem solve on a daily basis. This will also ensure the most appropriate agency drives the delivery of services for victims.
 - Efficiency savings as a result of the removal of duplication and the potential to integrate several skills sets in to the CSAS role.

Options

52. Option 1 – To agree to establish a joint working group to develop the proposals.

53. Option 2 – To suggest alternative approaches to improve front line delivery of services to address ASB.

Analysis

54. Set out within the body of the report.

Consultation

55. The proposals have been developed in conjunction with NYP and discussions have taken place at a senior level within NYP and with the Police & Crime Commissioner. The proposals are being considered by the NYP Executive Board on the 5th November.
56. In the development of the proposals CYC & NYP staff have visited Luton & Stockton Borough Councils who have introduced a similar approach to addressing front line ASB. In both areas they have seen a positive impact on ASB.
57. The new Community Enforcement Officers established following the Smarter York Review (as set out in Para 4) are aware of the potential for changes to their roles, including the need for any new role to work an operational shift pattern. Any detailed changes to their roles will follow the councils established change management process.
58. Consultation is currently ongoing as part of a restructure of the wider Public Protection team which includes the officers who currently provide the out of hours noise nuisance function. A final proposal has been presented following consultation which proposes the transfer of the residential noise nuisance function from this team.

Council Plan

59. The proposal strongly support a number of priorities with in the Council Plan.
 - Building Strong Communities – Addressing the impacts of ASB in our communities will have a positive impact supporting this priority. A key action within the Building Stronger Communities section of the Council Plan was the link between the out of hour's noise nuisance function and NYP. If the noise nuisance function is integrated into the new Community Safety Officer role, this would deliver on this priority as the services would be integrated with the local SNA's.

- Protecting vulnerable people – It is often the most vulnerable in society who become victims of ASB. Developing improved approaches to addressing ASB will help ensure the most vulnerable are supported.
- Protect the environment – ASB takes many forms which impact on the environment, the establishment of the Community Safety Accreditation Officer will enable the council to directly impact on those types of ASB in particular fly-tipping and graffiti.

Implications

60. The implications arising from this report are:

- **Financial:** The staffing proposals associated with the establishment of the ASB Hub and the establishment of CSAS Neighbourhood Enforcement Officer role can be delivered from within existing budgets. Longer term, subject to further integration of services / activities and with the maturity of the service, there is the potential for further efficiencies to be delivered.
- However, there will be a number of set up costs associated with establishing the new joint teams. It is anticipated that CSAS training costs will be in the region of £5k. There will also be a one off cost associated with the development of the IT reporting structure to enable the daily review of reported ASB / Nuisance. Discussion has taken place with NYP regarding these set up costs and it is proposed that a bid is submitted for funding from the Police Innovation Fund that the Home Office have recently announced which is aimed at incentivising collaboration across forces and with local authorities.
- To deliver significant additionality to proactively deal with incidents of ASB / Nuisance it is proposed that work is undertaken to identify additional funding sources to enable the creation of an additional 6 Neighbourhood Enforcement Officers. Funding for these officers is still to be identified and any recruitment decision will need to be following agreement with the Director of Customer & Business Support Services.
- **Human Resources (HR):** Consultation will be needed with staff and unions where the proposals impact on current working practices.

- **Equalities** – None
- **Legal-** There will need to be a legal agreement between NYP & CYC with regards to any joint funding.
- **Crime and Disorder** – The proposals will have a significant impact on addressing how the council and the police tackle street level ASB & Nuisance behaviour.
- **Information Technology (IT)** – A new reporting tool will be required to ensure effective management of information and tasking of officers.
- **Property** – It is proposed that the police will allocate 6 police officers to work as part of the ASB Hub. These officers will be based in West Office. To effectively manage their integrations, it may be necessary to consider the allocation of additional space and the location of the wider Community Safety Team given the nature of the data that will be utilised.
- **Other-** None

Risk Management

61. The risks associated with the proposals are minimal.

Recommendations

62. Cabinet are asked to consider the proposals and agree to the establishment of a multi-agency and Community Safety Scheme Accredited Neighbourhood Enforcement Officer role.

Reason: To ensure that the council actively addresses the issue of ASB on our communities.

Contact Details

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Steve Waddington Assistant Director – Housing & Community Safety Charlie Croft AD – Culture, Communities & Public Realm	Report of Cabinet Members for Crime & Stronger Communities and Environmental Services Sally Burns Director – Communities & Neighbourhoods		
	Report Approved	√	Date 11 October 2013
Specialist Implications Officer(s) None			
Wards Affected: All			√
For further information please contact the authors of the report			

Annexes

Annex 1 – Full list of Community Safety Scheme Accredited powers.

This page is intentionally left blank

CSAS Powers



Power to issue fixed penalty notices

- 1.** for truancy
- 2.** in respect of an excluded pupil in a public place
- 3.** for cycling on a footpath
- 4.** for dog fouling
- 5.** for graffiti and fly-posting
- 6.** for littering
- 7.** in respect of offences under dog control orders

- 8.** Power to require giving of name and address
- 9.** Power to deal with begging
- 10.** Power to require name and address for anti-social behaviour
- 11.** Power to require name and address for road traffic offences
- 12.** Power to require persons drinking in designated places to surrender alcohol
- 13.** Power to require persons aged under 18 to surrender alcohol
- 14.** Power to seize tobacco from a person aged under 18
- 15.** Power to remove abandoned vehicles
- 16.** Power to stop vehicles for testing
- 17.** Power to stop cycles
- 18.** Power to control traffic for purposes other than escorting a load of exceptional dimensions
- 19.** Power to direct traffic for the purposes of escorting abnormal loads
- 20.** Power to photograph persons away from a police station.

- 21.** Power to issue Penalty Notices for Disorder under Chapter 1 Part 1 of the Criminal Justice and Police Act
- 22.** Possession of cannabis etc
- 23.** Sale of alcohol to children
- 24.** Purchase of alcohol by or on behalf of children.
- 25.** Delivery of alcohol to children or allowing such delivery.
- 26.** Buying or attempting to buy alcohol for consumption on licensed premises etc by a child
- 27.** Breach of fireworks curfew
- 28.** Possession of a category 4 firework
- 29.** Possession by a person under 18 of an adult firework.
- 30.** Supply of excessively loud fireworks
- 31.** Wasting police time, giving false report
- 32.** Using public electronic communications network in order to cause annoyance, inconvenience or needless anxiety
- 33.** Knowingly giving false alarm of fire
- 34.** Causing harassment, alarm or distress
- 35.** Throwing fireworks
- 36.** Supply of adult fireworks without a licence
- 37.** Failure to state/maintain required information when supplying adult fireworks
- 38.** Failure to comply with requirements regarding import of fireworks
- 39.** Consumption of alcohol by children or allowing such consumption
- 40.** Sale of alcohol to a person who is drunk
- 41.** Trespassing on a railway
- 42.** Throwing stones at a train or other things on railways
- 43.** Drinking in a designated public area



Cabinet

5 November 2013

Report of the Cabinet Leader

Lord Mayoralty 2014/15

Summary

1. The purpose of this report is to ask Cabinet to consider the points system for the annual nomination of the Lord Mayor for the City of York Council and confirm that the Group with the most points under that system should be invited to appoint the Lord Mayor for the coming municipal year, 2014/2015.

Background

2. Members will be aware that the system for nominating the Lord Mayor is based on an accumulation of points determined by the number of seats held by each particular group on the Council. The party having the largest cumulative total of points on Lord Mayor's Day each year is invited to nominate the Lord Mayor for the following year. A party loses 47 points when nominating the Lord Mayor. It should be noted that a nominee for Lord Mayor requires at least five years' service as a City of York Councillor.
3. Under the system, a party which loses all its seats on the City Council may have any accumulated points frozen until seats are once again gained by that party on the council.
4. Under the current points system, the number of points accumulated by each party is as follows:

PARTY	POINTS FOR 2013/2014	LOSS FOR LM	POINTS FOR 2014/2015
Labour	48	-47	$48-47+25 = 26$
Lib Dem	-12		$-12 + 9 = -3$
Green	20		$20 + 2 = 22$
Conservatives	23		$23 + 9 = \mathbf{32}$
Independent	2		$2 + 2 = 4$

5. The above table shows that the Conservative group with a total of **32** points will qualify for the Lord Mayoralty in 2014/2015.

Consultation

6. The political groups are aware that this is the process usually applied to select the mayoralty for the year ahead. Beyond this, there is no specific need for consultation.

Options

7. The options available for consideration are either to invite the Conservative Group to nominate the Lord Mayor for the municipal year 2014/2015 or to consider reviewing the points system currently adopted for nominations.

Analysis

8. The nomination of a Lord Mayor is an annual event which is undertaken by way of a points system to ensure a fair and robust outcome. If Members wish to make changes to this process they would need to consider the development of a new process, which would require the approval of Council as a change to a previously agreed procedure.

Council Plan 2011-2015

9. The appointment of the Lord Mayor forms part of the Council's civic leadership and assists in the improvement of leadership at all levels, which contributes to one of the Plan's core capabilities in providing a confident and collaborative organisation.

Implications

7. There are no specific direct implications in relation to financial, human resource, legal or equalities arising from the recommendations in this report, which is concerned with the process for and invitation to nominate for the appointment of a Lord Mayor.

Risk Management

8. Failure to appoint a Lord Mayor in the second most traditional city outside of London could have a significant impact on the Council's reputation in terms of maintaining its civic heritage. It is important that an equitable and robust system is applied to the nomination process.

Recommendations

9. Members are asked to invite the Conservative Group to nominate the Lord Mayor for 2014/2015, in line with the existing accumulated points system.

Reason: To ensure that the Council secures the necessary leadership to undertake its civic functions and provides continuity for future selection.

Contact Details

Author:	Cabinet Member and Chief Officer Responsible for the report:		
Anne Platt Civic Service Co-ordinator Civic Services <i>Tel No. 01904 551011</i>	Councillor James Alexander, Cabinet Leader Andrew Docherty Assistant Director, Governance and ICT		
	Report Approved	√	Date 24 October 2013
Wards Affected: All	√		
<i>For further information please contact the authors of the report</i>			

Background Papers/Annexes: None

This page is intentionally left blank