

**Notice of public meeting of
Cabinet**

- To:** Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams
- Date:** Tuesday, 3 December 2013
- Time:** 5.30 pm
- Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

Notice to Members - Calling In:

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

4:00 pm on Thursday 5 December 2013, if an item is called in *after* a decision has been taken.

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items 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. Exclusion of Press and Public

To consider the exclusion of the press and public from the meeting during consideration of the following:

Annex B to agenda item 8 (Sale of Land at Holgate Park) and Annex 1 to agenda item 12 (Collaborative Health and Social Care Hub) on the grounds that they contain information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Part 1 of Schedule 12A to Section 100A of the Local Government Act 1972 (as amended).

3. Minutes (Pages 3 - 24)

To approve and sign the minutes of the last Cabinet meeting held on 5 November 2013.

4. 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 2 December 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.

Please note that this meeting, including public speakers, will be filmed and webcast to allow members of the public to view the proceedings without having to attend the meeting.
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5. Forward Plan (Pages 25 - 34)

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

6. Final Report of Scrutiny Review - Community Mental Health & Care of Young People (Pages 35 - 108)

This report sets out the recommendations arising from the Scrutiny Review into Community Mental Health & Care of Young People. A copy of the full final report is at Appendix 1 and Councillor Funnell, the Chair of the Task Group which undertook the work around this topic, will be in attendance at the meeting to present the report.

- 7. Get York Building Phase 3 - Infrastructure Investment Plan For Growth** (Pages 109 - 118)
This report proposes to “ earmark” £10m, from the Economic Investment Fund for York Central. Detail of how the full allocation will be used, along with a full assessment of risk will be subject to a further report.
- 8. Sale of Land at Holgate Park** (Pages 119 - 130)
This report sets out a proposal to sell land to Network Rail for a capital receipt and also purchase a site to the east of the former carriageworks on Holgate Road. The proposal is to rationalise Network Rail operational rail facilities onto the site freeing up land for development on the York Central site and also to ensure City of York Council retains a strategic land holding for a key access route into the York Central site.
- 9. Review of Fees and Charges** (Pages 131 - 148)
The purpose of this report is to seek approval to increase a range of the Council’s fees and charges with effect from the 1st January 2014.
- 10. Consultation Response regarding Combined Authority** (Pages 149 - 224)
This report provides the consultation response regarding the Combined Authority which will help secure further devolution from Whitehall of powers and funding to support economic growth and job creation in York and West Yorkshire.
- 11. Update on the creation of a Warden Call/Community Equipment Loan Store (CELTAS) Community Interest Company** (Pages 225 - 244)
This report provides a summary of the work undertaken in the development and creation of the CELTAS (Community Equipment Loan & Warden Call/Telecare Service) Community Interest Company (CIC). It gives an update on progress and seeks approval for a 1 April 2014 start date for the CIC subject to the completion of the remaining preparatory work.

12. Collaborative Health and Social Care Hub

(Pages 245 - 264)

This report proposes the long term establishment of a Health and Social Care Hub to bring together a wide range of service providers, organisations and/or functions to improve overall outcomes for customers and residents. This Hub would be a collaboration between Adult Social Care, NHS, and the Community & Voluntary Sector.

13. Improving Public Convenience Facilities across the City (Pages 265 - 274)

This report proposes a scheme to create a step change in the standard of the City's public toilets, replacing many of the older facilities with modern, attractive public toilets that will enhance the city centre whilst delivering a revenue saving to the Council.

14. 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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- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
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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	5 November 2013
Present	Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams
In attendance	Councillors Aspden, Burton, D'Agorne, Funnell, Reid, Scott, Steward and Warters

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**52. 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.

Cllrs Crisp and Alexander declared prejudicial interests in respect of agenda item 12b (Delivering Marketing, Culture, Tourism and Business Development for the City of York Council) as Directors of Visit York and they left the room and took no part in the discussion or voting in relation to this item.

Cllr Merrett declared a personal non-prejudicial interest in relation to agenda item 5 (Careers Education, Information, Advice and Guidance Scrutiny Review Final Report) as his daughter was in Yr 9 at a local secondary school.

53. Minutes

Resolved: That the minutes of the last Cabinet meeting held on 1 October 2013 be approved and signed by the Chair as a correct record.

54. Public Participation/Other Speakers

It was reported that there had been five registrations to speak at the meeting under the Council's Public Participation Scheme, and that three Members of Council had requested to speak on

items, details of which are set out below. One of the registered speakers did not attend the meeting:

6. External Funding Scrutiny Review Final Report (Minute 57)

Cllr Steward raised concerns at the size of today's Cabinet agenda which he felt would be difficult to discuss in any meaningful detail.

He also made reference to the final report of the External Funding Scrutiny Review which he considered to have been too broad in scope.

9. 2013-14 Performance and Finance Mid Term (Qtr 2) Report (Minute 60)

Cllr Aspden spoke to express concern at the city centre footfall figures provided in the report and made a request for cross party action to bring the recycling rates back to earlier levels. Concern was also expressed at the timing of the end of green waste collections.

12b. Delivering Marketing, Culture, Tourism and Business Development for the City of York (Minute 63b)

Jane Gibson, spoke as Chair of Visit York confirming the excellent work already undertaken by this body to support the marketing of the city. There was a need however to focus on the competition and address any duplication of effort. She expressed support for the development of a new agency with a partnership approach and one voice to gain York's market share internationally.

Andrea Dudding, representing Unison, expressed support for recent staff consultation on the proposals, confirming that a key element would be to identify what was required from staff who had an expert knowledge of the service. Disappointment was expressed that there was no resident buy in.

Cllr Aspden confirmed that whilst not against the proposals in the three reports related to attracting investment to the city, in principle, there was little detail provided in the reports so he was unable to support the suggested approaches at the present time.

13. Travellers Site Provision – Extension of Osbaldwick Site
(Minute 69)

Cllr Steward made reference to the chairing of the Planning Committee meeting which had recently considered this planning application. Concerns were raised regarding a number of issues relating to the management of the site and of the need for this management prior to the site extension.

Phil Cain spoke as North Yorkshire Police representative, confirming that the Police were aware of the concerns of the local communities of Osbaldwick, Holtby and Murton in relation to crime and anti social behaviour in their area. He reiterated that the Police were working closely with these communities, local businesses and the Parish Councils to prepare an action plan to take steps aimed at reducing these concerns.

Steven Pittam spoke as a representative of the York Travellers Trust who had worked with the travelling community over a number of years. He expressed support for the proposed investment in the Osbaldwick site giving reasons why expansion was necessary. He acknowledged the problems that existed on site however investment would provide better facilities, management and relieve pressure on existing accommodation.

Cllr Warters expressed concern at the cost of extending this site whilst there were existing management problems. The support of the Housing and Communities Agency was questioned together with the rent levels and current arrears of site residents.

16. Creating a Multi-Agency approach to tackling Anti-Social Behaviour and Nuisance (Minute 66)

Andrea Dudding, spoke as a Unison representative, confirming that these proposals were of particular concern to staff. Concern was also expressed at the lack of consultation on the new approach which made it difficult to comment further . Reference was made to the ‘Supporting Transformation’ policy which required staff consultation prior to presentation of reports to committee. Although the report stated that there were no equalities issues this was disputed.

55. Forward Plan

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

56. Careers, Education, Information, Advice & Guidance (CEIAG) Scrutiny Review Final Report

Consideration was given to the final report from the Careers Education Information, Advice and Guidance (CEIAG) Scrutiny Review, at Appendix 1 of the report. A review set up to assess the standard of CEIAG for young people in York, and where appropriate to identify improvements.

Cllr Reid, as Chair of the Learning and Culture Overview Committee presented the report giving details of the Task Groups work on the review, consultation undertaken and input received from young people. Cabinet were asked to support the recommendations.

Cllr Scott spoke as the report author confirming the timeliness of the scrutiny review with OFSTED also carrying out a review of CEIAG and coming to similar conclusions. He reported on the enthusiasm of schools and careers and connexions advisers. He pointed out that many of the recommendations only required promotion however it had been noted that as careers advice was now school based the Council's ability to action some of the final recommendations was limited.

The Chair referred to the suggested development of a charter mark confirming that the criteria should be developed in conjunction with the Cabinet Member. It was questioned whether career guidance could or should be directed to meet the 'skills gap'.

The Cabinet Member expressed her full support for the review and its recommendations particularly as careers advice was key to young people and should be provided much earlier as had been suggested.

Members thanked the Task Group for the compilation of an excellent, relevant and topical report on what was an integral part of the curriculum.

Resolved: That Cabinet approve the recommendations arising from the scrutiny review of Careers

Education, Information, Advice and Guidance (CEIAG) as set out below and in detail in paragraphs 7 to 9 of the report:

- i. The final report together with an executive summary be provided to the following:
 - All Head Teachers at all York secondary schools
 - To employers in the CYC business forum
 - Training Providers
 - National Apprenticeship Service
 - Partner Agencies (North Yorkshire Business Education Partnership, Science Learning Centres)
 - York College
 - All Governors
 - PTA's
 - School Councils and the Schools Council
 - Local Authority Representatives (e.g. CYC 14-19 Manager, CYC Youth Support Service Manager, CYC Strategic Resourcing) ^{1.}
- ii. Champion recommendations 5-10 below and seek both to raise awareness of them and the need for good quality careers advice. ^{2.}
- iii. Develop criteria that embody recommendations 5 -10 below for good careers advice and; ^{3.}
- iv. Develop some form of CYC charter mark that can be awarded to schools that meets the criteria recommended above (following the publication of the forthcoming report on the recent Ofsted review referred to in paragraph 4 above). ^{4.}
- v. Each young person should be offered a career interview. ^{5.}
- vi. There is a need to provide greater scope for involvement by employers in schools – see paragraph 63 of final report. ^{6.}
- vii. Schools should ensure that all young people are provided with advice and the necessary support to access vocational options and apprenticeships – see paragraphs 66-68 of final report. ^{7.}

- viii. CYC website should provide a quick and easy link to careers advice for young people through the Young People's zone at the YorOk website. It could also provide links to other recommended websites – see paragraph 69 of final report.⁸
- ix. Taster days for 6th form and college should be introduced and aimed at young people in year 10 – see paragraph 71 of final report.⁹
- x. At the end of Year 11 a letter should be sent to every young person at their home address that sets out the support services available to them including Castlegate to ensure they are aware of the services on offer, where they are and how to access them – see paragraph 72 of final report.¹⁰

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

Action Required

1,5&10. Implement review recommendations.

SF

2,3 & 4. Implement review recommendations.

KS, MM, KH

57. External Funding Scrutiny Review Final Report

Members considered the final report arising from the External Funding Scrutiny Review, at Appendix 1 of the report. The review had been suggested by Cllr Semlyen with the aim of being more effective and systematic in securing external funding and investment for York.

Cllr Burton, as Chair of the Task Group presented the report confirming that the review had originally been based on European funding. This had however proved too narrow and been extended to identify a structured approach to securing funding and investment in order to maximise the amount received. Further information was provided on the ten recommendations relating to strategic aims, partnership working and the tools required to implement this.

The Chair thanked the Task Group for their work confirming that work was already ongoing in relation to some of the

recommendations whilst others would be taken forward as part of other work which was being progressed.

The Chief Executive confirmed the availability of the Investment Plan for the city before the end of the year. This would highlight key growth priorities for CYC and the wider city, the Plan being critical to draw funds to key city sites.

Following further discussion it was

Resolved: That Cabinet:

- i) Notes the contents of the final report of the external funding scrutiny review set out at Appendix 1 of the report.
- ii) Approves the recommendations as set out in paragraph 4 of the cover report. ¹.

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

Action Required

1. Implement Review Recommendations in full. KS

58. Capital Programme - Monitor Two 2013/14

[See also Part B minute]

Consideration was given to a report which set out the projected capital programme outturn position for 2013/14 including any under/over spends and adjustments and requests to re-profile budgets between years.

The capital programme approved by Council in February, updated in the September monitor was £77.184m, financed by £42.467m of external funding and internal funding of £34.717m. A decrease of £4.611m which was detailed in the current monitor resulting in a revised budget of £72.573m the decrease being made up of £4.403m reprofiling schemes to 2014/15 and scheme reductions of £208k, mainly arising from a reduction in the IT development plan in year spend. Details of the variances in each portfolio area were set out at Table 1 of the report with a summary of the key exceptions, implications on the capital budget and Economic Infrastructure Fund at paragraphs 8 to 42.

Information on the 5 year capital programme was reported at Table 2 and at Annex A and details of the capital programme financing to 2017/18 at paragraphs 45 to 47 and Table 3.

The Cabinet Member reported on a number of large capital projects planned for schools to provide improved accommodation and to smaller variances which affected the overall programme.

Resolved: That Cabinet agree to:

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

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

Action Required

1. Amend the capital programme.

RB, DM

59. Treasury Management Mid Year Review and Prudential Indicators 2013/14

Members considered a report which provided an update on treasury management activities for the period 1 April 2013 to 30 September 2013, to ensure that the Council was implementing best practice in accordance with the Chartered Institute of Public Finance and Accountancy Code of Practice for Treasury Management (as revised).

Details of the present economic background and its effect on the Annual Investment Strategy and Portfolio were set out at paragraphs 4 to 29 of the report.

Information on the monitoring of the Prudential Indicators (PI's) to ensure that the Council had operated within the treasury limits and PI's was also attached at Annex A.

Resolved: That, in accordance with the Local Government Act 2003 Cabinet agree to note:

- i) The Treasury Management activities in 2012/13 and
- ii) The Prudential Indicators set out at Annex A of the report and the compliance with all indicators.

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

60. 2013-14 Performance and Finance Mid Term (Qtr 2) Report

Consideration was given to a report which provided a mid year review and update on progress following the year end analysis reported to Members in July. An overview of achievements to date against the Corporate Plan priorities and the Council's financial position were reported together with information on action taken to affect the necessary savings forecast for 2013/14.

With a further £8.8m of savings in the 2013/14 budget still required the report outlined how this challenge would be met. An overview of the finance forecast in relation to the £127.8m General Fund budget, on a Directorate basis was set out in Table 1. Financial pressures of £3,364k showed a slight improvement on that reported at Monitor 1. Although mitigation strategies were in place it was noted that if the financial position of the health sector or severe weather over the winter months could increase pressure on a number of budgets.

The Cabinet Member for Finance, Performance and Customer Services reported on a number of positive performance areas, including a reduction in Job Seekers Allowance claimants, a reduction in crime levels with York's economy doing well. The reported pressures on Adult and Children's social care were highlighted.

Other Cabinet Members highlighted achievements made in their portfolio areas and areas for improvement.

Following further discussion it was

Resolved: That Cabinet approve the 2013/14 performance and finance mid term report for Quarter 2.

Reason: To provide Cabinet with an overview of performance against the five key priorities of the Council and within this an update on the financial position.

61. 2014-16 Budget Strategy Update

Consideration was given to a report which updated Members on the July Financial Strategy Refresh and the latest Government announcements in relation to grant funding. The level of budget reductions made since 2007/8 were reported together with reductions in funding anticipated up to 2019/20, highlighting the likelihood of adult care costs accounting for up to 50% of the Council's net expenditure by 2019/20.

It was confirmed that, in light of future pressures and budget reductions, the process of equal efficiency reductions to all services was not sustainable. With the budget reduction strategy for 2015/16 and beyond only being achieved by Council wide efficiency, priority based budgeting and transformation work was presently ongoing to identify proposals for each of these areas. Further information in relation to funding reductions and the distribution of cuts which had the potential to significantly widen the gulf between authorities, reported at paragraphs 16 to 30 of the report.

Cabinet Members highlighted the scale of budget reductions required particularly with additional pressures on core services. It noted that it would not be possible to deliver the current level of services without transformation changes.

Officers confirmed the need for greater self reliance to mitigate funding reductions which were still uncertain as budget announcement would not be made until December 2013. Reference was also made to the budget consultations being carried out in all wards between 13 to 28 November, to allow

residents a say in how budgets were spent in the forthcoming year.

Resolved: That Cabinet notes the current issues and approach to financial planning.

Reason: To ensure the Council meets future financial challenges and produces a sound, prudent budget for 2014-15 and 2015-16

62. Annual Audit Letter 2012/13

Consideration was given to a report which presented Members with the Annual Letter summarising the 2012/13 audit of the City of York Council. This was the first year that Mazars had been the Council's external auditor and, in line with the Audit Commission's requirements, a summary of their findings were set out in the Appendix to the report.

It was confirmed that a combination of a good track record in managing expenditure and a robust planning process had enabled savings in excess of £20m to be made by the authority over the last two years.

The Cabinet Member highlighted references in the report to the strong financial standing of the Council and confirmation that appropriate arrangements were in place for securing value for money.

Resolved: That Cabinet notes the Annual Audit Letter 2012/13.

Reason: It is a statutory requirement that the Annual Audit Letter is issued on completion of the audit.

63a Supporting Economic Growth by attracting and supporting investment to the City of York

Members considered a report which provided an update on the city's economic performance, and the productivity challenges faced, recommending the development of new approaches to attracting investment to the city.

Following joint development of the York Economic Strategy 2011-15, which had an overall target of York becoming a top 5 UK for competitiveness and a top 10 mid-sized European city on a similar benchmark, it was noted that the city was underperforming on productivity measures. The barriers facing the city in overcoming this challenge and suggested approaches were reported in detail at paragraphs 13 to 17 of the report.

Officers confirmed the loss of a number of inward investors owing to a lack of suitable commercial premises and their workforce being able to find homes in the city.

Cabinet Members confirmed productivity as a regional issue requiring a greater focus on skills funding.

Following further discussion it was

Resolved: That Cabinet agrees to:

- i) Note progress and the challenges remaining in the delivery of the York Economic Strategy 2011-15.
- ii) Consider the supplementary reports and their recommendations for new ways of working to deliver against these ambitions; and
- iii) Approve the proposal to work with the York Economic Partnership Board to develop these proposals for new ways of working. ¹.

Reason: To ensure members understand changes required for more effective delivery of economic growth.

Action Required

1. Work with YEP Board to develop proposals. KS

63b Delivering Marketing, Culture, Tourism and Business Development for the City of York

Cabinet considered a report which responded to the previous report relating to supporting economic growth, recommending methods of attracting and supporting growth in the city. It

proposed exploration of the development of a new agency to deliver marketing, tourism, cultural and business development for the city.

Although performing well against other cities there was evidence to suggest that York was not capitalizing effectively on its assets which was supported by the city's businesses, wider communities and stakeholders. Currently the city's key partners and organisations worked in a piecemeal approach leading to duplication and fragmented marketing with the new approach proposing:

- A joined up approach to "Brand York"
- A joined up offer for businesses and visitors
- Co-ordination
- Culture of the city being fundamental
- Commercial viability

Details of the new organisation, including the legal structure, establishment and funding were reported at paragraphs 23 to 43 of the report.

Officers confirmed that, although in the early stages, following Member approval different options would be examined with the final product being sector led to streamline current work and raise the profile of the city.

Resolved: That Cabinet:

- i) Agrees in principle to pursuing a joined up approach to business development and marketing.
- ii) Agrees to receive a business plan for an independent agency model for delivery early in the New Year.¹

Reason: To enable the city to make greater progress in attracting and supporting high value investment to the city, and supporting the growth of the visitor economy, all underpinned by a more efficient and effective approach to marketing and profiling of the city's offer.

Action Required

1. Include business plan report on Forward Plan for consideration by Cabinet in early 2014.

KS

63c Delivering Development Investment

Consideration was given to a report which set out details of a new approach to delivering spatial infrastructure requirements arising from the city's economic ambitions outlined in the two earlier reports considered at the meeting.

Members were asked to give an in-principle decision to explore the new model against a full options appraisal with the intention of reporting back to Cabinet in the New Year. A request was also made for the Council's involvement in the international property event MIPIM in 2014 to carry forward and build on contacts and leads made at the previous year's event.

Further information in relation to the investment model proposed, used by other cities and local authorities, was set out in detail at paragraphs 17 to 26 and Appendix 1 of the report, with the timetable for development and benefits to the city at paragraphs 27 to 31.

Officers confirmed that, following discussions with potential investors the need to take these proposals forward or opportunities would be lost.

Following further discussion it was

Resolved: That Cabinet:

- i) Agree in principle to a more strategic and proactive model for bringing forward investment in development of key sites, based on the objectives set out in Para 16 of the report.
- ii) Approve the development and engagement of potential investor partners to develop options for a new model, with the intention of a full options appraisal and business case being brought back to Cabinet in the New Year.¹

- iii) Approve the city's representation at MIPIM 2014 as the next step in engaging with potential investors and developers as part of developing the new model.²

Reason: To enable the city to make a step change improvement in development of key and strategic sites.

Action Required

- 1. Proceed with development of new model, reporting back to Cabinet in the New Year. KS
- 2. Make necessary arrangements for attendance at MIPIM 2014. KS

64. Future Options for the Burnholme Site

Consideration was given to a report which set out details of work undertaken to develop options for the future use of the Burnholme Community College site. This included consultation with the local community to seek their views on the proposals.

Following the decision taken to close the College, owing to a fall in student numbers, a review had been undertaken to investigate a range of alternative uses for the site which included health and wellbeing and retail and housing. With over 300 people taking part in consultation in July 2013 this had resulted in suggestions for a number of possible themes and interest expressed in use of the site by eleven different organisations. The options being considered for the site were:

- A Housing only
- B1 Health and Wellbeing Hub – New Build.
- B2 Health and Wellbeing Hub – part refurbished/ part new build.
- C Small scale Community use

A full appraisal had now been undertaken and a number of high level options developed which were fully discussed in the report together with the financial viability and affordability of each scheme.

The Cabinet Member expressed his support for the site to remain as a focal point of the area and for continued community engagement to hear residents' views prior to a final decision being taken.

Resolved: That Cabinet agree to a community consultation exercise being undertaken, in relation to the Burnholme site, in order to seek views on the options set out in the report and for further work to be done to assess affordability which will be brought back to Cabinet in early 2014 to inform a decision on the preferred option. ¹.

Reason: To deliver a sustainable community facility on the Burnholme site and support corporate priorities with respect to Building Strong Communities and Protecting Vulnerable People.

Action Required

1. Proceed with consultation and schedule item on the Forward Plan to report back.

PC, TC

65. Supported Housing Strategy

Members considered a report which presented a Strategy for Supported Housing, defined as housing designed to meet specific needs in which there was some level of on-site support provided as part of the accommodation offer.

A range of supported housing was available in the city for vulnerable members of the community, developed in response to demand and available resources. However a more co-ordinated approach was required to prioritise need and ensure appropriate and sustainable supported housing solutions. The strategy considered the housing needs of seven specific customer groups:

- Older People
- Mental ill-health
- Learning disabilities
- Young people
- Offenders and ex-Offenders
- Substance misuse

- Homelessness

Informal consultation had taken place with service providers and stakeholders on the seven key areas set out within the strategy. These areas were identified by all stakeholders as key areas with Mental Health highlighted as the key area.

The Cabinet Member highlighted the high proportion of residents with learning disabilities who now had their own tenancies, mainly due to the work of Council Officers and partners.

Consideration was given to the following options:

Option 1 – To adopt the strategy as set out at Appendix 1 of the report

Option 2 – To ask Officers to revise the document.

Resolved: That Cabinet:

- i) Approve option one and adopt the Supported Housing Strategy as set out at Appendix 1 of the report.
- ii) Agree the delivery of the strategy being monitored through the Health and Wellbeing Board. ¹

Reason: The supported housing strategy enables the Council to take a strategic and planned approach to the provision of supported housing for vulnerable residents.

Action Required

1. Implement Strategy and monitor delivery through the Health and Wellbeing Board.

LW, PM

66. Creating a Multi-Agency approach to tackling Anti-Social Behaviour and Nuisance

Consideration was given to a report which detailed work being undertaken in relation to the delivery of street level environmental services, including changes to partnership

working between the City Council and North Yorkshire Police (NYP) to tackle anti-social behaviour (ASB).

Following the streamlining of posts focussed on delivery of the Smarter York agenda, an examination had been made of the current methods of dealing with ASB. This had been found to vary depending whether residents contacted the Council or North Yorkshire Police and the category of the case. As tackling ASB was seen as a local neighbourhood priority and central to both the Council Plan and the Police and Crime Plan consideration had been given to joint working with the NYP to deliver services to improve residents quality of life.

It was proposed to create a multi-agency ASB hub with the NYP to review all ASB reports and establish a new Neighbourhood Enforcement Officer role. The new Officer role would undertake the Council's enforcement function with accredited powers through the Community Safety Accreditation Scheme in order to strengthen relationships with communities. Further information on the development of both the ASB hub and new Officer role and associated powers were reported at paragraphs 21 to 51 and Annex 1 of the report.

The Cabinet Member welcomed the new approach which would provide residents with a holistic approach to ASB problems.

Following further discussion consideration was then given to the following options:

Option 1 – To agree to establish a joint working group to develop the proposals.

Option 2 – To suggest alternative approaches to improve front line delivery of services to address ASB and it was

Resolved: That Cabinet agree to the establishment of a multi-agency ASB hub and Community Safety Scheme Accredited Neighbourhood Enforcement Officer role. ¹.

Reason: To ensure that the council actively addresses the issue of anti-social behaviour on our communities.

Action Required

1. Establish new Enforcement Officer role and multi agency hub in conjunction with NYP. SW, CC

67. Lord Mayoralty 2014/15

This report asked Cabinet to give consideration to the points system for the annual nomination of the Lord Mayor for the City of York Council and confirmed that the Group with the most points under that system should be invited to appoint the Lord Mayor for the 2014/15 municipal year.

The system for nominating the Lord Mayor was based on an accumulation of points determined by the number of seats held by each group on the Council, on Lord Mayor's Day the previous year. Details of the current points accumulated by each group was set out at paragraph 4 of the report showing that the Conservative Group, with a total of 32 points qualified for the position in 2014/15.

Consideration was then given to the options available to either to invite the Conservative Group to nominate the Lord Mayor for the 2014/15 municipal year or consider reviewing the points system currently adopted for nominations.

The Cabinet Leader expressed best wishes to Cllr Gillies for the Conservative Groups support for his nomination as Lord Mayor for 2014/15.

Resolved: That Cabinet agrees to invite the Conservative Group to nominate the Lord Mayor for 2014/2015, in line with the existing accumulated points system.¹

Reason: To ensure that the Council secures the necessary leadership to undertake its civic functions and provides continuity for future selection.

Action Required

1. Note the Conservative Group's entitlement to appoint Lord Mayor for the 2014/15 municipal year. AP

PART B - MATTERS REFERRED TO COUNCIL

68. Capital Programme - Monitor Two 2013/14

[See also Part A minute]

Consideration was given to a report which set out the projected capital programme outturn position for 2013/14 including any under/over spends and adjustments and requests to re-profile budgets between years.

The capital programme approved by Council in February, updated in the September monitor was £77.184m, financed by £42.467m of external funding and internal funding of £34.717m. A decrease of £4.611m which was detailed in the current monitor resulting in a revised budget of £72.573m the decrease being made up of £4.403m reprofiling schemes to 2014/15 and scheme reductions of £208k, mainly arising from a reduction in the IT development plan in year spend. Details of the variances in each portfolio area were set out at Table 1 of the report with a summary of the key exceptions, implications on the capital budget and Economic Infrastructure Fund at paragraphs 8 to 42.

Information on the 5 year capital programme was reported at Table 2 and at Annex A and details of the capital programme financing to 2017/18 at paragraphs 45 to 47 and Table 3.

The Cabinet Member reported on a number of large capital projects planned for schools to provide improved accommodation and to smaller variances which affected the overall programme.

Recommended: That Council agree the adjustments in the Capital programme of a decrease of £4.611m in 2013/14 as detailed in the report and contained in Annex A. ¹.

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

Action Required

1. Refer to Council.

JP

69. Travellers Site Provision - Extension of Osbaldwick Site

Members considered a report which requested approval and part funding, combined with funding from the Homes and Communities Agency (HCA) to support the extension of the Osbaldwick Travellers site. The development agreed by the Planning Committee at their meeting on 24 October provided 6 additional pitches, grazing land for horses and amenity space.

It was reported that overcrowding was an issue on existing pitches, owing to a need to accommodate extended families including young children and elderly relatives and due to a shortfall of provision across the city. The Council currently held a waiting list of approximately 24 households seeking a York Travellers site pitch.

Further information on population growth amongst the traveller population over the Local Plan period 2015-2030 was reported together with details of the proposal, including scheme plan and consultation undertaken at paragraphs 9 to 27 of the report.

The Cabinet Member referred to comments of earlier speakers and to the discrimination and alienation of the community. Thanks were expressed to the Planning Committee for their full consideration of the planning application and for approval given to the extension of the site. The Cabinet Member referred to increases in the scheme costs of £135k which, following discussion, the HCA had agreed to provide an additional £81k match funding to reflect the anticipated scheme costs.

Members expressed their support for the proposals to address the proven need of the community and for ongoing dialog with both the travelling and the wider community to alleviate concerns.

Consideration was then given to the release of funding to support the extension of the Osbaldwick Travellers site and it was

Recommended: That Council give approval to:

- i) Option 1 to provide financial support for the extension of the Osbaldwick Travellers Site.

- ii) A capital budget of £763.5k to be funded from external grant of £423.5k and prudential borrowing of £340k.
- iii) Note the prudential borrowing will be repayable from additional rental income and that the terms of the borrowing and repayments will be agreed by the Director of Customer & Business Support Services. ^{1.}

Reason: To ensure that the council plays an active role in meeting the long term accommodation needs of the travelling community

Action Required

1. Refer to Council.

JP

Cllr J Alexander, Chair

[The meeting started at 5.30 pm and finished at 8.30 pm].

FORWARD PLAN

Table 1: Items scheduled on the Forward Plan for the Cabinet Meeting on 7 January 2014

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

<p>Members are asked to give approval of the draft strategy to enable public consultation to commence.</p>		
<p>Community Stadium Project Update Report Purpose of Report: To update Members on the progress of the stadium project, the financial package and the specification.</p> <p>Members are asked to approve the officer recommendations within the report.</p> <p>Exempt information - commercial information regarding the current procurement process.</p>	<p>Tim Atkins</p>	<p>Cabinet Member for Leisure, Culture & Tourism</p>
<p>Review of York's Financial Assistance Scheme</p> <p>Purpose of Report: To review the current scheme & consider proposals for the scheme from April 2014</p> <p>Members are asked to make a decision on options presented.</p>	<p>John Madden</p>	<p>Cabinet Member for Finance, Performance & Customer Services</p>
<p>Disposal of and investment in Council assets, 17/21 Piccadilly and Stonebow House</p> <p>Purpose of Report: To recommend the sale of 17/21 Piccadilly and purchase of remaining freehold on Stonebow House.</p> <p>Members are asked to approve the recommendation for the sale of 17/21 Piccadilly based on the analysis of the bids received following the marketing of the property, and agree the purchase of the portion of the freehold on Stonebow currently owned by North Yorkshire County Council.</p>	<p>David Baren and Paul Fox</p>	<p>Cabinet Member for Finance, Performance & Customer Services</p>

<p>Award of Discretionary Rate Relief Purpose of Report: To approve any new awards of discretionary rate relief for the period 2014 - 2016</p> <p>Members are asked to consider any new applications against budget available and approve any new awards</p>	<p>David Walker</p>	<p>Cabinet Member for Finance, Performance & Customer Services</p>
<p>Cycle Hire Scheme for York - Update & Approval Purpose of Report: is to provide an update as regards the proposed 24 month trial of a city wide public cycle hire scheme within York which received in principle agreement from Cabinet (July 2013) following an initial feasibility report.</p> <p>Cabinet is asked to approve the presented business case and grant officers authority to award contract(s) and proceed with implementation of the scheme.</p>	<p>Richard Holland</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>
<p>National Non Domestic Rates (business rates) Discount Policy Purpose of Report: to set a policy that aligns to both council priorities and Leeds City Region (LCR) discount policy.</p> <p>Members are asked to approve the policy.</p>	<p>David Walker</p>	<p>Cabinet Member for Finance, Performance & Customer Services</p>

Table 2a: Items scheduled on the Forward Plan for the Cabinet Meeting on 4 February 2014

Title & Description	Author	Portfolio Holder
<p>Contract with the Community Benefit Society for Libraries and Archive Services Purpose of Report: This report asks the Cabinet to agree the heads of terms with Explore Libraries and Archive Mutual for operation of the Council's libraries and archive services.</p> <p>Members are asked to agree the heads of terms of the contract for operation of the service from 1 April, 2014.</p>	Charlie Croft	Cabinet Member for Leisure, Culture & Tourism
<p>Capital Programme Monitor 3 2013/14 Purpose of Report: To provide members with an update on the capital programme.</p> <p>Members are asked to note the issues and approve any adjustments as required.</p>	Ross Brown	Cabinet Member for Finance, Performance & Customer Services
<p>Financial Strategy 2014/15 to 2018/19 Purpose of Report: To provide Members with an overview of the 5 year finance strategy.</p> <p>Members are asked to note the issues and recommend the budget to Full Council.</p>	Debbie Mitchell	Cabinet Member for Finance, Performance & Customer Services
<p>Capital Programme Budget 2014/15 - 2018/19 Purpose of Report: To provide Members with an overview of the proposed 5 year capital programme.</p> <p>Members are asked to note the issues and recommend the budget to Full Council.</p>	Ross Brown	Cabinet Member for Finance, Performance & Customer Services

<p>Treasury Management Strategy and Prudential indicators 2014/15 Purpose of Report: To approve the 2014/15 treasury management strategy.</p> <p>Members are asked to note the issues and approve any adjustments as required to the prudential indicators or strategy.</p>	Ross Brown	Cabinet Member for Finance, Performance & Customer Services
<p>Q3 Finance & Performance monitor 2013/14 Purpose of Report: To provide Members with an update on the 2013/14 finance and performance information.</p> <p>Members are asked to note the issues.</p>	Debbie Mitchell	Cabinet Member for Finance, Performance & Customer Services

Table 3: Items slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Contract with the Community Benefit Society for Libraries and Archive Services Purpose of Report: This report asks the Cabinet to agree the heads of terms with Explore Libraries and Archive Mutual for operation of the Council's libraries and archive services.</p> <p>Members are asked to agree the heads of terms of the contract for operation of the service from 1 April, 2015.</p>	Charlie Croft	Cabinet Member for Leisure, Culture & Tourism	Nov 13	4 Feb 14	To fit in with the Community Benefit Society's Implementation Plan.

<p>Community Stadium Project Update Report</p> <p>Purpose of Report: To update Members on the progress of the stadium project, the financial package and the specification.</p> <p>Members are asked to approve the officer recommendations within the report.</p> <p>Exempt information - commercial information regarding the current procurement process.</p> <p>Due to a high volume of business scheduled for 5 November meeting, CMT agreed in conjunction with officers that this item can be deferred to 3 December meeting.</p>	Tim Atkins	Cabinet Member for Leisure, Culture & Tourism	Nov 13	7 Jan 14	The timing of the decision is required to link to the framework required for final bids for procurement process which is not expected until the new year.
<p>Draft Local Flood Risk Management Strategy</p> <p>Purpose of Report: The Council is required to produce a Local Flood Risk Management Strategy under Section 9 of the Flood and Water Management Act 2010. In consultation with flood risk management partners a draft strategy has been produced. Following Cabinet approval of this, it will be subject to public consultation and final Cabinet approval.</p>	Mike Tavener	Cabinet Member for Transport, Planning & Sustainability	Oct 13	7 Jan 14	The decision has been deferred until the January Cabinet meeting as the strategy document that is scheduled to accompany the report is still in draft form and is currently out to internal consultation.

<p>Members are asked to give approval of the draft strategy to enable public consultation to commence.</p> <p>This report has been slipped to the November Cabinet because the draft Flood Risk Management Strategy requires internal and external consultation to be carried out and the results incorporated into the document to be taken to Cabinet. It is intended to discuss the draft in a workshop format to bring together all interested parties. While the writing of the draft is progressing well it will not be possible to set up a workshop in the timescale required by the Cabinet process, which is further aggravated by the summer holidays. In order to ensure that a robust document can be presented to Cabinet it is requested that the item be slipped to the November meeting, by which time satisfactory consultation will have been achieved. There is no statutory deadline for the production of the strategy and minimal risk to the Council in delaying its production.</p> <p>Due to a high volume of business scheduled for 5 November meeting, CMT agreed in conjunction with officers that this item can be deferred to 3 December meeting.</p>					
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<p>Copmanthorpe Neighbourhood Plan Purpose of Report: Copmanthorpe Parish Council has submitted an application to produce a Neighbourhood Plan and are currently undertaking a 6 week publication period.</p> <p>Cabinet is asked to approve the production of a Copmanthorpe Neighbourhood Plan.</p>	Rebecca Harrison	Cabinet Member for Transport, Planning & Sustainability	Nov 13 (Cabinet Decision)	7 Jan 14	Due to the emphasis of the report changing to include the debate around the future approach to Neighbourhood Plans the quantity/costs and resources involved, this item will now be considered at Cabinet and not the Decision Session - Cabinet Member for Transport, Planning & Sustainability.
<p>Review of York's Financial Assistance Scheme Purpose of Report: To review the current scheme & consider proposals for the scheme from April 2014</p> <p>Members are asked to make a decision on options presented.</p>	John Madden	Cabinet Member for Finance, Performance & Customer Services	Dec 13	7 Jan 14	This decision has been deferred until the Cabinet meeting in January as further time is needed to consider consultation feedback and further discussion with stakeholders.
<p>Late Night Levy Purpose of Report: To inform Cabinet of a recent consultation carried out in relation to a proposal to introduce a late night levy within the authority area.</p>	Lesley Cooke	Cabinet Member for Crime and Stronger Communities	Dec 2013	4 March 14	This report will now be taken to Cabinet in March in order to allow for further consultation and consideration of options.

Members are asked to consider the report and findings of the consultation and recommend to Full Council if they believe the late night levy should be introduced within the authority area.					
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Cabinet

3 December 2013

Report from the Health and Overview Scrutiny Committee

Cover Report for Final Report on the Community Mental Health & Care of Young People Scrutiny Review

Summary

1. This report sets out the recommendations arising from the Scrutiny Review into Community Mental Health & Care of Young People. A copy of the full final report is at Appendix 1 to this report and Councillor Funnell, the Chair of the Task Group which undertook the work around this topic, will be in attendance at the Cabinet meeting to present the report.
2. Cabinet are asked to consider the recommendations arising from the review.

Background

3. At a meeting in July 2012, the Lead Clinician from the Child and Adolescent Mental Health Service (CAMHS), the Service Manager for the Youth Offending Team and the Assistant Director for Children's Specialist Services at City of York Council presented the Health Overview and Scrutiny Committee (HOSC) with an introductory briefing on Community Mental Health Services in Care of Adolescents (particularly boys). The Committee agreed to proceed with a review and set up a Task Group to carry out the work based on the following aim and objectives.
4. The aim was to raise awareness of emotional and mental health issues for young people, and the services and interventions available, with a view to ensuring that the wider children's workforce are well informed and equipped to identify and respond to children and young people with emotional problems and/or emerging mental health issues.

Review Recommendations

5. Over a series of meetings the Task Group gathered the evidence that is set out in Appendix 1 and its associated annexes. This led to the following recommendations being made.
 - (i) That secondary schools in the area be requested and strongly encouraged to introduce the Mental Health School Charter, setting out what strategies, resources and support systems were in place to help pupils, carers and support staff identify and cope with emerging emotional or mental health issues;
 - (ii) Whilst fully endorsing the YorOK Child & Adolescent Mental Health Draft Strategy 2013-16 and its vision and aims, the Assistant Director for Children's Specialist Services provide a final draft of the Strategy Action Plan to the Board in Autumn 2013, taking account of the overall recommendations and findings from this review and drawing out the issues surrounding stigmatisation and equalities, as well as signposting where there is evidence of serious mental health problems;
 - (iii) That all providers of the Emotional Literacy Support Assistants Programme (ELSA) be actively encouraged to support the Conference being organised in the Spring Term for 2014, in line with the Targeted Mental Health in Schools (TaMHS) Project, to promote and deliver a preventative strategy for addressing mental health needs in schools; and
 - (iv) That:
 - (a) The potential benefits in the widespread adoption of the Mental Health Toolkit throughout York secondary schools be openly recognised and supported, to help schools respond to children and young people's emotional and mental health needs.
 - (b) Whilst acknowledging the financial costs involved for schools in reproducing the Toolkit, all secondary schools in York be actively encouraged to adopt it and officers explore ways to support those schools in doing this.

Consultation

6. To help with the review a series of consultation meetings were held with Officers across the Council; the Lead Clinician for the Child and Adolescent Mental Health Strategy 2013-16; CYC Youth Offending Team Service Manager; Head Teachers and Pastoral Care Leads; School Nurses and a member of York Youth Council.

Analysis

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

Council Plan

8. This review is directly linked to the Protect Vulnerable People element of the Council Plan 2011-2015

Implications

9. There are no implications associated with this report. Any implications arising from the recommendations in the final report are set out in Paragraph 87& 88 of **Appendix 1**.

Risk Management

10. There are no risks associated with the recommendations in this report.

Options

11. Having considered the final report at **Appendix 1** and its associated annexes, Cabinet may choose to amend and/or approve or reject the recommendations arising from the review as set out in paragraph 5 of this report.

Recommendations

12. Taking into consideration all of the information contained within the attached draft final report and its annexes, Cabinet is recommended to:
 - i. Approve the recommendations arising from the review, as shown in paragraph 5 above.

Reason: To conclude their work on this review in line with Scrutiny procedures and protocols.

Contact Details

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**Report
Approved**



Date 31 Oct 2013

Wards Affected:

All



For further information please contact the author of the report

Annexes

Appendix 1: Final Report



Health Overview and Scrutiny Committee

23 October 2013

Final Report - Community Mental Health & Care of Young People Scrutiny Review

Background

1. This report sets out the findings to date and highlights some emerging conclusions arising from the review to date, from which the Task Group is asked to begin formulating some recommendations.

Background

1. At a meeting in July 2012, the Lead Clinician from the Child and Adolescent Mental Health Service (CAMHS), the Service Manager for the Youth Offending Team and the Assistant Director for Children's Specialist Services at City of York Council presented the Health Overview and Scrutiny Committee (HOSC) with an introductory briefing on Community Mental Health Services in Care of Adolescents (particularly boys) – see **Annex A**.
2. This briefing was provided to support the Committee's consideration of a scrutiny topic proposed by Councillor Runciman at the annual scrutiny work planning event in May 2012.
3. The Health Overview and Scrutiny Committee (HOSC) agreed to proceed with the review and set up a Task Group of its members to carry out the review on their behalf.
4. In early November 2012, the Task Group met with Councillor Runciman who was keen to see the review focus on the correlation between youth offending and mental health problems in adolescents, suggesting there was evidence that effective early intervention could prevent an escalation in mental health problems for young people and consequently contribute to a reduction in youth crime and other poor outcomes for young people. A key message from specialist practitioners at York's Children's Mental Health Matters Conference held in February 2012 confirmed that early intervention could be highly effective in putting things right at an earlier stage.

5. The Task Group discussed a number of themes i.e. :
- The background of young people with mental health issues and an offending record;
 - Emotional support provided in primary schools
 - The challenges associated with providing emotional support to young people in secondary school settings
 - The impact of low level mental health issues on young people's ability to learn and make positive choices were also considered.
6. Based on their discussions the following remit was set for the review:

Aim

To raise awareness of emotional and mental health issues for young people, and the services and interventions available, with a view to ensuring that the wider children's workforce are well informed and equipped to identify and respond to children and young people with emotional problems and/or emerging mental health issues.

Key Objectives

- i. To identify current levels of understanding and awareness of the importance of recognising early symptoms of emotional and mental health problems in young people
- ii. To look at ways of disseminating learning from effective targeted emotional and mental health support in schools – with particular reference to the successful TaMHS (Targeted Mental Health in Schools) arrangements.
- iii. To look at ways to further improve multi-agency working in relation to supporting the emotional and mental health needs of children and young people in the city. In particular, to consider how the developing Child and Adolescent Mental Health Strategy Action Plan 2013-16 (CAMHS) will support this objective.

Consultation

7. Consultation has taken place with:
- Officers across the Council

- The Lead Clinician for the Child and Adolescent Mental Health Strategy 2013-16
- CYC Youth Offending Team Service Manager
- Head Teacher - Huntington Primary School
- Leader of Inclusion - Hob Moor Federation of Schools
- The School/Home Liaison Officer - All Saints Roman Catholic Secondary School
- School Nurses
- York Youth Council

Information Gathered & Analysis

8. The Task Group began its work in gathering information and evidence in support of this review in February, consulting a range of key stakeholders. The Group, supported by officers, undertook an initial scoping exercise to refine the focus and terms of the review. A subsequent programme of interviews with key stakeholders, to establish a clear understanding of the current awareness of and arrangements to support the emotional and mental wellbeing needs of children and young people, ensued. The group reviewed the range of current services, strategies and interventions across the City with a particular focus on the school community. A plenary meeting of the review group to analyse the evidence presented and to triangulate this with the emerging CAMHS strategy for the City was completed. The group ensured that the voice of children and young people remained at the heart of the process by the direct inclusion of and ongoing consultation with representatives from the Youth Council throughout.
9. Members were very mindful of the breadth and scale of the issues potentially in scope of the review topic. It was recognised that children and young peoples' emotional wellbeing and mental health needs cannot be neatly delineated and range across a spectrum of complexity and severity. In the circumstances, and informed by the key objectives, Members focussed on issues of awareness and responsiveness mostly the across universal settings and in particular schools.

The Task Group was open to receiving evidence about areas of more severe or complex needs but recognised the limitations in terms of time and methodology to address these in detail.

10. York Youth Council
The Task Group learnt that in 2011-12 the Youth Council had carried out a review of the PSHE curriculum in York's secondary schools with the aim of suggesting more relevant and engaging material for lessons.

It highlighted that there was a perception among many young people that there were a lot of unhappy people in schools. And, that young people wanted assurance that their emotional wellbeing was high on their school's agenda, and consistent across the city. Officers reported that the national picture was fairly pessimistic but locally the picture was much more positive with schools wanting young people of all ages to be emotionally stable and happy.

11. Working with a Primary Mental Health Worker based at Castlegate, the Youth Council considered information on the experiences of young people with issues such as family bereavement. Looking at whether or not they received support from school. In order to address some of their concerns the Youth Council had identified a number of ways of improving school's approach to emotional health and well being:
 - A scheme of work with six lessons for each of Years 7 – 11 was developed, explaining potential causes of stress and what could be done to manage stress and keep it at a healthy level. The materials encourage young people to work through strategies for dealing with an emotional crisis and it shows young people how to support each other through day to day anxieties . It did not include talking about different types of mental illness.
 - A film was commissioned which explained the Risk and Resilience model (stress bag) which could be used in the lessons – see: <http://www.youtube.com/watch?v=nzGIXER5fdc>
12. In addition, the Youth Council considered a Mentally Healthy School Charter which had been developed to describe what strategies, resources and support systems should be in place in secondary schools. The Charter states that schools should balance well-being with academic achievement, and there should be mental health sessions in PSHE, so students can learn how to deal with a crisis and develop resilience. The Youth Council also gave a presentation at a Head teacher's conference in January 2012, and asked Secondary schools to complete a questionnaire, identifying which of the 12 actions on the Mentally Healthy School Charter they already did in school, so there was baseline data.
13. The Youth Council presented their findings at the Child & Adult Mental Health Strategy Conference in February 2012, and highlighted the need for:

- Information on support services to be put in every child's school planner
 - Peer mentoring services – need to be properly supported by qualified staff, the school needs to allocate time and space
 - Lessons that educate everyone on how to stay mentally healthy and help friends when they are stressed
 - Accessible support for under 16s
 - Support for victims of bullying
14. Finally, to acknowledge the commitment of schools to develop emotionally supportive learning environments, the Youth Council created a three level award.
15. The work of the Youth Council was subsequently shared with the Healthy Schools and Risky Behaviour Consultant who was supporting a multi-agency group of professionals, including health and education representatives, to develop a mental health toolkit for schools. It is hoped that it will be developed in to lessons within York secondary schools.
16. The Task Group recognised that young people cared greatly about their own and their peers' emotional wellbeing, and was pleased to note that the work undertaken by York's Youth Council had been shared with the UK Youth Parliament as part of its Curriculum for Life Campaign.
17. The Task Group agreed to invite a member of the Youth Council to present the findings of their review at a future meeting –details of that are shown at paragraphs 39-46.
18. The Task Group raised the issue of how the Youth Council attracted people to become involved, in particular how they attracted those from a BME¹ background to join or those that would not normally become involved in something like the Youth Council. They felt that whilst the Youth Council was an extremely positive and valuable group it would attract those with a degree of articulacy who were willing and confident enough to become involved. The Voice and Influence Lead Officer at City Of York Council confirmed that the Youth Council does recruit young people from all the secondary schools and youth groups, which has enabled the involvement of BME, LGBTQ², a refugee and specific needs young people from Choose 2³ in York.

¹ Black and Minority Ethnic

² Lesbian, Gay, Bisexual, Transgender, Questioning

³ Choose 2 is a youth group for children with learning disabilities and physical disabilities

19. YorOK Child & Adolescent Mental Health Draft Strategy 2013-16 (CAMHS)

The Task Group received information on the draft Strategy, which was in the process of being updated and aligned with the Children and Young People's Plan 2013-2016 and the overall Health and Wellbeing Strategy for the city. Detailed information on the strategy is shown at **Annex B**, alongside the strategic priorities to achieve the overall aim of improving the support available to younger people. Further information from the Assistant Director for Children's Specialist Services on the work in progress in relation to the Children and Young People's Mental Health Strategy 2013-15 was also considered by the Task Group. (see **Annex H**)

20. The Task Group noted that whilst the Council offered a good range of services to support children and young people's emotional health and wellbeing, it needed a more complete picture of local need across all the possible dimensions of young people's mental health. In their view, with better information about what services were needed, the Council would be able to successfully deliver them and be able to evidence it was promoting good emotional health and wellbeing amongst younger people.
21. The Task Group acknowledged that raising awareness of mental health and emotional wellbeing issues amongst young people was a priority, and that listening to children and young people was key, together with regular workforce development for those that work with younger people.
22. The Task Group considered the seven key priorities identified within the new strategy as set out below:
- i. Strategic planning and commissioning bodies will work together effectively to support child and adolescent mental health and wellbeing – *the Task Group were keen that this would involve all communities and health service providers and commissioners; in particular the Leeds and York Partnership NHS Foundation Trust and the newly formed Clinical Commissioning Groups. It was imperative that there was robust communication between the different partnerships.*
 - ii. Children and young people and their families will be treated with respect and confidentiality – *The Task Group were keen that this*

should mean working with whole families and a holistic approach should be taken.

- iii. Mental health and wellbeing services provided by all agencies, including the voluntary and faith sector are well co-ordinated.
 - iv. Promote mental wellbeing for children and young people and intervene early when difficulties begin to emerge – *The Task Group felt that this was around the different services working effectively together.*
 - v. Universal level services (schools/community) will provide coordinated and effective support to children and young people experiencing emotional or mental health problems, through support and signposting by appropriately trained staff – *The Task Group felt that one of the ways this could be achieved was via the mental health toolkit (currently in development and referred to later in this report) and through the TaMHS programme (again mentioned in detail at a later point in this report).*
 - vi. Accessible, specialist support will be available for children and young people with severe or chronic mental health needs. *The Task Group understood from officers that the number of children needing this kind of support was small. It was felt that there was a good track record for providing this kind of support within the city.*
 - vii. Supported, qualified, experienced and confident workforce will work across agency boundaries
23. Further discussion showed that schools, and the Council as a whole, were still struggling to be confident in speaking to young people who were depressed, had other emotional wellbeing issues or were living in difficult circumstances. There were challenges around ensuring that 'listeners' were available for young people, and an understanding that in secondary schools young people would be more likely to speak to their peers, whereas in primary school children are often more likely to speak to their teacher (maybe because they only had one teacher whereas in secondary school a pupil would have several teachers).
24. The Task Group agreed there was a significant need to look at equalities issues in relation to the emotional wellbeing of young people, especially as the population of the city was increasingly changing in terms of race, faith and an increase of young carers. They felt this

should be added to the list of priorities to be included in the refreshed CAMHS Strategy. The Voice and Influence Lead Officer confirmed that LGBTQ young people also needed specific support and more general work needed to be done to remove the stigma within the community (including amongst pupils).

25. Overall, Members felt there was a clear overall multi-agency vision emerging to improve the emotional wellbeing and mental health outcomes for children and young people in the City, but considered some improvements could be made to embed this approach further. These are outlined in the summary conclusions at the end of this report.

School Based Initiatives, Interventions and Resources

26. Mainstreaming York Targeted Mental Health in Schools (TaMHS) Project

The Task Group learnt of the Council's involvement in phase 3 of the TaMHS initiative following receipt of a substantial amount of funding (£222k) to implement a preventative strategy for addressing mental health needs in schools.

27. As part of this York had introduced the Emotional Literacy Support Assistants Training Programme (ELSA), initially targeting a small number of schools (2 secondary and 6 primary schools). Detailed information on the programme is shown at **Annex C**. As part of their fact finding on this, Members learnt the following:

ELSAs received a comprehensive package of training and supervision to enable them to implement preventative interventions at individual and group level, with children and young people displaying emerging mental health needs,

The TaMHS ELSA project was subjected to a comprehensive evaluation which demonstrated a very positive impact. For all interventions, both individual and group work, improvements were reported by staff, parents and pupils.

- For group work: 72% of staff, 65% of parents and 62% of pupils showed improvements in perceptions of Emotional Health and Well-being (EHWB) for the targeted pupils.
- For individual work: 73% of staff, 63% of parents and 67% of pupils showed improvements in perceptions of EHWB for targeted pupils

- For more complex individual work: 79% of staff, 89% of parents and 75% of pupils showed improved scores on the Strengths and Difficulties Questionnaire (SDQ) for targeted pupils

Cost effectiveness case-studies were undertaken. The cost of TaMHS/ELSA interventions for a specific pupil ranged from £157 (individual support) to £371 (extended group and individual work). Most schools anticipated that without TaMHS involvement, further input would have been required from outside agencies, incurring additional costs which in some cases was estimated at 10 times as much.

Subsequent evaluations of ELSA courses have been very positive. Overall 99 % of the ratings given for achieving the course learning outcomes have been 'good' or 'excellent'. Competence and confidence questionnaires continue to show positive shifts pre and post training. Demand for places on the courses continues to be high. York is now part of the national ELSA Network and has its own website run by one of the ELSAs.

Many of York's schools also use a national strategy called SEAL (Social and Emotional Aspects of Learning) to develop children's social, emotional and behavioural skills including Silver SEAL which is a more targeted approach to improving wellbeing amongst children and young people. ELSAs are trained in Silver SEAL.

It has been noted that just having ELSAs to offer support in a school setting raises the profile of emotional wellbeing.

28. The Task Group recognised the importance of confidential spaces in schools where children could talk to an ELSA. Also that there were many good reasons for early intervention in relation to emotional wellbeing ranging i.e. the positive effect it had on a child or young person to be emotionally stable and confident and minimising the number of children and young people that needed to be referred to a Pupil Referral Unit (PRU) or excluded from school for a fixed term, thereby reducing the cost to a Local Authority.
29. The Task Group agreed that despite there being no more funding available, it would be beneficial to continue the ELSA training and for all Local Authority schools to have at least one ELSA. They also suggested that those in independent schools should be encouraged to join the programme.

30. Mental Health Toolkit

The final paper considered by the Task Group at their February 2013 meeting set out information on the Mental Health Toolkit for Secondary Schools.

31. The Task Group learnt of a review undertaken by the Healthy Schools and Risky Behaviour Consultant with the PSHE Leads in all 10 secondary schools, and also the special school and education support centre. The review took place between May 2010 and September 2011. The initial analysis was to provide the Council with information regarding the provision of Drug, Alcohol and Tobacco Education (DATE), and also Sex and Relationship Education (SRE) on a school and city-wide basis, and to help individual schools identify their present provision and any future actions to further improve this area of PSHE. Each school was provided with a report of the findings and ways to address areas for development

32. The findings of the analysis highlighted many things including:

- Many schools were working at levels consistent with minimum criteria for DATE and SRE as outlined by the Healthy Schools programme
- Many schools had made insufficient use of National and Local data to inform programme planning
- Wider provision of information about health services to support young people in areas readily accessible to students was evident in the majority of schools
- Very few schools had a dedicated team approach to PSHE. Research suggests that this is the most effective model for delivery of DATE
- Whilst assessment of DATE and SRE in PSHE took place informally in some schools, there was often no standard procedure for recording it, (although students did have a good idea of the progress they were making).
- Consideration of the needs' of staff for in-service training on basic drugs awareness, drugs education, SRE, relationships, healthy eating, financial capability and emotional health issues was being addressed through the curriculum, but often teaching staff were concerned about their lack of knowledge in certain areas.
- Teaching staff were concerned about the number of young people who were presenting possible signs of mental health, emotional health and wellbeing issues, which they often felt ill-equipped to deal with in the short term.

- Teaching staff expressed the need for training on signs and symptoms of mental health needs, but also specifically around self-harm and body image. The suggestion of training and a lesson plan Toolkit was felt to be an option to explore over time. The success of the Sexual Relationship Toolkit for young people with learning difficulties, and having a shared vision and understanding with professionals from the Child and Adolescent Mental Health Service were felt to have been very successful. As a consequence, it was felt that a similar approach would be a good starting point for issues raised around mental health and emotional health and well-being.

As a result, agreement was reached to establish a Mental Health Toolkit for Schools with the support of teaching staff. A meeting was arranged with professionals from across the city to cascade the findings from the analysis and to establish ways forward. It was agreed that the action plan would benefit from sitting with the Social, Emotional Working Group (SEWG), for monitoring and future planning.

33. Two sub-groups were established, with one group covering the training needs of teaching staff and the other the Mental Health Toolkit. The Task Group were informed that two meetings of both groups had subsequently been held and work was underway to ensure effective delivery to young people. Further support had also been offered from University College London - Institute of Health Equity (Marmot Team), to ensure that the most relevant and up to date research was available.
34. The training offered through the Toolkit will be provided at three levels:
 - Level 1 - Mental health and emotional health and wellbeing – including generic information around mental health illnesses such as schizophrenia, self harm and bi-polar
 - Level 2 - Working with the Mental Health Toolkit i.e. lesson planning using the Toolkit
 - Level 3 - Bespoke training in schools - to cover further information on the Toolkit and any misunderstanding from the training above
37. The Task Group recognised that after the above training it would be possible to look at specifics; for example, if a school had a particular problem with self-harm then it would be possible to develop lesson plans related to this. It was also acknowledged that building

relationships with key partners was imperative as ultimately one of the most important things to make the Toolkit successful was ensuring that schools engaged with it and its associated materials and embedded them within their curriculum and the overall ethos of their school.

38. On consideration of all the information received in February 2013, the Task Group agreed that they would like to take the following next steps:
 - i. To meet with a representative of the Youth Council to receive the presentation they had given at the CAMHS conference in February 2012 around their review into emotional wellbeing
 - ii. Meet with Head Teachers or Pastoral Care Leads from two primary and two secondary schools (with at least one of these schools not having an ELSA in place)
39. Meeting with a Representative from the Youth Council
In March 2013 the Task Group met with a representative of the Youth Council and received a presentation entitled '*What young people need to help them cope*' – see copy of presentation at **Annex D**.
40. Discussions around the presentation highlighted that the world for young people was a very different place to that experienced by their parents when they were growing up, and they faced a lot of stress. Young people were very often judged by their peers on what they had (i.e. the latest designer trainers or an up to date mobile phone) and this, amongst other things, could lead to school being a very stressful place. Young people face challenges around: peer pressure, relationships, exams and future prospects (i.e. university and employment) as well as trying to understand who they were as individuals as they matured.
41. Schools were also a different place from most parents' experiences, with academic stress and the expectations of what young people were expected to achieve being stressful enough without the added stress of the issues mentioned in the paragraph above. In contrast, the Youth Council representative confirmed there were many things that were good about being a young person which was a good reason why young people needed to be taught about their own mental and emotional health and wellbeing and ways of coping with stress.
42. The Task Group considered the national statistics within Annex D around young people and mental illness (taken from the Young Minds

Website⁴ in September 2012) They showed that unfortunately it was not just stress that young people suffered from, but from diagnosable mental health conditions, with 1 in 10 young people being affected. In addition, between 1 in 12 and 1 in 15 young people deliberately self harm and for around 25,000 the self-harming is so bad that they had to be admitted to hospital. About 195,000 young people have an anxiety disorder and about 62,000 are seriously depressed. The Task Group therefore agreed that more awareness and support for emotional and mental wellbeing, using a nurturing and 'listening' approach, was needed for young people.

43. The Task Group were also presented with information on the emotional wellbeing of young people in York during the year 2011-2012 which showed that around 1300 children and young people were referred to CAMHS via Primary Mental Health Workers with 900 of these going on to be supported by the specialist CAMHS team. The Task Group noted that the figures provided only related to those young people that had been identified as having a mental health issue. They therefore acknowledged there may be young people that had not been identified and as such were not getting any help or support.
44. The statistics also indicated a large gap between what is currently been taught in the PSHE curriculum area and what young people feel should be taught to develop their emotional wellbeing.
45. The Task Group discussed the stigma around mental health with the Youth Council representative. All felt that mental and emotional health and wellbeing could easily get mixed up with mental illness and young people needed education to help them understand and reduce the fear of prejudice. Teachers and young people needed to be able to access specialist help. Specifically teaching staff needed to have a good understanding of mental and emotional wellbeing and an awareness of mental illness. It was felt that there was little point in having some of the excellent support services available to schools if teachers did not understand. However, they agreed it was important to leave the diagnosis of mental illnesses to the professionals.
46. They also acknowledged a pupil's school work could be affected by their ability to deal with things going on in their lives such as bereavement, poverty, bullying, academic workload or family break up.

⁴ http://www.youngminds.org.uk/training_services/policy/mental_health_statistics

They agreed schools should have a responsibility to provide a safe and supportive environment in which pupils can learn and achieve.

47. In summary, it was acknowledged by the Task Group from this representation that young people wanted assurance that their emotional wellbeing was high on their school's agenda and consistent across the city

48. Meeting with Head Teachers and Pastoral Care Leads

Earlier in this review the Task Group had identified that they wished to meet with Head Teachers and Pastoral Care Leads from two Primary Schools in York and two Secondary Schools with at least one of the 4 schools chosen not having an ELSA in place. The following schools were subsequently identified:

Schools with ELSAs

- Hob Moor Federation (hosted the first ELSA course and trained staff in both Hob Moor Primary School and Hob Moor Oaks Special School)
- All Saints Roman Catholic Secondary School (the new SENCO⁵ has promoted ELSAs in her previous schools as well as at All Saints)

School without ELSAs

- Huntington Primary School
- Huntington Secondary School

49. In April 2013, the Task Group met with representatives from those schools and discussions ensued around the following questions:

- i. What steps are taken to promote an awareness of the mental health needs and vulnerabilities of young people in your school?
- ii. Do you or how might you use other young people in your school to support those you identify as vulnerable?
- iii. What procedures have you to identify and share information about children who are solitary and at risk and who may be showing signs of emotional ill health?

⁵ Special Educational Needs Co-ordinator

- iv. What significant piece of work or action taken by you in the past three years has had the biggest impact on adolescent mental health in your school? - Why do you think this is?
 - v. What training have you had in the past three years for dealing with mental health issues in your school? And have you used that training at your school?
 - vi. How do you rate your school at dealing with young people's health issues and what is your plan for the next three years? - Do you involve the young people at your school in assessing issues?
 - vii. As voluntary organisations become further involved in the community, have you been approached by an organisation and would you welcome this? - What support would you welcome?
 - viii. What services are you aware of that are available for students in your school?
50. Following the meeting, the Task Group further posed the following five additional questions to the participating schools:
- ix. How often does your school ask young people about their emotional wellbeing?
 - x. Do your staff have the confidence to deal with emotional health and wellbeing issues?
 - xi. What do you want to achieve for young people's wellbeing in your school?
 - xii. Do you plan on developing peer to peer support for young people within your school? If so, how? If not, why not?
 - xiii. Do you think City of York Council should be introducing a baseline to measure against? If so what do you think this should look like?
51. The responses from each school are shown at **Annexes E - G** (Hob Moor Federation of Schools, All Saints Roman Catholic School and Huntington Primary School respectively) (NB: no response received from Huntington Secondary School).

52. The Task Group learnt that the Hob Moor Federation school was situated in an area of high deprivation with children coming in with a range of emotional vulnerabilities. The Federation consisted of Hob Moor Primary School and Hob Moor Oaks (a special school). They had been a host school for training ELSAs and currently had 12 ELSAs at the school along with a Parent Support Advisor (who worked predominantly with parents). In addition, pastoral staff had fortnightly meetings where they allocated key workers to specific children. They also focussed on targeted short term work, work around 'what makes a good male role model' and using restorative circles to encourage children to talk with each other and discuss their feelings.
53. The Head Teacher at Huntington Primary School explained that whilst they did not have an ELSA at the school they used SEAL (Social and Emotional Aspects of Learning) and this was woven into everything the school did. The school also had strong links with the community, the parents of the children at the school and with Huntington Secondary School.
54. In regard to All Saints Roman Catholic Secondary School, they operated from two sites, with a pastoral lead at each site. The school offered lunchtime 'chill out clubs', homework clubs and summer schools for identified vulnerable pupils moving up to the school from a primary school.
55. Of the schools represented, Members noted that that there was a clear commitment to ensuring the best possible emotional support for the children and young people in their care. The review found that the approaches across each of the schools differed and that there was limited cross school or cross phase sharing and learning from what works. The review found innovative and effective pockets of practice and a willingness, at least by those who responded to the review, to explore new and different approaches to supporting their children / young people.

Confidence in dealing with emotional / mental health issues across the school community appeared variable but a clear commitment to address this issue was evident.

Secondary School Nurses

56. In June 2013, the Task Group met with Secondary School nurses in relation to the emotional wellbeing issues which emerge in young people upon their transition to Secondary School from primaries.
57. At this meeting, Members heard from school nurses about a variety of issues, ranging from the national (as well as local) escalation of self harm amongst young people to eating disorders becoming more apparent at a younger age (as early as Year 7). Different types of activity seemed to be taking place across schools to raise awareness about the emotional wellbeing of young people. Some of the good practice already taking place included Self Help Kits in some schools, established links with CAMHS (Children & Adult Mental Health Services), Student Wellbeing Groups in some schools, transition questionnaires for pupils leaving primary schools. In particular, Members noted that a training day was being held for schools in October 2013 to raise awareness on mental health issues.
58. Upon learning of the work which was taking place, Members still felt that a number of themes were emerging around which some recommendations would be valuable, such as dealing with the 'stigmatisation' associated with admitting to having emotional issues, guidelines to schools on how to respond to these types of issues, clear demarcation of roles and a directory of where to get help.

Council Plan 2011-15

59. This review is directly linked to the Protect Vulnerable People element of the Council Plan 2011-2015

Options

60. The Task Group have learnt about current practices during the course of this review and discussed different potential options for future ways of working. This discursive process has led to the formulation of their key recommendations for future delivery.

Overarching Themes

61. Several key interrelated themes emerged from the evidence heard. The Group found that the experience of children and young people in having

their emotional and or mental health needs recognised and met is variable.

Inevitably, given the major role they play in the development of the City's children and young people, the review focussed sharply on the arrangements in school settings.

There is a clear distinction between the approaches and arrangements in primary schools and those reported by secondary schools. Members recognised that of necessity and function, the environments in primary and secondary schools are very different. It was apparent therefore that 'what works' in primary schools may not be appropriate or deliverable in secondary settings. However, the Group did hear evidence to suggest that there are key principles that should be observed across the school phases. These include:

- An explicit and visible commitment by schools to supporting the emotional and mental health needs of their children / young people.
- Early recognition / identification of emotional vulnerability / mental health issues is the key to preventing problems from escalating and therefore to reducing the likelihood of more serious future mental health issues.
- A willingness to create a listening environment is highly valued by young people - in secondary settings 'peer listeners' have a big contribution to make.
- Institutions need effective strategies to overcome or reduce the barriers (e.g. stigma) to young people seeking help or advice.
- Good accessible information about services and help is essential.
- A 'nurture to attain' model is favoured by young people and demonstrated to be effective

62. The Task Group received limited information about arrangements to support the emotional wellbeing and mental health across the wider community. The emerging CAMHs strategy could become a useful catalyst for greater multi agency collaboration to ensure that all agencies are involved in supporting front line services. Overall, it was felt that the current draft of the strategy lacked sufficient focus on equalities, seems to lack full sign up and ownership across the wider

partnership of key service providers (e.g. the Vale of York CCG). The group recognised the detailed work and consultation that had gone into developing the vision for the strategy and the range of strong services available across the City, however, these are not yet knitted together to form a cohesive action plan. The Group see this work as a key priority if the aspirations for a 'listening', 'knowledgeable' and 'responsive' citywide environment is to prevail.

63. There was very good evidence of several innovative, evidence based and effective initiatives across the City which taken together could make a very significant contribution to improving the emotional and mental health of children and young people across the City. The TaMHs ELSA initiative provides a model of working which not only meets individual needs but also creates a positive whole setting culture, in which young people are more likely to have their emotional and mental health needs recognised and addressed.
64. The developing Mental Health Tool Kit provides a resource to schools and potentially other settings to help them communicate with their children and young people on issues that may not be sufficiently prioritised or even missed in busy settings.
65. The Youth Council's accreditation scheme is another effective way to ensure that the emotional and mental health needs of children remain high on the agenda of schools and in the future potentially other settings.
66. The Task Group greatly valued the contribution by the Youth Council. Members were also mindful that the group's contribution may not be fully representative of some of the more vulnerable groups across the city. The voice of all young people, users of specialist services and their parents and carers was in some respects a bit muted in the review and these groups must be fully consulted and engaged in any future development work.
67. The Group was struck by the passion and commitment of all those who presented during the review. Although a small sample of the wider professional community working to develop and support York's children and young people the group felt that if the energy, vision and commitment of these people was reflective of the wider children's workforce then the City can be very optimistic about the quality and effectiveness of future arrangements to support our more vulnerable children.

Summary Conclusions

The overarching themes identified by the Task Group then led the Group to draw some summary conclusions as follows:

York Youth Council

68. The Youth Council's proposal to implement across all secondary schools a scheme of work with six lessons for each of Years 7 – 11 should be supported. Some material has been developed to help young people better understand stress and strategies to manage stress and keep it at healthy level.⁶
69. A short film (commissioned by YYC) explaining the Risk and Resilience model (stress bag) should be considered for use in the above lessons⁷
70. A Mentally Healthy School Charter which had been developed to detail what strategies, resources and support systems should be in place in secondary schools.
71. Peer mentoring services – need to be properly supported by qualified staff, the school needs to allocate time and space

YorOK Child & Adolescent Mental Health Draft Strategy 2013-16 (CAMHS)

72. The strategy should explicitly involve all communities and health service providers and commissioners; in particular the Leeds and York Partnership NHS Foundation Trust and the newly formed Clinical Commissioning Groups.
73. The strategy should promote and emphasise working with whole families and a holistic approach.
74. The strategy should promote the use of, and learning from, the Mental Health Toolkit⁸ and the TAMHS programme in schools and wider community services as part of a preventative approach to mental health needs affecting children and young people.

⁶ [Note: this material does not include talking about different types of mental illness.]

⁷ see: <http://www.youtube.com/watch?v=nzGIXER5fdc>

⁸ A collaborative resource for schools to use as part of the curriculum to promote awareness of emotional and mental health issues for young people in secondary schools

75. The strategy should seek to emphasise the need for effective 'listeners' for young people in school settings and recognise that in secondary school settings these are more likely to be peers than professionals. (which relates to Youth Council recommendation at d. above).
76. The strategy should carefully consider and include as priority equalities issues in relation to the emotional wellbeing of young people, especially as the population of the city was increasingly changing in terms of race, faith and an increase of young carers.
77. The strategy should consider how all agencies can work and behave to overcome any issues of 'stigma' that may be associated with seeking or receiving help for emotional or mental health issues.
78. The strategy should also raise awareness of the need to support and attend to the emotional wellbeing of professionals who work in children's settings.

Schools Based Initiatives, Interventions and Resources

79. There is strong evidence that the TaMHS approach in primary schools is effective. It helps to meet the emotional support needs of individual children whilst promoting a whole school culture of 'nurture to learn'. Panel concluded that this model should be supported and promoted across the whole school community.
80. The emerging CAMHS strategy should seek to promote this approach in other children's settings such as children's centres and youth groups.
81. The Mental Health Toolkit should be adopted by secondary schools across the city. There is scope and real value in developing this model / resource for use in primary schools.
82. The Mental Health Tool Kit could help to increase the confidence of professionals in schools in responding to children and young people's emotional and mental health needs.

Meeting with Head Teachers and Pastoral Care Leads

83. It is hard to be confident that there is a good understanding across the wider school community of the range of initiatives, resources and interventions available to help them address the emotional and mental health needs of their children / young people.

84. There is a good understanding of the barriers to providing such support including, stigma and a lack of knowledge about resources and referral routes.

Meeting with School Nurses

85. The issue of self-harm, whilst beyond the scope of this scrutiny review itself, is an area of serious, and increasing, concern to schools. This indicates the need to offer a preventative strategy to build capacity through effective staff development and sharing of good practice. Pastoral staff including school nurses, ELSAs and SENCos will be the frontline staff who identify needs and they need support to ensure there is effective referral and signposting to specialist services e.g. Limetrees as needed.

Overall Summary Conclusions

86. Having formed the above summary conclusions in each area, the Task Group concluded there were 3 key priority areas to help achieve their aim of raising awareness of emotional and mental health issues for young people:
- A single strategic action plan for the city ultimately;
 - Support for the most effective interventions and resources (including the TaMHS programme and the Mental Health Toolkit);
 - A training and information strategy; and

Above all, promoting a 'nurture to attain' approach across all children's settings, as supported through the Youth Council's Accreditation Scheme) would be fundamental to achieving increased awareness of the issues amongst young people themselves and service providers.

Implications

87. The Task Group's final recommendations are set out below and potentially give rise to some minor resource implications:

The Mental Health School Charter and Mental Health Toolkit:

In making a recommendation for schools to endorse and adopt the Charter and Toolkit, the Task Group acknowledged that there might be some costs associated with physically printing the Toolkit should schools

need to do so. Members of the Task Group fully appreciated the requirement upon schools to balance the 'standards agenda' with their 'pastoral responsibilities'.

At this stage, Members acknowledged that it was hard to quantify any likely production costs because demand in that sense was unknown. Acknowledging the competing demands on school resources, Officers gave a commitment, as part of this review, to work with and support schools in adopting the implementation of the Charter/Toolkit and in exploring ways of mitigating any comparatively minor production costs of this nature

Emotional Literacy Support Assistants Programme (ELSA) Conference

The Task Group welcomed the ELSA conference as an exciting opportunity to strengthen and promote the whole ELSA approach across the city. However, Members acknowledged that it's success would be dependent upon schools' willingness to pay for their ELSAs (Emotional Literacy Support Assistants) to attend and to release them from school for a day. With no additional funding available to support this, it was acknowledged the cooperation of schools was vital to ensure the viability of the conference. As such, the Task Group felt it was important for a recommendation to emerge from this review to encourage schools to support this initiative as part of the journey to deliver a preventative strategy for addressing the mental health needs of young people.

88. Outside of the above, there are no Legal, HR, Financial or other implications associated with the recommendations below.

Recommendations

89. In light of the information and evidence gathered throughout the review and the overarching themes and summary conclusions which had emerged, the Task Group wishes to make the following recommendations to Cabinet:
- (i) That secondary schools in the area be requested and strongly encouraged to introduce the Mental Health School Charter, setting out what strategies, resources and support systems were in place to help pupils, carers and support staff identify and cope with emerging emotional or mental health issues;

- (ii) Whilst fully endorsing the YorOK Child & Adolescent Mental Health Draft Strategy 2013-16 and its vision and aims, the Assistant Director for Children's Specialist Services provide a final draft of the Strategy Action Plan to the Board in Autumn 2013, taking account of the overall recommendations and findings from this review and drawing out the issues surrounding stigmatisation and equalities, as well as signposting where there is evidence of serious mental health problems ;
- (iii) That all providers of the Emotional Literacy Support Assistants Programme (ELSA) be actively encouraged to support the Conference being organised in the Spring Term for 2014, in line with the TaMHS (Targeted Mental Health in Schools) Project, to promote and deliver a preventative strategy for addressing mental health needs in schools; and
- (iv) That
 - (a) the potential benefits in the widespread adoption of the Mental Health Toolkit throughout York secondary schools be openly recognised and supported, to help schools respond to children and young people's emotional and mental health needs.
 - (b) whilst acknowledging the financial costs involved for schools in reproducing the Toolkit, all secondary schools in York be actively encouraged to adopt it and officers explore ways to support those schools in doing this.

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tick

Date 17.9.13

**Final Draft
 Report
 Approved**

Wards Affected: All

All

For further information please contact the author of the report

Background Papers: None

Annexes

Annex A Briefing Note on Proposed Scrutiny Topic dated 23 July 2012

Annex B Background on the work of York Youth Council
on Mental Health and Well-being

Annex C Yor-ok CAMHS Draft Strategy 2013-16

Annex D Mainstreaming York TaMHS Project

Annex E Mental Health Toolkit

Annex F Youth Council Presentation

Annex G Response from Hob Moor Federation of Schools

Annex H Response from All Saints Roman Catholic School

Annex I Response from Huntington Primary Schools

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**Community Mental Health Services in Care of
Adolescents Scrutiny Task Group****February 2013**

Report of the Assistant Director – Children’s Specialist Services

**Briefing Note on Proposed Scrutiny Topic – Community Mental Health
Services in Care of Adolescents (particularly boys)****Introduction**

1. A recent scrutiny planning event identified, as a topic for initial consideration, the relationship between behavioural issues in older boys / young men and low level mental health problems.
2. Specifically, Members expressed an interest in the possible correlation between behavioural problems (including, school exclusion, youth offending and suicide) and low level mental health issues.
3. Members also wish to better understand the local arrangements for the early identification of possible mental health issues in this particular group. The effectiveness of any subsequent interventions was also highlighted as part of any review.

Brief Background

4. In preparation for this initial briefing the views of colleagues from the Child and Adolescent Mental Health Service [CAMHS], the Youth Offending Team and Children’s Social Care were canvassed.

Summary of Initial Views

5. Dr Christine Williams, Consultant Child Clinical Psychologist who is also the Lead Clinician for CAMHS in York reports:

“The team and I have considered the issue highlighted for possible scrutiny by the Health Overview and Scrutiny Committee. On the basis of our clinical experience here in York we believe that, in terms of mental

health issues in teenage boys generally, there is no evidence of any major changes (growth in referrals or diagnosis) in the last 5 years. Of course should the Committee wish to review this issue I would be pleased to investigate this further.

Also, we are not sure that this remit requires a high level of scrutiny. However, the Committee's query prompted a very helpful and closely related debate within our service. In particular, we identified a cohort of young people involved with the Youth Offending Team [YOT]. There are a small but growing number of young men and women who present as 'high risk' in terms of danger to others. These young people often require psychiatric assessments and out of area placements which are expensive and sometimes unsatisfactory. YOT colleagues estimate that there are approximately 10 young people within this 'high risk' category at any one time. There are many more at a lower level of risk although some of these are likely to 'graduate' to higher risk with time. In my opinion, in terms of trying to improve care and avoid escalation of these risky behaviours as well as trying to reduce costs, it would be worth the committee giving some consideration to a review of these arrangements.

6. Angela Crossland – Service Manager – Youth Offending Team reports:

“The Youth Offending Team has seen a steady increase in the recognition of very complex cases both within our service and from colleagues in Children's Social Care. We see young people with higher levels of risk to others, and significant need, presenting before the court on a regular basis. The correlation of these individuals being Looked After Children, on high-end intensity orders and ultimately in custody, has particularly highlighted the need for more responsive approaches in terms of their long-term care and development needs. The YOT, CAMHS and Children's Social Care have been looking at practice level ways to try and identify such individuals but this has shown that there needs to be an overview of what questions this is raising for commissioners in terms of the overall resource for this group of vulnerable and escalating young people.

7. Colleagues in Children's Social Care recognise the issues highlighted by both Dr Williams and Ms Crossland. Responding to 'children who harm' has been the subject of considerable debate both within the service and across the multi agency network. In a nutshell, meeting the needs of these young people whilst minimising the risk they pose to others requires high level of interagency cooperation. Clear pathways to a range of highly specialist resources are also required. These challenges are further exacerbated by the need to maintain some normality for these

young people throughout any treatment period to maximise their opportunity for a full and effective rehabilitation.

Early identification of emerging mental health problems

8. A multi agency conference, hosted by York's CAMHS executive group in April 2012, brought together representatives from over 50 agencies working with children and young people.
9. The event provided a forum for professionals to explore local arrangements for the prevention and early identification of mental health issues in children and young people. Feedback from the event reassured us that there is a high level of awareness across children's services in York about the importance of spotting early signs of emotional distress or mental health problems in children and young people.
10. The workshops and findings from the conference will inform the next CAMHS strategy for the City. At the heart of this strategy is a commitment to further strengthen the message that children's mental health is everyone's business. The supporting delivery plan will ensure that greater support and training is available to all those professionals working with children.

Conclusion

11. There is no sense of any complacency about the wider challenges presented by low level mental health issues for young people and in particular young men. Good multi agency awareness and planning is already in place to support this group.
12. However, enquiries to prepare this initial briefing reveal a clear consensus about the value of further scrutiny of arrangements for responding to children who harm.

Options

13. The options at this stage are:
 - (a) The Health Overview and Scrutiny Committee pursues a more detailed review of the overall arrangements to support the emotional and mental of young men in the City. Such a review could be undertaken within the context of the draft CAMHS Strategy 2012 – 2015.

- (b) The Committee undertakes a more focused review on the prevalence and local arrangements for responding to the mental health and care issues associated with children who harm.

Recommendations

14. A wider review of local arrangements to respond to the mental health needs of children and young people in York has recently been completed (Annex 1). This work will inform York's CAMHS strategy for the next three years.
15. Addressing the issues associated with 'children who harm' will, of course, feature in the final strategy. However, a more immediate and sharper focus on this issue through further review by this committee would be helpful and is recommended.

Briefing Provided By:

Eoin Rush
Assistant Director – Childrens Specialist Services
Tel. 01904 554212



Background on the work of York Youth Council on Mental Health and Well-being

How did it all begin?

York Youth Council recruits new members every September and each year they consult with the young people of York. With this information they decide on the campaigns for the year. In 2011-12, the young people focused on reviewing the PSHE curriculum in York's secondary schools and suggesting more relevant and engaging material for lessons. Within this review it was found that young people want to be taught about Emotional Health and Well-being, but this isn't being covered.

Child & Adult Mental Health Strategy Conference

The Youth Council presented their findings at the CAMHS conference in February 2012. They shared the view that "There are lots of miserable people in my school". They highlighted the need for

- information on support services to be put in every child's school planner
- peer mentoring services – need to be properly supported by qualified staff, the school needs to allocate time and space
- lessons that educate everyone on how to stay mentally healthy and help friends when they are stressed
- accessible for support for under 16's
- support for victims of bullying

Focused work on emotional health and well-being

The Youth Council worked with Kate Gibbon who is a Primary Mental Health Worker based at Castlegate. The young people shared their experiences of how issues such as family bereavement were or were not dealt with in school. From this the young people identified ways to improve school's approach to emotional healthy and well being.

- A scheme of work with six lessons for each of Years 7 – 11 was developed. The lessons explain where stress comes from and what you can do to manage stress and keep it at healthy level. This is prevention; young people get to work through

strategies for dealing with a crisis and shows young people how to support each other. They do not talk about different types of mental illness.

- A film was commissioned which explains the Risk and Resilience model (stress bag) and can be used in the lessons.
<http://www.youtube.com/watch?v=nzGIXER5fdc>
- This work was shared with Lesley White (Healthy Schools and Risky Behaviour Consultant) who is supporting a group to develop a mental health toolkit for schools. It is hoped the scheme of work will be developed in to lessons for us in York's secondary schools.
- The Mentally Healthy School Charter has been developed to detail what strategies, resources and support systems should be in place in secondary schools. Schools should balance well-being with academic achievement. The Charter states that there should be mental health sessions in PSHE, so students can learn how to deal with a crisis and develop resilience. The Youth Council gave a presentation at the Headteacher's conference in January. Secondary schools were asked to complete a questionnaire, identifying which of the 12 actions on the Mentally Healthy School Charter they already do in school, so there is baseline data.
- To acknowledge the commitment of schools to develop emotionally supportive learning environments, a three level award is being created.
- The work undertaken in York is being share with the UK Youth Parliament as part of the Curriculum for Life Campaign.

Yor-ok CAMHS Draft Strategy 2013-16

The CAMHS Strategy is being updated, building on the extensive City of York CAMHS Review and Future Challenges document.

It will align with the Children and Young Peoples Plan 2013 -16:

Promoting good mental health *Whilst we have a good range of services to support children and young people's emotional health and wellbeing, we need a more complete picture of local need across all the possible dimensions of young people's mental health.*

We will know we have succeeded *when we have better information about what services are needed, have been able to successfully deliver them and know that they are making a difference. We also need to continue to pay particular attention to what young people are telling us in this area*

Also aligning with the Health and Well-Being Strategy 2013-16 priority:
Improving mental health and intervening early.

Each of these documents emphasises the important of: Comprehensive Needs Assessment; Young Peoples Involvement in services development; Early Intervention; Tackling Stigma and Workforce Development.

The draft strategy has been subject of much consultation with partners and young people. It will be presented in March YorOK Board for consultation /sign of. It will then be launched together with the refreshed Executive arrangements.

Outline Strategy:

Mission Statement and Vision: *'The ultimate goal is to: promote good mental and emotional well-being for children and young people in the City of York, where the emotional welfare and psychological development of the child is paramount.*

To achieve this everybody engaged in providing services for children and young people should contribute towards:

- *tackling the stigma of mental ill-health*
- *supporting high levels of personal achievement for all children and young people, both as individuals and as citizens, contributing towards the greater good.*

- *Access for all children and young people, from birth to their eighteenth birthday, who have mental health problems and disorders to timely, integrated, high quality, multi-disciplinary mental health services to ensure effective assessment, treatment and support, for them and for their families.'*

The strategic priorities will be:

- Strategic planning and commissioning bodies will work together effectively to support child and adolescent mental health and well-being.
- Children and young people and their families will be treated with respect and confidentiality.
- Mental health and well-being services provided by all agencies, including the voluntary and faith sector, are well coordinated.
- Promote mental well-being for children and young people and intervene early when difficulties begin to emerge.
- Universal level services (schools/community) will provide coordinated and effective support to children and young people experiencing emotional or mental health problems, thorough support and signposting by appropriately trained staff.
- Accessible, specialist support will be available for children and young people with severe or chronic mental health needs.
- Supported, Qualified, Experienced and confident workforce will work across agency boundaries

Bernie Flanagan|Strategic Planning and Commissioning Manager I

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The ELSA (Emotional Literacy Support Assistants) Project

York introduced the ELSA programme, initially in a small number of schools (2 secondaries and 6 primaries). ELSA is an evidence-based 5-day programme of training for Teaching Assistants, delivered by Educational Psychologists with support from colleagues in the Education Development Service and Specialist Teaching Service.

The course covers a range of areas of mental health needs which can create barriers to learning:

- Emotional Literacy,
- Self-esteem,
- Active Listening and Communication,
- Solution-focused Conversations,
- Autism,
- Attachment,
- Understanding Anger,
- Loss and Bereavement,
- Therapeutic Stories,
- Silver SEAL,
- Social Skills and Friendship Groups,
- Circles of Friends

Primary Mental Health Workers (PMHWs) and Educational Psychologists provided regular (half termly) consultation to ELSAs for the duration of the TaMHS project.

The TaMHS Steering Group was set up as a subgroup of the York Social Emotional Wellbeing Group (SEWG) and the ELSA initiative was embedded in the comprehensive review of the Child and Adolescent Mental Health Service (CAMHS) Strategy for 2011-14, as part of the 'Early Intervention and Primary Care' element (p.9 onwards). More recently it has been highlighted in the Health and Wellbeing Strategy 2013 and will be included in the refreshed CAMHS Strategy 2013-16.

The ELSA programme has trained 109 ELSAs in 42 schools across York since 2010. Amongst many other things one of the aims of the programme was the hope that the ELSA might be the person who noticed when a child or young person had a problem with their emotional or mental wellbeing.

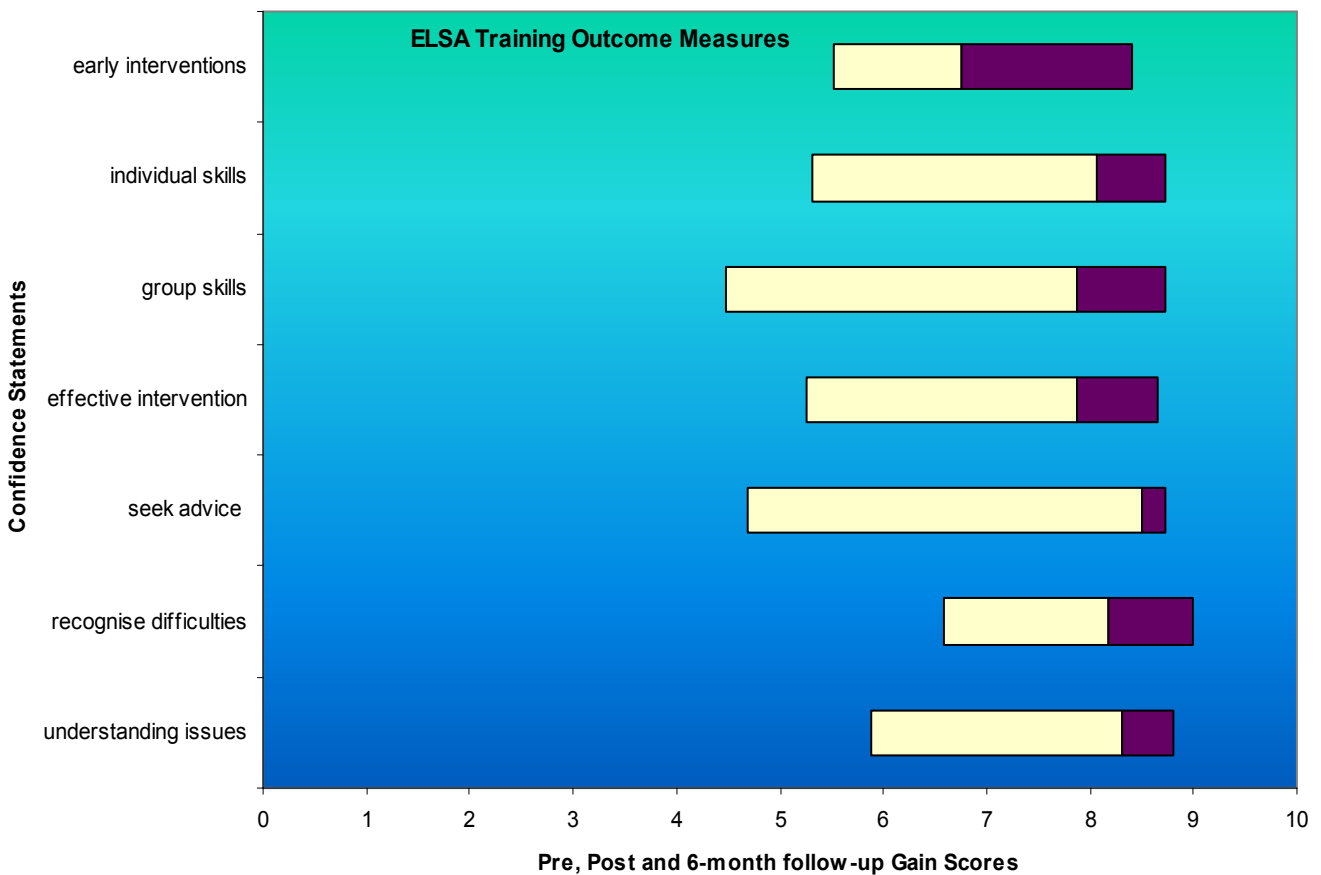
Quantitative Evaluation of ELSA work:

The programme has proved successful. It was subjected to a comprehensive evaluation which demonstrated a very positive impact. Teaching Assistants were given questionnaires to complete before training, after training and with further follow-up 6 months into their role as an ELSA.

The results demonstrated a large positive shift in the confidence and competence of ELSAs dealing with emotional issues. And, many had shared their skills with others and now felt more able to notice and identify children and young people who might be vulnerable.

The top three items, showing the biggest overall gains, were:

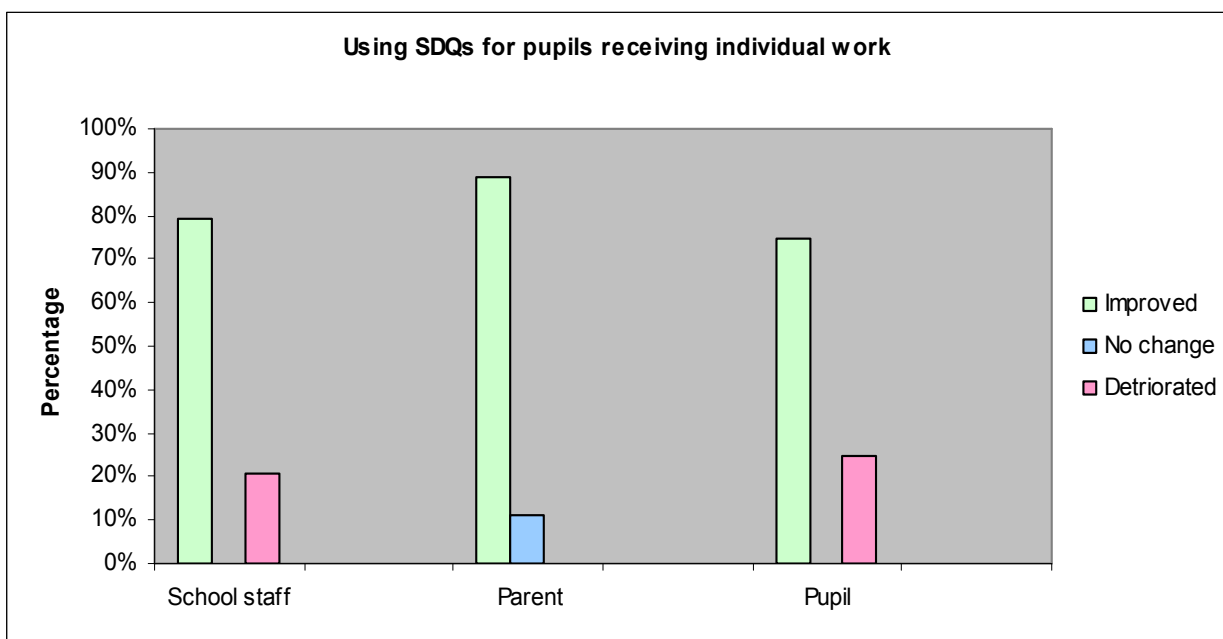
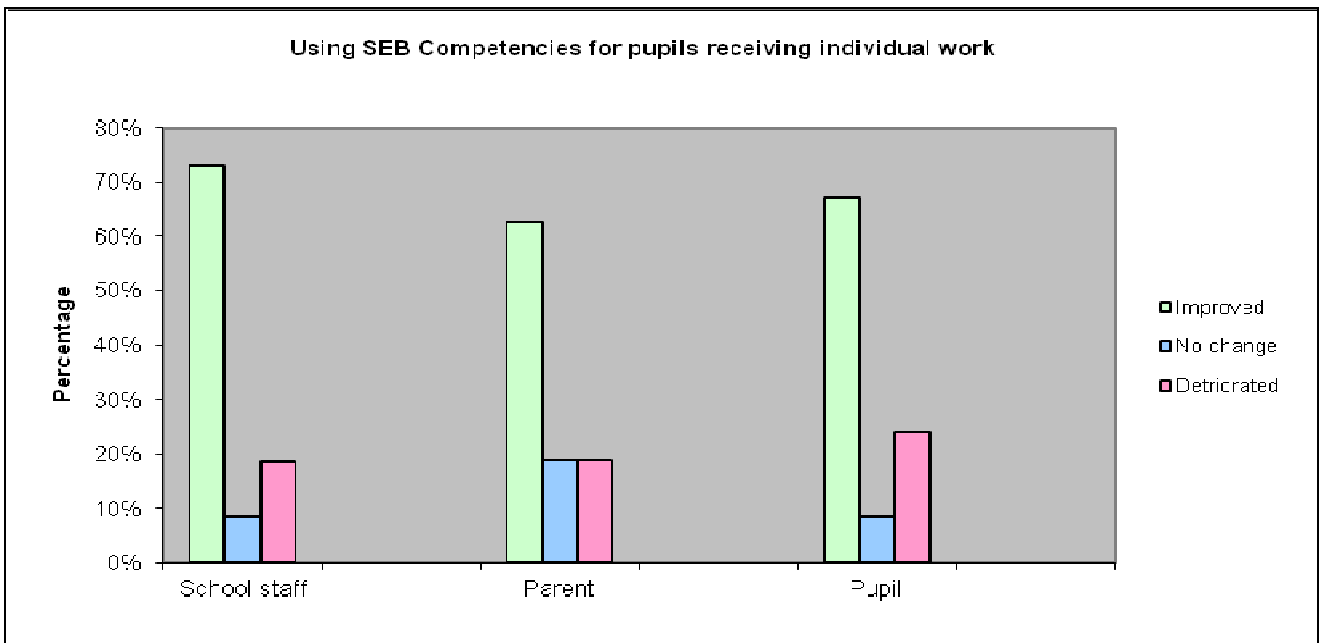
- Item 3 – ‘I know where to seek information, advice and support on Emotional Health and Well-being (EHWB) issues’
- Item 5 – ‘I have the skills to run effective groups to develop EHWB’
- Item 6 – ‘I have the skills to work with individual pupils experiencing difficulties relating to EHWB, in a 1-to-1 context’.



Data on pupil progress was triangulated from staff, parents and pupils, using the York Social Emotional and Behavioural (SEB) Competencies Profile. For the most complex cases the Strengths and Difficulties Questionnaire (SDQ) was also used.

For all interventions, both individual and group work, improvements were reported by staff, parents and pupils.

- For group work: 72% of staff, 65% of parents and 62% of pupils showed improvements in perceptions of Emotional Health and Well-being (EHWB) for the targeted pupils.
- For individual work 73% of staff, 63% of parents and 67% of pupils showed improvements in perceptions of EHWB for targeted pupils
- For more complex individual work 79% of staff, 89% of parents and 75% of pupils showed improved scores on the Strengths and Difficulties Questionnaire (SDQ) for targeted pupils



Cost effectiveness case-studies were undertaken. The cost of TaMHS/ELSA interventions for a specific pupil ranged from £157 (individual support) to £371 (extended group and individual work). Most schools anticipated that without TaMHS involvement, further input would have been required from outside agencies, incurring additional costs. For one of the cases the anticipated outcome was a short-term placement in the York Pupil Referral Unit (PRU) so the costs *without* TaMHS support potentially had an upper range of £3,000+.

Referrals to CAMHS increased over the duration of TaMHS, but Primary Mental Health Workers felt that this was because they had better links with schools to facilitate swift referrals, which were appropriate and had robust documentation.

Qualitative evaluation of ELSA work, including anecdotal quotes about the ELSAs:

OFSTED Report published 16.12.10 (p.7) reads: *'Pastoral care is good ... A team of well-trained teachers and support staff provide particularly effective care for the most vulnerable pupils. The 'Targeted, Adolescent and Mental Health' (TaMHS) support programme is a real asset in developing pupils' social and emotional skills, consequently enabling them to be successful learners.*

Staff: (ELSA is) ... *"An extremely effective and excellent use of money."* (Y6 teacher)

"It has given the more vulnerable children more confidence and has built up their resilience in dealing with situations, which would otherwise have caused them unhappiness. It is lovely to see the children using the coping strategies they have been taught."(Headteacher)

Parent: *"X has really enjoyed the sessions and talked positively about them. He seems to be able to accept praise more readily and is more aware of his and other people's emotions."*

Pupil: *"I started getting worried about things about 1 year ago but ever since Mrs X started helping me it's been a lot better. I've done lots of strategies to help me calm down like the firework method where I think about a firework, so there is the trigger which gets me worried then the fuse when I get even more worried then BANG! in which I sort of break down but I've managed to stop it every time on the trigger. I have also done a method where there is a bag with six or seven marbles which represent my worries and every time I take out a marble it means 1 worry gone away."* (Primary pupil)

The current situation

Following the success of the TaMHS pilot project, the ELSA programme has been rolled out across the Local Authority as part of a 'mainstreaming strategy'. Although the government funding finished in April 2011, York chose to invest money from the Early Intervention Grant to sustain the ELSA project in 2011-12 and 2012-13, and York is now part of the national ELSA Network and has its own website run by one of the ELSAs.

The funding has enabled the Educational Psychology (EP) Service to deliver the course with 'host' schools providing the venue, hence it continued to be part of the Universal CAMHS Strategy. The ELSA initiative is coordinated by the Senior Educational Psychologist, with all members of the EP Team contributing to the course, alongside colleagues from School Improvement and the Specialist Teaching Team. We are proud of the fact that we have trained 109 ELSAs in 42 schools across York since 2010. Many schools have more than one ELSA, indeed one primary school has 12 ELSAs and another federated primary/special primary school has 10 ELSAs.

Educational Psychologists have continued to offer ELSAs termly supervision in geographically-organised groups within their school patches. Subsequent evaluations of ELSA courses at Westfield, Hob Moor, Carr Juniors, Hempland and Clifton With Rawcliffe have been very positive. Overall 99 % of the ratings given for achieving the course learning outcomes have been 'good' or 'excellent'. Competence and confidence questionnaires continue to show positive shifts pre and post training. Demand for places on the courses continues to be high. Yearsley Grove Primary School is hosting the current ELSA programme (Spring 2013).

The Educational Psychology Service hopes that funding will remain in place to continue training and supervising ELSAs across the city.

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Briefing Paper for the 4th February 2013

Mental Health Toolkit for Secondary Schools

Lesley White – Health and Community Consultant

School Improvement Service

Background Summary:

The Health and Community Consultant undertook a review of the provision of Personal, Social and Health Education (PSHE) with the PSHE Leads in all 10 secondary schools, and also the special school and education support centre. This work commenced in May 2010 and was completed in September 2011. The initial analysis was to provide the Local Authority with information regarding the provision of Drug, Alcohol and Tobacco Education (DATE), and also Sex and Relationship Education (SRE) on a school and city-wide basis, and to help individual schools identify their present provision and any future actions to further improve this area of PSHE. Each school was provided with a report of the findings and ways to progress any weak areas.

The findings of the analysis highlighted amongst many things the following:

- Many schools were “working at” levels consistent with minimum criteria for DATE and SRE as outlined by the Healthy Schools programme
- Many schools had made insufficient use of National and Local data to inform programme planning
- Wider provision of information about health services to support young people in areas readily accessible to students was evident in the majority of schools
- Very few schools had a dedicated team approach to PSHE. Research suggests that this is the most effective model for delivery of DATE

- Whilst assessment of DATE and SRE in PSHE takes place informally in some schools, there is often no standard procedure for recording this, (although students do have a good idea of the progress they are making despite this).
- The consideration of the needs' of staff for in-service training on basic drugs awareness, drugs education, SRE, relationships, healthy eating, financial capability and emotional health issues is addressed through the curriculum, but often teaching staff were concerned about their lack of knowledge in certain areas.
- Teaching staff were concerned about the number of young people who were presenting possible signs of mental health, emotional health and wellbeing issues, which they often felt ill-equipped to deal with in the short term.
- Teaching staff expressed the need for training on signs and symptoms of mental health, but also specifically around self-harm and body image. The suggestion of training and a lesson plan Toolkit was felt to be an option to explore overtime. The success of the Sexual Relationship Toolkit for young people with learning difficulties, and having a shared vision and understanding with professionals from the Child and Adolescent Mental Health Service were felt to have been very successful. As a consequence, it was felt that a similar approach would be a good starting point for issues raised around mental health and emotional health and well-being.

Our Work:

The findings from the analysis were shared with individual schools and then key findings were shared with partners from across the City with agreement of the schools. Individual school information remained confidential between the school and the Health and Community Consultant.

A small evidence review was undertaken to help focus the priorities of the work, and to also ensure we had priority outcomes.

The Assistant Director (Eoin Rush) was informed of the findings and an agreement was reached to establish a Mental Health Toolkit for Schools with the support of teaching staff.

A meeting was arranged with professionals from across the city to cascade the findings from the analysis and to establish ways forward.

It was agreed at the meeting that the action plan would benefit from sitting with the Social, Emotional Working Group (SEWG), for monitoring and future planning.

Two sub-groups were established, with one group covering the training needs of teaching staff and the other the Mental Health Toolkit. There have been two meetings for both groups and work is now underway to ensure effective delivery to young people.

The Youth Council have shared their work and it is anticipated that this will form some of the lesson plans, but not all. Further consultation has occurred with young people in schools across the city to establish their views and this will be instrumental in filling in the gaps to ensure the effective delivery of mental health and emotional health and well-being in schools.

Further support has been offered from University College London - Institute of Health Equity (Marmot Team), to ensure that we have the most relevant and up to date research for our work.

The Next Steps:

Following on from the meetings, a bid for £15,000 was proposed to establish a Theatre in Education (TIE) to work with and alongside the lesson plans, as young people stated they would like interactive lessons. The bid was successful, and an advert has been placed to find the most appropriate company/artist(s).

Initial thoughts for the Toolkit will show a focus on Year 10 with 6 lesson plans perhaps covering:

- What is mental health and what is emotional health?
- DVD (Youth Council and/or TIE) – with discussion
- Monologues from the DVDs on areas to be ascertained at the next meeting.
- Lesson plans to be offered on various issues i.e, body image, peer pressure, stress etc. This covers the areas suggested by the Youth Council.
- TIE tour – yet to be discussed.
- Lesson – Where do I go to get help?
- Lesson – specific issues with, query input from the Primary Mental Health Workers (PMHW).

After the work with Year 10 it is anticipated that there will be a focus for Year 8, and then other year groups.

Consultation with young people has already commenced and further student voice work has been agreed in other schools across the city. It is anticipated that a larger piece of consultation will occur over a number of sessions with one school. This will focus on Year 11 and be based around the TIE.

Training to be offered with three levels:

- Level 1 – Mental health and Emotional Health and Well-Being
- Level 2 – Working with the Mental Health Toolkit
- Level 3 – Bespoke twilight training to cover the Toolkit and any misunderstood information from the training above
(We will need to establish if the expectation is that staff will need to attend both Level 1 and 2 training, or whether those not delivering lessons can also attend Level 1. The issue may well be a high number of attendees, but could easily be overcome).

Further meetings have been set for both sub groups and will continue with the hope that work will commence in the autumn term.

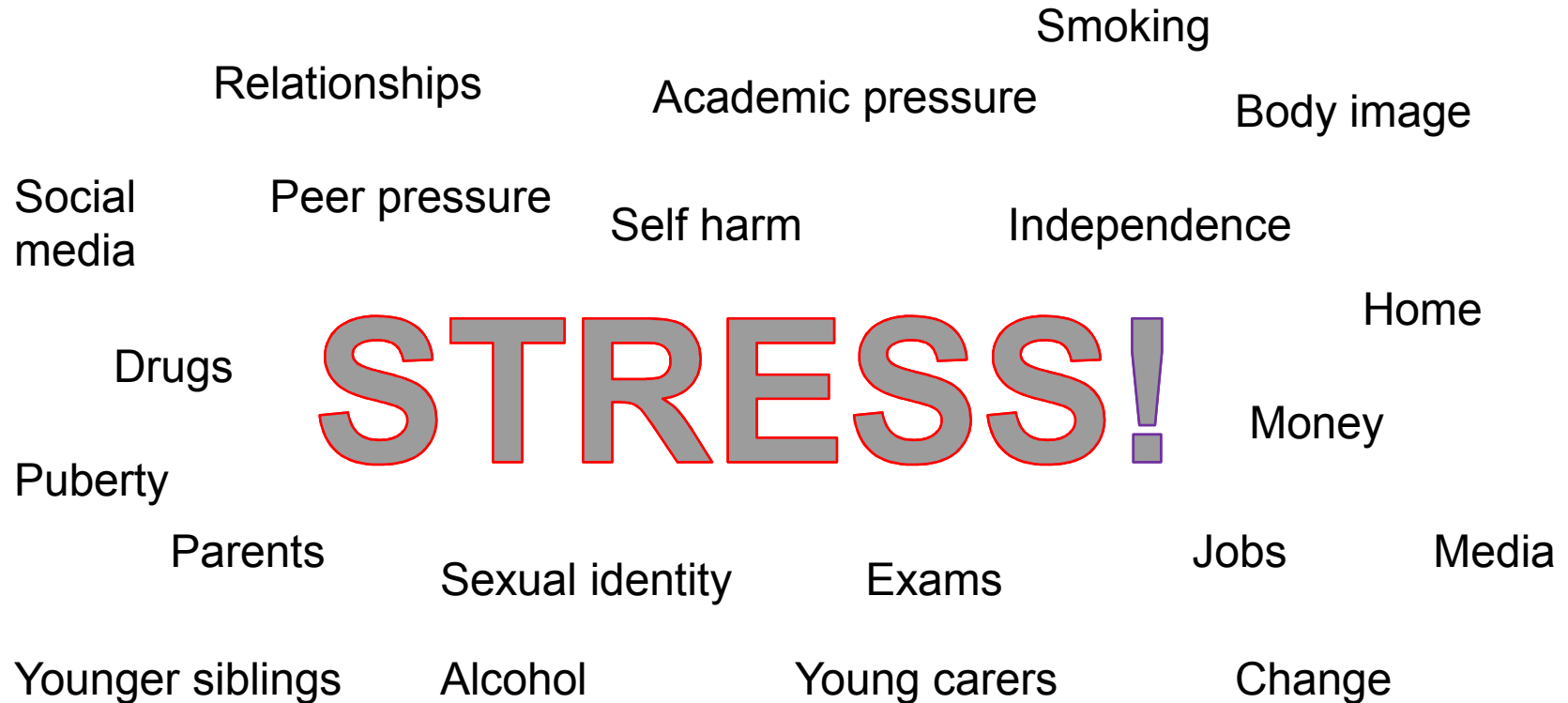
The proposed framework is practical and aligned to the various National and Local strategies (Children and Young People's Plan; Children and Young People's Strategy; Council Plan; Health and Well-Being Strategy; NICE Guidelines; Department of Health, Healthy Child Programme; Department of Health, Public Health Outcomes) and will ensure that we can guarantee our suggested programme is of the highest quality for children and young people in our city.

25th January 2013

What Young People need to help them cope



Young People face...



and only we know how much.

Young People and Mental Illness

- ❖ 1 in 10 children and young people aged 5 - 16 suffer from a diagnosable mental health disorder;
- ❖ That is around three children in every class;

- ❖ Between 1 in every 12 and 1 in 15 children and young people deliberately self-harm;
- ❖ Around 25,000 are admitted to hospital every year due to the severity of their injuries;

- ❖ For secondary school age children (11 – 16):
 - ❖ About 195,000 (4.4%) have an anxiety disorder;
 - ❖ About 62,000 (1.4%) are seriously depressed;

- ❖ British Medical Association estimates that 1.1 million children under the age of 18 would benefit from specialist mental health services.

Quotes from Young People in a York School

It's like a weight has been lifted off my shoulders. I am more confident and can make decisions for myself.

I am happier both in school and at home because I can deal with things.

When my life was full of difficulties, there were people in school who listened to me and helped me.

I have grown stronger because of this and I am not failing any more.

Young People and Emotional Well-being in York

During the year 2011-2012

- ❖ About 1300 children and young people were referred to CAMHS via the Primary Mental Health Workers
- ❖ About 900 went on to be supported by specialist CAMHS
- ❖ About 300 of these had serious mental illness such as anxiety and depression
- ❖ 80 young people were seen in hospital by the CAMHS duty team following an overdose or another serious form of deliberate self harm
- ❖ 278 young people 16-25 approached Castlegate for information about counselling
- ❖ The Young Person's Mental Health Worker at Castlegate supported over 100 young people with mental health needs

Reducing Stigma

- ✪ People are fearful of things they don't understand
- ✪ Education can help to remove ignorance, fear and prejudice
- ✪ Diagnosis should be left to the professionals
- ✪ Teachers and young people themselves should be able to access specialist help
- ✪ Everyone needs tools/ knowledge to enable them to stay mentally healthy and cope with life's stresses

Why are we campaigning for better mental health awareness?

Mental Health and Well-Being affects every Young Persons' life...

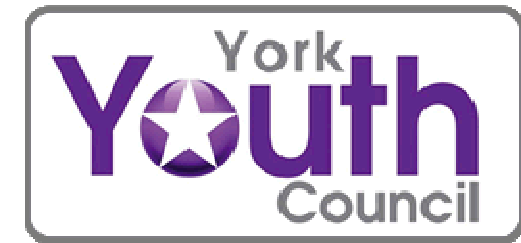
PSHE Curriculum Area	What do young people say they are currently learning?	What do young people say they want to learn?	Difference
Emotional Health & Well-being	44%	90.67%	106.06%
Being A Parent	35%	71.67%	102.83%
First Aid	40%	78.00%	96.64%
Managing Your Money	45%	60.33%	34.07%
Body Image	44%	57.00%	29.55%
Careers	73%	70.67%	-3.64%
Equality	80%	71.67%	-10.42%
Sex	78%	63.33%	-18.45%
Relationships	65%	52.00%	-20.00%
Physical Activity	69%	52.00%	-25.00%
Drugs	78%	54.00%	-30.47%
Learning About Work	76%	49.67%	-34.36%
Healthy Eating	82%	52.00%	-36.59%
Alcohol & Tobacco	86%	54.00%	-37.21%
Staying Safe	90%	48.67%	-46.13%

...so why don't we talk about it in schools?

We realised...

- ✿ Pupils' School Work gets affected by a pupil's ability to deal with the things going on their lives:
 - bereavement,
 - terminal illness,
 - poverty,
 - bullying,
 - parents with drug problems,
 - parent loosing their job,
 - family break-up,
 - academic workload
- ✿ Young people need a safe supportive environment in which to learn and achieve;
- ✿ Specialist services need to be provided for everyone who needs them: so, we need to make sure we identify the people who need them.

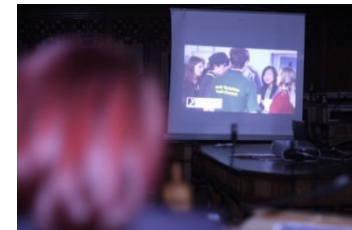
York Youth Council is a body of young people that come from all over York to volunteer and influence decisions that affect every young person in York. We campaign for a more youth-friendly York and we represent young people from every background.



Every year, we choose what our three campaigns should be based on issues brought up by young people in our constituency.

What York Youth Council are doing?

- ✪ We have created schemes of work. Six lessons on well-being each year covering different issues from Yr 7 -11
- ✪ We have commissioned a teaching resource to be part of the lessons
- ✪ We are part of the working group to create the mental health toolkit for secondary schools
- ✪ We have created a Mentally Healthy School Charter
- ✪ We want to recognise the achievements of schools as they progress through the actions on the Charter, with a tangible three-level, Minding Minds School Award
- ✪ We are feeding our ideas in to the nation UK Youth Parliament Campaign



Film about Stress

<http://www.youtube.com/watch?v=nzGIXER5fdc>

Minding Minds School Award

- ★ If a school has a comprehensive Emotional Wellbeing Strategy and is teaching mental health in the correct way, then we can give **Bronze Award**,
- ★ **Silver Award** if the school have achieved the points above and 2 more of the action points and
- ★ **Gold Award** for achieving all 12 actions on the Mentally Healthy School Charter

Now, over to you...

You've seen me tell you what young people think about York. So, here's our question for you: what do you want to achieve for young people's well-being in your area?

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Response from Hob Moor Federation

1. What steps do you take to promote an awareness of the mental health needs and vulnerabilities of young people in your school?
 - In September 2011 we established the Pastoral Team to work across both Hob Moor Oaks and Hob Moor Primary School. This consists to the Principal and Leader of Inclusion (as designated teachers for safeguarding and LAC), the heads of schools, pastoral advisor (who works predominantly with families), learning mentor (who works predominantly with children in school) and twos Emotional Literacy Support Assistants. We also have another 10 ELSA's working across both schools.
 - Each week during briefings there is an opportunity for staff to raise any concerns they have about individual children to the whole school.
 - Cause for concerns forms are completed about any concerns staff have about children's' wellbeing, no matter how large or small. These are then passed to the Pastoral Team where they are actioned. This may be a referral to the front door, a discussion with parents or the child or allocation of a keyworker from the Pastoral Team.
 - The Pastoral Team meet formally once a fortnight and informally on a weekly basis. During this time children are discussed and support is allocated to the children who need it.

2. Do you or how might you use other young people in your school to support those you identify as vulnerable?
 - Peer mediators work in the playgrounds at lunch time helping children to resolve their difficulties for themselves. They use a structured set of questions to assist them with this – taken from restorative practice.
 - What happened?
 - What were you thinking at the time?
 - What have your thoughts been since?

- Who has been affected by what you did? How?
 - What do you think needs to happen next?
3. What procedures have you to identify and share information about children who are solitary and at risk and who may be showing signs of emotional ill health?
- Through the cause for concerns forms and the Pastoral Team meetings. All staff are aware to look for those children who are becoming more withdrawn as well as those that act out.
4. What significant piece of work or action taken by you in the past three years has had the biggest impact on adolescent mental health in your school?
- (i). Why do you think this is?
- The introduction of the Pastoral Team and Restorative Practice. It is hard to separate the impact of these initiatives as they were introduced at the same time. Restorative Practice has enabled children to talk about their feelings, giving them the vocabulary to do so. It has also helped them to think about how their behaviour has affected others. The introduction of the Pastoral Team has meant that the staff are available to talk with the children and support the families of the most vulnerable children.
5. What training have you had in the past three years for dealing with mental health issues in your school?
- (i). Have you used that training at your school? Please give examples of training being put into practice
- Attachment Theory – from Lime Trees and Educational Psychologist
 - Restorative Practice
 - Gimmie 5 – sensory integration
 - ELSA training
6. How do you rate your school at dealing with young people's emotional health issues and what is your plan for the next three years?
- (i). Do you involve the young people at your school in assessing issues?

- The school has an excellent record of supporting vulnerable children and this is supported by the progress data of vulnerable groups.
 - In the next 3 years I would hope to continue to develop the roles of ELSA's within the school and how the Pastoral Team work in more proactive ways to target vulnerable groups of children.
7. As voluntary organisations become further involved in the community have you been approached by an organisation and would you welcome this?
- (i). What support would you welcome?
8. What services are you aware of that are available for students in your school?
9. How often does your school ask young people about their emotional wellbeing?
- Each class hold circles on a regular basis throughout the day (at least twice a day) were the children are expected to say how they are feeling. Children are then able to select someone that they wish to share their worries with.
 - Children are also encouraged to use impromptu circles to resolve problems and conflicts that happen throughout the day. This allows things that could become bigger issues to be resolved quickly.
10. Do the staff at your school have confidence to deal with emotional health and wellbeing issues?
- Generally yes, although we know that we can seek support when we do not. We have a close working relationship with our Primary Mental Health Worker, Educational Psychologist, IDAS worker and NSPCC worker.
11. What do you want to achieve for young people's wellbeing in your school?
- That all children feel safe and happy in school and are able to reach their full potential.

12. Do you plan on developing peer to peer support for young people within your school? If so, how? If not, why not?

- To continue to develop the role of peer medication.

13. Do you think City of York Council should be introducing a baseline to measure against? If so what do you think this should look like?

Response from All Saints Roman Catholic School

1. What steps do you take to promote an awareness of the mental health needs and vulnerabilities of young people in your school?

Specific topic assemblies (may be run by pupils themselves), Information sharing between staff – info given at the formal staff meeting at the start of the year, then throughout the year it may just be a 'tlc please' memo – many staff do not need to know all the details, just that a child may be vulnerable.

Staff respond very well to these memos and are also good at identifying pupils who are struggling in a variety of ways, and passing that information on.

We are currently upgrading our student information computer data base to enable identified staff to access concise and comprehensive information all in one place.

We undertake fundraising throughout the year, sometimes raising money for our own pupils' needs, sometimes for the wider community. Pupils are involved in choosing which charities to support.

We have a breakfast club on the lower site which gives free breakfast to identified pupils, and we financially support pupils to attend trips, residential etc. Any member of staff is able to refer a pupil.

We have an enormous number of Primary feeder schools, and as many as possible are visited by our Head of Site each summer term. We then offer 2 parents evenings for our main Catholic feeder schools, and an additional Saturday morning where we ask the pupils to come too. This morning is for the schools where a pupil may be the only one coming from that school. The children engage in various fun team building activities so that by the end of the morning each child will be able to identify someone with whom they would like to be in a form. If a child is very nervous about coming to high school we have as many additional visits as necessary for them to feel alright about it, engaging with other pupils as much as possible. We also do this again at the year 9/10 transition we have to the upper site.

The parents meetings allow an opportunity for them to give us any confidential information or talk about their anxieties. My own role works well here as I am able to offer individual support and advice if necessary. Our overall year 6/7 transition programme gives us a good start in identifying vulnerable pupils very early on.

2. Do you or how might you use other young people in your school to support those you identify as vulnerable?

We have peer listeners from year 9 who are trained and supported through the year to support other pupils.

We run Circles of Friends for identified vulnerable pupils (currently there are 2 running in year 7).

At the start of year 7 we do a one-off circle time with each form with the themes of 'making friends' and 'identifying who to go to for support in school'.

We have a 'Chill Out' club every lunchtime at the lower site where vulnerable pupils can support each other in a managed environment.

3. What procedures have you to identify and share information about children who are solitary and at risk and who may be showing signs of emotional ill health?

Anyone (staff and students) who has a concern is able to speak with a member of staff. Usually this will be the learning leader or one of the pastoral team. We encourage pupils to tell us if they have a concern about someone or they see something wrong.

4. What significant piece of work or action taken by you in the past three years has had the biggest impact on adolescent mental health in your school?

Internet safety and social media sites are a big area of concern currently, and something where we are continually trying to find better ways of supporting pupils to be safe. We involve the Police when necessary and, we have assemblies highlighting the risks. Self-harm is also another area where we know we have some very vulnerable pupils. I personally work very closely with identified pupils who are self-harming.

5. What training have you had in the past three years for dealing with mental health issues in your school?
- (i). Have you used that training at your school? Please give examples of training being put into practice

I have received training in both these areas, as well as bereavement support (this forms a regular part of my work). In addition I have recently been on a course looking at techniques to help children through drawing.

6. How do you rate your school at dealing with young people's emotional health issues and what is your plan for the next three years?

We work hard to provide a very good response to pupils' mental health needs. To this end we have duplicated support on both sites - the Emmaus Centre which works with students who struggle behaviourally, the Here 2 Learn room supporting academic progress and offering support to students who may be withdrawn from a particular lesson, and after school homework support sessions are on both sites. There is a Pastoral Leader on both sites. Our Chaplaincy worker and I (Home-school support) work across both sites. Any of us may identify a pupil in need. We work well as a team, and work to individual strengths. At any point support may be layered across several 'teams' or we may use one person for a period of time and then switch to someone else. Communication is key.

In addition we have a new Director of Inclusion and she is working to update and improve our ways of working.

We run Anger Management groups as required, and are setting up a Mindfulness group with support from our Educational Psychologist. We are about to start a small group specifically aimed at helping identified pupils with making friends.

We have prayers daily, sometimes written by the pupils. This provides a few minutes of calm and reflection at the start of each day for both staff and pupils. At upper site we run a religious retreat for each year group. Pupils choose to attend for the few days away.

- (i). Do you involve the young people at your school in assessing issues?

We have an active School Council and pupils are asked what they want. Pupils are involved in interviewing new members of staff. Near the end of year 7 we ask pupils to update our year 7 handbook with what they think should be in it for the new intake.

7. As voluntary organisations become further involved in the community have you been approached by an organisation and would you welcome this?

We are regularly approached by various voluntary agencies and are happy to work closely if we have an identified need and the capacity to do so. We are currently working with Lifeline, Young Carers, Yo Yo, and we have worked with Relate over the last 5

years running parents groups and working specifically with pupils re relationships. We will contact an agency if a need arises eg Cruse, Castlegate, Relateen etc.

8. What services are you aware of that are available for students in your school?.

We work with the Front Door, IFS, PSI, school health, CAMHS (we are currently part of a research study for Lime Trees, into using c-cbt for pupils who are experiencing low mood.) the hospital. teaching team etc.

9. How often does your school ask young people about their emotional wellbeing?

We regularly talk with pupils about how they are. In addition we have what we call 'Quiet Days' which are for individual forms to take time out of the curriculum and focus on meditation, contemplation and reflection about how they are both together and individually. Pupils write bidding prayers and intentions for mass.

10. Do the staff at your school have confidence to deal with emotional health and wellbeing issues?

Depending on the issue, teaching staff often deal with form issues, but will usually initially speak with a member of the pastoral team or the Learning Leader for advice. This ensures that we offer a co-ordinated and appropriate response. All staff know how to respond re safeguarding concerns.

11. What do you want to achieve for young people's wellbeing in your school?

Comprehensive, quick, and individual support for all pupils, including specialist services where necessary.

12. Do you plan on developing peer to peer support for young people within your school? If so, how? If not, why not?

13. Do you think City of York Council should be introducing a baseline to measure against? If so what do you think this should look like?



Response from officer from Huntington Primary School

1. What steps do you take to promote an awareness of the mental health needs and vulnerabilities of young people in your school?
 School mission statement Consider And Respect Everyone sets out values, expectations and ethos.
 We are a leading SEAL School in York and Social & Emotional Aspects of Learning run as a core through all we do.
 Close working with families all staff, led by Head teacher, Health promotion and Healthy Schools Award, use of pupil premium to enable children to be fully included e.g. music tuition
 Spiritual, Moral, Social & Cultural development was judged by Ofsted as Outstanding in March 2013
2. Do you or how might you use other young people in your school to support those you identify as vulnerable?
 Peer Mediators, Buddy systems (all year groups)
3. What procedures have you to identify and share information about children who are solitary and at risk and who may be showing signs of emotional ill health?
 Observations, Teaching Assistant support targeted at vulnerable pupils
4. What significant piece of work or action taken by you in the past three years has had the biggest impact on adolescent mental health in your school?
 Annual anti-bullying week, peer mediators, behaviour policy & practice review
 - (i). Why do you think this is?
 Children feel better equipped to deal with issues as they arise and know who to go to in school for help

5. What training have you had in the past three years for dealing with mental health issues in your school?
CAMHS training, Bereavement Counselling training
 - (i). Have you used that training at your school? Please give examples of training being put into practice
To support 3 pupils and their families when one parent has died

6. How do you rate your school at dealing with young people's emotional health issues and what is your plan for the next three years?
We deal with children's' emotional health issues very well by creating an environment which is safe, secure and caring
'The school provides an exceptionally caring and supportive environment in which all pupils are valued'
OFSTED March 2013
 - (i). Do you involve the young people at your school in assessing issues?
Yes, through School and Class Councils and our Annual Pupil Survey

7. As voluntary organisations become further involved in the community have you been approached by an organisation and would you welcome this?
 - (i). What support would you welcome?
We struggled to find training for childhood bereavement. I would find it helpful to know what is available through the health, education and voluntary sectors locally (that is in York).

8. What services are you aware of that are available for students in your school?
Behaviour support, CAMHS

9. How often does your school ask young people about their emotional wellbeing?
This is an on-going matter in our school as previously outlined.

10. Do the staff at your school have confidence to deal with emotional health and wellbeing issues?
Yes, we work as a team in supporting each other with this.

11. What do you want to achieve for young people's wellbeing in your school?

We aim for our pupils to feel happy, safe, and secure in school; to know who to turn to in times of trouble and be confident that they will get the help they feel they need.

12. Do you plan on developing peer to peer support for young people within your school? If so, how? If not, why not?

This is already in place in our school across all year groups and at break/lunch times through peer mediation.

13. Do you think City of York Council should be introducing a baseline to measure against? If so what do you think this should look like?

I am not certain how a baseline could be set or how useful it would be with regard to the promotion of well-being and good mental health. I would however like to see a city-wide directory of 'good practice' case studies which could be used for new/different ideas. This could be similar to the Ofsted best practice guides for aspects of the curriculum.

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Cabinet

3rd December 2013

Report of the Leader of the Council

Get York Building Phase 3 - Infrastructure Investment Plan For Growth

Summary

1. This report proposes to “ earmark ” £10m, from the Economic Investment Fund (EIF), for York Central. This will send a very strong and positive signal to our partners about our commitment to development on the site. The detail of how the full allocation will be used, along with full assessment of risk will be subject to a further report.
2. The report sets out why EIF investment in York Central infrastructure is essential to allow development to proceed.
3. The report builds on “Get York Building – Phase 1& 2” reports, approved by Cabinet in February and July 2013 that set out how we would progressively stimulate development activity. This investment proposal for York Central builds on this approach.
4. The proposal to earmark monies that will see new homes and business space on York Central directly supports the council priorities to Create Jobs and Grow the Economy and is complementary to “Get York Moving and “Protect the Environment” principles.
5. A subsequent technical report will set out the granular detail of how the £10m will be spent. The focus of this proposal is clearly the creation of a new access onto the site.
6. The scale of development will be 26 hectares within a site 35 hectares overall. It is of major importance to the city and taking a phased approach will allow development to proceed. Moreover, these proposals will also address some key issues in terms of;
 - a) **The impact of growth** – How the site fits within the emerging local plan transport strategy that supports a

sustainable approach to growth in housing, business and retail, and in particular desired improvements to the station, interchange and walking/cycling connectivity to the city.

- b) **Resources are in place to deliver** – CYC’s investment covers “fees” and “works” ensuring we retain control of and can ensure certainty of delivery.
- c) **Maximising the “planning gain” process** – Although a partnership approach will be adopted, this will not reduce the need to secure the best legacy solution both on the site and its impact on the environment (sustainability, transportation, quality of housing/ business offer).
- d) **Getting a return on investment** – The viability gap has been progressively reduced, in commercial terms, from over £100m to a level that CYC proposes to address by enabling access. This will be a partnership approach with Network Rail and CYC will seek a return on this investment (ROI) via a profit-share mechanism.
- e) **Supporting the supply chain** – Investment in development is a catalyst to create new jobs and stimulate the growth of the local supply chain. The next report will set out how our work with educational establishments, developers, contractors and national agencies will seek to stimulate job creation. Demand for unskilled, semi-skilled, technical, professional and managerial resources for all development in the city will be addressed in a uniform and timely manner.

Background

Why invest in York Central now?

- 7. A previous approach to the market in Spring 2009 was unsuccessful due to the prevailing economic situation and very significant infrastructure investment gap at that time.
- 8. Investment in new development, using EIF or other CYC borrowed monies is financially and economically sustainable. This is based on progressive receipt of income from Council Tax and Business Rates, as well as the socio-economic benefits of addressing financial poverty and unemployment. This is in line with national policy which is seeking to boost short and long term growth through investment in infrastructure. It is also in line with the council’s agreed approach to delivering its key ambitions.

Development interest in York has improved significantly in the last 9 months and progress is being made without public sector

intervention on all of these sites bar York Central and Castle Piccadilly: Hungate have submitted a phase 2 planning application, British Sugar are undertaking pre-application consultation with a view to submission in April 2014, and active dialogue is progressing with landowners on the Terry's and Nestle sites, with an application for development on part of the former site currently under consideration.

9. Development interest in York has improved significantly in the last 9 months and progress is being made without public sector intervention on all of these sites bar York Central and Castle Piccadilly. We have seen, in recent months, movement in Terry's, British Sugar, Nestle, Hungate and Castle Piccadilly sites all progressing without direct CYC financial support. The improvement in the market nationally is a factor, but that does not address "pace". This aspect is very much of York's making both in political ambition terms and a positive "open for business" approach, demonstrate through a series of reports - "Get York Building" phase 1 and 2 and now these proposals.
10. Although renewed development interest in York is clear, the market cannot eradicate all financial viability risks for key sites. Many have progressed; including the Terry's which is going through planning. British Sugar access issues are resolved and again going through planning. Nestle and CYC officers are in positive and detailed discussion on the sale and development of Nestle South. In terms of York Central viability has improved dramatically and thus deliverability is a real prospect. Network Rail are confident about development and Phil Verster, Route Managing Director, LNE & EM stated;

"This is a critical development opportunity for the city and we are at a point where we have the best possible opportunity for success. We have a strategic plan that will allow development to happen on a systematic basis. Key to this is adequate road access which allows measured and achievable development."
11. York Central is a natural financial choice in terms of eventual returns to CYC in preference to any other brownfield site, noting that sites such as Terry's, Nestle and British Sugar are predominately housing sites and the market strength allows them to proceed unassisted. What is special about York Central is the mix of housing, whether social, private-rented or for sale, combined with self-sustaining retail and premium quality business space that the city desperately needs. Table 1 sets this out below;

“York Central also offers the largest scale opportunity to realise the commercial development that will deliver economic benefits to the city as well as direct revenues to the Council”

Table 1 – Approximate split of Housing vs Business/leisure/retail offers on Brownfield sites.

Site	Commercial Quanta	Housing
York Central	80,000 sq m ¹	1083 units ¹
British Sugar	Local centre uses only ¹	998 units ¹
Terry's	22,250 sq m ¹	395 units ²
Nestle	16,200 sq m ²	355 units ²
Hungate	18,500 sq m ²	720 units ²
Castle Piccadilly	25,000 sq m ¹	nil

What will York Central provide?

Concept and Principles

12. It is proposed that the EIF earmarking of £10m will address the remaining viability issue of creating suitable access into the site. The detail of what this is and where it connects into the site and the highway will be subject of a separate report.
13. Future reports in 2014 will detail the phasing of the project and early outputs. Additionally a framework to guide future development of plots on the site, all of which will be subject to a consultation process, will be made available.
14. The masterplan will incorporate high quality and sustainable new homes across a mix of tenures, strategic green infrastructure, linking with existing city corridors, community facilities and local services for the residential areas. The typical outputs are summarised below as a guide to what will be produced. Note – Phase 1 will provide for signalling and training centres with housing being part of Phase 2.
15. A phased approach to Housing;
 - a) Phase 1 - 0 units
 - b) Phase 2 - up to 333 units (start of housing development, resulting in up to 400 units within 2015, including the beginning of Phase 3)
 - c) Phase 3 - up to 250 mixed residential

- d) Phase 4 - up to 500 units
 - e) Phase 5 - up to 0 units
16. A phased approach to Business space:
- a) Phase 1 - Operational rail commercial space for Network Rail (underway)
 - b) Phase 2 - None
 - c) phase 3 - 93,000 sq m of office with ancillary bar, restaurant, retail and leisure uses
 - d) Phase 4 - None
 - e) Phase 5 - 35,000 sq m; including 5,500 sq m (150 bed) 4* hotel; 3,000 sq m A3/4 use; 26,500 sq m B1a office
17. Indicative development timeline
- a) Phase 1 – Operational Rail Development: Training and signal centre (underway), carriageworks commencing 2014
 - b) Phase 2 – Leeman Road Housing: Commence 2015
 - c) Phase 3 – Station Business District: Commence 2015
 - d) Phase 4 – Residential site areas: Commence 2018
 - e) Phase 5 – Commercial area front of station: Commence 2019

Jobs and GVA outputs

18. The total overall impact of the site on completion will be over 8,000 FTE (direct and indirect impacts through supply chains), and c. £599m increase per annum GVA (direct and indirect impacts).¹ Development of the site is likely to require over 6,700 construction jobs. These figures are on completion of the entire site; phased outputs are provided below:

Phase 1 – c. 600 FTE and £20.2m per annum increase in GVA

¹ Experian data using Regional Econometric Model for Yorkshire and Humber. Data drawn at Nov 2013.

Phase 2 – c. 1700 construction jobs for the residential site;
temporary increase in GVA

Phase 3 – c. 4,761 FTE and £401m per annum increase in GVA

Phase 4 – c. 2900 construction jobs for the residential site;
residual and temporary increase in GVA

Phase 5 – c. 2,664 FTE and £178.2m per annum increase in GVA

What will “earmarking” be spent on?

19. It is proposed that in developing the access solution, EIF funding will be used to address two elements;
 - a) There are a number of fee based services that are required in the normal process of supporting a scheme to get off the ground. These include CYC transport and highways work, asset management, procurement, legal services, finance and external consultants..
 - i) Asset management/procurement costs to deal with the mechanisms to secure arrangements between CYC and Network Rail - circa £110k
 - ii) Economic development costs to deal with the mechanisms to put in place the SPV’s to facilitate development – circa £100k
 - iii) The support services to deal with the financial and legal aspects of putting in place the mechanisms – circa £200k
 - b) The second part will be the construction of the access and the associated management that may well utilise the fee based services referred to above. The detail of this will be subject of a further report.
20. The split between “works” and “fees” will be typically 10 to 15%, based on schemes of a similar nature and value eg A59 Park and Ride scheme. This includes fees for front end costs from asset management, legal, financial and economic development as well as the traditional costs highlighted in para 12 above. This requirement is set out in table 2 below;

Table 2 – Breakdown of a 10% fee with contingency at 5%

Year	2013/14	2014/15	2015/16	Totals
Legal	£0.25m			£1m
Finance				
Procurement				
Technical Surveys				
Economic development		£0.25m	£0.5m	
Technical design				
Works supervision				
Commissioning and adoption				
Sustainable travel s				
Contingency (all years)	£0.5m			£0.5m
Total overall				£1.5m

How will we manage the impact on the road network?

21. Critical to the longer term success of York Central and other key development sites will be the ability to manage the impacts on the road network.
22. The demand, in city terms, will be met through a range of measures, including use of the planning gain process (section 106, future CIL's etc.), existing capital programmed activities such as The York Package (£83m), and existing priorities via the 'Get York Moving' £25m package of schemes, over the next 2 years. This will enhance our transport systems. These will deliver an expanded Park and Ride service, improving York's local bus services through Better Bus Area Round 1 and Round 2 Funding. The cycling network will also be improved. In addition we will be implementing behavioural change initiatives such as business travel and personalised travel planning.
23. A further ten year £83m 'York package' of schemes is being developed as part of the West York Plus Transport Fund. This will include improvements to the outer ring road, a new bus interchange and bus priority measures in the City Centre. All of these will be subject to continued monitoring and tight controls on achieving modal split for new trips. This work is progressing in line with requirements set by the West Yorkshire and York LTB (Local Transport Body). The "Project Mandates" for these key schemes have been submitted and will go through a "gateway" review

process. Funding bids are also being submitted to the North Yorkshire, York and East Riding LEP/LTB for further funding for the Outer Ring Road, improvements to the A1079 and improved connectivity between North Yorkshire towns and York.

Consultation

24. Technical input has been provided via the Corporate Management Team (CMT), directly from CEO, the Housing group (attended by Leader, Councillor Simpson-Laing and Councillor Merrett).

Implications

Financial

25. Allocation of the £10m, subject to a further report, will commit the majority of the remaining EIF budget, leaving a balance of £807,500.
26. A further report will be brought in early 2014, which will set out in greater detail the proposed areas of expenditure, and the wider financial arrangements associated with the proposal.
27. Approval is being sought to allocate £500,000 as part of this report, to undertake the initial aspects of the project.
28. A key part of this proposal will be to secure a return on the council's investment in this site. This will be negotiated in coming weeks, and reported to cabinet in the next report.
29. There are clearly significant financial risks to be considered as part of this proposal, and these will be addressed in full in the subsequent report.

Legal Implications

30. There are legal implications in terms of the additional workload that will arise out of finalising agreements with Network Rail. There are implications for CYC should it enter into any "profit-sharing" arrangement. This detail will be the subject of a follow on report.

Risk Management

31. As outlined above a more detailed report will come to Cabinet in the new year that sets out a full risk assessment, including financial risks, and delivery risks.

Recommendations

32. That £10m from the EIF is earmarked for York Central, with £0.5m allocated immediately to advance the scheme in respect of support/technical work, and the remaining £9.5m subject to a more detailed report back to Cabinet in early 2014.
33. That a further detailed report be presented to Cabinet, early in 2014, setting out the full financial implications, risks, technical details, aspects of phased development (and the mechanisms/legal relationship between CYC and network rail for a profit-sharing approach.

Reasons

- To facilitate the development of the York Central site by closing the final viability hurdle.
- To give certainty to Network Rail that CYC is committed to this expenditure in principle.
- To ensure that there is a level of detail agreed about project outputs/outcomes agreed before monies are expended.
- To allow preparatory work to commence

Contact Details

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	Report Approved	√	Date 22 November 2013
Specialist Implications Officer(s) None			
Wards Affected: All			√

For further information please contact the authors of the report

Background Papers: None

Annexes: No additional papers



Cabinet

3rd December 2013

Report of the Cabinet Member for Finance Performance and Customer Services

Sale of land at Holgate Park

Summary

1. This report sets out a proposal to sell land (known as the 5 acre site) to Network Rail for a substantial capital receipt and also the purchase of a site to the east of the former carriageworks on Holgate Road. The purpose of this proposal is to rationalise Network Rail operational rail facilities onto the 5 acre site freeing up land for development on the York Central site and also to ensure City of York Council retains a strategic land holding for a key access route into the York central site. The York Central site has been derelict for a generation. The sale will also generate a capital receipt.

Background

2. In July 2012 City of York Council acquired Sites A and B as shown on the Site Plan at Annex A from the Homes and Community Agency for a price as detailed in confidential Annex B
3. The reason for this strategic purchase was to assist with bringing forward developments on the York Central site. Negotiations have been taking place with Network Rail and other parties over the last 12 months and because City of York Council have been a strategic landholder they have been closely involved in these discussions.
4. This sale is a critical aspect to achieving this ambition to see York Central developed, not only does it release land to allow the final viability issues to be addressed, being the access onto site, it also allows network rail to consolidate its operational and employment activities with other operators on the "5-Acre site".

5. This report is complementary to the Get York Building Phase 3 - Infrastructure Investment plan for growth report for York Central in that it will, subject to cabinet approval, see an investment of up to £10m from the Economic Infrastructure Fund (EIF) to create the access into it. The land transaction in this report is the enabler to achieve this, it provides land for network rail to consolidate operational, maintenance and thus employment activities on the “5-acre site” and in return provides a parcel of land for CYC to create the access into the site.
6. Clearly the sale itself is advantageous for CYC as there is an increase in value since purchase, CYC secures additional land to develop, thus it represents very good value for money for CYC. In parallel are massive economic drivers that come with the development of York Central, these are detailed in the Get York Building Report and summarised below;
 - a) The total overall impact of the site on completion will be over 8,000 FTE (direct and indirect impacts through supply chains).
 - b) Circa £599m increase per annum GVA (direct and indirect impacts)
 - c) Development of the site is likely to require approx 6,700 construction jobs over its life.
7. These negotiations have resulted in identification of a phased programme of site release, allowing incremental but comprehensive development of the York Central site. A masterplan and supplementary planning guidance to test and inform this approach will be produced over the coming months. A separate report to Cabinet sets out the emerging details of this approach, and outlines options for the Council to invest in the facilitation and acceleration of site delivery. Early phases of this emerging programme relate to rail consolidation and rationalisation, freeing land for subsequent redevelopment, whilst ensuring York’s position as a 21st Century hub for operational rail employment.

The Proposal

- 8 Negotiations with Network Rail have resulted in the following proposal

- City of York Council sell the freehold of Site A (2.1 hectares) to Network Rail (in order to enable early phases of rail consolidation and rationalisation).
- City of York Council purchase the freehold of Site C (1.1 hectares) from Network Rail
- Network Rail pay to City of York Council a capital receipt as detailed in confidential Annex B

- 9 The result would be that City Of York Council will own the freehold of Sites B (0.5 hectares) and C (see Annex A) which can then be held, in addition to land in Site A safeguarded from operational development and to be held by Network Rail, in order to safeguard two potential access routes into York Central from the A59.

Not all of site C would be required to deliver this road access option, and it is also therefore agreed that any surplus land to the west of an access road route which is not required will be sold back to Network Rail for £1 whilst any remaining surplus land on the east side of an access road would be retained by City of York Council and could potentially be used for commercial or residential uses depending on the shape and size of the remaining site and obtaining planning consent.

Consultation

10. These proposals have been developed in consultation with Council officers who are leading on the York Central development project and Network Rail. The proposal has also been discussed at the Capital and Asset Board on several occasions and has been approved by this Board.

Analysis/Options

11. There are 2 options. Option A is to proceed with this proposed sale and purchase. Option B is not to proceed with this proposal and to retain the freehold of Sites A and B.

Option A

12. If the proposal is progressed then

- Network Rail will be able to install a fan of rail lines across Site A to the carriageworks building which will enable full use of this building for operational rail uses. In addition further buildings and rail facilities will be able to be provided on the remainder of Site A. Various rail operational services will then be able to be relocated from their locations on the York Central site which will free up space on this site for development in accordance with the project plans being developed for this major employment site
- City of York Council will still have strategic land holdings in this location which can be used to provide one of the key access routes (via a bridge to be constructed) to York Central as highlighted in the project plan. There is also potential for a further employment or residential site which can be developed in the future.
- City of York Council will also be receiving a substantial capital receipt. In 2012 the Council paid the sum as detailed in Confidential Annex B for Sites A and B which was considered to be market value for these sites at the time. The capital receipt agreed for this proposal to dispose of Site A and acquisition of Site C is in excess of the figure paid for Sites A and B and is therefore considered to be very good value.

Option B

- 13 City of York Council is under no obligation to sell the site to Network Rail and therefore could decide instead to sell Site A on the open market for employment and commercial uses. However there is no certainty as to the level of receipt that would be obtained.

In addition Network Rail would not be able to bring the carriageworks building back into full use or relocate other rail operational facilities which would delay making the sites available on the York Central site and thus have an impact of the York Central project delivery and timetable.

An opportunity would also be lost in the Council being able to have control of Site C and therefore the timing and certainty of using this land for an access road.

- 14 Whilst Option B is a feasible option to pursue it is not recommended for the reasons give above whilst Option A allows the wider York

Central project to progress and also realises a capital receipt for the Council which could be used to contribute to accelerating and facilitating economic development elsewhere on York Central, pay back the funding provided to purchase the site in July 2012 or provide surplus capital funds.

Council Plan

- 15 This proposal will significantly contribute to the Council plan priority to **create jobs and grow the economy** as it assists in supporting the development of a key employment site in the City.

Implications

- 16 **Financial** – The capital receipt received can be used to repay the capital borrowed to fund the original purchase of Sites A and B and also provide a surplus which can be used to help fund the Council's capital programme
- 17 **Property** – all the implications are contained in this report. The Council will still be left with a substantial freehold land holding in this area which can be used to support the York Central project in the future or alternative uses.
- 18 **Legal, Equalities and Human Resources** – The Council has a general duty under section 123 of the Local Government Act 1972 to ensure that it receives the best consideration reasonably obtainable for disposals of land. In addition the Council must ensure that it complies with state aid rules. As a sale at less than market value may constitute state aid the Council must be in a position to demonstrate that it has achieved market value. Normally this would be demonstrated through an open marketing exercise. However, it can also be demonstrated through having an independent valuation. In this context the Council's own valuers are regarded as independent so long as undue influence on their valuation is excluded. The primary cost of acquiring the land is specifically recognised by the EU as being an indicator of value unless a significant time has passed between acquisition and disposal.

Risk Management

19. There are no major risks associated with the proposals set out in paragraphs 5 and 6 above.
- 20 If the proposed access route across Sites B and C does not progress because of design, planning or cost issues then the

Council could still dispose of this site for other employment or commercial uses as it has access to Holgate Road and is a level and rectangular shape which would be suitable for these uses. It also has potential, as part of the Local Plan development, to provide houses in this location.

Recommendations

21. That the Cabinet

- Approves the sale of Site A and purchase of Site C for the capital receipt as set out in Confidential Annex B.

Reason: To support corporate priorities with respect to jobs and economic growth, to enable the York Central project to progress and to provide capital receipts to fund the Council's capital programme.

Contact Details

Author:	Cabinet Member and Chief Officer responsible for the report:		
Philip Callow Head of Property and Asset Management Customer and Business Support Services	Cllr Dafydd Williams, Cabinet Member for Finance, Performance and Customer Services Tracey Carter Assistant Director of Finance, Asset Management and Procurement		
	Report Approved	√	Date 25 November 2013
Specialist Implications Officer(s) Ross Brown – Technical Finance Manager Brian Gray – Senior Legal Assistant Ben Murphy – Senior Major Development Project & Initiative Officer			
Wards Affected: Holgate			√
For further information please contact the authors of the report			

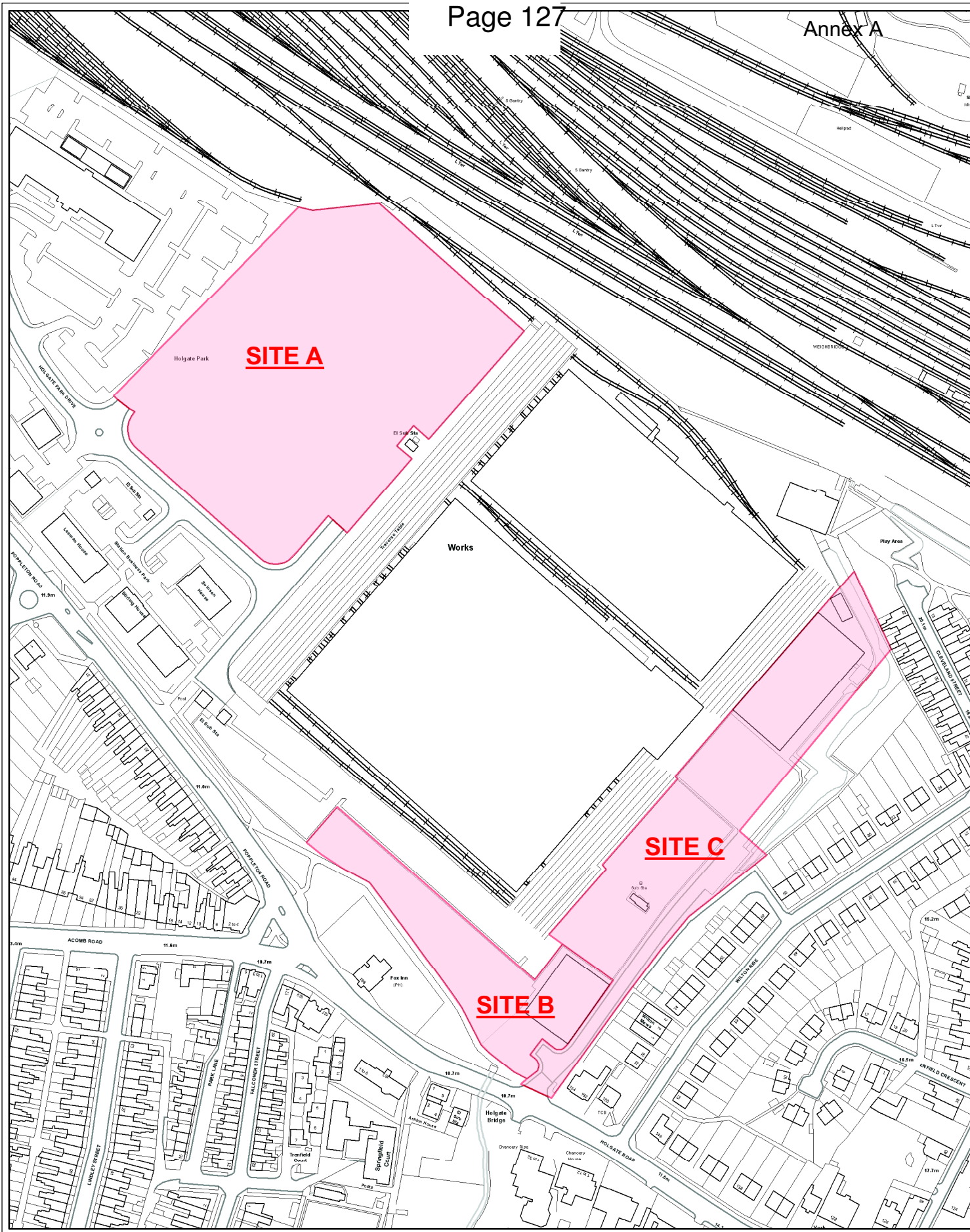
Background Papers: None

Annexes:

A – Site Plan

B - **Confidential** – Details of proposed capital receipt

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CBSS
Asset & Property
Management

Holgate Park Sites



SCALE 1:2,500

DRAWN BY: GR

DATE: 06/11/2013

Originating Group:

Asset & Property Management

Drawing No.

G00021_4

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Cabinet
3 December 2013
Report of the Cabinet Member for Finance, Performance and Customer Services
Review of Fees and Charges
Purpose of report

1. The purpose of this report is to seek approval to increase a range of the council's fees and charges with effect from the 1st January 2014.

Background

2. Across the council a wide range of services operate fees and charges for services provided, some of which attract VAT at the current rate of 20%. Where necessary the charges in the attached annexes have been rounded to prevent problems with small change.

Options and Analysis

3. Option 1 (recommended option) – Agree the fees and charges as set out in the annexes to the report.
4. This report focuses on those fees that were last reviewed 12 months ago in January 2013 and proposes an increase of approximately 5%, in line with the previous years increase, subject to minor variations due to roundings.
5. The table below summarises each service areas total fees and charges recommended for increase from 1st January 2014.

Service Area	£000
Registrars	518
Community Centres	33
Bereavement Services	1,616
Waste Services	211
Libraries, Information & Archives	405
Parks & Open Spaces	76
Housing Services	45
Planning	305
Guildhall and Mansion House	45

Total fee income recommended for increase from 1st Jan 2014	3,254
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6. Additional income of £154k will be generated in 2014/15 from the increase in fees and charges proposed within this report. This is mainly from Bereavement Services (£85k) and Registrars (£25k).
7. The table below summarises the areas which will be examined further as part of the 2014/16 budget strategy and any proposals will be included in the overall financial strategy if appropriate. Some fees below are set by statutory or regulatory bodies and are therefore only permitted to increase from the 1st April. The remaining service areas are currently reviewing their charging policy, to ensure that any increase will avoid an adverse impact either on service users or the volume of activity in these areas.

Service Area	£000
Environmental Health & Trading Standards	70
Regulatory Services	667
Pest Control	82
Waste Services (includes Commercial Waste)	1,782
Sport & Leisure	1,888
Housing	441
Parking	7,382
City Centre & Markets	703
Planning	150
Integrated Young People's Service	14
Adult Social Care	3,263
Total fee income under consideration for increase from 1st April 2014	16,442

8. In addition to the income above, certain fees, such as planning fees, are set nationally and are increased at the appropriate time in line with national policy and specific details of these will not be included in the budget strategy report.
9. Option 2 – Agree a different increase to that proposed.

Consultation

10. No specific consultation has been carried out for this report. However, the level of all fees and charges is informed by the extensive consultation carried out as part of the development of the budget.

Council Plan

11. This report demonstrates effective management of the councils resources

Implications

12. The implications are:

- Financial - the fees and charges increases outlined in the annex to this report will generate additional income of £39k in the remainder of the current financial year with a full year effect of £154k in 2014/15. This assumes there will be the same level of activity across all services.
- Human Resources - there are no specific human resource implications to this report.
- Equalities – all council services complete Equalities Impact Assessments to ensure that the charges levied on users are fair and take into account any equalities issues.
- Legal - the Council has a general power to charge fees to cover the costs of providing discretionary services which are not provided for a commercial purpose. Various specific charging powers also exist in relation to individual statutory functions.
- Crime and Disorder - there are no specific crime and disorder implications to this report.
- Information Technology - there are no information technology implications to this report.
- Property - there are no property implications to this report.
- Other - there are no other implications to this report.

Risk Management

13. There is a risk that the increase in charge could result in users deciding not to use a service. Individual service areas will continue to monitor activity to ensure any loss of income is identified and mitigated by other savings.

Recommendations

14. Members are asked to approve option 1 and increase the relevant fees and charges as set out in the attached annexes.

Reason: To enable the council to effectively manage its budget.

Contact Details

Author:	Cabinet Member and Chief Officer responsible for the report:		
Sarah Kirby Principal Accountant Tel (01904) 551635	Cllr Dafydd Williams, Cabinet Member for Finance, Performance and Customer Services Ian Floyd Director of Customer & Business Support Services Telephone: 01904 551100		
	Report Approved	√	Date 22 November 2013
Specialist Implications Officer(s) None			
Wards Affected: All			√
For further information please contact the authors of the report			

Background Papers – None

Annexes

Proposed Fees and Charges - Registrars, Community Centres, Bereavement, Waste, Libraries and Archives, Parks and Open Spaces, Housing Services, Planning, Mansion House, Guildhall

REGISTRAR OF BIRTHS, DEATHS AND MARRIAGES	2013/14	1st Jan 2014	
	Charge (inc VAT if applicable)	Proposed Charge (inc VAT if applicable)	Increase
	£	£	£
Standard certificate within 1 hour at the Registry Office	19.00	20.00	1.00
Standard certificate - same day, or posted 1st class on same day	16.00	17.00	1.00
Standard certificate provided from phone / electronic information	16.00	17.00	1.00
Standard certificate requiring same / next day postal delivery	25.00	30.00	5.00
Certification of a venue for marriage ceremonies (valid for three years)	2,700.00	3,000.00	300.00
<u>Non-refundable booking fee for all weddings</u>	50.00	50.00	-
<u>Marriage and Civil Partnership Ceremonies</u>			
<u>Attendance of Registration Staff at Approved premises</u>			
Large marriage room at Register Office Mon-Thurs	200.00	220.00	20.00
Large marriage room at Register Office Fri-Sat	280.00	300.00	20.00
Small room at Register Office Mon - Thurs	110.00	120.00	10.00
Small room at Register Office Fri - Sat	150.00	170.00	20.00
Approved Premises (venues) Mon-Thurs	450.00	475.00	25.00
Approved Premises (venues) Fri - Sat	525.00	550.00	25.00
Approved Premises (venues) Sun / Bank Holidays	575.00	600.00	25.00
<u>Nationality Checking Service</u>			
- Adult	60.00	70.00	10.00
- Child	30.00	30.00	-
<u>Citizenship Ceremonies</u>	110.00	120.00	10
<u>Funerals</u>	150.00	150.00	-
<u>Baby Naming Ceremonies</u>			
At Register Office	180.00	200.00	20.00
Approved Premises (venues)	200.00	220.00	20.00
<u>Renewal of Vows</u>			
At Register Office	180.00	200.00	20.00
Approved Premises (venues)	200.00	220.00	20.00
<u>Sale of Goods and Miscellaneous Charges :-</u>			
- Scrolls	5.00	5.00	-
- Baby Folders	2.00	2.00	-
- Books of Verse	5.00	5.00	-
- Business Card Advertising	125.00	125.00	-

BURTON STONE COMMUNITY CENTRE	2013/14	1st Jan 2014	
	Charge (inc VAT if applicable)	Proposed Charge (inc VAT if applicable)	Increase
	£	£	£
Room Hire			
Main Hall Local	7.50	8.00	0.50
Main Hall Voluntary & Non Profit	13.00	13.50	0.50
Main Hall Profit	20.50	21.50	1.00
Birthday Party	12.00	12.50	0.50
Meeting Rooms			
Local	5.30	5.50	0.20
Voluntary & Non Profit	6.50	7.00	0.50
Profit	8.50	9.00	0.50
Gym Hire			
Local	7.40	7.80	0.40
Voluntary & Non Profit	13.00	13.50	0.50
Profit	20.50	21.50	1.00
<u>Badminton (per person per hour)</u>			
York Card Standard	3.20	3.40	0.20
York Card Concession	2.60	2.70	0.10
Non York Standard	3.70	4.00	0.30
Non York Concession	3.20	3.40	0.20

BEREAVEMENT SERVICES	2013/14	1st Jan 2014	
	Charge (Inc VAT if applicable)	Proposed Charge (Inc VAT if applicable)	Increase
	£	£	£
CREMATORIUM			
Use of electronic Organ 1 Hymn	25.00	0.00	-25.00
CREMATIONS (VAT EXEMPT)			
Adult (including medical referee fee)	734.00	777.00	43.00
Still Born	0.00	0.00	0.00
Up to Six Months	0.00	0.00	0.00
Six Months to Sixteen Years	0.00	0.00	0.00
INTERMENT (VAT EXEMPT)			
Interment of Ashes	23.00	40.00	17.00
SCATTERING OF ASHES (VAT EXEMPT)			
Ashes received from external sources	64.00	69.00	5.00
Ashes forward to other places	50.00	0.00	-50.00
Additional Service Time	84.00	90.00	6.00
EXHUMATIONS			
Exhumation fee	168.00	170.00	2.00
BEARING SERVICE	16.00	17.00	1.00
RECORDINGS			
CD recording	36.50	39.00	2.50
DVD recording	47.00	50.00	3.00
Webcast	47.00	50.00	3.00
MEMORIALS AND PLAQUES			
PLAQUES			
60 letter inscription 10 years	346.00	360.00	14.00
60 letter inscription 20 years	463.00	485.00	22.01
Display for a further 5 years	115.00	118.00	3.00
MEMORIALS			
Memorial Plaque with Rose tree 10 yrs	395.00	410.00	15.00
Memorial Plaque with rose tree 20 yr	515.00	535.00	19.99
Memorial seat with plaque (10 yrs)	1095.00	1150.00	55.00
Memorial seat plaque renewal (5yrs)	194.00	199.00	4.99
Granite Seat (10 yrs) - new fee	1160.00	1220.00	60.00
Granite vase Block 10years	550.00	580.00	30.00
Granite vase Block 20years	998.00	1000.00	1.99
Vase Block Plaque	155.00	160.00	4.99
Bronze rose memorial plaque on stake (10 yr)	485.00	500.00	15.00
Bronze rose memorial plaque on stake (20 yr)	615.00	645.00	30.00
Circular bench memorial plaque (10 yrs)	405.00	425.00	20.00
Circular bench memorial plaque (20 yrs)	545.00	575.00	30.00
Babies garden memorial plaque (10yrs)	330.00	335.00	5.00
Granite mushroom memorial plaque (10 yrs)	345.00	360.00	15.00
Granite mushroom memorial plaque (20 yrs)	475.00	500.00	25.01
Memorial Disc	380.00	399.00	19.00
Granite Shaped Planter	455.00	480.00	25.00
Summer House Memorial Plaque	360.00	380.00	20.00
URNS			
Cardboard Box	11.00	12.00	1.00
Polytainer		15.00	n/a
Baby Urn	30.00	32.00	2.00
Urn	35.00	40.00	4.99
Casket	58.00	61.00	3.00

BEREAVEMENT SERVICES	2013/14	1st Jan 2014	
	Charge (Inc VAT if applicable)	Proposed Charge (Inc VAT if applicable)	Increase
	£	£	£
NICHES			
Niche 10 years	680.00	715.00	35.00
Niche 20 years	1140.00	1200.00	60.00
Sanctum 2000 (Average Charge)	1114.00	990.00	-124.00
Second Plaque on Sanctum 2000	365.00	380.00	15.00
Inscription (second Plaque/Renewals)	310.00	325.00	15.00
Additional inscription p/letter over 80 letters	3.80	4.00	0.19
BOOK OF REMEMBRANCE			
2 line entry	75.00	78.00	3.00
5 line entry	115.00	120.00	5.00
5 line entry with floral emblem	160.00	168.00	8.00
5 line entry with badge, bird, crest & shield	185.00	194.00	9.00
8 line entry	140.00	147.00	7.00
8 line entry with floral emblem	190.00	199.00	9.00
8 line entry with badge, bird, crest & shield	220.00	230.00	10.01
8 line entry with coat of arms	260.00	270.00	10.00
FOLDED BOOK OF REMEMBRANCE CARDS			
5 line entry with floral emblem	125.00	130.00	4.99
5 line entry with badge, bird, crest & shield	160.00	165.00	5.00
8 line entry with floral emblem	155.00	162.00	7.00
8 line entry with badge, bird, crest & shield	190.00	199.00	9.00
8 line entry with coat of arms	230.00	240.00	10.00
Regimental Badge Etc			
MEMORIAL CARDS			
2 line card	50.00	53.00	3.00
5 line card	65.00	69.00	4.00
8 line card	75.00	79.00	4.00
Regimental Badge			
DRINGHOUSES CEMETERY			
INTERMENT (VAT EXEMPT)			
Adult (4ft 6" grave)	710.00	745.00	35.00
Child up to 12 years	250.00	250.00	0.00
Interment of Ashes	194.00	200.00	6.00
Exhumation (negotiated at cost)	at cost	at cost	
Exhumation of Cremated Remains	168.00	170.00	2.00
MEMORIALS			
Headstones	115.00	120.00	5.00
Add Inscription	61.00	65.00	4.01
Marking out grave	20.00	21.00	1.00
Removal of grave memorial by stonemason prior to interment	64.00	86.00	22.01
Cremation plot with exclusive Right of Burial for period of 50 yrs.	376.00	395.00	19.00

WASTE SERVICES	2013/14	1st Jan 2014	
	Charge (inc VAT if applicable)	Proposed Charge (inc VAT if applicable)	Increase
	£	£	£
Bulky Household Collections			
10 items	35.00	36.75	1.75
White Goods - Fridges/Freezers only (domestic collections)	20.00	21.00	1.00
Bonded Asbestos Collections for quantities up to 200 kg, including assessment visit (incs VAT)	84.00	88.00	4.00
Bonded Asbestos Collections greater than 200 kg, price quoted on application (excluding VAT)	n/a	n/a	
Trade Waste Charges			
Waste to be charged per tonne or part thereof :-			
Residual Waste to Landfill per tonne	132.00	138.00	6.00
Minimum Charge	66.00	69.00	3.00
Recycling or Waste for Composting per tonne	66.00	69.00	3.00
Minimum Charge	33.00	34.50	1.50
Minimum percentage of waste be recyclable to qualify for charge for recycling or waste for composting rate = 85%			

LIBRARIES & ARCHIVES	2013/14	1st Jan 2014	
	Charge (inc VAT if applicable) £	Proposed Charge (inc VAT if applicable) £	Increase £
INTERNET COSTS			
Library members two hours per day free	additional hours at £1 per hour	additional hours at £1 per hour	
Non member	£1 per half hour	£1 per half hour	
LOST & DAMAGED STOCK			
Minimum Charge For Books Out Of Print			
Adult Non Fiction - Hardback	26.00	27.00	1.00
Adult Non Fiction - Paperback	19.00	20.00	1.00
Adult Fiction - Hardback	20.50	21.00	0.50
Adult Fiction - Paperback	10.00	10.50	0.50
Children's fiction	0.00	0.00	0.00
Children's non fiction	0.00	0.00	0.00
Children's stock	3.15	3.30	0.15
OVERDUE CHARGES			
Books, audiobooks and language courses - Adult Rates			
1 Day	0.16	0.17	0.01
Books, audiobooks and language courses - Young People' rate (12-17 yrs)			
1 Day	0.06	0.06	0.00
RESERVATION CHARGES			
Per Requests From Outside York Stock			
Adult	9.00	9.50	0.50
PHOTOCOPYING			
A4 sheet	0.10	0.10	0.00
A3 sheet	0.21	0.22	0.01
Colour A4	0.50	0.50	0.00
Colour A3	1.00	1.00	0.00
Staff assisted photocopying	0.00	0.00	0.00
COMPUTER PRINTS			
Black & White Prints	0.15	0.15	0.00
Colour Prints	0.75	0.80	0.05
Photo Quality Prints			
IT CONSUMABLES			
USB Memory Sticks 4gb	7.70	8.00	0.30

LIBRARIES & ARCHIVES	2013/14	1st Jan 2014	
	Charge (inc VAT if applicable) £	Proposed Charge (inc VAT if applicable) £	Increase £
HIRE OF ROOMS			
Explore York Library Learning Centre			
Marriott Room			
Profit-making Organisations Per Hour	66.00	69.00	3.00
Profit-making Organisations Per Day - 7 hours - 9-4 , 10-5	440.00	460.00	20.00
Profit making organisations per evening - 5.30 - 7.30	110.00	115.00	5.00
Non-Profit Making Organisations Per Hour	38.60	40.50	1.90
Non profit making organisations per day	230.00	240.00	10.00
Non profit making organisations per evening	66.00	69.00	3.00
Technology Pack per day - (laptop, digital projector)	0.00	0.00	0.00
Garden Room - 40 theatre style, 25 boardroom			
Profit-making Organisations Per Hour	55.00	58.00	3.00
Profit-making Organisations Per Day	350.00	367.00	17.00
Profit making organisations per evening	99.20	104.00	4.80
Non-Profit Making Organisations Per Hour	33.00	34.60	1.60
Non profit making organisations per day	220.00	230.00	10.00
Non profit making organisations per evening	55.00	58.00	3.00
Brierley Room - 20 theatre style, 15 boardroom			
Profit-making Organisations Per Hour	44.00	46.00	2.00
Profit-making Organisations Per Day	290.00	305.00	15.00
Profit making organisations per evening	77.00	80.00	3.00
Non-Profit Making Organisations Per Hour	27.50	29.00	1.50
Non profit making organisations per day	165.00	173.00	8.00
Non profit making organisations per evening	44.00	46.00	2.00
Flexible Learning Centres - Acomb, Tang Hall, Clifton & York - incl.IT support			
Profit-making Organisations Per day	770.00	800.00	30.00
Non-Profit Making Organisations Per day	385.00	400.00	15.00
Meeting Room at Tang Hall Library			
Profit-making Organisations Per Hour	27.50	29.00	1.50
profit making organisations per day	175.00	184.00	9.00
Profit making organisations per evening	44.00	46.00	2.00
Non-Profit Making Organisations Per Hour	22.00	23.00	1.00
Non profit making organisations per day	132.00	140.00	8.00
Non profit making organisations per evening	33.00	34.60	1.60
Explore Acomb Library Learning Centre			
Room 1 - 30 People			
Profit-making Organisations Per Hour	50.00	52.50	2.50
Profit-making Organisations Per Day	330.00	350.00	20.00
Profit making organisations per evening 5.30 - 8.30	132.00	140.00	8.00
Non-Profit Making Organisations Per Hour	33.00	34.60	1.60
Non-Profit Making Organisations Per day	210.00	220.00	10.00
Non profit making organisations per evening	88.00	92.00	4.00
Room 2 - 12 People			
Profit-making Organisations Per Hour	27.50	29.00	1.50
Profit-making Organisations Per Day	175.00	184.00	9.00
Non-Profit Making Organisations Per Hour	16.50	17.30	0.80
Non-Profit Making Organisations Per day	93.75	98.50	4.75
Room 4 - 20 People			
Profit-making Organisations Per Hour	38.50	40.00	1.50
Profit-making Organisations Per Day	253.00	265.00	12.00
Non-Profit Making Organisations Per Hour	27.50	29.00	1.50
Non-Profit Making Organisations Per day	176.00	185.00	9.00

LIBRARIES & ARCHIVES	2013/14	1st Jan 2014	
	Charge (inc VAT if applicable) £	Proposed Charge (inc VAT if applicable) £	Increase £
ARCHIVES & LOCAL HISTORY SERVICES			
Research service for private enquiries First 15 mins free, then per 15 mins	6.30	6.60	0.30
Copy documents for personal & private study			
Self-service copies			
Microfilm/microfiche copies A4	0.52	0.55	0.03
Microfilm/microfiche copies A3	0.80	0.85	0.05
Copying of documents using customer's own camera - daily facility fee	3.30	3.50	0.20
Copies produced by ALH staff			
Paper			
Flat rate fee for one order of up to 6 A4 sheets (or equivalent) incl p&p	5.50	5.80	0.30
Each additional A4 sheet (or equivalent) on same order incl p&p	0.75	0.80	0.05
Digital			
In TIFF file format on disc, incl p&p - first image	8.80	9.20	0.40
Additional TIFF images ordered at same time - per image	5.50	5.80	0.30
In JPEG format on disc, incl p&p - first image	6.60	6.90	0.30
Additional JPEG images ordered at same time - per image	4.40	4.60	0.20
Additional fee for overseas postage = 10% of total order value			
Research service for commercial/publication enquiries Per 15 mins, minimum charge 30 mins	6.40	6.70	0.30
Copy documents for commercial use and publication Digital copies will be supplied for initial research purposes at the prices above plus a flat rate research and administration fee per enquiry of	16.55	17.40	0.85
Reproduction licence fees for CYC copyright items Single-use all media non-exclusive 5 year licences. Discounts may be available by negotiation for multiple image use			
Educational products, text books, York-based not-for-profit organisations			
UK licence	14.30	15.00	0.70
World licence (required if image is to be used on a website)	33.00	34.60	1.60
Other non-advertising printed media			
UK licence	55.00	58.00	3.00
World licence (required if image is to be used on a website)	83.00	87.00	4.00
Television/film/video factual or dramatic programming			
World licence (required if image is to be used on a website)	105.00	110.00	5.00
Commercial promotions and advertising media			
World licence (required if image is to be used on a website)	220.00	230.00	10.00

PARKS AND OPEN SPACES	2013/14	1st Jan 2014	
	Charge (inc VAT if applicable)	Proposed Charge (inc VAT if applicable)	Increase
	£	£	£
PITCHES COURTS & BOWLS			
Tennis (per court per hour, not per person)			
Adult	7.00	7.40	0.40
Concession	4.00	4.20	0.20
Bowls (including reservation fee and woods)			
Adult per hour	4.00	4.20	0.20
Concession per hour	3.00	3.20	0.20
Season tickets - adults	76.00	80.00	4.00
Season tickets - concessions	41.00	43.00	2.00
Pitches			
Per season per pitch per team	100.00	105.00	5.00
ALLOTMENTS (from Jan. 2014)			
Plot Size A (0-75 Sq Yards)			
Full Rent	18.75	20.00	1.25
Concession	11.25	12.00	0.75
Plot Size B (75-150 Sq Yards)			
Full Rent	37.50	40.00	2.50
Concession	22.50	24.00	1.50
Plot Size C (150-300 Sq Yards)			
Full Rent	75.00	80.00	5.00
Concession	45.00	48.00	3.00
Plot Size D (300-450 Sq Yards)			
Full Rent	99.00	104.00	5.00
Concession	59.40	62.40	3.00

HOUSING SERVICES	2013/14	1st Jan 2014	
	Charge	Proposed Charge	Increase
Houses in Multiple Occupation Licences	£	£	£
New Licence Applications			
Band A	680	710	30
Band B	820	860	40
Band C	930	980	50
Band D	1,000	1,050	50
Fit & proper person check	30	30	-
Licence Renewals		-	
Band A	340	360	20
Band B	410	430	20
Band C	460	480	20
Band D	500	530	30
Letters of Advice	50	100	50

PLANNING	2013/14	1st Jan 2014	
	Charge	Proposed	Increase
	(exc VAT) £	Charge (exc VAT) £	£
Land Charges			
Basic search - over the counter	90.00	95.00	5.00
Basic search - electronic	90.00	95.00	5.00
Business search	165.00	173.00	8.00
Optional enquiries	42.00	44.00	2.00
Additional enquiries	21.00	22.00	1.00
Building Control			
Letter of confirmation }			
Completion Certificates }	38.00	40.00	2.00
Approvals }			
Naming & Numbering			
1 - 2 units	34.00	36.00	2.00
3 - 10 units	68.00	72.00	4.00
10 - 100 units	136.00	144.00	8.00
Over 100 units	210.00	220.00	10.00
Development Management			
Set nationally:			
Discharge of planning conditions (non-householder)	89.00	89.00	-
Discharge of planning conditions (householder)	27.00	27.00	-
Discretionary:			
Copies of S106 Agreements	50.00	50.00	-
Other			
Tree Preservation Orders	38.00	40.00	2.00
Historic Environment Record (HER) search			
Set nationally:			
HER consultation <50ha	75.00	75.00	-
HER consultation >50ha	150.00	150.00	-
Discretionary:			
Sites & Monuments Record search	38.00	n/a	
HER commercial - basic search	n/a	72.50	
HER commercial - enhanced search	n/a	107.50	
HER commercial - rapid response within 2 working	n/a	40.00	

HIRE OF MANSION HOUSE	2013/14	1st Jan 2014	
	Charge	Proposed Charge	Increase
	£	£	£
Weddings Daily rate (4 hours approximately) This price include hire of rooms for ceremony, pre or post ceremony drinks reception and meeting the registrar. Additonal charge for wedding breakfast as per hire rates below	750.00	800.00	50.00
Room Hires			
Dining Room OR State Room per 2 hours			
Morning	130.00	145.00	15.00
Afternoon	130.00	145.00	15.00
Evening	160.00	190.00	30.00
Blue Room per 2 hours			
Morning	70.00	75.00	5.00
Afternoon	70.00	75.00	5.00
Evening	80.00	90.00	10.00
25% discount for registered charities			
Kitchen hire (2 hour session)	100.00	110.00	10.00
Location film hire (No set charge previously) based on 8 hours		800.00	
Catering charge-10% of catering cost			
Tours (Prices include VAT)			
House tours per person	5.00	5.00	0.00
House tours - concessions per person	4.00	4.00	0.00
House tours per person (outside of Thursday-Saturday tours) pre booked minimum of ten		6.00	
Silver Tours per person (Pre-booked minimum of 10)	10.00	12.00	2.00
Connoisseur Tour (Pre-booked minimum of 10)	15.00	15.00	0.00
Candlelit tours and spooky Stories (Pre-booked minimum of 10)	10.00	12.00	2.00
Behind the scenes (Pre-booked minimum of 10)	10.00	12.00	2.00

HIRE OF GUILDHALL	2013/14	1st Jan 2014	
	Charge	Proposed Charge	Increase
	£	£	£
Monday - Friday			
Morning	150.00	175.00	25.00
Afternoon	150.00	175.00	25.00
Evening	200.00	205.00	5.00
All Day (9am - 5pm)	350.00	355.00	5.00
Saturday			
Morning	170.00	225.00	55.00
Afternoon	170.00	225.00	55.00
Evening	300.00	305.00	5.00
All Day (9am - 5pm)	450.00	455.00	5.00
Sunday			
Morning	170.00	225.00	55.00
Afternoon	170.00	225.00	55.00
Evening	300.00	305.00	5.00
All Day (9am - 5pm)	500.00	505.00	5.00
25% discount for charities and York Based Community Groups			
Council Chamber			
Per hour	32.50	37.50	5.00
Committee Rooms			
Per hour	20.00	25.00	5.00
There is a minimum usage charge of 2hrs in all rooms			

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Cabinet

3rd December 2013

Report of the Leader

Consultation Response regarding Combined Authority

1. Executive Summary

- 1.1. The proposed Combined Authority will help secure further devolution from Whitehall of powers and funding to support economic growth and job creation in York and West Yorkshire. This is the cornerstone of the Government's devolution programme and has had direct involvement from the Deputy Prime Minister and the Minister for Cities.
- 1.2. The case for the Combined Authority is:
 - **It will support job creation and economic growth** – the Combined Authority will help secure funding and investment to accelerate economic growth and create jobs;
 - **It will enable more decisions to be taken locally, not in Whitehall** – the Combined Authority will be a vehicle for organising the powers and resources that have been devolved under the Leeds City Region City Deal, and it provides the potential for central Government to devolve further powers and resources to York, West Yorkshire and Leeds City Region;
 - **It will help secure major improvements in transport** – the Combined Authority is needed to create and operate the West Yorkshire and York transport fund which will invest up to £1 billion in transport over the next ten years; and
 - **It will be efficient and cost effective** – the Combined Authority will be an efficient way of taking decisions and managing investments. As a proportion of the programmes it oversees it will not cost more than existing arrangements. The focus will be on devolving powers down from Whitehall, not pooling them up from Local Authorities.

- 1.3. In May 2013 Cabinet endorsed the final governance Review and Scheme for a Combined Authority for the area of West Yorkshire, including Leeds, with the council of the City of York proposed as a “non constituent member”. The Review and Scheme were submitted to the Secretaries of State for Communities and Local Government and Transport on 31st July 2013. Cabinet authorised the Chief Executive, in consultation with the Leader and West Yorkshire Councils, to undertake such steps as were necessary to facilitate the submission of the Scheme and the preparation of the draft Order.
- 1.4. This report provides an update on developments since the Review and Scheme were submitted, including the publication of the Government consultation document. A proposed approach to responding to the consultation is outlined together with the next steps and timetable.
- 1.5. The Government consultation, which forms the basis of the report and is appended in the Annex, was published on 7th November 2013 and members are asked to consider the report as an urgent item in order to enable a formal response within the timescale laid out by Government. It is understood that this timescale remains consistent with the City Deal commitment to secure Parliamentary approval to establish the Combined Authority by 1 April 2014.
- 1.6. Members are recommended to:
 - Welcome the publication of the Government consultation paper which invites the submission of views by Thursday 2 January 2014;
 - Endorse the proposed constitutional arrangements and functions of the Combined Authority as set out in the consultation paper;
 - Approve the proposed approach to responding to the consultation;
 - Authorise the Chief Executive (in consultation with the City Solicitor and Leader) to make a formal response to DCLG confirming the Council’s support for the establishment of the Combined Authority and to take such other steps as are considered appropriate to facilitate the preparation of the Order; and
 - Note the next steps and timetable and in particular that providing Government is satisfied that the proposals for a Combined Authority for West Yorkshire with York as a non-constituent member command wide local support and also meet the required statutory conditions,

the Secretary of State will invite Parliament to approve the Order establishing the Combined Authority.

2. Purpose of this report

2.1. The purpose of this report is to:

- update members and seek approval from Council on the approach proposed to responding the constitutional arrangements and functions of a Combined Authority for the area of West Yorkshire, with York as a non-constituent member, as set out in the Government consultation; and
- authorise the Chief Executive (in consultation with the City Solicitor and Leader) to make a formal response to DCLG and to take such steps as are considered appropriate to facilitate the preparation of the Order to create a Combined Authority.

3. Background information

- 3.1. In May 2013, the Cabinet endorsed the final Scheme for a Combined Authority for the area of West Yorkshire. The council of the City of York will be part of the joint-working arrangements as a “non-constituent council”. The Scheme was published at www.awya.gov.uk/combinedauthority. The Scheme was agreed by the five West Yorkshire Councils (Bradford, Calderdale, Kirklees, Leeds and Wakefield), the West Yorkshire Integrated Transport Authority (ITA), the council of the City of York, and the Local Enterprise Partnership. It was submitted to the Secretaries of State for Communities and Local Government and Transport on 31st July 2013.
- 3.2. The Chief Executive was authorised in consultation with the Leader, and the Chief Executives and Leaders of the West Yorkshire Councils, to undertake such steps as were necessary to facilitate the submission of the Scheme and the preparation of the draft Order.
- 3.3. The West Yorkshire Combined Authority will be made up of ten members, 8 elected Members from the five West Yorkshire Authorities and City of York Council and the Local Enterprise Partnership as 2 non-constituent (partner) members. Each West Yorkshire Authority is to appoint one elected member and three remaining places to be used to achieve political balance.
- 3.4. The shadow Combined Authority met for the second time in November and is chaired by the Leader of Wakefield Council, Councillor Peter

Box. Councillor David Green, the Leader of Bradford Council, sits on the board along with the four other West Yorkshire council leaders – Councillor Box, Councillor Mehboob Khan (Kirklees), Councillor Tim Swift (Calderdale) and Councillor Keith Wakefield (Leeds). The other members are City of York Council leader Councillor James Alexander, the chair of the Local Enterprise Partnership Roger Marsh, and three opposition councillors from across the five local authorities: Councillor Robert Light (deputy chair), Councillor Andrew Carter and Councillor Janet Battye.

3.5. Main issues

3.6. Department of Communities and Local Government preparation of draft Order and consultation

3.7. In response to the publication of the Review and Scheme, the Secretary of State has indicated that where Councils come forward with such proposals which command wide local support, then, if he considers that the statutory conditions are met, he will invite Parliament to approve the Order establishing the proposed Combined Authority to enable the Councils to give full effect to their ambitions for joint working.

3.8. Before making such an Order the Secretary of State must consult the five West Yorkshire Councils and the ITA. The Secretary of State has also indicated that he considers it appropriate to consult with the Leeds City Region Local Enterprise Partnership (LCR LEP), Sheffield City Region LEP, York, North Yorkshire and East Riding LEP, City of York Council and those Councils neighbouring the proposed Combined Authority area.

3.9. The Department of Communities and Local Government (DCLG) has now launched a consultation and published a consultation paper on 7 November 2013. The consultation invites comments on the proposal to establish a Combined Authority for the area of West Yorkshire.

3.10. The next section of this report reviews the consultation paper, and proposes an approach to responding for the Council's approval.

3.11. Government consultation document

3.12. The Government consultation (attached to this report as annex A) runs for 8 weeks with the deadline set for submission of views on 2 January 2014. A copy of the consultation paper is attached to this report. This includes details of the proposed constitution and functions for the Combined Authority together with a draft Order. The views of the following stakeholders are requested:

- The five West Yorkshire district local authorities;
- City of York Council;
- The West Yorkshire Integrated Transport Authority;
- The West Yorkshire Passenger Transport Executive;
- The Leeds City Region Local Enterprise Partnership;
- Neighbouring local authorities; and
- Other interested parties including members of the public, local businesses and their representative bodies and representatives of the voluntary sector.

3.13. The consultation paper also describes the background, including the legislative context to the proposals, and then sets out the basis of the Secretary of State's consideration of the Scheme. It sets out that through the delivery of the City Deal, the Leeds City Region economy has significant potential; however "...the disparate governance structures that currently exist present a challenge to the delivery of this. Without a single accountable body to take strategic decisions in regard to economic development, regeneration and transport, the opportunities identified will continue to be missed."

3.14. The consultation notes the findings of the Review which conclude that a Combined Authority would enable West Yorkshire and York to deliver more effectively on the investment commitments contained in the Leeds City Region City Deal.

3.15. Responses are invited by the Government on the proposal to establish a combined authority for the areas of York and West Yorkshire – Bradford, Calderdale, Kirklees, Leeds and Wakefield, and in particular:

- on whether establishing the proposed combined authority would be likely to improve the provision of transport in the area and its effectiveness and efficiency, the provision of economic development and regeneration in the area, and the economic conditions in the area;
- on how establishing such an authority may impact on the identities and interests of local communities and on securing effective and convenient local government;
- on the proposed constitutional arrangements (including the formal name of the combined authority) and functions for a combined authority as set out in the Annex to the consultation paper; and
- on how such an authority and the local enterprise partnership can work in a seamless manner to ensure the private sector is 'hardwired' into the leadership and decision making for the functional economic area.

3.16. The Council's position in respect of the matters raised in the Government's consultation questions has been set out previously in detail within the submitted Review and Scheme following endorsement of the same by Cabinet in May. The proposals for the establishment of the Combined Authority set out in the consultation document, including the constitutional arrangements and functions, are consistent with the contents of the Review and submitted Scheme.

3.17. The Government's consultation is welcomed as a positive response to the intention of the five West Yorkshire Councils and the council of the City of York to align more closely decision making, where appropriate, in relation to economic development, regeneration and transport. It is recommended that the Council resolves to respond positively to the consultation and also approves the following approach to responding to the Government's specific consultation questions.

3.18. The Combined Authority will support economic growth and job creation in West Yorkshire and York. It will help West Yorkshire and York secure devolution of powers and funding from Whitehall to invest in transport, infrastructure, economic development and regeneration. It will enable the creation of the West Yorkshire and York Transport Fund, which will invest up to £1 billion in transport improvements over the next ten years. With economic infrastructure investment this will total £1.5 billion.

- 3.19. The Combined Authority will be an efficient way of taking decisions and managing investments. It will not cost more than existing arrangements. The focus will be on devolving powers down from Whitehall, not pooling them up from individual Local Authorities. The Combined Authority will only lead on matters where there is a clear strategic rationale for it to do so.
- 3.20. This partnership based approach offers the greatest potential to maximise the level of transport funding for York, particularly by realising the benefits of the Leeds City Region Deal. It supports the alignment and delivery of transport and economic interventions and funding in order to achieve the best economic outcomes for the city of York.
- 3.21. An £83m package of transport schemes is being progressed for York through the West Yorkshire Plus York Transport fund. This offers the opportunity for a major upgrade to the outer ring road.
- 3.22. **Next steps and timetable**
- 3.23. It is proposed that the Chief Executive, in consultation with the Council's legal team and Leader is authorised to make a formal response to DCLG confirming the Council's support for the establishment of a Combined Authority as proposed in the consultation and draft order and to take such other steps as are considered appropriate to facilitate the preparation of the Order. The West Yorkshire Councils will also be considering their response to the consultation and it is intended that the Chief Executives for each Council liaise with regard to the response.
- 3.24. After the completion of the consultation, the Government will consider any comments received and decide whether to proceed with the laying of the Order before both Houses of Parliament. Based on discussions with DCLG officials, the assumption is that this will be done early in the New Year. This timetable would be consistent with the implementation date for the creation of the Combined Authority proposed in the City Deal of 1st April 2014.
- 3.25. It will be important therefore to ensure there is strong support within Government for the proposals contained within the consultation paper.

- 3.26. It is also proposed that it would be prudent to authorise the Chief Executive, in consultation with the Council's legal team and Leader, to continue discussions and further work regarding legislative developments required for the city's progression to becoming a full member of the CA.
- 3.27. The key change required, which the City of York Council and its West Yorkshire counterparts have been encouraging Government to consider, would be the removal of the requirement that Local Authorities in a CA must have contiguous boundaries, which is why the City of York is proposed as a non-constituent membership of the at the present time.
- 3.28. Annex B sets out the transport case for the inclusion of the City of York as a full member of the CA. This Annex builds upon Agenda Item 7 from the Cabinet meeting on 7th May 2013 that set out the economic rationale for York's inclusion within the Leeds City Region Functional Economic Market Area. Annex B also identifies the opportunities being a member of the Combined Authority will afford, whilst Annex C sets out a summary of an assessment of principal Council functions and how these relate to the proposed West Yorkshire Combined Authority (CA) in terms of key risks (and mitigation) and issues for further discussion/negotiation in the medium to longer term.

4. Consultation and engagement

- 4.1. Council officers have undertaken engagement with key stakeholders, including the York Economic Partnership.
- 4.2. Before publishing the scheme, the associated local authorities undertook a consultation (April – May 2013) on the proposals which generated some 104 responses the majority came from members of the public.
- 4.3. The key findings of this consultation were:
 - 67% supported the interim Review recommendations;
 - 74% supported the proposed geography of the Combined Authority;
 - 68% said a Combined Authority would improve statutory council functions.

4.4. The consultation on the draft Order is a public consultation and seeks comments from members of the public, local businesses and their representative bodies and representatives of the voluntary sector.

4.5. **Council Plan**

4.6. The proposals will support the delivery of Council Plan Priorities to Create Jobs Grow the Economy and to Get York Moving in particular, by enabling the city to more effectively take decisions relating to transport and economic infrastructure.

5. **Implications**

5.1. Financial

5.2. Although the legislation does not suggest Combined Authorities are primarily aimed at producing efficiency, it is recognised that they need to operate in an environment of reducing public sector budgets. That is the financial reality in which a West Yorkshire Combined Authority would be established. Although these efficiencies will not be immediately achieved by the City of York Council being a non-constituent member, the city stands to benefit in the longer term from the further efficiencies that will be delivered by better co-ordinating existing authorities and associated bodies and organisations.

5.3. Human Resources

5.4. There are no specific implications regarding resources and value for money arising from this report.

5.5. Equalities

5.6. There are no specific implications regarding resources and value for money arising from this report.

5.7. Legal

5.8. There are no specific legal implications arising from this report. If, however, a Combined Authority is established in due course this will have a separate legal identity from the Council and the other constituent authorities and will have separate statutory powers and duties.

5.9. Crime and Disorder

5.10. There are no specific implications for crime and disorder.

5.11. Property

5.12. There are no specific property implications arising from this report.

5.13. Information Technology

5.14. There are no specific information technology implications arising from this report.

5.15. Other

5.16. There are no other implications arising from this report.

6. Risk Management

6.1. The process for establishing a Combined Authority is not fully under this Council's control.

6.2. Its establishment by April 2014 in line with the City Deal implementation Plan is subject to: Government being satisfied our proposals command wide local support; how our proposals are considered to impact on the identities and interests of local communities and on securing effective and convenient local government; and that they meet the required statutory conditions. The Order then needs to be approved by both Houses of Parliament and will therefore require support within Government.

7. Recommendations

7.1. Members are recommended to:

- Welcome the publication of the Government consultation paper which invites the submission of views by Thursday 2 January 2014;
- Endorse the proposed constitutional arrangements and functions of the Combined Authority as set out in the consultation paper;

- Approve the proposed approach to responding to the consultation;
- Authorise the Chief Executive (in consultation with the City Solicitor and Leader) to make a formal response to DCLG confirming the Council’s support for the establishment of the Combined Authority and take such other steps as are considered appropriate to facilitate the preparation of the Order; and
- Note the next steps and timetable and in particular that providing Government is satisfied that the proposals for a Combined Authority for West Yorkshire command wide local support and also meet the required statutory conditions, the Secretary of State will invite Parliament to approve the Order establishing the Combined Authority.
- Authorise further work and discussions with the Combined Authority regarding any legislative developments that would allow York to become a full member of the West Yorkshire Combined Authority given the strong economic and transport case.
- Authorise further work and discussions with the Combined Authority regarding the functional arrangements of the Combined Authority to ensure any changes in the medium to longer term are in York’s best interests.

Reason: To allow the further development of the Combined Authority to ensure the future economic prosperity of York by accessing additional key transport funding opportunities.

Contact Details

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	Report Approved	√	Date	25 November 2013
Specialist Implications Officer(s) None				
Wards Affected: All				√
For further information please contact the authors of the report				

Annex A

Proposal to establish a combined authority for the area of West Yorkshire Consultation, Department of Communities and Local Government, 7 November 2013.

Annex B

Combined Authority Transport Case and Principal Opportunities

Annex C

Combined Authority Functional Assessment



Department for
Communities and
Local Government

Proposal to establish a combined authority for the area of West Yorkshire

Consultation

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- Why we are consulting
- Who we are consulting
- How to respond

2. Chapter 2 – The Councils' Scheme

- The scheme
- The governance review

3. Chapter 3 – Issues for consultation

- Consultation Questions

4. Annex: The proposed constitution and functions for the combined authority

5. Appendix - West Yorkshire Combined Authority Order – Draft

Chapter 1 - The consultation

Why we are consulting

1. The five West Yorkshire authorities, working jointly with the West Yorkshire Integrated Transport Authority and with the support of the “Leeds City Region Local Enterprise Partnership” and City of York Council, have prepared and published a scheme with proposals for delivering greater economic growth in their area. These councils – City of Bradford Metropolitan District Council, Borough Council of Calderdale, The Council of the Borough of Kirklees Council, Leeds City Council, and The Council of the City of Wakefield – are proposing measures to improve transport, economic development and regeneration in the area. These proposed measures are centred on replacing the West Yorkshire Integrated Transport Authority with a combined authority that will bring together responsibility for transport, economic development and regeneration.
2. Where councils come forward with such locally led proposals, the statute¹ provides that the Secretary of State may, if certain statutory conditions are met and if Parliament approves, make an order opening the way for the councils to adopt their new ways of working. Such an order would establish the combined authority that the councils are proposing to facilitate their joint working. The combined authority would also replace the existing Integrated Transport Authority, and also the Passenger Transport Executive for the area. Whilst the Secretary of State will consider the circumstances of each particular case, he has adopted a localist policy in relation to how he will exercise these powers. This is to say that where councils come forward with such proposals which command wide local support, if the Secretary of State considers that the statutory conditions are met he will invite Parliament to approve the Order establishing the proposed combined authority to enable the councils to give full effect to their ambitions for joint working.
3. There are a number of statutory conditions that have to be considered, including that the area of the combined authority must consist of contiguous whole local government areas and not overlap with the area of another combined authority, an economic prosperity board, or an integrated transport authority and the Secretary of State must consider, having regard to the scheme published by the councils concerned, that establishing the combined authority would be likely to improve:
 - the exercise of statutory functions relating to transport in the area,
 - the effectiveness and efficiency of transport in the area,
 - the exercise of statutory functions relating to economic development and regeneration in the area, and
 - economic conditions in the area.

¹ Local Democracy, Economic Development and Construction Act 2009

Before making such an Order the Secretary of State must consult:

- each appropriate authority, and
- such other persons, if any, as the Secretary of State considers appropriate.

The statute also requires that the Secretary of State in making the Order must have regard to the need:

- to reflect the identities and interests of local communities, and
- to secure effective and convenient local government.

4. Accordingly, given the councils' proposals and having regard to his localist policy, the Secretary of State is now consulting on a proposal to establish a combined authority for the area of West Yorkshire - Bradford, Calderdale, Kirklees, Leeds and Wakefield replacing the West Yorkshire Integrated Transport Authority and West Yorkshire Passenger Transport Executive.

Who we are consulting

5. The appropriate authorities which the statute requires the Secretary of State to consult are:

- a county council if the area of the county council, or part of that area, is within the area for which the combined authority is to be established;
- a district council if the area of the district council is within the area for which the combined authority is to be established;
- an Economic Prosperity Board, if its area or part of its area, is within the area for which the combined authority is to be established;
- an Integrated Transport Authority, if its integrated transport area, or part of that area, is within the area for which the combined authority is to be established.

6. In this case these statutory consultees are the metropolitan district councils of Bradford, Calderdale, Kirklees and Wakefield and Leeds City Council and West Yorkshire Integrated Transport Authority.

7. In addition the Secretary of State considers in this case it is also appropriate to consult:

- the three local enterprise partnerships concerned – “Leeds City Region Enterprise Partnership” (non-constituent member); “Sheffield City Region Local Enterprise Partnership” and “York, North Yorkshire and East Riding Enterprise Partnership”;
- the City of York Council (“non-constituent council”);
- those councils neighbouring the combined authority area - Barnsley Council, Burnley Borough Council, Craven District Council, Derbyshire County Council, Doncaster Council, Harrogate Borough Council, High Peak Borough Council,

Lancashire County Council, North Yorkshire County Council, Oldham Council, Pendle Borough Council, Rochdale Metropolitan Borough Council, Rossendale Borough Council, and Selby District Council.

We also welcome comments from members of the public, local businesses and their representative bodies and representatives of the voluntary sector.

How to respond

8. Your response must be received by 2 January 2014. It can be sent by email to collaborate@communities.gsi.gov.uk or in writing to:

Kathy Billington
Department for Communities and Local Government
Local Democracy Division
Zone 3/J1 Eland House
Bressenden Place
London, SW1E 5DU

Please title your response 'Response to proposal to establish a combined authority for West Yorkshire'.

Confidentiality and data protection

9. Any responses to this consultation may be made public. If you do not want all or part of your response or name made public, please state this clearly in the response. Any confidentiality disclaimer that may be generated by your organisation's IT system or included as a general statement in your fax cover sheet will be taken to apply only to information in your response for which confidentiality has been specifically requested.
10. Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000, the Data Protection Act 1998 and the Environmental Information Regulations 2004). If you want other information that you provide to be treated as confidential, please be aware that, under the Freedom of Information Act 2000, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.
11. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. The Department will process your personal data in accordance with the Data Protection Act 1998 and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

Chapter 2- The Councils' Scheme

The scheme

12. On 31 July 2013 the five West Yorkshire authorities; City of Bradford Metropolitan District Council, Borough Council of Calderdale, The Council of the Borough of Kirklees, Leeds City Council, and The Council of the City of Wakefield and the West Yorkshire Integrated Transport Authority, supported by the “Leeds City Region Local Enterprise Partnership” and the City of York Council, published in accordance with the statute a scheme with proposals for delivering greater local economic growth centred on the establishment of a combined authority across West Yorkshire. This was in line with the “Leeds City Region City Deal”. Before preparing this scheme, the councils had as required by the statute undertaken a review of the governance arrangements across West Yorkshire. A document (“the governance review”) describing this review and its conclusions may be viewed at www.awya.gov.uk/combinedauthority where the scheme may also be viewed. The paragraphs below outline the findings of the councils’ governance review, and their conclusions which underpin the proposals in the scheme.

The governance review

13. The governance review considered the effectiveness and efficiency of arrangements in West Yorkshire for transport, economic development and regeneration. The leaders of the five authorities and the West Yorkshire Integrated Transport Authority working jointly with the “Leeds City Region Local Enterprise Partnership” want to ensure that transport, economic development and regeneration are managed at the most appropriate geographic and administrative level possible and provide for suitable governance arrangements to deliver both their long term vision for the area and the measures included in their “City Deal” that was signed with the Government in 2012².

14. The review assessed the economic evidence for working across West Yorkshire as a functional economic area in its own right and considered the economic conditions across the area.

15. The review concluded that there are strong economic links across West Yorkshire and whilst it is essentially a self contained area with 96 per cent of residents living and working in the area, there are clear linkages with the wider “Leeds City Region Local Enterprise Partnership” area, of which West Yorkshire forms a significant part³, in terms of a wider labour and housing market area⁴. However, the review concludes that for its size and demographic composition West Yorkshire is not punching its weight economically and has been falling behind the UK average.

² Unlocking our Economic Potential: A Leeds City Region Deal, July 2012

³ West Yorkshire covers the local authority districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield. The wider functional economic area (Leeds City Region) includes York, the North Yorkshire districts areas of Selby, Craven and Harrogate, and Barnsley in South Yorkshire.

⁴ Data supplied by Javelin Group 2013

16. The West Yorkshire economy is therefore not performing to its potential. It is true that the wider “Leeds City Region Local Enterprise Partnership” area has a diverse and resilient economy⁵, generates 5 per cent of English economic output and contributes £52 billion gross value added (a measure of the value of goods and services produced in an area) and has a highly skilled workforce but, like many areas, it must overcome significant challenges if it is to grow economically. Although productivity levels match those of other English city conurbations in many respects its overall economic performance hasn’t improved when compared to national and international competitors: lack of inward investment, low business start up rates and lack of public sector investment in infrastructure have all contributed to a lack of growth.
17. The main priority of the review was to look at whether improved governance arrangements could help to address these issues and drive economic growth by enhancing the delivery of statutory functions in relation to economic development, transport and regeneration. It considered the extent to which any improvement could fulfil local ambitions to:
- ensure that strategic decisions on economic investment and transport are made at the most appropriate geographic and administrative level;
 - add value to the delivery of the economic outcomes outlined in the “Leeds City Region Plan” through joint working, particularly with the Local Enterprise Partnership;
 - facilitate devolution of funding and powers that would normally be managed from central Government;
 - enable where possible efficiency savings to be realised; and
 - work more effectively in partnership across both West Yorkshire and the North of England.
18. The governance review considered four options: leaving the existing governance arrangements across West Yorkshire unchanged; strengthening these existing governance arrangements; establishing an economic prosperity board; and creating a combined authority.
19. The review showed that currently there is no one decision making body responsible for strategic decisions relating to transport and economic development across West Yorkshire. This fragmentation and lack of integration is one of the reasons that the West Yorkshire economy is underperforming. Maintaining this status quo could mean that opportunities will continue to be missed for:
- Local ‘self-help’ such as active resource pooling and investment in those assets and infrastructure which will do the most to promote growth;
 - securing business investment; and
 - drawing down additional funding and devolved powers from central Government that will improve the economy of West Yorkshire.
20. The governance review concluded that the establishment of a combined authority would provide a visible, stable and streamlined body that would reduce the negative impact on growth that comes from a lack of local integration and fragmentation. It also

⁵ Index of Economic Resilience. Report by Ekosgen for Yorkshire Cities 2011

concluded that bringing together key decision making into a single body with appropriate strategic transport and economic functions that can be exercised across West Yorkshire will improve the efficiency and effectiveness of these functions and increase economic outputs.

Existing governance arrangements

21. The current governance arrangements whilst having proved durable are complex and layered, with a fragmentation of roles and responsibilities reducing the capacity for effective and timely decision-making and transparency.
22. Currently, West Yorkshire Integrated Transport Authority and West Yorkshire Passenger Transport Executive (collectively known as “Metro”) are the two decision making bodies working across West Yorkshire with responsibility for strategic transport:
 - Metro is responsible for ensuring an integrated, efficient and economic transport network across the Integrated Transport area. However, powers and functions for passenger transport and highways are split between Metro and the five district authorities with each organisation having its own functions and responsibilities for transport which has resulted in a challenging landscape for delivery.
23. And, in addition to the five West Yorkshire authorities who are responsible for economic development and regeneration in their own local government area, there are four bodies working together to improve economic growth across West Yorkshire:
 - The Association of West Yorkshire Authorities, established for over twenty years is made up of the leaders and chief executives of the five district authorities. Due to York’s strong economic links to West Yorkshire, the City of York Council is now an associate member. Partly in response to the current challenging economic climate, the Association has extended its focus to driving local economic growth across West Yorkshire.
 - The “Leeds City Region Local Enterprise Partnership” came into existence in 2011. It works closely with the “Leeds City Region Leaders Board” to deliver the objectives of the “Leeds City Region Plan”. Bringing together local authority and business leaders, one of its main aims is to overcome barriers to private sector growth.
 - The “Leeds City Region Leaders Board” works closely with the “Leeds City Region Local Enterprise Partnership” to deliver the objectives of the plan developed by the “Leeds City Regional Partnership”. Working closely with other partners in housing, transport and skills the Leaders Board is also responsible for preparing and overseeing delivery of key policies and strategies for the area. It has the power to discharge the promotion and improvement of the economic wellbeing and competitiveness of the area on behalf of its member councils.
 - The “Leeds City Region Partnership” brings together the public and private sectors and partners in government, education and the third sector who work to a common

vision for economic prosperity. Their strategic priorities stem from the “Leeds City Region Local Enterprise Partnership Plan”.

24. Whilst these forms of partnership working have been in existence and matured over a long period of time, they are representative organisations not statutory bodies and so have neither functional powers nor the ability to hold funding. The functional powers and budget for strategic transport rests with the West Yorkshire Integrated Transport Authority and economic development functions and budgets remain the responsibility of the five West Yorkshire authorities. The lack of a single, streamlined body with the ability to hold budgets and take strategic decisions across West Yorkshire is sub optimal in terms of improving economic outcomes in line with the “Leeds City Region Plan.”

Case for a combined authority

25. The combination of economic output and other assets that are unique to West Yorkshire provide it with potential for economic growth:

- a population of 2.2 million, a core part of the largest functional economic area outside of London;
- the functional economic area has nationally and internationally competitive clusters in health and life sciences, low carbon industries with significant hubs of activity in business and manufacturing services;
- a thriving transport hub of railway and motorway networks making the area the ideal location for the logistics industry; and
- an increasingly skilled workforce.

26. However, West Yorkshire’s potential for economic growth isn’t being realised and the economic performance of the area hasn’t improved. In response, 2011 the “Leeds City Region Partnership” launched an economic Plan for the area. It has three key targets:

- to accelerate output growth to an average 2.6 per cent per year to 2030;
- to create 60,000 new jobs by 2016; and
- to achieve a substantial reduction in carbon emissions.

27. The “City Deal” that was agreed with Government in 2012 was designed to help realise these targets as well as improving skills, exports, transport and other infrastructure thus allowing West Yorkshire and the “Leeds City Region Local Enterprise Partnership” area to realise its full economic potential. However, the disparate governance structures that currently exist present a challenge to the delivery of this. Without a single accountable body to take strategic decisions in regard to economic development, regeneration and transport, the opportunities identified will continue to be missed.

28. An OECD report⁶ from 2012 cited the institutional complexity, geographic dispersion and polycentric nature of the area as affecting communication, co-ordination and a common sense of purpose across the area. The OECD report concludes that the area

⁶ Promoting Growth in All Regions, OECD, 2012

would benefit from strengthened and more established local governance arrangements.

29. Accordingly, the review considered four governance options for West Yorkshire. The conclusions of these are as follows:

- Status quo/do nothing. Although the current governance arrangements described earlier have proved to be durable, this option was discounted on the basis that, as there is no single accountable body able to take strategic decisions, relevant transport and economic development functions would remain fragmented. This fragmentation results in delays in making key decisions as each individual authority has to authorise decisions before they can be implemented. This process is seen as complex and cumbersome. If this arrangement continues the post 2014 major transport scheme funding allocation will be split between the two transport authorities of West Yorkshire and the City of York. In short, the lack of a single accountable body to take strategic decisions will mean that opportunities for the improvement of economic conditions across West Yorkshire would continue to be missed⁷.
- Strengthening existing governance arrangements. This option was discounted on the basis that, whilst some of the issues arising from fragmentation could be partially addressed by putting more formalised partnership arrangements such as a Joint Committee in place, this would add rather than remove another tier of decision making. Constituent members are limited in what functions, duties and powers they can delegate to a Joint Committee and where key decisions are needed, they would have to be referred back to the districts to be authorised, again causing a delay in key decision making.
- An economic prosperity board. This was discounted on the basis that, whilst, as a body corporate it would have a legal personality and be able to take on devolved powers and funding relating to strategic economic development and regeneration, it would not align strategic transport, economic development and regeneration as decisions in relation to transport would continue to be made by the West Yorkshire Integrated Transport Authority.
- A combined authority. This was deemed to be the optimal model for improving economic conditions across West Yorkshire. As a body corporate with legal personality and powers in its own right, a combined authority would be well placed to align decision making in relation to both economic development, regeneration and transport across the functional economic area, removing the fragmentation and delay that currently exists. It will provide a visible, stable mechanism for long term strategic decision making to drive greater economic growth.

30. The councils' governance review concluded that the establishment of a combined authority for West Yorkshire was the optimal solution to address the issues of fragmentation and lack of integrated decision making that can cause the type of delays that the review highlighted. For example, bringing together functional responsibility for

⁷ Since the review was conducted, Government has confirmed that major transport scheme funding will be merged into the Local Growth Fund which will be awarded to local enterprise partnerships.

strategic transport, economic development and regeneration, the members of the combined authority can take decisions jointly in relation to the whole of the West Yorkshire area without having to return to the five individual councils to have these decisions ratified.

31. In addition, by bringing together local authority leaders and the chairman of the “Leeds City Region Local Enterprise Partnership” the combined authority will allow the public and private sector to work together to deliver the “Leeds City Region Plan” maximising jobs and investment to realise their shared ambition for economic growth in West Yorkshire. It will foster a stronger, collective sense of purpose and identity for the area bringing a stronger focus to key local issues and allowing West Yorkshire to punch its weight with other combined authority areas.
32. Further, by streamlining the relationship between the West Yorkshire authorities, the “Leeds City Region Local Enterprise Partnership” and the “Leeds City Region Leaders Board”, the combined authority will remove the ambiguity of roles and result in a more transparent and efficient decision making process.
33. The establishment of a combined authority would also improve the exercise of statutory functions in relation to economic development, regeneration and transport across the functional economic area through collaboration and co-ordination. As a strategic economic decision making body the leaders of the West Yorkshire authorities have agreed that the running costs of the combined authority should be no more than the arrangements that it will replace and in the longer term will drive efficiency through co-ordination. Nor will it create significant new staffing structures as the combined authority will utilise the existing capacity within the district councils and passenger transport executive.
34. As a body corporate, the combined authority will be able to act as the accountable body for:
 - economic investment funds, including funds allocated by Government to the “Leeds City Region Local Enterprise Partnership” – such as the local growth fund, the pooling of funding of retained business rates and the single capital pot.

Support for a combined authority

35. Before publishing their scheme, the five West Yorkshire authorities undertook a consultation on the proposals which generated some 104 responses the majority of which came from members of the public. Key findings were:
 - 67 per cent supported the interim Review recommendations;
 - 74 per cent supported the proposed geography of the combined authority;
 - Only 31 per cent would like the functions of the combined authority to be expanded.

Chapter 3 - Issues for consultation

36. Having regard to the proposal submitted by the five councils and the West Yorkshire Integrated Transport Authority, supported by the “Leeds City Region Enterprise Partnership” and City of York Council, and his localist policy, the Secretary of State is considering making an Order under the statute which, if Parliament approves, would replace the “West Yorkshire Integrated Transport Authority” and “West Yorkshire Passenger Transport Executive” with a combined authority. This would bring together the councils of the metropolitan districts of Bradford, Calderdale, Kirklees and Wakefield and the City of Leeds. It would also bring the council of the City of York into these joint working arrangements as a “non-constituent council” and the “Leeds City Region Local Enterprise Partnership” as a member of the combined authority.
37. Under the statute the Secretary of State can make the Order only if, having regard to the councils’ scheme, he considers that establishing the combined authority would be likely to improve the effectiveness and efficiency of transport in the area, the exercise of statutory functions relating to economic development, regeneration and transport in the area and the economic conditions in the area. In making this judgement the Secretary of State would welcome views on this matter from consultees and others in response to this consultation. Chapter 2 of this consultation sets out the views and conclusions of the five councils to which consultees and others may wish to have regard when responding to the consultation.
38. The Secretary of State also recognises in making the Order he must have regard to the need to reflect the identities and interests of local communities and to secure effective and convenient local government. Again the Secretary of State would welcome the views of consultees and others on these matters when responding to the consultation.
39. Finally, were the Secretary of State to make such an Order, he is minded that it should provide for a combined authority with a constitution and functions as described in the Annex to this consultation document. A draft of an Order to give effect to these proposals is at the appendix to the Annex. The Secretary of State would welcome the views of consultees and others on these matters when responding to the consultation.
40. In short, comments are invited on the proposal to establish a combined authority for the area of West Yorkshire – Bradford, Calderdale, Kirklees, Leeds and Wakefield, and in particular:
- **on whether you consider that establishing the proposed combined authority would be likely to improve the provision of transport in the area and its effectiveness and efficiency, the provision of economic development and regeneration in the area, and the economic conditions in the area;**

- **on how establishing such an authority may impact on the identities and interests of local communities and on securing effective and convenient local government;**
- **on the proposed constitutional arrangements (including the formal name of the combined authority) and functions for a combined authority as set out in the Annex to this consultation paper.**
- **on how such an authority and the local enterprise partnership can work in a seamless manner to ensure the private sector is 'hardwired' into the leadership and decision making for the functional economic area.**

Annex

The proposed constitution and functions for the combined authority

Establishment

1. It is proposed that the combined authority would come into existence on 1 April 2014. The authority could be known as the 'West Yorkshire Combined Authority'. It would cover the local government areas of Bradford, Calderdale, Kirklees, Leeds and Wakefield – the constituent councils. In addition to members from the constituent councils, both the City of York council and the "Leeds City Region Local Enterprise Partnership" will be members of the combined authority.
2. West Yorkshire Integrated Transport Authority and the West Yorkshire Passenger Transport Executive would be dissolved and their functions, property, rights and liabilities including those that relate to contracts of employment transferred to the combined authority.

Constitution

3. The combined authority would be made up of ten members in total. Eight of these members will be elected members from the five constituent councils, Bradford, Calderdale, Kirklees, Leeds and Wakefield. The five constituent councils would each appoint a minimum of one of its elected members to the combined authority, with the remaining three members appointed by the constituent councils to reflect the political balance amongst the authorities, as far as this is practicable.
4. In addition to the eight members from the constituent councils, the City of York Council will appoint one of its members to be a non-constituent council member of the combined authority. The "Leeds City Region Local Enterprise Partnership" should also nominate one of its members to be a member of the combined authority.
5. The constituent councils, non-constituent council, and Local Enterprise Partnership should appoint/nominate as appropriate, another member to act as a member of the combined authority in the absence of the member appointed as described above – the substitute member.
6. As the economic transformation of the area depends on strong governance, there is an expectation that each constituent and non-constituent council would appoint its leader to the combined authority. In the case of the Local Enterprise Partnership, the expectation is that the Chairman would be appointed. This provides for decision making at the highest level and sets the strategic direction of the authority.
7. At the first meeting of the combined authority a Chairman and Vice-chairman would be appointed. Members of the combined authority would not be paid for the work they

undertake for the authority. However, they may receive allowances for travel and subsistence.

8. Where a member of the combined authority ceases to be a member of their local authority or of the Local Enterprise Partnership, they would also cease to be a member of the combined authority and a replacement member would be appointed as soon as practicable.
9. A council or Local Enterprise Partnership may at any time terminate the appointment of a member or a substitute member appointed/nominated by it to the combined authority.

Voting

10. The constituent council members of the combined authority will have one vote each and decisions would be reached by a simple majority of the members of the authority present and voting. The Chairman and vice-chairman would not have a second or casting vote.
11. Members from the non-constituent council and Local Enterprise Partnership would be non-voting members but may be given voting rights on certain issues should the constituent council members of the combined authority resolve to grant these.

Funding

Economic development

12. The costs of the combined authority in relation to the exercise of its economic development and regeneration functions and all start-up costs would be met by the constituent authorities. These costs will be apportioned in such proportions as the constituent councils may agree and in default of agreement on a per capita basis.

Transport

13. The costs of the combined authority will be met by constituent councils. In relation to costs attributable to its transport functions the combined authority will issue a levy to the constituent authorities apportioned on a per capita basis.
14. Section 74 of the Local Government Act 1998 allows for a combined authority to be given power to issue a levy in respect of its expenses relating to its transport functions. The Integrated Transport Authority already has a levying power and the scheme proposes that the combined authority should be given an equivalent power. This means that the amount to be raised by the levy would be apportioned to the constituent local councils by population size. These levies, as all levies, will be subject to the provisions on council tax referendums in the Local Audit and Accountability Bill, if Parliament enacts the legislation.
15. The scheme published by the West Yorkshire authorities refers to their "City Deal" provision for Government to consider proposals for the combined authority to assume

precepting powers to replace this transport levy. That “City Deal” explained that, over time, there could be agreement by Government to transport precepting powers, matched by transparent and accountable local governance arrangements for the combined authority, in line with those of the Greater London Authority/Transport for London. In their scheme, the local authorities are not proposing local governance and accountability arrangements for the combined authority which have the characteristics of those of the Greater London Authority/Transport for London. Accordingly at the present time the issue of precepting powers does not arise.

Functions

16. The primary focus of the combined authority is to manage a significant programme of investment in transport and economic infrastructure, and to influence and align with Government investment, in order to drive economic growth.

Economic development

17. The authority would have powers that would allow it to drive strategic economic growth across the functional economic area. It will focus on strategic economic issues such as:

- co-designing with “Leeds City Region Local Enterprise Partnership” the “Leeds City Region Plan”;
- setting and reviewing the objectives for strategic investment for the area’s Transport Fund and Economic Investment Fund;
- making decisions with regard to the West Yorkshire Transport Fund and Economic Investment Fund; and
- acting as the accountable body for the devolved major transport scheme funding and the single pot for economic investment.

Transport

18. The transport functions of the West Yorkshire Integrated Transport Authority and Passenger Transport Executive would be transferred to the combined authority.

General power of combined authority

19. The combined authority would have a ‘function related power of competence’ provided to them under Chapter 3 of Part 1 of the Localism Act 2011.

Scrutiny arrangements

20. The constituent authorities of the combined authority may establish joint overview and scrutiny arrangements to exercise scrutiny functions over the combined authority and any sub-committees.

Substructures and internal scheme of delegation

Leeds City Region Local Enterprise Partnership

21. The “Leeds City Region Local Enterprise Partnership” brings together elected leaders with representatives from the private sector to ensure that the economic vision for the area is realised. The close relationship between the “Leeds City Region Local Enterprise Partnership” and the proposed combined authority will allow for a seamless operation bringing together the public and private sectors. The addition of the chairman of the “Leeds City Region Partnership” as a member of the combined authority will ensure that the local enterprise partnership is able to provide leadership where required and that decisions taken by the combined authority fully support the priorities of the local enterprise partnership and the views of local business.
22. A shared economic strategy will be developed and agreed by the combined authority and the Local Enterprise Partnership ensuring that investment decisions are taken by those best placed to do so maximising the economic growth of the area.
23. The combined authority would act as the Local Enterprise Partnership’s ‘accountable body’ for the holding of its growth funds.

Joint Committee

24. It is the intention that a Joint Committee of the combined authority and the constituent councils will be established to support the combined authority with the following tasks:
 - to carry out operational transport functions;
 - to advise the CA on: the annual budget and transport levy, borrowing limits, major transport policies, local transport plan, and West Yorkshire Transport Fund operation; and
 - to carry out any functions which the councils might subsequently choose to delegate to the combined authority e.g. Local Transport Body functions, management of urban traffic control systems, or management of the road network to improve the flow of freight across the area.

Other Arrangements

25. The combined authority may establish sub-structures and sub-committees and delegate powers and functions where appropriate. This is provided for through existing legislation, rather than expressly through the West Yorkshire Combined Authority Order.

Draft Order laid before Parliament under section 85 of the Transport Act 1985, section 94 of the Local Transport Act 2008 and section 117 of the Local Democracy, Economic Development and Construction Act 2009, for approval by resolution of each House of Parliament.

D R A F T S T A T U T O R Y I N S T R U M E N T S

2014 No.

LOCAL GOVERNMENT, ENGLAND

TRANSPORT, ENGLAND

West Yorkshire Combined Authority Order 2014

Made - - - - - *****
Coming into force - - - - - *****

This Order is made in exercise of the powers conferred by section 85 of the Transport Act 1985(a), sections 84, 91 and 93 of the Local Transport Act 2008(b) and sections 103 to 105 and 114 to 116 of the Local Democracy, Economic Development and Construction Act 2009(c).

The Secretary of State, having regard to a scheme prepared and published under section 82 of the Local Transport Act 2008 and section 109 of the Local Democracy, Economic Development and Construction Act 2009, considers that the making of this Order is likely to improve –

- (a) the exercise of statutory functions relating to transport in the area to which this Order relates,
- (b) the effectiveness and efficiency of transport in that area,
- (c) the exercise of statutory functions relating to economic development and regeneration in that area, and
- (d) economic conditions in that area.

The Secretary of State is satisfied that the area to which this Order relates meets the conditions set out in section 103 of the Local Democracy, Economic Development and Construction Act 2009.

The Secretary of State has consulted–

- (a) the metropolitan district councils for the area comprised in the West Yorkshire integrated transport area,
- (b) the West Yorkshire Integrated Transport Authority, and
- (c) such other persons as the Secretary of State considered appropriate.

(a) 1985 c.67; section was amended by the Local Transport Act 2008 (c.26) Schedule 4, paragraphs 18 and 30 and by S.I. 2009/107.
(b) 2008 c.26.
(c) 2009 c.20.

The metropolitan district councils whose areas are comprised in the West Yorkshire integrated transport area have consented to the making of this Order.

In making this Order, the Secretary of State has had regard to the need to reflect the identities and interests of local communities, and to secure effective and convenient local government.

A draft of this instrument has been approved by a resolution of each House of Parliament pursuant to section 85 of the Transport Act 1985, section 94 of the Local Transport Act 2008 and section 117 of the Local Democracy, Economic Development and Construction Act 2009.

Accordingly, the Secretary of State makes the following Order:

PART 1

General

Citation and commencement

1. This Order may be cited as the West Yorkshire Combined Authority Order 2014 and shall come into force on 1 April 2014.

Interpretation

2. In this Order —

“the 2009 Act” means the Local Democracy, Economic Development and Construction Act 2009;

“combined area” means the area consisting of the areas of the constituent councils;

“constituent councils” means the metropolitan district councils for the local government areas of Bradford, Calderdale, Kirklees, Leeds and Wakefield;

“the Executive” has the meaning given by article 8(1);

“financial year” means the period of 12 months ending with 31st March in any year;

“the ITA” means the West Yorkshire Integrated Transport Authority;

“Local Enterprise Partnership” means the Leeds City Region Local Enterprise Partnership; and

“non-constituent council” means the council for the local government area of York.

PART 2

Establishment of a combined authority for West Yorkshire

Establishment

3.—(1) There is established a combined authority for the combined area.

(2) The combined authority is to be a body corporate and to be known as the West Yorkshire Combined Authority.

(3) The functions of the West Yorkshire Combined Authority are those functions conferred or imposed upon it by this Order or by any other enactment (whenever passed or made), or as may be delegated to it by or under this Order or any other enactment (whenever passed or made).

Constitution

4. Schedule 1 (which makes provision about the constitution of the West Yorkshire Combined Authority) has effect.

Funding

5.—(1) The constituent councils must meet the costs of the West Yorkshire Combined Authority reasonably attributable to the exercise of its functions relating to economic development and regeneration.

(2) The amount payable by each of the constituent councils is to be determined by apportioning the costs of the West Yorkshire Combined Authority referred to in paragraph (1) between the constituent councils in such proportions as they may agree or, in default of such agreement, in proportion to the total resident population at the relevant date of the area of each council concerned as estimated by the Registrar General.

(3) For the purposes of paragraph (2) the relevant date in relation to a payment for a financial year is 30 June in the financial year which commenced two years prior to the current financial year.

PART 3

Transport

Abolition and transfer of functions

6.—(1) The West Yorkshire integrated transport area is dissolved and the ITA is abolished.

(2) On the abolition of the ITA—

- (a) its functions; and
- (b) its property, rights and liabilities

are transferred to the West Yorkshire Combined Authority.

Adaptation of enactments

7.—(1) This article has effect in consequence of article 6.

(2) In any enactment (whenever passed or made)—

- (a) any reference to an integrated transport area; or
- (b) any reference which falls to be read as a reference to such an area,

is to be treated as including a reference to the combined area.

(3) In any enactment (whenever passed or made)—

- (a) any reference to an integrated transport authority; or
- (b) any reference which falls to be read as a reference to such an authority,

is to be treated as including a reference to the West Yorkshire Combined Authority.

(4) Schedule 2 (which amends section 9 of the Transport Act 1968 in consequence of article 6) has effect but this does not affect the generality of paragraphs (2) and (3).

Passenger Transport Executive

8.—(1) In this article “the Executive” means the West Yorkshire Passenger Transport Executive established by the West Yorkshire Passenger Transport Area (Establishment of Executive) Order 1973(a).

(2) Immediately before the coming into force of article 6 the Executive shall be dissolved and all functions, property rights and liabilities of the Executive shall be transferred to the ITA.

(3) In any enactment (whenever passed or made) any reference to a passenger transport executive is to be treated, in relation to the combined area as a reference to the West Yorkshire Combined Authority.

(4) The West Yorkshire Passenger Transport Area (Establishment of Executive) Order 1973 is revoked.

Continuity

9.—(1) Nothing in article 6, 7 or 8 affects the validity of anything done by or in relation to the ITA or the Executive before 1st April 2014.

(2) There may be continued by or in relation to the West Yorkshire Combined Authority anything (including legal proceedings) which—

(a) relates to any of the functions, property, rights or liabilities transferred to the West Yorkshire Combined Authority; and

(b) is in process of being done by or in relation to the ITA or the Executive immediately before 1st April 2014.

(3) Anything which—

(a) was made or done by or in relation to the ITA or the Executive for the purposes of or otherwise in connection with any of the functions, property, rights or liabilities transferred;

(b) is in effect immediately before the transfer takes effect,

has effect as if made or done by or in relation to the West Yorkshire Combined Authority.

(4) The West Yorkshire Combined Authority is to be substituted for the ITA or, where appropriate, the Executive in any instruments, contracts or legal proceedings which—

(a) relate to any of the functions, property, rights or liabilities transferred; and

(b) are made or commenced before the transfer takes effect.

(5) A reference in this article to anything made or done by or in relation to the ITA or the Executive includes a reference to anything which by virtue of any enactment is to be treated as having been made or done by or in relation to the ITA or the Executive.

(6) Without prejudice to the generality of this article a levy issued by the ITA under section 74 of the Local Government Finance Act 1988(b) and in accordance with the Transport Levying Bodies Regulations 1992(c) to the constituent councils in respect of the financial year beginning 1st April 2014 is to have effect for that year as if it had been so issued by the West Yorkshire Combined Authority.

(a) S.I. 1973/1729.

(b) 1988 c.41;

(c) S.I. 1992/2789, amended by S.I. 2012/213.

PART 4

Additional functions

Economic development and regeneration functions

10.—(1) The functions of the constituent councils set out in Schedule 3 to this Order are exercisable by the West Yorkshire Combined Authority in relation to its area.

(2) The functions are exercisable concurrently with the constituent councils.

(3) Any requirement in any enactment for a constituent council to exercise such a function may be fulfilled by the exercise of that function by the West Yorkshire Combined Authority.

Incidental provisions

11. The following provisions shall have effect as if the West Yorkshire Combined Authority were a local authority for the purposes of these provisions—

(a) section 142(2) of the Local Government Act 1972^(a) (the power to arrange for publication of information etc relating to the functions of the authority); and

(b) section 222 of the Local Government Act 1972 (the power to prosecute and defend legal proceedings).

12.—(1) The West Yorkshire Combined Authority shall have the power to exercise any of the functions described in subsection (1)(a) and (b) of section 88 of the Local Government Act 1985^(b) (research and collection of information) whether or not a scheme is made under that section.

(2) For the purposes of paragraph (1) of this article, paragraphs (a) and (b) of section 88(1) of the Local Government Act 1985 shall have effect as if a reference to “that area” were a reference to the combined area.

13. Section 13 of the Local Government and Housing Act 1989^(c) shall have effect as if –

(a) in subsection (4) after paragraph (x) there were inserted –

“(xx) subject to subsection (xx), a committee appointed by the West Yorkshire Combined Authority;”;

(b) after subsection (4) there were inserted –

“(xx) A person who is a member of a committee falling within paragraph (xx) of subsection (4) or a sub-committee appointed by such a committee shall for all purposes be treated as a non-voting member of that committee or sub-committee unless he is a member of one of the constituent councils as defined by article 2 of the West Yorkshire Combined Authority Order 2014.”.

Signed on behalf of the Secretary of State for Communities and Local Government

Date

Name
Parliamentary Under Secretary of State
Department for Communities and Local Government

(a) 1972 c.72.
(b) 1985 c.51.
(c) 1989 c.42.

SCHEDULES

SCHEDULE 1

Article 4

Constitution

Membership

1.—(1) The West Yorkshire Combined Authority shall comprise ten members as provided in sub-paragraphs (2) to (9)

(2) Each of the constituent councils shall appoint one of its elected members as a member of the West Yorkshire Combined Authority.

(3) The constituent councils shall agree the appointment of another elected member from three of the constituent councils to reflect so far as reasonably practicable the balance of political parties for the time being prevailing among members of the constituent councils.

(4) The non-constituent council shall appoint one of its elected members to be a member of the West Yorkshire Combined Authority.

(5) Each constituent council and the non-constituent council shall appoint another of its elected members to act as a member of the West Yorkshire Combined Authority in the absence of the members appointed under sub paragraphs (2) to (4) (“the substitute member”).

(6) The Local Enterprise Partnership shall nominate one of its members to be a member of the West Yorkshire Combined Authority (“Local Enterprise Partnership Member”).

(7) The Local Enterprise Partnership shall nominate another of its members to act as a member of the West Yorkshire Combined Authority in the absence of the member appointed under sub paragraph (6) (“the substitute member”).

(8) The West Yorkshire Combined Authority shall appoint a member nominated by the Local Enterprise Partnership as a member of the West Yorkshire Combined Authority (“Local Enterprise Partnership Member”).

(9) The West Yorkshire Combined Authority shall appoint another member nominated by the Local Enterprise Partnership to act as a member of the West Yorkshire Combined Authority in the absence of the member appointed under sub paragraph (8) (“the substitute member”).

(10) For the purposes of this Schedule any reference to a member is to be treated as including a reference to the Local Enterprise Partnership Member.

(11) A person ceases to be a member or substitute member of the West Yorkshire Combined Authority if they cease to be –

- (a) a member of the constituent council or non-constituent council that appointed them; or
- (b) a member of the Local Enterprise Partnership that nominated them.

(12) A person may resign as a member or substitute member of the West Yorkshire Combined Authority by written notice served on the proper officer of the Council or the Chair or Vice Chair of the Local Enterprise Partnership (as the case may be) of–

- (a) the constituent council or non-constituent council that appointed them; or
- (b) the Local Enterprise Partnership that nominated them

and the resignation shall take effect on receipt of the notice by the proper officer of the Council or Chair or Vice Chair of the Local Enterprise Partnership (as the case may be).

(13) Where a member or substitute member’s appointment ceases by virtue of sub-paragraph (11) or (12) –

- (a) the constituent council or the non-constituent council that made the appointment must, as soon as practicable, give written notice of that fact to the West Yorkshire Combined Authority and appoint another of its elected members in that person’s place;

(b) the Local Enterprise Partnership must, as soon as practicable, give written notice of that fact to the West Yorkshire Combined Authority and nominate another of its elected members in that person's place.

(14) West Yorkshire Combined Authority shall appoint a member nominated under subparagraph (11)(b) at the next meeting of the West Yorkshire Combined Authority.

(15) A constituent council or the non-constituent council may at any time terminate the appointment of a member or substitute member appointed by it to the West Yorkshire Combined Authority and appoint another of its elected members in that person's place.

(16) Where a constituent council or the non-constituent council exercises its power under subparagraph (15), it must give written notice of the new appointment and the termination of the previous appointment to the West Yorkshire Combined Authority and the new appointment shall take effect and the previous appointment terminate at the end of one week from the date on which the notice is given or such longer period not exceeding one month as is specified in the notice.

(17) The Local Enterprise Partnership may at any time terminate the appointment of a member or substitute member nominated by it to the West Yorkshire Combined Authority and nominate another of its members in that person's place.

(18) Where the Local Enterprise Partnership exercises its power under subparagraph (17), it must give written notice of the new nomination and the termination of the previous appointment to the West Yorkshire Combined Authority.

(19) The West Yorkshire Combined Authority shall appoint a member nominated under subparagraph (18) and the new appointment shall take effect and the previous appointment terminate at the end of one week from the date on which the notice is given or such longer period not exceeding one month as is specified in the notice.

(20) For the purposes of this paragraph, an elected mayor of a constituent council or non-constituent council is to be treated as a member of the constituent council or non-constituent council.

Chairman and vice-chairman

2.—(1) The West Yorkshire Combined Authority must in each year appoint a chairman and a vice-chairman from among its members and the appointments are to be the first business transacted at the annual meeting after the appointment of members of the West Yorkshire Combined Authority.

(2) A person ceases to be chairman or vice-chairman of the West Yorkshire Combined Authority if they cease to be a member of the West Yorkshire Combined Authority.

(3) If a vacancy arises in the office of chairman or vice-chairman, an appointment to fill the vacancy is to be made at the next ordinary meeting of the West Yorkshire Combined Authority.

Proceedings

3.—(1) Any questions that are to be decided by the West Yorkshire Combined Authority are to be decided by a majority of the members and substitute members, acting in place of members, present and voting on that question at a meeting of the West Yorkshire Combined Authority.

(2) Each member, or substitute member acting in that member's place, is to have one vote and no member or substitute member is to have a casting vote.

(3) Members appointed by the non-constituent council or appointed from the Local Enterprise Partnership will be non-voting members of the West Yorkshire Combined Authority.

(4) The proceedings of the West Yorkshire Combined Authority are not invalidated by any vacancy among its members or substitute members or by any defect in the appointment or qualifications of any member or substitute member.

Committees

4.—(1) The West Yorkshire Combined Authority may appoint one or more committees as an overview and scrutiny committee, or as the case may be committees, of the West Yorkshire Combined Authority.

(2) The West Yorkshire Combined Authority shall appoint members of each of the constituent councils and the non-constituent council to any overview and scrutiny committee appointed by the West Yorkshire Combined Authority.

(3) Any overview and scrutiny committee appointed by the West Yorkshire Combined Authority may not include any member of the West Yorkshire Combined Authority.

(4) Any overview and scrutiny committee appointed by the West Yorkshire Combined Authority will have the power to—

- (a) invite members to attend before it to answer questions;
- (b) invite other persons, including members of the public, to attend meetings of the committee;
- (c) review or scrutinise decisions made, or other action taken, in connection with the discharge of any functions which are the responsibility of the West Yorkshire Combined Authority;
- (d) make reports or recommendations to the West Yorkshire Combined Authority with respect to the discharge of any functions which are the responsibility of the West Yorkshire Combined Authority.

(5) The power to review or scrutinise a decision made but not implemented under sub-paragraph (4)(c) includes the power to recommend that the decision be reconsidered by the West Yorkshire Combined Authority.

(6) Where any overview and scrutiny committee appointed by the West Yorkshire Combined Authority makes a report or recommendation under sub-paragraph (4)(d) the committee may –

- (a) publish the report or recommendations;
- (b) by notice in writing require the West Yorkshire Combined Authority to –
 - (i) consider the report or recommendations;
 - (ii) respond to the overview and scrutiny committee indicating what (if any) action the West Yorkshire Combined Authority proposes to take;
 - (iii) if the overview and scrutiny committee has published the report or recommendations under sub-paragraph (6)(a), publish the response.

(7) A notice served under sub-paragraph (6)(b) must require the West Yorkshire Combined Authority to comply with it within two months beginning with the date on which the West Yorkshire Combined Authority received the reports or recommendations or (if later) the notice.

(8) The West Yorkshire Combined Authority shall comply with a notice given under sub-paragraph (6)(b).

(9) Sub-paragraphs (6)(a) and (8) are subject to section 9FG of the Local Government Act 2000 and to any provision made under section 9GA(8).

Records

5.—(1) The West Yorkshire Combined Authority must make arrangements for the names of members and substitute members present at any meeting to be recorded.

(2) Minutes of the proceedings of a meeting of the West Yorkshire Combined Authority, or any committee or sub-committee of the West Yorkshire Combined Authority are to be kept in such form as the West Yorkshire Combined Authority may determine.

(3) Any such minutes are to be signed at the same or next suitable meeting of the West Yorkshire Combined Authority by the person presiding at that meeting.

(4) Any minute purporting to be signed as mentioned in sub-paragraph (3) shall be received in evidence without further proof.

(5) Until the contrary is provided, a meeting of the West Yorkshire Combined Authority a minute of whose proceedings has been signed in accordance with this paragraph is deemed to have been duly convened and held, and all the members and substitute members present at the meeting are deemed to have been duly qualified.

(6) For the purposes of sub-paragraph (3) the next suitable meeting is the next following meeting or, where standing orders made by the West Yorkshire Combined Authority provide for another meeting of the authority to be regarded as suitable, either the next following meeting or that other meeting.

Standing orders

6. The West Yorkshire Combined Authority may make standing orders for the regulation of its proceedings and business and may vary or revoke any such orders.

Remuneration

7. No remuneration is to be payable by the West Yorkshire Combined Authority to its members, other than allowances for travel and subsistence paid in accordance with a scheme drawn up by the West Yorkshire Combined Authority.

SCHEDULE 2

Article 7

Amendment of Section 9 of the Transport Act 1968

1. Section 9 of the Transport Act 1968(a) is amended as follows.

2. In subsection (1)(a)—

(a) in subparagraph (i) after “except Greater Manchester” there is inserted and “West Yorkshire”;

(b) the word “and” after subparagraph (ia) is omitted; and

(c) after subparagraph (ia) there is inserted—

“(ib) the metropolitan county of West Yorkshire shall be the area of a combined authority; and”.

3. In subsection (1)(b)—

(a) the word “and” after subparagraph (ia) is omitted; and

(b) after subparagraph (ia) there is inserted—

“(ib) in relation to the metropolitan county of West Yorkshire; and”.

4. In subsections (2) and (3) after “the area of the Greater Manchester Combined Authority” in each case occurring there is inserted “, the area of the West Yorkshire Combined Authority”.

5. In subsection (5) after “or the area of the Greater Manchester Combined Authority” there is inserted “or of the West Yorkshire Combined Authority”.

6. In subsection (5A) after “2011” there is inserted “and the West Yorkshire Combined Authority means the authority of that name constituted by the West Yorkshire Combined Authority Order 2014”.

(a) 1968 c. 73; section 9 was amended by the Local Government (Scotland) Act 1973 (c. 65) Schedule 18, paragraph 1; by the Transport Act 1985 (c. 67) sections 57(1), 58(2), Schedule 3, paragraph 3, Schedule 8; by the Local Government (Scotland) Act 1994 (c. 39) Schedule 13, paragraph 80(2); and in relation to England and Wales only by the Local Transport Act 2008 (c. 26) section 98(4), Schedule 4, paragraph 2 and Schedule 7, Part 4 and by S.I. 2011/908.

SCHEDULE 3

Article 10

Economic development and regeneration functions

1. Such functions of the constituent authorities as are exercisable for the purpose of economic development and regeneration in reliance on the general power of competence under section 1 of the Localism Act 2011(a).

EXPLANATORY NOTE

(This note is not part of the Order)

This order establishes the West Yorkshire Combined Authority.

Part 6 of the Local Democracy, Economic Development and Construction Act 2009 (“the 2009 Act”) provides for the establishment of combined authorities for the areas of two or more local authorities in England. Combined authorities are bodies corporate which may be given power to exercise functions relating to transport and to economic development and regeneration in their area.

The Secretary of State may only establish a combined authority for an area where a scheme for such an authority has been published under section 109 of the 2009 Act. This order has been made following the publication of such a scheme on 31 July 2013 by the constituent councils whose areas together make up the combined area of the new authority. The scheme is available at www.awya.gov.uk/combinedauthority.

Part 2 of the Order establishes the new authority, to be known as the West Yorkshire Combined Authority on 1 April 2014, and makes provision for its constitution and funding.

Article 4 of and Schedule 1 to the Order make provision for the constitution of the West Yorkshire Combined Authority. This is supplemental to the provision that is made by Part 1A of Schedule 12 to the Local Government Act 1972 (see paragraph (6A) of that Schedule, as amended by the 2009 Act).

Article 5 makes provision for the funding, by the constituent councils, of those costs of the West Yorkshire Combined Authority that relate to the exercise of its economic development and regeneration functions.

Part 3 concerns transport. Article 6 abolishes the West Yorkshire integrated transport area and its integrated transport authority and transfers all functions rights and liabilities to the combined authority. Article 7 makes consequential adaptations to enactments. Article 8 does the same thing in relation to the West Yorkshire Passenger Transport Executive. Article 9 provides for continuity in the exercise of functions as between the abolished Integrated Transport Authority and Passenger Transport Executive and the Combined Authority.

Part 4 confers additional functions on the West Yorkshire Combined Authority. Article 10 confers functions of the constituent councils relating to economic development and regeneration. These are set out in Schedule 3 to the Order and are to be exercised concurrently with the constituent councils. Articles 11 to 13 make some general, incidental provisions relating to the West Yorkshire Combined Authority to enable it to carry out its functions more effectively.

(a) 2011 c.20

A full regulatory impact assessment has not been prepared as this instrument will have no impact on the costs of business and the voluntary sector.

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Combined Authority Transport Case and Principal Opportunities

1. This annex sets out supporting evidence as to why, from a transport perspective, legislative changes should be made to enable City of York Council to become a full member of the Combined Authority (CA).
2. Over and above the economic rationale there is an evolving and growing transport case for full membership of the CA. Transport linkages between the City of York and West Yorkshire (particularly Leeds) are already well established and are of growing importance given the developing linkages between employment growth sectors in York and the Leeds City Region (LCR) and demographic, labour market and housing market trends.
3. In particular:
 - Existing connectivity between York and the wider Leeds City Region (LCR) has enabled commuting journeys to support deep labour markets by widening labour search areas – this is evident from the commuting flow data available from the Annual Population Survey, Axciom data and the Census (2001);
 - The existing and growing links between York's and the LCR's growth sectors means that over time the current two-way commuting flows between York and the wider city region will increase further;
 - In York, with the likely forecast long term employment growth of around 1,000 jobs per annum It is probable that higher levels of in-commuting will occur under most reasonable scenarios; given that both employment and housing growth will further strengthen York's role as a sub regional centre.
 - York is likely to continue to see out-commuting to the LCR (and in particular Leeds) as those working in higher value jobs such as in Knowledge Intensive Businesses continue to seek residence in more affluent areas of the City Region such as York.
4. There is strong evidence that York is part of the LCR FEMA (Functioning Economic Market Area) in both economic and transport terms.
5. There are significant strategic investment opportunity benefits for York being a full member of the CA from 1st April 2014, or as near

to this date as any legislation change would allow. The principal opportunity is participation in the West Yorkshire Plus York Transport Fund (WYYTF). This would enable greater leverage of investment to meet York's future transport infrastructure needs. A significant scale of funding is required to tackle York's transport issues and manage future employment and housing growth.

6. Further detail on the opportunities afforded by full membership of the CA are included in Annex C which focuses on transport functions.

Background

7. The Council has taken the decision to engage proactively in the development of a CA for West Yorkshire and York, ultimately agreeing in the short term to non-constituent membership but with the intention in the longer term of becoming a full member of the CA.
8. A Scheme and Order for the CA have now been submitted to Parliament. The Department of Communities and Local Government has now launched a consultation and published a consultation paper on 7 November 2013.
9. It is anticipated that there will be a consultation on further legislative changes in late 2013 (or early 2014). This would, amongst other changes to existing legislation governing the establishment of CAs, allow York to become a full member of the Combined Authority. A key change would be the removal of the requirement that Local Authorities in a CA must have contiguous boundaries, which is why York is seeking non-constituent membership of the at the present time.
10. This Annex builds on three reports first presented to Cabinet on 7th May 2013. The first of these reports clearly set out the economic rationale for York and West Yorkshire being one "functioning economic market area" (FEMA). This Annex expands upon this report and concentrates on the transport reasons as to why York is now, and will be in the future, part of a joint FEMA. In doing so, this Annex provides further evidence of the relationship between the City of York and the West Yorkshire authorities to assist the Council in pursuing full membership of the CA in the future. .
11. The second and third reports from 7th May 2013 examined the opportunities for York to access considerably more funding for major transport schemes through the West Yorkshire Plus York Transport Fund, and the review of governance that would allow

such opportunities to be realised. This report provides further insight into the potential opportunities afforded by membership of the CA, whilst Annex C sets out some of the potential issues that may arise and how York may reduce any associated risks.

Transport Case for York's Inclusion

12. In order to overcome existing legislative barriers to full membership of the CA, supporting evidence is required as to why such an order should be made. In the case of the CA, this needs to be why York is an integral part of the LCR FEMA and how the links will grow even stronger in the future.
13. In transport terms, connectivity between York and the wider LCR has enabled commuting journeys to support deep labour markets by widening labour search areas and by encouraging more people into work through reduced commuting costs. In terms of in-commuting, Annual Population Survey data shows that as of 2011, 3.84% of commuters into York originate in West Yorkshire, with 3.1% of those travelling from Leeds. Viewed from West Yorkshire's perspective, Axiom data show that 7% of West Yorkshire out-commuters travel to York for employment, whilst York residents account for 3% of those working in West Yorkshire. In total there are current flows of over 6,100 York residents to West Yorkshire, and an inflow of 4,100 West Yorkshire residents to the city of York.
14. Figure 2 overleaf, taken from the Leeds City Region Transport Strategy, similarly shows the level of commuting flows across the region and provides an indication of the quality of the transport links during the peak hours.

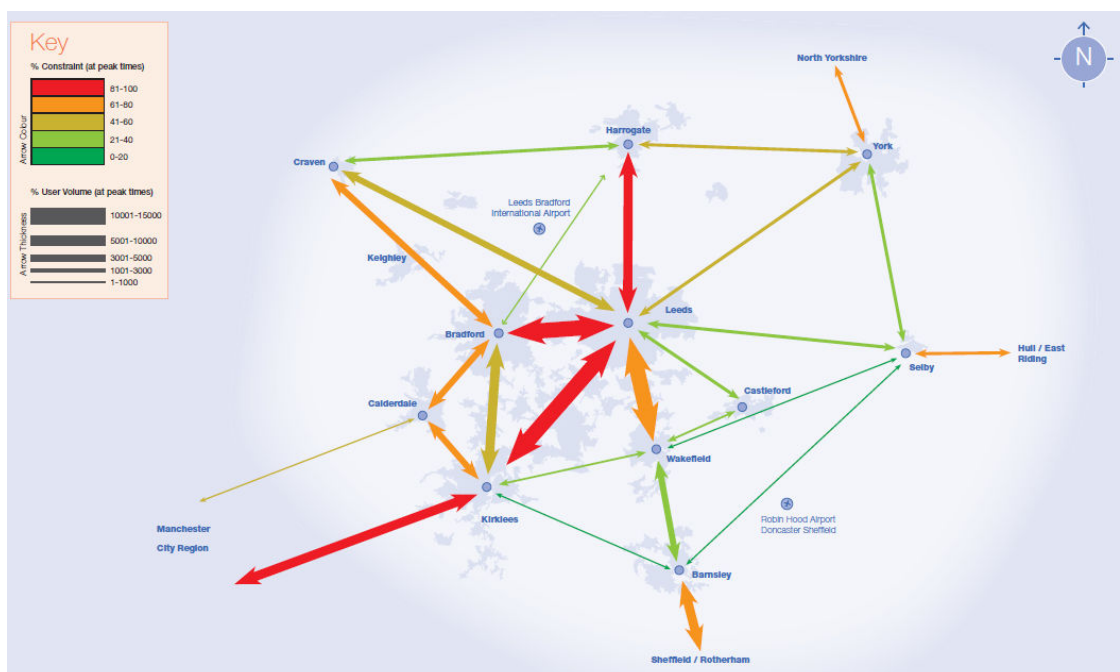


Figure 2: Principal Journeys to Work (2001 Census data)

15. The existing and growing links between:
- the city of York's biosciences expertise and high end enterprise in technical design and the LCR's growing healthcare and medical technologies sector;
 - York's insurance providers and the LCR's financial and business services sectors; and
 - the city of York's and the LCR's creative and media arts industries,

means that over time the current two-way commuting flows between York and the wider City Region will probably increase further as greater agglomeration can lead to enhanced labour market fluidity.

16. Furthermore, the future level of commuting flows is likely to be related to the projected increase in housing and employment across the LCR and within the City of York itself. The 2011 Census results indicate that the population of York has increased since the 2001 Census by 9.1%. The 2010 based sub national population projections forecast that the population of City will increase from 197,000 in 2010 to 216,800 in 2026. The preferred options City of York Local Plan makes provision over the plan period to 2030 for an annual target of 1250 dwellings in order to meet the needs and aspirations of present and future residents of the city and to support a thriving economy. Based on the City of York Economic and Retail Growth and Visioning study (2013) the Local Plan) aims to support the forecast employment growth of approximately 1000 jobs per annum.
17. As York is part of a broader strategic housing and labour market, demands on York's transport networks are influenced by the economic and housing policies of authorities across the LCR. Ultimately, transport demand between York and the wider LCR will depend on the balance of additional housing provision and jobs growth in these areas. It will also depend on the phasing of housing delivery and job creation overtime in different locations.
18. York has one of the stronger economies in the LCR and the likely forecast long term employment growth is around 1,000 jobs per annum. Therefore, it is probable that higher levels of in commuting will occur under most reasonable scenarios alongside local growth and increased opportunities for people to live and work locally. However, York is likely to continue to see out commuting to the

LCR (and in particular Leeds) as those working in higher value jobs such as in the Knowledge Intensive Businesses continue to seek residence in more affluent areas of the City Region such as York.

19. It should also be highlighted that together, York and the LCR also benefit from national and international transport connections which support sustainable economic growth and development. York provides a gateway to the LCR via its connection to the East Coast Main Line. Its position on the UK national rail network (and the international rail network via Kings Cross and St. Pancras) enables York and the LCR to be well connected nationally and internationally by rail. York is the second busiest station in Yorkshire and Humber (after Leeds) and the two-way station to station flow between Leeds and York is the busiest rail movement in all of Yorkshire and Humber. In addition, Leeds Bradford International Airport provides York with further international transport connections supporting York's growth sectors and its tourism economy.
20. The natural links between economic areas within the LCR is strengthened by recent evidence produced by the OECD, *Redefining Urban: a new way to measure metropolitan areas* (2013). The research (based on population density and commuting patterns) classifies York as a medium sized urban area with a hinterland that fundamentally overlaps with the Leeds hinterland.
21. So the evidence is strong that York is indeed already part of the LCR FEMA, and that these links will only become more pronounced in the future.

Opportunities for York with the CA

22. The principal opportunity for York with membership of the CA lies in the participation in the WYYTF, which would secure a longer term funding commitment for York as well as providing the greatest ability to leverage York's co-investment in the WYYTF.
23. The WYYTF Finance Working Group (made up of Strategic Finance Managers from the five West Yorkshire Local Authorities, York and Metro) identified three main sources of direct contributions into the Fund, and the 'buying power' attributable to each element as follows:
 - District Contributions (£749 million)
 - Local Transport Plan (LTP) top slice at a level of 40% from LTP into the Fund (£101 million)

- DfT local major scheme funding (£182 million)

This gives a potential value of the WYYTF of over £1 billion over 10 years.

24. To build up the £749 million capital element of the Fund, Local Authority revenue contributions would start in 2014/15 and increase year on year up to a maximum in 2022/23. That additional contribution would then need to be maintained for a period of 30 years. Agenda Item 7a on 7th May 2013 set out what this would mean for the Council.
25. It was also proposed to top slice 40% of the LTP to add an additional £101 million, although the availability of funding is dependent on future LTP settlements. The final figure will also be dependent on the amount of top slicing of the LTP that is included within the proposed Single Local Growth Fund (SLGF), and whether any of this will be competitive across all LEPS.
26. The indicative funding allocations for York for devolved major local transport scheme funding are £5.0 million from 2015-19 and £10.2 million from 2019-25, which when combined with the 10 year indicative allocation of £167.6 million for the five West Yorkshire Authorities, gives £182.8 million.
27. Agenda Item 7a on 7th May 2013 also set out the York package element of the WYYTF, which included five priority schemes at an estimated cost of £83.5 million, including optimism bias. Together, these five schemes were forecast to deliver additional Gross Value Added (GVA) of £70 million per year in 2024, rising to £130 million per year in 2036, with 1,200 additional York residents in employment by the latter date.
28. If York were not within the WYYTF, its 10 year allocation for major local transport schemes would be around £15 million in total, meaning that only two of the five schemes within the York package could be delivered – A19 bus lane and designer outlet park and ride improvements and Clifton Moor park and ride and corridor improvements.
29. Neither the Northern Outer Ring Road Improvements (Low Intervention) nor city centre/York Central interchange/major public transport/access improvements could be progressed within the next 10 years, which would have a major negative impact on the economic growth aspirations of the City.
30. The Council could try and assemble its own infrastructure fund, based upon the proposed WYYTF model, but the level of

borrowing possible would be significantly less, given the lower value of future income in York alone. In this case, it would significantly limit the scope to bring forward major improvements such as the Northern Outer Ring Road improvements.

31. Membership of the CA would also bring opportunities to work collaboratively with other CA districts in sharing resources, from design to implementation, as well as procurement, programme management and business case preparation. This should help ensure that budgets and deadlines are met and that value for money for the investment required from the Council is maximised.
32. Annex C sets out further detail on the opportunities that full membership of the CA could bring, including:
 - Continued involvement in the Economic Investment Fund (EIF) – a revolving fund aimed at investing in projects that support economic growth and kick-starting investment in York’s infrastructure priorities;
 - Rail franchising – having a greater say in the specification of the Northern and Transpennine rail franchises that underpin York’s connectivity to adjacent city regions;
 - Strategic network planning with the Highways Agency and Network Rail – an enhancement to existing Leeds City Region LEP arrangements that will promote joint investment planning across the strategic networks.

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Combined Authority Functional Assessment

1. Table 1 sets out a summary of an assessment of principal Council functions and how these relate to the proposed West Yorkshire Combined Authority (CA) in terms of key risks (and mitigation) and issues for further discussion/negotiation.
2. As a result of the assessment, it is evident that there are significant strategic investment opportunity benefits for York being a full member of the CA from 1st April 2014, or as near to this date as possible. Therefore, it is recommended that the Council pursues four strategic planning and investment areas within the Combined Authority within the short term. These are:
 - Participation in the West Yorkshire Plus York Transport Fund (WYYTF) – enabling greater leverage of investment to meet York’s future transport infrastructure needs;
 - Continued involvement in the Economic Investment Fund (EIF) – a revolving fund aimed at investing in projects that support economic growth and kick-starting investment in York’s infrastructure priorities;
 - Rail franchising – having a greater say in the specification of the Northern and Transpennine rail franchises that underpin York’s connectivity to adjacent city regions;
 - Strategic network planning with the Highways Agency and Network Rail – an enhancement to existing Leeds City Region LEP arrangements that will promote joint investment planning across the strategic networks.
3. The remainder of this annex includes further consideration of these four items, but in the case of the WYYTF and the EIF, the immediate aim will be to finalise arrangements already in place for the use of investment from the Council.
4. Figure 1 shows how York’s involvement within the CA as at 1st April 2014 could work in relation to the structures being taken forward by the CA.
5. At the present time, there is a lot of detail to be worked through on functions that could be ceded to a CA, not only from York’s

perspective, but also from other constituent members of the CA, and so it is not suggested that any change to operational issues be pursued in the short term. As well as representation on the CA and the existing Leeds City Region (LCR) Leaders Board, Figure 1 shows how the Council's existing structures and functions would work alongside existing West Yorkshire structures at an operational level from April 2014.

6. Allied to the other potential changes in strategic planning and investment that could take place within the next two years, the medium term would seem the most sensible timeframe in which to consider what functions that are proposed to be part of the CA from the outset are ceded to the CA from York at an operational level. This would allow more detailed discussions with other CA members on such operational issues over the next two years.

Short Term Opportunities and Issues with the CA

7. The principal opportunity for York with membership of the CA lies in the participation in the WYYTF, the principal benefit of which would be to secure a longer term funding commitment for York as well as providing the greatest ability to leverage York's co-investment in the WYYTF.
8. The detail behind this is included in Annex B. Participation in the WYYTF from the outset would also make it more likely that the major transport priorities to support economic growth in the City (City centre/York Central interchange/ public transport/access improvements and Northern Outer Ring Road Improvements) could come forward within the first 10 years of the WYYTF.
9. Membership of the CA would also bring opportunities to work collaboratively with other CA districts in sharing resources, from design to implementation, as well as procurement programme management and business case preparation. This should help ensure that budgets and deadlines are met and that value for money for the investment required from the Council is maximised.
10. It should also be noted that York is already a member of the LCR revolving EIF through its Business Rates Pool, established in late 2012. The revolving fund is an approach by the LCR to create a fund of up to £500 million that could be invested in projects that support economic growth, with financial returns being invested on a revolving basis. The CA will be the Accountable Body for the

fund, and so it would seem logical for York to retain membership of the EIF through the transfer arrangements.

11. The other key opportunity for York with membership of the CA at this time is in the ability to influence strategic road and rail investment decisions as part of the CA, as opposed to a relatively small individual authority.
12. As part of the Rail in the North Executive (RINE), the West Yorkshire CA will be one of the three main members of the board seeking to devolve specification and funding for the next Northern and Transpennine rail franchises to local bodies. It is vital that York has a key role within such negotiations, along with a strong influence over future five year investment planning periods by Network Rail, and membership of the CA provides this.
13. Similarly, as reforms to the Highways Agency seek to provide five year funding periods and strengthen links with local partners to ensure that the strategic road network can support growth aspirations, it will be important for York to have a strong influencing voice as to where such strategic highways investment would benefit the City and the LCR. This influencing role would be maximised within the CA.
14. Whilst there are opportunities for York with the CA in the short term, there are also some issues that need to be borne in mind as membership of the CA is confirmed and any formal agreements drawn up.
15. As a CA member in its own right, York will have only one vote out of ten as proposed. Therefore, York's influence might be limited, particularly as simple majority voting is proposed for most decisions. On the other hand, as a non-constituent member (which is the current arrangement), such influence is likely to be even more limited, with non-constituent members only allowed to vote on issues agreed by the constituent members.
16. The majority voting issue may only become a problem where York's voice is not heard. At a detailed level, it should be questioned whether York's transport needs are as aligned to, say, Calderdale or Wakefield, as to other CA members, or its North/East Yorkshire neighbours? This risk can be offset by the formal adoption for all CA business of the Memorandum of Understanding for the Local Transport Body. This requires that

both York and the other members need to agree on the use of investment provided by York, and that such investment can only be used on schemes of benefit to York and its hinterland or those of mutual benefit to York and West Yorkshire.

17. There is currently no revenue budget provision for the York contribution to the additional district contributions for the WYYTF. These additional contributions would add to the existing budget gap and need to be considered in the context of the budget savings which the Council is already having to identify.
18. However, it is clear that the increased contribution to the WYYTF (and the EIF for that matter) provides significant additional leverage, and without membership of the CA, it is unlikely that all of the transport improvements most needed to support economic growth could be funded from the indicative allocations for York alone.

Medium Term Opportunities and Issues

19. Given the need to allow the CA to bed down, and especially with the proposed introduction of the Single Local Growth Fund (SLGF) in financial year 2015-16, there are strategic investment opportunities in the medium term to pursue York's involvement within a West Yorkshire and York SLGF.
20. The SLGF will be influenced by a LCR Strategic Economic Plan, which the shadow CA and the LEP will develop jointly by April 2014, and so it may be that beyond the establishment of the SLGF, strategic economic planning is part of the CA's remit under its well-being powers, supported by a Strategic Infrastructure Delivery Plan. These would complement the existing York documents but identify those proposals/measures whose impact would be beyond York's administrative boundary and/or require investment beyond that which could be raised by York alone.
21. The CA arrangements at the moment do not include for strategic planning functions. As York is a unitary authority it has responsibility for both planning and transport functions. If transport powers are ceded to the CA there is a risk of reduced integration. It is also unclear at this stage how any monies from Section 106 Agreements or any Community Infrastructure Levy income will be apportioned between local and strategic investment needs, even

though the Council will remain the accountable body for each of these.

22. As a comparator, the Greater Manchester CA has agreed with its constituent districts an Operating Agreement which, amongst other things, provides for the detailed arrangements for the discharge of various transport and economic development and regeneration functions. In support of this Operating Agreement, a series of protocols for each of the functions has been developed which describe the respective roles of the CA and the district councils. These protocols are intended to be flexible documents, which can be amended as the respective roles of the CA, and the constituent districts in relation to economic development and regeneration, and traffic issues, evolve. Such an arrangement would seem sensible for aspects of the West Yorkshire CA, so as to protect York's statutory planning role and ensure that an integrated approach to planning and transport continues.
23. As the WYYTF becomes established, there is likely to be benefit of including a review of how major local transport schemes are delivered, from the outset to opening and full membership of the CA will provide opportunities for shared resource and efficiency.
24. Beyond this, there may be additional merit, further driven by pressures on local authority budgets, to look at more shared procurement of services, with some transport functions being taken forward on a lead authority/centre of excellence basis. In this respect, one area where York would seem ideally placed to lead the rest of the LCR is in park and ride.
25. Although the CA as proposed has relatively limited powers, principally being those discharged at present by the ITA, there may be an expectation that York cedes the same powers to the CA as the other authorities from the outset. This could lead to a break between the LTA/public transport obligations and those for highways, in both locational and practical terms, which may not be desirable or efficient.
26. On the other hand, the lack of additional powers being ceded to the CA at present may be a benefit to allow the CA to be established and begin operating without additional distraction. There is the opportunity, as the CA evolves, to review its functions and agree where there may be future opportunities for additional collaboration.

27. At an operational level, the medium term would seem the most sensible timeframe in which to consider what functions that are proposed to be part of the CA from the outset are ceded to the CA from York as a public transport authority. This will need close working with CA partners and other Council services, so as to maximise the benefits of the CA taking a lead in, say, subsidised bus services and public transport investment, without losing local focus.

Longer Term

28. In the longer term, taken to be beyond April 2016, further discussion may be had around highways functions and strategic planning, along with any associated funding. The allocation and inclusion of EU Structural Funds may also be a subject for further negotiation.
29. At an operational level, the longer term could potentially see a widening of the CA's functions to include park and ride, maintenance and the Local Sustainable Transport Fund, although whether this funding stream exists beyond 2015 is not clear at present.
30. However, there are also a number of operational items that are unlikely to be suitable for ceding to a CA, or where it is in York's best interests not to do so. Examples of such include the Co-ordination of Response to Highway Disruption, where the particular nature of York and its tourism economy is very different to West Yorkshire; Sustainable Transport Initiatives, which are very local in their concept, design and delivery; Marketing and Promotion, linked to both of the above and thought to remain with a local focus; and Stakeholder Liaison, where sensitive issues will continue to be best dealt with at a local level.

Table 1 – Summary of Functional Assessment

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
Strategic Planning and Investment			
West Yorkshire + York Transport Fund	Short	<ul style="list-style-type: none"> • Overspend on other schemes within the Fund may impact negatively on York scheme delivery – careful management of the fund and schemes from the outset will reduce this possibility. • No clarity at present on how “earn back” part of the Fund is going to work – more information is needed on this, as well as an agreement from Government. 	<ul style="list-style-type: none"> • When will the planned programme management function be operational, and can York draw upon it as a full member of the CA? • Can the funding for York package remain mutually ring fenced or a minimum allocation be guaranteed as in current Memorandum of Understanding? • Is there the option to look at how to “share” optimism bias savings for efficient delivery? • Can “earn back” on York schemes be ring fenced?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
Economic Investment Fund	Short	<ul style="list-style-type: none"> Allocation of funds may be competitive (based on achievement of economic objectives) and prioritisation may not favour York schemes – pursue a similar arrangement to the WYYTF MoU. Private finance will be sought to co-invest at revolving Fund and/or project level – this needs some more clarity as to the expected contribution. 	<ul style="list-style-type: none"> Has the planned Partnership Agreement governing how funds are allocated between authorities been finalised yet? Is there a formula/proposal as to how the recycling of project returns is to work?
Rail Franchising	Short	<ul style="list-style-type: none"> Future rail devolution issues could become focused on capacity issues around Leeds station, as well as the developing debate around the HS2 station in Leeds, and hence draw funding – CA needs an agreed position on key rail priorities within next franchise periods. 	<ul style="list-style-type: none"> Continued active involvement in developing the Long Term Rail Strategy for the North, but can York’s role be expanded with full membership of the CA? What are the revenue risks, how have these been determined and how are these to be managed/funded?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		<ul style="list-style-type: none"> York's membership of the CA could expose it to a revenue risk for future rail service specifications – Council needs to be aware of what value this risk may be within any negotiations. 	<ul style="list-style-type: none"> Clarity is needed on York's rail investment priorities?
Strategic Road/Rail Network and Highways Agency/Network Rail Interface	Short	<ul style="list-style-type: none"> York needs to be represented in discussions with the Highways Agency given issues on the A19 (north and south) and the A64, and how these interact with the local highway network – these are outside CA area, and so continued liaison with neighbouring LEPs is needed. Similarly, York needs to be represented in discussion with Network Rail on plans for the East Coast Main Line, as well as further infrastructure improvement schemes such as Transpennine electrification and Northern Hub. 	<ul style="list-style-type: none"> Is there a defined CA strategic highway network? Can protocols be developed which set out agreed arrangements for joint working between the CA authorities and the Highways Agency and Network Rail How can York's leading role with the East Coast Mainline authorities group be rolled forward into the CA?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		<ul style="list-style-type: none"> Such discussions currently happen through an Officer Group which advises the Transport Panel of the LEP – a similar arrangement needs to be put in place within the emerging CA structures. 	
Major Local Transport Scheme Delivery	Medium	<ul style="list-style-type: none"> It is currently unknown how the delivery of individual major schemes will be directly managed i.e. through the CA or individual authorities. Metro is currently developing programme management arrangements. 	<ul style="list-style-type: none"> When will the planned programme management function be operational, and can York draw upon it as a full member of the CA? Clarify how delivery will be directly managed e.g. through CA or individual authorities? How can resources be shared effectively? Can protocols be developed which set out agreed arrangements for joint working between the CA authorities on Major Scheme Delivery?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
Single Local Growth Fund	Medium	<ul style="list-style-type: none"> Funding allocation will be based on Leeds City Region Strategic Economic Plan. Focus could be on larger schemes benefiting the wider CA rather than York focussed projects, and has a competitive element. In the initial stages, York may want to pursue a similar arrangement to the WYYTF MoU. Risk that Strategic Economic Plan does not complement existing York plans – Council needs to closely monitor development of the Plan and influence prior to submission in April 2014. 	<ul style="list-style-type: none"> Clarity is required on how the relationship between the CA and LEP is to be developed with regards to SLGF.
Economic Strategy	Medium	<ul style="list-style-type: none"> A CA could lead to a lack of focus on York specific economic objectives due to the differing priorities of other constituent authorities - pursue a similar 	<ul style="list-style-type: none"> Ongoing commitment required by CA with regards to ensuring successful delivery of York Economic Strategy – does this require an amended/another

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		arrangement to the WYYTF MoU with regards to the development of the Leeds City Region Strategic Economic Plan.	Operating Agreement?
Strategic Infrastructure Delivery Plan	Medium	<ul style="list-style-type: none"> • There is no proposal for a CA-level IDP at present – this should be considered as infrastructure to support growth aspirations should be addressed at a strategic level. • Risk that IDP does not complement existing York plans - York needs to closely monitor development of the Plan. 	<ul style="list-style-type: none"> • Ongoing commitment required by CA with regards to ensuring successful delivery of York Delivery Plan – does this require an amended/another Operating Agreement?
Procurement of Services	Medium	<ul style="list-style-type: none"> • CYC already has network of suppliers and frameworks in place. Move to CA could impinge upon ability of York to utilise existing suppliers and move towards a “one size fits all” approach. 	<ul style="list-style-type: none"> • How will services be procured? • Will there be any flexibility in approach to allow York to continue to use local/trusted suppliers? • Can a joint procurement strategy be

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
			<p>developed?</p> <ul style="list-style-type: none"> • Will a joint procurement body/board be required?
Strategic and Local Planning	Long	<ul style="list-style-type: none"> • There is the risk that the planned delivery of the Local Plan could be adversely impacted by the CA's discharge of its powers if resources are focused away from York – need an early Operating Agreement similar to Greater Manchester Combined Authority. • There may be complications in preparing updates to the Plan if the strategic transport and economic planning resource is housed within a CA in the future. 	<ul style="list-style-type: none"> • Can protocols be developed which set out agreed arrangements for joint working on planning issues and a shared approach in the preparation of Local Plans and their supporting transport/economic evidence base between CA members? • Can protocols be developed with regards to Housing Strategy?
EU Structural Funds	Long	<ul style="list-style-type: none"> • Some degree of uncertainty as to whether York could be eligible for EU Structural Funds within a CA – 	<ul style="list-style-type: none"> • How will EU funding bids be developed with the LEP?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		<p>clarity is needed on this.</p> <ul style="list-style-type: none"> • EU Structural Funding Programmes are likely to require some degree of match funding from local sources. This may place even more pressure on existing funding streams used for projects of local importance in York if it is part of the CA. 	<ul style="list-style-type: none"> • Would York be able to access funds if it was not part of the CA?
Operational			
Local Transport Plan	Medium	<ul style="list-style-type: none"> • A joint or collaboratively produced LTP undertaken by the CA members could lead to a shift in focus away from local York issues and make it difficult to reflect cross boundary issues with respect to neighbouring authorities of North Yorkshire (NYCC) and East Riding (ERYC) – this could be mitigated to some extent by a common strategic ‘front 	<ul style="list-style-type: none"> • The extent of the impacts on the LTP development process needs to be clarified. • Can protocols be developed which set out agreed arrangements for preparing a shared LTP/common ‘front end’ between CA members?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		end' to separate LTPs, with delivery discharged through separate implementation plans.	
Quality Bus Partnership	Medium	<ul style="list-style-type: none"> • Combined Authority members are currently considering whether to take forward an enhanced Voluntary Partnership Agreement with bus operators or pursue a Quality Contracts scheme – the latter could lead to a breakdown in York's existing and well regarded Quality Partnership with local operators. 	<ul style="list-style-type: none"> • Continue to monitor the intended course of action by the CA with respect to VPA/QC scheme. • How could York's bus services be affected by the introduction of a QC scheme?
Bus Priority Infrastructure	Medium	<ul style="list-style-type: none"> • York has good record on delivering bus priority measures in cooperation with operators there is a reputational and delivery risk for York with bus priority being delivered through the CA. • The WYYTF includes a £200m 	<ul style="list-style-type: none"> • As with QBP, continue to monitor the intended course of action by the CA with respect to VPA/QC scheme as this could impact on delivery. • Can the £200m package of highway management and bus priority works be developed to include York schemes, so

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		<p>package of transformational highway management schemes that are intended to form a rolling 10 year programme of bus journey time and punctuality improvements, although Whilst there are no York-specific schemes within this package at present.</p>	<p>that the three bus priority schemes already included in the York package for the WYYTF or further schemes could be funded from an expanded pot?</p>
Better Bus Area	Medium	<ul style="list-style-type: none"> York has been designated as a Better Bus Area and therefore will receive BSOG currently paid to operators of commercial bus services plus an additional 20% of this amount (£1.3m). 	<ul style="list-style-type: none"> Need to understand how BBA funding will work if York is a member of the CA, and how this could be affected by any VPA/QC scheme.
Smart Ticketing (including Metrocard)	Medium	<ul style="list-style-type: none"> Any smart ticketing system would be primarily based upon existing WYITA area products such as zonal MetroCard – this may affect current fare levels of tickets such as “All York” and impact upon existing 	<ul style="list-style-type: none"> The level of integration with wider CA smart ticketing schemes needs to be considered. Could the West Yorkshire smart ticketing arrangements be embedded within the

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		<p>reimbursement agreements with local operators and presents an opportunity for LCR wide zonal products.</p> <ul style="list-style-type: none"> • There were some issues and delays with the introduction of a Zone 6 Metrocard for Harrogate. 	<p>York transport system with minimal disruption/delay and over what timescales?</p> <ul style="list-style-type: none"> • Could those be expanded for wider LCR coverage? • How would this affect reimbursement processes? • Would there be any additional costs?
ENCTS	Medium	<ul style="list-style-type: none"> • A collective settlement agreement will have winners and losers and it is currently unknown how York may be affected. • Previous negotiations, led by NYCC, have been undertaken rapidly, assisting the budgetary planning process and maintaining relationships. 	<ul style="list-style-type: none"> • Outstanding issues pertaining to a collective ENCTS agreement need to be resolved to ensure better appraisal of risk. • What has Metro agreed so far? • What is the bus operators' view on changing the current system? • How would York be affected in terms of budget planning and overall costs?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
Subsidised Bus Services	Medium	<ul style="list-style-type: none"> If funding for subsidised bus services was handed over to the CA, there is the possibility that current subsidised services on the periphery of York may not be considered of sufficient value/priority to be funded by the CA. 	<ul style="list-style-type: none"> Could reviews of subsidised services in York be considered separately from the other authorities? Could an agreement be developed that would provide commitment to stabilise and secure subsidised bus funding for York for a set period?
Bus Information Service	Medium	<ul style="list-style-type: none"> Elements of the emerging West Yorkshire VPA are generally based upon existing Metro implementation and the plan for bus information to be delivered by mobile rather than static means. The current service is contracted to EYMS and there may be issues/costs involved in terminating the contract. 	<ul style="list-style-type: none"> What does York want from a bus information system? If York was to buy in to West Yorkshire system, would there be an additional cost and how does this compare to current costs?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
Real Time Passenger Information	Medium	<ul style="list-style-type: none"> • Current BLISS real time passenger information system implemented as part of Traffic Congestion Management System (TCMS) within York. • Integration with West Yorkshire system would require termination of existing contract and potential changeover period. 	<ul style="list-style-type: none"> • Current state of progress of RTPi across West Yorkshire and delivery timescales need resolving, as does potential integration/changeover issues between proposed CA and existing York systems.
UTMC / Traffic Management	Medium	<ul style="list-style-type: none"> • Centralised UTMC/Traffic Management system could result in a loss of local knowledge of York's network, together with a possible reduction in response time for incidents. • Potential for contractual and technical issues with incorporation into a new CA-wide system. 	<ul style="list-style-type: none"> • Are technical and contractual issues resolvable at an early stage (eg link with BLISS)? • What would be the costs and benefits of changing the existing system? • Could a protocol be developed with regards to Traffic Management/Traffic Signals?

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
Maintenance of Infrastructure (Bus Stops)	Medium	<ul style="list-style-type: none"> Greater buying power but potentially reduction in service levels for York 	<ul style="list-style-type: none"> Would the level of service be of a similar standard (cost, response times, frequency of visits etc)? What would be the costs associated with exiting the existing contract before its finish date?
Local Sustainable Transport Fund	Long	<ul style="list-style-type: none"> It is unclear how access to new LSTF funding will be affected by the CA proposals (particularly as LSTF capital funding is to be included in the SLGF in 2015/16). 	<ul style="list-style-type: none"> Will the CA proposals enhance York's ability to access any new LSTF capital funding (post 2015/16) if this is now to be included in the competitive element of the SLGF? Under what conditions will LSTF resource funding to be allocated? Will York be able to compete for this as an individual authority or not?
Maintenance Funding	Long	<ul style="list-style-type: none"> It is unclear if maintenance funding will be affected by the CA proposals – there is the possibility they could 	<ul style="list-style-type: none"> Will maintenance funding allocations be top-sliced or is it just the Integrated Transport Block element of existing local

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		<p>be top sliced or incorporated into wider West Yorkshire funding pot if this element of local transport funding is included within the CA.</p>	<p>transport funding?</p> <ul style="list-style-type: none"> • Could maintenance funds could be ring-fenced for period of time?
Park and Ride	Long	<ul style="list-style-type: none"> • Park and ride remains a key element of York's transport strategy, generates significant income, and contributes to a number of Council priorities. • There may be less appetite elsewhere across the CA area to promote and deliver park and ride (particularly bus park and ride). • Income generated by park and ride contracts could be allocated to the CA as this may be seen as a means of increasing 'local' contributions and recycling funds. 	<ul style="list-style-type: none"> • How will the income from York park and ride contracts be treated if part of a CA? • Can York become a lead authority/centre of excellence on Park and Ride for the CA?

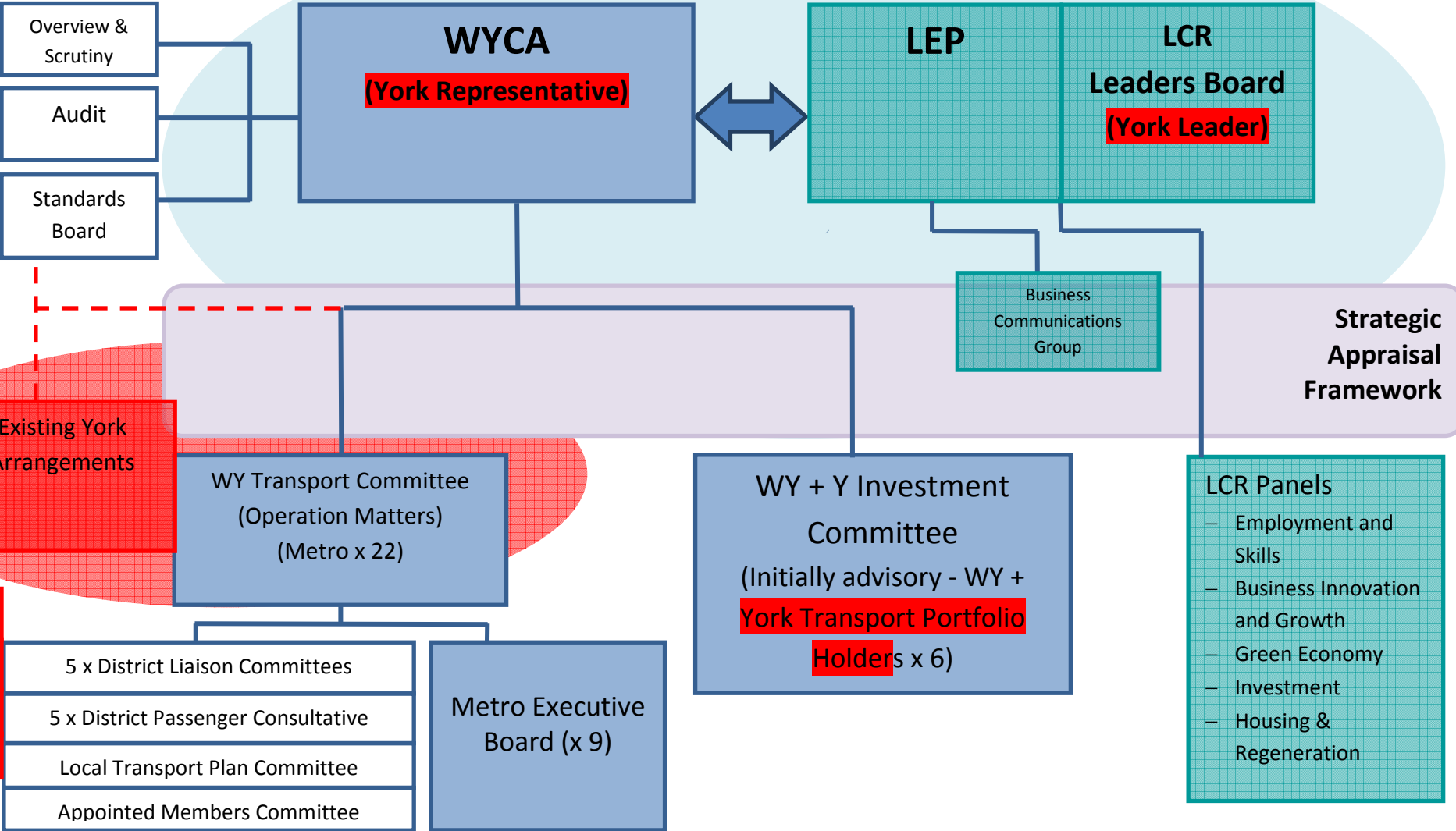
Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
Public Transport Ticketing (All York Bus Ticket, YOzone 11-16)	Long	<ul style="list-style-type: none"> • Tickets already established for the York market have been developed with that market in mind. • York tickets could become part of a CA-related ticket 'offer'. • Changes to the ticket offer could impact upon uptake and bus patronage. 	<ul style="list-style-type: none"> • Would the York tickets would still be discernable amongst a wider offering? • Could the York tickets be removed altogether? • How would this affect reimbursement processes?
CCTV Bus Lane Enforcement	Long	<ul style="list-style-type: none"> • Enforcement is a priority for the Council, given the demands on road space and the recent policies towards promoting increased bus use and park and ride. • Enforcement is not currently considered to be of as high a priority across West Yorkshire at present although this may change as part of the CA's agreement to a £200m package of highway management 	<ul style="list-style-type: none"> • What is to be included in the £200m package of highway management and bus priority works set out in the WYYTF? • Could an area wide proposal continue to provide improved or existing levels of service? • A protocol could be developed with regards to Network Management but to be effective this is likely to require delegation of this function to the CA and

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		and bus priority works.	this is not currently proposed.
Other Functions	Long	<ul style="list-style-type: none"> Over time York may take on different/new functions and/or new funding streams will become available – when this happens it should consider whether these functions and funding remain with York or are taken on by the CA on a case-by-case basis 	<ul style="list-style-type: none"> Consider the opportunities and threats relating to different/new functions. Agree protocols to manage the role/responsibilities of CA and York.
Co-ordination of Response to Highway Disruption	Unlikely	<ul style="list-style-type: none"> Transfer of this function could result in a loss of local knowledge of York’s network and its particular characteristics, together with a possible reduction in response time for incidents. A CA-wide response unit along the lines of the Highways Agency’s Traffic Control Officers could offer some economies of scale. However, 	

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
		<p>in the case of York it is very possible such a unit could offer a significantly lower level of service.</p>	
Sustainable Transport Initiatives	Unlikely	<ul style="list-style-type: none"> Contributions to the WYYTF from future LTP allocations will impact on the ability to deliver/maintain local schemes or provide match funding for schemes for sustainable modes. Delivery of sustainable transport initiatives appear to be more successful when there is a local delivery focus. 	
Marketing and Promotion	Unlikely	<ul style="list-style-type: none"> A shift in priority and funding away from local sustainable transport projects could impact on marketing and promotional activities that have contributed to the promising trends in bus patronage and have helped reduce the rate of car trip growth. 	

Council Function / Interface	Timescale (Short / Medium / Long / Unlikely)	Key Risks and Proposed Mitigation	Issues for Further Discussion / Negotiation
Stakeholder Liaison	Unlikely	<ul style="list-style-type: none"> • Stakeholder relationships could be put at risk if responsibility for liaison is transferred to a more remote CA that may not be as sensitive to local issues as Council Officers. • Stakeholder networks are already well established within York and given they been used to good effect to shape policy and deliver schemes these should not be jeopardised. 	
Road Safety Partnership	Unlikely	<ul style="list-style-type: none"> • Existing arrangements are much more in tune with the needs of York and its environs than a CA may be. • York's emergency services have fixed existing boundaries that do not align with those of the CA. 	

Strategic Economic Plan





Cabinet**3 December 2013**

Report of the Cabinet Member for Health, Housing and Adult Social Services

Update on the creation of a Warden Call/Community Equipment Loan Store (CELTAS) Community Interest Company

Summary

1. This report provides a summary of the work underway in the development and creation of the CELTAS (Community Equipment Loan & Warden Call/Telecare Service) Community Interest Company (CIC). This report is seeking to provide an update on progress and seeks approval for a 1 April 2014 start date for the CIC subject to the completion of the remaining preparatory work.

Background

2. On 7 May 2013 the Cabinet approved the following recommendations:
 - i. The creation of a mutual, CIC organisation to provide the Warden Call/CELS service in shadow form to facilitate a smooth transition.
 - ii. the provision of a Community Interest Company, (in the form of a Company Limited by Guarantee).
 - iii. the provision of a further report on progress in December 2013 to seek confirmation of a 1 April 2014 start date for the new organisation.
3. The expected benefits from the creation of the CIC are that it:
 - secures the future provision and development of these services and an ability to retain surpluses and invest in service improvement

- creates new opportunities to expand service lines, innovate and develop partnerships to improve the quality of service and outcomes for users.
 - can consume growth in service user numbers at no additional cost to the Council within agreed thresholds
 - can provide social care prevention services to a wider audience through increased marketing and geographical spread
 - will deliver budgeted savings of £200k over four years made possible through the introduction of revenue generating services to avoid cutting the service.
4. The strategic and social objectives of the organisation will help the Council in at least three of its five stated objectives within the current Council Plan.
 5. Since the decision in May there has been much work done within the service to prepare both the management and staff for the transition from a public sector service into a commercial business as a CIC.
 6. The Mutual Support Programme has provided support for the nascent organisation to help ensure that all the required processes and legal requirements are met.

Workstreams

Work already completed

7. Due diligence on the original Business plan and financial model was required and conducted by Bates, Wells and Braithwaite (BWB). BWB have confirmed their agreement with the decision made to form a Community Interest Company (limited by Guarantee). BWB were commissioned and funded by the Cabinet Office to undertake this work and provide ongoing legal support to CELTAS.
8. A Council Project Board has been created to coordinate the programme of work and has representatives from; legal, finance, HR, IT, Property, procurement and unions, with Heather Barden, Service Manager and BWB representing the nascent organisation.

9. Governance and Advisory Board arrangements have been agreed. The position of Staff Director has been filled following a vote by the staff team. The recruitment process for the Non-Executive Directors (NEDs) is underway and they will be interviewed and selected based on the skills they can offer the Social Enterprise. The first full Executive Board meeting is scheduled for January 2014.

There will also be 3 Advisory Boards;

- The staff director will chair a customer/carer advisory board.
- The Head of Operations will chair a staff advisory board.
- The Chief Executive will chair a voluntary sector and professional advisory board.

10. Management team preparation

The management team are working in shadow form and holding weekly scheduled meetings supported by 2 days Training from Consultants (Mutual Ventures) plus an additional 6 days (Going for Growth) training being provided by the Cabinet Office. The team have also formed peer links with other regional and local CICs to share learning and experience.

11. Branding support

The Mutual Support Programme have been running workshops and the branding experts are due to generate possible names to choose from for the new organisation. They will then design a whole brand concept around the preferred name.

Work to be completed

Pensions

12. Work is currently being carried out to assess the full financial and operational issues associated with pension decisions.
13. In instances where a service is being transferred to a body other than a private operator consideration needs to be given to the suitability of the new organisation being a member of the Local Government Pension Scheme. This suitability is a decision taken by the North Yorkshire Pension Funds (NYPF) Pension Committee and so far the Committees legal advisors have concluded that, in principal, the new organisation is suitable for consideration for the Committee. The next Pension Fund Committee meeting that could grant admission to the LGPS is on 20 February 2014. If permission

is granted the admission agreement can be drafted quickly and typically concluded within three weeks.

14. It is expected that the Pension Fund Committee will approve the approval for admitted body status at the February meeting, subject to all pension fund requirements being met ahead of setting up the admission agreement. The requirements relate to a number of assurances such as the guarantor responsibility and the level of employer contribution to be paid, should this be a concern from the Actuary's or Pension Fund Committee's point of view.
15. If the Pension Fund Committee are concerned about the level of risk involved they may opt to impose a requirement that the 'least risk, matched approach' is used to determine the employer contribution rate at each actuarial valuation. The financial implications of this are in the financial section of the report.

Transfer Agreement

16. A Transfer Agreement document is required. This will be drafted by BWB and discussed and negotiated through the project board in readiness for final Council and CELTAS signatures closer to the 1 April start date.
17. A Contract for the Services to be provided by the CELTAS CIC is being developed and will be in place prior to the March signing of the Transfer Agreement.
18. A 12 month Contract for back office support services between the CELTAS CIC and the Council for HR, payroll, finance and IT services etc is also being developed and will be in place prior to the signing of the Transfer Agreement.

Employees

19. The Council and CELTAS will agree the wording of the terms of the transfer agreement relating to the transfer of employees and any warranties/indemnities to be provided by one party to the other.

Property

20. The landlord of the Community Equipment Store premises has been approached by CYC Property Services to request permission for a lease extension either to the CIC directly or to CYC who will then be able to sub-let.

State of readiness

21. There is a lot of work to be done but BWB who have extensive experience of supporting spin out CICs are confident about the timescale and the work plan necessary for a 1 April 2014 start date.

Consultation

22. This was reported on in May 2013 to Cabinet in order to inform the decision taken at that time.

Options

23. The May 2013 report to Cabinet presented a range of options to consider on the type of organisational form available when creating a new Community Interest Company.
24. This report now updates Cabinet on progress made toward creating a Community Interest Company in line with the decision of Cabinet.

Analysis

25. The rest of this report sets out progress on the necessary preparatory work still to do, highlights risks and provides updated financial business plan to consider prior to agreeing a 1 April 2014 start date for the CELTAS CIC

Council Plan 2011-15 Priorities

26. The strategic and social objectives of the organisation will help the council in at least three of its five stated objectives within the current Council Plan. These are: Create jobs and grow the economy, Build strong communities, and Protect vulnerable people.

Implications

Financial

27. The detailed analysis of the financial viability of the proposed enterprise, prepared by Mutual Ventures, was set out in the cabinet report of 7 May 2013. This has been updated to reflect the Cabinet member's decision to increase the charge to Tier 1 customers to £7 per week and Tier 2 customers to £10 per week from 1 April 2014 and to charge cohabitees £3 per week. Annex 1 shows the revised position of the enterprise over the next 5 years; it projects that the CIC will generate cumulative retained profits of £186k by the end of year 5.

28. The future viability of the enterprise is dependent on the assumptions within the business plan for customer and income growth. The plan assumes that by year 5 additional income totalling £501k (£106k net of associated costs) will be generated from the introduction of new services. In addition, private customer numbers are assumed to rise by 5%, 6%, 7%, and 8% respectively over years one to four of the business plan.
29. The financial impact of CELTAS being admitted to the Local Government Pension Scheme needs to be clearly outlined. For financial modelling purposes the initial business plan factored in employer's contributions at 19.7% but the actual rate will change depending on the basis which CELTAS joins the fund. There are two pension fund employer contribution rate options available; the full exposure basis and the least risk or matched basis and both present significantly different contribution rates reflective of the risk associated.
30. A valuation from the NYPF has been commissioned and is expected to be received by the Council before the end of December 2013. The valuation will set out the future employers pension contribution rates that the CELTAS would be required to make. The contribution rates of each method can vary significantly reflecting the different risk and rewards associated with each. Although it is not possible to estimate with any certainty at this stage the pension contribution rate to be used, the Councils approach will be to use the lower of the two contribution rates and for an element of the existing pension budget in relation to this service to be retained to address future pension fund shortfall. This approach aims to minimise future pension shortfall risk as far as reasonably possible whilst ensuring the viability of the business model.
31. As an example (noting the contribution rates can vary significantly to reflect the staff proposing to transfer) the approach chosen above would see employer contribution rates of c15%. This approach would leave the Council carrying the financial risk of underperformance of the pension fund in relation to the staff being transferred. CELTAS would pay the c15% contribution (which would vary every 3 years per the triennial valuations) and the Council would be liable to pay any shortfall over and above the 15%. In a worst case scenario this could be up to 15% per annum of the transferred staff payroll value (£170k per annum), however it should be noted that the likelihood of such a scenario is low and a more likely estimate would be around the 5-7% value of c£80k. Through

retention of some of the existing pension budget provision the Council will aim to reduce this risk but this may not be sufficient to cover all the associated liability build up. Members should note therefore that under this approach there are continued pensions risks carried by the Council.

32. Members should note that the NYPF Committee do have the authority to only grant admitted status to the LGPS on a 'matched basis' (that is an employers contribution rate of say 30% as opposed to 15%) if it has concerns over the viability of the service and the certainty of its funding sources. If the NYPF committee were to conclude that such risk were present then under such a scenario CELTAS would have to increase their employers contribution to approx 30% from c15% under this basis. The Council will not know until the NYPF Committee makes its decision in February the outcome and therefore impact of this decision. For information the extra cost (£103k) of such a scenario has not been factored into the business plan and would need to be met either by CYC increasing the contract value or by the new organisation making further efficiencies/increasing income. This approach could mean the CIC is not financially viable if such efficiencies and other sources of funding were not found.
33. The proposed new enterprise is to be incorporated as a Community Interest Company. As such it will have to charge VAT to non-disabled customers for the warden call response service. This could increase some customers' charges by 5% (the 20% rate would not apply). This was considered in the consultation with customers about the introduction of a tiered charging policy which was the subject of a separate report to the Cabinet Member in June 2013.

Implications for CYC Budgets

34. The current net CYC base revenue budget (excluding capital financing costs, but including 2014/15 staff increment growth and estimated support service costs) for the services transferring would form the basis of the value of the contract that CYC would have with CELTAS. These budgets total £1,159k.
35. The council's Medium Term Financial Forecast assumes £50k saving each year over the period 2014/15 to 2017/18 (£200k in total). The annual contract value (subject to adjustment to the support service charge amounts discussed below) would be:

- Year 1 £1,159k
 - Year 2 £1,109k
 - Year 3 £1,059k
 - Year 4 £1,009k
 - Year 5 onwards £1,009k
36. Within the figures above there are support service charges totalling £198k covering centrally provided services such as HR, payroll, finance, ICT, legal etc. The business plan assumes that these services will continue to be purchased by CELTAS from CYC in the first year at the level of the current recharge values.
37. CYC will set out the actual charge it proposes to make for each support service from year 2 onwards. At this point the annual CYC contribution to CELTAS would be adjusted to reflect these actual support service costs. The business plan assumes that CELTAS will review these services and may decide to procure some or all of them from an alternative provider. These support services would need to reduce their own costs accordingly to avoid additional pressure on CYC budgets from the loss of this business and income.
38. There is a further potential risk for CYC budgets in relation to customers currently in receipt of Housing Benefit and/or Council Tax Benefit. There are approx 1400 such customers who do not pay for the service. The CELTAS business plan assumes that this number of non-paying customers will remain relatively stable. However if the numbers were to increase significantly then CELTAS would request an increase in the contract value. This risk could be mitigated by requiring CELTAS to agree in advance any increase in CYC customers prior to any additional funding being made available.
39. The business plan assumes that the current CYC capital (£250k) and revenue (£147k) equipment budgets for warden call and telecare equipment are made available on an on-going basis to purchase equipment that will be used by CELTAS for CYC customers. The council's currently approved capital programme includes this sum through to the 2017/18 financial year (approval to extend beyond this financial year is being sought as part of the

ongoing budget process). The equipment will remain the property of CYC.

40. It has been assessed that CYC's VAT position would not be adversely affected financially from the proposal to spin out CELTAS. The partial exemption limit of 5% is not breached by moving these services outside of the council, nor does it move the council into a repayment rather than a recovery position and as such there is no financial impact on CYC.
41. The uncertainty over how (and with whom) Health commission equipment will have an impact on the financial position of the new organisation and in turn what CYC may be expected to contribute. However, it is anticipated that efficiencies can be made within the service to offset any loss of Health income until the picture becomes clearer on this front.

Human Resources (HR)

42. The development of the business plan has included HR advice and guidance to determine the TUPE implications for the staff group concerned. Transfer of Undertakings and Protection of Employment (TUPE) would apply to all staff and managers in the current service when they transfer to the new organisation. Actuary work is being completed with regards to staff pensions. A Business Case is currently being prepared to be considered by the Pension Fund Committee to apply for this CIC to acquire admitted body status into the LGPS. The success of this application is critical to CYC complying with the TUPE regulations in relation to this transfer.
43. The ongoing consultation with staff and unions will continue throughout the period of time in shadow form and include the production of the Transfer Agreement
44. The transfer will impact on a total of 51 front line staff members, one supervisor (CELS), two team leaders (Warden Call), one service lead and one service manager – all staff and managers are to be included in the TUPE transfer.

Equalities

45. Under S149 Equalities Act 2011, the Local Authority (LA) has a general duty to have due regard to the need to eliminate discrimination and advance equality of opportunity. This will involve

a comprehensive Community Impact Assessment of the service as a result of the change of provider.

46. A full Community Impact Assessment was completed as part of the final Business Plan and report to Cabinet. There are no equality issues arising from this proposal.

Legal

47. There are various legal implications associated with the proposed decision to establish a Community Interest Company and the main considerations may be summarised as follows:
- power to establish the Company - Section 1 of the Localism Act 2011 provides a general power of competence, enabling local authorities to do anything an individual can do, which includes the power to set-up a company
 - fiduciary duty - The LA is under a duty to local tax payers to ensure that it is spending their money prudently. In addition the LA must demonstrate, through its business case, that it is obtaining best value in setting-up the Company, and in any contract with it
 - procurement - There are no procurement implications in setting-up the Company, but if the LA decides to contract with the Company, consideration will need to be given to the EU Public Procurement Regulations and Directives. These apply to services above the threshold value of £173,934
48. "Part B" services, such as health and social services, are not subject to the full extent of the Procurement Regulation, such as the requirement for an OJEU (The Official Journal of the European Union) notice (although a Contract Award Notice will still be required). However, the general principles of the Treaty need to be followed where there may be cross-border interest in a contract. These are the principles of non-discrimination, transparency, equal treatment, proportionality, and mutual recognition.
49. Compliance with these requirements is generally demonstrated though a formal tender process although it can be demonstrated through a degree of advertising sufficient to enable the market to be opened up for competition.

50. We have concluded that there is no market and no possibility of cross border interest and so no obligation to advertise or go through a formal tender process.
51. There will be detailed contractual arrangements which will provide for the transfer or use of assets, the transfer of staff, the services to be provided back and the price to be paid for those services. The contract will aim to secure during its lifetime financial benefits for the council arising from the business plan being realised.

Crime and Disorder

52. There are no crime and disorder implications

Information Technology (IT)

53. The practical IT considerations are being considered during the physical move of Warden call into the existing CELS building.
54. The implications of access to CYC systems are also being considered in discussions with care Management colleagues.
55. Licences and ownership of software etc will be dealt with through the due diligence process.

Property

56. As described earlier in the report (para 16)

Other

57. No known implications

Risk Management

58. The Business Plan contains a full list of the risks identified with the “spin out” of the CELTAS services. All of the risks have been assessed and activities undertaken to mitigate these.
59. The Project Board with representatives from all required departments will safeguard the interests of CYC during the contract negotiation process.

60. The key risks have been summarised:

#	Risk	Mitigation Activity
1	Changing NHS landscape	The current greatest risk to the nascent organisation is the lack of clarity around the CELS aspect of the business. Commissioning meetings are being planned to try to provide clarity as soon as possible. It is clear that we will remain a provider of equipment for CYC and the NHS but the geographical boundaries are what is yet to be determined.
2	Admitted body status not being achieved could lead to staff not being in favour of proceeding.	Initial positive discussions with local LGPS administrator, North Yorkshire County Council, have been had. Discussions are continuing and actuarial work has commenced to complete a valuation and agree the risk transfer for pension contributions etc.
3	Staff concerns regarding leaving the LA may result in staff not wishing to transfer into the new organisation. This would result in the loss of expertise to the organisation.	Human Resources and Union involvement being provided on the project board.
4	Procurement challenge by other potential providers to uncontested contract award could delay/end the spinning-out process.	Market analysis completed and it indicates that no single provider currently provides the range of services delivered by the potential Public Service Mutual (PSM), and therefore be in a position to challenge. Legal advice taken on options for mitigation (eg exemptions from public procurement rules).
5	State aid challenge by other potential providers could delay/end the spinning-out process.	Market analysis completed and it indicates that no single provider currently provides the range of services delivered by the potential PSM, and therefore be in a position to challenge. Legal advice taken on overall risk of challenge and solutions identified to mitigate this (eg lease arrangements for asset transfer) and a challenge is therefore less likely, but still possible.

#	Risk	Mitigation Activity
6	The governance of the new organisation may not be sufficiently robust leading to failure of the new organisation.	Robust governance structure developed as part of the Business Plan that includes recruitment of 3 Non-Exec Directors with financial experience, social entrepreneur/business expertise and communication and marketing experience.
7	Staff lacking skills required to fulfil all of the requirements could lead to poor performance by the new organisation.	Completed a detailed training needs analysis during shadow form period and a tailored training programme being provided for the management team.
8	The level of commercial acumen within the management team could impact on the development of the new enterprise.	<p>A board member will be appointed with social entrepreneur/business/financial expertise.</p> <p>The capability for service delivery already exists and will be bolstered by the composition of the Board.</p> <p>Additional commercial, legal and marketing support being provided from the Mutual Support Programme through this transition phase of the process.</p>
9	Competition from market/ ability to win contracts could threaten the new organisation becoming sustainable.	<p>Continuous engagement with initial key clients.</p> <p>Seek contracts outside locality for current services, and within/outside of locality for future services.</p> <p>Ensure marketing strategy & materials is in place from go-live. Web design and ability for online sales to be developed as soon as possible to boost initial income levels.</p> <p>Develop enhanced services that will aim to achieve better social outcomes.</p>
10	The inability to make a profit to re-invest into the new organisation could cause the new organisation to fail.	<p>A flexible resourcing model will be adopted to limit our overhead costs and ensure we adapt our operational model to the development of the market.</p> <p>Ensure close relationship with CYC Financial Services, and review financial statements regularly.</p>

Recommendations

61. Members are asked to agree to a start date for the new CELTAS Community Interest Company of the 1 April 2014 subject to the completion of all the necessary preparatory work.

Reason: To create a viable CIC opportunity that will provide services to a wider customer base whilst providing value for money to the council.

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Wards Affected: All			√
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Background Papers:

None

Annexes

Annex 1 - Revised 5 year financial plan

Annex 2 – Abbreviations used in report

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Income and Expenditure - 5 year summary (£'000)

	2014/15	2015/16	2016/17	2017/18	2018/19
Income from existing services:					
CYC contribution	1,159	1,109	1,059	1,009	1,009
Warden Call - Tier 1 income	377	387	408	434	467
Warden Call - Tier 2 income	88	91	96	102	109
co habitees income	25	25	25	25	25
Other income and contributions (Eg Health, NYCC)	300	301	301	302	302
total	1,949	1,913	1,889	1,872	1,912
Cost of existing services					
Staffing	1,358	1,358	1,358	1,358	1,358
Warden Call Equipment	0	27	33	41	51
CELS Equipment	51	51	51	51	51
Other	269	274	281	286	293
Support Service costs (Recharges)	198	198	198	198	198
total	1,876	1,908	1,921	1,934	1,951
Profit/(loss) from existing services	73	5	(32)	(62)	(39)
Income from new services:					
Loneworking	5	21	33	40	47
Telehealth	148	191	191	225	225
Retail Outlet	0	58	108	130	156
Teleconsultancy	35	43	53	62	73
total	188	313	385	457	501
Cost of new services					
Loneworking	8	8	9	5	6
Telehealth	129	166	166	196	196
Retail Outlet	0	46	104	117	130
Teleconsultancy	27	33	47	53	59
one off costs	13	23	0	0	0
Depreciation	1	3	3	4	4
total	178	279	329	375	395
Profit/(loss) from new services	10	34	56	82	106
Overall profit/(loss) of operations	83	39	24	20	67
less tax at 20%	(17)	(8)	(5)	(4)	(13)
Net profit after Interest, Tax, Depreciation and Amortisation	66	31	19	16	54
Retained Profit	66	98	117	133	186

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Abbreviations:

BWB = Bates, Wells and Braithwaite

CIC = Community Interest Company

CELTAS = Community Equipment Loan & Warden Call/Telecare Service

CELS = Community Equipment Loan Store

LGPS= Local Government Pension Scheme

NED's = Non-Executive Directors

NYPF = North Yorkshire Pension Fund

PSM = Public Service Mutual

TUPE = Transfer of Undertakings and Protection of Employment

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Cabinet**3rd December 2013**

Report of the Cabinet Member for Health, Housing and Adult Social Services and the Cabinet Member for Finance, Performance and Customer Services

Collaborative Health and Social Care Hub

Summary

1. This report proposes the long term establishment, by 31 March 2017, of a Health and Social Care Hub that can bring together a wide range of service providers, organisations and/or functions to improve overall outcomes for customers and residents and which also provides better customer centred care and support. This Hub would be a collaboration between Adult Social Care, NHS, and the Community & Voluntary Sector.
2. This report further proposes the provision of an interim location for a range of voluntary organisations engaged in the support and delivery of social care outcomes as the first phase of the long term establishment of a Health and Social Care Hub. This would be a collaboration between the City of York Council (CYC) and the Community and Voluntary Sector and would be operated by the Council for Voluntary Services (CVS).

Background

3. The concept of a Health and Social Care Hub was first discussed in early 2012 when the CVS approached CYC to try to find an alternative location for 12 local voluntary organisations to their privately leased office accommodation in Holgate Villas near the city centre. This was precipitated by the submission of a 'change of use' planning application for Holgate Villas.
4. CYC and CVS both recognised the very significant benefits in terms of cohesion, joint working and improved outcomes that can be afforded by co-location of organisations and functions and so they

worked collaboratively in their search for alternative accommodation. A number of other local organisations joined the original 12 in collectively wanting to explore the possibility of jointly relocating to a new site.

5. York CVS led further development of the concept and was granted £15k funding from CYC and other external funders to conduct a feasibility study based on the accommodation needs of all the various groups concerned. This work has been used to help shape the vision for the Health & Social Care Hub and was also used to assess the suitability of a range of properties.

The Health & Social Care Hub model

6. The voluntary and community sector play an increasingly crucial role in providing early intervention and prevention support, information and support services and, through organisations like MacMillan Cancer and St Leonards Hospice, critical and direct patient and customer care. These voluntary sector functions and services complement the wider health and social care services across York and, by providing essential capacity and capability that do not exist in the public sector, they help to significantly improve the lives of many vulnerable citizens. This is very much in line with the national and local personalisation agenda and increasingly in line with the direction of travel to integrate social care and health services to both improve outcomes and reduce cost.
7. A comparative costing model conducted independently by Deloitte established that every £1 invested in care and support to assist adults with 'moderate care needs' generates benefits to people, carers, and local government worth on average £1.30. Research has shown that reduced dependency on family members and carers can enable many to return to employment and thereby be less dependent on public sector support. A study undertaken by the University of York concluded that providing quality rehabilitation services is associated with significant decrease in the subsequent costs of social care. Many of the interventions, information and support aimed at people with moderate needs or less are provided by voluntary and community organisations. The benefits come largely from preventing people's needs from escalating and thereby an over-reliance on more costly public services.

8. As life expectancy increases and the demographic profile of the population changes with a large expansion in the proportion of people living to be 85 or older, the number of people living with chronic health conditions and disability of one sort or another increases. This brings significant increasing demand and cost for health and social care. Changing lifestyles is causing an ever increasing number of cases of diabetes, cancer, and heart disease meaning residents are increasingly likely to have complex health needs that span a variety of NHS disciplines and services. At the same time, many NHS and Local Authority services are fragmented meaning that residents with long term conditions and care needs often have to negotiate a bewildering array of doctors, nurses and care providers leading to delays in treatments, often sub-optimal care, poor and costly decision making and ultimately poorer outcomes for customers.
9. The principle of a Health and Social Care Hub supports two of the five over-arching aims of the York's Health and Wellbeing Board, which are to make 'York a great place for Older People to Live', and "to ensure a safe and financially sustainable health and social care system in York". The services provided by the voluntary sector are a vital part of the health and social care jigsaw and delivery will be further improved by greater integration. The long term establishment of a Health and Social Care Hub is dependent on support and collaboration with York CVS and a strong Community and Voluntary sector that can effectively engage as a partner.
10. The first stage of securing an appropriate long term hub that brings together the right blend of organisations, services and functions which can work together to improve customer centred delivery and improved outcomes is to establish an interim location for the community and voluntary sector organisations currently in Holgate Villas. Coterminous working arrangements for these organisations would further enable CVS to better engage the sector in the local health and social care agenda.
11. The proposed interim hub would need to contain office space for the voluntary and community sector organisations, a range of shared spaces and bookable meeting rooms. The intention is to create a dynamic space for a broad range of community and voluntary sector health and social care organisations to share. This would assist with the cohesion of work across organisational boundaries and would increase the capacity of the sector. Some of the associated social

returns on investment are not easy to quantify, but there are clear benefits for York residents, for voluntary organisations, for the NHS and for the City Council.

Identifying a solution – Oliver House

12. In 2012, an early opportunity to provide a location for a Voluntary Sector Health and Social Care Hub was recognised when CVS expressed an early interest in leasing Oliver House, the former Elderly Persons Home (EPH) on Priory Street. A capital receipt of approximately £450k had been assumed for Oliver House as part of the EPH replacement programme. On 15th May 2012 Cabinet approved in principle the granting of a 20 year lease for Oliver House to York CVS, at a rent that would cover the cost of prudential borrowing in lieu of a capital receipt, estimated at that time to be £41k pa, with subsequent review that might lead to the property being sold to York CVS.
13. This agreement was subject to a detailed survey and submission of a planning application for the new Voluntary Sector Health and Social Care Hub. Planning consent was granted in February 2013. However, following applications to grant funding bodies and discussions with their bankers on the loan facilities available, CVS realised that there was going to be significant shortfall between the cost of the scheme proposed and the finance that they could raise. The cost of the very significant remodelling and conversion would mean CVS borrowing approximately £1m with a significant risk that the capital value of the building would not increase to reflect this investment. In addition, the income stream estimated from renting space to voluntary sector organisations occupying the building would not be sufficient to pay any rent to the Council.
14. On 20th May 2013, York CVS finally confirmed with City of York Council that it felt unable to progress further with Oliver House because of these funding shortfalls. At this point the imminent closure of Holgate Villas looked less likely and York CVS worked with City of York Council to identify alternative options with the capability to deliver some of the original objectives of the project.
15. In July 2013 further discussions led to the development of a revised scheme requiring capital investment from CVS of over £400k, involving much less radical alterations to the building, which could

be made to work financially but only on the basis of a community asset transfer on a long (50 year) lease at a peppercorn rent. CVS could raise the necessary finance for this scale of redevelopment but would not be able to afford to pay rent. This would leave a significant financial gap in the business case for the EPH which would need to be covered from additional revenue savings elsewhere in social care.

16. Whilst the converted space would have limitations, there would be meeting rooms, a reception area, a publicly accessible resource room, an equipment and information centre for blind and partially sighted people and the potential for this to develop through applying for VCS led funding. However, the scope of this revised scheme meant that the overall level of activity within Oliver House would be significantly reduced and the focus would essentially be around the provision of secure, long term office accommodation that allowed co-location of a range of relevant voluntary organisations.

Identifying a solution – the need for other options

17. At around the same time, in June 2013, the Government Spending Settlement acknowledged that the financial pressures on the NHS and Adult Social Services were unprecedented and that, unless the opportunity to do something radically different was seized then the quality and quantity of services could fall, outcomes for residents could deteriorate and costs to taxpayers could rise. In light of this pressure, it was announced that an Integrated Transformation Fund (ITF) of about £3.8 billion would be established by top-slicing NHS budgets to create a single pooled budget for health and social care services to work more closely together in local areas, based on a plan agreed jointly by local authorities and the NHS. The value of this fund locally would be around £13 million for the Vale of York CCG area and about £8 million for the City of York area.
18. The ITF provides an opportunity to transform care so that people are provided with better integrated and coordinated care and support. It encompasses a substantial level of funding and it will help deal with demographic pressures in adult social care. It is an important opportunity to take the integration agenda forward at scale. Whilst the ITF does not come into full effect until 2015/16 we think it is essential that CCGs and local authorities build momentum in 2014/15, using the funding already supposed to be transferred from the NHS to Local Authorities to aid transition.

19. As release of the funding in 2015-16 will be partly dependent on demonstrable progress in 2014-15, it was quickly realised that the Health and Social Care Hub supported by a strong Community and Voluntary sector able to co-design and co-deliver services would be an essential part of the new longer term integration agenda. It was also recognised that it was essential to find an interim solution for the community and voluntary sector that enabled work to be done on the longer term solution while a plan was being developed for the scope and use of the ITF. It was important to retain and enhance a strong community and voluntary sector to play a full part in the development of the ITF.

20. By September 2013, the likely scale of future Health and Social Care Integration was beginning to be understood and the need for a fully developed plan for a strong Health & Social Care Hub as an essential part of the plan for the ITF was being recognised. In addition, it was increasingly obvious that an essential ingredient for all this work was to have a strong coherent Community and Voluntary Sector. At this time, eight of the voluntary organisations involved with the Social Care Hub project, currently renting space in Holgate Villas, were advised that their leases will end on 31st January 2014. After that date they will have to find alternative accommodation. This increased the urgency to find an interim solution because if a suitable solution cannot be found the tenants will be forced to find alternative, dispersed accommodation with an associated dislocation of existing partnership working.

Options

21. A range of options were explored for the establishment of a potential long term Health and Social Care Hub and the arguments for and against the following 5 options are presented below:-
 - Oliver House
 - Willow House
 - Holgate Villas
 - CYC to take a 2 year head lease on an alternative office building whilst a long term solution is developed

- Do nothing

Option One - Oliver House

22. If Oliver House were to become the location for the social care Hub then it would be let to York CVS for a minimum term of 50 years on full repairing terms, in other words a Community Asset Transfer. The lease would include a user clause restricting the use of the property to a Health and Social Care Hub. CVS have identified that they would need to borrow money to convert the building to make it suitable for their use and the income that they would make would not be sufficient to pay any rent. The agreement would therefore need to be at a peppercorn rent.
23. Rents for voluntary groups would be set at 20% below a standard commercial valuation to make them affordable to VCS organisations. Income generated by CVS through rental to licensees would allow a planned property improvement schedule over the lifetime of the Oliver House project in a similar approach already being implemented at Priory Street Centre, which is a local authority asset that is managed by York CVS. That building has seen a total capital investment of £2.8m in recent years for the benefit of the city and its residents.
24. The central location of Oliver House offers easy pedestrian and transport links, which is essential for service users, and one of the organisations has indicated that a prominent city centre location has seen measurable increases in service delivery by up to 25%. The close proximity of Oliver House to Priory Street Centre would also allow for operational savings of around £10,000 p/a and this has the potential to radically reshape the service delivery of community and voluntary organisations across both sites. However, it offers little or no opportunity for integration or close working with public sector.
25. A valuation exercise has been commissioned from an independent valuer, to assess the current open market value of Oliver House. The valuations also include the garaging site, which comes under the Housing Revenue Account. Confidential Annex 1 contains the valuations which assume 20% affordable housing provision.

26. The advantages of this option are that:

- It is in close proximity to the existing CVS premises at Priory Street Community Centre.
- It enables the relocation of organisations currently at Holgate Villas and elsewhere to a single site and maintains the current cohesion of these groups.
- It provides a guaranteed base from which to develop a limited health and social care hub

27. The disadvantages of this option are:

- It would not deliver full aspiration for a health and social care hub as the facilities would predominantly be office provision for existing groups with small expansion space and with limited capacity for shared space and no cafe
- As a conversion from a residential home, the basic building structure does not lend itself easily to office use and, whilst superficially attractive in the short term, it is unlikely to be an optimal long term facility
- Loss of an important capital receipt or supporting revenue income to the Council which has already been assumed in the business case for the replacement EPH programme. This funding gap would need to be filled by making £41k per annum additional savings across the Council or specifically within Adult Social Care.
- There will be a period of at least 12 months for building works when these organisations will need to be in temporary accommodation which has not yet been identified.
- There is a significant risk to CVS of the scheme becoming unviable in future years if voluntary organisations leave the site or of capital investment not being reflected in the value of the property.
- There is a risk that, during development phase or in the short to medium term, the Mechanical engineering elements of the

building like the lifts or heating will need significant repair or replacement making the project unaffordable.

Option Two - Willow House

28. Willow House is another Care Home being closed in 2015-16 as part of the EPH Re-provision Programme and has also been considered as an alternative building for a Voluntary Sector Care Hub. In the short term the former Council offices at Ashbank, could be offered as a temporary home until Willow House is converted. As part of the EPH programme business case a receipt of £200k has been assumed. The loss of capital receipt on this property would have less impact on the financial modelling for the EPH review than would be the case for Oliver House.
29. A central location with good public transport connections and reasonable proximity to the existing CVS premises at Priory Street is important. Willow House is not considered to be a viable proposal by the CVS due to its relatively distant location and the unacceptable time frame. Accommodation at Burton Stone Community Centre and the proposed Burnholme Health and Well Being Hub has been rejected for the same reasons. No detailed plans or business case have been developed for Willow House or these other options as the location and the timing have been deemed unacceptable.

Option Three - Holgate Villas

30. A further option was considered for completeness which was to purchase Holgate Villas in order to enable the community and voluntary organisations to remain in situ. The current owners gained planning permission in 2011 for a hotel development on the site which required demolition of the current structure. They have now submitted an application for conversion of the building into 50 residential flats. The potential to use this site as a location for a Health and Social Care Hub as well as a residential facility for step up and step down care and/or other residential support was explored in outline. Following independent survey work and discussion with our key partners it was deemed that the conversion for a health and social care hub was neither economically feasible nor operationally suitable as a considerable amount of internal restructuring and upgrading, such as installation of new lifts, would be needed to make the building suitable for use.

Option Four – City Centre Commercial Lease

31. This option seeks to find an interim solution to enable the creation of a long term Health and Social Care Hub. It entails taking a head lease on a commercial property to enable the immediate establishment of an interim solution. It would entail taking a “two plus one” year lease on a privately owned building that is currently vacant. There are currently two suitable sites and work is ongoing to be absolutely certain about availability over an appropriate timescale and to determine the most appropriate and the most cost effective option out of these two sites..
32. Both sites are central and well supplied by public transport and would enable work to commence immediately on realising the benefits of greater collaboration. This option would provide security of tenure in the medium term and allow further work to continue to identify an optimal solution to be found as part of ongoing transformation work in both the NHS and Local Authority and the development of plans to utilise the ITF to best effect.
33. The costs of CYC taking out a head lease on the first of the two properties are included in confidential annex 1. The proposal will be self funding from rents from VCS organisations as the rent would be covered by existing rents from VCS organisations in Holgate Villas but the accommodation would provide approximately 2000 ft of additional space which would be offered to other VCS organisations. A small amount of refitting is needed to improve accessibility and an estimate of £20k should be allowed for these works from Capital contingency.
34. This option would create an interim solution for 2-3 years as part of the Council’s commitment to the creation of a long term facility which would facilitate additional potential sharing and co-location opportunities with CYC services, health partners and other city partners. A business case will be developed that would look to use capital receipts from other assets and existing revenue budgets to reduce the net cost of development in much the same way as is being explored at the Burnholme College site.
35. Further details, including costs and availability, for the second property should be available within 7-10 days and a comparative business case will be developed for the two properties. Other

options for commercial properties are still being explored and if a more preferable option is identified in the immediate short term then this will be considered assuming it can be delivered within the same financial parameters.

36. This option would enable Oliver House to be placed on the open market for sale by CYC.

37. The key advantages of this Option are:

- The immediate establishment of a Health and Social Care Hub
- Early achievement of integration and collaboration outcomes
- Affordable within current VCS budgets
- Significant capital receipt obtained from sale of Oliver House to contribute to the funding of the EPH project.

38. The key disadvantages of this option are:

- Voluntary sector organisations may have to move twice in 2-3 years with associated short term costs of moving for VCS organisations
- Will require small scale works to modify the space to improve accessibility and create meeting spaces, estimate £20k.

Option Five - Do Nothing

39. This option would mean that the existing Holgate Villas tenants would urgently need to find their own accommodation and CYC could then consider the sale of Oliver House on the open market, either with or without the adjacent garaging site to realise a capital receipt. An element of affordable housing would be included in any potential housing scheme.

40. The key advantages of this Option are:

- Significant capital receipt obtained from sale of Oliver House to contribute to the funding of the EPH project.

- Sale can be achieved in relatively short timescale. Demand for Oliver House is expected to be high.

41. The key disadvantages of this Option are:

- Health and Social Care benefits and improved outcomes will not be realised
- Voluntary sector organisations would have to look elsewhere in the city centre for premises, most likely in the private sector and probably more expensive.
- If dispersed, the voluntary sector organisations may have to reduce services to pay for commercial rents. This may lead to costs being incurred elsewhere in the health or social care system as a whole.
- Existing benefits of co-location of social care organisations lost with associated impact upon vulnerable users of their services.
- The opportunity to bring organisations together may be lost for many years due to lease terms.

Conclusions

42. An assessment of the options is set out below

Option	Viability	Delivery of Priorities	Capital receipt	Revenue cost
Oliver House	Green	Amber	£ 0	£ 41k pa
Willow House	Red	Red	£200k	£ 0
Holgate Villas	Red	Red	£400k +	£ 0
Commercial Lease	Green	Green	£400k + £20k one off cost	£ 0
Do nothing	Green	Red	£400k +	£ 0

Note: Capital Receipt for all options other than Oliver House is from sale of Oliver House. Willow House is a lower net value as Council will lose assumed capital receipt of £200k from sale of Willow House.

43. The imminent timescale for the departure from Holgate Villas is creating huge pressure to identify an immediate solution but to date none of the long term options identified provide a cost

effective comprehensive facility. The table above demonstrates that if we want to deliver the vision of a comprehensive health and social care hub with room for expansion then the only option in this timescale is to lease a commercial property to enable immediate progress on the integration of social care and health organisations in the voluntary sector, provide security of tenure for organisations exiting Holgate Villas and allow sufficient time to develop a comprehensive solution in the long term.

Consultation

44. This report has been co-produced in partnership with York CVS and existing tenants of Holgate Villas, particularly York Blind and Partially Sighted Society. Members of staff from voluntary sector organisations are increasingly working in partnership with CYC and are being given open access to West Offices so that they can use the offices as touch down space and to provide ease of access to CYC officers and health partners.
45. There is no doubt that the demand for services will increase up until at least 2020 and more people will have more complex needs. CVS believe that a comprehensive Health and Social Care Hub would greatly assist the Council to meet the needs of vulnerable people in the city. A commitment from the Council now would harness the goodwill, enthusiasm skills and expertise of the voluntary sector and foster a productive partnership focussed on developing a valuable community asset.
46. The initial proposal to develop a health and social care hub at Oliver House was made based on the best information available at the time and with which all parties engaged in a positive manner. When that proposal was shown to be financially non-viable earlier this year' just at the time at which the move for greater integration of Health and Social Care and the supporting ITF were being announced by the Government, it was important that all parties worked together to find an alternative solution. The immediacy of the likely termination of leases for organisations in Holgate villas added even more urgency to the need to find an interim solution.
47. CVS and CYC have engaged in a robust process to identify potential locations for such a site. As detailed in this paper, that has been a challenging and ongoing process. Both parties are absolutely committed to finding a long term, fit for purpose

solution, and most importantly, will increasingly work together as a single team to ensure this happens. As a result, York CVS fully supports the option to find a long term solution whilst continuing and developing the joint working of voluntary sector organisations at a secure short term (2-3 years) premises.

Council Plan

48. The development of a Voluntary Sector Social Care Hub would support the council priorities of Creating Strong Communities and Supporting Vulnerable People.

Implications

49. The proposed Social Care Hub has the following implications

- **Financial**
 - A capital receipt of £450k or a revenue income of £41k is assumed within the EPH project and if this is not achieved then further savings will need to be found to replace these monies. The actual capital asset value of the Oliver House exceeds this, especially with a potential marriage value with adjoining land.
 - The costs for CYC to take out a head lease on a city centre commercial property will be covered from rental income but the £20k capital cost for making the offices more accessible may not be recouped unless there is surplus income. This will be clarified once detailed agreements have been drawn up.
 - The £20k could be taken from capital contingency where there is a remaining balance of £441k.
- **Human Resources (HR)**
 - None
- **Equalities**
 - The establishment of a Social Care Hub would greatly improve the capacity of the voluntary sector to support a range of vulnerable and disadvantaged client groups within city. Failure to identify a suitable alternative location for

existing residents of Holgate Villas would potentially threaten current services provided by these organisations to some of our most vulnerable residents.

- **Legal**
 - The Council's general power of competence in section 1 of the Localism Act 2011 provides ample powers for the Council to support the voluntary sector in the manner proposed. The proposal would involve the Council taking on a lease and the associated legal responsibilities. Appropriate legal agreements would be entered with the voluntary sector providers to allow them to occupy parts of the premises. As these agreements would be for a period of less than seven years they are not affected by the requirement under section 123 of the Local Government Act 1972 to achieve best consideration.
- **Crime and Disorder**
 - None
- **Information Technology (IT)**
 - None
- **Property**
 - Contained within the report
- **Risk Management**
 - Failure to identify a location for the organisations relocating from Holgate Villas

Recommendations

50. Cabinet are asked to:-

- In partnership with York CVS to take out a two year lease with a one year extension on a city centre commercial property to be funded from Voluntary and Community Sector rental income

Reason: To establish an interim Health and Social Care Hub and provide secure tenure for VCS organisations exiting Holgate villas

- To agree to undertake £20k of essential capital works to improve accessibility at a City Centre commercial property funded from capital contingency

Reason: To ensure that the Health and Social Care Hub is fully accessible

- To commit to the development of a long term Health and social care hub in the city centre

Reason: To expand the collaborative working between sectors on health and social care integration.

- Agree to release Oliver House and the adjoining garages for sale on the open market

Reason: To realise a significant capital receipt to fund the redevelopment of Elderly People's Homes

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	Report Approved	√	Date	1 November 2013
Specialist Implications Officers				
Wards Affected: Guildhall				
For further information please contact the authors of the report				

Annexes

Annex 1 - Confidential Annex 1 – Commercially sensitive Valuations, lease costs and rent budgets

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Cabinet

3 December 2013

Report of the Cabinet Members for Environmental Services and Finance, Performance and Customer Services

Improving Public Convenience Facilities across the City**Summary**

1. This report proposes a scheme to create a step change in the standard of the city's public toilets, replacing many of the older facilities with modern, attractive public toilets that will enhance the city centre whilst delivering a revenue saving to the Council. Following a commercial procurement exercise, which has identified the most commercially viable option, Cabinet is asked to:
 - a. award a contract to the contractor who won the procurement exercise for £62k per year for fifteen years
 - b. agree to the contractor charging users to use the new, modernised facilities
 - c. recommend to Council the allocation of capital to undertake the refurbishment of the toilets, this capital to be funded by the existing revenue budget for public toilets

Background

2. The Council is following through an action plan, accompanied by investment priorities, for maintaining and furthering the viability of the city centre as a key asset of the city's economy. A key element of this is the creation of world class place in the city centre through improvements to the public realm. This initiative to create a step change in the quality of public toilet provision sits alongside the Reinvigorate York programme which is providing a key building block for enhancing and maintaining a higher standard of public realm.
3. At the same time the Council has published a new Interim Tourism Strategy for the city which has as one of its key development areas the improvement of quality and excellence in the visitor welcome. It also focuses on product development, notably extending the early

evening economy in order to increase visitor stays. This initiative will contribute in both areas.

4. This initiative sits within a wider aim of increasing access to high quality toilet provision. It will be accompanied by further work with businesses to increase interest in a community toilet scheme and improved signposting through the Reinvigorate York wayfinding strategy.
5. Comparable Authorities such as Chester and Bath are working to put similar arrangements in place, the significant upgrade and standardisation of charging across the City are in line with improvements made in areas such as South Lakeland, Glasgow and areas of London.
6. The financial context is the 2013/14 Budget Council agreement to a £75k saving to be achieved by “a review of public conveniences across the city including consideration of external providers and charging.” A procurement exercise has subsequently been undertaken to procure a company to refurbish and then service and maintain York’s toilet facilities with the following key goals:
 - a. Reduce annual revenue support required from the Council to service and maintain old facilities by refurbishing them
 - b. Look at any other revenue generation opportunities by advertising or other means
 - c. Keep as many of the facilities open as possible
 - d. Ensure the facilities are cleaned to a high standard and are attractive to use for both visitors and residents alike
 - e. Enable users to be charged to use the facilities by providing facilities of an appropriate standard
7. The procurement process has now finished, and a winning bid has been identified. The next stage of the process is to award a contract to this new supplier. The winning bid meets all the key project goals outlined above. Key aspects of the bid are:
 - a. A refurbishment phase, to be completed by May 2014, will be followed by a 15 year contract to operate the facilities with an option to extend by another five years by mutual consent
 - b. Nine of the current ten facilities will be refurbished or upgraded in some regard. Annex 1 contains details of the programme. The total value of the capital refurbishment will be £663,000 across the facilities

- c. Refurbishment costs will be paid for by the Council as capital works through a standard works contract. In order to pay for this capital, the existing revenue budget will be top-sliced by £62k for fifteen years to fund the repayments
- d. There will be major improvements to accessibility: A new Changing Place facility will be provided at Union Terrace coach park whilst each of the nine facilities will include an Accessible Toilet with alarms linked to a call out system. The St Sampson's Square facility will no longer be needed and will close
- e. User fees will be charged at 40p per visit. This will be an important element in funding the contract. The operator will be able to increase fees by 10p per year, although current financial models suggests only two increases will be required over the fifteen year contract period
- f. User fees are not enough to cover the running costs of the toilets and the Council will be required to pay £62k per year for the fifteen years for servicing and maintenance and to cover utility payments. A mechanism to ensure the toilets are cleaned and serviced according to the correct standards has been included in the contract. The £62k is a capped maximum value and will not change due to inflation

Consultation

- 8. Consultation has previously been undertaken with the Equalities Advisory Group about accessible toilets and the improvements to accessibility respond to the issues raised. Further consultation has been undertaken with the York Access Group.

Options

- 9. There are three options available to Members:
 - a. Continue with the procurement exercise and award the contract as outlined above
 - b. Re-start the procurement process and reduce the tender specification to find a better proposal; in reality this would mean reducing the number of facilities, or opening times, etc.
 - c. Cancel the proposal and continue with existing arrangement. In order to meet the budget savings extra funding would be required or facilities would need to be closed

Analysis

10. Option a): This would conclude the procurement process and would result a contract award to refurbish and then maintain York's public toilets. Works to the toilets would commence as soon as all permissions had been granted. It would provide high standard, accessible toilets improving the attractiveness of York as a place to visit and supporting the evening economy. It is affordable within the available budget.
11. Option b): This would mean reducing the numbers of facilities, open times, standards of fixtures etc. Furthermore, the procurement process has been fairly long and intensive and suppliers are unlikely to want to participate in a longer process due to significant bidding costs. Re-procuring is unlikely to hold any advantage.
12. Option c): This is not affordable and would require a decision on whether to fund the public toilets or close some or all facilities.
13. Option a) has clear advantages and is recommended.

Council Plan

14. This project will support the Council Plan's key objectives from the Create Jobs & Grow the Economy priority: Creating a competitive city centre, and developing the local business environment, by creating first class public toilet facilities that attract visitors and tourists to the city.

Implications

15. **Financial:**
 - a. Capital: The Council would pay £663k for the refurbishment of the public toilets, and would top-slice existing revenue budgets for public toilets by £62k for 15 years in order to pay for this
 - b. Revenue: CYC would commit to paying a maximum of £62k per year for fifteen years for the maintenance and servicing of the toilets
 - c. The total commitment per year is £124k per year. This is the maximum liability the Council faces and is affordable within the available budget which is £129k in 14/15, then £124k from 15/16 onwards
16. **Human Resources:** TUPE regulations will apply to this contract. The Council will remain the client for this service and will address any TUPE issues at the appropriate stages in the procurement and transfer process to ensure compliance with the TUPE regulations.

17. **Equalities:** Under the proposed offer, each public toilet would benefit from improved accessible toilets.
18. **Legal:** Under s87 Public Health Act 1936, the Council has the power to provide public conveniences in convenient locations and may charge such fees for the use of such conveniences, other than urinals, as it thinks fit. Legal services will draw up appropriate agreements and leases with the contractor incorporating the terms set out within this report.
19. **Crime and Disorder:** Newly refurbished facilities will reduce the ability of vandals to destroy or degrade assets. Availability of high quality facilities can be expected to reduce incidence of public urination.
20. **Property:** A lease will be granted allowing the contractor to occupy the building. The lease would not grant any rights of tenure and would be for an initial seven years with thirteen options to extend to a 20 year period. The contract will be managed by the Council's Facilities Management service.
21. **Other:** Heritage and planning: proposed work to Exhibition Sq facilities are fairly extensive in a very sensitive area. The contractor has met with local groups such as Friends of York's Walls in order to ensure any new designs improve and enhance the area.
22. There are no IT implications arising from this report.

Risk Management

23. **Financial:** The Council will commit to the contract for 15 years. No further savings will be available unless at a future point the Council chooses to close toilets in order to reduce the revenue expenditure.
24. **Programme:** With the Tour de France visiting York next summer, it is essential that all the facilities are refurbished and fully operational by then. Every effort will be made to avoid delays that would make this deadline unachievable.
25. **Public Service:** Facility users will be required to pay for a service they have traditionally enjoyed for free. Under this scheme, CYC will have no control over prices except for the requirement that prices do not increase by more than 10p per year; however, at any time in the future CYC would be able to fund the user fees or price increased directly by paying additional revenue.

Recommendations

26. Cabinet is asked to:

- a. recommend to Full Council the allocation of £663k capital funding to undertake the refurbishment of the toilets, this capital to be funded by annual payments from the existing revenue budget for public toilets

and, subject to the agreement of Council to a) to:

- b. award a contract to the contractor who won the procurement exercise for £62k per year for fifteen years reflecting the aspects set out in paragraph 3

Reason: to create excellent public toilets for York.

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	Report Approved	√	Date 1 November 2013
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Wards Affected: Guildhall, Micklegate, Westfield, Haxby	
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Background Papers:

Tender documents: As this is a commercial procurement documents are not public at this time, although will be made public subject to commercial considerations if / when the procurement process is concluded.

Annex A: List of facilities, and capital investment proposed at each location and notable items associated.

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List of locations and facilities to be provided

Name of Facility	Facilities Provided After Refurbishment			
	Men's	Women's	Unisex accessible	Baby change
Acomb, Front Street	Yes	Yes	Yes	Yes
Haxby, Main Street	Yes	Yes	Yes	Yes
Coppergate	Yes	Yes	Yes	Yes
Exhibition Square	Yes	Yes	Yes	Yes
Nunnery Lane CP	Yes	Yes	Yes	Yes
Silver Street	Yes	Yes	Yes *	Yes
St George's Field CP	Yes	Yes	Yes	Yes
Tanner Row	Yes	Yes	Yes	Yes
Union Terrace CP	Yes	Yes	Yes *	Yes

* To include a Changing Place facility

Capital Investment proposed at each location

Location	Capital Investment Provided
Exhibition Square	£224,000
Nunnery Lane Car Park	£74,500
Silver Street	£21,600
St Georges Field Car Park	£77,200
Tanner Row	£113,500
Acomb, Front Street	£33,000
Union Terrace Car Park	£91,400
Haxby, Main Street	£6,200
Coppergate	£21,600
Total	£663,000

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