

**Notice of public meeting of
Cabinet**

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

Date: Tuesday, 5 March 2013

Time: 5.30 pm

Venue: West Offices, Station Rise, York YO1 6GA
(Access via main Customer Contact Centre entrance)

A G E N D A

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 March 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 - 28)
To approve and sign the minutes of the last Cabinet meeting held on 12 February 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 March 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 29 - 38)
To receive details of those items that are listed on the Forward Plan for the next two Cabinet meetings.

- 5. Scrutiny Review of Out of Hours Childcare** (Pages 39 - 52)
This report sets out the recommendations arising from the Scrutiny Review into Out of Hours Childcare. A copy of the full final report is at Appendix 1 and Councillor Runciman, a member of the Task Group who undertook the work around this topic, will be in attendance at the meeting to present the report.

- 6. Scrutiny Review - End of Life Care Review - 'The Use & Effectiveness of DNACPR Forms'** (Pages 53 - 78)
This report sets out the recommendations arising from the End of Life Care Scrutiny Review. A copy of the full final report is attached at Appendix 1 and Councillor Funnell, the Chair of the Health Overview and Scrutiny Committee will be in attendance at the meeting to present the report.

- 7. Approval of the Homeless Strategy 2013-18** (Pages 79 - 108)
This report asks Cabinet to agree the contents of the proposed homeless strategy and action plan and approve the strategy which will cover the period 2013-18.

- 8. Smarter York** (Pages 109 - 118)
This report updates the Cabinet with progress on Smarter York and seeks approval for a "Smarter Charter".

9. Statutory Report of the Monitoring Officer (Pages 119 - 140)

The Local Government Ombudsman has made a finding of maladministration in respect of the way the Council managed the provision of assistance in roofing works for a resident. The Monitoring Officer is obliged under section 5 of the Local Government and Housing Act 1989 to report this finding to Cabinet.

10. Council Response to Consultation on Police and Crime Plan (Pages 141 - 152)

The Police and Crime Commissioner for North Yorkshire published her draft Police and Crime Plan in February 2013. This report sets out the context behind the plan and asks Cabinet to approve the development of a response by the Cabinet Member for Crime and Stronger Communities and the Director of Communities and Neighbourhoods.

11. 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.

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Further information about what's being discussed at this meeting

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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

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City of York Council

Committee Minutes

MEETING	CABINET
DATE	12 FEBRUARY 2013
PRESENT	COUNCILLORS ALEXANDER (IN THE CHAIR FOR ITEMS 1-5 AND PART OF ITEM 9), CRISP, GUNNELL, LEVENE, LOOKER, MERRETT, SIMPSON-LAING (VICE-CHAIR - IN THE CHAIR FOR ITEMS 6-8, PART OF ITEM 9 & ITEMS 11-20) AND WILLIAMS
IN ATTENDANCE	COUNCILLORS BARTON, BOYCE, D'AGORNE, DOUGHTY, FRASER, HEALEY, REID, STEWARD AND WARTERS

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS

80. 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. Councillor Crisp declared a personal interest in agenda item 17 (minute 94 refers) as a member of the Regional Arts Council.

81. EXCLUSION OF PRESS AND PUBLIC

Members considered whether to exclude the press and public from the meeting during consideration of Annex 1 to agenda item 18 (Disposal of Acres Farm, Naburn) on the grounds that it contained information relating to the financial or business affairs of particular persons, as this 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.)

Members indicated that they did not intend to make a resolution to exclude the press and public from the meeting for consideration of this item, as they would not be entering into

detailed discussion in relation to the exempt information contained at Annex 1 to this report.

82. MINUTES

RESOLVED: That the minutes of the last meeting of Cabinet held on 8 January 2013 be approved and signed by the Chair as a correct record.

83. PUBLIC PARTICIPATION/OTHER SPEAKERS

It was reported that there had been two registrations to speak at the meeting under the Council's Public Participation Scheme, and that eight Members of Council had requested to speak on a number of agenda items as follows:

5. Forward Plan

Cllr Warters expressed concern that the strategy on tethered horses was to be considered at a Cabinet Member Decision Session that was due to be held in private.

6. 2012-13 Performance and Finance Monitor 3

Cllr Reid expressed concern that although Beckfield Lane Recycling Centre had been closed, the proposed savings had not been achieved.

9. Financial Strategy 2013-2018

Andrea Dudding, spoke on behalf of Unison in particular in relation to saving referred to in the report at CANS02/16 - Culture, Events & Festivals, CANS 42 - Cultural & Learning Services and CANS17 - Library Services. She expressed concern at proposed cuts to expenditure on libraries, arts and culture and requested that Members reconsidered this proposal taking into account the impact that it would have on tourism, jobs and the economy. Concerns were also expressed at cuts to the library service at a time when the city archives were being developed. She drew attention to the recommendations of the Fairness Commission.

Heather McKenzie also spoke on behalf of Unison commenting generally on the proposed cuts. She stated that, whilst recognising the financial pressures under which the proposals

had been made, she was concerned at the outsourcing of care provision and the implications that this would have on terms and conditions and standards of care. Concerns were also raised in respect of social enterprise. She urged that procurement policy incorporated support for the staff concerned. Concerns were also expressed at the short timescale for consultation but assurances were given that the union would continue to work with the council to mitigate job losses.

Cllr Warters raised concerns regarding the proposed increase in council tax and cuts to services. He stated his concerns regarding the proposed allocation of funding for the expansion of Osbaldwick Traveller Site and sought clarification as to whether the funding referred to on page 108 of the agenda papers included provision for the prosecution of those responsible for unlawful horse tethering.

Cllr D'Agorne stated that he appreciated the difficulties caused by the cuts to local government funding and supported the decision not to accept the government grant available to councils that did not increase council tax. He stated that he was, however, concerned about the privatisation of council services in areas such as libraries, elderly people's homes, looked after children, warden call and cleaning and security services. He stated that he could not support libraries and archives being delivered by an organisation outside of the council. Although social enterprise could be beneficial it should not be used as a cost-cutting strategy. The savings that could be made by using libraries as community hubs could be made in-house. He stated that he was also concerned at the decision to review staffing in older people's homes and questioned the morality of the TUPE process.

Cllr Steward, referring to paragraph 72 of the report, paid tribute to the work carried out by parish councils and gave reasons as to why some had increased their precept. He stated that criticism of increases in these cases were unfair. He drew attention to the work of the Community Engagement Task Group and suggested that Cabinet should engage more with parish councils as they were a valuable resource.

Cllr Richardson raised concerns in respect of bus services and the need to ensure that the services met the needs of residents, particularly the elderly and young people.

12. Discretionary & Mandatory Business Rate Relief & Discounts

Cllr Steward stated that there was a need to consider the implications on streets such as Micklegate when putting in place policies and procedures for dealing with Business Rate Relief and Business Rates discounts.

13. Waste Services – Service Delivery Options 2012/13 and 2013/14

Cllr Doughty expressed concern at a reduction in hours at the household waste recycling centres and the impact that this could have, for example an increase in fly tipping.

Cllr Reid stated that residents did not support a charge for the collection of green waste and that this may result in some residents using grey bins or fly tipping. Whilst consultation was welcomed, there had been no indication as to the level of charges. She urged that consultation also take place with the users of Towthorpe and expressed her fears that a reduction in hours of opening may be the first step towards the closure of this facility. Concerns were also raised regarding the proposed arrangements in respect of the disposal of brick rubble. Cabinet's attention was drawn to the written comments from the Liberal Democrat Group that had been circulated prior to the meeting.

14. Review of City and Environmental Services

Cllr Healey, referring to the reference in the report that the directorate "having already gone three reviews in recent years" queried whether such reviews should be considered across all directorates. Referring to the reference in the report to the use of "specialist external resources to support the Director in delivery of the change in structure", Cllr Healey suggested that the Authority should now have built up its own capacity to carry out such work. He stated that he supported the recommendations in paragraph 30 of the report.

15. Get York Building

Cllr Warters stated that the bringing forward of key development should not be on greenfield sites.

Cllr Doughty stated that there had been a crisis in house building for some time and he was pleased that this was now being recognised by Cabinet. The proposals were, however, too feeble to stimulate development. He stated that he would like to see brownfield sites being used ahead of greenfield. He stated that the proposed 5% reduction in the affordable housing target was unlikely to have the necessary impact and he proposed a reduction of 10% in circumstances when there were ten or more properties. This could be a temporary arrangement and be subject to review.

Cllr Barton drew attention to the need to tackle homelessness. He expressed concern at the cancellation of meetings of the Local Plan Working Group and of the targets that had been set in respect of affordable housing. He expressed concern at the fall in housing building in York and the performance of the city when compared with national figures. He stated that the proposals in the report were not sufficient to address the situation and that Cabinet needed to be braver in its actions and in respect of the targets that it had set.

Cllr Richardson stressed the need to put strategies in place to help young people to access suitable housing.

16. Housing Revenue Account Business Plan 2013 to 2043

Cllr Healey drew attention to issues in respect of the housing revenue account projections. He queried how the council's expenditure against income compared with other councils. He questioned whether it was prudent for the house building to be for a five year period only and stated that he had sought information from officers as to whether the council had the land available to support this development.

19. York a Sustainable City Tackling Fuel Poverty

Cllr Healey questioned why this item had been included as a late item after the agenda had first been published. He also expressed concern that the report did not include deliverable actions or budgetary information.

84. 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.

85. 2012-13 PERFORMANCE AND FINANCE MONITOR 3

Consideration was given to a report which set out details of the Council's headline performance in delivering the Council Plan priorities and the projected performance against budget, covering the period 1 October 2012 to 31 December 2012.

It was noted that the government had announced in December that the settlement for 2013/14 had been revised to include a further 1% cut in budget for the next financial year. This required the council to accelerate existing work and initiate additional changes to enable a balanced budget to be set. The impacts of the welfare reforms would also put further pressure on the council in supporting the most vulnerable residents.

It was reported that York and its partners had however delivered a number of significant successes in 2012 and maintained strong performance in key areas. Since Monitor 2, as a result of the implementation of mitigation strategies, the forecast pressures had reduced by £800k to £1.7m however further work would continue to ensure that the revenue budget was balanced.

Full details of the performance and delivery of the Council Plan in all five areas was set out in the report at paragraphs 8 to 79. Financial performance was also reported with the mid year forecast indicating financial pressures of £1.721k, an improvement of £792k compared to £2,513k reported at Monitor 2. Further information in respect of the financial outturn of each directorate and corporate budgets was set out at paragraphs 87 to 128. It was reported that although the City and Environmental services budget was reporting financial pressures, which had been exacerbated by the extreme weather, it was intended that the final outturn would be on budget. Information on the position of the General Fund Reserve and minimum level required was also stated.

Members commented on the work that was taking place to attract jobs and inward investment into the city. Members

stressed their commitment to continuing to work with partners and national bodies in order to attract funding. They stated that the city's economy was performing well compared to the situation nationally.

The Cabinet Member for Corporate Services stressed the importance of ensuring that expenditure came in on budget at the end of Quarter 4.

RESOLVED: That Cabinet agree to:

- i) Note performance against the Council plan.
- ii) Note the current projected pressures of £1,721k.
- iii) Approve the strategies in place to mitigate the forecast as outlined in the body of the report. ¹.

REASON: In order to ensure expenditure is kept within budget.

Action Required

1. Implement mitigation strategies as outlined. DM

86. CAPITAL PROGRAMME - MONITOR THREE 2012/13

[See also Part B minute]

Members considered a report which informed them of the likely outturn position of the 2012/13 Capital Programme based on the spend profile and information to January 2013, including under and over spends, programme changes together with any slippage.

The current approved Capital Programme for 2012/13 was £69.033m, financed by £27.438m of external funding, and internal funding of £41.595m. A decrease of £11.752m, details of which were set out in the report, and had resulted in a revised Capital Programme budget of £57.281 made up of under spends and net re-profiling to future years. The variances against each portfolio area, together with a summary of the key exceptions and implications on the capital programme, was set out at paragraphs 6 to 38 and at Annex A of the report. A

summary of the revised 5 year Capital Programme incorporating the proposed changes highlighted in the report was shown at Table 4 together with the proposed financing at Table 5. The schemes which made up the under spend of £1.126m reported in 2012/13 were set out at paragraph 47.

The overall spend and the commitment profile on the Economic Infrastructure Fund over the existing 5 year programme was reported at paragraphs 41 and 42 and at Annex B of the report.

RESOLVED: That Cabinet agree to:

- Note the 2012/13 revised budget of £57.281m as set out in paragraph 6 and Table 2.
- Note the restated capital programme for 2012/13 – 2016/17 as set out in paragraph 43, Table 4 and detailed in Annex A.
- Note the re-profiling and adjustments of the Economic Infrastructure fund to align to spend and approval as set out in the Economic Infrastructure reports to Cabinet noting the overall fund remaining at £28.5m and Annex B showing current EIF position. ¹.

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

Action Required

1. Adjust Capital Programme accordingly.

RB

87. TREASURY MANAGEMENT MONITOR 3 AND PRUDENTIAL INDICATORS 2012/13

Consideration was given to a report which provided Members with an update on Treasury Management Activities for the period 1 April 2012 to 31 December 2013 as required through regulations.

The report reviewed the economic background under which the activities had been operating at paragraphs 4 to 8, the annual investment strategy at paragraphs 9 to 12, the investment and borrowing portfolios at paragraphs 13 to 33 together with information on compliance with Prudential Indicators at paragraphs 34 to 36.

Monitoring of the Prudential Indicators during this period was detailed at Annex A of the report and it was confirmed that during the 2012/13 financial year the Council had operated within the treasury limits and Prudential Indicators set out.

RESOLVED: That, in accordance with the Local Government Act 2003 (revised), Cabinet agree to:

- i) Note the Treasury Management activities in 2011/12.
- ii) Note the movements in the Prudential Indicators at Annex A.

REASON: To ensure the continued performance of the Council's Treasury Management function.

88. FINANCIAL STRATEGY 2013-2018

[see also Part B minute]

Cabinet considered the financial strategy for the period 2013 to 2018 which included details of the revenue budget proposals for 2013/14 and 2014/15. The strategy delivered a balanced budget over a two year period with savings of £20m and proposed a Council Tax increase of 1.9% in 2013/14.

Members discussed the key issues in the proposals, as outlined in paragraph 2 of the report. It was agreed that a two year budget better enabled longer term investments and savings to be developed and implemented, providing a stable, sustainable financial basis for the delivery of services.

Members commented on the context in which decisions on the budget were being made. Factors such as the significant changes in financial regulations, the increased pressures on demand for adult social care, formula grant reductions and reductions in other grant funding had resulted in very difficult decisions having to be taken. The budget proposals had sought to protect the most vulnerable, including the elderly, Looked After Children, and families on low income. The proposals also sought to promote growth in the local economy and hence measures such as the investment in the city centre, in the park

and ride and in the market. The council would continue to work with partners and with the voluntary sector in an effort to mitigate the impact of the cuts.

Referring to issues that had been raised under agenda item 4 regarding proposed expenditure on the expansion of the traveller site at Osbaldwick, Members stated that the council had statutory responsibilities in respect of this provision and was also seeking to ensure that all residents of the city were treated fairly. The Cabinet Member for Crime and Stronger Communities also clarified that decisions in respect of the tethered horse policy would be taken in public.

Members commented on the risks associated with the proposed savings, for example the reduction in children's services expenditure. The proposals posed significant challenges and it was unavoidable that there would be an impact on front line services. The Chair urged Members of all Groups to work together to mitigate the impact of the cuts and to lobby against further cuts to local government financing.

The Chair expressed appreciation of the work that had taken place in preparing the budget proposals.

Following further discussions it was

RESOLVED: That the average rent increase of 4.36%, as set out in paragraphs 81 to 84 of the report, be approved.¹

REASON: To ensure the ongoing financial stability of the HRA and allow work on improving the quality of the council's affordable housing to continue.

Action Required

1. Implement rent increase as from 1 April 2013. DM

89. DISCRETIONARY & MANDATORY BUSINESS RATE RELIEF & DISCOUNTS

Members considered a report that provided details of the new power to grant business rate discounts. It also set out the changes to existing discretionary and mandatory rate relief when business rates are localised in April 2013.

Consideration was given to the draft policies and procedures for dealing with both Business Rate Reliefs and Business Rate Discounts. Members agreed that it would be necessary for the policies to be reviewed within two years of them being implemented.

RESOLVED: That Cabinet agree to:

- i) Approve the draft business rate discount policy attached at Annex A;
- ii) Approve the discretionary business rate relief process attached at Annex B. ¹.

REASON:

- i) To provide a policy to deal with any requests for business rate discounts.
- ii) To provide a policy and process to manage future requests for discretionary rate relief that allows for proper consideration of the financial impact of any award.

Action Required

1. Implement new policy and procedure from 1 April DW 2013.

90. WASTE SERVICES - SERVICE DELIVERY OPTIONS 2012/13 AND 2013/14

Members considered a report that outlined options to enable the Council to meet its statutory and policy targets and continue to provide a high quality waste collection and disposal service that was financially sustainable and which provided a robust base for future growth.

The Cabinet Member for Environmental Services stressed the need to make savings whilst ensuring that workable systems remained in place and were satisfactory to residents. A wide range of options were being considered and there would be full consultation with residents prior to a report being presented to Cabinet in April. The changes would then be implemented in May. He gave details of some of the options under consideration.

Referring to an issue that had been raised under agenda item 4, the Cabinet Member stated that, although it was proposed that consultation would take place on amending the opening hours at Towthorpe Household Waste Recycling centre, the closure of the centre was not being considered.

Members suggested that consideration also be given to the introduction of a sliding scale in respect of the collection of extra or bulky items from residents rather than the current flat rate of charging for ten items.

RESOLVED: That Cabinet agree to:

- i) Give approval to undertake consultation on the options for garden waste.
- ii) Give approval to undertake consultation on amending the opening hours at Towthorpe HWRC and ¹.
- iii) Receive a further report following these consultations before making a final decision. ².
- iv) Give approval to introduce the changes set out in Paragraphs 25 and 26 with the exception of the changes to the opening hours of Towthorpe HWRC, which are subject to consultation. ³.

REASON: To enable the Council to meet its statutory and policy targets and continue to provide a high quality waste collection and disposal service that is financially sustainable and provides a robust base for future growth.

Action Required

1. Undertake consultation re garden waste and opening hours Towthorpe HWRC. GD
2. Add report to Forward Plan. GD
3. Implement changes outlined in paragraphs 25 and 26 of the report. GD

91. REVIEW OF CITY AND ENVIRONMENTAL SERVICES

Members considered a report that set out proposals for amending the City and Environmental Services Directorate to reduce costs; introduce a more coherent and efficient management structure; and to streamline and re-align the directorate structure to focus on delivery. Details were given of the two stage process.

Options had been developed through the consultation process taking into account the feedback given and the range of structure proposals presented for consideration. Details of the existing structure and each concept option were presented at Annex A of the report and summarised below:

CONCEPT 1 – 2 Assistant Directors and 4 Heads of Service Model (Refer to Annex A)

CONCEPT 2 – 2 Assistant Directors and 5 Heads of Service Model (Refer to Annex A)

The Cabinet Member for City and Environmental Services stated that the proposals were very radical and would result in substantial savings whilst still maintaining continuity in the delivery of services. Nevertheless it was important to recognise that issues such as success in income generation would be important factors.

RESOLVED: That Cabinet agree to:

- i) Approval for CONCEPT 2 established through Phase 1 of the review of the City and Environmental Services Directorate as a transitional arrangement to mitigate risk to senior management capacity and delivery, in the short to medium term, based on current known commitments.
- ii) Delegate to the Director of City and Environmental Services the completion of the review process through the detailed Phase 2 stage and to implement the outcomes of the review; in consultation with the appropriate Cabinet Spokespersons; and supported by

interim expert external resource to drive delivery and embed proposed outcomes.
1.

- iii) Note that this will facilitate the future opportunity to further transform the transitional CONCEPT 2 structure into a structure based, in principle, around CONCEPT 1; but not bound by all the detail as presented at Annex A; subject to future funding position and how wider Council strategic initiatives are taken forward.

- REASON:
- i) This will enable timely implementation of the Phase 1 review outcomes to deliver the revenue savings in line with commitments and expectation for the Directorate by May 2013, along with facilitating Phase 2 of the review.
 - ii) This will enable the full revenue savings to be realised in the most expedient manner for financial years 2013/14 and 2014/15 in line with commitments and expectation.

Action Required

1. Implement transitional arrangements and completion of the review in consultation with Cabinet Spokespersons.

DR

92. GET YORK BUILDING - ECONOMIC GROWTH, A CASE FOR CHANGE

Members considered a report that outlined the current state of the building industry within York and the direct role that stimulating the house building industry would have on achieving the council's priority to create jobs and grow the economy. The report also discussed real and perceived barriers to building and considered options for the Council to play a leadership role in developing the climate where stalled development could be brought forward whilst protecting the historic and green nature of the city.

Members expressed concern at the problems associated with the high costs of housing in the city. They stated that the Get York Building programme would help drive the local economy, provide a boost to employment, reduce benefits dependency and create a knock on impact in the wider prosperity of the city as well as providing much needed sustainable homes to meet the housing needs of the city.

Details were given of the consultation that had taken place and the issues that had been raised, including the bureaucracy regarding off site financial contributions. The Cabinet Member for City and Environmental Services stated that the paper had recently been considered by the Local Plan Working Group and he reported on the views of the group.

Members welcomed the proposed establishment of a mortgage advice scheme which would be of particular benefit to smaller building companies.

Consideration was given to the following options:

Option 1 – To approve the proposed interventions to:

- Update the Affordable Housing Targets (as set out in Table 1) and approve as a material consideration for Development Management purposes;
- Accept, on sites of less than 15 homes in rural areas, an off site financial contribution in lieu of on site affordable housing, (as set out in Annex 1) for a period of 18 months and approve as a material consideration for Development Management purposes;
- Invest £1m in addressing overcrowding in existing council homes;
- Agree a first phase of building new council homes;
- Work up options for a mortgage advice scheme;
- Review general S106 requirements and development of new approaches to facilitate greater flexibility in the payment of contributions
- Develop opportunities for Institutional investment in to new Private Rented Sector homes within the city.

Option 2 – To ask officers to amend the proposed interventions.

RESOLVED: That Cabinet agree to:

Option1 as set out in Paragraph 20 of the report to:

- Update the Affordable Housing Targets (as set out in Table 1) and approve as a material consideration for Development Management purposes;
- Accept, on sites of less than 15 homes in rural areas, an off site financial contribution in lieu of on site affordable housing, (as set out in Annex 1) for a period of 18 months and approve as a material consideration for Development Management purposes;
- Invest £1m in addressing overcrowding in existing council homes from the HRA;
- Agree a first phase of building new council homes with funding from the HRA as set out in the HRA Business Plan.
- Work up options for a mortgage advice scheme;
- Review general S106 requirements and development of new approaches to facilitate greater flexibility in the payment of contributions
- Develop opportunities for Institutional investment in to new Private Rented Sector homes within the city. ¹.

REASON: To ensure that the council plays a full and active leadership role in delivering quality sustainable new homes, creating jobs and growing the economy of the city.

Action Required

1. Implement agreed interventions and update targets.

SW

93. HOUSING REVENUE ACCOUNT BUSINESS PLAN 2013 TO 2043

Members considered a report that provided an overview of the new Housing Revenue Account Business Plan for the next 30 years and provided details of the key priorities for the next five years, including the creation of an investment fund to support the delivery of more affordable new homes.

Consideration was given to the following options:

- Option one – To adopt the plan set out at Annex A
- Option two – To ask officers to revise the document

The Cabinet Member for Health and Adult Social Services stated that the authority's costs for keeping stock up to date compared well with that of other councils. Because of the changes to benefits it was difficult to accurately project income for the next few years and hence a prudent plan had been put in place.

RESOLVED: That Cabinet agree to:

- i) Approve the overall HRA Business Plan, in particular the creation of an investment fund of £20m and recommend to Council the adoption of the HRA business plan as set out in Annex A.
- ii) Agree in principle the release of £6m funding from the investment fund for the first phase of 60 new Council homes. Following detailed work identify the specific sites and construction costs a further report will be brought Cabinet setting out the exact costs of development for Cabinet to consider and recommend to full Council for approval.

REASON: The plan sets out a sustainable financial projection for the next 30 years and the priorities for the housing revenue account for the next 5 years. It gives clear messages as to the commitment to continue to invest in the council's existing stock, the local communities

and build new much needed social rented housing.

94. THE TOUR DE FRANCE - HOSTING THE GRAND DÉPART

Members considered a report that outlined proposals for York's participation in the activities supporting the "Grand Départ" of the Tour de France in Yorkshire in July 2014. The report outlined the associated benefits and operational costs and implications. Members' approval was sought to enter into an agreement with Welcome to Yorkshire and Leeds City Council, as the lead local authority, to host the second day start of the Grand Départ.

Members were delighted that the bid had been successful and York would be hosting the second stage start, as had been its preference. There would also be a range of activities and cultural events marking the occasion. Members commented on the inward investment that the event would bring to the city. It offered a unique opportunity to provide a showcase for the city in the international perception of York as a sporting city and a place to visit and do business. The event would also leave a legacy for cyclists for many years to come.

Members noted the operational costs and logistics, as outlined in paragraph 19 of the report. Leeds City Council would act as administrative body and guarantor for all the authorities with involvement in the stages and each of the authorities had been asked to commit in principle to providing the financial support required. This would commit the city to a payment of the hosting fee of £500k in three stages, on signing, one year before the event and on the first day of the Grand Départ.

It was noted that further reports would be presented to Cabinet as the project developed.

The Chair thanked all those involved in the successful bid.

RESOLVED: That Cabinet agree to:

- i) Approve the Council's commitment to staging the Grand Départ within the parameters outlined and agree that the £500k hosting fee will be

met from the Economic Infrastructure Fund.

- ii) Give delegated authority to the Chief Executive, in consultation with the Leader of the Council, to enter into an agreement with Welcome to Yorkshire and Leeds City Council to host the Grand depart.
- iii) The approach of the regional and local legacy and cultural work as outlined in the report. ¹.

REASON: To support the efficient and effective implementation of the work needed to successfully host the Grand Départ in the region and the legacy work for York's regional leading role and York element of the legacy implementation.

Action Required

1. Proceed with necessary work and enter into host agreement in consultation.

GC, KE

95. DISPOSAL OF ACRES FARM, NABURN

Consideration was given to a report that sought approval for the sale of Acres Farm, Naburn to the fourth highest bidder. The sale of the property, which was located in a semi rural position approximately three miles south of York city centre, had been approved by the Executive on 17 April 2003.

Consideration was then given to the following options:

- Option 1 Dispose of Acres Farm to Bidder A
- Option 2 Dispose of Acres Farm to Bidder B
- Option 3 Dispose of Acres Farm to Bidder C
- Option 4 Dispose of Acres Farm to Bidder D

Members agreed that it was important to put safeguards in place regarding any future change of use of the site.

RESOLVED: That, subject to the inclusion of a condition

regarding any future change of use, Cabinet agree to the sale of Acres Farm to Bidder D on the grounds that it reflects a reasonable market value for the land and creates a significant economic benefit for the city through the creation of jobs and training and best meets the requirements of the Asset Strategy and Council Plan. ¹.

REASON: To ensure the Council disposes of the land and buildings for the best consideration reasonably obtainable whilst also helping to deliver the objectives of the Council Plan.

Action Required

1. Proceed with sale subject to inclusion of condition.

LH

96. YORK A SUSTAINABLE CITY TACKLING FUEL POVERTY

The Chair stated that this report, which highlighted issues and ambitions regarding additional investment in Sustainability and tackling Fuel Poverty and had been included on the republished agenda, had now been withdrawn from the agenda and would be revisited at a later date.

REASON: Because of the difficult budget situation it is not currently possible to move forward with this issue.

PART B - MATTERS REFERRED TO COUNCIL

97. CAPITAL PROGRAMME - MONITOR THREE 2012/13

[See also Part A minute]

Members considered a report which informed them of the likely outturn position of the 2012/13 Capital Programme based on the spend profile and information to January 2013, including under and over spends, programme changes together with any slippage.

The current approved Capital Programme for 2012/13 was £69.033m, financed by £27.438m of external funding, and internal funding of £41.595m. A decrease of £11.752m, details

of which were set out in the report, had resulted in a revised Capital Programme budget of £57.281 made up of under spends and net re-profiling to future years. The variances against each portfolio area together with a summary of the key exceptions and implications on the capital programme, was set out at paragraphs 6 to 38 and at Annex A of the report. A summary of the revised 5 year Capital Programme incorporating the proposed changes highlighted in the report was shown at Table 4 together with the proposed financing at Table 5. The schemes which made up the under spend of £1.126m reported in 2012/13 were set out at paragraph 47.

The overall spend and the commitment profile on the Economic Infrastructure Fund over the existing 5 year programme was reported at paragraphs 41 and 42 and at Annex B of the report.

RECOMMENDED: That Council agree the adjustments in the Capital programme of an overall decrease of £11.752m in 2012/13 with re-profiling of budget from 2012/13 to 2013/14 and 2014/15 of £10.626m as detailed in the report and contained in Annex A of the report. ¹.

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

Action Required

1. Refer to Budget Council.

JP

98. FINANCIAL STRATEGY 2013-2018

[see also Part A minute]

Cabinet considered the financial strategy for the period 2013 to 2018 which included details of the revenue budget proposals for 2013/14 and 2014/15. The strategy delivered a balanced budget over a two year period with savings of £20m and proposed a Council Tax increase of 1.9% in 2013/14.

Members discussed the key issues in the proposals, as outlined in paragraph 2 of the report. It was agreed that a two year budget better enabled longer term investments and savings to

be developed and implemented, providing a stable, sustainable financial basis for the delivery of services.

Members commented on the context in which decisions on the budget were being made. Factors such as the significant changes in financial regulations, the increased pressures on demand for adult social care, formula grant reductions and reductions in other grant funding had resulted in very difficult decisions having to be taken. The budget proposals had sought to protect the most vulnerable, including the elderly, Looked After Children, and families on low income. The proposals also sought to promote growth in the local economy and hence measures such as the investment in the city centre, in the park and ride and in the market. The council would continue to work with partners and with the voluntary sector in an effort to mitigate the impact of the cuts.

Referring to issues that had been raised under agenda item 4 regarding proposed expenditure on the expansion of the traveller site at Osbaldwick, Members stated that the council had statutory responsibilities in respect of this provision and was also seeking to ensure that all residents of the city were treated fairly. The Cabinet Member for Crime and Stronger Communities also clarified that decisions in respect of the tethered horse policy would be taken in public.

Members commented on the risks associated with the proposed savings, for example the reduction in children's services expenditure. The proposals posed significant challenges and it was unavoidable that there would be an impact on front line services. The Chair urged Members of all Groups to work together to mitigate the impact of the cuts and to lobby against further cuts to local government financing. The Chair expressed appreciation of the work that had taken place in preparing the budget proposals.

Following further discussions it was

- RESOLVED:
- i) That, having considered:
 - a. Expenditure pressures facing the council as set out in the report
 - b. Impacts of savings proposals set out in Annex 2

- c. Medium term financial factors facing the council as outlined in the report
- d. Projected levels of reserves as set out in the report
- e. Statutory advice from the Director of CBSS

It be

RECOMMENDED: That Council:

- i) Approve the budget proposals outlined in the report and set out in detail within the financial strategy, in particular:
 - a. The net revenue expenditure requirement of £127.778m
 - b. The revenue growth proposals as outlined in the body of the report
 - c. The revenue savings proposals as outlined in Annex 2
 - d. The fees and charges proposals as outlined in Annex 3
 - e. The Housing Revenue Account budget set out in Annex 4
 - f. The dedicated schools grant proposals outlined in Annex 5
- ii) Note that the effect of approving the income and expenditure proposals included in the recommendations would result in an increase in the City of York element of the council tax of 1.9%.
1.

REASON: To ensure a legally balanced budget is set

Action Required

1. Refer to Budget Council

JP

99. TREASURY MANAGEMENT STRATEGY STATEMENT AND PRUDENTIAL INDICATORS FOR 2013/14 TO 2017/18

Cabinet considered a report that asked them to recommend that Council approve the:

- Integrated treasury management strategy statement including the annual investment strategy and the minimum revenue provision policy statement;
- Prudential indicators for 2013/14 to 2017/18
- Revised treasury management policy statement
- Specified and non-specified investments schedule
- Treasury management scheme of delegation and role of the section 151 officer

It was noted that the Treasury Management Strategy and Prudential Indicators were aimed at ensuring that the council maximised its return on investment and minimised the cost of its debts.

RECOMMENDED: That Council approve:

- The proposed Treasury Management Strategy for 2013/14 including the annual investment strategy and the minimum revenue provision policy statement;
- The Prudential Indicators for 2013/14 to 2017/18 in the main body of the report;
- The Specified and Non-Specified Investments schedule (Annex B)
- The Scheme of Delegation and the Role of the Section 151 Officer (Annex D) ¹.

REASON: To enable the continued effective operation of the Treasury Management function and ensure that all

Council borrowing is prudent, affordable and sustainable.

Action Required

1. Refer to Budget Council.

JP

100. CAPITAL PROGRAMME BUDGET 2013/14 TO 2017/18

Cabinet considered a report that summarised the current capital programme position covering 2012/13 – 2016/17, reflected the Capital Monitor 3 report on the agenda, highlighted the existing funding position and associated pressures and presented the new bids received as part of this year's Capital Resource Allocation Model (CRAM) process covering the period 2013/14 – 2017/18.

Members considered the capital investment requests, as detailed in the report.

RECOMMENDED: That Council:

- i) Agree to the revised capital programme of £176.709m, that reflects a net overall increase of £48.381m as set out in paragraph 30 table 10 and in Annex A 'budget amendments' column). Key elements of this include:
 - Extension of prudential borrowing funded Rolling Programme schemes totalling £3.365m including the IT development fund as set out in paragraph 10 table 2 and summarised in paragraph 27 table 9;
 - Creation of 2 new prudential borrowing funded Rolling Programme schemes totalling £1.500m as set out in paragraph 14 table 3 and summarised in paragraph 27 table 9
 - New schemes totalling £3.585m including an increase in prudential borrowing of £3.185m as set out in paragraph 16 table 4 and summarised in paragraph 27 table 9;
 - New externally funded schemes totalling £25.974m as set out in paragraph 18

table 5 and summarised in paragraph 26
table 9

- An increase in HRA funded schemes totalling £13.957m funded from HRA balances of £13.957m as set out in paragraph 19 table 6 and summarised in paragraph 27 table 9.

- ii) Approve the full restated programme as summarised in Annex A totalling £176.709m over financial years 2013/14 to 2017/18 as set out in paragraph 30 table 10.¹

REASON: To set a balanced capital programme as required by the Local Government Act 2003.

Action Required

1. Refer to Budget Council.

JP

Councillor Alexander, Chair

[The meeting started at 5.00 pm and finished at 7.20 pm].

FORWARD PLAN

Table 1: Items scheduled on the Forward Plan for the Cabinet Meeting on 2 April 2013

	Author	Portfolio Holder
<p>Planning for Waste and Minerals in York</p> <p>Purpose of the report is to outline the different options for moving forward with waste and minerals planning in York.</p> <p>Members are asked to approve a future approach to waste and minerals planning in York.</p>	Rebecca Harrison.	Cabinet Member for Transport Planning & Sustainability
<p>Waste Services - Service Delivery Options</p> <p>Purpose of the report is to report on the outcome of consultation into garden waste collections and opening hours at Towthorpe HWRC.</p> <p>Members are asked to receive the consultation results and decide on the most appropriate option.</p>	Geoff Durham	Cabinet Member for Environmental Services
<p>Reinvigorate York: Kings Square Final Design Scheme</p> <p>Purpose of the report is to report and analyse the outcome of a public consultation of a draft Kings Square design scheme and present the details of the final design scheme.</p> <p>Members are asked to approve the final design scheme.</p>	Guy Hanson	Cabinet Member for Transport Planning & Sustainability

<p>York Gypsy Roma and Traveller Strategy 2013 – 2018</p> <p>Purpose of Report: To outline the objectives of the Strategy and detailed actions to be delivered by key partner organisations, to improve opportunities and outcomes for members of the Gypsy Roma and Traveller Community across the City.</p> <p>Members are asked to approve the York Gypsy Roma and Traveller Strategy 2013 - 2018 and support its implementation across the City over the period.</p>	<p>Kate Grandfield</p>	<p>Cabinet Member for Crime and Stronger Communities, Cabinet Member for Health, Housing and Adult Social Services and Cabinet Member for Leisure, Culture and Tourism.</p>
<p>Update on the Council's Elderly Persons' Homes (EPH) Modernisation Programme</p> <p>Purpose of Report: On 15 May 2012 Cabinet agreed an EPH modernisation programme, stating its intention for the council to fund build and operate 55 bed care homes in Fulford and Haxby, and to procure a partner to develop a community village for older people at Lowfield in Acomb. Since that decision there have been a number of developments that mean that the timetable and approach agreed in May 2012 has needed to change. These changes need to be revisited by Cabinet and a revised programme and approach needs to be agreed. The report to Cabinet will include an update on the developments that have triggered the changes to the programme, and an updated financial model that reflects the changes to the proposed programme and its affordability.</p> <p>The report will ask Members to agree the revised EPH modernisation programme, including: - The proposed funding of the programme - The proposed procurement approach - The proposed timetable and sequence of EPH closures (to decant into the new care home facilities as they become ready)</p>	<p>Graham Terry</p>	<p>Cabinet Member for Health, Housing and Adult Social Services</p>

<p>Maximising the opportunities of the Green Deal in York</p> <p>Purpose of Report: To outline the work to date by the Leeds City Region and City of York Council's Green Deal Steering Group on maximising delivery of the national Green Deal scheme locally in York. The report will focus on an opportunity, through the Leeds City Region (LC), to procure a Green Deal provider who will deliver Green Deal packages in York to homes from 2014. This scheme will deliver packages of energy efficiency measures that will save homeowners money on their energy bills, tackle fuel poverty, create warmer and healthy homes, possibly generate local jobs and reduce city-wide carbon emissions.</p> <p>Members are asked to evaluate the LCR opportunity and provide a steer on whether York should continue to participate in this scheme to procure a regional Green Deal Provider. Should Cabinet wish to proceed they will need to approve funding to support this process.</p>	<p>Warren Abbott</p>	<p>Cabinet Member for Transport Planning & Sustainability</p>
<p>Business case for Creation of a Warden Call/CELS Social Enterprise</p> <p>Purpose of Report: This Business Plan has been prepared to seek approval from the City of York Council (CYC) Cabinet for the Community Equipment Loan and Telecare Service (CELTAS) to 'spin-out' and become an independent social enterprise, in the form of a Community Interest Company (Company Limited by Guarantee). It covers: •Our vision; •An analysis of the market place we will operate within; •An explanation of the range of services we will offer; •A description of our legal form and our governance arrangements; •An overview of the infrastructure needed to underpin our business; •Our financial forecasts demonstrating the viability of our business; and •An implementation plan outlining how we will establish the new organisation. Our business plan sets out our ambition to build on the established track record of our staff and their outstanding skills and expertise to deliver high quality, professionally delivered Community Equipment Loan and Telecare Services and represents the navigation document for our formation and</p>	<p>Graham Terry/Heather Barden</p>	<p>Cabinet Member for Health, Housing and Adult Social Services</p>

<p>early period of operation.</p> <p>Members will be asked to approve the Integrated Business Plan for the Community Equipment Loan and Telecare Service (CELTAS) to 'spin-out' of City of York Council (CYC) and become an independent social enterprise.</p> <p>The item was slipped to the March Cabinet to allow more time to consult with customers and continue dialogue with staff. The report will now be taken to Cabinet in April as more time is required to continue the consultation with customers and complete further sensitivity analysis in the business plan.</p>		
<p>York's Poverty Challenge</p> <p>The report will update Members regarding current baseline data relating to poverty in the city and the impact of upcoming welfare reform changes. The report will also summarise current council action to address poverty and quantify the scale of the coming challenge to address poverty in the city.</p> <p>Members will be asked to agree a policy approach to addressing gaps in the council's poverty focus.</p>	Stewart Halliday	Cabinet Leader
<p>Safer York Partnership Hate Crime Strategy</p> <p>Purpose of Report: The Hate Crime Strategy is a multi-agency strategy which, to be successful, requires the support of all key agencies who can contribute to its delivery. It forms an important part of the CYC Equalities agenda and support of vulnerable communities within the Council Plan.</p> <p>Members are asked to: agree the content of the Hate Crime Strategy and give the commitment of CYC to contributing to its delivery and development.</p>	Jane Mowat	Cabinet Member for Crime & Stronger Communities

<p><i>The report will now be considered in February to allow time to build in comments following the safer York Partnership meeting in December. At the request of Cabinet, this has now been deferred to the March meeting. This has now been deferred until April to allow more time for consultation.</i></p>		
<p>Neighbourhood Working Update Purpose of Report: To update Cabinet on progress with the new Neighbourhood Working model.</p> <p>Cabinet will be asked to note the progress to date.</p> <p><i>This report has been slipped from the December to January meeting as the directorate has a large number of other reports being presented to the December meeting. The report will now be considered by Cabinet at their March meeting to allow for more time for consultation. The reason this report has slipped to the April Cabinet to allow more time for consultation</i></p>	<p>Charlie Croft</p>	<p>Cabinet Member for Crime & Stronger Communities</p>
<p>Joint Protocol for Tethered Horses Purpose of Report: To outline the proposed protocol to the policy relating to the reduction and, where appropriate, enforcement to address problems with tethered horses.</p> <p>Cabinet is asked to approve the protocol.</p>	<p>Steve Waddington</p>	<p>Cabinet Member for Crime & Stronger Communities</p>

Table 2a: Items scheduled on the Forward Plan for the additional Cabinet Meeting on 30 April 2013

Title & Description	Author	Portfolio Holder
<p>City of York Local Plan Preferred Options Purpose of the report: The report will ask that Members approve the City of York Local Plan Preferred Options document, subject to the recommendations of the group, for consultation in late April 2013. Members will be asked to approve the Local Plan Preferred Options document for consultation.</p>	Martin Grainger	Cabinet Member for Transport, Planning and Sustainability

Table 2b: Items scheduled on the Forward Plan for the Cabinet Meeting on 7 May 2013

Title & Description	Author	Portfolio Holder
<i>No items currently on plan</i>		

Table 3: Items slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>City of York Local Plan Preferred Options Purpose of the report: The report will ask that Members approve the City of York Local Plan Preferred Options document, subject to the recommendations of the group, for consultation in late April 2013. Members will be asked to approve the Local Plan Preferred Options document for consultation.</p>	<p>Martin Grainger</p>	<p>Cabinet Member for Transport Planning & Sustainability</p>	<p>2 April 2013</p>	<p>30 April 2013</p>	<p>It is considered that this item is best dealt with at a separate meeting of Cabinet to allow more time for discussion.</p>
<p>Developing a Thriving Voluntary Sector Purpose of report: To outline the City of York Council's proposed role/obligations as part of a Voluntary Sector Strategy for the City of York. Members are asked to approve the actions identified for CYC within the Citywide strategy. This item was slipped from November to the December Cabinet to allow more time for consultation. This report has been slipped to the March meeting to allow further time for consultation. This item has now slipped to the April Cabinet to allow the voluntary sector more time to develop it</p>	<p>Adam Gray</p>	<p>Cabinet Member for Leisure, Culture & Tourism and Cabinet Member for Crime & Stronger Communities</p>	<p>Nov 2012</p>	<p>June 2013</p>	<p>To allow the voluntary sector more time to develop it.</p>

<p>Business case for Creation of a Warden Call/CELS Social Enterprise</p> <p>Purpose of Report: This Business Plan has been prepared to seek approval from the City of York Council (CYC) Cabinet for the Community Equipment Loan and Telecare Service (CELTAS) to 'spin-out' and become an independent social enterprise, in the form of a Community Interest Company (Company Limited by Guarantee). It covers:</p> <ul style="list-style-type: none"> •Our vision; •An analysis of the market place we will operate within; •An explanation of the range of services we will offer; •A description of our legal form and our governance arrangements; •An overview of the infrastructure needed to underpin our business; •Our financial forecasts demonstrating the viability of our business; and •An implementation plan outlining how we will establish the new organisation. <p>Our business plan sets out our ambition to build on the established track record of our staff and their outstanding skills and expertise to deliver high quality, professionally delivered Community Equipment Loan and Telecare Services and represents the navigation document for our formation and early period of operation.</p> <p>Members will be asked to approve the Integrated Business Plan for the Community Equipment Loan and Telecare Service (CELTAS) to 'spin-out' of City of York Council (CYC) and become an independent social</p>	<p>Graham Terry/Heather Barden</p>	<p>Cabinet Member for Health, Housing and Adult Social Services</p>	<p>Feb 2013</p>	<p>April 2013</p>	<p>The report will now be taken to Cabinet in April as more time is required to continue the consultation with customers and complete further sensitivity analysis in the business plan.</p>
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<p>enterprise.</p> <p>The item was slipped to the March Cabinet to allow more time to consult with customers and continue dialogue with staff. The report will now be taken to Cabinet in April as more time is required to continue the consultation with customers and complete further sensitivity analysis in the business plan.</p>					
<p>York's Poverty Challenge The report will update Members regarding current baseline data relating to poverty in the city and the impact of upcoming welfare reform changes. The report will also summarise current council action to address poverty and quantify the scale of the coming challenge to address poverty in the city.</p> <p>Members will be asked to agree a policy approach to addressing gaps in the council's poverty focus.</p>	Stewart Halliday	Cabinet Leader	March 2013	April 2013	The report will now be taken to Cabinet in April to allow for consultation with partners.
<p>Neighbourhood Working Update Purpose of Report: To update Cabinet on progress with the new Neighbourhood Working model.</p> <p>Cabinet will be asked to note the progress to date.</p> <p><i>This report has been slipped from the</i></p>	Charlie Croft	Cabinet Member for Crime & Stronger Communities	Dec 2012	April 2013	<i>The reason this report has slipped to the April Cabinet to allow more time for consultation</i>

<p><i>December to January meeting as the directorate has a large number of other reports being presented to the December meeting. The report will now be considered by Cabinet at their March meeting to allow for more time for consultation.</i></p>					
<p>Safer York Partnership Hate Crime Strategy Purpose of Report: The Hate Crime Strategy is a multi-agency strategy which, to be successful, requires the support of all key agencies who can contribute to its delivery. It forms an important part of the CYC Equalities agenda and support of vulnerable communities within the Council Plan.</p> <p>Members are asked to: agree the content of the Hate Crime Strategy and give the commitment of CYC to contributing to its delivery and development.</p> <p><i>The report will now be considered in February to allow time to build in comments following the safer York Partnership meeting in December. At the request of Cabinet, this has now been deferred to the March meeting.</i></p>	<p>Jane Mowat</p>	<p>Cabinet Member for Crime & Stronger Communities</p>	<p>Jan 2013</p>	<p>April 2013</p>	<p>This report has been deferred until April to allow more time for consultation.</p>



Cabinet

5th March 2013

Report of the Chair of the Out of Hours Childcare Scrutiny Review

Scrutiny Review of Out of Hours Childcare

Summary

1. This report sets out the recommendations arising from the Scrutiny Review into Out of Hours Childcare. A copy of the full final report is at **Appendix 1** to this report and Councillor Runciman, a member of the Task Group who undertook the work around this topic, will be in attendance at the March Cabinet meeting to present the report.
2. Cabinet are asked to consider the recommendations arising from this review.

Background to the Review

3. At a meeting of Economic and City Development Overview and Scrutiny Committee held on 24th July 2012 Members considered a topic around '*women working in York*' that had been proposed by Councillor Douglas at a scrutiny work planning event earlier in the year. After some further discussion the Committee agreed to slightly move the focus of this to be about out of hour's childcare and the impact that a lack of this had on those working outside of standard hours.
4. Over a series of informal meetings the Task Group gathered the evidence set out in **Appendix 1** and its associated annexes. This led to the following recommendations being made:

Recommendation 1 That the Family Information Service Manager, by means of the childcare audit, audit childcare providers to gather more detailed information on their out of hours availability

Recommendation 2 That the Family Information Service Manager update search routes online to:

- Allow families to search for out of hours or flexible childcare
- Introduce an advanced search feature allowing families to specify required windows of time

- Recommendation 3** That the Family Information Service Manager ensures that a new page be created on the YorOK website providing parents with advice on finding informal childcare/babysitters
- Recommendation 4** That as the Council has recently taken back in house the work relating to the recruitment of childminders the Family Information Service Manager ensure that future work targets existing and potential childcarers in key areas to highlight the need for some out of hours and flexible childcare
- Recommendation 5** That the Family Information Service Manager incorporates into the Family Information Service's Awareness Strategy support options around out of hours childcare to:
- parents and carers
 - potential providers of flexible childcare
- Recommendation 6** That the Family Information Service promote and market the additional information and search functions on out of hours childcare on its website to parents and carers through press releases and additions to any printed information such as leaflets and posters
- Recommendation 7** That the Family Information Service Manager organise a further event for employers around being family friendly as identified in **option 3** at **paragraph 16** of this report
- Recommendation 8** That the Family Information Service Manager report back to Economic and City Development Overview and Scrutiny Committee after the next Annual Childcare Audit to give an update on the outcomes of the audit and progress on the

implementation of the recommendations arising from this review

Consultation

5. As part of the review process consultation took place with officers within the Council and a question around this issue posted to the GeniUS website. Further details of responses received are detailed within the full final report at **Appendix 1** to this report.

Options

6. 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 this review as set out in **paragraph 4** of this report.

Analysis

7. Analysis of the evidence gathered is contained within the body and the analysis sections of the full final report at **Appendix 1** to this report.

Council Plan

8. This is linked with the create jobs and grow the economy priority set out in the Council Plan 2011-15 which states *'all of the city's residents will enjoy the opportunity to achieve their potential within York's economy'*.

Implications

9. Implications are set out within the full final report at **Appendix 1** to this report.

Risk Management

10. The actions associated with the recommendations arising from this report would be incorporated into an overall action plan for the Family Information Service.

Recommendations

11. The Economic and City Development Overview and Scrutiny Committee ask the Cabinet to:
 - (i). Note the contents of the final report attached

- (ii). Consider the recommendations as shown at **Paragraph 4** of this cover report

Reason: To fully inform the Cabinet of the outcome of this scrutiny review.

Contact Details

Author:

Tracy Wallis
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Chief Officer Responsible for the report:

Andrew Docherty
Assistant Director Governance and ICT
Tel: 01904 551004

**Report
Approved**



Date 21.02.2013

Specialist Implications Officer(s) None

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

All



For further information please contact the author of the report

Background Papers:

None

Annexes

Appendix 1 Final report & associated annexes



Cabinet**5th March 2013**

Report of the Economic and City Development Overview and Scrutiny Committee

Final Report – Out of Hours Childcare Scrutiny Review**Summary**

1. This is the final report and its associated recommendations arising from the Out of Hours Childcare Scrutiny Review.

Background

2. At a meeting of Economic and City Development Overview and Scrutiny Committee held on 24th July 2012 Members considered a briefing note that had been prepared in response to a potential scrutiny topic that had been submitted by Councillor Douglas. The topic put forward was '*women working in York: impact with lack of childcare or independent care*'. Councillor Douglas attended this meeting and spoke to her proposed topic highlighting how she felt there was a lack of available childcare in the evenings and that recent changes to tax credits had reduced the amount that could be used to pay for childcare.
3. After further discussion the Committee agreed to progress this topic to review and appointed a Task Group¹ to undertake the work.
4. On 17th September 2012 both Councillor Semlyen and Councillor Douglas met with the Family Information Service Manager and the Head of Childcare Strategy and Business Management who provided the information at **Annex A** to this report. It was also, at this stage thought the general topic for review should be around the availability of out of hours childcare in general and the information available advertising this, rather than specifically focusing on 'women working in York'.
5. At the 17th September meeting Councillor Douglas highlighted issues that some parents had accessing childcare outside of normal working hours.

¹The Task Group was comprised of Councillors Semlyen, Runciman and Watt

She talked about problems encountered by single parents who worked in the evening and how they found it difficult to find childcare when they were working outside of standard hours. Standard hours for childcare are 8am-6pm. Cllr Douglas mentioned the high cost of out of hours childcare and how this was unaffordable to many. She also said that the parental workforce's ability to either get a job or access training in the evening could help to improve York's evening economy if there was better out of hours childcare provision and information. It could help York to grow its economy and keep more families and children out of poverty.

6. The Family Information Service (FIS) Manager said that the support available to families to find and access childcare had developed considerably over the last seven years. The key channel of support is through the York FIS, which operates a system of categorisation for enquiries to describe the level of support provided.

Level 1 Contact enquiry – this is a simple enquiry e.g. a request for a particular childminder's number

Level 2 A named enquiry – this is where FIS provide a more in-depth service and follow up information is provided and the outcome monitored

Level 3 The Childcare Brokerage Service – this began operating in 2006. The purpose of the Brokerage Service is to provide a higher level of support to families needing to access childcare who may be struggling for any number of particular reasons e.g. urgent request as a new job starts tomorrow or there are personalised needs such as out of hours. FIS staff contact childcarers on the parents' behalf.

7. Information was also available online. The focus of the online search was to try and keep search options as straightforward as possible. A potential development would be to allow for some advanced search features to support people looking for out of hours childcare.
8. Further discussions were had around the provision of information on City of York Council's website and the FIS Manager assured Councillors that there was currently a comprehensive website of information available.
9. The Councillors then looked at childminder details on the YorOK website and noted that this included a section with information on hours offered by childminders and any special training they had.

On consideration of the information currently available on the website the Councillors asked that further information on the out of hours availability

of childminders be added and to improve the search functions on the website a 'flag' or 'flags' to the following windows of availability be added:

- Past 6pm at childminder's home on a weekday
- Past 6pm at parent's home on a weekday
- Overnight stay at childminder's home
- Overnight stay at parent's home
- Weekend daytimes at childminder's home
- Weekend daytimes at parent's home
- Past 6pm at childminder's home at the weekend
- Past 6pm at parent's home at the weekend
- Overnight stay at a weekend in the childminder's home
- Overnight stay at a weekend in the parents home

10. There should, ideally, be flags for at least the overnight stays and out of hours (outside of 8am to 6pm on weekdays) and ideally a cost or indication of costs should also be included in the out of hours information on the website.
11. Further discussion identified that there was no page on the website specifically giving details of babysitters. The FIS Manager informed Councillors that the Childcare Act (2006) set out a legal responsibility on the Council to do everything 'reasonably practicable' to ensure there was sufficient childcare to allow families to work or train. Childcare, in this instance, was defined as provision where support with childcare costs could be utilised e.g. formal Ofsted registered childcare. This did not include babysitters. Whilst there was not an issue with adding an extra page to the website (in fact this was done following discussions with Councillors Semlyen and Douglas), it was felt any further work around this would be moving away from the remit of both the Economic and City Development Overview and Scrutiny Committee and the focus of this Task Group's work.
12. The Task Group met as a whole for the first time on 29th October 2012. They considered the information at **Annex A** that Councillors Semlyen and Douglas had received at their pre-meeting on 17th September and a draft action plan (**Annex B** refers) to address the concerns that had been raised to date. The purpose of the meeting was to set a remit for the review and this was agreed as follows:

Aim

To look at the Council's information about Out of Hours childcare provision so that parents are better able to access work outside of

standard hours². Also to look at ways of improving the quality of information provided and the way that it is marketed.

13. In light of the above aim, Members of the Task Group discussed the information at **Annexes A** and **B** to this report, in particular the action plan at **Annex B**. They felt that this addressed many of the concerns that Councillor Douglas had raised and thought, in particular, that using the annual childcare audit was a good idea to gather the additional information about out of hours provision that was wanted.
14. In response to a question around babysitting the FIS Manager explained that the Red Cross 'babysitting development training programme' mentioned in the action plan at **Annex B** was costly, with an estimated cost of £1250 to train 15 people. Members felt this was too cost prohibitive and not good value for money. They asked that this be removed from the action plan.
15. Further discussion ensued and moved on to the family friendliness of employers and the FIS Manager indicated that he had, in the past, offered a course to employers in York around being family friendly. This, however, was fairly costly to provide. Members asked about the possibility of running another course of this nature being keen that this should be offered again if at all possible
16. With this in mind the FIS Manager proposed the following options for holding another event of this nature:

Option 1 'employer childcare strategies' – delivered with the Daycare Trust. In 2009 the Daycare Trust was commissioned to deliver an 'employer childcare strategies' workshop for free to local employers. Despite low take up the feedback from employers was very positive. The session focussed on how employers can support families working for them and also realised benefits for the business by doing so. It was a full day course but has not been repeated due to cost constraints. The session would cost £850 plus any venue and refreshment costs. This is not currently factored into any budget.

Option 2 'employer childcare strategies' – developed and delivered locally. An alternative option to the above would be to locally develop and deliver a similar session. However this

² Out of Hours being outside of 8am and 6pm on weekdays and anytime at the weekends

presents challenges in itself in that the materials for the session would need to be developed and that no staff capacity is currently available to support this.

Option 3 An alternative approach – the third option would be to work with colleagues in the Economic Development Unit to develop a different way of engaging with employers. The session described above worked well but only reached those who wanted to book onto it. The employers who could benefit most would probably be the least likely to actually attend. Because of this it would be worth exploring if there may be a different way to reach these employers and highlight the benefits of family friendly working. Depending on the scope of potential actions this may also be limited by staff or financial capacity.

17. On consideration of these three options the Task Group felt that **option 3** was the best way forward having the most holistic and joined up approach. They agreed to add this to their recommendations along with those already identified in the draft action plan at **Annex B** to this report (barring the Red Cross babysitting programme).
18. In addition to this the Task Group asked that the FIS Manager report back to the Economic and City Development Overview and Scrutiny Committee after the next Annual Childcare Audit, which was due in the early part of 2013, to give an update on its outcomes and to report on progress against the implementation of the recommendations arising from this review more generally.

Further Developments and Additional Information

19. As part of the review process the Chair of the Economic and City Development Overview and Scrutiny Committee asked that the following question be posted to the GeniUS website:

'How can the Council raise the supply of out of hours childcare providers/babysitters that are Ofsted approved and information to parents about the out of hours childcare available?'

20. One response was received in response to this question and this is detailed below:

'What about having a section on the CYC website under 'Health and Family Care' called out of hours childcare. It could have information saved in a format that was like a database.'

The person who was offering the out of hours service would complete an on-line form, saying the days/times that they were available, whether they were Ofsted approved, it would give their postal area for location information and their hourly rate and contact details and how long they had been looking after children.

The person wanting the service would have to register also, and then once their details were conformed they could then access the information, including contact telephone numbers. Hopefully this would make the service available 'out of hours' and also keep administration costs to a minimum.

I have just found a website called childcare.co.uk which appears to be do what I was suggesting, have a look, it seems to be very good.'

21. As can be seen from the information contained within the report many of the ideas and concerns mentioned above have been addressed; in particular adding a section about out of hours childcare to the Council's website. It was also noted that all childcare information was already stored within a database which could be searched online via www.york.org.uk/childcare by postal area and included detailed information relating to the childcare provider. People can search this information freely without needing to register or pay (as is the case for childcare.co.uk). Nevertheless, the Task Group expressed their thanks for this response.
22. And finally, the FIS Manager confirmed that based on an advertisement that had been placed in the December 2012 edition of 'Your Local Link' magazine, which mentioned out of hours childcare, responses had been received from potential childminders who could offer out of hours childcare. These were currently being followed up by the FIS Manager.

Consultation

23. The Task Group consulted officers within the Council, as referenced in the paragraphs above and the public via the GeniUS website.

Options

24. There are no direct options associated with the recommendations in this report.

Members are asked to consider the report and its associated recommendations and indicate any amendments they may wish to make prior to them being submitted to Cabinet for consideration.

Analysis

25. The analysis of the evidence gathered along with details of the discussions had is contained within the body of this report, and its associated annexes.

Council Plan 2011-15

26. This is linked with the create jobs and grow the economy priority set out in the Council Plan 2011-15 which states *'all of the city's residents will enjoy the opportunity to achieve their potential within York's economy.'*

Implications

27. **Financial** – Much of this work can already be accommodated within existing work to support families and the childcare market. The only potential implications would be further reductions in funding in this area restricting capacity or discussions with Economic Development generating approaches requiring additional resource.
28. **Human Resources (HR)** - The work detailed in this paper can be covered within existing resources. York Family Information Service has recently completed a restructure which will ensure that it is better placed to respond to these types of challenges.
29. **Other** – No other implications have been identified.

Risk Management

30. The actions associated with this paper will be incorporated into the overall action plan and associated controls and management of the wider Childcare Sufficiency Action Plan.

Recommendations

31. Members are asked to approve the following recommendations prior to them being submitted to Cabinet for consideration:

Recommendation 1 That the Family Information Service Manager, by means of the childcare audit, audit childcare providers to gather more detailed information on their out of hours availability

Recommendation 2 That the Family Information Service Manager update search routes online to:

- Allow families to search for out of hours or flexible childcare
 - Introduce an advanced search feature allowing families to specify required windows of time
- Recommendation 3** That the Family Information Service Manager ensures that a new page be created on the YorOK website providing parents with advice on finding informal childcare/babysitters
- Recommendation 4** That as the Council has recently taken back in house the work relating to the recruitment of childminders the Family Information Service Manager ensure that future work targets existing and potential childcarers in key areas to highlight the need for some out of hours and flexible childcare
- Recommendation 5** That the Family Information Service Manager incorporates into the Family Information Service's Awareness Strategy support options around out of hours childcare to:
- parents and carers
 - potential providers of flexible childcare
- Recommendation 6** That the Family Information Service promote and market the additional information and search functions on out of hours childcare on its website to parents and carers through press releases and additions to any printed information such as leaflets and posters
- Recommendation 7** That the Family Information Service Manager organise a further event for employers around being family friendly as identified in **option 3** at **paragraph 16** of this report
- Recommendation 8** That the Family Information Service Manager report back to Economic and City Development Overview and Scrutiny Committee after the next Annual Childcare Audit to give an update on the outcomes of the audit and progress on the

implementation of the recommendations arising from this review

Reason: To complete this scrutiny review

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**Report
Approved**

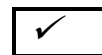


Date 29.01.2013

Specialist Implications Officer(s) None

Wards Affected:

All



For further information please contact the author of the report

Background Papers:

None

Annexes: Online only (copies available on request)

Annex A Information from the Family Information Service Manager and the Head of Childcare Strategy and Business Management

Annex B Draft Action Plan

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Cabinet

5th March 2013

Report of the Chair of the Health Overview and Scrutiny Committee

Scrutiny Review – End of Life Care Review – ‘The Use & Effectiveness of DNACPR¹ Forms’

Summary

1. This report sets out the recommendations arising from the end of Life Care Scrutiny Review. A copy of the full final report is at **Appendix 1** to this report and Councillor Funnell, the Chair of the Health Overview and Scrutiny Committee will be in attendance at the March Cabinet meeting to present the report.
2. Cabinet are asked to consider the recommendations arising from this review.

Background to the Review

3. Over the course of several meetings in 2011 discussions were had around undertaking a review on End of Life Care issues. It was quickly identified that this would be an enormous topic to review in its entirety and it was decided that it would be better to narrow the scope to something more manageable. This led to a workshop being held in August 2011 between the Health Overview and Scrutiny Committee and various key health partners who subsequently agreed the specific focus as *The Use and Effectiveness of DNACPR Forms*; with the overall ambition for the review being:

To ensure that patients wishes and instructions are acted upon by health professionals and carers at the end of life, especially in terms of ensuring that instructions in relation to information on DNACPR forms is up to date and adhered to when required.

¹ Do Not Attempt Cardiopulmonary Resuscitation

4. Over a series of informal meetings the Committee gathered the evidence set out in **Appendix 1** and its associated annexes. This led to the following recommendations being made:

Recommendation 1 – that key health partners, namely York Teaching Hospital NHS Foundation Trust, Yorkshire Ambulance Service, Independent Care Group and York GPs, led and co-ordinated by the Vale of York Clinical Commissioning Group look at ways of better publicising the existence of DNACPR forms and in doing this they make use of the wealth of experience and knowledge that already exists within voluntary organisations such as the Carer’s Forum’ and LINks (soon to be HealthWatch) to assist them with holding public events.

Recommendation 2 - That key health partners namely York Teaching Hospital NHS Foundation Trust, Yorkshire Ambulance Service, Independent Care Group, York GPs and the Out of Hours (OOH)Service led and co-ordinated by the Vale of York Clinical Commissioning Group review whether the redesigned handover forms for the OOH Service GPs have improved the sharing of information around end of life care wishes (including DNACPR forms) and explore whether there are further improvements that can be made in relation to information sharing.

Recommendation 3 – That key health partners ensure that there are appropriate co-ordination arrangements in place to ensure that patients can discuss their end of life care wishes and those wishes are enacted. The Neighbourhood Care Teams should play a pivotal role in responding to this recommendation, in particular in terms of identifying patients most at risk of health problems and looking at ways of talking to patients about their End of Life Care needs, including DNACPR orders.

Recommendation 4 – That the Multi-Agency Workforce Development Group within the city be asked to consider how they can support all care homes within the city to achieve this.

Recommendation 5 – That once a DNACPR form is in place:

- i. there is a known protocol setting out who will undertake the review of the form and when
- ii. the review date should be clearly stated on the front of the form
- iii. there are processes in place within key health partners’ internal policies to identify which forms are due for review and how these will be undertaken
- iv. it is ensured that the completion of planned reviews is monitored.

Consultation

5. The Committee consulted with a wide range of key health partners during the course of this review and further details of these are set out within **Appendix 1** to this report.

Options

6. 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 this review as set out in **paragraph 4** of this report.

Analysis

7. Analysis of the evidence gathered is contained within the body and the analysis sections of the full final report at **Appendix 1** to this report.

Council Plan 2011-15

8. This review is linked with the 'protecting vulnerable people' element of the Council Plan 2011-2015; specifically the theme of 'safeguarding adults and promoting independence'. Two of the key outcomes of this theme is 'more people will live for longer in their own homes' and 'there will be a focus on independence and greater choice and control over their lives for vulnerable people'.

Implications

9. Implications are set out within the full final report at **Appendix 1** to this report.

Risk Management

10. In compliance with the Council's risk management strategy there are no high risks associated with the recommendations within this report. However if no action is taken then end of life care may not be as effectively planned as it could be and this will increase risks in respect of finances within the health care system.

Recommendations

11. The Health Overview and Scrutiny Committee ask the Cabinet to:
 - (i). Note the contents of the final report attached

- (ii). Consider the recommendations as shown at **Paragraph 4** of this cover report

Reason: To fully inform the Cabinet of the outcome of this scrutiny review.

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**Report
Approved**



Date 21.02.2013

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Wards Affected:

All

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Background Papers:

Listed in Appendix 1

Annexes

Appendix 1 Final report & associated annexes



Cabinet

5th March 2013

Report of the Health Overview and Scrutiny Committee

Final Report - End of Life Care Review – ‘The Use & Effectiveness of DNACPR Forms¹’

Summary

1. This is the final report arising from the Committee’s work on their ‘End of Life Care Review – The Use and Effectiveness of DNACPR Forms’.

Background

2. At a scrutiny work planning event held on 25th July 2011 it was agreed that the Health Overview and Scrutiny Committee would do some review work around End of Life Care. This led to a workshop being held on 31st August 2011 between Members of the Committee and a variety of stakeholders to agree a specific focus for the review. Discussions led to this being agreed as the ‘use and effectiveness of DNACPR forms’.
3. At a further informal meeting of the Committee held on 13th October 2011 it was agreed that the main ambition for the review was:

To ensure that patients² wishes and instructions are acted upon by health professionals and carers at the end of life, especially in terms of ensuring that instructions in relation to information on DNACPR forms is up to date and adhered to when required.

4. In October 2011 the Care Quality Commission (CQC) published a ‘Review of Compliance³’ for York Teaching Hospital NHS Foundation

¹ Do Not Attempt Cardiopulmonary Resuscitation

² Adults aged 16 and over

³ The full report is available on the CQC website and can be accessed via the following link:

<http://www.cqc.org.uk/directory/rcb00>

Trust which highlighted major concerns in relation to ‘consent to care and treatment’. During their site visit CQC looked closely at 22 patients’ care records across eight wards, within these they found that patient information details, in relation to consent, were not always fully completed. One of the standards reviewed by the CQC was ‘Outcome 02: Before people are given any examination, care, treatment or support they should be asked to agree to it’ and they said of this:

‘People we spoke to about consent to treatment told us they had been consulted and given full explanations about what to expect and this was evident within the records we looked at. However, documentation relating to the serious matter of whether a patient should be resuscitated or not, was not being completed correctly or reviewed as required by the hospital’s own guidelines. This could mean that some patients may have an instruction in place, which is out of date, incorrect or is no longer in their best interests.’

5. With this in mind the Committee discussed some potential themes that they wanted to receive information on in the first instance, namely:

- Clarity on what the DNACPR form is, how the form works and who recognises the form
- Clarification on the difference between a DNACPR form and a living will
- An understanding of what variants there are to the DNACPR form, if any
- To understand how the form came into being
- To understand what is happening now and why it is happening
- To understand how clearly the scheme is set up
- To understand the opinions/guidance and advice of professional organisations in relation to this form
- To investigate how things can be improved and who can help with any suggested improvements

6. The Committee also discussed who they might like to speak to during the course of the review and began to complete the Scrutiny Topic Assessment Form attached at **Annex A** to this report.

Information Received During the Review

7. This subsequently led to the briefing note on DNACPR forms at **Annex B** to this report being submitted to the Committee by NHS North Yorkshire & York which included a copy of the latest version of the DNACPR form.
8. This annex details key information on what Cardiopulmonary Resuscitation (CPR) is, potential outcomes of CPR, the post CPR period, when to consider making a DNACPR decision, what a DNACPR form is, variants of DNACPR forms, the Yorkshire and Humber Regional DNACPR form, roll out of the regional DNACPR form, how the regional DNACPR form works, who recognises the regional DNACPR form and the differences between a DNACPR form and a Living Will.
9. The information in **Annex B** was discussed at an informal meeting of the Committee held on 21st December 2011 where three Committee Members and a representative of NHS North Yorkshire & York were in attendance. From this annex Members gained a greater understanding of the background to DNACPR forms, in particular the form currently in place across Yorkshire and the Humber. They also gained a greater understanding around how the form worked and how the form should move with patients between care settings.
10. Discussion of this document led to the representative of NHS North Yorkshire and York indicating that Yorkshire Ambulance Service (YAS) had some time ago reported that the DNACPR form was not working as well as it could within their organisation. However it appeared that most of the problems YAS had experienced with Version 11 of the form had been addressed with the introduction of Version 12.
11. Members also heard and discussed some anecdotal evidence around the fact that DNACPR forms had not been accompanying patients when they were discharged from hospital, with good practice stating that the form should travel with the patient and be reviewed on a regular basis. Whilst the CQC report of October 2011 mentions concerns around the review of DNACPR forms it does not specifically mention the issue of forms not travelling with patients between care settings so the Task Group were unable to substantiate this evidence at this point in the review.
12. Further discussion highlighted another anecdote around potential problems with the Out of Hours Service (OOH); however at this stage of the review this appeared to be around patients towards the end of life being admitted to hospital from care settings (at times which were felt to be inappropriate by staff and family), rather than specifically being connected to issues related to DNACPR forms. It was not known whether the anecdote concerned patients who had a valid DNACPR in place.

13. And finally, the different levels and provision of training/support around DNACPR and CPR across health organisations was highlighted as a potential issue by NHS North Yorkshire and York. A more in-depth summary of the discussion from the 21st December meeting is at **Annex C** to this report.
14. On consideration of the briefing paper at **Annex B** and the discussions (as set out in **Annex C**) the Committee identified the following as areas that they wanted to receive further information on from key health providers across the city:
 - i. What training is provided and to whom
 - ii. Are discussions around DNACPR documented in a patient's case notes/how many clinicians are having conversations with patients
 - iii. How is the form used within each organisation
 - iv. How is the form audited
 - v. Have there been any problems with the form
 - vi. Is the use of the form written into each organisation's policies
 - vii. Evidence that all staff have been trained
 - viii. Do YAS, in particular, have any problems with using the form
 - ix. What do organisations do if the form doesn't work? How do they address the problems and learn from them
15. In addition to the information provided at **Annex B** the representative from NHS North Yorkshire and York circulated the results of an online staff survey that had been undertaken between January and July 2011 in relation to the use of DNACPR forms. NHS Bradford & Airedale led on this project and the survey was widely disseminated to as many health organisations as possible (including hospitals, GPs, nursing homes and other primary care trusts) across the Yorkshire and Humber Region. Of those that responded 59% were nurses, 26.6% hospital doctors, 4.5% hospice doctors, 4.8% were GPs and 5.1% stated their profession as 'other'. In total there were 441 responses to the survey and 94 of these were provided by the North Yorkshire and York area. Below is a brief summary of the findings from the survey in relation to the responses from staff across North Yorkshire and York:
 - The majority found the overall experience of using the new form 'satisfactory' or 'good', however 9.1 % found it 'fair' and 8.3% found it 'poor'
 - The majority of staff found their experience of completing the new form 'satisfactory' or 'good', similarly a small number did find it 'fair' or 'poor'

- 46% found their experience of understanding completed DNACPR forms in patients' records 'good' and 11% rated this as 'excellent'
- When asked to rate how you found your experience of discussing the new DNACPR forms with patients, 22% stated that this was 'not applicable' and only 6.6% said that this was 'excellent'.
- When asked to explain what they found helpful about the new regional DNACPR forms the following responses were given:
 - Ease of use
 - Patient feels in control
 - transfer of information across services easier
 - improved clarity of decision making
- When asked to explain what they found difficult/unhelpful about the new regional DNACPR forms the following responses were given:
 - Form not accepted in South Tees after North Yorkshire Primary Care Trust (PCT) split
 - Unsure who can sign/counter sign the form
 - Not all staff fully trained in using the new form
 - Non-coloured form
- 61% of respondents had received training on how to use/complete the form

16. At the meeting held on 21st December 2011 Members suggested that the above survey might be repeated in 6 months time after the form had been in place for a little longer and more people were used to using it.

17. Members were informed that Yorkshire Ambulance Service completed a different set of questions and are not, therefore, included in the overall figures above.⁴ However, to summarise the outcomes of the survey, 67 members of staff responded and the responses are summarised below:

- 83.6% indicated that they were not always informed of the existence of the new regional DNACPR form before attending a patient in a community or acute organisation
- 53.7% did not feel that the new regional DNACPR form was easy to find in a patients' medical records whilst 46.3% felt it was

⁴ Copies of both surveys are available as background papers to this review and are also published in the Health Overview and Scrutiny Committee papers of 6th August 2012 available via by clicking [here](#)

- 59.7% responded that they were informed of the DNACPR form when attending a patient in their own home. However 68.7% said that the form was not easy to find in patients homes with 70.1% responding that relatives were not always aware of a DNACPR decision being in place for a patient.
- When asked whether the new DNACPR form was easy to understand 87.5% of respondents said yes, however, only 48 out of 67 responded to this particular question with 10.4% (of the 48 respondents) saying that they had attempted CPR despite the existence of a DNACPR form.

18. However, Members did acknowledge that this information was now out of date and improvements had been made within YAS in relation to DNACPR forms since the survey was undertaken.

19. After consideration of all of the information received at the meeting on 21st December 2011 the Scrutiny Officer wrote (on behalf of the Committee) to six key health organisations asking them to respond to 11 specific questions. In addition to this the letter was sent to various other partners across the city and responses were invited.

20. A table containing all the responses received is attached at **Annex D** to this report with the following paragraphs very briefly summarising some of the key points raised in the responses:

- Is your organisation using this form? If not why not? Are all the relevant members of staff aware of its existence?

YAS, Leeds & York Partnership NHS Foundation Trust (LYPFT) and York Teaching Hospital NHS Foundation Trust (YTHFT) all use the form. Whilst the form requires clinical/medical completion staff in care settings, on the whole, are aware of its existence.

- Can you give the Committee some positive examples of the way your organisation has used the DNACPR form?

Both YTHFT and NHS North Yorkshire and York mentioned the fact that the Out of Hours (OOH) handover forms from GPs to OOH had been redesigned to include information on DNACPR status, ensuring good sharing of information. NHS North Yorkshire and York, whilst not using the forms specifically but being involved with implementation and roll out of the forms, had an identified project lead who is a member of the Regional DNACPR Project Board.

- iii. What training has your organisation provided in relation to competing and using the form? What percentage of staff has your organisation trained? When will the remainder be trained? Can you evidence how staff are trained? In addition to this do you offer refresher training and routinely offer training to all new member of staff on how to use the form?

YAS said that all existing staff will receive training on DNACPR and as at February 2012 82.37% staff had been trained. Both LYPFT and YTHFT train their staff on the use and rationale of the form. Training for CYC care staff and care staff working in the independent care sector is not mandatory; whilst some have had training others have not.

- iv. How has the use of the form been integrated into your own policies? Is it written into your own policies?

YAS, LYPFT, YTHFT and NHS North Yorkshire & York all have the form integrated into their own policies; however, most care homes do not.

- v. Do you audit the use of the form? If so, how?

YTHFT and LYPFT have audit processes in place.

- vi. In relation to the DNACPR form – have you received any complaints from families after a relative has passed away? If so, what lessons have you learned from this?

YAS cited two examples of inappropriate resuscitation which appeared to have involved crew members who had not, at that point in time, been trained on the DNACPR process. YTHFT had had 2 or 3 complaints around communications with family members. St. Leonard's Hospice had feedback from a family who had a relative at home with a DNACPR form in place where YAS had attempted CPR.

- vii. Are there any barriers to your organisation using the form? If so, what are these and what action have you taken to try and resolve this?

There were no specific barriers to any of the organisations using the form. However it was acknowledged that further training was needed in using the form.

- viii. Has your organisation had any experience of the form not working? If so what were these experiences and what course of action was taken to try and resolve the problem?

YAS highlighted three main issues; the first around a document being refused as it did not have a red border, the second around the non-acceptance of a form as it was not thought to be an original document and the third around non-acceptance of the form as it was thought that the review date had expired. This appeared to be a training/educational issue. One care home said that a GP had refused to sign a form.

- ix. Has your organisation had any experience of patients being given CPR even though there has been a DNACPR form in place? What were the circumstances that overruled the DNACPR decision?

NHS North Yorkshire and York responded detailing a situation where a patient had been given CPR by YAS. The ambulance crew had not received training around DNACPR and therefore would not accept the form. YTHFT cited two instances where there had been problems; one with an out of date form that YAS would not accept and the other a situation where a patient was given CPR.⁵

- x. Is there anything further that you think the Committee should be aware of in relation to the use and effectiveness of DNACPR forms (either generally or within your organisation)?

YTHFT mentioned that there were several issues regarding embedding the form in a community setting. Responses from representatives at independent care homes highlighted a need to provide more publicity around the form, the need for GPs to have more conversations with patients whilst a person has capacity to make a decision and the need to be made aware when a new version of the form was released.

- xi. If a DNACPR form was not accepted by Yorkshire Ambulance Service when transporting a patient, why was it not accepted?

YAS have responded to this at question viii but there were four main reasons that forms had not been accepted, these being; the form should have red borders, the form was a copy, the crew felt the form was several months old and there were no instructions for ambulance crews.

21. This information was discussed at a further informal meeting held on 29th February 2012 with the following in attendance to join the debate:

- 4 Members of the Health Overview & Scrutiny Committee
- Representative of Yorkshire Ambulance Service

⁵ These appear to be a repetition of incidents previously highlighted

- Representatives from York Teaching Hospital NHS Foundation Trust (Medical Director and Palliative medicine Consultant)
- Representatives from NHS North Yorkshire & York
- A GP from Strensall Medical Group
- Representative from North Yorkshire Police
- Representative from York Council for Voluntary Service (CVS)
- Representative from York Local Involvement Network (LINK)
- 1 renal social worker and 1 hospital social worker
- Representatives from City of York Council
- Representative from St Leonard's Hospice
- Representative from Macmillan Cancer Support

22. A detailed summary of the discussion is attached at **Annex D1** to this report but briefly this includes the implementation of training courses at the hospital to increase awareness of the form, other practices at the hospital leading to improvements and an increased awareness of what a patient's wishes were around DNACPR, a training programme being run by Yorkshire Cancer Network and the Out of Hours Service.
23. To put the information received to date and the discussions had in relation to this into context the Committee felt at this stage, that it was necessary to identify some areas where either improvements needed to be made or further information was needed, not forgetting to acknowledge there were areas of good practice. In the first instance it was important to understand and reiterate that DNACPR was just one element of the end of life care process and advanced decisions/plans about life saving should be in the context of a patient's deteriorating condition. However, this review was around the use and effectiveness of DNACPR forms and any recommendations arising would be in the context of this.
24. Some of the anecdotes heard, along with several of the points raised in discussions, illustrated that some of the information given to families had been poor and some of the experiences traumatic. Information, in the future, needed to be joined up and about the whole end of life care pathway. Good experiences should not be disease specific (at the moment cancer patients nearing the end of their life appeared to be offered a better 'service' than others) and good practice should be rolled out to all services to allow all patients nearing the end of their life to be treated with dignity.
25. At this stage in the review Members sought further clarity on the following:

26. The form itself - On several occasions throughout the review concerns had been raised, including in **Annex D** to this report, about whether photocopies and/or black and white copies of the form could be accepted. The representative from NHS North Yorkshire & York confirmed that the form with the red borders was the preferable one but as long as the form was 'original' with appropriate and original signatures then black and white was acceptable. He also confirmed that at the moment Version 11 of the form was acceptable however, older forms should be reviewed and the current Version, Version 12 should really be used. In the Acute Trust Version 12 is now the only form in use. The Committee felt that this was an issue that could be addressed by further training on how to use the form.
27. The Out of Hours Service (OOH) – The Chair wrote to the OOH Service outlining the issues that had been raised in the papers received and the associated discussions. The Chair was also aware that to date, the Committee had only heard one side of the story and much of the information that had been received about the OOH Service was anecdotal. It was therefore felt that clarity on much of what had been said needed to be sought from OOH.
28. Training and Support on the DNACPR form – This had been a recurring theme running through the evidence received as part of this review and training now appeared to be in place for all hospital and YAS staff. However, whilst DNACPR forms were, in the main, completed by clinicians it was felt that it was still important for staff in all care homes across the city to have a good understanding of how and why DNACPR forms were put in place. Members felt that there should be adequate support mechanisms in place to allow for this, specifically to reduce the amount of avoidable hospital admissions for those at the end of life.
29. At a further meeting held on 6th August 2012 the Clinical Director of Unscheduled Care and the Director of Partnerships and Innovation from Harrogate and District Foundation Trust (who had the contract to run the York and Selby Out of Hours Service) attended a meeting of the Committee, alongside key partners⁶. They submitted written evidence to the meeting and this is at **Annex E**, to this report⁷

⁶ Representatives of Yorkshire Ambulance Service, York Mental Health Forum, York Local Involvement Network, St. Leonard's Hospice, NHS North Yorkshire & York, York Teaching Hospital NHS Foundation Trust, Harrogate and District Foundation Trust, Leeds and York Partnership NHS Foundation Trust, Vale of York Clinical Commissioning Group, York Branch Royal College of Nursing, Independent Care Group, York Carer's Forum, York

30. This set out information on the pathway by which DNACPR forms are received into the OOH service, an overview of the difficult issues relating to the use of the forms, the verification of death process, evidence supporting the use of DNACPR forms in the OOH period and current action.
31. A summary of the discussions had at the meeting held on 6th August 2012 is at **Annex F** to this report. However some of the issues raised at the 6th August 2012 meeting went beyond the scope of this review but included issues around Living Wills and Advanced Decisions along with their role in ensuring good end of life care and giving patients control over key decisions in their life.
32. These discussions further identified areas of concern and where improvements could be made. The York Hospital Medical Director identified four possible areas where he felt tangible outcomes could be made namely:
- Working better in partnership
 - Working towards the Gold Standards Framework⁸
 - Working towards consistency in nursing homes
 - Improving practices overall
33. In addition to this Members also felt that the following could be improved:
- Training/support on DNACPR forms
 - Publicity of the DNACPR form and end of life care issues in general
 - Partnership working
 - Ensuring that reviews of existing DNACPR forms already in place are done in a systematic way

Council for Voluntary Service, York Older People's Assembly, North Yorkshire Police and City of York Council.

⁷ Further supporting papers were submitted by the OOH and these were published in the health Overview and Scrutiny Committee agenda of 6th August 2012 and can be accessed [here](#)

⁸ The Gold Standards Framework (GSF) is a systematic evidence based approach to optimising the care for patients nearing the end of life delivered by generalist providers. It is concerned with helping people to live well until the end of life and includes care in the final years of life for people with any end stage illness in any setting.

Consultation

34. Various key partners have been consulted during the course of this review and are referenced in the annexes and background papers associated with this report, as well as in the report itself

Options

35. There are no specific options for Members arising from the draft final report. However, Members are asked to identify any amendments they might wish to make to the body of the report or the recommendations contained within it prior to it being presented to Cabinet for consideration.

Analysis

36. It would be appropriate to mention again at this stage that the remit of this review was specifically:

To ensure that patients' wishes and instructions are acted upon by health professionals and carers at the end of life, especially in terms of ensuring that instructions in relation to information on DNACPR forms is up to date and adhered to when required.

37. It has been very difficult for the Committee not to, on occasion, stray from this very specific focus in light of the enormous amount of information they have received which has spanned across much wider issues around end of life care. In spite of this, the recommendations arising from the review are, however, focussed around the agreed remit.
38. The Committee had originally started this review after a CQC report had identified issues around the completion and review of DNACPR forms at York Teaching Hospital NHS Foundation Trust in October 2011. Since this report the Committee are pleased to acknowledge that significant improvements have been made and that the CQC had re-inspected the hospital in February 2012 and now considered them compliant. The short paragraph below is an extract from the CQC's report:

'In July 2011 we carried out a review and found that improvements were needed to documentation relating to the serious matter of whether a patient should be resuscitated or not. This was not being completed correctly or being reviewed as required. Over the course of this most recent visit we found that the trust and their staff had worked hard to make sure improvements had been made. New practices had been introduced and staff, including doctors and consultants, had received appropriate training and information relating to the trust's policy on this matter.

We reviewed, in total, 12 'do not attempt resuscitation' (DNAR) forms across the wards we visited. All of these had been completed on the correct forms and all the information required was present.'

39. However, despite this positive move forward and the relatively low numbers of complaints and incidents that can be evidenced in relation to DNACPR forms, the Committee still felt there were further improvements that could be made to improve their use and effectiveness. Whilst there was no evidence that a large number of people within the city were having a poor death, in the few instances where things had gone wrong it had obviously, from the evidence received, caused distress to all parts of the system and this needed to be avoided if at all possible.

Conclusions

40. Having considered all the information received over the course of the review the Committee identified several areas where they thought improvements needed to be made namely:

- Raising awareness with the general public about the DNACPR form and end of life care choices more generally
- Ensuring that once DNACPR forms have been completed the right people know they are in place
- Ensuring that everyone knows what to do with the form once it has been completed and co-ordinates and shares it appropriately
- Ensuring that staff in care homes are supported to respond to and respect the clear wishes of residents as set out in a DNACPR agreement
- Ensuring that any DNACPR forms in place are reviewed in a timely and systematic way

these themes are expanded upon in the paragraphs below:

41. Public information and public awareness – The general underlying context of the review as set out in the first part of the remit set was *'to ensure that patients' wishes and instructions were acted upon by health professionals and carers at the end of life ...'*. Whilst the main focus of the review was around the use and effectiveness of DNACPR forms ensuring that end of life care was good in much wider terms was also implicit throughout the whole review.

42. As can be seen from the various annexes and background papers associated with this report, several times during the review, including in the initial workshop held in August 2011, mention was made of there not being enough understanding of end of life care choices. It was accepted that it was a difficult subject to raise with discussions around it needing to be treated sensitively. There was also little public profile of such matters
43. The Committee believed that better press and publicity around the existence of DNACPR orders and also end of life care issues in general would lead to an increased public awareness and willingness to have conversations around this subject. It could also lead to more people asking to have a DNACPR order put in place towards the end of their life.
44. Representatives from York Carer's Forum spoke at the meeting held on 6th August 2012 and said that community meetings could provide a chance for discussion and input into the successful use of the DNACPR form. This was felt to be a positive move, especially if it gave residents confidence to start discussions with their GPs.
45. these considerations led to the Committee making the following recommendation:

Recommendation 1 – that key health partners, namely York Teaching Hospital NHS Foundation Trust, Yorkshire Ambulance Service, Independent Care Group and York GPs, led and co-ordinated by the Vale of York Clinical Commissioning Group look at ways of better publicising the existence of DNACPR forms and in doing this they make use of the wealth of experience and knowledge that already exists within voluntary organisations such as the Carer's Forum' and LINKs⁹ (soon to be HealthWatch) to assist them with holding public events

46. Information Sharing - Evidence received throughout the review also highlighted room for improvement in relation to information sharing between key health partners and that further work needed to be done to allow the Out of Hours Service to better access a patient's GP/hospital record to see whether a DNACPR order was in place.
47. Information given by both York Hospital and NHS North Yorkshire and York in response to question 2 at **Annex D** to this report stated that the Out of Hours handover forms from GPs to doctors at the Out of Hours Service had been re-designed to include information on DNACPR status and to ensure good sharing of information. However the Committee felt that more still needed to be done around this in light of the information

⁹ Local Involvement Networks

submitted by the OOH Service and the discussions around this that took place at the meeting on 6th August 2012 (**Annex E** refers).

Recommendation 2 - That key health partners namely York Teaching Hospital NHS Foundation Trust, Yorkshire Ambulance Service, Independent Care Group, York GPs and the Out of Hours Service led and co-ordinated by the Vale of York Clinical Commissioning Group review whether the redesigned handover forms for the OOH Service GPs have improved the sharing of information around end of life care wishes (including DNACPR forms) and explore whether there are further improvements that can be made in relation to information sharing.

48. Partnership Working – This was highlighted on several occasions throughout the review where it was acknowledged that there needed to be improvements to partnership working between all health agencies in relation to the health needs of the city's residents. New Neighbourhood Care Teams were being developed within the Vale of York Clinical Commissioning Group's area and it was hoped that these teams would offer a more holistic view and be able to plan more proactively for the health and support needs of individuals, including having discussion around end of life care choices. It was hoped that the new Neighbourhood Care Teams could also take the lead role in co-ordinating plans in response to people's individual end of life care choices.

Recommendation 3 – That key health partners ensure that there are appropriate co-ordination arrangements in place to ensure that patients can discuss their end of life care wishes and those wishes are enacted. The Neighbourhood Care Teams should play a pivotal role in responding to this recommendation, in particular in terms of identifying patients most at risk of health problems and looking at ways of talking to patients about their End of Life Care needs, including DNACPR orders.

49. Support for Care Home Staff – As can be seen from the evidence given in the annexes attached to this report mention has been made on several occasions that a significant proportion of avoidable admissions to hospital at end of life were coming from care homes (both Council run and independently run). Members felt that it was important that care homes had a greater understanding around their role at end of life and felt supported and part of any end of life care plan in place for their residents.

Recommendation 4 – That the Multi-Agency Workforce Development Group within the city be asked to consider how they can support all care homes within the city to achieve this.

50. Review of Existing DNACPR Forms - At various stages throughout the review concerns were raised about how existing DNACPR orders were reviewed and whether they were always up to date. The Committee felt that any reviews should be done in a systematic way. It was noted that when NHS North Yorkshire and York had given a copy of the current DNACPR form to all health providers across the region this was accompanied by a best practice guide. However, this was only a guide and each individual organisation had its own policy around resuscitation which could complicate matters.

Recommendation 5 – *That once a DNACPR form is in place:*

- i. there is a known protocol setting out who will undertake the review of the form and when*
- ii. the review date should be clearly stated on the front of the form*
- iii. there are processes in place within key health partners' internal policies to identify which forms are due for review and how these will be undertaken*
- iv. it is ensured that the completion of planned reviews is monitored.*

Council Plan 2011-2015

51. This review is linked with the 'protecting vulnerable people' element of the Council Plan 2011-2015; specifically the theme of 'safeguarding adults and promoting independence'. Two of the key outcomes of this theme are 'more people will live for longer in their own homes' and 'there will be a focus on independence and greater choice and control over their lives for vulnerable people'.

Comments from Key Health Partners

52. All organisations involved in this review were asked if there were any further comments they wished to make on the recommendations arising from this review. All responses received are set out below:

53. NHS North Yorkshire and York is reviewing the Yorkshire and Humber wide DNACPR form, and this review is due to be completed by June 2013, with a new version of the form being released shortly after. As a result of this the Yorkshire Cancer Network have taken the opportunity to review the current position across the Yorkshire and Humber by way of a 'DNACPR Education Questionnaire'; this asks questions around what changes should be made to any new version produced, what education in

relation to DNACPR has been implemented in individual localities, any issues that should be raised with a DNACPR Working Group, any complaints about the DNACPR form or any areas of good practice that should be shared.

54. NHS North Yorkshire and York also confirmed that they would cease to exist as of 1st April 2013. However most of the recommendations arising from this review refer to health partners working together, improving communication, sharing information, training and protocols to be in place which are fair and necessary. The review of the document will be managed by Yorkshire and Humber Strategic Working Group who met on 12th November and will be meeting again in January, York Teaching Hospital NHS Foundation Trust have representation on this group.
55. The Directorate Manager for Specialist Medicine at York Hospital said that we agree with the recommendations that have been made and they fit well with our own strategy. I do not foresee any major obstacles to progression and there are no implications that I feel need to be raised at this stage. There will be challenges in areas such as patient information, consent and getting systems to talk to each other; however we will work through these issues with other key health partners.
56. Coincidentally York Hospital have already started looking at a number of work streams which fit well with the recommendations that have been made, as follows:
 - A new York Hospital internal End of Life Care Forum has been formed with internal hospital and community representation.
 - From the Forum, a new End of Life Care Strategy and Workplan are being developed to ensure progress against a number of initiatives in end of life care (this includes a specific item on DNACPR)
 - The York and Scarborough End of Life Care Board has also recently formed and met. This is a multi-agency provider collaborative to aid working across care settings.
 - A Lead Nurse for End of Life Care starts on 2nd January 2013 appointed jointly by the Acute Trust and St. Leonards Hospice to give greater emphasis to End of Life Care issues and give a dedicated voice and ears to these issues. The Lead Nurse will also lead our education programme and work closely with volunteer and partner organisations.
57. The Vice-Chair of York Local Medical Committee (YORLMC) indicated that YORLMC welcomed this report and its findings. However, it did feel that all local GPs needed to have a clearer understanding of what was expected of them, in relation to implementing the recommendations.

58. YORLMC also advised that NHS North Yorkshire and York had given notice on the current specification for the Gold Standards for Palliative Care Local Enhanced Service, with the termination date for this being 31st January 2013. This effectively means that funding will be withdrawn to support this service and this will impact on capacity within general practice from February 2013. To explain this further part of the Gold Standard around palliative care was for all those involved in palliative care to have regular meetings together, this would include (for example) GPs, palliative care nurses and district nurses to discuss all patients on the palliative care register. The Primary Care Trust introduced a service (with funding) to allow this to happen. This service and the regular monthly meetings with all involved flagged up areas of good practice, new services on offer, and overall better communication between all those involved. A report writing template was introduced and this was completed for every patient on the palliative care register, making it easier to spot what help might be needed at an early stage for individual patients as well as increasing awareness around palliative care in general.
59. When the funding for the formalised meetings is withdrawn in 2013 good practice is still likely to be followed by GPs, however the requirement to follow the Gold Standard is removed. The regular and more formalised meetings may well cease (although this will be dependent on the capacity of each individual GP surgery) and information will be shared in a more informal and ad hoc way; especially as the formalised meetings can take up quite a lot of clinical time. This could mean that those involved with palliative care do not get to look at issues with colleagues in such a holistic way as they did when the meetings were more formalised and everyone was present in the same room.
60. A representative of Yorkshire Ambulance Service responded that they were happy to support, where possible, such initiatives as those raised in the recommendations in association with other key health partners.
61. The Chief Executive from the Independent Care Group (ICG) has confirmed that she has put an item in the weekly ICG update reminding people about the DNACPR form and where to find it on the NHS website. She also confirmed that on the occasions when a new version of the form is issued she lets people know that this has happened.
62. In relation to the recommendation around supporting care homes; if training could be sourced, even potentially through City of York Council's Workforce Development Unit then the ICG would be happy to promote this.

Implications

63. **Financial** – It is recognised that improvements to the processes and protocols will need to be delivered within the existing resources of all partners. Providing better information so that people can die in the settings they choose, and other than a hospital, will help reduce unnecessary hospital admissions.
64. In relation to recommendation 4 the Multi-Agency Workforce Development would be happy to receive this recommendation and consider the evidence of need for training alongside identifying how solutions may be implemented to meet this need. Development and implementation of solutions is likely to include consideration of : how much of the care sector workforce need the training, the costs of providing the training and how this will be funded, methods for assessing and evaluating impact and outcomes. If agreed the Strategy Group is likely to require partnership contributions to implement this.
65. **Human Resources** - There are no specific implications for staffing. Support and training for staff, including those in care homes will require multi agency collaboration. This could be progressed through the multi agency workforce development strategy group.
66. **Other** – There are no other implications associated with the recommendations within this report.
67. **Implications for health partners** – The implications set out above are directly for City of York Council and not for any of our key health partners that have been involved in this review. It will be for those health partners to identify any support or contributions, in kind or otherwise, to assist in the delivery of the recommendations.

Risk Management

68. In compliance with the Council's risk management strategy there are no high risks associated with the recommendations within this report. However if no action is taken then end of life care may not be as effectively planned as it could be, and this will increase risks in respect of finances within the health care system.

Recommendations

69. Members are asked to consider the draft final report and the associated recommendations arising from this scrutiny review which are listed below:

70. Recommendation 1 – that key health partners, namely York Teaching Hospital NHS Foundation Trust, Yorkshire Ambulance Service, Independent Care Group and York GPs, led and co-ordinated by the Vale of York Clinical Commissioning Group look at ways of better publicising the existence of DNACPR forms and in doing this they make use of the wealth of experience and knowledge that already exists within voluntary organisations such as the Carer’s Forum’ and LINKs (soon to be HealthWatch) to assist them with holding public events.
71. Recommendation 2 - That key health partners namely York Teaching Hospital NHS Foundation Trust, Yorkshire Ambulance Service, Independent Care Group, York GPs and the Out of Hours Service led and co-ordinated by the Vale of York Clinical Commissioning Group review whether the redesigned handover forms for the OOH Service GPs have improved the sharing of information around end of life care wishes (including DNACPR forms) and explore whether there are further improvements that can be made in relation to information sharing.
72. Recommendation 3 – That key health partners ensure that there are appropriate co-ordination arrangements in place to ensure that patients can discuss their end of life care wishes and those wishes are enacted. The Neighbourhood Care Teams should play a pivotal role in responding to this recommendation, in particular in terms of identifying patients most at risk of health problems and looking at ways of talking to patients about their End of Life Care needs, including DNACPR orders.
73. Recommendation 4 – That the Multi-Agency Workforce Development Group within the city be asked to consider how they can support all care homes within the city to achieve this.
74. Recommendation 5 – That once a DNACPR form is in place:
- i. there is a known protocol setting out who will undertake the review of the form and when
 - ii. the review date should be clearly stated on the front of the form
 - iii. there are processes in place within key health partners’ internal policies to identify which forms are due for review and how these will be undertaken
 - iv. it is ensured that the completion of planned reviews is monitored.

Reason: In order to complete this scrutiny review.

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**Report
Approved**



Date 07.02.2013

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Wards Affected:

All

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Background Papers:

(available from the Scrutiny Officer on request)

1. Care Quality Commission Review of Compliance (October 2011)
2. Results of online staff survey undertaken by NHS Bradford and Airedale
3. Survey Results Undertaken by YAS Staff
4. Letter to Key Health Organisations
5. 'What Happens if my Heart Stops' Leaflet
6. Supporting Documents submitted by OOH
7. Care Quality Commission Review of Compliance (March 2012)

Annexes (online only)

Annex A Topic Assessment Form

Annex B NHS North Yorkshire & York Briefing Note on DNACPR Forms

Annex C Summary of Discussion – 21.12.2011

Annex D Responses from Key Health Organisations

Annex D1 Summary of Discussion – 29.02.2012

Annex E Written Evidence from the Clinical Director of Unscheduled Care

Annex F Summary of Discussion – 06.08.2012

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Cabinet Meeting5th March 2013**Report of Cabinet Member for Health, Housing and Adult Social Services****Approval of the Homeless Strategy 2013-18****Summary**

1. To agree the contents of the proposed homeless strategy and action plan and approve the strategy which will cover the period 2013-18.
2. To adopt the title of the strategy as 'A City Partnership to prevent homelessness' 2013-2018.

Background

3. The City of York Council has a duty under s.1 (4) of the Homelessness Act (2002) to publish a homeless strategy every five years. The first strategy was published in 2003 and again in 2008.
4. Key targets in the 2008-13 strategy were to;
 - Eradicate rough sleeping by 2012
 - The average was around 2, however this increased to 8 in December 2012.
 - Half the use of temporary accommodation by 2010 to 121.
 - Achieved in 2010, reduced to 79 in March 2010, however this has since increased.
 - End the use of Bed and Breakfast accommodation for families.
 - Achieved, now only used in emergencies and for no longer than 6 weeks
 - End the use of Bed and Breakfast for 16-17 year olds by 2010.
 - Achieved in 2012.

5. To achieve these targets there have been some significant improvements in services and multi-agency working.
6. Partnerships included joint working to develop Howe Hill as a facility for Young People, bringing together teams from across the council including the Pathway Team which relocated to Howe Hill for Young People, resulting in improved advice services for young people and an accredited training scheme.
7. Advice and prevention was enhanced by the establishment of a Housing Options Team, the introduction of North Yorkshire Home Choice common allocations policy, amalgamation of the youth homeless worker and YOT accommodation worker posts to provide a consistent service.
8. Access to quality accommodation has also been improved with the opening of new hostels: Arc Light and Peasholme Resettlement Centre, Howe Hill for Young People, extending Holgate Road. We have also developed YorHome a social lettings agency accessing the private rented sector as well as the introduction of a Single Access Point to provide gateway into supported housing.

Future Considerations

9. The Localism Bill received Royal Assent in November 2011 and gives Local Authorities powers to make decisions locally regarding housing allocation, tenancy types, ability to discharge the statutory duty to house into the private sector. Councils can now utilise this flexibility to better manage their housing stock by adapting to meet local needs.
10. The Welfare Reform Act 2012 has made fundamental changes to the benefits system and housing providers and support services will need to adapt services to meet needs of customers.
11. The Fairness Commission in 2012 recommended that York address the city's housing and accommodation needs to support growth and improve affordability and one of the ten key fairness principles underpinning these recommendations is to support and empower the most vulnerable and disadvantaged groups.
12. The principles of the Government Strategy Vision to End Rough Sleeping: No Second Night Out Nationwide are that:
 - New rough sleepers should be identified and helped off the streets immediately so that they do not fall into a dangerous rough sleeping lifestyle.

- Members of the public should be able to play an active role by reporting and referring people sleeping rough.
 - Rough sleepers should be helped to access a place of safety where their needs can be quickly assessed and they can receive advice on their options.
 - They should be able to access emergency accommodation and other services, such as healthcare, if needed.
 - If people have come from another area or country and find themselves sleeping rough, the aim should be to reconnect them back to their local community unless there is a good reason why they cannot return. There, they will be able to access housing and recovery services and have support from family and friends.
13. Nationally rough sleeping has increased by 43%. In York, the number of rough sleepers found in the city and reported to Communities and Local Government as an official submission has increased from 2 in November 2011 to 8 in Dec 2012.
 14. The current economic climate and the resulting negative impact on employment opportunities and the construction of new homes has seen an increase in the levels of debt by those needing our support.
 15. The population in York is also changing the 2011 census shows an increase of just under 10% in the overall population and an increasingly older population but also increase in ethnic minorities / migrant workers.
 16. Nationally statutory homelessness has increased by 42%. Homelessness in York has not increased dramatically however it does fluctuate year on year.

	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12
Presentations	619	505	406	326	207	247	215
Total Accepted Homeless	433	213	258	208	130	183	151
% Acceptances to presentations	38%	42%	63%	63%	63%	74%	75%

17. The use of temporary accommodation has risen during 2012/13 and as of 31/12/12 was 99

Accommodation type	31.03.09	31.3.10	31.03.11	31.3.12
Bed & Breakfast (B&B) as of date	10	0	2	6
Total annual placements into B&B	176	60	45	92
B&B use as % of all temp accommodation	6%	0%	2%	2%
Of which – families with children/pregnant	4	0	1	2
TOTALS in all temp accommodation as of date	167	79	94	93
Temp targets	160	121	75	90

18. Prevention remains key to the work of housing advice agencies and sustaining key projects is critical to our success. Critical projects supporting the prevention agenda are:
- Housing advice
 - Housing support
 - Supported housing projects
 - Rough sleeper outreach work
 - Housing and Debt advice
 - Youth Homeless Workers
 - Nightstop / emergency accommodation for young people
 - YorHome (social lettings agency)

Consultation

19. The development of the strategy and ultimately the monitoring of the action plan is overseen by a multi-agency Homeless Strategy Steering Group. The membership of this group reflects the fact that the issues of homelessness are far reaching and affect a wide range of services. Membership included The Primary Care Trust (PCT), North Yorkshire Probation Trust, Resettlement Services, Supporting People, Children's Services, DWP, Registered Social Landlords, the voluntary advice agencies (Keyhouse) and Housing Services. The group has fed comments into the consultation process.
20. A significant part of the review has been to consult with stakeholders and customers. Between June and October 2012 the City of York Council led a number of reviews aimed at increasing understanding and

knowledge of homelessness and homelessness services in York. The reviews took many different forms including stakeholder event, customer consultation and staff/agency consultation. Final comments from stakeholders were requested at the Homeless Forum on 30/1/13. Where appropriate these comments have been incorporated into the action plan.

21. Information from North Yorkshire Home Choice review and Tenancy Strategy consultation has also helped shape the strategy document.

Options

22. Option 1 – To approve the proposed strategy and action plan.
23. Option 2 – To ask officers to amend the strategy and action plan.

Analysis

24. The overarching aspiration of the strategy is to stem an increase in homelessness – though early intervention, prevention, the provision of comprehensive advice, support and the ability to offer a variety of housing options to people in need. It is important in the current economic climate when there is a potential risk of increased homelessness to ensure current services are maintained and where appropriate developing new initiatives to tackle issue.
25. Critical to continuing to delivering the aspirations is to continue to prepare people to live independently and manage their finances in light of the welfare benefit reforms, to prevent new rough sleepers sleeping rough for a second night and to work with entrenched rough sleepers to move them into accommodation and to ensure provision of suitable temporary and permanent accommodation.
26. Within the strategy there are five key strands (dividing advice and prevention as in previous action plan). These key aims are:
 - Early intervention with main focus on developing innovative links with external agencies to promote homeless prevention and focus on planned housing, in particular aiming at working with troubled families, the provision of support and diversionary activities to street drinkers and to reduce youth homelessness and re- offending rates.
 - Advice with main action points to ensure people have access to housing advice, have help to prepare for the forthcoming welfare benefit reforms, to ensure customers are central to housing work and

to advise customers of future changes to North Yorkshire Home Choice

- Accommodation the main focus is to increase supply of affordable housing, increase access to private rented sector, improve standards in temporary accommodation, minimise use of B&B, maximise use of Housing Association accommodation, ensure access to specialist supported housing and reduce inappropriate placements in temporary accommodation. Following the launch of the No Second Night Out initiative to tackle entrenched rough sleeping, to ensure emergency beds are available for those at risk of rough sleeping and to review the need for specialist women's services.
- Support with the main points being to improve joint assessment and care planning for vulnerable customers, increase tenancy sustainment, increase numbers of people with mental health issues or complex needs sustaining independent living, ensure support needs of BME groups are met.
- Partnership with the Local Authority providing a strong leadership on the homeless agenda, but ensuring that there is a greater role for partner agencies to be involved, increase information sharing and training and increase customer consultation. Partners are committed to achieving the ten challenges set out in the 'Gold Standard' approach which are highlighted in the strategy document.

Implications

27. **Financial** – There are no direct financial implication from the report, however, to meet the aspirations of the strategy, as part of on going budget processes there will be a need to commit to retaining and developing services to help those who are homeless or at risk of homelessness
28. **Human Resources (HR)** N/A
29. **Equalities** – This is a continuation of existing services and established partnership approach. The aim of the strategy in 2013-18 is to ensure that the services provided meet the needs of the most vulnerable – who are at risk of homelessness often as a result of domestic violence, sexual abuse, drug and alcohol dependency and mental health problems. Due to the economic situation and welfare benefit reforms it is anticipated that there will be a significant demand for these services in forthcoming years. Community Impact Assessments are carried out in respect of

individual service area delivery and policy review. CIAs will be carried out in respect of any potential changes in policy or service delivery

30. **Legal** – There is a legal requirement to publish a Homelessness Strategy. In determining whether or not to adopt the strategy the Cabinet must be mindful of its equalities obligations to have ‘due regard’ to the need to eliminate discrimination and to promote equality when making decisions and also its obligations to consider any crime and disorder implications of the decision.
31. **Crime and Disorder** – Concern that an increase in homelessness will lead to increase in crime and disorder, not only as a result of increased rough sleeping but also through financial difficulties and possible welfare benefit reforms if people are unable to manage their money.
32. **Information Technology (IT)** N/A.
33. **Property** No implications

Risk Management

34. There are no significant risks directly associated with the adoption of the strategy. Failure to adopt a strategy will result in the council not meeting its statutory duty.

Recommendation

35. Cabinet are asked to approve Option 1, to adopt the Homeless Strategy 2013 – 18 and action plan.

Reason: To ensure that the council meet legal requirements and to adopt a framework on which to develop services for customers that are homeless or at risk of homelessness.

Contact Details

Author:	Cabinet Member & Chief Officer Responsible for the report:		
Becky Ward Service Manager, Housing Options and Homelessness CAN Tel: 01904 554040	Councillor Tracey Simpson-Laing, Cabinet Member for Health, Housing and Adult Social Services		
	Steve Waddington Assistant Director Housing and Community Safety		
	Report Approved	<input checked="" type="checkbox"/>	Date 21 st Feb 2013
Specialist Implications Officer(s) None			
Wards Affected: List wards or tick box to indicate all			All <input checked="" type="checkbox"/>

For further information please contact the author of the report

Annexes:

Annex 1 - Homeless Strategy 'A City Partnership to prevent homelessness' 2013-18

Annex 2 - Action Plan 2013-18

**'A City Partnership to prevent
homelessness'**
2013-2018

Version control: L

Contents

Foreword	2
Signatories to the strategy	3
Introduction	3
Prevention and early intervention	3
Core services	4
Homelessness review	5
Aims and priorities	8
Action plan	13
Making sure we deliver	13
Your comments and further information	14

Foreword

I am proud to introduce this strategy for preventing and addressing homelessness in York. Homelessness is the most extreme form of housing need that can have a devastating impact on people’s lives and the wider community.

Homelessness and how we prevent it is something we should all be concerned about. It can affect anyone and has many different causes. It impacts on many areas of life, like putting extra demands on health services, undermining educational achievement and acting as a barrier to those seeking and keeping employment.

These are difficult times, with mounting pressure on households to find and sustain the accommodation they need to support themselves and their families. We must do all we can to ensure these mounting pressures do not translate into more and more homelessness cases.

This strategy was developed with the help of the York Homelessness Forum, a body made up of many statutory and voluntary agencies working to prevent and tackle homelessness in York¹. It is endorsed by City of York Council, which provides strategic leadership on homelessness across the city. I can assure you of the council’s ongoing commitment to this agenda.

I look forward to working with as many people as possible over the next five years towards making homelessness in York a thing of the past.



Councillor Tracy Simpson Laing

¹ For a full list of Forum members go to www.york.gov.uk/housing

Signatories to the strategy

The following agencies are committed to delivering the strategy and are members of Homeless Strategy Executive Group:

Tom Brittain (CYC Housing)
 Dave Knowles (Peasholme Charity representing York Resettlement Group)
 George Vickers (Citizens Advice Bureau) representing voluntary sector agencies
 Kate Spencer (York Housing Association representing Registered Social landlords)
 Julia Davies (Department of Work and Pensions)
 Jenny Bullock (CYC Children's Services)
 Judy Kent (Children's Trust)
 Peter Hart (North Yorkshire Probation)
 Carl Wain (CYC Supporting People / Commissioning)
 Dr Paul Edmondson-Jones (CYC Public Health)

Introduction

Many people, as part of everyday life, face experiences or triggers that could lead to homelessness, such as a relationship breakdown or the end of a tenancy. In most cases individuals cope and find suitable accommodation using their own resources.

But for others it is these life events that tip them into homelessness, either because they lack the resources to tackle their immediate challenges – for example enough money for a deposit or because they suffer more underlying problems – such as an addiction or mental health problem – which makes it harder for them to deal with their situation.²

This strategy builds on achievements delivered through the last homelessness strategy. It sets out to build a future where mistakes in life or particular vulnerabilities do not lead to homelessness in the way they often do now. It shows how we will tackle the complex causes of homelessness by focusing on prevention and early intervention and on locally designed integrated services that step in when things go wrong.

Prevention and early intervention

In our last homelessness strategy we showed how the shift from dealing with the effects of homelessness to addressing its causes was helping many more people from being homeless in the first place.

This approach has continued to deliver excellent results and we see no reason to change course. If anything, it

² Department for Communities and Local Government: *Statutory Homelessness in England: the experience of families and 16-17 year olds*, 2008

supports the argument for working even further 'upstream' to better understand and tackle some of the wider experiences of homelessness that make households and individuals susceptible to it.

We know that preventing homelessness is more cost effective³ than dealing with its consequences, and it delivers far better outcomes for those concerned. For these reasons, we will re-double our efforts to make prevention and early intervention the backbone of our approach.

In 2012 the York Fairness Commission highlighted how some residents were not fully sharing in the city's wealth and relative success. It called on the council and other agencies to help close gaps in income, health and wellbeing. The York Child Poverty Strategy and the Financial Inclusion Plan are driving improvements for households struggling with low incomes and little financial resilience and the newly established Health and Wellbeing Board provides new opportunities to develop better integrated services across a wide range of issues.

These strategies and others that seek to improve the life chances and standard of living of local residents make a

³ A report in 2012 found that the average annual cost of homelessness was between £24,000 and £30,000 per person – Evidenced Review of the Cost of Homelessness, DCLG, August 2012.

significant contribution towards preventing homelessness.

Core services

Whilst the prevention approach has worked for many, there are still those whose homelessness we find difficult to prevent, either because they contact us too late or their situation arises as a result of some rapid unforeseen event.

When homelessness is threatened or does occur there is a range of services available. The council has a statutory duty to provide accommodation for families with children and vulnerable individuals in priority need who are homeless through no fault of their own. This can either be in the social rented sector or in suitable private rented accommodation. Sometimes the most appropriate accommodation is not available immediately so households can be placed into temporary accommodation.

Regardless of whether or not the council has a duty to accommodate, it must provide advice and assistance to all those threatened with homelessness. The council provides a comprehensive housing advice and information service (called Housing Options) that is open to a broader range of people than those who would be

statutorily homeless. It also directly supports and works with a wide range of partners to deliver advice services, debt services, hostel and other supported accommodation for vulnerable people.

Homelessness review

In July 2012 the York Homelessness Forum began reviewing homelessness and homelessness services in York. It looked at the housing market and pressures within it that contribute to peoples housing problems. It also looked at patterns of homelessness, including its main causes and the types of households affected.⁴

One message came out loud and clear. We are entering particular choppy waters as far as the wider economy and its impacts on household budgets and the housing market are concerned. Most commentators anticipate increasing demands on housing advice, homelessness and related services as a result.

As you will see below, some of the positive trends in homelessness achieved over the past few years are

⁴ A wide range of evidence was used to understand the nature of homelessness in York and the reasons why people become susceptible to it. The evidence base included the York Strategic Housing Market Assessment 2011, Child Poverty Strategy, Financial Inclusion Strategy, Joint Strategic Needs Assessment and the York Fairness Commission report, as well as detailed business intelligence gathered as part of ongoing service delivery. Copies of all these documents can be found on the council's website at www.york.gov.uk

starting to decline, consistent with the national picture. There is a strong case for continued investment in services that enable people to avoid a slide into homelessness during this difficult time.

An increasingly challenging housing market

York's housing market is characterised by high levels of housing demand. Strong competition for accommodation from a growing population has fuelled high house prices and private sector rents. **Final addition / amended to be inserted here to note that prices have been higher for many years and that York is a net exporter of people for employment**

Strong competition, coupled with a relatively small supply of affordable rented homes means those least able to compete in the housing market can find their options limited. Young people, young families and vulnerable households are particularly disadvantaged by current housing options.

High demand is set to continue. A Centre for Cities report in 2012 identified York as the third fastest growing city in the country with an increase in population of 23,300 between 2000 and 2010. New housing supply has not kept pace with demand and problems in the wider economy have slowed development even further.

There are around 4,500 households on the Housing Register, waiting for the offer of an affordable rented home. The number of people joining the register each week is growing yet with turnover of around 550 vacant properties per year many on the list face never being offered accommodation.

Households face growing challenges to access and even sustain accommodation as pressure builds on household budgets. The government's welfare reform package is set to add further pressure to those with the least financial resources such as those on benefits, including a growing number of in-work claimant households.

We expect these pressures to generate rising demand for housing advice, support and homelessness services in the years to come.

More households approaching the council for help

During 2011/12 the council saw a 76 per cent increase in demand for housing advice and information from people worried about their accommodation. We successfully prevented 993 households from being homeless or from presenting as homeless, up from 631 in the previous year.

Homelessness prevention tools

There are a wide range of tools to help prevent homelessness. The most effective ones during 2011/12 included:

- Debt advice
- Crisis intervention
- Negotiation / Legal advocacy
- Resolving benefits issues
- Conciliation

Preventing homelessness is cost-effective⁵:

- The cost of mediation - for example, resolving family disputes to avoid someone becoming homeless - is nine times less expensive than finding someone new accommodation
- Advice on housing options, such as how to solve benefit problems or helping people to manage their finances, is estimated at around nine times less expensive than finding someone new accommodation
- The costs of a rent deposit scheme are estimated to be eight less than providing accommodation under the main homelessness duty

Bucking the trend in households accepted as homeless

⁵ Communities and Local Government advice demonstrating the cost-effectiveness of preventing homelessness, published in 2010

Of the 215 households that presented as homeless and for which a homeless decision was taken in 2011/12, 151 were accepted as being homeless and in priority need, down from 183 in the previous year. This is against a national increase in homelessness acceptances over the same period.

Over 40 per cent of these households had dependent children and 51 per cent were young people under 25, well above the national rate of 35 per cent. However, the trend in young people accepted as homeless has been downwards since 2008/09 and the picture so far in 2012/13 is consistent with this.

Female lone parents represent the largest single group of households accepted as homeless at 37 per cent of all households.

The pressures on young people looks set to continue. A study by Homeless Link found welfare cuts were increasing the chances of young people becoming homeless. It said changes in eligibility and benefit rates had made it harder for young people to find private accommodation, leading to 50 per cent more young people seeking support.

The main causes of homelessness remain unchanged

In percentage terms, the main causes of homelessness have remained fairly consistent over the years. Last year the main cause was eviction by family or friends, followed by relationship breakdown and end of an assured short hold tenancy.

Homelessness arising as a result of eviction by family or friends predominantly involves young people or young families. The level of exclusion by parents in York has dropped significantly from 38 per cent in 2010/11 to 24 per cent but is still well above the national rate.

The rate of homelessness as a result of relationship breakdown in York is almost double the national rate at 32 per cent.

Too many households in temporary accommodation:

Given the shortage of affordable homes, many of those accepted as homeless and in priority needs are placed into temporary accommodation.⁶

There were 93 households in temporary accommodation at the end of 2011/12. This has risen further over the first half of 2012/13 but is significantly down on the 227 households just 5 five years ago. However, the number remains unacceptably high given the reduction in

⁶ This includes purpose built hostels and accommodation schemes. Very little use is now made of bed and breakfast accommodation.

homeless acceptances and the opening of Howe Hill hostel for young people.

Rising levels of rough sleeping:

The number of people sleeping rough has remained low throughout the last few years at around two people (based on CLG assessment criteria). However, recent figures show a marked increase as pressures in the local housing market and the wider economy build up.

Those that remain street homeless are encouraged to work with early intervention and prevention services to resolve their situation.

Aims and priorities

The homelessness review found that our existing strategic aims had delivered effective results in the face of increasing demands on services.

We have adopted the same strategic aims for this new strategy plus an additional one to reflect an even stronger focus on early intervention and prevention. We also identified a number of emerging pressures and gaps in services that we must begin to address.

1. Enable people to avoid housing crisis through integrated early intervention and prevention approaches

- We will continue to identify the underlying causes of homelessness as part of housing needs assessments and ensure that everyone gets advice at the earliest possible stage to prevent them from experiencing a housing crisis.
- We will give particular focus to the main causes of homelessness in York and the higher rates of young people and young families approaching the council for help. This will involve much earlier work with families⁷ to reduce the rate of family exclusions and, in certain target wards, do more to raise young people's awareness of housing options.
- We will continue to implement a positive youth accommodation pathway for those that cannot stay within the family network or are leaving care. This will be supported by wider work such as that aiming to raise educational attainment, tackle youth unemployment, reduce teenage pregnancy and improve health and wellbeing. We will continue offering support to schools to identify young people (or whole families) that may be at risk of

⁷ Including those families that meet the government's 'Troubled Families' criteria

homelessness and provide early support for housing and other needs.

- Similarly, we will work with health professionals to identify those at risk, making ‘every contact count’ to reduce health inequalities and prevent homelessness. The new Public Health Outcomes Framework aims to ensure the mental health needs of homeless people and those at risk are properly taken into account by local services. We will work closely with the new Health and Well-being Board to deliver this outcome.
- Early engagement with drug and alcohol treatment agencies and interaction with the criminal justice system will remain critical points for identifying and helping those at risk of homelessness.
- We will continue to develop clear housing pathways for each specific client group such as those leaving prison, hospital or social care that includes appropriate accommodation and support. We will continue to develop our approach for those with more complex needs, such as the recently established Mental Health Tracking Panel.
- Finally, as the national economic slowdown and rising prices place growing pressures on household budgets we will continue to support access to

financial advice, skills and employment services. We will build upon our work with voluntary sector partners to deliver free and independent debt advice and refer or signpost those at risk of homelessness. Within this, will be a particularly strong focus on those affected by welfare reform. Improving the energy efficiency of properties will be a key measure to reduce the incidence of fuel poverty within the city.

Key investment requirements:

- Ongoing focus on supporting families
- Reducing health inequalities with a particular focus on those with mental health needs and drug and alcohol dependency and teenage pregnancy
- Identifying and supporting those leaving prison, hospital or care to develop clear housing pathways to independent living
- Reducing the impact of financial exclusion

2. Ensure trusted, timely and accessible housing information and advice is available so people can make informed housing decisions and plan ahead

- We will provide timely and accessible housing advice and information to ensure planned housing moves and

continue to apply our key prevention tools when people approach us for help.

- We will continue to develop the Housing Options service so it appeals to a wider range of customers, not just those who are homeless or at risk of homelessness. We will build on our work developing advice and information for specific customer groups, such as older people, those with learning disabilities and private sector landlords. The move into new council accommodation during 2013 will greatly improve the customer experience and enable co-location of services providing a 'one-stop-shop' approach.
- We will work in a collaborative way with a wide range of partners across the city so that housing advice and information is consistent and linked up. We will refer vulnerable clients into relevant support services at the earliest opportunity.

Key investment requirements:

- Maintaining capacity within advice and information services to meet increasing customer demand for housing, debt, employment and related services.
- Supporting outreach advice services to help mitigate the impact of welfare reform

3. Ensure the supply of and fair access to accommodation sufficient to meet housing needs

- The York Housing Strategy sets out our aims for ensuring more homes, including affordable homes, are built to meet identified housing need. We continue to work closely with registered providers and private developers on new supply and regularly review our housing and planning policies to facilitate new development. The 'Get York Building' programme launched in 2012 aims to unlock stalled development. City of York Council will further develop its affordable housing asset plan to outline opportunities for new council homes.
- It also shows what we are doing to make better use of the existing housing stock, such as tackling long term empty properties, converting and adapting homes to changing needs and addressing the high levels of under occupation. In early 2013 we will be offering additional incentives and support for households within council properties to downsize.
- We will implement the York Tenancy Strategy and expect social housing providers in the city to adhere to its guidelines when developing their tenancy policies. The strategy roots the allocation of social and affordable rent homes to housing need whilst

strengthening local connection criteria for access to the housing register.

- The tenancy strategy aims to remove the historic disadvantage experienced by armed forces and ex armed forces personnel in relation to local connection criteria to help ease the transition into civilian life and avoid housing crisis.
- Increasing access to the private rented sector is essential to manage housing demand. Unfortunately, vulnerable households and those with the least financial resources can find it hard to compete in this market. We will continue to support a suitable private rented offer by working closely with landlords, providing advice on fulfilling their legal responsibilities and assisting them to find tenants through our innovative social lettings agency (YorHome). Rent bonds/deposits will continue to open up accommodation options. This remains a very challenging area due to the unregulated nature of the tenure and the predominance of 'amateur landlords'.
- We will continue to work closely with private registered providers (principally housing associations) to ensure that nomination agreements are maximised and that providers play a growing role in meeting the housing needs of vulnerable households in the future.
- Building on the success of YorHome, we will look to develop landlord and tenant accreditation partnerships. When necessary we will use enforcement action where standards fall below acceptable levels.
- Reducing the use of temporary accommodation will be an ongoing priority. We will make more use of suitable private rented sector accommodation to discharge homelessness duty using provisions set out in the Localism Act 2011.
- We will review our housing allocations policy to ensure it assists those affected by welfare reform and armed services personnel who have been placed at a disadvantage in relation to local connection criteria. Our programme of welfare reform mitigation involves ensuring landlords are aware of the changes and how these affect vulnerable households.
- We will continue to keep the use of bed and breakfast accommodation at the lowest levels possible, though we recognise that mounting pressure on homeless services will make this a challenging goal. Within this we will not place any young person aged 16 or 17 in such accommodation nor place any families in Bed and Breakfast except in an emergency and for no longer than 6 weeks

- We will implement an ongoing programme of improvements to hostel accommodation and seek to maximise funding opportunities to support this. A particular focus will be better provision of accommodation for people with mental illness and complex needs.
- The reduction in the most obvious form of homelessness, rough sleeping, will remain a high priority and will support national initiatives designed to tackle it. City of York Council has recently signed up to the five principles underpinning the No Second Night Out initiative.

Key investment requirements:

- Develop new affordable homes
- Providing downsizing incentives for under occupying social housing tenants
- Maintaining standards within the private rented sector
- Provision of specialist mental health/complex needs temporary accommodation
- Ongoing development of young people's temporary accommodation

4. Ensure people with housing support needs have these needs fully assessed and have access to the services to help sustain independent living

- We will continue to provide vulnerable customers that require a multi-agency approach with a joint assessment and care plan so they can live successfully within the community. We will provide ongoing monitoring of needs to ensure timely and fully integrated support when required.
- We will support people to remain in their home through practical help to maintain tenancies, such as budgeting advice, furnishing assistance, signposting and advocacy for other services. We particularly want to address the high number of failed tenancies amongst young people.
- We will enable those with mental health problems and complex needs to achieve independent living through the provision of more specialist support.
- We will learn from research into the housing and support needs of homeless women and consider options for more specific support where required.

Key investment requirements:

- Joint assessments for all vulnerable customers

- Ongoing support for tenancy sustainment particularly for young people and those with complex needs

5. Ensure the effective co-ordination of service providers whose activities help prevent homelessness or meet people's accommodation and support needs

- The York Homelessness Forum will continue to meet to deliver and review this strategy, under the strategic leadership of City of York Council. This approach has served the city well, ensuring effective partnership working across a diverse range of services with good links into relevant client groups.
- Whilst effective partnership has been the bedrock of our success to date, there is always room for improvement and we look forward to working more closely with health service colleagues under the auspices of the Health and Wellbeing Board. A particular focus will be to gain a better shared understanding of how early homelessness prevention results in much better outcomes for people and significant financial savings for health and other budgets further down the line.
- We plan to continually monitor the local impacts of welfare reform to inform the development and review

of policy at the national and local level. We aim to share such information as widely as possible.

Key investment requirements:

- Joint awareness raising between those working within housing and health on the benefits of early intervention and homelessness prevention

Action plan

The commitments outlined above are set out more fully in the strategy action plan. This is available for download from the council's website at www.york.gov.uk/housing or you can request a copy using the contact details below.

Making sure we deliver

The homelessness strategy steering group will meet at least annually to review progress against the action plan to ensure it remains responsive to emerging needs. We will publish a short annual report that will be published on the council's website in summer each year.

Being the best – A 'Gold Standard' approach

In August 2012 government set out ten challenges for local authorities and their partners to consider. If adopted these could lead to all local homelessness services meeting the standards of the best.

- City of York Council, as strategic lead on homelessness in York, to adopt a corporate commitment to prevent homelessness which has buy in across all local authority services
- Partners across the statutory and voluntary sectors working effectively together to prevent and address homelessness including education, employment and training needs
- To offer a Housing Options prevention service to all clients including written advice
- To adopt a *No Second Night Out* model or an effective local alternative
- To have housing pathways agreed or in development with each key partner and client group that include appropriate accommodation and support
- To develop a suitable private rented sector offer for all client groups, including advice and support to both client and landlord
- To actively engage in preventing mortgage repossession including through the Mortgage Rescue Scheme

- To have a homelessness strategy which sets out a pro-active approach to preventing homelessness and is reviewed annually to be responsive to emerging needs
- To not place any young person aged 16 or 17 in Bed and Breakfast accommodation
- To not place any families in Bed and Breakfast accommodation unless in an emergency and for no longer than 6 weeks

In York we strive to be the very best homelessness service possible and indeed one that leads from the front through local innovation and embracing good practice. We will regularly benchmark our approach against the Gold Standard and take action where gaps are identified to ensure we remain amongst the best.

Your comments and further information

We would like to know what you think about this strategy or homelessness in general. You can leave comment or feed back any time at:
yourservice.yoursay@york.gov.uk

We will use your comments to our review meetings.

If you would like more information about any aspect of this document please contact us on (019014) 554379

Further copies of this strategy are available to download from the council's website www.york.gov.uk/housing or on request using the telephone number above.

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York Housing Options and Homelessness Strategy 2008-13 Action Plan

Annex 2

	Objectives	Why	Target/date	Lead	Completed/ target met On track Overdue/ target not met
Strategic aim 1. Deliver and develop early intervention strategies to tackle predicted trends in homelessness.					
1.1	To develop innovative links with external agencies to promote homeless prevention / planned housing .	To reach wider group of people who are at risk of homelessness	2011/12 Homeless acceptances 151. In light of current economic situation the target is to remain static (no increase in homelessness)	CYC -Children's Trust Unit Manager	
1.2	Provision of support and diversionary activities to street drinkers.		In summer 2012 there were up to 8 street drinkers in York. Aim to prevent escalation of street drinking and to ensure those with no accommodation are given appropriate advice and support	Sarfer York partnership - Neighbourhood Safety Manager	
1.3	To reduce youth homelessness / re- offending rates	To reduce cost to society and individuals	To reduce youth offending (YOT data 2012 - 6 mnths as baseline figure 1.34 per cohort)	YOT Service Manager	
Strategic aim 2. Ensure that people who are at risk of homelessness are aware of and have access to the services they may need to prevent it.					
2.1	Ensure people access housing advice and prevention services as soon as possible.	Reduce / stabilise homelessness through pro-active interventions.	Prevention figures for 2011-12 were 993. IN light of challenging times the target is to continue to achieve prevetnions at this level in foreseeable future.	SCYC - Service Manager Housing Options nd Homelessness	

York Housing Options and Homelessness Strategy 2008-13 Action Plan

2.2	Prepare for and minimise effect of changes to Welfare Benefit Housing Benefit / Local Housing Allowance.	To reduce homelessness and to prepare for forthcoming changes and minimise risk of financial problems customers.	2011/12 Homeless acceptances 151. In light of economic crisis target is to retain status quo.	DWP - Partnership and Employer Relations Manager	
2.3	To provide a safe and effective Housing Options / Registration service from West Offices.	To ensure customer satisfaction.	That service is fully operational by September 2013 and customer satisfaction targets retained (current levels of satisfaction 92% very or fairly good)	CYC - Customer Services Team Manager (Face-to-Face).	
2.4	To ensure emergency beds are available for those at risk of rough sleeping.	To reduce rough sleeping.	Submission 2012 = 8. National target to end rough sleeping but in light of economic climate to reduce to 2 by 2018	Director Peasholme Charity	
2.5	To ensure customers are central to all housing work.	To develop appropriate customer focused services.	That a customer engagement policy and programme is in place by April 2016	Director Peasholme Charity	
2.6	To advise customers of changes to NYHC policy.	To ensure customers and staff are aware of changes and can make appropriate housing related decisions.	To inform all customers of changes to policy	CYC - Housing Registrations Manager	
Strategic Aim 3. Ensure the provision of and fair access to accommodation sufficient to meet identified housing needs.					
3.1	Increase the supply of affordable housing and maximise the use of existing housing stock.	There is a shortage of affordable homes in the city to meet identified needs .	In current climate to increase number of affordable homes in York by 750 by 2018	CYC - Housing Strategy Manager	
3.2	To increase use of private rented sector to provide accommodation for those in housing need	Homeless and potentially homeless households can face barriers to accessing the private rented sector.	2011/12 there were 75 YorHome properties and in same year 60 people were assisted into PRS using Bond Guarantee Scheme. Increase YorHome to 150 and access to PRS to by 2015	CYC - Supported Housing Manager	

York Housing Options and Homelessness Strategy 2008-13 Action Plan

3.3	Reduce the use of temporary accommodation whilst improving the standard of temporary / hostel provision where it exists.	Putting households in temporary accommodation is expensive and does not always result in good outcomes. Some hostel accommodation is not best suited to the needs of those that stay in it.	Baseline statistic as of 31/12/12 is 99. In light of current economic climate to retain status quo throughout 5 year period	CYC - Supported Housing Manager	
3.4	Ensure appropriate temporary / supported housing to minimise use of B&B.	There are national targets to end use of bed and breakfast accommodation.	To achieve target of reducing B&B for 16 or 17 year olds other than exceptional circumstances. No one to remain in B&B for more than 6 weeks	CYC - Service Manager Housing Options and Homelessness	
3.5	Increase the use of housing association (RSL) lets for homeless and potentially homeless households.	There is scope to make better use of opportunities within the RSL sector.	Minimum 25% RSL lets by 2008/9.	CYC- Housing Registrations Manager	
3.6	Ensure access to specialist accommodation.	To reduce risk of failed tenancies and maximise specialist support.	To provide suitable supported housing for SAP referrals	CYC - ACE Commissioning Manager	
3.7	Reduce the number of people with mental illness and complex needs being accommodated in temporary accommodation / general supported housing.	Information from the Primary Care Trust indicates there are a small but significant number of chronic psychosis, substance misuse and chaotic lifestyle customers who have difficulties sustaining a tenancy.	Improve access to appropriate services and / or supported accommodation for people with mental health issues. Initial data indicate that maybe 35 people inappropriately housed in non specialist accommodation or no discharge plan as of 20/2/13	CYC - Public Health	

York Housing Options and Homelessness Strategy 2008-13 Action Plan

3.8	Implement NSNO and tackle entrenched rough sleeping.	Government target.	Submission 2012 = 8. National target to end rough sleeping but in light of economic climate to reduce to 2 by 2018	CYC- Resettlement Manager	
3.9	Review the provision and need for specialist services for women (include women's centre)	Research in 2009 Indicated that women would benefit from some 'women only or women specific services'	Review completed by 01/09/2015	Director IDAS	
Strategic Aim 4. Ensure that people with housing related support needs have these needs fully assessed and have access to services required to sustain successful independent living and prevent homelessness.					
4.1	Ensure range of appropriate services and care for vulnerable customers.	To ensure that customer receive all services necessary to enable them to live successfully in the community.	To ensure that repeat homelessness does not increase. 2011/12 figures indicate 3 repeat homeless acceptances (previously accepted within 2 years)	CYC Resettlement Manager	
4.2	Increase tenancy sustainment through the provision of earlier intervention appropriate support.	Research has shown a high level of failed tenancies. We need to address isolation and provide ongoing informal support.	90% of 16/17 year olds in temporary accommodation successfully retaining their tenancies by 2013.	CYC - Landlord Services	
4.3	Increase the number of people with mental illness and complex needs achieving independent living through the provision of more specialist support.	Not all customers with these needs are successfully progressing to independent living due to limited support. Current procedures prevent a reactive approach to crisis if customer is not know to mental health services.	Improve access to appropriate services and / or supported accommodation for people with mental health issues. Intial data indicate that maybe 35 people inappropriately housed in non specialist accomodaiton or no discharge plan as of 20/2/13	Leeds and York Health Authority	

York Housing Options and Homelessness Strategy 2008-13 Action Plan

4.4	Ensure support services meet the needs of all groups including those from the black and minority ethnic communities.	York has an increasing diverse population.	To monitor access to services via SAP, HL statistics and SP and ensure that there is proportional representation	CYC - ACE Commissioning Manager	
Strategic Aim 5. Ensure the effective multi-agency and partnership working occurs across all services to provide appropriate information, accommodation and support to meet the needs of people who are homeless or at risk of					
5.1	Strong local authority leadership on the homelessness agenda.	Tackling homelessness and its causes requires the involvement of a wide range of service providers. The local authority can play a key role in articulating local needs and coordinating appropriate responses .	2018 - to achieve actions in homelessness strategy	CYC - Head of Housing	
5.2	A greater role for a wider set of agencies in tackling homelessness and a greater use of shared protocols and agreed principles for joint working.	To ensure a multi-agency approach to tackling homelessness across the city	That agencies sign up to and adhere to relevant protocols and strategies	York HA - Operations Director	
5.3	Increased sharing of information between agencies and more joint training to promote wider understanding of homelessness and its prevention.	To strengthen local partnerships and increase organisational capacity to tackle homelessness.	That relevant protocols are in place by September 2014	NY Probation	
5.4	Increased and ongoing customer consultation to inform the development of future services and increased awareness within BME households of the housing and support services available.	To ensure the needs of customers are fully understood and test if services are responsive to these needs. We know a key problem BME and migrant worker households have is knowing about and accessing services.	Establish an agreed framework for customer consultation / customer insight by 2008/9. Greater knowledge within BME households of the housing services available and how to access them by March 2014.	CYC - Service Development Team	

York Housing Options and Homelessness Strategy 2008-13 Action Plan

5.5	Improve cross boundary / agency working.	To enable increased access to services for customers	That investigation into these areas is completed by 2016	CYC_ Service Manger Housing Options and Homelessness	
<p>* B&B = Bed and Breakfast / BME = Black and minority ethnic / BGS = Bond Gaurentee Scheme / CAB = Citizens Advice Bureau / CBL = Choice Based Lettings / CYC = City of York Council / DAAT = Drug action team / DWP = Department works and pension / HB = Housing Benefit / HO = Housing Options team / MH = Mental health / PRS = Private rented sector / RSL = Registered Social Landlord / SAP = Single Access Point / SP = Supporting People / YOT = Youth Offending Team / YP = Young People</p>					



Cabinet

5 March 2013

Report of the Cabinet Members for Environmental Services, Leisure, Culture and Tourism, and Crime and Stronger Communities

Smarter York: A Smarter Charter**Introduction**

1. This report updates the Cabinet with progress on Smarter York and seeks approval for a “Smarter Charter”.

Background

2. Smarter York working was introduced last year to ensure joined up working over the following services:

- Environmental enforcement / street environment service
- Street cleaning
- Litter bins and grass cutting
- Salt bins, household refuse collections and centres, road maintenance, street lighting
- Parking enforcement
- Street lighting
- Communities and Equalities Team
- Parks and Open Spaces

The list is not definitive: further services will be brought under the Smarter York umbrella over time.

3. 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

4. The Smarter York app was introduced in June last year in order to give 24 hour access to reporting of issues. It allows users instantly to report an issue including a photograph and then track the progress from reporting to completion.
5. Since its introduction this has made a impact; to date 374 service requests have been received, see table 1 below:

Category	No Of Cases
Litter	124
Cleansing Offensive Material	23
Cleansing Assessment	54
Fly-Tipping	39
Non Offensive Graffiti	115
Offensive Graffiti	6

6. Users of the app are shown in table 2 below:

User	No of Cases
General User	241
Councillors	85
Staff	48

7. Staff will now be making greater use of the app, for example housing staff will be using handheld technology to report relevant issues through the app. The key issue for future development is to make the app link in a more integrated way to other customer channels and to back office systems; it is currently a bolt-on and to make it available to all mobile operating systems. It will also be expanded to cover other categories of reportable issue. This work will take place through the Customer Strategy Board later in the year.
8. A wide variety of projects are being pursued under the Smarter York umbrella. Some examples include:
 - a) **Community Payback (CP)**. We have worked with CP, who organise offenders to undertake work on our behalf, for some years, albeit in an uncoordinated way. To improve the use of CP a coordination group of council officers now meets on a six

weekly basis to agree proposals for works and deal with Health and Safety and other operation issues. Benefits seen include:

- Approx 10,000 hours of work carried out for CYC during 2012 compared to approx 4000 in 2011.
- The above includes approx 3000 where November offenders have been reporting directly to Neighbourhood Pride Supervisors and working alongside our staff on daily tasks.
- To further improve the partnership CP now utilize one of our vehicles for weekend use. A CP supervisor will soon be based at Hazel Court with the public realm team, which will speed up the process of placements and inductions

The Council will, through Smarter York, co-ordinate suggestions from the public for possible work schemes.

- b) **Copmanthorpe Parish Council** – we have been working with the parish council on regular events including litter picking, vegetation clearance and general environmental awareness; this commenced with joint working and has progressed to us just acting in a support roll by supplying tools and equipment and collecting debris for disposal.
- c) **Greenfields School and Community Garden** - This is a project to transform an unused playing field (belonging to Haxby Road Primary School) from an area where there was a great deal of dumping of rubbish, and anti-social behaviour. With support from the Street Environment Service (SES) the local residents have developed a relationship with the school to come up with ideas for the area. Some growing beds have been dug and a launch garden party was held in summer 2011. It was transformed through becoming a York Cares big community challenge project in 2012 and SES continue to support the project to build on this success.
- d) **Working with Students** - The Street Environment Service has developed a package of activities and projects to support and educate students moving into off-campus accommodation and ensure that they quickly settle into their waste collection arrangements across the city. Working with both student unions and Higher York, the Student Community Strategy has been put in place. To improve the appearance of student areas, the Street Environment Service also run an annual 'ground force' event in Heslington Road, where teams of

students carry out gardening and clearance work to improve the area. Graffiti removal days are also held to help students demonstrate community involvement.

- e) **Woodthorpe Shops** – The SES assisted Westthorpe Scout Group to set up a weekend of improvement work at the shops, which are privately owned by the Co- operative. The group carried out weeding, planting and cleaning up of the beds outside the shops, which were in a neglected state. A local volunteer also came forward to help keep the beds weed-free after the event and the local school also wished to be involved. Over the last 6 months, a small group of volunteers has been developed to help maintain the beds once a month and a group of school pupils now visit the area on a regular basis, weeding the beds and recently planting spring bulbs. SES will be assisting with the promotion of new events planned from March 2013 to gain more volunteers and involvement of local businesses.

The Smarter York Charter

- 9. A Smarter Charter is now proposed (See Annex 1). The idea is that two versions will be produced: The first with the “What we encourage residents to do” section and the second with the “What we encourage businesses to do” section.
- 10. Key elements of the programme going forward will be:
 - a) Spring Clean: We are planning to hold a four week event in May in 4 areas of the city: One week in each of Westfield, Tang Hall, and Bell Farm with the fourth week to be in various parishes. Using Community Payback for the labour and our staff to facilitate the event, we will advertise the event and encourage residents, both private and council tenants to suggest or request works to be undertaken. This may then be expanded into a bigger event in the Autumn using parishes, local businesses and other volunteer groups
 - b) A reorganisation and streamlining of enforcement roles across CANs is currently being planned in order to support the need to encourage and facilitate increased community and volunteer use. Within the scope are Street Environment Officers, Environmental Enforcement Officers, Dog Wardens, Park Rangers and City Centre Civil Enforcement Officers. The duties will be redefined to remove distinctions between team members

and create flexible roles. This will free up capacity to deal with community environmental issues whilst maintaining a targeted enforcement service. There will be a post dedicated to the city centre. It is proposed to call it the “Community Environment Service”

- c) The member portal is being developed for reporting of issues, ensuring that it dovetails with the work of the Community Environment Team
- d) A Smarter York Co-ordinator will be deployed from March to:
 - Support the Smarter York programme e.g. the Spring Clean
 - Identify and develop models of good practice in community participation in the public realm and roll these out across the city under the Smarter York banner
 - Support a programme of handover of functions to community groups by developing appropriate community structures, recruiting volunteers
- e) An anti-litter campaign is being planned
- f) Action will be co-ordinated to enforce the Council’s policy on ‘A’ boards
- g) Proposals will be developed and consulted on to reduce the nuisance caused by commercial waste being left in the city centre over night
- h) The Council’s work with external partners will be better co-ordinated including voluntary sector organisations such as Friends of St Nicks, and other agencies including the Police Community Support Officer service
- i) Management processes across CANs and CES will be streamlined to ensure co-ordinated working for example around waste enforcement issues
- j) Staff awareness meetings will be held, utilizing existing communication events to highlight and encourage internal ownership of Smarter York
- k) A flood conference is being organised which will lead to increased community resilience.

Communications

11. The Communications Team are leading on the communications plan and will work with the Smarter York Co-ordinator, who will be in post

from March. Endorsements have been obtained from a number of organisations including Visit York, CVS, the Chamber of Commerce and Sir Ron Cooke / Reinvigorate York. Smarter York branding has been developed and this will replace other current brands for example on vehicles:



12. The new CYC webpage is now up and running at www.york.gov.uk/smarteryork. We have also rebranded the existing Love Where You Live York Twitter account to @SmarterYork – to ensure that we keep the established number of followers. This switch will take place on a Friday to capitalise on “Follow Friday” (#FF).
13. We are also investigating the development of a free ‘platform website’, similar to GeniUS, where all ‘wardens’ have a central platform to communicate and receive the latest details.
14. A campaign will be run in a similar way to that for snow wardens with a view to broadening the programme with a database of volunteers also covering ‘street buddies’ and, in the future, ‘flood wardens’.

Wider Ambitions of Smarter

15. Although community engagement on environmental issues are initially the focus of Smarter York, other ambitions include work to improve
 - Energy efficiency
 - Digital inclusion
 - Health & Wellbeing
 - Smarter working

Governance

16. A project board has been established, chaired by the Director of CES, and including the Cabinet Member for Environmental Services

as the lead member, service heads from key services across CANs and CES, a representative of the Communications Team and the manager of the Customer Centre. Recognising that the strength of Smarter York lies in its cross-cutting approach it is proposed that it is expanded to involve others, particularly the Cabinet Members for Leisure, Culture and Tourism, and Crime and Stronger Communities who will attend the project board and participate in key initiatives.

Implications

17. **Finance:** In view of the challenging financial circumstances facing the Council it is imperative that Smarter York working delivers budget savings. Key activities will be:

- Testing new ways of working involving community delivery
- Building the capacity of the community to take on service delivery where appropriate
- Using technology to implement new approaches

The Project Board will be monitoring the delivery of current savings proposals.

18. **HR:** There are no additional implications arising directly out of this report. Any changes to staffing arrangements resulting from new working arrangements will be dealt with through the Council's Management of Change procedures.

19. **Equalities:** The initial community impact assessment indicates that key equalities issues for Smarter York will concern ensuring that all parts of the community are enabled to participate in community led initiatives and accessible technology. These issues will be addressed in action plans associated with each initiative.

20. There are no other implications.

Council Plan Priorities

21. The project supports Council Plan priorities for creating Jobs, Growing the Economy and supporting Ambition 4 in the York Economic Strategy, that of a world class place.

Risk Management

22. The main risks that have been identified in this report are those which could lead to the inability to meet business objectives and to deliver services, leading to financial loss, damage to the Council's image and reputation and failure to meet stakeholders' expectations.

Measured in terms of impact and likelihood, the risk score all risks has been assessed at less than 16, This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

Recommendations

23. Cabinet is asked to:

- Comment on progress to date with Smarter York
- Approve the “Smarter Charter”

Reason: To make York an even better place to live.

Contact Details

Author:	Cabinet Members & Chief Officer Responsible for the report:		
Charlie Croft, Assistant Director (Culture, Communities and Public Realm)	Cllr David Levene, Cabinet Member for Environmental Services		
	Cllr Sonja Crisp, Cabinet Member for Leisure, Culture and Tourism		
	Cllr Daf Williams, Cabinet Member for Crime and Stronger Communities		
	Charlie Croft, Assistant Director (Culture, Communities and Public Realm)		
	Report Approved	✓	Date 21 February 2013
Specialist Implications Officer(s)			
None			
Wards Affected: List wards or tick box to indicate all		All	✓

For further information please contact the author of the report

Annexes

Annex 1: Smarter Charter

Smarter Charter

The Council is committed to maintaining a clean, safe and green environment for York. Our aim is to work alongside residents, business and organisations to create attractive neighbourhoods, with a real sense of community, and to tackle the things that can spoil our city, such as vandalism, littering, graffiti, or dog fouling. We will:

- Make sure that Council teams are working together to deliver excellent services
- Make it easy for residents to get involved in looking after their own areas
- Work in partnership with the community to find 'smarter' ways of working
- Use technological innovation to make cost savings for the Council Tax payer

What we will do:

- Empty litter and dog bins, and collect household refuse and recycling
- Clean your streets
- Maintain roads, e.g. filling potholes, gritting, looking after street lighting
- Maintain public spaces, including parks and play areas
- Respond to issues such as litter, dog fouling, graffiti, fly tipping and requests for gulley cleaning
- Enforce parking to keep the streets moving and protect residents' parking
- Help residents and organisations to organise self-help schemes
- Keep you informed about our services through easy to understand information
- Monitor our performance and report back via Your Voice and the Council web site

What we will encourage residents to do:

- Put out refuse, recycling and garden waste no earlier than the evening before collection is due
- Keep your city and neighbourhood tidy for everyone by:

- Not dropping litter, chewing gum, cigarette butts – and, if you see it, bin it!
- Not fly posting
- Cleaning up after your dog
- Reporting any problems by telephoning the York Customer Centre on (01904) 551551 or online at: www.york.gov.uk/DoltOnline
- Consider:
 - Becoming a Street Buddy and adopt a bit of your street, repaint a utility box that keeps getting graffitied, or do some litter picking or weeding
 - Getting involved in the national *Love Where You Live* campaign to raise awareness about littering
 - Joining a ‘Friends of ...’ group to look after a local space such as a park
 - Becoming a snow warden in your area

To find out more contact the Smarter York Co-ordinator on (01904) 55xxxx or email: smarter@york.gov.uk

What we will encourage Businesses and Organisations to Do:

- Use a commercial waste provider that picks up your waste in the early evening
- Sponsor a park, open space, or roundabout
- Encourage your employees to volunteer
- Do a corporate volunteering day through York Cares, working on a project in your locality
- Do your bit in the Spring Clean to clean up your locality
- Get involved in ‘York in Bloom’ e.g. by providing hanging baskets
- Sign up to “Reinvigorating York”
- Avoid put ‘A’ boards on pavements and highway areas

To find out more contact the Smarter York Co-ordinator on (01904) 55xxxx or email: smarter@york.gov.uk



Cabinet**5th March 2013**

Report of the Monitoring Officer

Statutory Report of the Monitoring Officer**Summary**

1. The Local Government Ombudsman has made a finding of maladministration in respect of the way the Council managed the provision of assistance in roofing works for a resident. The Monitoring Officer is obliged under section 5 of the Local Government and Housing Act 1989 to report this finding to Cabinet.

Background

2. The report of the Local Government Ombudsman appears at Annex One to this report. In summary the Ombudsman has found that provision of assistance on roofing works to a vulnerable elderly woman's home was inadequate. The Ombudsman says the Council, and the Agency acting on its behalf, wrongly included solid insulation in the schedule of works to be undertaken when the loft was already insulated, misled her into believing this was a requirement of her home appreciation loan, and allowed the works to be signed off when the woman did not know what document she had signed. The Ombudsman concludes that this, and other failures, caused the woman "a significant degree of distress and anxiety. The Council has agreed to pay compensation of £2000. The Ombudsman recommended this as an appropriate remedy.
4. Under sections 5 of the Local Government and Housing Act 1989 the Monitoring Officer is under a duty to present a report to the Cabinet in the event of a finding of maladministration in respect of an executive function and the Cabinet is under a duty to consider that report. This report discharges that duty.
5. Under section 5A the Cabinet is obliged to consider the report and prepare a report which specifies:-

- (a) what action (if any) the executive has taken in response to the report;
 - (b) what action if (any) the executive proposes to take and when;
 - (c) the reasons for taking the action or, as the case may be, for taking no action.
6. As soon as practicable after the preparation of such a report, it must be sent to each member of the authority and the Ombudsman.
 7. In addition to these requirements section 31 of the Local Government Act 1974 provides that where the Ombudsman reports that there has been maladministration, the report shall be laid before the authority concerned and that it shall be the duty of that authority to consider the report and within 3 months of the date of receipt of the report to notify the Ombudsman of the action which the authority has taken or which it proposes to take.

Consultation

8. As required by the Act, the Chief Executive as Head of Paid Service and the Director of Customer and Business Support Services as s.151 officer have been consulted in the preparation of this report.

Options

9. Cabinet may accept the recommendations in whole or in part and may agree additional actions

Analysis

10. The steps which have already been taken have been identified by the Local Government Ombudsman as representing an appropriate remedy.

Implications

11. Legal implications are contained within the body of the report. There are no other specific implications which need to be identified.

Risk Management

12. There are no additional risks associated with the recommendation.

Recommendations

13. Cabinet are asked to:

- 1) Note the Local Government Ombudsman's findings and recommendations and to endorse the steps already taken by Officers by way of offering a remedy.

Reason: To satisfy the legal requirement to consider the report and to confirm the appropriateness of the remedy recommended by the Ombudsman.

- 2) Take no further action in relation to the matters set out in this report.

Reason: The steps already taken have been accepted by the Ombudsman as representing an appropriate remedy.

- 3) Adopt this report as the Council's formal response under section 5A of the Local Government and Housing Act 1989 and section 31 of the Local Government Act 1974 and arrange for it to be sent to every member of the Council and the Ombudsman.

Reason: To comply with legal requirements.

Contact Details

Author:

Andy Docherty
Monitoring Officer
Tel No. 01904 551004

Chief Officer Responsible for the report:

Andy Docherty
Monitoring Officer
Tel No. 01904 551004

**Report
Approved**



Date 18/02/13

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

All

For further information please contact the author of the report

Background Papers:

None

Annexes

Report of Local Government Ombudsman

Report

on an investigation into
complaint no 11 021 734 against
City of York Council

11 February 2013

Investigation into complaint no 11 021 734 against City of York Council

Table of Contents	Page
Report summary	1
Introduction	3
Legal and administrative background	3
Investigation	3
Conclusions	12

The Local Government Act 1974, section 30(3) generally requires me to report without naming or identifying the complainant or other individuals. The names used in this report are therefore not the real names.

Key to names used

Mrs Hazel	The complainant
Mrs Cedar	The complainant's sister-in-law
Officer Spruce	Technical Officer, the Agency
Officer Pine	Housing Needs, Advice and Support Worker, the Agency
Officer Hawthorn	Manager, the Agency
Officer Jasmine	Technical Officer, CYC
Officer Ash	Housing Adaptations Manager CYC
Officer Maple	Sub-Regional Loans Officer CYC

Report summary

Private housing improvement

Mrs Cedar complained on behalf of her sister-in-law Mrs Hazel, that the Council tricked Mrs Hazel into signing off work for a home appreciation loan when the agreed work was not completed in accordance with the schedule and Mrs Hazel was not satisfied with the work done. She says the council also took an excessively long time to respond to Mrs Cedar's complaint about the matter.

The Ombudsman finds that the Council and the Agency acting on its behalf in providing technical assistance with the Home Appreciation Loan service:

- included solid insulation in the schedule of work when Mrs Hazel's loft was already adequately insulated;
- misled Mrs Hazel into believing the solid insulation was a requirement of the loan;
- changed the insulation material to traditional roll type material without consulting Mrs Hazel and then did not fit the insulation material as it was not needed;
- failed to keep adequate records of the changes to the tiles, the cost of the new tiles and the exact cost reduction resulting from the change;
- failed to ensure the sign off meeting was pre-arranged at a time convenient to Mrs Hazel and with Mrs Cedar present
- failed to ensure a thorough inspection of the work was carried out and a proper record of that inspection as kept, which should have highlighted the problems with the loft insulation;
- failed to deal with Mrs Hazel's complaint in a more timely manner and failed to seek information from the Agency officers at an earlier stage.

This amounts to maladministration which has caused Mrs Hazel a significant degree of distress and anxiety. She feels she paid more for roof works than was necessary and she did not get the improved insulation she had been promised. Given the lack of records she is uncertain as to whether the bill was reduced by a sufficient amount and whether she has been overcharged. She no longer trusts anyone to carry out work in her house and will not answer the door to anyone she does not know.

Finding

Maladministration causing injustice, remedy agreed.

Agreed remedy

The Council has agreed to pay Mrs Hazel £2000 compensation for the cost of the insulation which was not installed, in addition to the distress, anxiety and time and trouble this matter has caused her.

Introduction

1. Mrs Cedar complained on behalf of her sister in law Mrs Hazel, that the Council tricked Mrs Hazel into signing off work for a home appreciation loan when the agreed work was not completed in accordance with the schedule and Mrs Hazel was not satisfied with the work done. She says the council also took an excessively long time to respond to Mrs Cedar's complaint about the matter.
2. My investigator has:
 - a. considered the complaint and the documents provided by Mrs Cedar;
 - b. visited Mrs Hazel at her home;
 - c. made enquiries of the Council;
 - d. considered the comments and documents the Council provided;
 - e. visited the Council on three occasions to look at the files, to interview three officers from the Council and three from the Agency

Legal and administrative background

3. My powers are defined by the Local Government Act 1974 as amended by the Local Government and Public Involvement in Health Act 2007.
4. I investigate complaints of fault where someone says it has caused them injustice. If I find fault but no injustice, I will not ask a council to provide a remedy. If I find both fault and injustice, I may ask for a remedy.
5. I have the power to decide whether to start, continue or discontinue an investigation into any complaint.

Home appreciation loan (HAL)

6. A home appreciation loan is an equity release loan offered by the Council to assist vulnerable homeowners bring their homes up to health and safety or decent home standards. It is available to home owners who are either 60 or over, disabled or have a child under 16 living with them and are in receipt of a qualifying benefit such as income support or pension credit.
7. The loan is registered at the Land Registry as a charge against the property and only has to be paid back when the property is sold. But the amount of the loan to be paid back is calculated as a percentage of the property so if house prices increase then the amount to be paid back increases as well. The increase is capped at 7%. The minimum loan available is £2,000 and the maximum £30,000. The loan is administered by Sheffield City Council on behalf of City of York Council. The conditions say that payment of the loan will be made direct to the

contractors on completion of the work, after receipt of a satisfactory invoice and a satisfactory final inspection.

The Agency

8. The Agency was an organisation contracted by the Council to provide technical support applications for home loans and grants including the home appreciation loan. It closed on 31 March 2011 due to withdrawal of government funding.

Building regulations requirements for insulation

9. Approved document L1B (effective from 1 October 2010) provides a table showing the targets for insulation when undertaking roof works. It states that loft insulation should be topped up to a depth of at least 250mm of mineral or cellulose fibre, laid between and across ceiling joists.

Investigation

10. Mrs Hazel lives in her own property. She is over 60 and in receipt of income support. She has learning difficulties and struggles to understand paperwork. She always asks her sister-in-law (Mrs Cedar) to help her with forms and anything requiring a signature. She had previously received assistance from the Council to carry out grant-aided works in her property. Prior to these events the most recent project in 2007 involved replacing her kitchen and the old soffits and fascias. It had not gone to plan and Mrs Hazel had pursued complaints about the contractors involved. It left her feeling very wary of using the Council's services again.
11. In 2005 Company W had insulated her loft. She has a certificate dated 11 April 2005 saying that 27 square metres of roof space was insulated to a thickness of 270 mm with seven rolls of Superglass contract roll insulation. She also has cavity wall insulation.
12. In 2009 Mrs Hazel noticed some loose tiles on her roof. It was not leaking but she was concerned that it might get worse. She first obtained two quotations herself for re-roofing works, one for £5,290 and the other for £5287.50, both inclusive of VAT. In December 2009 she contacted the Council to enquire if any assistance was available. It directed her to the Agency. Officer Spruce, a Technical Officer who worked for the the Agency visited her on 6 December 2009 and said she may be eligible for a Home Appreciation Loan for roof works. His note says:
"Joint visit was required with [Officer Pine, the Housing Needs, Advice and Support Worker] to explain loan when client has advocacy".
13. Officer Spruce, Officer Pine and their manager Officer Hawthorn all said at interview that they were aware either from current or past dealings with Mrs Hazel that she required help with paperwork and preferred either her sister-in-law Mrs

Cedar or her sister to be present at meetings. Apart from a brief note at the beginning of the file this was not formally noted.

Schedule of work

14. Officer Spruce and Officer Pine visited on 12 January 2010. Mrs Cedar was present. Mrs Hazel signed an authorisation from allowing the Agency to act as agents for her to administer and process the grant. The form says she is aware she is not obliged to use the Agency and could process any application herself. Officer Pine says she explained the purpose of the loan and how it would work, while Officer Spruce carried out an inspection in order to draw up a schedule.
15. Mrs Cedar says she showed them the quotations Mrs Hazel had already obtained and that Officer Spruce said the Council would not let her have the loan unless she had solid insulation which would save energy and heat. Officer Spruce, at interview, had no recollection of either the quotations or the conversation.
16. Officer Spruce sent out a detailed schedule to Mrs Hazel on 11 February 2010. The Schedule included:
 - a. submit a building regulation notice to the Council;
 - b. supply and install rigid sheet insulation fixed between the timber rafters. Any timbers used to support insulation must be treated. Guidance must be sought via Building Control Officer from York City Council as to the depth of insulation required;
 - c. supply and install new plain concrete tiles similar to existing or as close as possible such as 'Marley Plain Concrete Tile' or 'Sandtoft Plain Concrete Tile'. Sandtoft Plain Tile was then specified. Beneath this it said tile colour must be agreed with client and a sample provided to the client's agent before works commence.

Quotations

17. Mrs Hazel signed and returned the form to say she agreed with the proposed work. The Agency sent out the schedule to three contractors on 1 April 2010. Two contractors replied, returning quotations of £7,706.16 plus VAT and £8,108 plus VAT. The cheapest quotation included £959.29 for the solid insulation and £2688.19 for the roof tiles. The more expensive quotation included £648 for the insulation and £2135 for the tiles.
18. Officer Spruce sent both to Mrs Hazel in May 2010. Mrs Cedar said that when they received the quotations she contacted Officer Spruce to ask why they were so much more expensive than the ones she had obtained. She says he told her that it was because of the solid insulation. It was time-consuming and expensive to fit. Mrs Cedar says she checked this with a friend who was a builder and he confirmed it was more expensive. Mrs Cedar says Mrs Hazel only agreed to go ahead with the more expensive Council scheme because she felt solid insulation

- would be an improvement on what she had already. Otherwise she would have arranged for the work to be done privately at a cheaper cost.
19. At interview Officer Spruce said he would expect quotations obtained by the Agency/the Council to be more expensive because they conformed to building regulations and health and safety standards in terms of scaffolding and insulation.
20. Officer Spruce said at interview that he included solid insulation in the schedule because that was a requirement of building control. Officer Jasmine, a Technical Officer for the Council, said at interview that solid insulation was a requirement of building control due to a green initiative. Officer Ash, the Housing Adaptations Manager, at interview said building control did not require solid insulation under a green initiative or otherwise. There is no evidence that building control had any knowledge of the proposed work at this stage.
21. Mrs Hazel agreed to go ahead with the cheapest quotation and signed to say she agreed with the figures including the fact that they were exclusive of VAT. Although Mrs Cedar says that neither of them realised the quotations were exclusive of VAT, so the total proposed cost at that point including VAT was £9054.77 and £9526.90.

Loan application

22. Officer Maple (the sub-regional loans officer) who worked for a number of authorities including City of York Council, then became involved to assist Mrs Hazel in completing the financial paperwork for the loan. He had several meetings at Mrs Hazel's house and said at interview that he recalled Mrs Cedar being there on most occasions. A loan of £10,500 was agreed and registered as a charge on Mrs Hazel's property. This was completed on 4 February 2011 and notification sent to Mrs Hazel and the chosen contractor.

Start of work

23. The Council's records say Officer Spruce chased the contractor for a start date on 22 February 2011. Mrs Cedar says the scaffolding went up on 26 February 2011 and the contractors started on 8 March 2011. She said tiles were delivered on 10 March, insulation and batons on 11 March 2011. Mrs Hazel says they worked hard for the first week but struggled to fill their time on the second week maybe working for around three to four hours on the Monday and Tuesday, just two hours in the morning on Wednesday and they had finished by early afternoon on Thursday 17 March. On Saturday 19 March they returned to put the lead on the roof but after that they had gone. The scaffolding was still there but there were no ladders and no contractors present. She said three rolls of unopened insulation material were left in her loft.

Changes to schedule

24. Mrs Hazel says that Officer Spruce came to the door one day during the work with a photograph of some roof tiles and asked her if she wanted to save some money if she used these instead of the tiles on the schedule. They were the same as a neighbour's tile. Mrs Hazel orally agreed to the change.
25. The Council's records state that on 16 March 2011 Officer Spruce agreed on site with one of the contractors to swap the style of tile and omit the rigid insulation in favour of rockwool (traditional roll insulation) which should a result in a saving of approximately £800. Mrs Hazel and Mrs Cedar both say they had no knowledge of the change to the insulation and would not have agreed to it had they been asked as that was the main reason they agreed to go ahead with the Council's scheme.
26. Officer Spruce said at interview the change to the insulation took place because building control relaxed its requirements for solid insulation. He said he would have spoken to building control but could not recall doing so. There is no record of such a conversation. In respect of the tiles he said he was trying to save money by using a larger tile. He did not know which tiles he used in the end or how much they cost. Officer Pine said she knew the tiles had been changed and believed there had been a problem sourcing the specified ones. She knew nothing about the change to the insulation.

Sign off

27. All parties agree the work was signed off on 23 March 2011 by Officer Spruce and Officer Jasmine. Officer Jasmine had been working with Officer Spruce since January 2011 as the Agency was due to close at the end of March 2011 due to the withdrawal of government funding. She was there to ensure a smooth handover of cases.
28. Mrs Hazel looks after her young granddaughter who has special needs. Every weekday she leaves the house at around 3 pm, travels across the city to pick her up from school arriving home around 4.15 pm. When she gets home she has a strict routine and her granddaughter requires a lot of attention.

Documentary evidence

29. There are two documents completed in Officer Jasmine's handwriting and signed by Mrs Hazel on 23 March 2011. One is entitled 'Interim/Final Certificate of Completion' and states:

"An inspection of the appropriate work was carried out on 23 March 2011... All works covered by this certificate have been completed to the satisfaction of the Council."

30. Under the Heading 'Additions/Deletions', N/A has been written. Officer Jasmine and Officer Ash also signed it on 23 March 2011.
31. The second document is a contractor's report form asking a series of questions about how satisfied Mrs Hazel was with the work done. The answers are all very complimentary and in the box for further comment it says:
'Good product advice, Money saving by Tech Officer'.
32. In answer to the question as to how she heard about the service it says 'Word of mouth'. One of the options was 'You've dealt with us before' but this was unticked.

Mrs Hazel's account of events

33. Mrs Hazel says that on 23 March 2011 she left as normal to pick up her granddaughter. Her son was in the house. She says Officer Spruce rang at 3 pm and left a message on her answer-phone saying he would call at 3.30 pm. She did not get this before she left. At 3.30 pm Officer Spruce and Officer Jasmine knocked on the door. Her son said Mrs Hazel was out. Officer Spruce and Officer Jasmine waited outside in the car until Mrs Hazel returned home at 4.15 pm.
34. She says they knocked on the door before she had even got her coat off and were very insistent to come in. She was pre-occupied with her granddaughter who was getting upset because her routine had been disturbed. She says Officer Jasmine asked her some questions and Mrs Hazel queried whether or not it was the sign off. Officer Jasmine said that it was not the sign off but just a questionnaire about how the workmen had done. Officer Spruce said that Officer Pine and Officer Maple would have to come at a later date to do the sign off. Officer Jasmine said there were two copies of the questionnaire, one for the Council and one for the contractor. She urged Mrs Hazel to sign it so she could attend to her granddaughter and they could go. She says they left at 4.30 pm and that no-one went up into the loft or onto the roof.
35. Mrs Hazel says she would not have signed the form without Mrs Cedar being present if she had known it was the sign off inspection.

Officer Jasmine's account of events

36. She had not visited Mrs Hazel before the sign off visit. She said they arrived at Mrs Hazel's house about 2.30 pm and they had been in the area carrying out other visits but she couldn't say where. She said she wouldn't normally visit unannounced but given the impending closure of the service there was some pressure to get things signed off. The contractors were still on site clearing up and the scaffolding was still up. Officer Spruce went up the contractor's ladder and inspected the roof. He spoke to the contractors and took about 10 to 15 minutes.

37. Then they waited in the car for Mrs Hazel to come back and did the sign off. Mrs Hazel was happy with the contractors. She had no idea Mrs Hazel was not happy to sign off the work without Mrs Cedar being there. If she had known this she wouldn't have done it. She knew she was a vulnerable person. Officer Jasmine said she went through all the questions with Mrs Hazel to make sure she understood everything. The questionnaire took about 10 minutes. Mrs Hazel was there with her granddaughter and no-one else. She said she gave her the option of leaving the form with her and letting her take her time over completion.
38. Officer Jasmine also said Officer Spruce went up in the loft and checked the insulation and that he had regular contact with the building control department. She later said she didn't see Officer Spruce go up in the loft but he said he had done so.

Officer Spruce's account of events

39. Officer Spruce said his normal practice was to sign off jobs with Officer Pine or Officer Jasmine. They would always make a pre-arranged appointment. He would do that by telephone. He would not go if there was no answer. He could not remember the arrangements in this case or whether he waited outside. He would not turn up unannounced. He could not recall any conversations with Mrs Hazel about what she was signing. He agreed that the form should have detailed the changes to the tiles and the insulation.
40. He remembered looking at the roof when it was all finished. He remembered there had been complaints from an elderly neighbour. He asked the contractor to leave the scaffolding up so he could check the roof. He said in terms of the loft he did check it as he had a set of surveyor's ladders. He said he couldn't remember if any rolls of insulation were in the loft but that would be quite common. When asked who was present he said Officer Pine or Officer Jasmine and Mrs Hazel but he didn't know if Mrs Cedar was there. He was happy that the insulation had been installed properly. He said building control had to go back and do a second visit to issue a certificate.

Invoice

41. The contractors sent an invoice to the Council on 23 March 2011. It included a £900 reduction for 'Cost saving for change of specified tile and change in insulation specification', leaving a final bill of £8,167.43.

Complaint

42. Mrs Cedar then contacted the Council to find out when the final inspection was to be done and discovered that the work had been signed off and the money paid to the contractors. She obtained the certificate of completion and the final invoice and noticed the discrepancies with regard to the insulation. She then made several complaints and had a meeting with Officer Jasmine in April 2011. Mrs

Cedar says that during this meeting Officer Jasmine admitted she had not made clear to Mrs Hazel that she was signing off the work. Officer Jasmine denies this.

43. Officer Ash sent a response to the stage one complaint on 12 May 2011. She said Mrs Hazel had given the Agency authorisation to act on her behalf including the administration of work to her home and that Officer Spruce had agreed to the changes to the tiles and insulation on her behalf on 16 March 2011. She agreed it would be good practice to show the changes on the certificate of completion. She said that there was no written note on file to say that all correspondence should go to Mrs Cedar. In respect of the sign off she said she had spoken to Officer Jasmine and Officer Hawthorn and was unable to conclude that Mrs Hazel had been put under pressure to sign.

44. Mrs Cedar then visited her MP who escalated her complaint to stage two. The Council responded to Mrs Hazel on 3 June 2011 and upheld the stage one decision. Mrs Cedar then escalated the complaint to stage three during a telephone conversation with the complaints manager in July 2011, who said she would try and reply by the end of August. Mrs Cedar chased up the matter in January 2012 and the Council discovered that her complaint had been archived by mistake.

45. It finally sent a stage three response on 10 February 2012. It upheld the stage two decision. It agreed that the change should have been recorded but considered they were only changes to the materials used, were not significant and resulted in a cost reduction for Mrs Hazel. Given Mrs Hazel's dissatisfaction with the works it offered to carry out a further visit to assess the work done.

46. Mrs Cedar then complained to the Ombudsman on behalf of Mrs Hazel in March 2012. She submitted photographs of Mrs Hazel's loft which showed three unopened rolls of yellow insulation material. They also showed some pink insulation already laid in the loft which was covered in debris and brick dust. During the course of the investigation I asked the Council to inspect the loft to see if the insulation had been installed as agreed. This took place on 8 June 2012.

Loft inspection June 2012

47. At interview Officer Ash said two officers had visited and taken eight photographs. They concluded that about 60% of the loft insulation was completed but the area covered by boarding and personal items was not. She said she was happy to ask the contractors why it was not completed and to ensure that it was now completed but Mrs Hazel would have to clear her belongings from the loft space. She then sent me the photographs which I sent to Mrs Cedar.

48. Mrs Cedar replied saying that the photographs appeared to show that the three rolls of yellow insulation had been moved and one roll opened. She also said a bag filled with insulation that had been fastened to the hatch by Company W in 2005, had been moved and the insulation removed.

49. During interviews with the officers involved both Officer Pine and Officer Hawthorn said the Council had not informed them of the complaint until the Ombudsman became involved. Given the time that had elapsed they did not have access to all the records or emails as the Agency had closed at the end of March 2011.
50. In August 2011 the Council sent me a copy of a building notice submitted by the contractors to building control on 14 March 2011. It also said no completion certificate had been issued and no building control officer had visited the site.

Conclusions

Insulation

51. Mrs Hazel's loft had already been insulated in 2005 with traditional rolled insulation material to beyond the thickness required by the building regulations in force in 2010. Mrs Hazel only agreed to go ahead with the proposed scheme at a higher cost than she had intended because the schedule included solid insulation, which would have been an improvement.
52. However I do not consider that the inclusion of solid insulation was necessary. The reasons given by Officer Spruce and Officer Jasmine for its inclusion are without foundation. The insulation in Mrs Hazel's loft already met the building regulations and was not damaged, because the roof was not leaking. The building regulations did not require the insulation to be upgraded to a solid type as part of a green initiative, or for any other reason. Neither is there any evidence that the building control department was aware of the proposals at that stage, or was involved in the drawing up of the schedule, or gave any advice to Officer Spruce.
53. I also do not believe Mrs Hazel was given the option to go ahead with the work without the insulation. She was misled by Officer Spruce into believing that solid insulation was a requirement of the loan. This inflated the cost of the work by over £1000 once VAT was taken into account.

Changes

54. I have concluded that the Council did not inform Mrs Hazel of the proposed change to the type of insulation material to be fitted, once the work had started, and did not obtain her authorisation to go ahead with the change. She recalls the change to tiles being discussed but not the insulation. If it had been suggested I am satisfied she would have objected, given that it was a key factor in going ahead with the work. I do not agree that the authorisation she signed in January 2010 gave Officer Spruce authority to go ahead with this change without obtaining Mrs Hazel's consent, because it was her property and she was ultimately responsible for the contract.

55. I also do not agree with the Council's view that this was only a minor change to materials and was of benefit to her because it saved her money. It was a major change to the original schedule. As her loft was already adequately insulated, the entire cost of the insulation should have been taken off the final bill because no more traditional insulation was needed.
56. The Council said in June 2012 that some insulation had been laid, but not completely. I consider this was likely to be the insulation laid in 2005 as it is covered in brick dust and debris from the re-roofing works and is a different colour to the rolls left in the loft during the work. Mrs Hazel was never asked to move any belongings, nor whether insulation should be laid where the loft had been boarded. I consider it is likely the rolls of insulation were simply left in the loft because it was apparent no further insulation was required. I have not made a finding as to who moved the rolls of insulation and opened one.
57. While I accept Mrs Hazel agreed to the change to the tiles to be used on the roof, I consider that the type of tiles used should have been recorded and the exact cost saving identified. It is impossible to tell, from the figure of £900 given on the final invoice, how much of this was due to the change in insulation and how much to the tiles. I am also concerned that this change was agreed after the work was started, with no reason given beyond saving money. This begs the question why these tiles were not included in the original specification.

Sign off

58. I have considered the three different versions of the events on 23 March 2011. It is agreed the officers turned up unannounced. While this may have been reasonable in some circumstances, all the officers from the Agency say they would not turn up if they knew someone was not there. Given that Officer Spruce left a message on Mrs Hazel's answer-phone, he knew she was not there and I consider he should have made another attempt to arrange a convenient time for her. I have concluded that the officers could see that Mrs Hazel's attention was diverted due to the presence of her granddaughter, which made it even harder for her to be clear about what was happening. The officers should have been sensitive to this, and returned on another occasion.
59. I also find that Officer Spruce knew that Mrs Hazel preferred a relative to be present when paperwork was involved and he should have ensured this was arranged for the sign-off meeting.
60. Officer Jasmine says she offered to leave the form with Mrs Hazel and return at a later date and was not aware of any problems with the meeting. I accept that is her recollection. But regardless of whether the Officers were aware of it, Mrs Hazel did not know she was signing off the work as satisfactory. If she had known this was the purpose of the meeting, she would have insisted that Mrs Cedar was present. She believed she was signing off a questionnaire about the contractor's

- conduct, with one copy for the Council and another for the contractor. Given that she signed two pieces of paper, her version of events on this point is credible.
61. The combination of the unannounced visit, the acknowledgement that the sign-off needed to be completed before the Agency closed, and the lack of assistance from a family member has persuaded me to put more weight to Mrs Hazel's version of events.
62. I also consider the content of the questionnaire was heavily directed by Officer Spruce who clearly completed the form and asked for Mrs Hazel's signature. I find it odd that Mrs Hazel would have chosen the 'word of mouth' option for how she found out about the service when she had used it before on several occasions and that was one of the options given.
63. I have also concluded that it is likely no inspection of either the roof or the loft took place on 23 March 2011. Both Mrs Cedar and Mrs Hazel say the contractors left the site on Saturday 19 March 2011 and the scaffolding was still in place but there were no ladders. I find Officer Jasmine's recollection that the contractors were still there on 23 March 2011 unpersuasive, as they sent the final invoice to the Council that day and the work had only been scheduled to last two weeks. It is possible that Officer Spruce went up on the roof on 23 March 2011 but he would have had to do so using his own ladders. He said he did check the roof when it was finished but did not know when. Neither Mrs Hazel nor Mrs Hazel's son saw him do it on 23 March 2011.
64. I am even less persuaded that Officer Spruce inspected the loft on 23 March 2011. Given the officers' insistence on completing the sign-off that day, and the difficult situation Mrs Hazel was in with her granddaughter, I find it unlikely that Officer Spruce brought his ladders into the house and went up into the loft. If he had done so why did he not comment on the unopened rolls of insulation or the 'uncompleted' insulation?
65. I would also criticise the Council for not detailing the changes to the tiles and insulation on the Final Completion Form. This added to the lack of clarity and transparency about the cost savings to Mrs Hazel.

Complaint

66. I consider the Council delayed in responding to Mrs Hazel's complaint, particularly at stage three and did not obtain all the information it could have, particularly from the Agency officers.

Summary

67. For the reasons given above I consider the Council (and the Agency):
- a. should not have included solid insulation in the original schedule, or should at least have given Mrs Hazel the option to consider the schedule of work without solid insulation;
 - b. should have discussed its change of mind over the need for solid insulation with Mrs Hazel and Mrs Cedar. It would then have realised that no further traditional insulation was necessary and refunded the whole cost to her or obtained an amended quotation for the roof works only;
 - c. should have kept clear records of the changes to the tiles, the cost of the new tiles and the exact cost reduction resulting from the change;
 - d. should have ensured the sign off meeting was pre-arranged at a convenient time to Mrs Hazel, with Mrs Cedar present, and the meeting should not have gone ahead in the circumstances it did;
 - e. should have ensured Officer Spruce carried out a thorough inspection of the work and made a proper record of that inspection, which should have highlighted the problems with the loft insulation;
 - f. should have dealt with Mrs Hazel's complaint in a more timely manner and sought information from the Agency officers at an earlier stage.

Injustice

68. Mrs Hazel is a vulnerable person who has been caused a significant degree of distress and anxiety by these events. She feels she has paid more for roof works than was necessary and she did not get the improved insulation she had been promised. Given the lack of record she is uncertain as to whether the bill was reduced by a sufficient amount and whether she has been overcharged. She no longer trusts anyone to carry out work in her house and will not answer the door to anyone she does not know.

Finding

69. Maladministration causing injustice, remedy agreed

Remedy

70. The Council has agreed to pay Mrs Hazel £2000 compensation for the cost of the insulation which was not installed, in addition to the distress, anxiety and time and trouble this matter has caused her.

71. The Council's own officers are now providing the technical support to people applying for home appreciation loans. The Council is reviewing its procedures to ensure the service is improved to prevent a similar situation recurring in the future.



11 February 2013

Dr Jane Martin
Local Government Ombudsman
The Oaks No 2
Westwood Way
Westwood Business Park
Coventry
CV4 8JB

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CABINET5th March 2013

Report of the Cabinet Member for Crime and Stronger Communities

COUNCIL RESPONSE TO CONSULTATION ON POLICE AND CRIME PLAN**Summary**

1. The Police and Crime Commissioner for North Yorkshire published her draft Police and Crime Plan in February 2013. This report sets out the context behind the plan and asks Cabinet to approve the development of a response by the Cabinet Member for Crime and Stronger Communities and the Director of Communities and Neighbourhoods.

Background

2. The Police and Social Responsibility Act 2011 places a responsibility on the Police and Crime Commissioner to produce a Police and Crime Plan for the force area, setting out the strategic priorities for her term of office.
3. The draft police and crime plan has been circulated to members of the board of Safer York Partnership and widely within City of York Council. Annex A sets out draft responses to the consultation questions and an overall response reflecting the specific relationship between the Council Plan, Safer York Partnership's Community Safety Plan and the draft Police and Crime Plan. Consultation ends on 18th March 2013.

Council Plan

4. The City of York Councils priorities in relation to community safety are embedded within the Council Plan as part of the Building Stronger Communities and Protect Vulnerable People priorities and are also set out in the Safer York Partnership Community Safety Plan. In order to respond to the draft police and crime plan, a piece of work has been undertaken to consider our priorities in the

context of those highlighted by the commissioner, with a view to identifying synergies and areas where the city can support and enhance.

- The draft document is set out at Annex A. Further consultation will be carried out prior to submission on 18th March

Analysis

- Work has been undertaken to read across the Council Plan, Community Safety Strategy and the Joint Strategic Intelligence Assessment produced by the partnership analysis to refresh the Community Safety Plan and identify where City of York Council are in a position to provide local support to the delivery of the Police and Crime Plan.

Recommendations

- It is recommended that Cabinet endorse the draft at Annex A and request that the document is completed by the Director of Communities and Neighbourhoods in consultation with the Cabinet Member for Crime and Stronger Communities.

Reason: To ensure that the Council provides a timely response to the consultation in line with the Council Plan and priorities.

Contact Details

Author:	Cabinet Member & Chief Officer Responsible for the report:		
Jane Mowat Head of Community Safety CANS	Councillor Daf Williams, Cabinet Member for Crime and Stronger Communities		
Steve Waddington Assistant Director Housing & Community Safety CANS	Sally Burns Director, CANS		
	Report Approved	✓	Date 25 Feb 2013
Specialist Implications Officer(s) None			
Wards Affected: List wards or tick box to indicate all			All ✓

For further information please contact the author of the report

Background Papers: None

Annex A: City of York Council Response to the Draft Police and Crime Plan 2013-2017

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Annex A**Police & Crime Plan Consultation
City of York Council Response**

City of York Council are pleased to have the opportunity to respond to consultation on the Draft Police and Crime Plan 2013-2017. As a Local Authority, we have a strong and well established relationship with North Yorkshire Police which extends to before the Crime and Disorder Act established a statutory requirement for police and local authorities to work together.

We are delighted that North Yorkshire Police is the safest force area in the country. We believe that City of York Council has made a significant contribution to that achievement and we look forward to working closely with the Police and Crime Commissioner in ensuring that we continue to retain this position.

The City of York Councils priorities in relation to community safety are embedded within the Council Plan as part of the Building Stronger Communities and Protect Vulnerable People priorities and are also set out in the Safer York Partnership Community Safety Plan. In order to respond to the draft police and crime plan, a piece of work has been undertaken to consider our priorities in the context of those highlighted by the commissioner, with a view to identifying synergies and areas where the city can support and enhance.

GOALS**Reducing Harm**

We support collaboration with neighbouring forces to tackle cross border crime. Within the City we already work closely with neighbouring districts and regionally to share intelligence and information that helps to identify offenders who may target York. Specifically, we have information sharing agreements in place which enable us to share intelligence relating to travelling criminals targeting our retail community.

We support the development of work deliver the national alcohol strategy at a local level. Joint work is under way between the community safety partnership and the health and wellbeing board to ensure that we tackle the underlying causes of crime and anti-social behaviour associated with alcohol misuse as well as deal with the effects.

Safer York Partnership has recently produced a Hate Crime Strategy which is due to be launched in the late spring. The action plans underpinning this strategy will ensure that within City of York Council, we are able to contribute to a partnership approach to providing better co-ordinated support to victims. As part of our work within the authority to achieve Equalities Excellence, we see the hate crime strategy as part of wider work to enhance support to communities of interest.

There is synergy between the Police and Crime Plan and the Council Plan in the shared aim to protect vulnerable people. We are working closely with North Yorkshire Police to implement a more robust system of sharing intelligence and information relating to vulnerable victims and developing the multi-agency problem solving case meeting to develop appropriate actions.

Our community safety team within the council works very closely with the Safer Neighbourhood Policing Teams to tackle anti-social behaviour and we welcome the introduction of an anti-social behaviour task force to support this local work.

People First

We support the development of an 'Insight Centre' to harness data and intelligence more effectively. We have already adopted this approach within City of York Council and would offer our support in helping to shape the developments envisaged within the plan.

We are interested in the expansion of the special constabulary and volunteers to extend the policing family. There are opportunities for City of York Council to work closely with the police through the delivery of our community contracts to provide support and shared information and intelligence at the local level.

We welcome the introduction of a less process focused approach. We believe that if we are to continue to achieve successful reductions in crime and the fear of crime, we need to work closely in partnership to develop a greater focus on early intervention and prevention.

We are pleased to see commitment to retaining the Safer Neighbourhood Teams. Within City of York Council, our front line staff work very closely with their local SNTs and have achieved some excellent joint results in terms of reducing crime, anti-social behaviour and improving quality of life.

More with Less

We fully understand the pressures on North Yorkshire Police to preserve front line services within the current economic pressures. We are keen to work closely with our Safer Neighbourhood Commander to identify opportunities for us to develop shared services and utilise opportunities for co-location. Within our new Headquarters at West Offices, we will be facilitating opportunities for PVP staff to be co-located with our safeguarding team and creating the IT links to ensure continued access to our CCTV system.

Fit for the Future

We support the proposals to reduce overheads and develop a sustainable and cost effective service. We have facilitated shared accommodation within West Offices and are keen to explore other opportunities for delivering shared services that will benefit our communities within the city.

To Drive Justice

Reducing reoffending is a priority identified within our Joint Strategic Intelligence Assessment for York and one which sits within the priorities of the Safer York Partnership.

We are keen to increase opportunities for restorative justice as an alternative to custodial sentencing and support work with the CPS

and other Criminal Justice Agencies to develop better outcomes in relation to reducing reoffending in the city.

We work closely with our local probation trust in supporting the Integrated Offender Management programme and also in utilising Community Payback to deliver projects across the city. We are keen to continue this relationship irrespective of the outcome of proposed probation reforms.

Police UK

City of York Council shares a responsibility to deal with civil contingencies and is keen to develop work to ensure that we collaboratively deliver the best possible service to our communities in relation to emergency situations.

Our Chief Executive Chairs the Prevent Gold group and we are committed to ensuring that we have measures in place to deal with the consequences of radicalisation and protect our communities from extremist or terrorist activity.

Overall we believe the police and crime plan sets out the strategic platform from which the police can work in partnership with local authorities and other key stakeholders to maintain the position as safest force area within the country.

Cllr Dafydd Williams
Cabinet Member for Crime and Community Safety.

Consultation questions**1. Generally, how much do you agree with the Commissioner's goals?**

(please circle)

- a) They are about right
- b) There are only one or two I think are right
- c) I'm not sure either way
- d) I disagree with most of them

North Yorkshire is the safest police force areas in the country. The goals provide a good balance between focusing on service improvement whilst also acknowledging the need to drive further efficiencies.

2. In what order would you rank the priorities? (1 =top priority and 6= lowest)

- a) Reducing harm 1 2 3 4 5 6
- b) Putting people first 1 2 3 4 5 6
- c) Delivering more with less 1 2 3 4 5 6
- d) Fit for the future 1 2 3 4 5 6
- e) Driving justice 1 2 3 4 5 6
- f) Police UK 1 2 3 4 5 6

It is actually difficult to rank these as some are interdependent and they are all equally important to maintaining North Yorkshire as the safest force area. Driving Justice may prove the most challenging of these priorities as the co-operation of Criminal Justice Partners will be crucial to success.

3. What additions or changes would you make? (1 = top priority and 5 = lowest)

- a) More emphasis on police performance 1 2 3 4 5
- b) A harder line on dealing with criminals 1 2 3 4 5
- c) Greater emphasis on causes of crime 1 2 3 4 5
- d) Not enough focus on rural areas 1 2 3 4 5
- e) Not enough focus on urban issues 1 2 3 4 5

f) Other (please state) **More emphasis from a police perspective on early intervention and prevention rather than response**

There is a need to be outcome focused, particularly in relation to placing greater emphasis on a victim based approach. However, crime stats play a crucial role in determining where to place resource to greatest benefit. The continued reductions in crime will not be sustained without greater emphasis being placed on early intervention, prevention and gaining greater understanding of the underlying causes of crime. A more holistic approach is required which will necessitate a cultural change within NYP of moving from a response based approach.

4. Do you have any comments or suggestions on what else could be done to improve the performance of North Yorkshire Police either generally or regarding a specific area of crime or concern? Please state:

Intelligence led multi-agency problem solving works well in tackling crime and anti-social behaviour. However the current way in which the police approach their tactical tasking and co-ordination is not always conducive to partnership working. Too much emphasis is placed on the here and now, responding to emerging issues and not enough on gaining a deeper understanding of the causes and underlying factors that lead to crime and anti-social behaviour in the first place.

5. Do you think that the balance is right between cutting costs and protecting frontline policing, given that major savings are needed over the coming years?

- a) Yes
- b) No
- c) Not sure

Like every public sector organisation, the police must still strive to achieve greater efficiencies. However, this needs to be through scrutiny of back room functions to retain greater emphasis on front line services. Strong partnership working at the local level which

allows the police to use their warranted powers while other partners provide support will assist in achieving greater effectiveness and efficiency within the police.

6. Do you think that the right mix between urban and rural issues has been achieved?

- a) Yes
- b) No
- c) Not sure

North Yorkshire is a large police force area with little commonality between either rural or urban areas. Anti-social behaviour is rightly highlighted within the plan and is probably the area that affects quality of life across both rural and urban communities. By adopting a more victim based approach, the geography is largely removed as emphasis is placed on increasing quality of service across all communities irrespective of where they are located. Again, it is crucial that this work is tackled in partnership, particularly with local authorities as they have a greater understanding of their community needs.

7. What, if any, other measures could be taken to help drive justice, given that the courts, judges and Crown Prosecution Service are independent of the police?

- a) More cases brought to court **Yes** No Not sure
- b) Specific notice taken of North Yorkshire's needs **Yes** No Not sure
- c) More people charged rather than cautioned **Yes** No Not sure
- d) Increased use of restorative justice **Yes** No Not sure
- e) Crack down on anti-social behaviour **Yes** No Not sure
- f) Other (please state) *Engage more closely with partners to address anti-social behaviour through a multi-agency problem solving approach.*

There is still a need for closer collaboration and shared understanding between all criminal justice agencies.

8. Are there any other issues you would like included in the plan?

Please state:

Whilst reference is made to working in partnership, the specific role of community safety partnerships is not mentioned. The Crime and Disorder Act 1998 still requires the police to work in partnership with local authorities to tackle crime and disorder in each local authority area. This approach is well embedded and has been in place for fifteen years. Where this works well, it should be acknowledged and developed as the basis for future working to address local problems of crime and anti-social behaviour, bringing in the public health and troubled families agenda as a strong opportunity for more early intervention and preventative work.

9. Do you believe that confidence in North Yorkshire Police needs to be improved?

- a) Yes
- b) No
- c) Not sure

10. Any other comments you would like to add? Please state:

Overall, the plan sets out a balanced approach to service improvement within the police. Given the year on year success in reducing crime across the force, it is crucial that the emphasis changes to develop a greater understanding of the causes of crime and anti-social behaviour and putting in place early intervention and prevention measures alongside response. Working in partnership is crucial to this approach and close collaborative working with local authorities and the community safety partnerships will help to ensure successful delivery of the plan.