

**Notice of a public meeting of  
Cabinet**

- To:** Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams
- Date:** Tuesday, 1 July 2014
- 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 3 July 2014.**

\*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 C to Agenda Item 13 (Delivering Marketing and Business Development - Stage 2) on the grounds that it contains 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 Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

## 3. **Minutes** (Pages 1 - 24)

To approve and sign the minutes of Cabinet meetings held on 23 April and 6 May 2014.

## 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 30 June 2014**. Members of the public can speak on agenda items or matters within the remit of the committee.

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

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

*Please note this meeting will be filmed and webcast and that includes any registered public speakers, who have given their permission. This broadcast can be viewed at <http://www.york.gov.uk/webcasts>.*

*Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Democracy Officer (whose contact details are at the foot of this agenda) in advance of the meeting. The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at [http://www.york.gov.uk/downloads/download/3130/protocol\\_for\\_webcasting\\_filming\\_and\\_recording\\_of\\_council\\_meetings](http://www.york.gov.uk/downloads/download/3130/protocol_for_webcasting_filming_and_recording_of_council_meetings)*

- 5. Forward Plan** (Pages 25 - 28)  
To receive details of those items that are listed on the Forward Plan for the next two Cabinet meetings.
- 6. Annual Report of the Financial Inclusion Steering Group 2013/14** (Pages 29 - 58)  
This report examines the performance, and demand for the York Financial Assistance Scheme in the first year of operation. Members are asked to note this performance and consider the impact of reduced funding for 2015/16.
- 7. Minutes from the Local Plan Working Group 31st March 2014 and 30th June 2014** (Pages 59 - 100)  
This report informs Members of the recommendations from the Local Plan Working Group meetings on 31 March and 30 June 2014, in their capacity as an advisory body to the Cabinet. It requests that Cabinet approve the recommendations from the Local Plan Working Group of 31 March in relation to:
- Controlling the Concentration of Houses in Multiple Occupation (HMO) Supplementary Planning Document (SPD); and
  - City of York Streetscape Strategy and Guidance.
- It also requests Cabinet to approve the recommendations from the 30 June Local Plan Working Group meeting in relation to the draft Wheldrake and Strensall with Towthorpe Village Design Statements. **Minutes from this meeting will be circulated at the Cabinet meeting.**
- 8. 2013-14 Finance and Performance Year End Report** (Pages 101 - 124)  
This report provides a year end analysis of the authority's financial performance and includes the York Monitor annual report which sets out how the Council has used its resources to deliver outcomes for residents, setting out its achievements and areas of challenge.
- 9. Capital Programme Outturn 2013/14 and Revisions To The 2014/15 - 2018/19 Programme** (Pages 125 - 152)  
This report sets out the capital programme outturn position including any under or over spends, overall funding of the programme and an update as to the impact on future years of the programme.

- 10. Treasury Management Annual Report & Review of Prudential Indicators 2013/14** (Pages 153 - 164)  
The Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2013/14. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code).
- 11. Community Conversations: Next Steps** (Pages 165 - 172)  
This report updates Cabinet on the Community Conversations, part of the Council's process to build stronger communities, held to date and asks Cabinet to agree the next steps in developing the process.
- 12. Rewiring Public Services** (Pages 173 - 270)  
Following a report to Cabinet on 11 February 2014 which set out the key dimensions of the Re-wiring Public Services programme it was confirmed at that time that the business case and options for the development would be presented to Members by July 2014. This report set out these details for Member consideration and agreement.
- 13. Delivering Marketing and Business Development - Stage 2** (Pages 271 - 312)  
Following a report to Cabinet in November 2013, when it was agreed to develop a new approach to the delivery of marketing, culture, tourism and business development in the city, this report presents the business case and options for the establishment of the company. It also makes recommendations for its set-up, including proposals for the transfer of City of York Council resource into the company and recommendations for CYC to acquire sole ownership of Science City York.
- 14. The Future of the Burnholme College site** (Pages 313 - 338)  
This report sets out the results of the public engagement undertaken on options for the future development of the Burnholme Community College site. It also asks Cabinet to note the interim arrangements for the College site and approve the procurement of a development partner to develop the site as a Community Health and Wellbeing Hub.

**15. Improving York's City Centre - Reinvigorate York Public Realm Improvement Projects: Exhibition Square/Theatre Interchange project (Pages 339 - 352)**

This report asks Cabinet to approve the next phase of the Reinvigorate work programme and seeks Members approval to implement the Theatre Interchange project as the first phase of a rolling programme of linked public realm improvement works at Exhibition Square as part of the Reinvigorate York Initiative.

**16. 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 and
- For receiving reports in other formats

Contact details are set out above.

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

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

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City of York Council

Committee Minutes

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Meeting	Cabinet
Date	23 April 2014
Present	Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams
In attendance	Councillors Barton, Brooks, D'Agorne, Steward and Warters

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**125. Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda. No additional interests were declared.

**126. Public Participation**

It was reported that there had been two 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:

**General Comments**

Gwen Swinburn spoke to raise concerns regarding the legal and democratic processes in place for urgent items, either key or non-key, brought forward for discussion at meetings and their classifications. She highlighted the publication of late reports and the need for oversight of this area of council business.

**City of York Local Plan Further Sites Consultation**

Jennifer Hubbard, spoke to stress the importance to residents of the Local Plan whilst acknowledging that the Local Plan Working Group had taken on board points raised at their meeting held on 17 April 2014. Earlier, she had highlighted a number of inconsistencies, factual errors and ambiguities in the report and whilst not criticising the document she confirmed the

need to ensure that the plan was as correct as possible prior to inspection.

Councillor Warters, spoke of his concerns regarding consultation in relation to the Local Plan and the need to reflect consultation responses. He referred to the cities capacity for growth and to the long term harm that could result for residents if this was exceeded.

Councillor Steward, spoke to reiterate the views of the Liberal Democrat Group, in particular that although not against development the scale of the proposals were not felt appropriate for the city or its affect on green belt land. He raised concerns regarding the proposed public consultation document and lack of detail and to the recently circulated traveller's sites addendum. He asked for distribution of leaflets in areas where a large site was likely to have a major impact on residents.

#### Improving City Centre Competitiveness

Councillor D'Agorne, spoke to welcome the encouragement being given to city centre businesses. He raised particular concerns however at the proposed funding of the measures from the contribution to mitigation measures in the s106 for Monks Cross South. With scare resources and no supporting evidence he suggested the use of the contribution for public transport around the city.

Councillor Steward also spoke to question the urgency of the city centre competitiveness decision and highlighted the need for cross party discussions in the interests of the city centre.

#### **127. City of York Local Plan Further Sites Consultation**

Members considered a report which informed Members of on going work relating to potential Local Plan allocations and sought permission to undertake public consultation on potential new sites and boundary changes on some of the sites originally identified. The information had been included in the proposed consultation document, City of York Local Plan Further Sites Consultation, at Annex A to the report.

Consideration was also given to the following additional information, circulated prior to the meeting and republished with the Cabinet online agenda for the meeting:

- Draft minutes of the Local Plan Working Group, meeting held on 17 April 2014
- Addendum report – detailing the outcome of further technical work, since the preferred options consultation, to address the shortfall of sites for Gypsies, Roma and Travellers.

The Cabinet Members presented the report referring to the tight timescales necessary to ensure the city had a Local Plan to both protect and meet the cities future development needs. It was confirmed that the proposals had been discussed in some detail at the Local Plan Working Group meeting on 17 April. At that time a number of technical amendments had been raised and speakers had raised points relating to the Old Vinery site. Subsequent to that, an amended site boundary and access had been put forward for site ST15 at Whinthorpe.

It was noted that there would be a 6 week consultation period, to commence as soon as possible after the meeting, which would give residents further opportunity to view the plans and documents and comment on the proposals.

Other Cabinet Members reiterated the importance of a Local Plan for the city and expressing their full support for the proposed consultation measures. It was confirmed that all residents' comments would be considered in detail however the authority had a moral and legal obligation to allocate land for future development over the next 15 year period. Thanks were also expressed to Officers for preparation of the document with the tight timescales involved.

Following further discussion it was

Resolved: That, Cabinet agree the recommendations of the Local Plan Working Group from their meeting held on 17 April 2014, circulated at the meeting, namely to:

- (i) Approve the City of York Local Plan – Further Sites Consultation attached at Annex A, along with supporting information for public consultation, subject to the inclusion of:
  - the addendum to the report to address the shortfall of sites for Gypsies, Roma

and Travellers and Travelling Show people.

- the technical amendments agreed at the LPWG meeting
- details of the covenant in relation to the Old Vinery site, Cinder Lane (Site 733) and
- amendment to technical appendix 5 (Strategic Sites) to reflect the need to ensure appropriate access to the Whinthorpe site (ST15).

- (ii) Delegate to the Director of City and Environmental Services, in consultation with the Cabinet Member, the making of any incidental changes to the draft document that are necessary as a result of the recommendations of Cabinet.
- (iii) Delegate to the Director of City and Environmental Services, in consultation with the Cabinet Member, the approval of a consultation strategy and associated documents.
- (iv) Delegate to the Director of City and Environmental Services, in consultation with the Cabinet Member, the approval of supporting information and documentation to be published during public consultation. <sup>1</sup>.

- Reason:
- (i) So that a National Planning Policy Framework compliant Local Plan can be progressed.
  - (ii) So that changes recommended as a result of discussions at this meeting can be made.
  - (iii) To ensure that the proposed methods of consultation are satisfactory to Members.
  - (iv) To ensure that the proposed methods of consultation are satisfactory to Members.

Action Required

1. Await decision of CSMC (Calling In) meeting, 12 May 2014.

MG

**128. Urgent Business**

**128a High Speed Rail College**

Consideration was given to a report which asked Council to support a consultation response to the Government for York Central to be considered as the location for a Rail College hub. The College would be focussed on designing and delivering the high level skills required for high speed rail and other major engineering projects in the future.

This item had been added as an urgent item to the Cabinet agenda in view of the deadline for submission of response by 30 April 2014.

It was noted that although competition from other cities would be strong, the case for locating the college in York was equally as strong as it was already the site of a national hub for employment and research in the rail industry.

Officers confirmed the importance of the bid for the city as it was envisaged that the college would provide a base for all future major investment training. The knock on effects on both employers and the supply chain were highlighted together with the importance of the training facilities for the local employment market. Reference was also made to the support of both rail and city centre businesses to the bid.

The Leader referred to extensive work undertaken with partners around the bid and to public support received which would also be a consideration when assessing the bids.

**Resolved:** That Cabinet support the response for York Central to be considered as a location for the hub of the new High Speed Rail college, and delegate authority for the finalisation and submission of a response to officers, working with Network Rail as the landowners.

**Reason:** It supports the potential creation of jobs and growth of one of the city's key economic sectors.

Action Required

1. Continue with support for Network Rails response to Government.

MA

**128b Improving City Centre Competitiveness**

Cabinet considered a report which sought agreement to implement changes to parking charges, on a temporary basis, during the 2014/15 financial year to provide an incentive to residents and visitor to encourage daytime use of the city centre car parks. The pilot scheme would provide free parking for residents and visitors in selected Council controlled car parks from 8am to 11am Thursdays to Saturdays.

This item had been added as an urgent item to the Cabinet agenda to enable the changes to be brought in at an early date to complement the opening of the Vangarde Retail Park at Monks Cross.

The Cabinet Members confirmed discussions between City Team York (CTY) and local businesses on a range of potential measures to strengthen city centre resilience and increase footfall in the city. In an attempt to address some of these issues public realm improvements were proposed and development of a Business Improvement District (BID) was being explored.

It was noted that the cost of the trial, in terms of loss of income for parking revenue, would be met through mitigation measures in the Section 106 agreement associated with the Monks Cross South development. There was however a commitment from CTY to generate this revenue from the private sector, initially through the sale of a set of parking permits from the Council's car parks and development of a BID.

Cabinet Members reiterated that the proposals were only a pilot and that monitoring would be undertaken on the impact of the discount on parking revenue and behaviour. It was noted that market traders welcomed the changes, which would coincide with the newly refurbished market, the changes would they hoped bring residents into the city centre earlier in the day.

Following further discussion it was

Resolved: That Cabinet agree:

- (i) As a pilot, to change parking charges in Council-controlled car parks to provide free car parking between 8am and 11am from Thursday to Saturday, to start as soon as the machines can be altered, and up to 31<sup>st</sup> March 2015;
- (ii) To the initial funding for the proposed trial coming from the contribution towards mitigation measures in the s106 for Monks Cross South and potentially other city centre access initiatives, should there be enough spare capacity in the funding pot;
- (iii) That should the impact on the Council's revenue account be significantly greater than the estimate, members reserve the right to review and make changes to the discount mid-year. <sup>1.</sup>

Reason: To support the attraction of an increased number of visitors and residents to the city centre, which in turn will provide a platform for generating private sector contributions and other sources of funding to support further such initiatives.

Action Required

1. Await decision of CSMC (Calling In) meeting, 19 May 2014.

KS

Cllr J Alexander, Chair

[The meeting started at 5.30 pm and finished at 6.40 pm].

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Meeting	Cabinet
Date	6 May 2014
Present	Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams
In attendance	Councillors Barton, Cuthbertson, D'Agorne, Fitzpatrick, Funnell, Galvin, Reid, Steward and Watt

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### 129. **Declarations of Interest**

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

Councillors Merrett, Simpson-Laing and Williams declared a personal non prejudicial interest in relation to agenda item 8 (School Meals Scrutiny Review Final Report) as their daughters all had school meals.

Councillor Crisp declared a personal non prejudicial interest in relation to agenda item 13 (New Social Housing Down Sizing Opportunity) as she lived adjacent to the site.

### 130. **Exclusion of Press and Public**

Resolved: Resolved: That it was agreed to exclude the press and public from the meeting during consideration of Annex A to agenda item 13 (New Social Housing Downsizing Opportunity- Minute 141 refers) on the grounds that it contained information relating to the financial or business affairs of particular persons (including the authority holding that information). Such information is considered exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

**131. Minutes**

Resolved: That the minutes of the Cabinet meeting held on 1 April 2014 be approved and signed by the Chair as a correct record.

**132. Public Participation**

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

**Lendal Bridge Trial Evaluation Report**

Gwen Swinburn spoke to raise concerns in relation to the decision making process undertaken as part of the reopening of Lendal Bridge. She also referred to issues of democratic accountability in respect of an important decision for the city which had prevented any input from members and residents.

Cllr Steward referred to the lack of cross party discussion in relation to the Lendal Bridge closure and reopening and his concerns at the length of time prior to the decision taken to reopen the bridge. He highlighted the lack of tangible metrics and how success would have been measured.

Cllr D'Agorne spoke to welcome the detailed assessment of the Lendal Bridge trial and to the setting up of a cross party congestion commission. He expressed regret that the evidence had not been considered prior to the reopening of the bridge and changes made to parking charge whilst there was still a need to find solutions to traffic congestion in the city centre.

Cllr Cuthbertson spoke of the damage done to the reputation of the city in relation the Lendal Bridge trial. He questioned whether sufficient information on footfall could be gained from one camera and pointed to longer journeys and air quality issues during the trial. He asked for a cross party scrutiny review of the Lendal Bridge trial to ensure that lessons were learnt and other measures taken to tackle congestion.

## **Final Report of the Corporate and Scrutiny Management Committee on the Night Time Economy Scrutiny Review**

Cllr Steward referred to the final report on the night time economy as a good example of cross party work which had resulted in a good balance of recommendations.

Cllr D'Agorne also welcomed the detailed assessment of the night time economy and to the approach taken to undertake a corporate scrutiny review.

## **Additional £2 Capital Funding for Improving the Condition of the Unclassified Carriageway and Footway Network**

Cllr Reid expressed support for additional investment to improve the carriageway and footway network, following a lack of investment in previous years. She referred to the backlog of repairs and highlighted residents complaints in relation to The Horseshoe and Westhorpe in her ward as in particular need of repair work.

### **133. 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.

### **134. Lendal Bridge Trial Evaluation Report**

Consideration was given to the final evaluation report of the Lendal Bridge traffic restriction trial, implemented using an Experimental Traffic Regulation Order which had restricted vehicles from using the bridge between 10.30am and 5.00pm each day. The report provided information covering the six month period up to 26 February 2014 and up to the decision taken to revoke the order on 8 April 2014.

It was noted that analysis of the data recorded during the trial, in transport terms, had achieved many of the original objectives to improve the environment for pedestrians and cyclists and reduced public transport journey times. Considerable concern had however been raised by residents and businesses regarding implementation of the trial.

Following questions regarding the legality of the enforcement of the restriction a request had been made to the Chief Adjudicator for the decision to be reviewed. A presentation of the finding of the trial had subsequently been made and the Leader had exercised his powers to remove the restrictions from the bridge which had resulted in it being reopened shortly after. At that time it had also been agreed to set up an independent commission to review how traffic congestion could be addressed in the city.

Cabinet Members acknowledged the problems that had arisen during the trial but confirmed that advice had been sought prior to the trial closure from both the Department for Transport and the Driver and Vehicle Licensing Agency. Members expressed their continued support for undertaking the trial as there was still a need to tackle congestion in the city. It was noted that alternative measures would have to be examined to meet future traffic challenges the city faced, particularly as traffic in the city would increase by 19 to 30% in the next 5 years, resulting in further congestion.

Officers referred to the difficulties encountered in running the trial and to the large amount of data collected which required further work, although some of the trials objectives had been achieved.

Members expressed appreciation for the work undertaken by officers both during the trial and subsequently in the analysis of data and preparation of the final report.

Following further lengthy discussion it was

Resolved: That Cabinet agree:

- (i) To note the Leaders decision made on 8<sup>th</sup> April 2014 to end the Lendal Bridge trial from 12<sup>th</sup> April 2014.
- (ii) That no expenditure is committed from the net receipts at this time prior to the resolution of the legal process. This will be subject to a future cabinet report.
- (iii) That Councillor Reid's motion is referred back to Council in July 2014 together with details of any discussion on the issues raised. <sup>1</sup>.

- (iv) To note the Leaders decision to establish an independently chaired, cross party congestion commission and to request that the scope of the commission be brought to a future meeting. <sup>2</sup>.

- Reason:
- (i) As a result of significant public interest that emerged on the issue and the need for urgent clarification.
  - (ii) This is the most prudent approach to treating the income at this time.
  - (iii) In accordance with the Council's Constitution.
  - (iv) To consider how the impacts of future congestion can be mitigated.

Action Required

- 1. Refer motion back to 17 July Council meeting. JP
- 2. Schedule report on the legal issues and scope of the Commission on Forward Plan. RS

**135. Final Report of the Corporate and Scrutiny Management Committee on the Night Time Economy Scrutiny Review**

Members considered the final report from the Corporate Scrutiny review of York's Night Time Economy and Cabinet were asked to approve the recommendations arising from the review.

Councillor Galvin, confirmed this as the first corporate review involving all the standing Overview and Scrutiny Committees in some aspect of the review, in line with their individual terms of reference. He spoke of the success of the review which had received all party support and thanked the Task Group, Members and Officers, in particular the two Scrutiny Officers for all their work on the review. He asked Cabinet to support the introduction of a pilot scheme to extend retail opening hours in the Coppergate Shopping Centre on Friday evenings, from early July in the first instance, and to the aspiration of rolling this out to surrounding areas if successful. He also drew Members attention to the Health Scrutiny Committees recommendation regarding the establishment of a city centre treatment and recovery centre on Friday and Saturday night's to assist with alcohol related incidents and provide a place of safety.

Members thanked Councillor Galvin and all the Overview and Scrutiny Committee members and officers for their work on this comprehensive review and to the excellent ideas put forward for further consideration. They confirmed the need to engage partners and cultural and creative providers in the proposals and to input required from the new marketing organisation and the City Team to achieve the best outcomes. It was noted that Cllr Crisp would be taking the report and recommendations to York@Large for further consideration.

Following further lengthy discussion it was

- Resolved:
- (i) That Cabinet thanks the Corporate Scrutiny Management Committee and the Overview and Scrutiny Committee's for their work in respect of this corporate review.
  - (ii) That, the recommendations arising from the Night Time Economy Corporate Scrutiny Review Final Report, as detailed in paragraphs 11 and 12 of the cover report be received and accepted in principle subject to further detailed consideration, including funding. <sup>1</sup>.

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

Action Required

1. Examine implementation of recommendations of Task Group and report back to Cabinet

KS

**136. School Meals Scrutiny Review Final Report**

Consideration was given to the final report and recommendations arising from the School Meals Scrutiny Review, at Appendix A, carried out by a Task Group with the aim of improving the take-up of school meals and free school meals.

Councillor Reid, as Chair of the Learning and Culture Overview and Scrutiny Committee presented the report, and confirmed that the review had been overtaken by the introduction of the new duty to provide free school meals for all Key Stage 1 pupils from September 2014. She referred to the low take up of meals found in many schools, particularly free school meals for which

a pupil premium was received by the school. She thanked both the Task Group, schools and pupils and all those that had assisted with this review.

Councillor Fitzpatrick also spoke, as Chair of the Task Group, congratulating schools on their staff/pupil ethos. She outlined the work undertaken by the Group and referred to the good quality of the lunchtime offering to pupils. She expressed the hope that, with the introduction of free meals for KS1 pupils this would reduce the price of school meals and encourage additional take up to improve afternoon learning.

The Cabinet Member endorsed the work undertaken by the Task Group and highlighted the cost of meals together with the need to break down prejudices against the take up of free school meals as the main issues affecting take up.

Following further discussion it was

- Resolved: (i) That Cabinet thanks the Task Group for their work in respect of this review.
- (ii) That, the recommendations arising from the School Meals Scrutiny Review Final Report, as detailed in paragraphs 10 and 11 of the cover report be received, noted and taken forward for further detailed consideration.<sup>1</sup>

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

Action Required

1. Examine implementation of recommendations of Task Group and report back to Cabinet MS, ME

**137. Personalisation Scrutiny Review Final Report**

Members considered the final report and recommendations of the Personalisation Scrutiny Review, at Appendix 1, undertaken to review, with key partners, areas of strength and areas for development around personalisation to enable people to exercise as much choice and control over their lives as possible.

Councillor Funnell, as Chair of the Task Group and Health Overview and Scrutiny Committee, presented the report, expressing disappointment that the Group were not able to properly complete the review, for a variety of reasons, including the particular objectives originally chosen. She referred to the reorganisation complexities

- Resolved: (i) That Cabinet thanks the Task Group for their work in respect of this review.
- (ii) That, the recommendations arising from the Personalisation Scrutiny Review, as detailed in paragraph 16 of the cover report be received, noted and taken forward for further detailed consideration.<sup>1</sup>

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

Action Required

1. Examine implementation of recommendations of Task Group and report back to Cabinet

GT

**138. Construction Skills Scrutiny Review Final Report**

Consideration was given to the final report of the Construction Skills Scrutiny Review, at Appendix 1, a review undertaken to investigate ways of increasing the supply of local people with building and construction skills.

Councillor Watt, as Chair of the Task Group, appointed to undertake the review, confirmed that this had been a worthwhile and rewarding review, undertaken at the right time, with the anticipated increase in house building over the next 15 years. He acknowledged the work of the Task Group and of the input from apprentices at York College and other bodies who had been part of the review. He acknowledged that work in the construction industry had not been promoted as a career path in schools however he hoped that the Task Groups recommendations would change this.

Members welcomed the recommendations which it was hoped would provide a longer term approach to the supply of workers with the correct skills to meet the demands of the industry.

- Resolved: (i) That Cabinet thanks the Task Group for their work in respect of this review.
- (ii) That, the recommendations arising from the Construction Skills Scrutiny Review as detailed in paragraph 11 of the cover report be received, noted and taken forward for further detailed consideration. <sup>1</sup>.

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

Action Required

1. Examine implementation of recommendations of Task Group and report back to Cabinet. DR

**139. Additional £2m Capital Funding for Improving the Condition of the Unclassified Carriageway and Footway Network**

Members considered a report which set out details of the proposed programme of works for an additional £2m allocation by the Council to the highway maintenance budget to improve the condition of the unclassified carriageway and footway network.

The Big York Survey had highlighted residents concerns as to the condition of the unclassified roads and footways and the annual condition survey, details reported at Annex 1, had shown that the unclassified carriageway network had the largest percentage of poor or very poor condition categories.

The Cabinet Member confirmed that the proposed works were being undertaken as a result of resident's feedback and included a list of additional highway schemes detailed at Annex 2 of the report.

Resolved: That Cabinet:

- (i) Approve the allocation of £2m to be split evenly between carriageway and footway highway maintenance schemes on the unclassified network.

- (ii) Approve the implementation of the additional highway maintenance scheme programme.<sup>1</sup>

Reason: To improve the condition of the unclassified highway network.

Action Required

1. Implement the additional highway maintenance schemes.

AB

**140. Economic Infrastructure Fund - May 2014 Funding Decisions**

Consideration was given to a report which set out proposals for funding the following projects from the Economic Infrastructure Fund (EIF):

- Public Realm Investment in Hungate - £175k
- Biovale cluster, University of York/Biorenewables Development Centre - £75k

Further details of the business cases in relation to the two projects were set out in Appendix A to the report. It was noted that both projects provided deliverability, value for money and met the Council's priorities of creating jobs and growing the economy.

Members confirmed that the allocation of funding for improvements to the public realm in the Hungate area would be additional to any planning gain received from the Hiscox development.

Resolved: That Cabinet agree to:

- (i) Approve Economic Infrastructure funding (EIF) of £175k for the Hungate Public Realm project, pending appropriate consultation with residents and businesses in the area, and with the intention that detailed plans for the development will be brought back to Cabinet in due course for final sign off.<sup>1</sup>
- (ii) Approve in principle and subject to business case, the £75K from the EIF to support development of the Biovale cluster.

- (iii) Delegate responsibility to the Council's Chief Executive and Director for Customer and Business Support Services (and CYC's s151 Officer) for receiving the business case for this funding when it is prepared, and if approved, releasing the £75K for spend. <sup>2</sup>.

Reason: To approve investment required to create a world class quality destination in and around Hungate as a vital gateway to the city centre and to support development of the Biovale innovation cluster.

Action Required

- 1. Funding approved, and schedule report back to Cabinet for final sign off. KS
- 2. Subject to receipt of a satisfactory business case release funding. KS, IF

**141. New Social Housing Down Sizing Opportunity**

Members considered a report which set out details of an opportunity which had arisen for the Council to acquire 14 new apartments to be built on the site of the former Pack of Cards Public House in Acomb.

An analysis of the council's housing stock had shown that there were a number of under-occupied properties, many occupied by the elderly. It was therefore intended that the apartments would be prioritised for down-sizers in order to release much needed family housing.

The purchase would be funded from the Housing Revenue Account and the properties built to a Code for Sustainable Homes Level 4 in order to achieve a reduction in carbon emissions and savings in running costs.

The Cabinet Member referred to the lengthy marketing of the site as a development opportunity following no interest being expressed in the public house as a business. She expressed her support for the unique opportunity the site offered which would free up family housing.

Consideration was given to the following options:

Option 1- To approve an 'off-the-shelf' purchase of the Pack of Cards development for new council housing at Code for Sustainable Homes Level 3, subject to the satisfactory conclusion of due diligence.

Option 2 – To approve an 'off-the-shelf' purchase of the Pack of Cards development for new council housing at Code for Sustainable Homes Level 4, subject to the satisfactory conclusion of due diligence.

Option 3 - To reject the opportunity to purchase new council housing at the Pack of Cards development, with the Housing Strategy and Development Team attempting to broker a deal with partner housing associations to purchase the completed homes.

Resolved: That Cabinet agree Option 2, to approve an 'off-the-shelf' purchase of the Pack of Cards development for new council housing at Code for Sustainable Homes Level 4, subject to the satisfactory conclusion of due diligence, to be funded from the Housing Revenue Account investment fund, affordable housing commuted sums, and Right to Buy receipts. <sup>1</sup>.

Reason: To allow the council to add 14 new homes to its existing asset base and help to alleviate the acute housing need in the city, through an opportunity that does not require the use of any of the council's land assets.

Action Required

1. Proceed with purchase of development.

AK

**142. Draft Revised Financial Regulations**

Members considered a report which presented the Council's draft revised Financial Regulations, at Annex A, incorporating a number of amendments, particularly around external arrangements and the provision of grants and loans to outside bodies. The regulations provided an effective regulatory framework that allowed the organisation to operate with minimum risk.

Changes arising from the recommendations of the Loans and Grants Scrutiny Review were set out at table 1 of the report with other key changes at table 2.

The Cabinet Member confirmed that the new regulations now reflected the recommendations of the Loans and Grants review, although it was highlighted that the Council only had one loan in excess of £100k in respect of Yorwaste.

Consideration was then given to the following options:

Option 1 – Recommend Audit and Governance Committee approval of the amendments to the Financial Regulations as set out at paragraph 5, 6, 7, 8 and Annex A;

Option 2 – Recommend to Audit and Governance Committee that the amendments are not approved.

Resolved: That Cabinet agree the draft revised Financial Regulations, at Annex A of the report, including the key changes set out at Paragraph 5, 6, 7 & 8 and recommend the regulations to Audit and Governance Committee for their consideration and formal recommendation to Full Council. <sup>1.</sup>

Reason: To ensure that the revised draft Financial Regulations are appropriate in maintaining the integrity of the council's financial arrangements and can be recommended to Audit and Governance Committee.

Action Required

1. Refer to Audit & Governance Committee.

JC, AD

**143. Reoccupation Relief Rate Scheme**

Consideration was given to a report which set out details of a new reoccupation rate relief scheme which would provide a reduction in business rates of up to 50%, or the 'state aid' limit, for qualifying businesses.

It was noted that the relief would help sustain employment, encourage growth of the economy in particular new business. Any relief awarded to local businesses would then be met in full by central Government.

The Cabinet Member confirmed that this was an update report following receipt of final details of the scheme from Government. Members were asked to consider the following options in relation the provision of relief using the scheme:

Option 1 – Approve all applications from businesses (within state aid rules) excluding those set out at paragraph 4 reserving the right of the Chief Financial Officer in consultation with the relevant Cabinet Member to exclude any businesses that they would deem do not support the councils wider objectives or the community at large;

Option 2 – Provide no reoccupation relief at all.

Resolved: That Cabinet:

- (i) Agree Option 1, to approve of all applications from businesses (within state aid rules) excluding those set out at paragraph 4 reserving the right of the Chief Financial Officer in consultation with the relevant Cabinet Member to exclude any businesses that they would deem do not support the councils wider objectives or the community at large;
- (ii) Approve the power to make individual awards to the Chief Financial Officer as set out at Paragraph 10 of the report. <sup>1</sup>.

- Reason:
- (i) To provide clarity in respect of the categories for which the council will not consider awarding reoccupation relief.
  - (ii) To ensure that all applications are dealt with immediately when they are received and that where a business qualifies their bill is promptly amended.

Action Required

1. Implement scheme using agreed delegation to make individual awards.

DW

**144. Chairs Comments**

On behalf of the Cabinet, the Leader thanked Darren Richardson, Director of Environment and City Development, for all his work in relation to a number of key city projects. All Members joined the Leader in wishing him well in the future.

Cllr J Alexander, Chair  
[The Meeting started at 5.30 pm and finished at 7.50 pm].

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**Cabinet Meeting: 1 July 2014**

**FORWARD PLAN**

***Table 1: Items scheduled on the Forward Plan for the Cabinet Meeting on 2 September 2014***

Title & Description	Author	Portfolio Holder
<p><b>York - Fairtrade City</b></p> <p>Purpose of Report: To advise Cabinet Members regarding recent progress made under the York Fairtrade City initiative and to engage in debate about how the Council and its partners could increase support and promotion for the scheme.</p> <p>Members are asked to note progress highlighted against the current Fairtrade Action plan and engage in debate about how the Council and its partners could increase support and promotion for the scheme.</p>	<p>Stewart Halliday</p>	<p>Cabinet Member for Health &amp; Community Engagement</p>
<p><b>York Guildhall and Riverside creating a Digital Media and Arts Centre</b></p> <p>Purpose of Report: To ask Cabinet to approve the procurement of a commercial partner to facilitate the creation of a digital media and arts centre in the Guildhall complex.</p> <p>Members are asked to note the progress made in developing the project to date, following cabinet approval of the development fund 16 July 2013, and to approve the procurement of a commercial partner to work alongside the council in further developing and delivering the project.</p> <p><b>This report contains an annex that may be considered in private as it contains Exempt Information as described in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) in that the information relates to the financial or business affairs of any particular person (including the authority holding that information).</b></p>	<p>David Warburton</p>	<p>Cabinet Member for Finance &amp; Performance</p>

<p><b>Review of the Housing Revenue Account Business Plan</b>  Purpose of Report: To review the Housing Revenue Account Business Plan.</p> <p>Members are asked to approve the changes to the Business Plan.</p>	Tom Brittain	Cabinet Member for Homes & Safer Communities
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***Table 2: Items scheduled on the Forward Plan for the Cabinet Meeting on 7 October 2014***

Title & Description	Author	Portfolio Holder

***Table 3: Items slipped on the Forward Plan***

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>York - Fairtrade City</b>  Purpose of Report: To advise Cabinet Members regarding recent progress made under the York Fairtrade City initiative and to engage in debate about how the Council and its partners could increase support and promotion for the scheme.</p> <p>Members are asked to note progress highlighted against the current Fairtrade Action plan and engage in debate about how the Council and its partners could increase support and promotion for the scheme.</p>	Stewart Halliday	Cabinet Member for Health & Community Engagement	June 14	Sept 14	To allow consideration of the financial considerations of being a Fairtrade City.

<p>This item has been deferred to the July meeting in order to allow further consideration of the financial implications of recommendations.</p>					
<p><b>York Guildhall and Riverside creating a Digital Media and Arts Centre</b></p> <p>Purpose of Report: To ask Cabinet to approve the procurement of a commercial partner to facilitate the creation of a digital media and arts centre in the Guildhall complex.</p> <p>Members are asked to note the progress made in developing the project to date, following cabinet approval of the development fund 16 July 2013, and to approve the procurement of a commercial partner to work alongside the council in further developing and delivering the project.</p> <p><b>This report contains an annex that may be considered in private as it contains Exempt Information as described in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) in that the information relates to the financial or business affairs of any particular person (including the authority holding that information).</b></p>	<p>David Warburton</p>	<p>Cabinet Member for Finance &amp; Performance</p>	<p>June 14</p>	<p>Sept 14</p>	<p>To allow further work and discussions on the proposals.</p>

<p>This item has been slipped to the July Cabinet to allow further discussions in respect of the development and delivery of the project.</p>					
<p><b>Review of the Housing Revenue Account Business Plan</b></p> <p>Purpose of Report: To review the Housing Revenue Account Business Plan.</p> <p>Members are asked to approve the changes to the Business Plan.</p> <p>This item will now be considered at the April Cabinet to allow officers more time to produce the report.</p> <p>This item has been deferred to July 2014 to allow time for further consultation including undertaking a peer review with Darlington Borough Council.</p>	<p>Tom Brittain</p>	<p>Cabinet Member for Homes &amp; Safer Communities</p>	<p>March 14</p>	<p>Sept 14</p>	<p>In order to allow time to conclude work on the financial appraisal.</p>



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**Cabinet**

**1 July 2014**

Report of Cabinet Member for Finance & Performance

## **Annual Report of the Financial Inclusion Steering Group 2013/14**

### **Summary**

1. This report is part of a six monthly process to inform members of the progress in delivering the Financial Inclusion work of the Financial Inclusion Steering Group (FISG). This particular report has a greater focus on the York Financial Assistance Scheme (YFAS) as members will receive a separate update on the council's work on financial inclusion as part of a wider report on poverty work due in September 2014.
2. This report examines the performance, and demand for YFAS in the first year of operation. Members are asked to note this performance and consider the impact of reduced funding for 2015/16.

### **Background**

#### **The work of the Financial Inclusion Strategy Group**

3. FISG was convened following approval of the Financial Inclusion Policy and Action Plan by Cabinet on 6 November 2012. Cabinet also approved draw down of £300k from the Economic Infrastructure Fund to deliver the Action Plan.
4. FISG first met on 15 January 2013 and membership includes council directorate representatives, Citizen Advice Bureau and South Yorkshire Credit Union. The group's purpose is to:

**'ensure that local people have the knowledge of and access to appropriate services, allowing them to make more informed choices to achieve and maintain financial stability'.**

5. The focus of the group is to secure the following outcomes:

- residents have the knowledge to manage their finances effectively;
- advice services are better coordinated across the city;
- residents, advice givers and those 'sign-posting' better understand the welfare benefits system; and,
- opportunities to reduce general living expenses are followed up.

6. FISG progress and achievements in 2013/14 :

- Loan shark training for 100 staff /partners and launch of York's Loan Shark Charter;
- £80k award to the Citizens Advice Bureau which levered in £250k lottery funding to deliver the two-year project to transform citywide advice provision;
- Communication plan in place to encourage school involvement in anti-poverty work generally and financial literacy specifically. The Illegal Money Lending Team have produced quality marked lesson plans for primary and secondary schools and several schools have agreed to use them from September 14;
- Launch of the Small Changes budgeting booklet and set up 'Making the most of your money' area on CYC's website;
- £60k for cashless payment systems for three secondary schools aimed at increasing the uptake of Free School Meals to be in place by September 14;
- £10k for the fuel poverty campaign, which includes encouraging behavioural change to reduce costs and collective energy provider switching;
- Two successful food collections for Carecent and the Foodbank, with Yorkshire Harvest planned for Sept 2014;
- Rental Exchange is a scheme developed by Big Issue and Experian to help build up the credit scores of Social Housing tenants using their rent payment histories. This service is being introduced for CYC tenants and potential other York based

social housing tenants. 66% of CYC tenants will immediately see an increase in their credit score as a result of incorporating their rental data to the credit bureau database.

### Performance of YFAS 2013/14

7. YFAS was established from April 2013, following the transfer of funding from the Department for Works and Pensions (DWP) previously spent on Social Fund Crisis Loans and Community Care Grants. Available funding is summarised below with an additional administration grant of £66,592 (2013/14) and £61,039 (2014/15). The council agreed to add £100,000 to the scheme for the 2013/14 and a further £100,000 for 2014/15. The scheme was reviewed after 6 months and at that time funding arrangements beyond 2014/15 were uncertain. **The DWP have confirmed that funding will cease from 2015/16.**

Funding	2013/14	2014/15
Awards (DWP)	£315,141	£315,141
CYC addition	£100,000	£200,000
Total	£415,141	£515,141

8. The current YFAS was approved by Cabinet in December 2012 to provide 'Emergency' and 'Community' assistance based on eligibility criteria and individual circumstances. Residents must be in receipt of a means tested DWP benefit, Housing Benefit (HB) or Local Council Tax Support (LCTS) to apply. The inclusion of HB and LCTS means that the council can help those on low pay who were excluded under the DWP Social Fund.
9. Emergency grants are intended to meet expenses that have arisen from an emergency or disaster and are the only option to avoid risk or harm. Community grants are intended to help vulnerable people to live independently in the community.
10. Payment is made by a pre-paid cash card which can be used at cash machines or in shops, using a 4 digit code provided directly to the customer by the card company. Data on the usage of the cards shows that the majority are used to withdraw cash.
11. Extra help with rent (through Discretionary Housing Payments – DHPs) and Council Tax is also available. These are included

under the YFAS umbrella to increase awareness and take-up and to ensure that residents can access the right support. DHPs are funded from a separate DWP grant - £286,409 in 2013/14 and £231,153 in 2014/15.

12. YFAS is administered by the CYC Benefits Team in Customer Services. Applications are handled by staff that also assess Housing Benefit/Local Council Tax Scheme claims. Where appropriate, customers are referred on to other organisations which may be able to offer further tailored and intensive help (for example, debt problems are referred to the Citizen’s Advice Bureau).
13. Cabinet agreed to a one year interim scheme with full consultation and a review after 6 months, allowing time to focus on the development of a comprehensive localised support scheme including partnerships with other key agencies within the city. In January 2014, Cabinet agreed for the YFAS scheme to continue within the Benefits Service with a strengthening of advice, referrals and researching of other sources of funding.

**Applications and Awards – Emergency and Community grants**

14. Spend against the original DWP allocation for 2013/14 is summarised in this table:

Funding	DWP grant (excl. CYC addition)
Budget	£315,141
Spend	£240,321*
% spent	76.25%

\*£211,677 Emergency/Community plus £28,644 awarded to help with council tax.

15. The underspend from 2013/14 has been rolled forward and added to the funds available for 2014/15. Early indications are that many councils did not spend all their 2013/14 allocation with a wide variation in levels of expenditure, although as the table shows below there is a very mixed picture in the Yorkshire and Humber region from those councils who responded to a request for this information.

	NE Lincs	East Riding	N Lincs
Applications made	1,306	3,284	661
Number Awarded	531	2,185	405
Budget	£696,579	£557,071	£452,585
Budget Allocated	£177,263	£393,310	£130,520
Percentage Spent	25.45%	70.60%	28.84%

16. See details of payments and food vouchers issued at Annex A, from which the following points are highlighted:

- The first full year operation of the scheme saw **2921** applications (Table 1 - an average of **56** applications per week) with total payments of **£211,678** (Tables 3 & 4).
- **1096** (38%) of applications did not qualify (Table 1).
- Over **34%** of referrals to YFAS are from the DWP (Table 2).
- **1132** Emergency Grants have been paid - average paid **£76.61** (Table 3).
- **289** Community Grants paid - average paid **£432.36** (Table 3).
- **27%** of spend has been on daily living expenses with an average payment of **£55.51** (Table 4).
- **38%** of spend was on cookers, washers and fridges (Table 4).
- **60%** of applications made via the public website (Table 5).
- **69%** of applications are from single residents, **18%** from lone parents and **8%** from families (Table 6).
- **69%** of applications for daily living expenses are from single residents (Table 7).
- **37%** of applicants give 'delay in benefit payment' as a reason for applying (Table 8 and 9).
- **9%** of applications are from residents who have no food (Table 8 and 9).

17. Where a customer's DWP claim is delayed and they are not entitled to a DWP 'benefit advance', a small grant for daily living

expenses is made from YFAS. For 2013/14 daily living expenses were £3.07 per day and £3.10 for 2014/15 for single people aged 25 and over. Food bank vouchers can also be issued, provided by the Trussell Trust (see Tables 11, 12 and 13). This incurs no direct cost to the council.

- Data from the Foodbank shows that single residents are the biggest users of the food banks in York.
  - Similarities can be seen between YFAS and the food banks on the levels of / reasons for demand in different Wards.
  - Benefit delays and changes account for **49%** of vouchers redeemed by the Trussell Trust in York.
18. Comparison of data against the 6 monthly review reveals that the family circumstances of applicants and their demands are largely consistent. However, the number of applications received in the last 6 months of 2013/14 has increased by **14%** and monthly expenditure and numbers of applications since January 2014 has increased significantly (Table 3). More customers are requesting grants but particularly Community grants to help them remain in the community, for example, the provision of a washing machine to a family where one member has health problems that require frequent clean clothes or where there is exceptional pressure. Expenditure is being monitored closely.
19. The following analysis (see Table 10 and the map at Annex B) uses the Indices of Multiple Deprivation and Lower Super Output Areas located in Wards: Westfield, Guildhall, Heworth, Micklegate, Clifton and Holgate (*Information provided by CYC Business Intelligence*):
- **14%** of applicants are from areas that are nationally within the **20%** most deprived areas in the country.
  - **59%** of applicants are from the **50%** most deprived areas in York.

Applications are being received more evenly from across more Wards which could indicate increased hardship and increased awareness of the scheme.

### **Other Findings**

20. 289 residents have applied to YFAS for the maximum of 3 times (or more) in a 12 months period:
  - They were aged between 18 and 66 years with an average of 4 applications each.
  - 61% were over 30 years of age.
  - 27% were under 25 years of age, 27% were aged 26-34 years with the balance being over 35 years of age.
  - 56% were male.
  
21. 28 customers (a 10% sample) were examined closely and the following information is of note:
  - 105 applications were made by 28 customers.
  - The highest number made by one applicant was 8 applications.
  - 21% were lone parents (4 females and 2 males).
  - 79% were single people.
  - 40% received Employment and Support Allowance.
  - 46% received Job Seeker's Allowance.
  - 4 had received a benefit sanction from the DWP.
  - 5 were homeless
  - 2 had fled domestic violence
  - 79% mention benefit delay or changes as a reason for applying.
  - 46% mention debts (including rent arrears as one of their reasons for applying).
  - 36% were concerned about being able to afford to eat.
  - 32% were concerned about paying their fuel bills.
  
22. One reason for higher demand from single residents is because there are fewer other 'safety nets' for this group.
  
23. All but 3 of these 289 repeat applicants were of working age. Of the 10% sample only 2 applications out of 105 were made when working and only 1 remained working at the time of their last application. Customers present with different reasons each time but some indicate chaotic lifestyles and lack of any savings to fall back on to for example, replace a broken cooker or fridge.
  
24. The sample applications show that staff consistently refer customers to other departments and agencies who can help them:

the CAB for debt and money advice, the Salvation Army, DWP for Short Term Benefit Advances and Budgeting loans, Carecent (for homeless, unemployed and disadvantaged members of the community), Housing Options, Housing Support workers and Housing Money and Employment workers.

25. Analysis shows that applicants find it difficult to live on the amount of benefit that they receive. Single customers under the age of 25 on Job Seeker's Allowance received £56.80 per week in 2013/14 with a 55p increase in their benefits for 2014/15 to £57.35. If they are over the age of 25 they received £71.70 in 2013/14 with a 70p increase for 2014/15 to £72.40. With fixed incomes at this level it is easy to see that it would be very difficult to budget to eat and pay bills. Rates of ESA are higher but these customers have greater needs and spend more money on getting around or heating their homes.
26. Most applicants rent their home. Local Housing Allowance (LHA) rates in York for 2014/15 and the maximum Housing Benefit rates payable are, for single under 35 years, £66.43 per week or £288.64 per month. For single over 35 year olds it is £100.38 per week or £436.18 per month. Although DHPs are available in the short term to some to help with rents, many people use their benefit income to make up shortfalls in their rent or risk losing their homes.
27. LHA rates do not always meet the level of rents in York. Rent Officers from the Valuation Office Agency provides the government with valuations and property advice. The median (or mid range) rent for rooms in York is £81 per week or £350 per month (the rates for North Yorkshire are virtually the same). For one bed properties it is £127 per week or £550 per month in York, compared with £95 and £410 respectively in North Yorkshire.
28. Four of the sample customers had been sanctioned by the DWP. On 29<sup>th</sup> May 2014 the Cabinet Member for Finance & Performance approved an amendment to YFAS, to allow Emergency grant payments to be made to customers who had received a benefit sanction from the DWP but were formally challenging the decision by a reconsideration or appeal. This recommendation followed evidence from partners in 'Advice York' (part of York Citizens Advice Bureau) that residents were being caused severe financial hardship through unfair sanctions.

29. A report will go to Cabinet later in summer 2014 advising members on other steps that the council is taking to address poverty and financial inclusion in the city.

### **Service Improvement**

30. Since the last Cabinet report in January:
- The scheme eligibility criteria guidance on the website has been amended to make it clearer.
  - Benefit staff have received refresher training in YFAS to ensure that consistent decisions are made on awards.
  - Staff liaise more and work more closely with partners, stakeholders, support agencies and council departments.
  - A bid has been made to the FISG for a YFAS support and debt worker to help customers in emergency situations. CAB does not have the capacity generally between 10am and 5pm on their drop-in days to provide this support and this worker would provide access to the specialist advice and support that vulnerable customers need. The outcome of the bid should be available in July.

### **Withdrawal of government funding in 2015/16**

31. This report has outlined the difficulties some residents have in dealing with their living/food costs in times of crisis. The figures show that
- In the first 3 months of the scheme in 2013/14 spend was £29.5k.
  - In the last 3 months of 2013/14 spend was £95.2k.
  - This trend has not slowed down in the first 3 months of this financial year in which £89k was spent, giving a full year forecast spend of £463k without taking into account any peaks or troughs. This will mean that all in-year DWP monies will be utilised in full and the council contribution will be called upon.

### **Consultation**

32. Consultation with 25% of YFAS applicants plus stakeholders was conducted as part of the 6 monthly review considered by Cabinet on 7<sup>th</sup> January 2014 and feedback was very positive.

## Options

33. This report is for information which means that there are no alternative options to consider.

## Analysis

34. There is no further analysis other than the existing information in the report.

## Council Plan

35. YFAS helps to deliver two priorities in the Council Plan to 'Protect vulnerable people' and to 'Build strong communities'. Financial assistance is targeted at those most in need and assists in allowing residents to continue to live in our communities.

36. It supports the objectives of the Without Walls Poverty Programme Strategy to:

- Establish an overarching view of citywide anti-poverty priorities and to ensure that actions to meet priorities are agreed at a strategic level first and then made operational;
- Embed York's vision for a poverty-free city into all future CYC and partner priorities and, through a targeted programme of interventions, start the city's progress towards its achievement.
- It supports the Child Poverty Strategy principles.

## Implications

37.

### a) Financial

- The base funding from DWP for YFAS, including a grant for administration, was £381,733 for 2013/14 and is £376,180 for 2014/15.
- The DWP grant has been supplemented with additional funds provided by the council as part of the budget setting process for 2013/15. Additional funding of £100,000 was approved for 2013/14 and a further £100,000 for 2014/15.

- The DWP grant will cease in 2015/16. As such Members will need to consider within the budget report in February 2014 the issues relating to the scheme, and the withdrawal of funding.
- A report was brought to Cabinet in October 2013 on technical changes to Council Tax. That report noted that the further changes that were being recommended for introduction 1 April 2014 would yield an estimated £300,000 per annum but that this would need to be monitored as the precise impact could not be determined accurately at that stage. It was also noted that other factors also impacted on council tax, and that there were issues in particular relating to benefits expenditure that would need to be considered. Cabinet approved the following as part of that report:

*“Approve that any additional income from the technical changes to council tax be reserved in the first place to cover potential increases in benefits expenditure, with further consideration at time of budget setting.”*

- Since then the position regarding council tax discount scheme has become clearer regarding costs and these are currently considered to be able to be met from existing provision. It is likely that there will be a significant surplus on the council tax collection fund at the end of this financial year as a prudent view was taken of the impact of technical changes, and other risks associated with collection. Any surplus on the fund can only be used in the following year's budget. It is likely that this additional council tax income will be such that it could be used by Members to continue funding of the YFAS scheme at current levels, despite the loss of Government funding.
- Final decisions on the implications of the loss of government funding, and the council's contribution to the scheme, will be made as part of the Budget report in February. Members are at this stage asked to give commitment to maintaining the YFAS funding at its current levels (inclusive of grant) and considering in principle (subject to the full budget approval), the use of additional council tax, primarily from technical changes, being directed towards the YFAS scheme.

**b) Human Resources (HR)**

The DWP grant provided funds the equivalent of two full-time posts needed to administer the scheme.

**c) Equalities**

The Community Impact Assessment for YFAS is published on the council's website but the key points for ongoing monitoring and action are:

- Analysis of application data will ensure that CYC directs funds to those most in need.
- Using this analysis, look at alternative ways of supporting residents, which may be, for example, seeking partnerships with more groups who can help address those needs.
- To use the Financial Inclusion Strategy to provide city wide support to financially vulnerable customers.
- To use economic inclusion initiatives to try to ensure the right skills are developed to engage all residents in current and future employment opportunities.
- Staff will receive applications from potentially stressed, desperate and upset customers. Staff are trained to deal with these issues.

**d) Legal**

None

**e) Crime and Disorder**

None

**f) Information Technology (IT)**

None if no change to current service provision

**g) Property**

None

**h) Other**

None

## **Risk Management**

38. The key risks are:

- managing the costs of the service (both service delivery and administration) within a fixed budget for 2014/15.
- the potential of less funding from April 2015 will reduce the council's ability to achieve it's objectives as stated in the Council Plan to:
  - protect vulnerable people & build strong communities.
  - support the objectives of the Without Walls Poverty Programme.
  - address poverty and financial inclusion issues.
- managing the budget to ensure that customers get the same service irrespective of when they apply in the financial year;
- minimising opportunities for fraud and abuse, whilst ensuring that customers who need help can access scheme easily and quickly;
- any failure to provide an appropriate service will have a negative impact on the wellbeing of vulnerable people and the reputation of the council.

## **Recommendations**

39. Members are asked to:

- a) Note the performance of the York Financial Assistance Scheme following the first year of operation.
- b) Give commitment to maintaining the YFAS funding at its current levels (inclusive of grant) and considering in principle (subject to the full budget approval), the use of additional council tax from technical changes introduced on 1 April 2014 being directed towards the YFAS scheme.

Reason: To ensure Cabinet can properly plan for future financial pressures relating to the York Financial Assistance Scheme.

**Contact Details**

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<b>Report Approved</b> ✓ <b>Date:</b> 16 June, 2014		
<b>Specialist Implications Officer(s)</b> Financial: Ian Floyd Director of Customer & Business Support Services		
<b>Wards Affected:</b> List wards or tick box to indicate all	<b>All</b>	✓

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

**Background Papers:****Report of Cabinet Member for Corporate Services 4<sup>th</sup> Dec 2012**

Transfer of responsibility of Social Fund to Local Authorities and establishment of the York Financial Assistance Scheme.

**Report of Cabinet Member for Finance, Performance & Customer Services 7<sup>th</sup> January 2014** - Review of the York Financial Assistance Scheme

**Report of Cabinet Member for Finance & Performance 29<sup>th</sup> May 2014** - Amendment to the qualifying criteria of the York Financial Assistance Scheme (YFAS).

**Annexes**

- Annex A YFAS statistics for period 1 April 2013 to 31<sup>st</sup> March 2014.
- Annex B Map of YFAS take up by ward
- Annex C Abbreviations

## Annex A - York Financial Assistance scheme statistics from 2.4.13 to 31.3.14

NB. There are national software reporting problems from February 2014 affecting applicant detail reports but where this has happened this is highlighted.

**Table 1 - No. & status of applications for Emergency & Community grants:**

Status of applications	Numbers
COMPLETE	113
INELIGIBLE	39
PENDING	20
PAID	1557
REFUSED	1096
WITHDRAWN	79
RESOLVING *	3
NEW	14
<b>Grand Total</b>	<b>2921</b>

\* awaiting payment run

Refusal rate **38%**

Total food vouchers issued **189**

**Table 2 - Where applicants found about the scheme from:** (Data on source of 39 ineligible claims not available.)

Council	DWP	Friends/Family	Other	Probation	RSLs	Soc Services	All
1111	983	283	335	45	23	102	2882

**Table 3 - Nos of payments and fund amounts paid monthly**

Month	Emergency £	No. paid	Community £	No. paid	Total no.	Total £
April	2,329	30	2,716	13	43	5,045
May	4,056	75	3,270	9	84	7,326
June	4,045	61	4,788	14	75	8,833
July	7,117	89	14,301	29	118	21,418
August	8,268	92	6,620	16	108	14,888
September	6,094	88	10,250	23	111	16,344
October	6,845	109	8,455	18	127	15,300
November	8,131	107	8,758	17	124	16,889
December	7,073	83	12,794	23	106	19,867
January	10,353	130	20,438	46	176	30,791
February	10,556	120	17,613	40	160	28,169
March	12,715	148	14,094	40	188	26,809
	<b>86,724</b>	1132	<b>124,953</b>	289	1421	<b>211,677</b>

There was a slow start with increased expenditure during the school holidays and from Christmas onwards. This broadly replicates expenditure patterns under the Department for Works and Pensions Social Fund for Crisis loans and Community Care grants but the latest data we have is year ending March 2012. The DWP do not intend to release data for 12/13.

An additional £28,643 was awarded for additional help towards council tax.

**Table 4 - Analysis of items requested for Emergency & Community Grants paid.**

Items	Community count of item codes	Sum of amounts £	Emergency count of item codes	Sum of amounts £	Total items	Total amount
BEDDING	118	4,227			118	4,227
CLOTHING			76	4,020	76	4,020
CURTAINS	92	3,783			92	3,783
DAILYEXPEN			1,048	58,174	1,048	58,174
FLOORING	82	11,467			82	11,467
FURNITURE	545	38,271	49	4,818	594	43,089
HOUSEHOLD	289	5,139	1	37	290	5,177
TRAVEL	6	518	52	2,628	58	3,147
WHITE	436	60,524	130	17,605	566	80,241
REPAIR			5	461	5	461
<b>Grand Total</b>	<b>1,568</b>	<b>124,953</b>	<b>1,361</b>	<b>88427.23</b>	<b>2,929</b>	<b>211,677</b>

**(NB Items not number of applications.)**

38% on white goods – cookers, washers & fridges

27% on daily living expenses – have no money to buy food

20% on furniture

**Table 5 How are people applying?** 60% via public website 21% over the phone (excludes ineligible claims)

Method	Nos
EMAIL	11
IN PERSON	64
ONLINE	1735
PHONE	608
POST	109
Not classified	355
<b>Grand Total</b>	<b>2882</b>

## Table 6 - Who is applying?

As mentioned there are software reporting problems which started in February – **these figures are from end January 2014** when accurate data was available.

Applications & status	Couple	£	Family	£	Lone Parent	£	Pensioner	£	Single people	£	Total Nos.	Total paid £
PENDING					3	0			7	0	10	0
NEW									1	0	1	0
INELIGIBLE									36	0	36	0
COMPLETE	1	0	8	0	15	0	7	0	67	170.07	98	170.07
PAID	44	5919.46	107	14051.68	242	46678.28	29	5954.49	767	84425.88	1189	157029.7
REFUSED	23	0	65	0	133	0	18	0	587	0	826	0
WITHDRAWN			5	0	1	0	2	0	66	0	74	0
<b>Grand Total</b>	<b>68</b>	<b>5919.46</b>	<b>185</b>	<b>14051.68</b>	<b>394</b>	<b>46678.28</b>	<b>56</b>	<b>5954.49</b>	<b>1531</b>	<b>84595.95</b>	<b>2234</b>	<b>157199.86</b>

### Applications

### Refusal rate

68.5% Single People

38%

18% Lone parents

34%

8 % Families

35%

### Applications

### Refusal rate

2.5 % Pensioners

32%

3% Couples

34%

**Table 7 - What are people with different circumstances applying for ?**

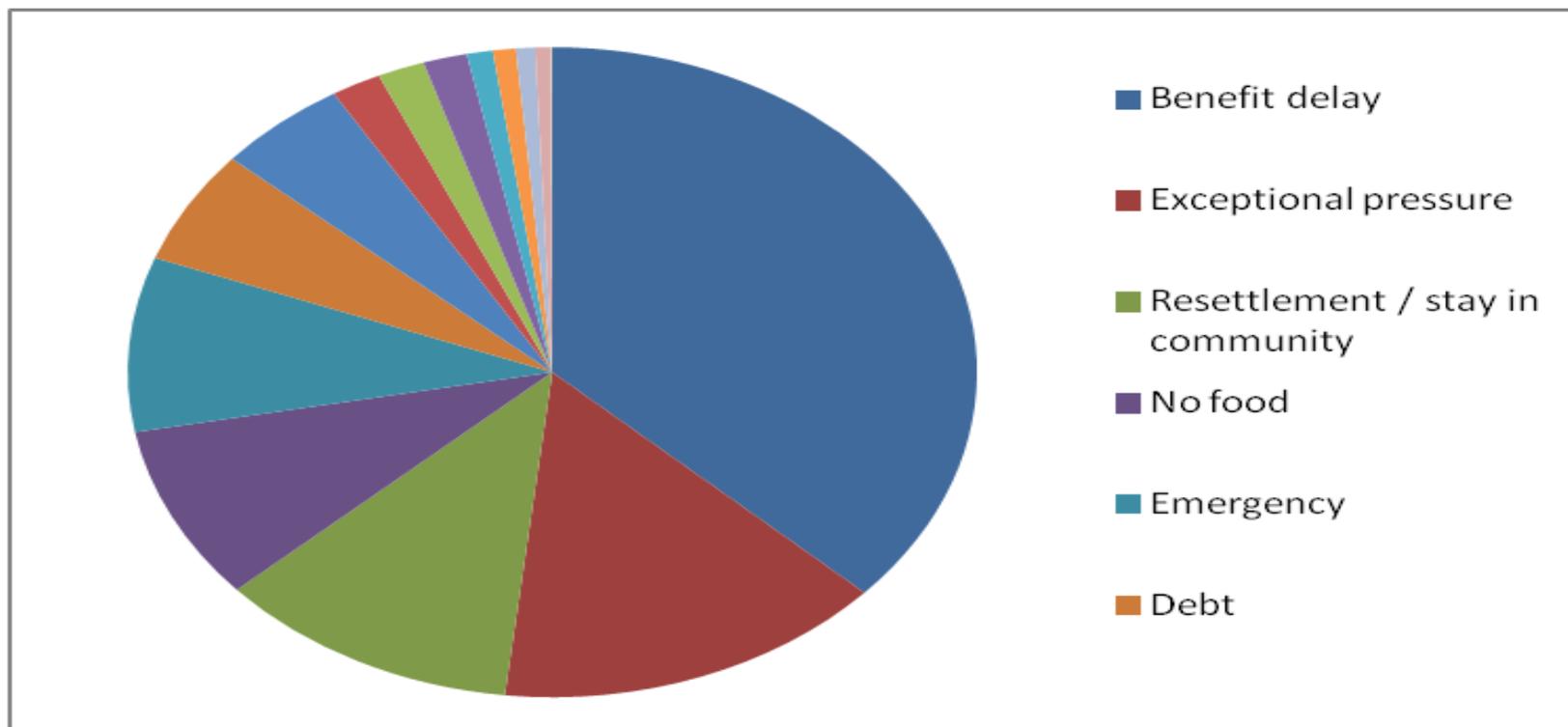
Item	Couple	Family	Lone Parent	Pensioner	Single	Items Total
BED	11	28	90	12	180	321
BEDDING	11	5	15	4	65	100
CLOTHING		7	17	1	132	157
COOKER	3	8	29	5	54	99
COOKPANS			1		1	2
CROCKCUTLY			1		4	5
CURTAINS		2	3	1	5	11
<b>DAILYEXPEN</b>	<b>48</b>	<b>130</b>	<b>255</b>	<b>30</b>	<b>1012</b>	<b>1475</b>
DRAWERS		1			4	5
FLOORCOVER	1		7	1	20	29
FRIDGE	3	5	11		21	40
IRON					1	1
MICROWAVE					2	2
REPAIR		1	4	2	5	12
SOFACHAIR		1			3	4
TRAVELCOST		4	5	4	33	46
WARDROBE			1			1
WASHER	1	3	9	2	11	26
<b>Grand Total</b>	<b>78</b>	<b>195</b>	<b>448</b>	<b>62</b>	<b>1553</b>	<b>2336</b>

NB The report from which this table is compiled shows the first item asked for, which for daily living expenses is normally the only item requested, so while not a total picture it gives a good indication of demand in each group.

**Daily living expenses applications breakdown**

69% are from single people.    17 % are from lone parents            9% are from families.

**Table 8 - The reasons why people are applying**



**Top 7 reasons**

Delay in Benefit payments	37%
Exceptional Pressure	15%
Resettlement / stay in community*	12%
No food	9%
Emergency	9%
Debt	6%
Money lost or stolen	5%

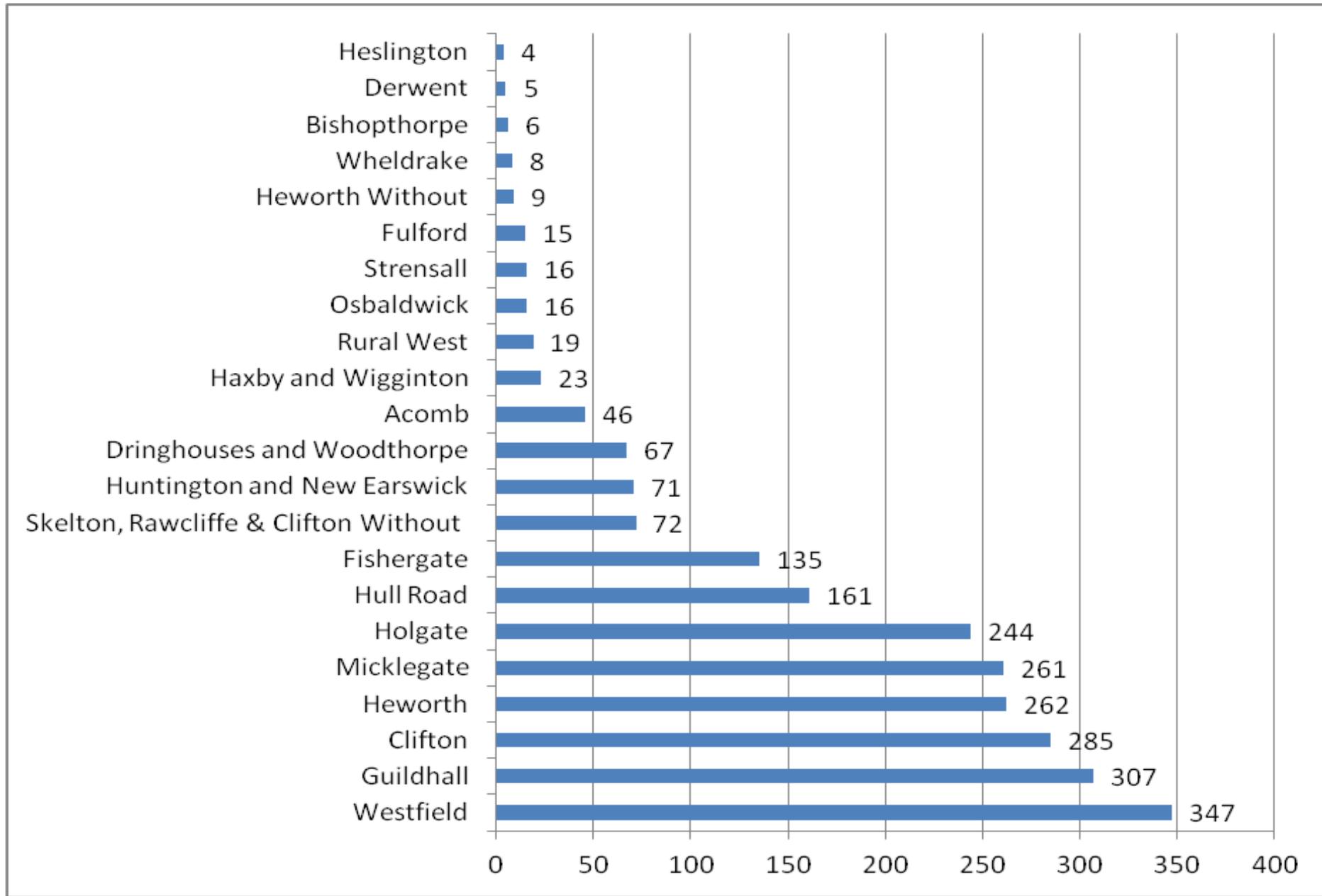
\* See categories included in table 9 below

**Table 9 Full breakdown with numbers of reasons for application**

<b>Reason</b>	<b>Nos</b>	<b>Reason</b>	<b>Nos</b>
Benefit delay	968	*Leaving prison	44
Exceptional pressure	392	*To stay in the community	39
No food	229	Council Tax	26
Emergency	228	Fuel supply cut off	23
Debt	149	One off exceptional expenses	19
Money lost	131	Disaster	16
*Resettlement not previously homeless	108	*Leaving institution - not care	9
*Resettlement previously homeless	91	*Leaving care	7
Special travel e.g. To funeral	50	*Leaving hospital	5
Repairs	47	Caring for released prisoner	1
Money stolen	44	Unknown sys issue not included	256

Sample size (2882) less Unknowns is 2626

**Table 10 - Applicants by Ward**



Data sample 2379

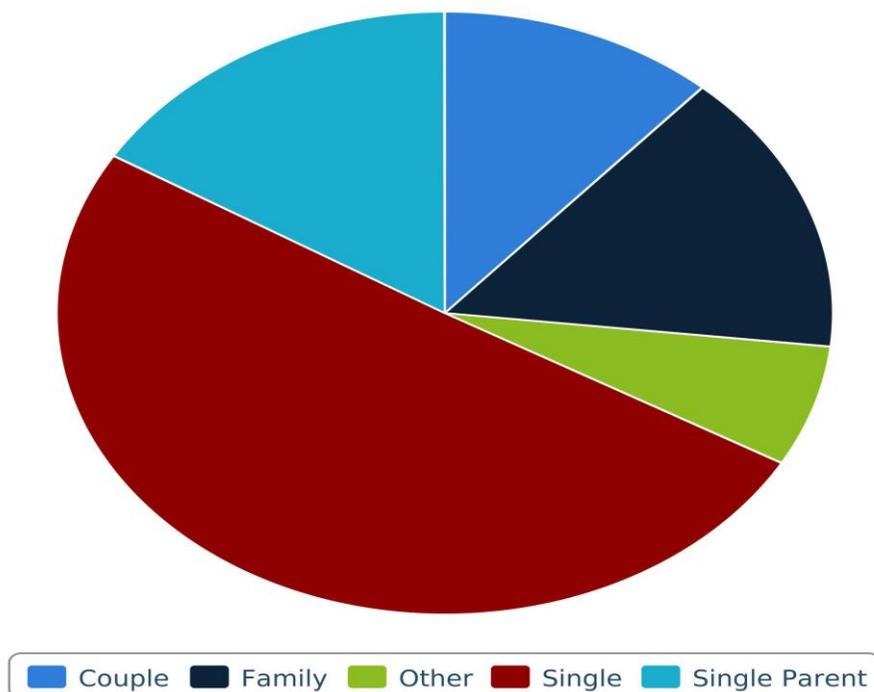
## Table 11 - The Trussell Trust Food banks

We are authorised to issue food vouchers and generally do so when our applicant is waiting for a DWP benefit to be paid (and cannot get a benefit advance).

Vouchers issued by YFAS have fed 146 adults and 53 children.

The Trust has provided us with the following information about use of the Food banks in York. **This confirms our experience in that the largest percentage group accessing both services are single people. This could be because there are no safety nets for this group.**

Couple	12%
Family	15%
Other	7%
Single	50%
Single Parent	16%



**Table 12 – Vouchers issued by the Trussell Trust by Ward including numbers of adults and children helped**

Ward	Vouchers	Adults	Children	Total people
Westfield	256	400	232	632
Holgate	214	277	85	362
Heworth	156	224	172	396
Hull Road	123	185	150	335
Micklegate	106	131	38	169
Guildhall	117	156	34	190
Clifton	138	187	132	319
Dringhouses & Woodthorpe	59	75	40	115
Acomb	57	102	100	202
Fishergate	61	77	16	93
Huntington & New Earswick	45	67	43	110
Osbaldwick	19	42	13	55
Rural West	15	29	6	35
Skelton, Rawcliffe & Clifton Without	25	37	35	72
Bishopthorpe	5	11	0	11
Heworth Without	8	11	0	11
Wheldrake	7	14	2	16
Fulford	8	8	11	19
Strensall	9	10	5	15
Haxby & Wigginton	8	11	4	15
Derwent	0	0	0	0
Heslington	2	2	0	2
	1438	2056	1118	3174

**Table 13 – The Trussell Food bank Crisis types – why people ask for food vouchers**

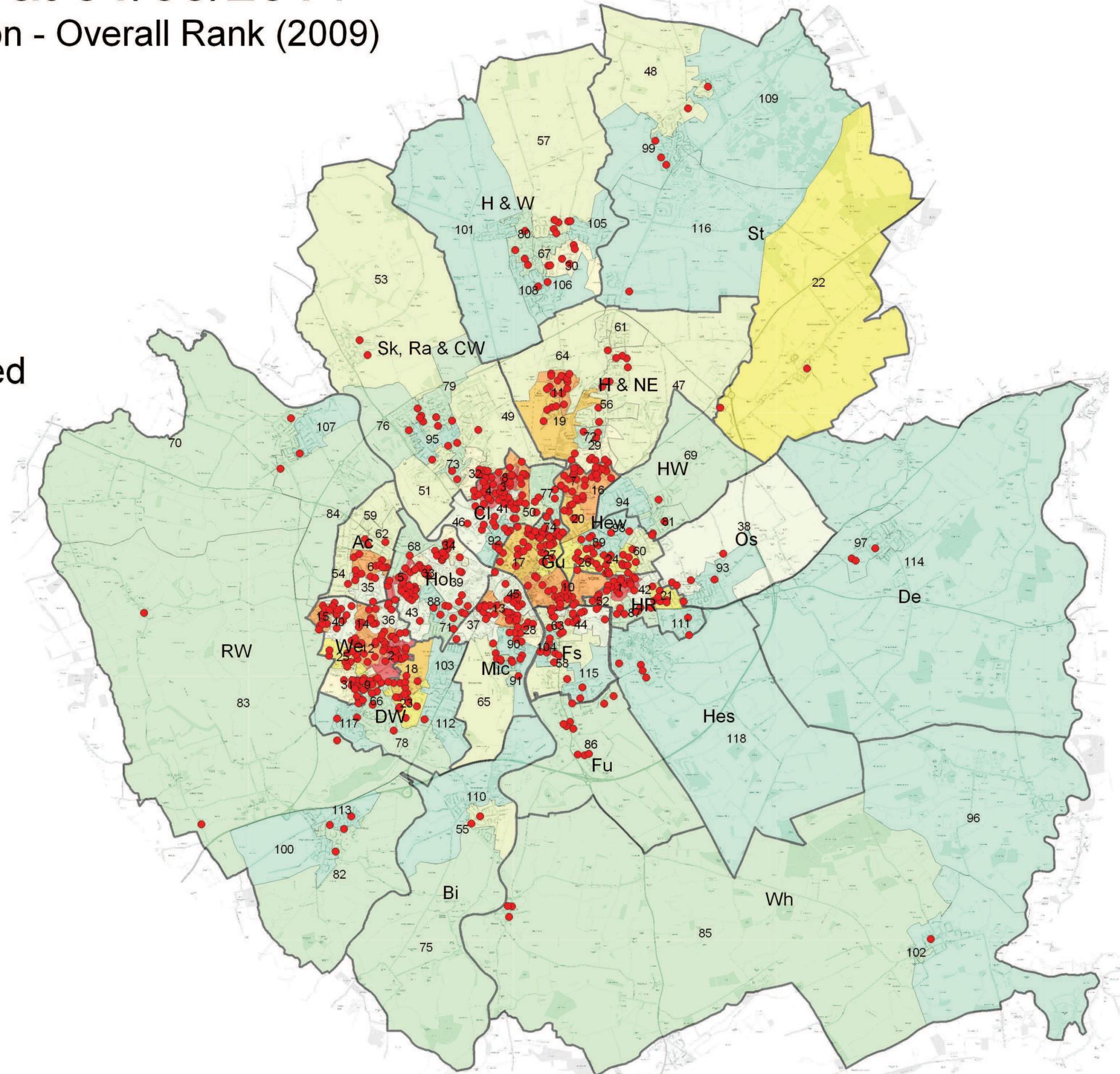
Crisis	Nos. Vouchers	Adults	Children	Total
Benefit changes	273	418	188	606
Benefit delays	490	692	339	1031
Child holiday meals	4	9	6	15
Debt	175	242	186	428
Delayed wages	20	34	17	51
Domestic violence	22	23	29	52
Homeless	52	63	9	72
Low income	305	431	236	667
Other	132	188	106	294
Refused Crisis loan	2	3	0	3
Sickness	26	37	10	47
Unemployed	47	63	30	93
Totals	1550	2205	1156	3361

The difference in the number of vouchers issued between table 12 & 13 is due to vouchers issued outside of York area & 94 vouchers where the reason for issue is unknown.

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# YFAS Applicants as at 31/03/2014

Indices of Economic Deprivation - Overall Rank (2009)



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**Annex C**

**Annual Report of the Financial Inclusion Steering Group 2013/14**

**List of Abbreviations**

CAB	Citizen's Advice Bureau
CYC	City of York Council
DHPs	Discretionary Housing Payments
DWP	Department for Works and Pensions
ESA	Employment & Support Allowance
FISG	Financial Inclusion Steering Group
HB	Housing Benefits
JSA	Job Seeker's Allowance
LCTS	Local Council Tax Support
LHA	Local Housing Allowance
RSL's	Registered Social Landlords
YFAS	York's Financial Assistance Scheme

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**Cabinet****1 July 2014**

Report of the Cabinet Member for Environmental Services, Planning & Sustainability

**Minutes from the Local Plan Working Group 31<sup>st</sup> March 2014 and 30<sup>th</sup> June 2014****Summary**

1. The purpose of this report is to inform Members of the recommendations from the Local Plan Working Group meeting on 31<sup>st</sup> March, in their capacity as an advisory body to the Cabinet. It requests that Cabinet approve the recommendations from the Local Plan Working Group in relation to:
  - Controlling the Concentration of Houses in Multiple Occupation (HMO) Supplementary Planning Document (SPD); and
  - City of York Streetscape Strategy and Guidance.
2. It also requests that Cabinet approve the recommendations from the 30<sup>th</sup> June Local Plan Working Group meeting in relation to the draft Wheldrake and Strensall with Towthorpe Village Design Statements. Minutes from this meeting will be circulated at the Cabinet meeting.

**Background**

3. At the Local Plan Working Group meeting on 31<sup>st</sup> March Members considered reports in relation to the Controlling the Concentration of HMOs SPD and the City of York Streetscape Strategy Guidance.
4. Consideration was given to a report which provided details in relation to recent advice issued by the Planning Inspectorate in relation to HMOs and Permitted Development Rights. It was noted that when the HMO SPD had been updated, earlier in the year, the view had been that HMO's did not benefit from permitted development rights and text to this effect had been added into the SPD. However, since that time, an advice note had been issued confirming that HMO's could benefit from the permitted development rights granted to dwelling houses. To ensure that the SPD was fit for purpose and reflected current national advice

Members were requested to amend the SPD accordingly. The report relating to this agenda item can be found at Annex A.

5. Members also considered a report, at Annex B, which presented the City of York Streetscape Strategy and Guidance document which gives a strategic overview, detailed analysis and guidance for the maintenance, management and enhancement of the city's streets and spaces, as part of the Reinvigorate York programme. As York remained one of the few cities without a public realm strategy the production of this had been seen as a priority for the Reinvigorate York Board to inform future city centre improvement work.
6. At the 30<sup>th</sup> June Local Plan Working Group meeting Members are considering a report on draft Village Design Statements for Wheldrake and Strensall with Towthorpe. The documents have now reached the stage where it is appropriate to undertake a public consultation exercise, for which Members are asked to approve.

#### **The Minutes**

7. The minutes from the 31<sup>st</sup> March Local Plan Working Group meeting can be found at Annex C. Please note there was an editing error with regards to the options section of the report in the Controlling the Concentration of HMOs SPD and subsequently in the minutes. A verbal update was given at the meeting to indicate the error but was not reflected in the minutes. Minutes from the 30<sup>th</sup> June Local Plan Working Group will be circulated at the Cabinet meeting on 1<sup>st</sup> July.
8. With regard to HMOs Members of the Local Plan Working Group made the following recommendations
  - i) That Cabinet approve the proposed minor factual amendments to paragraph 5.21 of the Controlling the Concentration of HMO's Supplementary Planning Guidance as outlined in Option 1 in the report.
  - ii) That Officers be requested to monitor the number of pre-applications received in relation to permitted development rights on HMO's in order to gain a comprehensive picture of the affect of this change.

Reason: So that the SPD is fit for purpose and reflects current national advice.

9. For the Streetscape Strategy and Guidance the following recommendations were made:

- i) That, in line with Option1 Cabinet approve adoption of the City of York Streetscape Strategy and Guidance document subject to the above mentioned amendments and additions.
- ii) That consideration be given to future expansion of this work to cover the rural areas of the city.

Reason: As this document is urgently required to provide much needed and long overdue guidance in the use of materials and street furniture in the city.

10. At the 30<sup>th</sup> June Local Plan Working Group Members will be asked to approve the draft Village Design Statements for public consultation. Link to reports for this meeting on the Council website;  
<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=128&MId=8513&Ver=4>

### **Options**

11. The options below are available to Cabinet.

Option 1: Approve the recommendations from the Local Plan Working Group meeting held on 31<sup>st</sup> March 2014 as shown at Annex C and the recommendations from the Local Plan Working Group meeting held on 30<sup>th</sup> June (minutes to be circulated at the Cabinet meeting).

Option 2: Do not approve the recommendations and instead request further work.

### **Analysis**

12. The key issues in relation to the HMO and Streetscape Strategy and Guidance reports were considered by Members of the Local Plan Working Group on 31<sup>st</sup> March and the key issues in relation to the draft Village Design Statements will be discussed at the 30<sup>th</sup> June Local Plan Working Group. It is recommended that Cabinet approve Option1 so that the HMO SPD is fit for purpose and reflects current national advice and to provide much needed and long overdue guidance in the use of materials and street furniture in the city. It will also allow the draft Village Design Statements to follow in the footsteps of other previous examples that have been agreed; observing the general guidance and principles required in their production, whilst successfully defining the individual

qualities of the villages and bringing forward appropriate Design Guidelines.

### **Council Plan**

13. The relationship with the Council Plan priorities of the three reports can be found in the individual Local Plan Working Group reports.

### **Implications**

14. The implications associated with the three reports can be found in the individual Local Plan Working Group reports. In relation to equalities a Community Impact Assessment (CIA) has been carried out with regard to the minutes from the 31<sup>st</sup> March Local Plan Working Group and highlights positive impacts on age by meeting housing needs and improving the safety and accessibility of the city's streets and spaces and disability by improving the safety and accessibility of the city's streets and spaces. The full CIA is attached to this report in Annex D. A full CIA has also been undertaken for Draft Village Design Statements which has indicated positive impact on age and disability groups and can be found as part of the Local Plan Working Group papers for 30<sup>th</sup> June meeting.

### **Risk Management**

15. The risks associated with the three reports can be found in the individual Local Plan Working Group reports.

### **Recommendations**

16. That Cabinet approve the recommendations from the Local Plan Working Group meeting held on 31<sup>st</sup> March 2014 as shown at Annex C and the recommendations from the Local Plan Working Group meeting held on 30<sup>th</sup> June (minutes to be circulated at the Cabinet meeting).

Reason: So that the HMO SPD is fit for purpose and reflects current national advice, to provide much needed and long overdue guidance in the use of materials and street furniture in the city and to allow the draft Village Design Statements to follow in the footsteps of other previous examples that have been agreed.

**Contact details:**

<b>Author:</b>	<b>Cabinet Member and Chief Officer responsible for the report:</b>		
Frances Harrison Development Officer Planning & Environmental Management 01904 551388	Cllr Dave Merrett, Cabinet Member for Environmental Services, Planning & Sustainability  Mike Slater Assistant Director Development Services, Planning & Regeneration		
	<b>Report Approved</b>	√	<b>Date</b> 13 June 2014
<b>Specialist Implications Officer(s)</b> N/A			
<b>Wards Affected:</b> All			√
<b>For further information please contact the authors of the report</b>			

Glossary of Abbreviations

HMO – Houses in Multiple Occupation

SPD – Supplementary Planning Document

**Background Papers:** As below**Annexes:**

**Annex A:** Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document Local Plan Working Group Report, 31<sup>st</sup> March 2014 – Link to full report

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=128&MId=8478&Ver=4>

**Annex B:** Streetscape Strategy Guidance Local Plan Working Group Report, 31<sup>st</sup> March 2014 – Link to full report

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=128&MId=8478&Ver=4>

**Annex C:** Local Plan Working Group Minutes, 31<sup>st</sup> March 2014

**Annex D:** Community Impact Assessment for Minutes from 31<sup>st</sup> March 2014 Local Plan Working Group

**Annex A: Controlling the Concentration of Houses in Multiple  
Occupation Supplementary Planning Document Local Plan Working  
Group Report, 31<sup>st</sup> March 2014**



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Local Plan Working Group

31<sup>st</sup> March 2014

## **Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document**

### **Summary**

1. This report provides an overview of recent advice issued by the Planning Inspectorate (PINS) in relation to Houses in Multiple Occupation (HMOs) and Permitted Development (PD) Rights. It requests that Cabinet approve factual amendments to the Controlling the Concentration of HMOs Supplementary Planning Document (SPD) to reflect the advice of the Planning Inspectorate (PINS).

### **HMOs and PD Rights**

2. When the Controlling the Concentration of Houses in Multiple Occupation (HMO) Supplementary Planning Document (SPD) was updated following the Local Plan Working Group on 9<sup>th</sup> December and Cabinet on 7<sup>th</sup> January the view was that HMOs did not benefit from Permitted Development (PD) rights. This was the view held by several other Local Authorities on this issue at that time. Additional text was added to the SPD at paragraph 5.21 to clarify PD rights for HMOs.
3. On the 15<sup>th</sup> January PINS issued an advice note to its inspectors regarding HMOs and PD rights (attached for information). In it PINS has indicated that 'Houses in Multiple Occupation, including those which fall within Class C4 can benefit from the permitted development rights granted to dwellinghouses by the General Permitted Development Order (GPDO)'. This means that a HMO does benefit from PD Rights unless it does not accord with the definition of a "dwelling house" or it contains, or is, a flat. The definition of dwelling house is including in Annex 1, the advice note produced by PINS.
4. This implies that a typical HMO does benefit from Part 1 of the GPDO. It is likely that Inspectors will attach significant weight to the advice note. Particularly given recent appeal decisions in November

2013, December 2013, and January 2014 in which the Inspectors concluded that an HMO does benefit from Part 1 of the GPDO and have PD rights. This means that those Local Planning Authorities that continue to apply the interpretation that an HMO does not benefit from Part 1 of the GPDO (i.e. by attaching limited weight to the advice note) are likely to find that their interpretation is not supported at appeal. In light of this Officers are of the view that the Council should now see HMOs as having PD rights.

5. The PD rights afforded to HMOs are set out in Annex 2, an extract from Schedule 2, Town and Country Planning (Use Classes) Order 1987 (as Amended).

### **Proposed Amendments to SPD**

6. The following factual amendments to the SPD are suggested to ensure that it is fit for purpose and reflects current national advice on the issue:

*A number of changes and additions to the rights to carry out works or change the use of land or buildings without needing planning permission have been made through changes to Permitted Development Rights in May 2013. This includes changes to domestic rear extensions. For HMOs falling under the new Use Class C4 the Council's position on this at present is that they do not benefit from permitted development rights and therefore planning permission is required for additions/alterations to these type of properties. Following advice from the Planning Inspectorate the Council's present position is that small HMOs can normally benefit from permitted development rights. However there maybe some cases, for example bed sit type large HMOs, where not all HMOs would necessarily have permitted development rights. It is recommended that an application for a Lawful Development Certificate for proposed development is submitted or pre-application advice from the Council is sought. For further information on the pre-application service provided by the Council please contact planning enquires on 01904 551550 or at [planning.enquiries@york.gov.uk](mailto:planning.enquiries@york.gov.uk)*

## Options

7. The following options are available for Cabinet to consider:

**Option 1** – approve the proposed minor factual amendments to paragraph 5.21 of the Controlling the Concentration of HMOs SPD.

**Option 2** – do not approve the application subject to amendments to the Neighbourhood Plan boundary and request that Officers explore the issue further.

## Analysis

8. As set out above, it is likely that Inspectors will attach significant weight to the PINS advice note. This means that if City of York Council attaches limited weight to the advice note and continue to apply the interpretation that an HMO does not benefit from PD rights the Council are likely to find that it is not supported at appeal.

## Council Plan

9. Controlling the concentration of HMOs relates to the following Council Plan Priorities:

- Build strong communities.
- Protect vulnerable people.
- Protect the environment.

## Implications

10. The implications are as listed below:

- **Financial:** None
- **Human Resources (HR):** None
- **Equalities:** None
- **Legal:** None
- **Crime and Disorder:** None
- **Information Technology (IT):** None
- **Property:** None
- **Other:** None

**Risk Management**

11. No significant risks are associated with the recommendations in this report have been identified.

**Recommendations**

12. The Local Plan Working Group recommends Cabinet to:

- (i) Approve the proposed minor factual amendments to paragraph 5.21 of the Controlling the Concentration of HMOs SPD as per Option 1.

Reason: So that the SPD is fit for purpose and reflects current national advice.

**Contact Details:**

**Author**

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Development Officer  
Planning and Environmental  
Management  
Tel No: (01904) 551338

**Chief Officer Responsible for the report**

Michael Slater  
Assistant Director Development  
Services, Planning and  
Regeneration

**Report Approved**  **Date** 21/03/14

**Specialist Implications Officer(s)**

There are no specialist officer implications.

**Wards Affected:**

**All**

**For further information please contact the authors of the report.**

**Glossary of Abbreviations**

- Annex A:** Copy of PINs advice note to Inspectors
- Annex B:** Extract from Schedule 2, Town and Country Planning (Use Classes) Order 1987 (as Amended)

**Annex B: Streetscape Strategy Guidance Local Plan Working Group  
Report, 31<sup>st</sup> March 2014**



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**Local Plan Working Group**

**31<sup>st</sup> March, 2014**

## **City of York Streetscape Strategy and Guidance**

### **Summary**

1. This guidance document is part of the Reinvigorate York programme and consists of a strategic overview, detailed analysis of, and guidance for, the maintenance, management and enhancement of, city's streets and spaces. It includes six key strategic principles and an implementation framework. Its purpose is to inform the council's own work in the public realm and the work of others: developers, utility companies and others. This document is the final edited document following a period of extensive public and internal consultation. The Local Plan Working Group are being asked to agree the document as part of supporting evidence for local plan policy and development management purposes. They are also asked to support or recommend its consideration by cabinet or cabinet member for adoption as a key council document.

### **Background**

2. The Streetscape Strategy and Guidance Document (Other cities will describe this as a public realm strategy) has been strongly recommended by the City Centre Movement & Accessibility Framework; Alan Simpson's New City Beautiful City of York Economic Vision; the Historic Core Conservation Area Appraisal and the Footstreets Review. York remained one of the few cities without a public realm strategy. The production and delivery of this was recognised as a priority for the Reinvigorate York Board to inform the implementation of city centre improvement work and annual maintenance, renewal and enhancement of the city's streets and spaces.

## **Consultation**

3. The draft document had extensive public and stakeholder consultation. The public consultation period ran from 5<sup>th</sup> of June to 31<sup>st</sup> July 2013. A total of 59 detailed responses from the public were received. Internal consultation included an officer and member workshop and one-to-one consultations with a number of key officers involved with: street cleaning; the better bus fund; cycling; road maintenance; conservation; street signs; streetworks; highway engineering and urban design. The consultation has also specifically benefited from input from English Heritage and the York Civic Trust.

## **Options**

- Option one: To accept the document and support or recommend its consideration by cabinet or cabinet member for adoption as a key council document.
- Option two: to reject the document and not to support or recommend its consideration by cabinet or cabinet member for adoption as a key council document.

## **Analysis**

4. Option two would not be realistic as the document has been out to extensive consultation with the overwhelming response being extremely positive. The document is also urgently required to provide much needed and long overdue guidance in the use of materials and street furniture in the city. All consultation responses were very detailed and it is unlikely that anything of significance has been missed and the final document has been copy edited.

## **Council Plan**

5. The document helps deliver against Protecting Vulnerable People. The strategy and guidance was heavily informed by a City Centre Access & Mobility Audit commissioned of access consultants. The document also delivers against Protect the Environment by setting standards for the public realm, helping to improve the safety and

accessibility of the city's streets and spaces as well as improving the look and feel of the historic core and other areas.

### **Implications**

7.

- **Financial** there are no direct financial implications.
- **Human Resources (HR)** none
- **Equalities** none, although the document content has a positive impact on equalities
- **Legal** none
- **Crime and Disorder** none
- **Information Technology (IT)** none
- **Property** none

### **Risk Management**

8. There are no risks associated with this report.

### **Recommendations**

9. Members are recommended to:

In line with Option 1, accept the document and support or recommend its consideration by Cabinet or Cabinet Member for adoption as a key council document.

Reason: The document is urgently required to provide much needed and long overdue guidance in the use of materials and street furniture in the city.

**Contact Details**

**Report Author:**  
Bob Sydes  
Heritage Renaissance  
Officer  
Tel : 01904 551329

**Chief Officer Responsible for the Report:**  
Martin Grainger  
Head of Integrated Strategy  
Tel: 01904 551317

**Report Approved**

**Date** 21<sup>st</sup> March, 2014

**Wards Affected: All**

**All**

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

**Annexes**

Annex A: The City of York Streetscape Strategy and Guidance Consultation Responses.

Annex B: The City of York Streetscape Strategt and Guidance.

**Annex C: Local Plan Working Group Minutes, 31<sup>st</sup> March 2014**

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Meeting	Local Plan Working Group
Date	31 March 2014
Present	Councillors Merrett (Chair), Ayre, Barnes, D'Agorne, Horton, Reid, Riches, Simpson-Laing, Steward, Watt (Vice-Chair) and Levene (Sub for Cllr Funnell)
Apologies	Councillor Funnell

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### 13. **DECLARATIONS OF INTEREST**

Members were 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 the business on the agenda.

Councillor Merrett declared a personal interest in relation to Agenda item 5 (City of York Streetscape Strategy and Guidance) as an honorary member of the Cycle Touring Club and as a York Cycle Campaign member.

Councillor D'Agorne also declared a personal interest in relation to Agenda item 5 (City of York Streetscape Strategy and Guidance) as a member of the Cycle Touring Club and the York Cycle Campaign.

### 14. **MINUTES**

Arising out of discussion of the minutes, Officers confirmed that they would report back their findings to Members in relation to the final two bullet points in Minute 12 – City of York Council and North York Moors National Park Minerals and Waste Joint Plan. <sup>1</sup>.

Resolved: That the minutes of the last meeting of the Group held on 13 January 2014 be approved and signed by the Chair as a correct record.

Action Required

1. Email Members outcome of exploratory work in relation to MG these outstanding points.

**15. PUBLIC PARTICIPATION**

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

**16. CONTROLLING HOUSES IN MULTIPLE OCCUPATION - SUPPLEMENTARY PLANNING DOCUMENT.**

Consideration was given to a report which provided details in relation to recent advice issued by the Planning Inspectorate in relation to Houses in Multiple Occupation (HMO) and Permitted Development Rights.

It was noted that when the HMO Supplementary Planning Guidance (SPD) had been updated, earlier in the year, the view had been that HMO's did not benefit from permitted development rights and text to this effect had been added into the SPD. However, since that time, an advice note had been issued confirming that HMO's, including those falling within Class 4, could benefit from the permitted development rights granted to dwelling houses.

To ensure that the SPD was fit for purpose and reflected current national advice Members were requested to amend the SPD accordingly.

Members expressed concerns at the proposed changes including the impact this could have on residential streets and at recent appeal decisions on HMO properties. It was suggested that information relating to the number of bedrooms should be recorded when HMO applications were submitted.

Consideration was then given to the following options:

**Option 1** – approve the proposed minor factual amendments to paragraph 5.21 of the Controlling the Concentration of HMOs SPD.

**Option 2** – do not approve the application subject to amendments to the Neighbourhood Plan boundary and request that Officers explore the issue further.

- Recommended:
- i) That Cabinet approve the proposed minor factual amendments to paragraph 5.21 of the Controlling the Concentration of HMO's Supplementary Planning Guidance as outlined in Option 1 in the report.
  - ii) That Officers be requested to monitor the number of pre-applications received in relation to permitted development rights on HMO's in order to gain a comprehensive picture of the affect of this change.

Reason: So that the SPD is fit for purpose and reflects current national advice.

## 17. **CITY OF YORK STREETScape STRATEGY AND GUIDANCE.**

Members considered a report which presented the City of York Streetscape Strategy and Guidance document at Annex A which gave a strategic overview, detailed analysis and guidance for the maintenance, management and enhancement of the city's streets and spaces, as part of the Reinvigorate York programme.

As York remained one of the few cities without a public realm strategy the production of this had been seen as a priority for the Reinvigorate York Board to inform future city centre improvement work.

Officers presented the document, outlining the problems which they had tried to overcome, the 6 key strategic principles and the proposed implementation framework. It was noted that Officers had, as far as possible, included all the comments received. Members expressed their appreciation to Officers for the work undertaken.

Members made a number of comments in relation to the document the main ones being:

### **General**

- York's attractiveness came from its differences, the buildings and roofscapes
- Questioned how the report related to the rural areas and villages. Officers confirmed that the detail in the document had been designed to relate to the urban area however the principals related to all areas of the city.
- Request for a presumption in favour of the retention of York flagstones when works were required on the city's footpaths. Officers confirmed that wherever possible this would be done, however the paving policy, referred to in the report, was only an operating document rather than an approved policy
- Key Gateway streets appeared to have been overlooked e.g. Layerthorpe
- Secondary Shopping Streets – it was unclear as to which part of Heworth the report was referring to on the map at page 185
- Questioned default style of bollard/bins suggested and policy for changing this, if appropriate. Officers confirmed that the default furniture was the baseline and other types, such as more contemporary styles may be suitable in some locations but should be of a high quality and reflect the setting. Replacement would be undertaken as and when necessary.

### **Detailed Comments**

- Request to remove personal details in the consultation responses. Officers confirmed that this would be done.
- Page 110 – The Vision: Reference in fifth paragraph to “Our visions for York are that:  
York must be for people/York must be for everyone”  
Officers agreed to remove one of these references
- Need to ‘keep things simple’ for dementia sufferers. Officers confirmed that this document would help simplify the public realm for both residents and visitors
- Request for wayfinding city information maps to be correctly orientated to assist visitors
- Page 129 - Principle 6: Light and dark: key message regarding architectural lighting required adding in to the

text and there was a need to ensure safety in the darker areas. Officers agreed to reword this section accordingly

- Page 132 – Footnote 4: amend to read ‘pers. comm, Sir Ron Cooke’
- Page 136 – Footways: Officers confirmed that recommended paving was available in specially reinforced versions that could be used in areas where vehicle over-run was likely
- Page 144 – Cycle Lanes and Tracks: consider some rewording in relation to the reference to cycle lanes on carriageways being at least 1.5m wide, recognising that although this was the target, some compromises may be required
- Grates and service covers should be level with the carriageway. Grates should be laid perpendicular to the direction of travel to ensure cyclists safety.
- Request for careful lighting design to ensure streetlights on footpaths did not leave the path in darkness. It was noted that this often related to lantern design and that discussions would be undertaken with highway Officers.
- Reference to the issues of lighting in private car parks. Officers to add in reference to light pollution in appropriate section
- When replacing high level lighting, note should be taken of the location of adjacent trees and lighting sited accordingly
- Architectural lighting trial – Officers to report back on results
- Page 148 - Pavement Cafes: expand final bullet point to include the appropriateness of parasols
- Page 153 – Planters and Planting Beds: Photo to be added of a raised bed
- Page 154 – Public Art: Second line to read ‘William Etty’ and third paragraph to include reference to ‘The Chalfonts’
- Officers confirmed that the ‘Wayfinding Strategy for the City’ would be looking at street advertisement of city events and the Digital York initiative at the digital aspects of advertising
- Officers confirmed that the authority had no control over advertising on public utility street cabinets however one of the next steps would involve discussions with these bodies
- Page 162 – Waste Management: reference to a number of city centre businesses without suitable areas to store waste bins. Confirmed that Officers were looking at the

possibility of trialling a fenced area or providing bins elsewhere for businesses to deposit their waste.

- Page 165 – Cycling Signage: prior to removal of any cycle lane signs Officers to check with Police as to their legal necessity
- Page 167: Insert photo of good example of wall mounted sign
- Page 167 – Street Signs: noted that in some areas, traditional signage for street names was also sited on the lamppost of the street opposite. Officers agreed to add in the reference
- Page 184/185 – Secondary Zones: Locations – Officers to include definition of secondary shopping streets and correct naming of streets on the map
- Page 188 – Street Furniture – include reference to bus stops
- Page 196 – Ban on all ‘for sale’ and to ‘let signs’ in conservation areas – suggested working with agents to reduce need for advertising which could now be undertaken online

Consideration was also given to the extensive consultation responses and to the following options:

Option one: To accept the document and support or recommend its consideration by cabinet or cabinet member for adoption as a key council document.

Option two: to reject the document and not to support or recommend its consideration by cabinet or cabinet member for adoption as a key council document.

- Recommended:
- i) That, in line with Option1 Cabinet approve adoption of the City of York Streetscape Strategy and Guidance document subject to the above mentioned amendments and additions.
  - ii) That consideration be given to future expansion of this work to cover the rural areas of the city.

Reason: As this document is urgently required to provide much needed and long overdue guidance in the use of materials and street furniture in the city.

Cllr D Merrett, Chair

[The meeting started at 5.00 pm and finished at 6.50 pm].

**Annex D: Community Impact Assessment for Minutes from 31<sup>st</sup> March  
2014 Local Plan Working Group**

**SECTION 1: CIA SUMMARY**
**Community Impact Assessment: Summary**
**1. Name of service, policy, function or criteria being assessed:**

Minutes from the Local Plan Working Group 31<sup>st</sup> March 2014 in relation to:

- Controlling the Concentration of Houses in Multiple Occupation (HMO) Supplementary Planning Document (SPD); and
- City of York Streetscape Strategy and Guidance.

**2. What are the main objectives or aims of the service/policy/function/criteria?**

Houses in Multiple Occupation, or HMOs as they are commonly referred to, represent a significant and growing proportion of the mix of housing in York. Whilst HMOs are regarded as a valuable asset to the city's housing offer there has been debate about the wider impacts that concentrations of HMOs are having on neighbourhoods and increasing rental costs. In monitoring the spatial distribution and impacts of student housing the Council are able to identify if it is necessary to prevent an increase in the number of student households in certain areas to ensure communities do not become imbalanced. The aim of the policy is to continue to provide HMO accommodation to meet the City's housing needs but to manage the supply of new HMOs to avoid high concentrations of this use in an area. Given York's compact nature and well connected public transport network it is considered that the spreading out of HMOs to avoid unsustainable concentrations of HMOs will still mean that for students in particular, HMOs will remain highly accessible.

This Streetscape Strategy and Guidance has been prepared in response to recent studies which recommended that a clear strategy was needed for York's streets and spaces. York remained one of the few cities without a public realm strategy. The main purpose of the document is to encourage a quality approach to the management of our streets and spaces, to ensure consistency, and to underline the importance of moving towards a fully accessible city. It will inform the council's own work in the public realm and the work of others: developers, utility companies and others. The City of York Streetscape Strategy and Guidance supports the emerging City of York Local Plan. The document proposes a priority of locations for enhancement. Guidance is provided on best practice for surfacing, street furniture and traffic management.

**3. Name and Job Title of person completing assessment:**

Frances Harrison – Development Officer

<b>4. Have any impacts been Identified? (Yes/No)</b>  <p style="text-align: center;">Yes</p>	<b>Community of Identity affected:</b>  <p style="text-align: center;">Age</p> <p style="text-align: center;">Disability</p>	<b>Summary of impact:</b>  <p style="text-align: center;">Meeting housing needs and improving the safety and accessibility of the city's streets and spaces.</p> <p style="text-align: center;">Improving the safety and accessibility of the city's streets and spaces.</p>
<b>5. Date CIA completed: 13<sup>th</sup> June 2014</b>		
<b>6. Signed off by: Martin Grainger</b>		
<b>7. I am satisfied that this service/policy/function has been successfully impact assessed.</b> <b>Name: Martin Grainger</b> <b>Position: Head of Planning and Environmental Management</b> <b>Date: 13<sup>th</sup> June 2014</b>		
<b>8. Decision-making body:</b>  <p style="text-align: center;">Cabinet</p>	<b>Date:</b>  <p style="text-align: center;">1<sup>st</sup> July 2014</p>	<b>Decision Details:</b>
<p>Send the completed signed off document to <a href="mailto:equalities@york.gov.uk">equalities@york.gov.uk</a>. It will be published on the intranet, as well as on the council website.</p> <p>Actions arising from the Assessments will be logged on Verto and progress updates will be required</p>		

## Community Impact Assessment (CIA)

### Community Impact Assessment Title:

**Minutes from the Local Plan Working Group 31<sup>st</sup> March 2014 in relation to Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document and the Streetscape Strategy and Guidance**

What evidence is available **to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect** on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

### Community of Identity: Age

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Controlling the Concentration of HMOs Supplementary Planning Document (2014) Streetscape Strategy and Guidance (2014)		Standard of Living	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

<p>The HMO Supplementary Planning Document ensures the continued provision of HMOs to meet the city’s housing needs. It will have a positive impact on providing flexible and affordable accommodation for student and young professionals in particular.</p> <p>The Streetscape Strategy and Guidance document sets standards for the public realm, helping to improve the safety and accessibility of the city’s streets and spaces. This will have positive impacts for all ages.</p>	N/A	N/A	N/A	N/A
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**Community of Identity: Carers of Older or Disabled People**

<b>Evidence</b>	<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>	
N/A	N/A	N/A	N/A	
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
N/A	N/A	N/A	N/A	N/A

### Community of Identity: Disability

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Streetscape Strategy and Guidance (2014)		Standard of Living	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
The Streetscape Strategy and Guidance document was heavily informed by a City Centre Access & Mobility Audit commissioned of access consultants. The document sets standards for the public realm, helping to improve the safety and accessibility of the city's streets and spaces. This will have a positive impact on those people with a disability.	N/A	N/A	N/A	N/A

### Community of Identity: Gender

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A	N/A	N/A	N/A

<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
N/A	N/A	N/A	N/A	N/A

**Community of Identity: Gender Reassignment**

<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
N/A		N/A	N/A	N/A
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
N/A	N/A	N/A	N/A	N/A

**Community of Identity: Marriage & Civil Partnership**

<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
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N/A		N/A	N/A	N/A
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
N/A	N/A	N/A	N/A	N/A

<b>Community of Identity: Pregnancy / Maternity</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
N/A		N/A	N/A	N/A
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
N/A	N/A	N/A	N/A	N/A

<b>Community of Identity: Race</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>

N/A		N/A	N/A	N/A
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
N/A	N/A	N/A	N/A	N/A

**Community of Identity: Religion / Spirituality / Belief**

<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
N/A		N/A	N/A	N/A
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
N/A	N/A	N/A	N/A	N/A

**Community of Identity: Sexual Orientation**

<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
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N/A		N/A	N/A	N/A
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
N/A	N/A	N/A	N/A	N/A

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Meeting	Local Plan Working Group
Date	30 June 2014
Present	Councillors Merrett (Chair), Ayre, Barnes, D'Agorne, Horton, Semlyen, Simpson-Laing, Steward and Watt (Vice-Chair)
Apologies	Councillors Funnell and Reid

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### 1. **DECLARATIONS OF INTEREST**

At this point in the meeting, Members were asked to declare any personal, prejudicial or pecuniary interests they may have in the business on the agenda.

### 2. **MINUTES**

Resolved: That the minutes of the last Local Plan Working Group held on 17<sup>th</sup> April 2014 be approved and signed by the Chair as a correct record.

### 3. **PUBLIC PARTICIPATION**

It was reported that there had been no registrations to speak under the council's public participation scheme.

Michael Parish of Strensall and Towthorpe Village Design Statement Working group was in attendance in case Members wished to ask him any questions.

### 4. **DRAFT VILLAGE DESIGN STATEMENTS FOR WHELDRAKE AND STRENSALL WITH TOWTHORPE FOR CONSULTATION.**

Members considered a report which presented to them two consultation draft Village Design Statements, one for Wheldrake and one for Strensall with Towthorpe. The report outlined the process so far in producing the documents and concluded that

that a consultation process should be undertaken, with a view to approving the guidance as draft Supplementary Planning Documents to the emerging Local Plan.

Officers circulated an update to the committee report containing proposed amendments to the Strensall and Towthorpe Village Design Statement (Annex B). The amendments had been agreed with the Strensall and Towthorpe Village Design Statement Working Group to provide further detail and ensure deliverability of the Design Guidelines. The update is attached as an annex to these minutes for information.

Members' attention was drawn to the draft Village Design Statements attached at annexes A and B to the report. Officers advised that both documents had been produced by local groups who had put in voluntary hours and who were now keen to progress the documents for a summer consultation. Officers had seen previous drafts and offered guidance. Members were being asked to approve the content, with the tabled amendments to the Strensall and Towthorpe document and were asked to note that the graphic design detail would be finalised at a later stage.

The Chair expressed appreciation to both groups for the hard work and research which had gone into the draft Design Statements. He asked that a vote of thanks be recorded.

Members were happy to approve both draft Village Design Statements, with the tabled amendments, for consultation.

Resolved: That in line with Option 1, the Local Plan Working Group recommends Cabinet to:

- (i) Approve the documents attached at Annex A and Annex B, along with supporting information for public consultation.

Reason – The draft Village Design Statements follow in the footsteps of other previous examples that have been agreed; observing the general guidance and principles required in their production, whilst successfully defining

the individual qualities of the villages and bringing forward appropriate Design Guidelines.

- (ii) Delegate to the Director of CES in consultation with the Cabinet Member the making of any incidental changes to the draft documents and supporting information as a result of recommendations of Cabinet.

Reason – so that changes recommended as a result of discussions at this meeting can be made, in liaison with the VDS group.

- (iii) Delegate to the director of City and Environment Services (CES) in consultation with the Cabinet Member the consultation strategy.

Reason – To ensure that the proposed methods of consultation are satisfactory to Members. The consultation process as suggested in paragraph 22 of the report follows the procedure established for other Village Design Statements at this stage of their production.

## **MINUTE ANNEX - UPDATE REPORT.**

Cllr D, Merrett Chair  
[The Meeting Started At 5.00 pm And Finished At 5.10 pm].

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**Proposed amendments to Strensall with Towthorpe Village Design Statement (Annex B)**

**Update report to Local Plan Working Group 30/06/14**

The following points of clarification have been agreed by Katherine Atkinson and Strensall with Towthorpe VDS Group to provide further detail and to ensure the deliverability of the Design Guidelines. It is proposed that amendments will be made along with any arising from Local Plan Working Group/ Cabinet prior to consultation.

NB. **Specific proposals** to shape and direct **where** future development should go, and further explore issues of traffic flow and infrastructure improvements would be the remit of a Neighbourhood Plan rather than a Village Design Statement and are therefore **not** included.

It is proposed to add (or ~~amend~~) the following text:

1. (LPWG p60) Page 2, paragraph 2, add clarification or footnote regarding Ministry of Defence planning status:

'The Crown (Ministry of Defence) is normally required to apply to the local planning authority for planning permission. There are, however, certain provisions to help facilitate critical development and restrict access to sensitive information, mainly in the interests of national security and defence.'

2. (LPWG p61) Page 2, paragraph 4, add Ministry of Defence engagement to date:

'The Garrison Staff Officer, Headquarters York Garrison and the Commanding Officer at Queen Elizabeth Barracks, Strensall were briefed on and consulted about the VDS in December 2012. In July 2013, the Range Control Officer provided the information used in the VDS covering Strensall Military Training Area.'

3. (LPWG p65) Page 7, What We Would Like To See, add aspiration note at beginning of this section:

'This section reflects the concerns and aspirations of Strensall with Towthorpe residents and our Parish Council.'

Add supporting evidence after traffic paragraphs:

'The 2006 City of York Council Traffic Study Report for Strensall with Towthorpe identified traffic flow issues for resolution. No further action was taken at that time because of financial constraints. The building of additional housing in the Village since then has exacerbated the situation.'

4. (LPWG p66) Page 8, add clarification how the bus service is not easily accessible from many parts of the village:

'The bus service runs along the main traffic route through the Village, namely along The Village and York Road. Residents living at the eastern end of Moor Lane and in the northwestern part of the Brecks have to walk approximately 800 metres to access the nearest bus stop. Westpit Lane and Barley Rise residents are approximately 500 metres from a bus stop, if the snicket ways are used.'

5. (LPWG p67) Page 9, add explanation that ideas for 'where' facilities could be provided may be explored in a Neighbourhood Plan at a future date:

'Following on from the Village Design Statement, Strensall with Towthorpe Parish Council is considering progressing to a Neighbourhood Plan to shape and direct where future development should go, and further explore issues of traffic flow and infrastructure improvements. The VDS Working Group is willing to assist in this work.'

6. (LPWG p68) Page 10, Population paragraph 2, and add clarification and move to previous 'What We Would Like to See' section on page 9:

'The basic infrastructure of the Village has not changed to match the increase in population. The majority of our Villagers believe that ~~this level of expansion is unsustainable. They believe that~~ further investment in the infrastructure and amenities of the Village is necessary before any further development or significant increase to the population of the Village takes place. They see the current infrastructure and supporting services as being at saturation level. Their views were garnered through the VDS Questionnaire distributed in July-August 2013.'

7. (LPWG p70) Page 12, amend/ add evidence of Synod of Whitby:

It is possible that the village was the site of the Synod of Whitby in 664AD.

"The two main accounts of the Synod are the Life of Wilfred written by Stephen of Ripon c710 and Bedes Ecclesiastical History written in 731. Both sources state that the Synod was held at a monastery of Hilda in a place called Streanaeshalch. This has traditionally been associated with Whitby as we know that Hilda was head of a monastery in Whitby. However, there is no recorded place-name in the Whitby area that reflects/ preserves the name of Streanaeshalch as recorded in the sources.

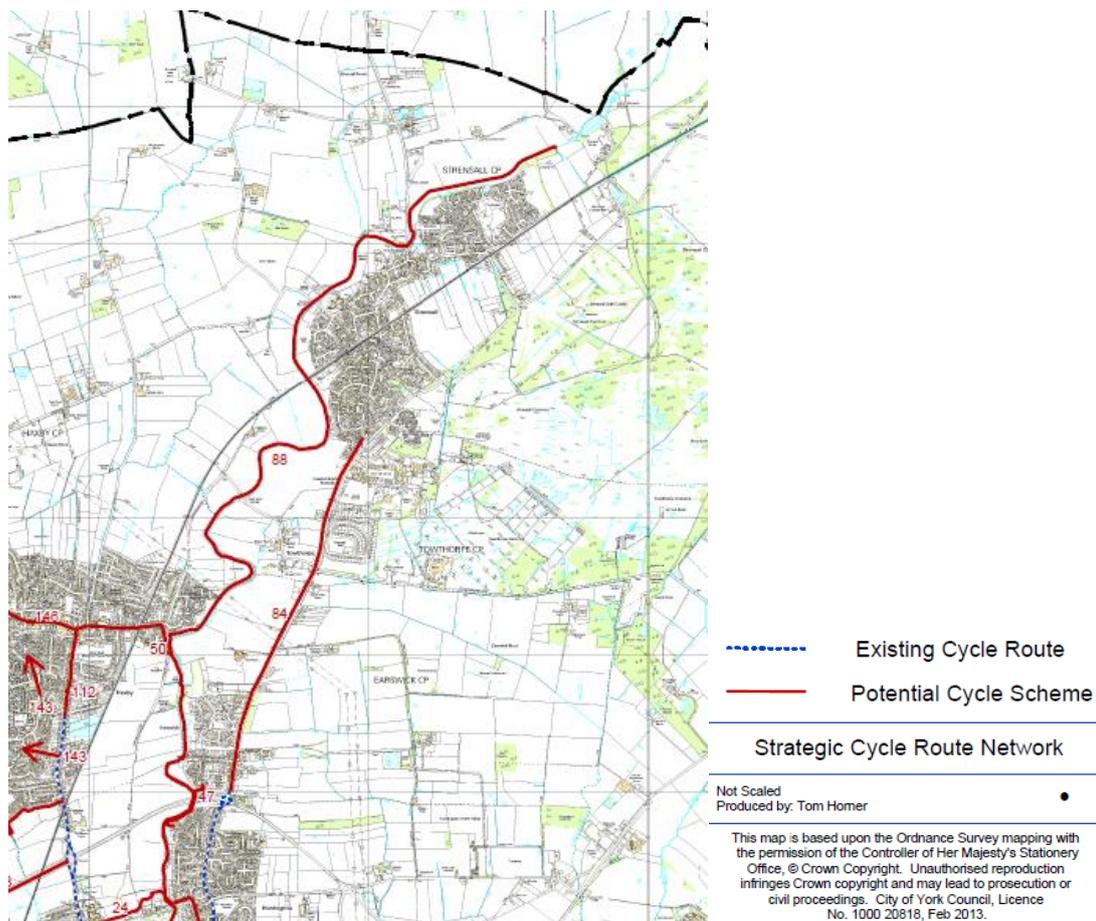
The case for Strensall as the location of the Synod of Whitby has been argued most recently in an article by Barnwell, Butler, and Dunn in 2003 "The Confusion of Conversion: Streaenæshalch, Strensall and Whitby and the Northumbrian Church", in Martin Carver (ed), The Cross Goes North, York Medieval Press.

Although there is no archaeological evidence for an Anglo-Saxon monastery at Strensall, one could argue that no-one has looked very hard. And, as there is evidence revealed by TimeTeam for a possible Anglo-Saxon monastic enclosure of 7<sup>th</sup>/8<sup>th</sup> century date in Poppleton, it is entirely possible that a similar feature lurks in Strensall waiting to be excavated." John Oxley, City Archaeologist, City of York Council

8. (LPWG p90) Page 32, add details of planned additional footpaths by the Parish Council:

'The Parish Council is negotiating to establish designated footpaths along south bank of River Foss and to bring about the reinstatement of the footbridge at Cowslip Hill (part of Footpath 17). The former is subject to permission from land owners and latter is responsibility of the City of York Council.'

9. (LPWG p91) Page 33, add extract from Strategic Cycle Route Network Map showing potential future cycle routes (include title, key and copyright statement). Add 'subject to funding availability' to end of first cycling paragraph, and route numbers (88 and 84) to second paragraph to aid cross referencing.



10.(LPWG p95) Page 37, add:

'Community users of Robert Wilkinson Primary School facilities are listed at the rear of this document.'

Also at Page 46 Community Group table, add the following additional groups to the school's facilities:

- 'Cubs
- Brownies
- Karate
- Pool Babies
- Boxercise'
- Water Babies
- Baby Swim
- Strensall Tigers
- Ride 4 Life Motorcycle Training

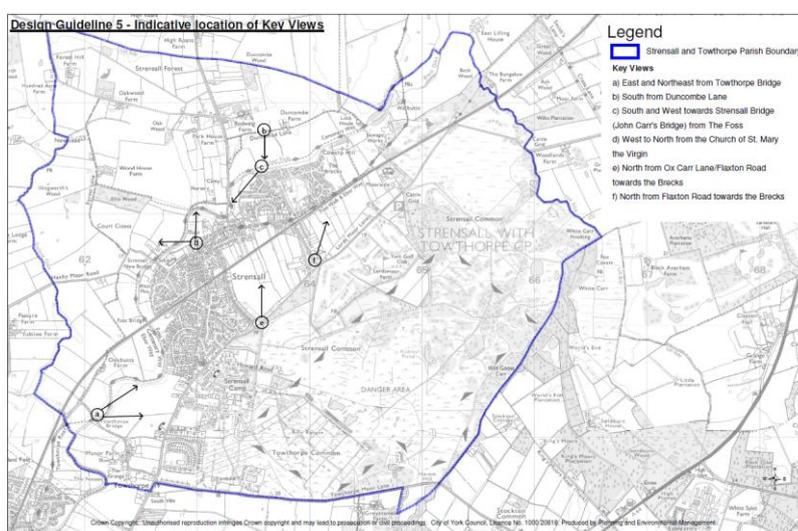
11.(LPWG p101) Page 43, amend Design Guideline 1 to reflect the different character parts of the Village:

'Strensall with Towthorpe is a large village in a rural setting. All development should enhance the rural-character of our Village.'

12.(LPWG p101) Page 43, amend Design Guideline 2 to explain that this refers to both infrastructure (roads/ sewers) and Village amenities:

'The linear nature of the Village should not be exacerbated by new development at its extremities without an improvement to the road infrastructure and amenities. Further new development should be accompanied by a significant redesign of the Village to promote access to infrastructure and amenities.'

13.(LPWG p101) Page 43, Design Guideline 5 add map to show views:



14.(LPWG p102) Page 44 amend Design Guideline 10 to reflect that higher roof heights may be appropriate in certain cases/ as part of larger development sites:

'The height and pitch of roofs should be compatible with, and sympathetic to surrounding property. A variety of roof heights could be explored within larger development sites. ...'

15.(LPWG p102) Page 44, amend Design Guideline 13 to recognise the different characteristics within the Village:

'New development and extensions should use building materials appropriate to a rural Village and sympathetic to neighbouring properties. ...'

16.(LPWG p102) Page 45, amend Design Guideline 20 to accommodate development that can take place under permitted development rights, and remove outdated terminology ('presumption against'):

'Gardens and open spaces between buildings contribute to the rural charm of the Village and should be retained wherever possible. There should be a presumption against the Any subdivision of these spaces where this would should not harm the character and visual amenities of the area.'




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**Cabinet**

1 July 2014

**Report of the Cabinet Member for Finance and Performance**
**2013-14 Finance and Performance Year End Report**

1. This report provides a year end analysis of our financial performance. Attached at annex one is the York Monitor annual report which sets out how the Council has used its resources to deliver outcomes for residents, setting out its achievements and areas of challenge. The York Monitor will be made public through a range of channels.
2. The Council's net General Fund budget for 2013-14 was £127,778k and the provisional outturn position is an under spend of £314k, an improvement of £2.2m since Monitor 3. This improvement is primarily as a result of continued stringent cost control methods, and internal management reporting has tracked the impact of this positive action.

Directorate	Gross Exp'ture Budget	Gross Income Budget	2013/14 Net Budget	Monitor 3 variance	Draft Outturn
	£'000	£'000	£'000	£'000	£'000
Children Services, Education & Skills	171,207	-132,741	38,466	+623	<b>+309</b>
City & Environmental Services	49,030	-25,276	23,754	+794	<b>+443</b>
Communities & Neighbourhoods	54,077	-35,269	18,808	+176	<b>-61</b>
Customer & Business Support Services	84,360	-78,483	5,877	-100	<b>-318</b>
Health & Wellbeing	75,988	-23,434	52,554	+1,579	<b>+1,391</b>
Office of the Chief Executive	3,440	-1,282	2,158	-	<b>-4</b>
Directorate total	<b>438,102</b>	<b>-296,485</b>	<b>141,617</b>	<b>+3,072</b>	<b>+1,760</b>
Central budgets	25,251	-39,090	-13,839	-1,135	<b>- 2,074</b>
<b>TOTAL</b>	<b>463,353</b>	<b>-335,575</b>	<b>127,778</b>	<b>+1,937</b>	<b>-314</b>

Table 1 – Financial Overview

3. This position is a significant achievement on the back of making £9m of savings in 2013/14 and is consistent with previous years where expenditure has been within the overall approved budget. It maintains the Council's overall financial health and provides a strong platform upon which to meet the further financial challenges in the future.
4. An overview of this outturn, on a directorate by directorate basis, is outlined in Table 1 above and the key variances are summarised in the following paragraphs.
5. Whilst the year-end position is positive, there remain considerable financial challenges looking ahead into 2014-15 and beyond. The February Budget Council report approved £23m of savings over the next 2 years and progress against delivering these, as well as dealing with the underlying issues experienced during 2013-14, will again require careful monitoring.
6. Beyond 2014-15, it is expected that significant financial challenges will continue and the ongoing development of the Financial Strategy will ensure that the Council prepares effectively for these challenges.
7. The following sections provide further information on the financial outturn of each directorate as outlined in Table 1 above.

#### Children's Services, Education & Skills

8. The draft outturn position is a net overspend of £309k, an improvement of £314k since Monitor 3 and £829k since monitor 1.
9. Despite a reduction in the number of Looked After Children, and a reduction in expenditure of almost £1m compared to 2012-13, the underlying budget pressure from previous years and some unachieved budget savings have resulted in this overspend.
10. Although local foster placements have overspent by £208k, the pressure on this budget is reducing. Placements have reduced from 176 at the beginning of the year to 154 and the number of carers has reduced from 90 to 78 over the same time period. A planned budget saving has not yet been fully realised from Independent Fostering Agency placements (£408k) and Out of City residential placements (£330k).
11. A range of smaller underspends and mitigations offset the overall position, including £308k from reduction in home to school transport costs, £138k from external legal fees and £104k from Looked After Children transport costs.

### City and Environmental Services

12. The draft outturn shows a net overspend of £443k, which is an improvement of £351k from the Monitor 3 report. The overspend is primarily due to the position within Waste Services as a result of unachieved budget savings and reduced income (£828k). Significant mitigation savings have been delivered across the directorate, particularly from within transport services which underspent by £753k due to a reduction in the cost of concessionary fares, staff vacancies and other planned mitigation.
13. Overspends on Fleet (£293k) and income pressures in Parking (£230k) have been offset by additional income from utilities and other organisations working on the highway (£220k) and other miscellaneous items that have contributed to the overall outturn position.

### Communities & Neighbourhoods

14. The draft outturn position shows an underspend of £61k, an improvement of £237k since Monitor 3. This underspend was achieved through savings within Housing and Community Safety and across Public Protection Services including Environmental Health and Trading Standards (£152k), Bereavement Services (£179k), Registrars (£118k) and Housing Services (£93k). These saving were offset by overspends within Library Services (£314k) and Parking Services (£71k) mainly as a result of additional one off costs.

### Customer & Business Support Services

15. The draft outturn shows an underspend of £318k which is a £218k improvement from the Monitor 3 report. The main areas of underspend relate to vacant posts in procurement and finance, along with a range of other minor underspends.

### Health & Wellbeing

16. The draft outturn position shows a net overspend of £1,391k an improvement of £188k since the Monitor 3 report and £357k since Monitor 2. Demographic pressures continue to be evident in relation to demand for care and have resulted in an overspend on community support (£236k) due to a higher number of customers than forecast, a continued increase above forecast level in the number of customers taking up Direct Payments (£129k), increased use of external placements for emergency and short term breaks (£252k) and a higher than budgeted number of customers in residential nursing placements (£718k).
17. There were a number of minor budgetary pressures over the year as well as some areas in which it was not possible to make the whole of the

anticipated savings. These include Reablement (£157k), EPH reconfiguration (£175k), Housing Related Support (£132k), Yorkcraft (£122k) and the Night Care team (£130k).

18. These pressures are offset by an underspend on External Residential Care (£432k) due to a lower number of required placements than anticipated. Additionally, savings within day services (£210k) and efficiencies resulting from a strategic review of Learning Disability Care (£280k) along with strict budgetary control measures contribute to the overall position.
19. The Public Health grant for 2013-14 is £6.641m and has been fully utilised across a range of Public Health services, with increased emphasis on Mental Health prevention.

#### Office of the Chief Executive

20. The Office of the Chief Executive directorate has reported an underspend of £4k due to a range of minor variations across the directorate.

#### Corporate Budgets

21. These budgets include Treasury Management activity and other corporately held funds. Treasury Management has generated an underspend of £990k due to reduced interest paid on borrowing and long term borrowing not being taken during the year along with increased interest earned due to higher than anticipated cash balances and the volatility in financial markets which has allowed for the Council to take advantage of favourable interest rates.
22. The outturn also includes the use of one off additional New Homes Bonus of £196k which was allocated once the Government had determined how much grant funding they would need to hold back for central control totals, the use of £250k general contingency (with the remaining £200k allocated towards Tour De France) and £84k from the 2012/13 underspend as outlined in previous monitoring reports. The Government have also paid £732k in respect of small business rate relief as a general fund grant and this contributes to the overall corporate underspend.
23. Provision has also been made by the Director of CBSS, in his statutory role of preparing and approving the accounts (which are subject to external audit and Audit Committee approval), for the Council to retain a sum equivalent to the income received from fines in respect of Lendal Bridge and Coppergate in an earmarked reserve. £1.765m of fine income has been generated, set against £718k of costs. These costs

are recorded within the CES outturn figure are offset by an equivalent amount of income. However, within the corporate budgets overall position a separate entry has been made to transfer a sum of £718k towards an earmarked reserve. This £718k, plus the remaining £1.047m, ensures the Council has effectively provided for any future liability that may accrue. It should be noted that the £718k could be spent on any area of service once the potential liability is determined to have ended as, in effect, the use for transport purposes of the fines income has already been applied in that the actual fine income has been allocated to cover costs of the schemes. Therefore the £718k corporate provision is an earmarking of general fund resources. The remaining £1.047m of fine income can only be used for transport purposes.

### New Homes Bonus

24. Previous decisions of the Council have allocated New Homes Bonus to the Economic Infrastructure Fund and also some funding has been used to support Adult Social Care, the local plan and as set out above, there is a use of one off funding assumed in the 2013/14 accounts. There remains some unallocated funding which is set out below and will be considered as part of a future report:

Year of allocation	Available for 2014/15 £'000	Available 2015/16 £'000
2013/14	Nil (allocated for adult care & local plan)	602
2014/15	558.7	558.7
2015/16	To be determined	To be determined

### Business Rates

25. The collection of Business Rates and the overall base liability remains strong. 2013/14 was the first year of the localisation of business rates with councils able to receive a share of gains from the business rates pool. This first year however has also required Councils to consider carefully the level of appeals that may be successful in future years and in accounting terms these future appeals have to be provided for in the year they become known. The Council has a significant level of appeals that it needs to consider.
26. Due to the level of appeals, the Council will not be making any levy payment into the Leeds City Region Pool. It is likely that in future years a payment will be made as provision for appeals going back a number of years has had to be made this year.

Dedicated Schools Grant

27. Within the Dedicated Schools Grant (DSG) funded budgets there is a net underspend of £745k against a total grant allocation for the year of £106,742k (including post 16). This is mainly as a result of underspends on the new statutory requirement for 2 year old nursery provision being phased in from September 2013 (£675k), the prudential borrowing provision set aside for the closure of Burnholme Community College (£352k) and the pupil number growth contingency (£222k), offset by increased costs due to the level of payments required to providers for high needs pupils under the new DfE funding system introduced from August 2013 (£446k). As there was a deficit DSG balance brought forward from 2012/13 of £632k this results in a small carried forward surplus balance of £111k to 2014/15.

Housing Revenue Account (HRA) - Finance

28. The Housing Revenue Account year end position identifies an underspend of £31k, resulting in a year end balance on the account of £12.1m. The main variations are an overspend of £439k on repairs and maintenance due to the use of sub contractors in resolving damp issues within properties which has resulted in some high value repairs being carried out. Surveys are now being undertaken for a planned programme of capital works in future years. A lower than forecast level of arrears and other minor savings across the service have offset this overspend. Capital expenditure during the year was £9.1m including £2.7m on tenants choice, £1.3m on upgrading windows, £1.1m on upgrading heating and £530k on disabled adaptations.

**Reserves**

29. The February 2014 Budget Report to Council stated that the minimum level for the General Fund reserve should be £6.4m (equating to 5% of the net budget) and as part of that report, approval was given to a £200k contribution that takes the reserve above this minimum level to take account of the increased risks facing the Council.
30. It is proposed that the 2013-14 underspend of £314k is transferred to the General Contingency to allow Council to meet significant issues that may arise in the 2014-15 budget and beyond. This transfer would take the General Contingency to £964k, of which £273k is already committed for Tour de France. The level of reserves will then stand at £7m as at the end of March 2014, increasing to £7.6m at March 2015.
31. The outturn and the allocation of the underspend into contingency, together with the inclusion of funding in the 2014-15 budget for the contingency fund and contribution to reserves, have increased the overall financial stability of the Council. However, there remain significant risks going forward, as the public sector reductions require further savings to be delivered across the Council. The February 2014

Budget Report set out plans for achieving £23m of savings in the next two years, and it will be essential that these are delivered, alongside managing known existing pressures set out in this report. The level of reserves is now just above minimum levels giving some essential headroom for managing emerging pressures.

### Implications

32. The financial implications are all dealt with in the body of the report.
33. There are no other specific implications of this report.

### Recommendations

34. Members are asked to note the year end under spend of £314k and that this is transferred to the General Contingency
35. Members are asked to note the performance set out in the York Monitor attached, including the areas highlighted as presenting challenges, and the priorities for the year ahead.

Reason: To ensure significant financial issues can be appropriately dealt with.

<b>Authors:</b>	<b>Chief Officer Responsible for the report:</b>		
Debbie Mitchell, Corporate Finance Manager, Ext 4161	Cllr Dafydd Williams, Cabinet Member for Finance & Performance		
Jayne Venables Head of Performance, Ext 1969	Kersten England, Chief Executive		
	Ian Floyd, Director for Customer & Business Support Services		
	<b>Report Approved</b>	√	<b>Date</b> 19/06/14
<b>Wards Affected:</b> All			
<b>For further information please contact the authors of the report</b>			

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# York Monitor



Annual Report 2013 - 2014

# Welcome

Welcome to the York Monitor, the annual report for the City of York Council.

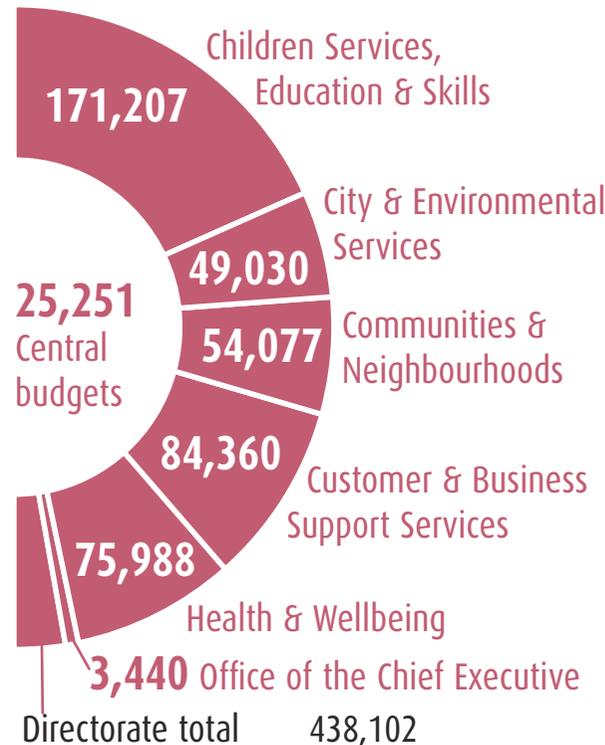
This report presents a range of information illustrating the 'state of the nation' in the City, activities and achievements undertaken by the Council over the last financial year and a short tour of just some of the priorities the council has committed to for the coming year. There are some case studies under each of the Council Plan priorities set out below, to illustrate how the work is contributing to real outcomes and benefits for the community.

- Create jobs and grow the economy**.....4
- Build strong communities**.....6
- Protect vulnerable people**.....8
- Protect the environment**.....10
- Get York moving**.....12

The Council delivers a wide range of services to approximately 200,000 people across a City that covers 105 square miles. It is a City that is rich in heritage and has a great deal to offer. It has remained resilient and continues to thrive against a backdrop of an economic downturn across the Country.

# Managing the Money

## Gross Expenditure Budget (£000s)



## Income



The current financial climate for local councils continues to be extremely challenging and this is set to continue over the next few years. The council has put good plans in place to control spend where it is feasible to do so, whilst also working to save money in order to meet strict financial targets. This year the council saved £9m and had an overall net General Fund budget of £127.7m. Looking ahead, the Council will need to save a further £23m over the next two years to continue to operate within the funds available. This presents a significant uphill challenge, particularly given the efficiencies already made. The council's 'Rewiring' Programme launched in February 2014 has been set up to help meet these challenges head on.

The financial strategy reports presented during last year have highlighted the challenges facing the council and have also set out the need to ensure the council continues to invest in growing the economy given the financial benefits that economic prosperity brings. Ensuring the council grows its income sources and avoids the costs of deprivation remain factors in the council's financial strategy.

York's people are passionate and its cultural identity strong. The Council is committed to using its position to support the City and its residents in being the best it and they can be.

Whilst the economy is strong and growing stronger, the Council's own financial climate remains extremely challenging and this shows no signs of an early reprieve. The council is pleased to report it has saved £9m this year alone, but the going will become tougher and it is anticipated the council will need to save a further £23m over the next two years.

All council officers are working hard to come up with innovative ways to deliver services, but the landscape that is local government is a difficult one. The council is very pleased to present the achievements we have made this year in spite of this.

The council wants to continue to work with partners to improve the quality of life in York and continue the journey towards being a truly great modern European city.

 [www.york.gov.uk](http://www.york.gov.uk)  CityofYork  
 CityofYork  [ycc@york.gov.uk](mailto:ycc@york.gov.uk)  
 (01904) 551550

A strong financial plan will always ensure capacity is created so that the organisation can fund its priorities. By assuming that funding reductions will remain into the next Parliament, that constraints will be placed upon Council Tax increases, linking national studies like those from the Local Government Association as well as local intelligence, it is projected that the council will continue to have to make around £7-10m in budget reductions year on year until 2019-20.

The Re-wiring Public Services programme demonstrates a change in emphasis, transforming the council into a more responsive and flexible organisation which places residents at the heart of everything we do, involving them in shaping outcomes and services.

However, transformation can only deal with part of the financial challenges facing the Council and there will continue to be a need for difficult choices to be made in terms of the services to provide and at what levels.

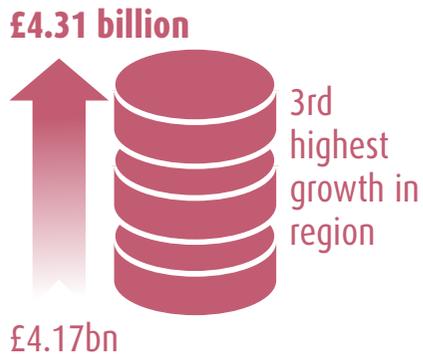


## Looking Ahead...

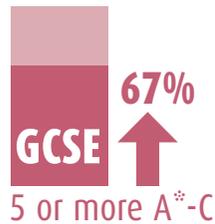
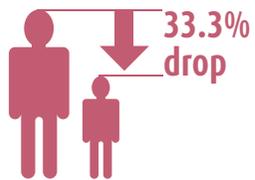
The council's Customer Service and Business Support Directorate is home to the council's Financial team. Their priorities in the year ahead will include:

- Working to achieve a balanced budget for 2014/15 and to develop and agree the council's longer term budget for 2015 - 2020.
- Providing support to the council's Rewiring Public Services programme including support to procurement, finance, legal, customers, ICT, Human Resources and Asset Management functions, whilst providing support to financial reporting across a range of projects under the banner of the Rewiring Programme.
- Complete a strategic review of assets held by the council.
- Ensure high financial standards and financial innovation.
- Continue to ensure high levels of income collection and debt management.
- Implement category management in the commercial procurement hub to achieve efficiencies.
- Respond to Welfare Reform, lead on financial inclusion and support work on poverty.

# Create Jobs & Grow the Economy



Number of people on Job Seeker's Allowance



**6%** increase in good and outstanding primary schools



The value of York's economy grew to £4.31 billion in 2012, up from £4.17 billion in 2011. Percentage growth between 2008 and 2012 and 2011 and 2012 outstripped that of national and regional growth. York's economic growth was the third highest growth in the region in the last recorded year.

In 2012, York's economy supported 117,000 jobs, the same as 2011. York is the second least affected city for job loss in the region with Leeds losing 2.2% of total jobs between 2011 and 2012.

## Jobs & the Economy

The number of people out of work has fallen over the last year to better than pre-recession levels for Job Seekers Allowance Claimants, and the proportion of the population on Out-of-Work benefits is at the lowest point since 2001. This represents just 1.3% of the working age population. The region stands at 3.4% and GB at 2.6%.

However, the proportion of York's population in 2013 in full-time employment, 65.8%, was near historic lows while the region has 74.0%.

York has the 10th highest proportion of its working age population in part-time employment out of 378 Local Authorities which has an impact on productivity in the city.

Youth Unemployment (Job Seekers Allowance Claimants aged 18-24) has decreased by 50% in the last year, one of the lowest proportions on record and has returned to pre-recession levels.

## Growth & the Economy

Developers of Terry's, Henry Boot and David Wilson Homes are now working with the council to deliver approved schemes agreed in December 2013. The first homes are expected to go on sale later this year. Planning for the Hiscox offices has been approved bringing 500 jobs to the city. The Nestle site is being actively marketed and the council is working with partners to bring forward development. The Hungate plans approved in January 2014 are progressing and work will commence this summer on the development of 195 new apartments, including 31 affordable homes. The British Sugar site is progressing and following a public exhibition in November 2013 a planning submission is expected later this year.

## Focus on Apprenticeships

Jared Longhorne started an Advanced Apprenticeship in ITQ with Browns in 2011. Since then, he has been promoted to Office Supervisor. Jared said, "I decided to do an Apprenticeship as I wanted to improve my IT skills. It's really important to keep up to date with different systems. I really enjoy working here as no day is the same. I hope to stay and work my way up."

Jared's line manager said "He's very good to work with, eager to learn and has brilliant attention to detail. He'll do the little things that others may overlook. We're very happy to have him on board." Browns are so pleased they are now looking for a visual merchandising apprentice, saying. "We have been in York for over 100 years and we have always encouraged and supported training and developing young people. We are happy to be able to offer an apprenticeship as part of the York Apprenticeship Challenge".



The council is currently working closely with Network Rail to develop York Central. Funding has been identified to facilitate access to the site and development of new housing is anticipated in 2015. An application for housing and retail on the White Swan Hotel site was approved in December 2012 and work has begun, including improvements to the public realm as part of the Reinvalidate York initiative.

### The Digital Economy

Sky and Talk Talk have joined forces with CityFibre to create a new company to deliver ultra-fast broadband in the city. It will build a city wide pure fibre network with broadband speed of 1 gigabit direct to homes and businesses. This will transform the city's digital connectivity making York the most digitally connected city on the country.

### Living Wage

As part of the largest living wage alliance York is the first council in the region to pay a 'Living Wage', working to encourage public and private employers in the city to pay the same so we can become a Living Wage city.

### The Skills Economy

York achieved its best ever GCSE results in 2013 with 67% of pupils achieving 5+A\*- C including English and Maths. This places York as one of the

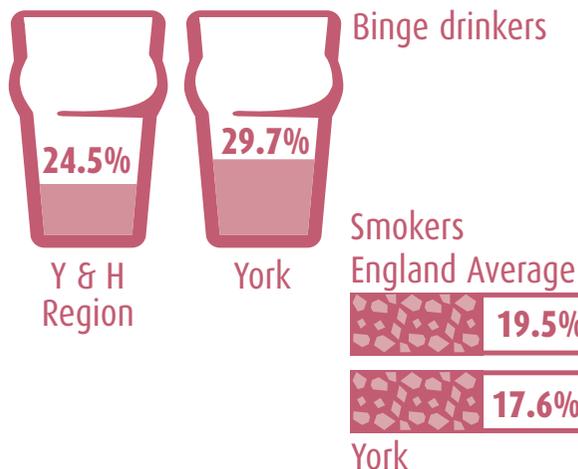
top (16th out of 152) Local Authorities in England and demonstrates high quality teaching in York's secondary schools. In primary schools, the assessment process changed in 2013 and, based on a new set of performance indicators, York results for the most part are in line with or above national figures.

## Looking Ahead...

To create jobs and grow the economy the council will;

- Deliver a safe and secure Tour de France event.
- Continue work to ensure through good growth, York is one of the most competitive cities in the UK, Europe and the world including major site developments.
- Work to improve access to better quality, full-time, well paid jobs.
- Continue work to address skills gaps in the city, delivering better jobs with training and further emphasis on apprenticeships. This will include graduate retention and stronger links with the higher education establishments and businesses in the city.
- Open a refurbished Newgate city centre market.

# Build Strong Communities



## Housing

Housing costs remain a challenge. York is one of the most expensive places to buy or rent in the region. High costs are rooted in York's popularity as a place to live and a long standing mismatch between housing supply and demand. York requires over 1,000 new homes each year to meet housing need.

The ambitious Get York Building programme to re-invigorate York's house-building industry is creating jobs and much needed new private and social housing. Six major sites are now in progress, supporting the Local Plan ambition to build 22,000 homes by 2030. As well as building new housing it is critical we make best use of existing homes. In 2013/14, over 100 empty properties were returned to use. In York, one in five households rent from the private sector, where some of the worst conditions can be found. In 2013, the council introduced a Landlord Accreditation Scheme to improve standards.

## Health

Smoking prevalence in York is lower than the national average. Alcohol consumption continues to present a challenge with 29.7% of adults

## Focus on Student Volunteers

As part of the York Student Community Strategy, the council's Smarter York officers, in partnership with the University of York and York St John University, carry out volunteer days throughout the year. In December 25 volunteers from York St John University each gave 2 hours of their time to litter pick in the Haxby Road and Groves area. In February they carried out a Ground Force day clearing front gardens and footpaths with York University, linking in with the York Loves Students Campaign.

We continue to build links with student unions at both universities and foster our relationship with Higher York via the York Community Strategy. The aim is to engage with York College and Askham Bryan College in future.



Plans are already in place to increase our student volunteer days in 2014/15.

(over 18) drinking at “Increasing and at risk” levels. York differs from England’s worst authority by only 1%. The best LA is 15.7%, regionally the level is 24.5% (nationally it is 22.3%).

The council continues to work with the two universities and student unions to promote better awareness of excessive alcohol consumption, to address issues around behaviour, alcohol misuse and river safety.

### **Crime**

Crime has fallen across the City for the eighth consecutive year falling by 5% on the previous year. However, it is not without challenges in some key areas including alcohol consumption. York has the 7th worst estimated levels of binge drinking in the country, but the new Alcohol Restriction Zone (ARZ) within the city walls and train station went live on the 31st March 2014. This zone is designed to help control the consumption of alcohol outside of licensed premises.

York received White Ribbon status for its policies and procedures in regard to domestic violence in May 2014. A new multi-agency Anti Social Behaviour (ASB) Hub launched in May 2014, helping police and staff across council departments to deliver a connected ASB service.

### **Our Libraries**

While other local authorities are closing libraries because of financial constraints, York has transferred its 14 libraries and archive services into Explore York Libraries and Archives Mutual. This is a ground breaking, staff-led Industrial Land Provident Society for the benefit of the community.

### **Working with our communities**

Community engagement continues to be a key priority for the council. During 2013-14 the council held over 40 resident forums with 1800 people attending these over the same period. Community Conversations continue to take place across the city providing an opportunity for residents to tell us what they think.

### **Working Towards a Fairer York – our approach to equalities**

Over the last year much has been achieved in delivering the council’s Equalities Improvement Action Plan to reach its ambition to become an ‘Excellent’ authority.

The council formed a new Fairness and Equalities Board this year as well as strengthening its approach to monitoring the diversity of the workforce which will contribute towards the goal of becoming an ‘Excellent’ authority following an anticipated inspection in January 2015.

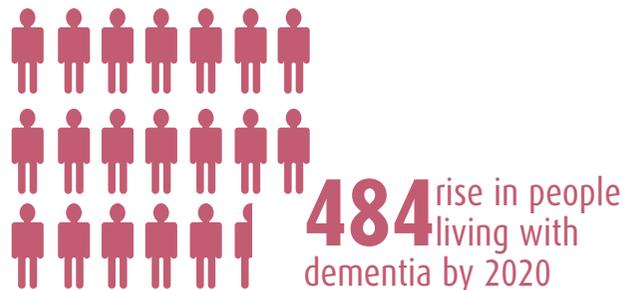
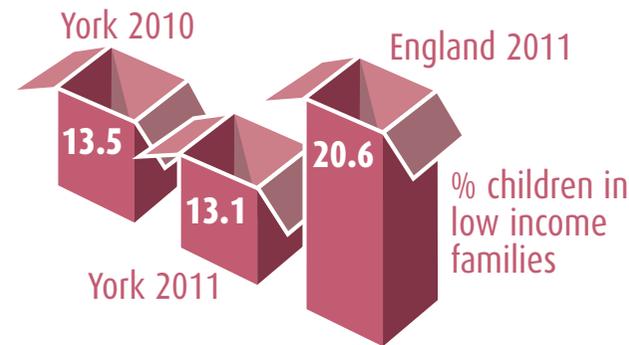
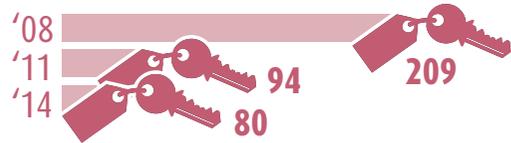
## **Looking Ahead...**

To build strong communities the council will;

- Deliver a community stadium including a county standard athletics facility.
- Support community groups to take greater ownership of the management and operation of parks and green spaces.
- Through the ‘Rewiring’ programme the council will develop community hubs where we can work in partnership with local communities at a neighbourhood level.
- Deliver the Community Learning Strategy and expand opportunities available to residents to promote health and wellbeing, including the development of a pilot programme focusing on living with dementia.
- Consult on the draft local plan that sets out how York’s housing needs will be met up to 2030.
- Raise standards in the private rented sector and continue to tackle homelessness through a sustained focus on early intervention and prevention.

# Protect Vulnerable People

## People in temporary accommodation in York



### Homelessness and Housing Vulnerable people

The council has managed to reduce homelessness this year against a backdrop of high housing costs and the impact of welfare reforms. Households in temporary accommodation are almost as low as they've ever been.

The council is committed to planning for the needs of marginalised and vulnerable groups. 2013 saw the start on site of six new gypsy and traveller pitches and the city's first Supported Housing Strategy agreed.

### People with learning disabilities

Housing arrangements have a strong impact on people's overall quality of life. 82.6% of adults with learning disabilities known to social care services were supported to live independently. This is a 19.4% increase over last year outperforming the regional, national and comparator authorities.

### Older People

In York it is thought there are 2,725 people currently living with dementia and this is expected to rise to 3,209 by 2020. York is an early adopter of a national pilot recognition

scheme for dementia friendly communities, led by the Alzheimer's Society.

Our ambition is that all older people are enabled to live in their own homes and communities, controlling their support and have access to high quality residential care. Currently, too many older people are spending more time in hospital than they should. The Council is working closely with partners to address this.

### Poverty and helping those on low incomes

York has lower proportions of workless households and children in poverty than the region and nationally. However, it remains a significant issue in the city, with 9000 workless households and 4500 children living in poverty, with some areas of the city above regional and national averages.

The council is working to address these problems. The York Financial Assistance Scheme (YFAS) provides a solution for residents in financial difficulty. This replaced former Department of Work and Pensions funding. The £239,549 budget helped 1,557 people 60% of whom live in the city's most deprived wards.

## Focus on Special Educational Needs and Disability

York has been nominated as a Champion for its Special Educational Needs and Disability reforms in recognition of the progress made in implementing far reaching reforms.

In York all our developments were based on co-production.

We asked parents how they wanted to share information about their child with professionals, how we could improve assessment, how to increase their understanding of what is on offer.

Parents inspired us and worked with us. We were the first LA to publish a Local Offer in 2012, (show-cased on the Council for Disabled Children's website) and piloted Education Health and Care Plans, improving the plans in the process.

Feedback from parents involved in the new process has been outstanding. "This was the most relaxed review we have been to. Everything I wanted to say was included. It made it easier. It was really about Jo and not about the paperwork. "

**Helping children and young people succeed**  
Specialist services are helping to safely reduce the number of children who are looked after, which at the end of March 2014 had fallen to 222, the lowest since 2009. Between 2011 and 2013 York achieved adoption for 19% of children in care compared with a national average of 13%, which ranks York 16th out of 152 local authorities in England.

68% of adopted children were placed within 20 months of becoming looked after, compared with a national average of 55%. This ranks York 14th out of 152 local authorities in England.

Outcomes for some of the city's most vulnerable children have improved. 22% of Looked After Children eligible for GCSEs in 2012/13 achieved five or more A\* to C grades including English and Maths, up from 13% in the previous year.

Pupils eligible for Free School Meals have also seen improved results with 40% achieving five or more A\* to C grades including English & Maths (up from 36%).

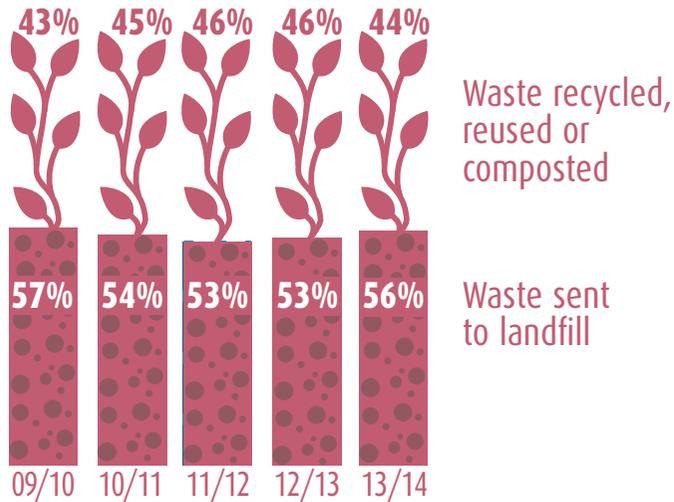
In March 2014, 4.8% of 16-18 year olds in York were not in Education, Employment or Training (NEET). York were 3rd in the region and in line with the average of similar local authorities.

## Looking Ahead...

To protect vulnerable people the council will;

- Continue to reduce the number of looked after children.
- Launch the Learning & Development framework for social care practitioners to strengthen services for children requiring support and protection.
- Focus the School Improvement and Skills Service on improving the outcomes of the most vulnerable.
- Continue to mitigate the impact on vulnerable people of welfare reforms and lead on Financial Inclusion and support the work of the Financial Inclusion Steering Group.
- Tackle homelessness through a sustained focus on early intervention and prevention.
- Improve quality of life outcomes for Gypsies and Travellers by increasing engagement, improving facilities and expanding site provision.
- Deliver the Better Care Agenda through partnership working between Adult Social Care and Housing and achieve financial efficiencies by implementing the outcomes of the Sheltered Housing with Extra Care review.

# Protect the Environment



## Waste

A number of measures have been put in place to reduce collection and disposal costs, focusing on waste prevention, reducing the cost of disposal and recovering some costs from customers. Changes have also been made to rounds and charges introduced for certain services, such as the garden waste subscription service. A reduced garden waste disposal rate has also been achieved.

## Climate Change

A detailed renewable energy study for the city has been completed and funding secured to create a Heat Map of York. This will ensure the draft Local Plan encourages renewable energy and continues to deliver the draft Sustainable Energy Road Map.

Funding has been secured through the Leeds City Region's £225k strategic heat programme to carry out initial feasibility studies on seven opportunities for low carbon district heat networks in York. As part of delivering the council's climate change action plan, two assisted collective energy switches have been delivered.

## Focus on Electric Transport

York is the first UK city to install a city-wide network of pay as you go charging points for electric vehicles. We installed fast charging points in city centre car parks and Park&Ride sites. York received £250k of government funding towards installing the charging points. The council's Environmental Protection Unit is using the authority's first electric car. It has a 109 mile range and costs just 2p per mile to run, much cheaper than diesel vans or petrol cars.



Six electric buses will operate from the new Poppleton Park&Ride

from June. Another 10 electric buses will operate in York in 2014 with plans for 80% of bus movements to be zero emission by 2018.

The UK's first 'low-emission taxi' incentive scheme has seen the sales of 12 hybrid taxis and 1 full electric taxi to local drivers.

Funded as part of a £280k Department of Energy and Climate Change (DECC) the first helped 328 residents in York consider switching.

Those who switched saved on average £150 a year. The second helped over 700 people consider switching and the 250 who did are set to save an average of £170 a year.

£10k has been secured to deliver a new Home Energy Programme that includes helping residents take practical steps to save energy and carbon in their homes and consider saving money by switching energy suppliers.

### Flood defence

A £3.2m scheme to protect 300 residents' homes and businesses from the risk of flooding is nearing completion in the Water End area.

The scheme is a partnership between the council and the Environment Agency and follows extensive public consultation. The council has contributed £1m towards the work which will greatly reduce the risk of a recurrence of the 2012 flooding in the area.



### Reinvigorate York

Reinvigorate York is the council's programme of works to enhance public spaces and King's Square is the first of these schemes. One of York's most popular city centre spaces, has been transformed with improved pedestrian access, additional seating and space for performers.

The £490k improvement scheme began in Autumn 2013. Unnecessary street furniture was removed and the area repaved using natural materials. New lighting enhances the square's evening appearance.

A user group of residents, retailers and businesses was established to allow details of the scheme to be discussed.

Reinvigorate York will provide a lasting legacy and enhance the public realm.

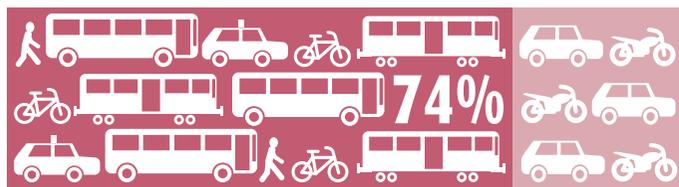
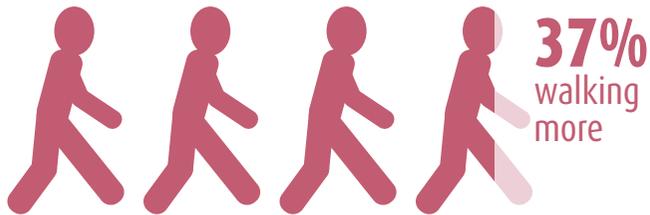
### Looking Ahead...

To protect the environment the council will;

- Gain approval for a new Waste Strategy to obtain greater efficiency and cost savings.
- Develop and implement a communication programme to increase public understanding of the Waste Strategy to encourage more recycling and reduce landfill.
- Meet York's health-based air quality objectives and promote the links between public health and air quality.
- Implement and promote Green Deal, along with Leeds City Region partners, to reduce fuel poverty, improve home energy efficiency and reduce carbon emissions.
- Increase use of recyclable materials and investment in resilient new materials to reduce future maintenance cost.
- Invest in LED based street lighting.

# Get York Moving

Results from the i-Travel 2013 roll-out show



Arriving at the station using sustainable transport

## Bus travel

The YorkLIVE website and mobile apps were launched in June 2013, making it easier for commuters, residents and visitors to navigate their way around the city. YorkLIVE provides live traffic and travel information, including where roadworks and road closures are taking place, how many available spaces are free in council car parks and live rail arrival and departure times.

## Park&Ride

York has one the UK's top Park&Ride services, with over four million passenger journeys each year. Two new Park&Ride sites will be launched in June 2014 to improve the existing service and boost capacity. Askham Bar, a new 1,100 space site will replace the current site which is unable to meet demand and Poppleton Bar, a new 600 space site will cater for passengers travelling to York via the A59 and other areas west of the city. The Poppleton Bar Park and Ride service will become York's first all-electric Park and Ride route. Funding for the £22.7m project was approximately 70% DfT and 30% council.

The Park&Ride sites include the i-Travel York Park and Pedal initiative where commuters can hire

secure cycle lockers to leave their bikes safely overnight. Commuters can then park free in the Park&Ride car parks and cycle into York. There are over 70 Park&Ride cycle lockers and they are proving very popular. This is the first such scheme in country and has been shortlisted for a national car park awards scheme.

## Traffic

A Review of the winter maintenance policy, including criteria for gritting public highways, was implemented following public consultation and Cabinet approval, resulting in a £20k saving.

The Lendal Bridge traffic restriction trial was implemented to reduce congestion in the city centre, improve public transport journey times and improve the environment at the northern end of the city centre. Analysis of the data suggested that the trial achieved many of the original objectives. However there was considerable concern from residents and businesses and following a letter from the traffic penalty adjudicator the restriction was removed. An independent Traffic Congestion commission is being convened to consider options for tackling traffic levels.

## Focus on personalised travel plans

The i-Travel York initiative aims to increase levels of cycling by 20%, walking by 10% and bus usage by 18% reducing congestion and improving health. During summer 2013 i-Travel advisers signed up over 2,200 residents in Rawcliffe and Clifton to a personal challenge to try out a new form of sustainable transport. The aim is to encourage residents to use more sustainable and active modes of transport including walking, cycling, public transport, car sharing and smarter driving.

Nicola and James both cycle to work and signed up for the York Cycle Challenge. Their two daughters cycle to school and enjoy using the Rawcliffe BMX track and cycling into town along the riverside. Nicola said "If everyone makes a few small changes to the way they travel it would make a big difference to York's transport problems."



## Cycling

Started the Haxby Road to Clifton Moor Cycle Route providing a new route for cyclists from Haxby and New Earswick to the employment and retail site at Clifton Moor.

An innovative new mobile app has been launched ahead of the Tour de France. "Cycle Yorkshire Ride The Routes" has been designed around the Yorkshire stages of the Grand Depart, encompassing information on the routes, hints and tips on how to cycle specific sections and general rural cycling road safety advice.

Bike Belles, an iTravel York initiative in partnership with Sustrans are delivering a programme to encourage more women into cycling. Current statistics show that only 1 in 4 cyclists are women and 75% of women never cycle at all. Bike Belles encourages women to cycle through a variety of social rides and events such as cycle maintenance classes. The programme is proving very popular and is already exceeding targets in terms of the numbers of Bike Belles champions recruited and participants engaging in the scheme.

## Pedestrians

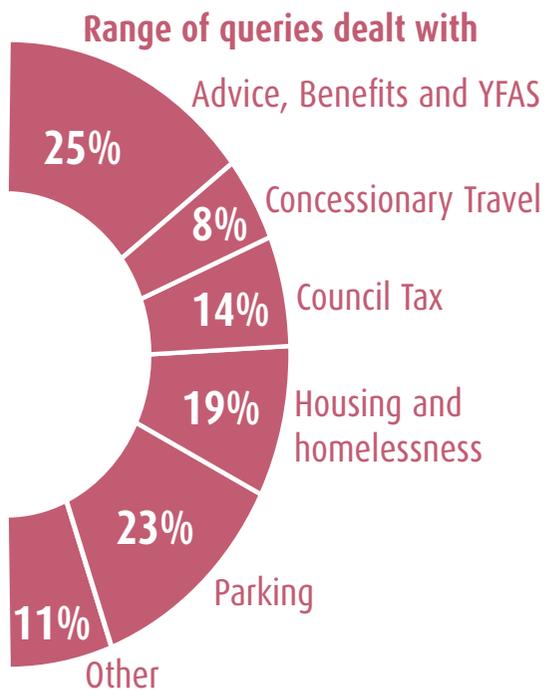
Completed the Fishergate Pedestrian Route improvements to make it safer for pedestrians to get into and out of the city.

## Looking Ahead...

To get York moving in 2014/15 the council will;

- Successfully deliver traffic management for the Tour de France.
- Complete the Access York Project which increases the capacity of the service by 30% (2 New Park&Ride sites and the upgrade of the A59/A1237 roundabout).
- Complete the Haxby Road to Clifton Moor Cycle Route providing a new route for cyclists from Haxby and New Earswick to Clifton Moor.
- Complete 20mph speed limit programme for residential areas across the city.
- Deliver Better Bus Area Funded schemes such as Exhibition Square, Capacity enhancements to Clarence Street/Lord Mayors Walk junction, Museum Street bus shelter, and new shelter in Rougier Street.
- Work with the West Yorkshire plus Transport Fund to deliver infrastructure improvements in the city including the completion of the first stages of the Outer Ring Road upgrade study, commencement of detailed design of the A1237 roundabout improvements and review of the station frontage to reduce the conflict between users and improve the interface between modes.

# Our Organisation



## Rewiring Public Services Programme

Local Government is undergoing radical change. Resident demand for services and community expectation continues to increase. Council finances have reduced nationally by an average of 33% and so in order to balance these interests radical change is required. The council needs to:

- Be more flexible and responsive to changing needs.
- Listen and constantly learn.
- Adapt to changing environments and pressures
- Support the most vulnerable.
- Be modern in the way we use ICT, data and processes to enable greater efficiency and effectiveness.
- Be an excellent communicator.

The Rewiring Programme pulls together a series of projects and programmes, driven by engagement with residents, voluntary and community organisations and businesses, to establish what York, as a place, wants. Already together with its partners, the council has:

- established new operating models including mutuals and wholly owned companies, but more can be done to understand the options in other areas of the council

- enabled residents to provide innovative solutions to challenges in the City and to collaborate and design services as a community (GeniUS Innovation application).
- started working with Leeds Data Mill to better use real-time data which is allowing us to target our resources more effectively. Increasingly we want communities to use this data and make decisions on the outcomes they want and how resources are used.

## Customer Service

This year has been dominated by a number of related priorities in the Customer and Administration Accommodation strategies relating to the completion of the consolidation of council offices and services, with the finalisation of the refurbishment of and moves to Hazel Court and West Offices. This incorporated a fully centralised Facilities Management operation and a single Customer Centre for access to all council services in a single modern environment.

The new Customer Service centre at West Offices is the focal point of the building, replacing the original thirteen receptions across the city and bringing them all together in one convenient

location in the heart of the city. This prompted an overhaul in the way face-to-face services were managed and delivered by the council. The objective was to create a friendly, professional and efficient environment to deliver seamless access to all council services.

The centre would need to provide for a weekly footfall of 2,500 people visiting for pre-arranged one to one appointments, group meetings and ad hoc visits for information or face to face interactions. The objective for the council was to deliver on their Customer Strategy aim of “delivering the right service, at the right time, in the right way, at the right cost for our customer”. From 1st April 2013 – 31st March 2014 the Customer Centre provided a service to 124,541 customers/visitors.

### **Our workforce**

Our younger workforce is not representative of the York community where 15.5% of those in employment are aged 16 to 24. We have developed an integrated approach to internships, apprenticeships and work experience placements, with enhanced training allowances for apprentices and for student and graduate interns which reflect our commitment to the employment of greater numbers of young people.

Work to support the council’s Workforce Strategy included:

- embedding the Living Wage into its pay structures.
- undertaking an Equal Pay Audit demonstrating fair pay and addressing any areas of concern by harmonising pay structures.
- the completion of plans to centralise all Learning and Development funding and activity.
- a review and strengthening of Health & Safety governance structures across the council.
- the negotiation of a new Trade Union Engagement Framework to be launched in Summer 2014.

### **An open council**

Engagement with our communities is at the heart of the council’s Rewiring programme. The Community Conversations allow residents to meet councillors and council staff to tell the council their concerns. As well as streaming council meetings the council also publishes all of its travel expenses online and produces a one page summary of consultations. We have begun working with the Leeds Data Mill project, so that data about the council and its partners will become available online for residents so that they can make more informed decisions. It will also mean that the council and its partners become more accountable and reduce the need for Freedom of Information (FOI) requests.

### **ICT Services**

As the world turns digital, customer expectations around how they access services shift. Our ICT services are gearing-up to meet the challenge of the digital age, making best use of the Super Connected Cities programme and significant private sector investment to deliver an ICT infrastructure that supports the Council in meeting its priorities to deliver customer driven services across multiple channels.

### **Looking Ahead...**

The council aims to:

- Improve the whole customer service experience.
- Develop new ways of working to engage local economies and local communities in co-design and co-production of services.
- Continue to stream council meetings on the internet and on YouTube.
- Deliver an organisational change programme to enable people to work in a different way to support the Rewiring programme.
- Improve feedback from staff around work demands and create a wellbeing offer to better support staff through change.
- Roll out a new offer to young people on apprenticeships, work experience placements and internships.

The Council Plan priorities illustrate how the work of the council is contributing to real outcomes and benefits for the community.

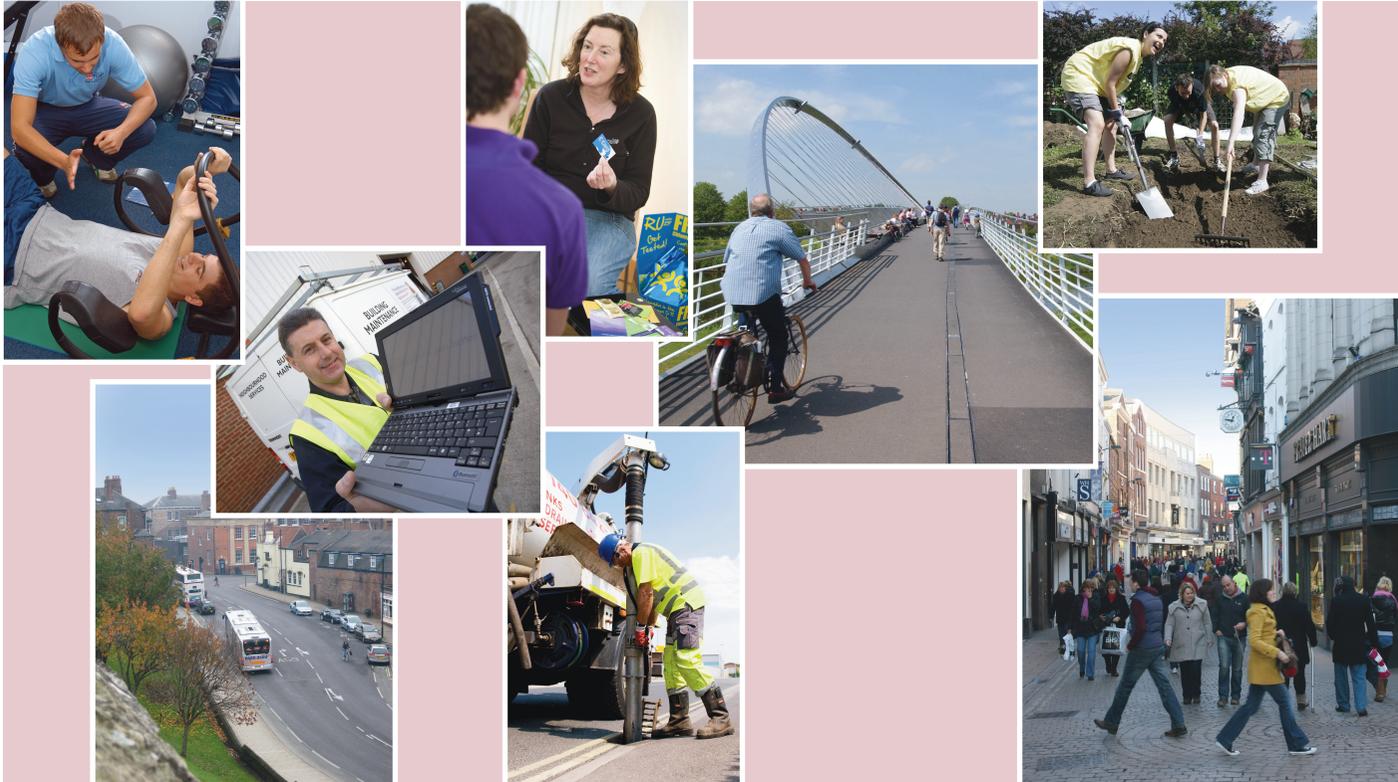
**Create jobs and grow the economy**

**Build strong communities**

**Protect vulnerable people**

**Protect the environment**

**Get York moving**



**Large print, CD and other formats are available on request.**

### **Polish**

To jest ulotka o komentarze i skarg Miasta Rady Jorku, usług dla dzieci. Możemy dostarczyć te informacje w swoim własnym języku.

### **Turkish**

Bu York Konseyi City, çocuk hizmetleri hakkında yorumlar ve şikayetler hakkında bir broşür olduğunu. Biz kendi dilinizde bu bilgiyi sağlayabilir.

### **Cantonese**

這是一個有關的意見和投訴，紐約市議會，兒童服務小冊子。我們可以在自己的語言提供這些信息。



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**Cabinet**

**1 July 2014**

**Report of the Cabinet Member for Finance and Performance**

**Capital Programme Outturn 2013/14 And Revisions To The 2014/15 – 2018/19 Programme**

**Report Summary**

1. The purpose of this report is to set out the capital programme outturn position including any under or over spends, overall funding of the programme and an update as to the impact on future years of the programme.
2. The report shows an outturn of £44.616m compared to an approved budget of £60.908m, an overall variation of £16.292m.
3. The net variation of -£16.292m is made up as follows:
  - Requests to re-profile budgets of a net -£17.348m of schemes from 2013/14 to future years
  - Adjustments to schemes increasing expenditure by a net £1.056m
4. The level of re profiling reflects the scale of the Capital Programme, and in particular that it contains a number of major and complex projects. Much of the re-profiled expenditure has been progressed significantly during 2014/15, for example the park and ride scheme. The overall capital Programme continues to operate within budget, due to careful management of expenditure against the budget.

**Consultation**

5. The capital programme was developed under the Capital Resource Allocation Model (CRAM) framework and agreed by Council on 28 February 2013. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated

capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

### **Summary of the 2013/14 Capital Programme Outturn**

6. The 2013/14 capital outturn of £44.616m represents an overall variation against the Monitor 3 budget of -£16.292m. The variation is comprised of two components.
7. The first component is re-profiling of budget that is currently approved in the capital programme but requires moving to or from future years in line with a changing timetable of delivery for individual schemes. The second component is genuine under/over spends against the latest approved budget.
8. The net £1.056m of adjustments in expenditure are funded in the main from external sources of finance:
  - £457k of Developers contributions (£433k Section 106 funds and £24k other contributions)
  - £376k of Major Repairs Allowance
  - £223k of Departmental borrowing (costs being met from existing revenue budgets) including £113k into the main capital programme in relation to the Cabinet and Council approval during 13/14 for work at Osbaldwick Travellers site and £140k in relation to Fleet Vehicles.
9. There are requests for budgets to be carried forward (re-profiled) in to future years of a net £17.348m with further details provided in the following departmental analysis paragraphs. Table 1 below shows the total variances for individual departments along with requests for re-profiling.

Directorate	Dep't	Approved Budget	Revisions to Approved Budget (re-profile)	Revised Budget	13/14 Outturn	Variance (under) / overspends - funding
		£m	£m	£m	£m	£m
		(1)	(2)	(3)	(4)	(5)
				(1) + (2)		(4) - (3)
CSES	Children Services, Education and Skills	<b>6.325</b>	(1.530)	4.795	<b>5.279</b>	0.484
H&WB	Adult Social Serv & Public Health	<b>0.973</b>	(0.226)	0.747	<b>0.748</b>	0.001
CES	Strategic Planning & Transport	<b>20.518</b>	(2.533)	17.985	<b>17.942</b>	(0.043)
CES	Community Stadium	<b>1.660</b>	(1.242)	0.418	<b>0.418</b>	0.000
OCE	Economic Development	<b>0.058</b>	(0.058)	0.000	<b>0.000</b>	0.000
CANS	Housing & Comm Safety	<b>11.472</b>	(1.012)	10.370	<b>10.917</b>	0.457
CANS	Comm, Culture & Public Realm	<b>1.372</b>	(0.225)	1.147	<b>1.164</b>	0.017
CES	Highways & Waste	<b>4.754</b>	(1.053)	3.701	<b>3.841</b>	0.140
CBSS	Asset Mgt	<b>1.857</b>	(0.620)	1.237	<b>1.237</b>	0.000
CBSS	West Offices -Admin Accom	<b>2.580</b>	(0.533)	2.047	<b>2.047</b>	0.000
CBSS	IT Dvpt Plan	<b>0.750</b>	(0.424)	0.326	<b>0.326</b>	0.000
CBSS	Contingency	<b>0.313</b>	(0.258)	0.055	<b>0.055</b>	0.000
CBSS	Economic Infrastructure Fund*	<b>8.276</b>	(7.634)*	0.642	<b>0.642*</b>	0.000
	<b>Total</b>	<b>60.908</b>	(17.348)	43.560	<b>44.616</b>	1.056

**Table 1 – Summary of capital outturn by department**

\*note that the EIF spend of £642k referenced in this table is the prudential borrowing funded capital element only. Within the £7.634m, £1.701m relates to revenue expenditure and this has been transferred to the revenue budget in year. The remaining revenue and capital elements totalling £5.933m will be re-profiled to the future years capital programme. See para 46 – 49

10. The variations of £1.056m as set out in table 1 are funded by corresponding changes in the use of S106 funds, the Major Repairs Grant and Departmental borrowing as set out in paragraph 7. The following paragraphs set out the main variances and the requirements for re-profiling. All the explanations are based on movement against the approved monitor 3 position.

**CSES – Children Services, Education and Skills (Budget £6.325m, Outturn £5.279m)**

11. In year spend of £5.279m has resulted in the following key schemes being delivered:
- DfE Maintenance £1.934m – delivering the following major schemes
  - Copmanthorpe Primary - rewire (phase 2)
  - Badger Hill Primary - roof repairs
  - Millthorpe Secondary - replacement of windows
  - Osbaldwick Primary – refurbishment of outbuilding
  - Poppleton Road Primary – refurbishment of front elevation
  - Stockton on the Forest Primary – replacement of windows and roof repair
  - Tang Hall Primary – repair of windows and canopy
  - Basic Need £714k – delivering additional school places at Archbishop Holgate’s Secondary, Carr Infant, Carr Junior and Copmanthorpe Primary
  - Knavesmire Expansion £1.592m – towards 210 additional primary places in five new classrooms, a new hall and enhancements to kitchen and dining facilities
12. £1.378m of DfE Maintenance programme requires re-profiling to future years and relates to contingency held for emergency works over the winter which was not required due to the mild winter, plus outstanding payments and retentions on completed schemes. The re-profiling is higher by c£200k due to the identification of Section 106

income that was able to be used to fund a small number of the schemes.

13. £152k of Basic Need requires transferring to the Knavesmire Expansion scheme as a result of additional work was required due to additional cost for heating repairs, windows and roof repairs. The remaining variance requiring re-profiling is partly due to the scheme at Osbaldwick where despite completion contract payments in 13/14 have not been as high as anticipated and the outstanding retention will be payable in 14/15. In addition provision was made for some fees expected to be charged on schemes in development during 13/14 but these have not been charges and the remaining unallocated budget in 13/14 needs re-profiling to 14/15.
14. All other variations are below £100k and shown in the accompanying annex.

**H&WB – Adult Social Services and Public Health (Budget £0.973m, Outturn £0.743m)**

15. In year spend of £743k has resulted in the following key schemes being delivered:
  - Disabled Support Grant £151k - This scheme particularly helps parents with disabled children to continue to live in their homes or help them to find homes which are more cost effective and practical to adapt. Seven families with disabled children and a further two families were supported to do this in 2013/14. The funding also funds other adaptations such as small ramps which we have to by law provide free of charge - more than 100 residents were assisted this year.
  - Telecare Equipment £211k - The scheme has funded a programme of replacing equipment that was reaching the end of its lifespan. Each customer now has a lifeline, pendant, smoke detector and carbon monoxide detector. £70k was used to fund the infrastructural changes needed to move the warden call service into the new social enterprise, Be Independent
16. The EPH review requires a re-profile of £173k to 14/15. This is as a result of further financial analysis and diligence as part of the dialogue with providers.

17. All other variations are below £100k and shown in the accompanying annex.

**CANS – Communities, Culture and Public Realm (Budget £1.378m, Outturn £1.164m)**

18. In year spend of £1.164m has resulted in the following key schemes being delivered:
- York Explore Phase 2 £412k - delivering a world class archive facility for the city's important collections to open in November
  - Parks and Open Spaces £264k - provide 2 9v9 (junior) pitches, the only ones in the city and 1 full sized pitch at the Knavesmire. Investment in the Heslington Outgang project seeing improvements to the pitch, club house, storage and major equipment.
  - City Art Gallery Refurbishment and Extension £250k - the second instalment of a £500k CYC contribution to an £8 m which will give the city an Art Gallery appropriate to its status as a leading European visitor destination – opening in 2015
19. A number of minor amendments are proposed as part of this outturn report with the only significant scheme being York Explore Phase 2 that requires re-profiling of £198k from 13/14 to 14/15. The claims by the main contractor have been re-profiled to reflect a revised start date agreed with the HLF to accommodate their procurement requirements. The project remains on course to complete in November 2014.
20. All other variations are below £100k and shown in the accompanying annex.

**CES – Highways and Waste (Budget £4.754m, Outturn £3.841m)**

21. In year spend of £3.841m has resulted in the following key schemes being delivered:
- Highways Resurfacing and Reconstruction £2.404m – delivering 25 carriageway and 30 footway schemes equating to 86,835m<sup>2</sup> (c 12 linear kms) and 14,021m<sup>2</sup> (c 7.2 linear kms) of treatment respectively
  - Fleet Vehicles £1.202m – The expenditure was across a variety of fleet vehicles including the acquisition of vehicles needed to support the bringing in house of the street lighting service, 5 mini

tractors and snow ploughs requested by our highways department to provide snow clearance to footpaths and smaller areas in the event of severe weather, 6 new refuse vehicles purchased to replace out of lease vehicles (a more economical means of financing is currently outright purchase vs leasing). Five of the vehicles were direct, like for like, replacements for previous vehicles carrying out work in the city centre.

22. £127k of Special Bridge Maintenance budget is requested to be re-profiled to 14/15. The delivery of this programme of works has been delayed because the appointment to the vacant Bridge Engineer post did not take place until part way through the financial year. Works on Piccadilly and Severus bridge are now planned to take place in 2014/15.
23. £566k of the Highway Resurfacing & Reconstruction (Structural Maintenance) scheme is requested to be re-profiled to 2014/15. The re-profiling is in relation to 2 reasons
  - A request to re-profile £337k due to savings arising from a successful procurement exercise to tender for sub contractors to carry out works. It was not possible to undertake further schemes in year and so the funding is requested to be reprofiled into 2014/15
  - £225k of re-profiling on carriageway repairs to allow works to take place in better weather conditions
24. £160k of Carbon Reduction in street lighting is requested to be re-profiled to 14/15. The delay was due to a short delay in the procurement and tender exercise, which was required due to the value of the contract.
25. £200k of Tour de France Improvements require re-profiling as works were re-scheduled for early 14/15 since precise locations were not finalised until the end of 13/14. As at the end of May the full value of these works are committed and will spend in June 2014.
26. In relation to Fleet Vehicles it is requested that an additional £140k of budget is approved to allow the outright purchase of vehicles as this financing route offers better value than leasing in this instance due to asset lives. All costs are met from existing budgets
27. All other variations are below £100k and shown in the accompanying annex.

**CANS - Housing & Community Safety (Budget £11.472m, Outturn £10.917m)**

28. In year spend of £10.917m has resulted in the following key schemes being delivered:
- Modernisation of Local Authority Homes £1.880m –carrying out Tenant’s Choice works to 218 properties including new kitchens, bathrooms, rewiring and in addition we carried out rewires at 33 properties
  - Major Repairs schemes £4.780m – delivering a combination of projects involved in this scheme; 48 empty properties had new kitchens, bathrooms and rewires; 1022 properties had the benefit of the external painting programme; 410 properties had new heating systems with high efficiency boilers; 60 properties had new roofs; 7 new loft conversions; 67 properties had the sound insulation installed and we fitted 78 new high specification security doors.
  - Building Insulation Programme £1.331m – resulting in 700 properties having replacement uPVC double glazed windows.
  - Disabled Facilities Grant £946k – The funding helped over 160 residents in private sector accommodation have a range of adaptations installed. The works ranged from more simple adaptations, e.g. a stair lift and a level access shower to help someone with mobility problems to remain at home through to more significant work such as an a bedroom extension for a disabled child with complex needs. All customers are surveyed as part of our quality controls with 100% stating that the adaptations were suitable for their needs enabling them to remain in their home and improving their quality of life.
29. The Modernisation of Local Authority Homes has spent an additional £165k funded by the Major Repairs Allowance on schemes to eradicate damp in council dwellings.
30. An additional £319k has been spent as part of the Major Repairs Allowance programme of works, this includes additional backfill work being completed on tenants choice and an increased cost in reroofing works.
31. £784k of the Local Authority Homes programme of works requires re-profiling to 14/15, this is primarily in relation to the timings of the work starting at Beckfield Lane.

32. £148k of Air Quality Monitoring requires re-profiling to due to a delay in the marketing strategy for the low emissions strategy and delays in the emissions impact assessment of the itravel York campaign due to staff availability at the Institute of Transport Studies, University of Leeds.
33. The final amendment of significance is the inclusion into the main capital programme monitoring process of Osbaldwick Travellers Site (as approved by Council on 5<sup>th</sup> November and Full Council in December 13) the expenditure of £113k funded by self financing prudential borrowing. The overall commitment over the 2 year period was for £340k (£113k 13/14 & £227k 14/15) of CYC funding that would allow the Council to match fund the HCA external funding to contribute towards the shortfall in pitches across the city; reduce overcrowding on existing pitches and sites across the city further strengthening the Councils partnership with the travelling community.
34. All other variations are below £100k and shown in the accompanying annex.

**CES – Strategic Planning and Transport (Budget £20.518m, Outturn £17.942m)**

35. In year spend of £17.942m has resulted in the following key schemes being delivered:
  - Better Bus Area Fund £1.216m – delivering new real-time passenger information displays at over 30 bus stops; upgrades to bus stops at York Station and Piccadilly Interchange; improvements to bus stops and shelters on Stonebow; and a programme of improvements to bus stops and shelters on high frequency routes across the city.
  - Local Transport Plan £1.914m – delivering ongoing improvements to the Traffic Management system; installation of charging posts for electric vehicles in car parks and Park & Ride sites; completion of the Fishergate Pedestrian Route improvements; delivery of the West York 20mph limit scheme; and several smaller schemes to improve safety across the city and on routes to schools.
  - Access York Programme £14.364m – delivering two new Park & Ride sites at Askham Bar and Poppleton Bar and improvements to the A59 Roundabout, including the construction of a new pedestrian/ cycle subway.

36. The Better Bus Fund scheme requires £413k to be re-profiled to 14/15 from 13/14, which is made up of £314k DfT grant funding, and £99k Clean Bus Technology grant funding. The Clean Bus Technology funding was received late in 2013/14, so work to convert two buses to electric buses did not start until April 2014.
37. The in year underspend against the Better Bus grant funding was due to delays to the following three major schemes:
  - Clarence Street bus priority scheme: proposed scheme needs to be reviewed in light of the removal of the Lendal Bridge restrictions
  - Theatre Royal Interchange scheme: Linked to the Reinvigorate York improvements on St Leonard's Place and Exhibition Square, which were not progressed in 13/14.
  - Replacement of main bus shelter on Rougier Street: cannot be progressed until the developer has completed refurbishment works at Roman House
38. The Local Transport Plan schemes require funds of £895k to be re-profiled into 14/15, which is made up of LTP (CRAM Top-up) funding (£313k), Local Sustainable Transport Fund grant funding (£464k), and A19 Pinchpoint grant funding (£118k)
39. The in year underspend against the LTP funding was due to the following schemes:
  - Variable Message Sign upgrade scheme: Progress on the scheme was delayed to staff resource issues in the Transport team. These have been resolved, and the first batch of signs was issued to the manufacturer for refurbishment works in early 2014.
  - Electric Vehicle Rapid Charging Points: Due to slower progress of the Access York scheme, the purchase of the charging posts for the new Park & Ride sites was delayed until 14/15, so the LTP match-funding was not required in 13/14.
  - 20mph Programme: Delays to the progress of the West York scheme, due to the longer length of time for consultation, meant the North York scheme could not be implemented in 13/14.
40. The underspend against the LSTF grant funding was due to delays to the following schemes:
  - Off-Bus Ticket Machines: Requires First Bus smart ticketing scheme to be in place, which was delayed in 13/14.

- Haxby-Clifton Moor cycle route: Progress delayed as design of new pedestrian/ cycle bridge had to be revised due to high costs.
- Jockey Lane Cycle Route: Alternative scheme to be developed due to objections from landowners for proposed route on private land.
- Clifton Moor Cycle Route: Only first phase of scheme progressed (on Stirling Road) due to objections from landowners for link path on private land

41. The Access York scheme requires funds of £808k to be re-profiled to 14/15 due to ground conditions at Askham Bar (a former landfill site), and a high water table at Poppleton Bar, both of which required additional works to address. The utility diversions needed at Poppleton Bar were not progressed as quickly as planned by the utility companies, which has delayed progress on the scheme.
42. The Flood Defences scheme requires £317k to be re-profiled due to the complexity of the scheme. An initial study has been completed to date.
43. All other variations are below £100k and shown in the accompanying annex.

**CES – Community Stadium (Budget £1.660m, Outturn £0.418m)**

44. The Community Stadium capital scheme has an outturn position of £418k against a budget of £1.660. It is requested that £1.242m of funding been re-profiled into 14/15.

**CBSS – West Offices Administrative Accommodation (Budget £2.580m, Outturn £2.047m)**

45. £533k of funds are required to be re-profiled to 14/15. The £533k balance pertains to the remaining payment to be made to York Investors LLP. All such amounts will be paid in 14/15 upon completion of outstanding snagging.

**CBSS – Asset Management (Budget £1.857m, Outturn £1.237m)**

46. In year spend of £1.237m has resulted in the following key schemes being delivered:

- Riverbank repairs £460k – resulting in the stabilisation of Clifton to Scarborough Bridge, New walk and repairs to the Blue Bridge Slipway
- Eco depot/Office for the Future £462k – delivering the new gatehouse/reception and the refurbishment of the Amenities Block at Hazel Court. In addition, there was the refurbishment of the Eco-Office in line with West Office accommodation

47. £108k of Fire Safety Regulations – Adaptations budget requires re-profiling to 14/15 as the majority of this budget was used primarily to deliver works to the EPH's. Following the review of the provision elderly care and the ensuing closure of various EPH's this budget is not required for it's original purpose and therefore requested to be carried forward for other Fire Safety works.
48. £146k of the 13/14 Photovoltaic Energy Programme budget is requested to be carried forward to 14/15 and be made available for other energy efficiency projects.
49. All other variations are below £100k and shown in the accompanying annex.

**CBSS – IT Development Plan (Budget £0.750m, Outturn £0.326m)**

50. £326k of funding requires re-profiling to 14/15 in relation to the IT Development plan. This is due to a combination of delays to contracts being agreed, project criteria being identified or ongoing research to identify appropriate solutions continuing. This work moves into the 2014/15 ICT capital programme.

**Capital Contingency (Budget £0.313m, Outturn £0.055m)**

51. Although not shown in the outturn position (as the budget once approved is added into the specific scheme within the capital programme) capital contingency has been used on the following schemes in 13/14:
- £15k – Crematorium (approved capital monitor 2)
  - £20k - Social Care Hub Accessibility (approved Cabinet 3 December 2013)
  - £66k - York Explore Roof Replacement (approved capital monitor 3)
  - £200k – Tour de France Highways Improvements (approved 1st October 2013)

- £62k – Freehold Acquisition of Stonebow House (approved 7th January 2014)

52. The £258k of remaining budget will be re-profiled to future years to address other contingency requirements.

### **Funding the 2013/14 Capital Programme**

53. The 2013/14 Capital Programme of £44.618m has been funded from £32.846m external funding and £11.770m of internal funding. The internal funding includes resources such as revenue contributions, Supported Capital Expenditure, capital receipts and reserves.
54. The overall funding position continues to be closely monitored to ensure the overall Capital Programme remains affordable and is sustainable over the 5 year approved duration.

### **Economic Infrastructure Fund Update**

55. The Economic Infrastructure Fund (EIF) has an overall value £28.5m covering a 5 year period and is funded via a combination of the New Homes Bonus grant (revenue) and prudential borrowing (capital).
56. The EIF has schemes committed to a value of £27.943m. The total expenditure incurred in 13/14 was £2.343m of which £642k was capital and £1.701m of revenue was allocated
57. Key schemes progressing include:
- Re-invigorate York £596k - included the cost of the works at King's Square improving the Public Realm as well as the cost of Project Management and design of schemes at Exhibition Square and Fossgate
  - Newgate Market £114k – covering the move for the interim period to Parliament street in its final stages of planning and the tendering process for the stall refurbishment under way,
  - Tour de France £500k - contribution covered the cost to the council of hosting the event as agreed by Cabinet 12<sup>th</sup> February 2013
  - Infrastructure Investment Plan £227k – expenditure on the teams and projects that are delivering the City's growth agenda funded from £1,000k initial budget agreed by Cabinet 16th July 2013
  - Living Wage £338k.
58. Schemes that require re-profiling to future years include:

- Access York Phase 1 £3.050m
- Better Bus Fund £1.052m
- Reinvigorate York £1.112m

59. The remaining capital and NHB funding will be carried forward to 2014/15 and spent in line with the revised EIF programme as outlined in Annex B.

### Update on the 2014/15 – 2018/19 Capital Programme

60. As a result of this report amendments have been made to future year's capital programmes as a result of both re-profiling schemes from 2013/14 and requests for the use of new funding. Table 2 sets out the movements in the 2014/15 capital programme.

	Funding inc/(dec)	Expenditure inc/(dec)
	£m	£m
14/15 Budget per 14/15 Budget Report		<b>64.114</b>
Changes to 13/14 Mon 3 position:		
1) <u>Outturn Variations</u> that increase the 14/15 programme		<b>1.769</b>
<u>Funded by:</u>		
External funding (S106 and other Contributions)	0.873	
Internally funded (self financing borrowing for Public Conveniences (£663k) and Travellers Sites (£233k))	0.896	
2) <u>Re-profiling of budget from 13/14</u> increasing the 14/15 programme (per table 1)		<b>17.403</b>
<u>Funded by:</u>		
External funding (grants carried forward from 13/14 to 14/15)	6.457	
Internally funded (13/14 CYC funding carried forward to 14/15)	10.946	
Revised 14/15 Budget per 13/14 Outturn		<b>83.286</b>

**Table 2 – Amendments to 14/15 Capital Programme**

61. Further detail of the amendments contained within table 2 is set out in the following paragraphs.
62. Set out in the following paragraphs are proposals for a number of amendments to 14/15 schemes in relation to the Children, Education and Skills capital programme for Fulford School, St Barnabas, and Carr Junior expansions. A further detailed report will be brought to Cabinet shortly that will seek approval for the use of the funding as set out below.
63. Capital Monitor 2 of 2013/14, contained reference to a proposed new scheme which was in development, to expand Fulford School. At this point, the total anticipated cost was reported as being approximately £3.6m. The development phase of the scheme is now complete and due to the expanded scheme now planned has resulted in a substantial increase in the original cost estimate.
64. The main focus of the scheme is to provide an increase in the capacity of the school to meet rising demand in the Fulford area, particularly for families from the Germany Beck development. The scheme will increase capacity by 160 pupils. In addition to the expansion of the school, the project now also includes a sports hall, expanded kitchen and dining facilities, and substantial upgrades to the services into the site, to accommodate the increased demands on these services. The main work and expenditure on the scheme is expected to be in 2015/16, with completion scheduled to be in 2016/17.
65. The proposed cost of the scheme is now estimated at £7.045m. The proposed funding breakdown for the scheme is £4.561m of Basic Need, £2.134m of Section 106 payments, and a school contribution of £0.350m. An element of the Section 106 funding is already held by the local authority (£0.592m), with the remaining £1.542m payable on known developments in the pipeline. As there is a risk associated with the receipt of some of this funding, it is proposed that existing unallocated Basic Need funding is held to underwrite any non-receipt of Section 106 amounts.
66. Carr Junior expansion was also referenced at Monitor 2 and it is requested this scheme now be formally included. The works will provide three additional classrooms and is scheduled to take place in

summer 2014. This is now budgeted to cost £610k funded from Basic Need

67. An additional scheme is now proposed at St Barnabas Primary to enhance existing kitchen facilities and provide two additional classrooms at one of York's three PFI schools. This will enable the school to meet the universal infant free school meals requirement and help meet growing local demand for places. The majority of construction is expected to take place during summer 2015 and is budgeted to cost £710k funded from Basic Need.
68. The proposed expansions at Carr Junior and St Barnabas Primary, along with a smaller investment to expand Carr Infant school through the proposed rebuild programme, will add 210 primary places in the local area to accommodate a rising local school age population. This population is expected to grow significantly as the Civil Service and British Sugar housing developments (which will produce an estimated 325 primary age pupils in total) are built and occupied. The expansions at both schools form part of the local strategy for accommodating this increased demand.
69. The restated capital programme for 2014/15 to 2018/19 split by portfolio is shown in table 3. The individual scheme level profiles can be seen in Annex 1.

		<b>2014/15 Budget</b>	<b>2015/16 Budget</b>	<b>2016/17 Budget</b>	<b>2017/18 Budget</b>	<b>2018/19 Budget</b>	<b>Total Budget</b>
		<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
CSES	Children's Services, Education and Skills	12.221	11.667	9.981	5.125	2.250	<b>41.254</b>
H&WB	Adult Social Services and Public Health	1.013	0.525	0.505	0.505	0.505	<b>3.053</b>
CANS	Communities Culture & Public Realm	4.333	2.075	0.000	0.000	0.000	<b>6.393</b>
CES	Highways & Waste	7.460	3.497	2.934	2.839	1.350	<b>18.080</b>
CANS	Housing & Community Safety	17.483	11.562	10.026	8.753	9.023	<b>56.847</b>
CES	Transport	9.042	2.713	2.713	2.713	0.090	<b>17.271</b>
CES	Community Stadium	10.482	7.679	0.000	0.000	0.000	<b>18.161</b>
OCE	Economic Development	0.058	0.000	0.000	0.000	0.000	<b>0.058</b>

CBSS	Asset Management	2.548	0.420	0.200	0.200	0.100	<b>3.468</b>
CBSS	West Offices - Admin Accom	0.533	0.000	0.000	0.000	0.000	<b>0.533</b>
CBSS	IT Development Plan	2.284	1.870	1.920	2.245	2.025	<b>10.344</b>
CBSS	Misc(Contingency )	0.558	0.000	0.000	0.000	0.000	<b>0.558</b>
CBSS	Economic Infrastructure Fund	15.216	6.800	5.800	0.000	0.000	<b>27.816</b>
	<b>Total</b>	<b>83.231</b>	<b>48.818</b>	<b>34.079</b>	<b>22.380</b>	<b>15.343</b>	<b>203.851</b>

**Table 3 – Restated Capital Programme 2014/15 to 2018/19**

70. Table 4 shows the projected call on Council resources going forward.

	2014/15 £m	2015/16 £m	2016/17 £m	2017/18 £m	2018/19 £m	Total £m
<b>Gross Capital Programme</b>	<b>83.286</b>	<b>48.818</b>	<b>34.079</b>	<b>22.380</b>	<b>15.343</b>	<b>203.851</b>
Funded by:						
External Funding	41.038	31.340	22.265	14.297	8.359	117.299
Council Controlled Resources	42.193	17.478	11.814	8.083	6.984	86.607
<b>Total Funding</b>	<b>83.231</b>	<b>48.818</b>	<b>34.079</b>	<b>22.380</b>	<b>15.343</b>	<b>203.851</b>

**Table 4 - 2014/15 –2018/19 Capital Programme Financing**

71. The Council controlled figure is comprised of a number of resources that the Council has ultimate control over. These include Right to Buy receipts, revenue contributions, supported (government awarded) borrowing, prudential (Council funded) borrowing, reserves (including Venture Fund) and capital receipts.
72. Capital receipts, which form part of the Council controlled resources, should be considered at risk both of not being realised within set time frames and having estimated values until the receipt is received. The capital programme is predicated on a small number of large capital receipts which, if not achieved, would cause significant funding pressures for the programme. The Director of Customer and Business Support closely monitors the overall funding position to

ensure that over the full duration of the capital programme it remains balanced. Any issues with regard to financing will be reported as part of the standard reporting to Cabinet.

### **Council Plan**

73. The capital programme is decided through a formal process, using a Capital Resource Allocation Model (CRAM). CRAM is a tool used for allocating the Council's scarce capital resources to schemes that contribute toward the achievement of the Council Plan. The Capital Asset Board (CAB) meet monthly to ensure the capital programme targets the Councils Plan. The capital programme addresses all 5 priorities of the Council Plan due to its varied and numerous schemes as shown in the main body of the report.

### **Financial Implications**

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

### **Human Resources Implications**

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

### **Equalities Implications**

76. The capital programme seeks to address key equalities issues that affect the Council and the public. Schemes that address equalities include the Disabilities Support Grant, the Schools Access Initiative, the Community Equipment Loans Store (CELS) and the Disabilities Discrimination Act (DDA) Access Improvements.
77. All individual schemes will be subject to Equalities Impact Assessments

### **Legal Implications**

78. There are no Legal implications as a result of this report.

### **Crime and Disorder**

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

### **Information Technology**

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

### **Property**

81. The property implications of this paper are included in the main body of the report which covers the funding of the capital programme from capital receipts.

### **Risk Management**

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

### **Recommendations**

83. The Cabinet is requested to:
- Note the 2013/14 capital outturn position of £44.616m and approve the requests for re-profiling totalling £17.348m from the 2013/14 programme to future years.
  - Note the additions in future years totalling £1.769m
  - Note the outturn position of the EIF in 2013/14 and revisions to the profile of the £28.5m as set out in Annex B.
  - Recommend to Full Council the restated 2014/15 to 2018/19 programme of £203.851m as summarised in Table 3 and detailed in Annex A.
  - Approve the revised EIF profile set out at Annex B.

#### **Reason:**

- To allow the continued effective financial management of the capital programme from 2014/15 to 2018/19.

**Contact Details**

<b>Authors:</b>	<b>Cabinet Member &amp; Chief Officer Responsible for the report:</b>		
Ross Brown Principal Accountant Ext 1207	Cllr Dafydd Williams, Cabinet Member for Finance & Performance		
Debbie Mitchell Corporate Finance Manager Ext 4161	Ian Floyd Director of Customer & Business Support Services		
	<b>Report Approved</b>		<b>Date</b> 13/06/14
<b>Wards Affected: All</b>			
<b>For further information please contact the authors of the report</b>			

<b>Specialist Implications:</b>
<b>Legal – Not Applicable</b>
<b>Property – Philip Callow</b> Head of Asset and Property Management Extension - 3362
<b>Information Technology – Not Applicable</b>

**Annexes**

- Annex A – Capital Programme by year 2013/14 – 2018/19
- Annex B – Economic Infrastructure Fund 2012/13 – 2016/17

List of Abbreviations used in the Report:

CAB - Capital Asset Board  
CANS – Community and Neighbourhood Services  
CBSS – Customer and Business Support Services  
CELS - Community Equipment Loans Store  
CES – City and Environmental Services  
CRAM - Capital Resource Allocation Model  
CSES - Children Services, Education and Skills  
DDA - Disabilities Discrimination Act  
DfE – Department for Education  
DfT – Department for Transport  
EIF – Economic Infrastructure Fund  
EPH's – Elderly Persons Homes  
H&WB – Health and Wellbeing  
HCA – Homes and Communities Agency  
HLF – Heritage Lottery Fund  
ICT - Information and Communications Technology  
LSTF – Local Sustainable Transport Fund  
LTP – Local Transport Plan  
NHB – New Homes Bonus  
PFI – Private Finance Initiative  
vs – Versus

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	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Gross Capital Programme To be Funded	Gross Capital Programme To be Funded
	Outturn	Revised	Revised	Revised	Revised	Revised	13/14 - 18/19	14/15 - 18/19
	£000	£000	£000	£000	£000	£000	£000	£000
<b>CSES - Children's Services, Education and Skills</b>								
NDS Devolved Capital	472	475	475	475	475	0	2,372	1,900
Targeted Capital Fund 14-19 Diploma	54	0	0	0	0	0	54	0
DfE Maintenance	1,934	4,231	2,400	2,400	2,400	0	13,365	11,431
Schools Access Initiative	0	0	0	0	0	0	0	0
Applefields School - Co Location	0	0	0	0	0	0	0	0
Basic Need	714	4,376	2,747	6,656	2,250	2,250	18,993	18,279
MUGA at Burnholme School	7	0	0	0	0	0	7	0
Looked After Childrens Contact Centre	258	0	0	0	0	0	258	0
Huntington Secondary School - New Block	0	900	0	0	0	0	900	900
Universal Infant Free School Meals	0	379	0	0	0	0	379	379
Primary Capital Programme	95	0	0	0	0	0	95	0
Manor School	66	0	0	0	0	0	66	0
Kavesmire Expansion	1,592	0	0	0	0	0	1,592	0
Fulford School Expansion	0	1,250	5,345	450	0	0	7,045	7,045
Carr Junior Expansion	0	610	0	0	0	0	610	610
St Barnabas Primary Expnsion	0	0	710	0	0	0	710	710
Aiming High for Disabled Children	87	0	0	0	0	0	87	0
<b>TOTAL GROSS EXPENDITURE</b>	<b>5,279</b>	<b>12,221</b>	<b>11,677</b>	<b>9,981</b>	<b>5,125</b>	<b>2,250</b>	<b>46,533</b>	<b>41,254</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>5,082</b>	<b>12,021</b>	<b>11,677</b>	<b>9,981</b>	<b>5,125</b>	<b>2,250</b>	<b>46,136</b>	<b>41,054</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>197</b>	<b>200</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>397</b>	<b>200</b>
<b>H&amp;WB - Adult Social Services &amp; Public Health</b>								
Joint Equipment Store	118	112	105	105	105	105	650	532
Disabled Support Grant	151	160	170	150	150	150	931	780
Telecare Equipment	211	289	250	250	250	250	1,500	1,289
Health and Safety Works at Social Services Establishments	5	17	0	0	0	0	22	17
Adult Services Community Space	75	117	0	0	0	0	192	117
EPH Infrastructure Works	243	318	0	0	0	0	561	318
Adult Social Care IT	0	0	0	0	0	0	0	0
<b>TOTAL GROSS EXPENDITURE</b>	<b>803</b>	<b>1,013</b>	<b>525</b>	<b>505</b>	<b>505</b>	<b>505</b>	<b>3,856</b>	<b>3,053</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>248</b>	<b>452</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>700</b>	<b>452</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>555</b>	<b>561</b>	<b>525</b>	<b>505</b>	<b>505</b>	<b>505</b>	<b>3,156</b>	<b>2,601</b>
<b>CANS - Communities, Culture and Public Realm</b>								
Milfield Lane Comm Sports Centre	0	380	0	0	0	0	380	380
York Explore Phase 2	412	1,581	0	0	0	0	1,993	1,581
Barbican Auditorium	0	17	0	0	0	0	17	17
Energise Gym Expansion	0	0	0	0	0	0	0	0
Closed Cycle Circuit - York Sports Village	200	0	0	0	0	0	200	0
City Art Gallery Refurb and Extension	250	250	0	0	0	0	500	250
Parks and Open Spaces Development	267	0	0	0	0	0	267	0
Little Knavesmire Pavillion	0	500	0	0	0	0	500	500
York Explore - Infrastructure Improvements	0	146	0	0	0	0	146	146
Museums Trust	0	0	1,500	0	0	0	1,500	1,500
War Memorial	0	40	0	0	0	0	40	40
Smarter York - Better Play Areas	0	70	225	0	0	0	295	295
York Art Gallery Gardens	0	0	350	0	0	0	350	350
Theatre Royal - Temporary Structure	0	115	0	0	0	0	115	115
York Theatre Royal	30	470	0	0	0	0	500	470
Public Conveniene Facilities	0	663	0	0	0	0	663	663
Litter Bin Upgrade	5	101	0	0	0	0	106	101
<b>TOTAL GROSS EXPENDITURE</b>	<b>1,164</b>	<b>4,333</b>	<b>2,075</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>7,572</b>	<b>6,408</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>607</b>	<b>1,681</b>	<b>75</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,363</b>	<b>1,756</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>557</b>	<b>2,652</b>	<b>2,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,209</b>	<b>4,652</b>
<b>CES - Highways &amp; Waste</b>								
Highway Resurfacing & Reconstruction (Struct Maint)	2,404	3,173	2,797	2,334	2,239	750	13,697	11,293
Special Bridge Maintenance (Struct maint)	73	427	200	200	200	200	1,300	1,227
Replacement of Unsound Lighting Columns	0	270	0	0	0	0	270	270
Carbon Reduction in Street Lighting	40	360	200	200	200	200	1,200	1,160

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Gross Capital Programme To be Funded	Gross Capital Programme To be Funded
	Outturn	Revised	Revised	Revised	Revised	Revised	13/14 - 18/19	14/15 - 18/19
	£000	£000	£000	£000	£000	£000	£000	£000
City Centre Damaged Bins Replacement	0	0	0	0	0	0	0	0
Fleet Vehicles	1,120	430	0	0	0	0	1,550	430
Highways Improvements	0	2,300	0	0	0	0	2,300	2,300
Watercourse Restoration	0	100	100	0	0	0	200	200
Tour de France Highways Improvements	0	200	0	0	0	0	200	200
Highways Drainage Works	204	200	200	200	200	200	1,204	1,000
<b>TOTAL GROSS EXPENDITURE</b>	<b>3,841</b>	<b>7,460</b>	<b>3,497</b>	<b>2,934</b>	<b>2,839</b>	<b>1,350</b>	<b>21,921</b>	<b>18,080</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>2,224</b>	<b>1,857</b>	<b>2,047</b>	<b>1,584</b>	<b>1,489</b>	<b>0</b>	<b>9,201</b>	<b>6,977</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>1,617</b>	<b>5,603</b>	<b>1,450</b>	<b>1,350</b>	<b>1,350</b>	<b>1,350</b>	<b>12,720</b>	<b>11,103</b>
<b>CANS - Housing &amp; Community Safety</b>								0
Modernisation of Local Authority Homes	1,880	3,072	1,798	1,480	1,230	1,268	10,728	8,848
Assistance to Older & Disabled People	531	400	412	424	437	450	2,654	2,123
MRA Schemes	4,780	4,324	4,856	5,527	4,310	6,109	29,906	25,126
Local Authority Homes	216	5,284	1,500	0	0	0	7,000	6,784
Water Mains Upgrade	0	300	1,400	1,000	1,000	500	4,200	4,200
Building Insulation Programme	1,331	1,000	221	170	170	171	3,063	1,732
Disabled Facilities Grant (Gfund)	946	1,125	1,175	1,225	1,225	475	6,171	5,225
Air Quality Monitoring (Gfund)	68	172	0	0	0	0	240	172
Crematorium (Gfund)	118	67	0	0	0	0	185	67
Travellers Site Improvements (Gfund)	141	664	0	0	0	0	805	664
Loft Conversions	227	725	0	0	281	0	1,233	1,006
IT Infrastructure	74	75	50	50	50	50	349	275
Empty Homes (Gfund)	92	200	100	100	0	0	492	400
Howe Hill Homeless Hostel (Gfund)	0	0	0	0	0	0	0	0
Property Buy Back	80	75	50	50	50	0	305	225
Housing Grants & Associated Investment (Gfund)	398	0	0	0	0	0	398	0
Contaminated Land (Gfund)	35	0	0	0	0	0	35	0
<b>TOTAL GROSS EXPENDITURE</b>	<b>10,917</b>	<b>17,483</b>	<b>11,562</b>	<b>10,026</b>	<b>8,753</b>	<b>9,023</b>	<b>67,764</b>	<b>56,847</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>7,483</b>	<b>6,569</b>	<b>5,556</b>	<b>6,277</b>	<b>5,060</b>	<b>6,109</b>	<b>37,054</b>	<b>29,571</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>3,434</b>	<b>10,914</b>	<b>6,006</b>	<b>3,749</b>	<b>3,693</b>	<b>2,914</b>	<b>30,710</b>	<b>27,276</b>
<b>CES - Transport</b>								0
Better Bus Area Fund	1,216	413	0	0	0	0	1,629	413
Local Transport Plan (LTP)	1,914	5,607	2,623	2,623	2,623	0	15,390	13,476
York City Walls - Repairs & Renewals (City Walls)	74	340	90	90	90	90	774	700
Access York	14,364	2,230	0	0	0	0	16,594	2,230
Minster Piazza	250	0	0	0	0	0	250	0
Leeman Road Flood Defences	39	317	0	0	0	0	356	317
Alley Gating	10	110	0	0	0	0	120	110
Pay on Exit Car Parking Pilot	75	25	0	0	0	0	100	25
<b>TOTAL GROSS EXPENDITURE</b>	<b>17,942</b>	<b>9,042</b>	<b>2,713</b>	<b>2,713</b>	<b>2,713</b>	<b>90</b>	<b>35,213</b>	<b>17,271</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>17,202</b>	<b>6,023</b>	<b>2,623</b>	<b>2,623</b>	<b>2,623</b>	<b>0</b>	<b>31,094</b>	<b>13,892</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>740</b>	<b>3,019</b>	<b>90</b>	<b>90</b>	<b>90</b>	<b>90</b>	<b>4,119</b>	<b>3,379</b>
<b>CES - Community Stadium</b>								0
Community Stadium	418	10,482	7,679	0	0	0	18,579	18,161
<b>TOTAL GROSS EXPENDITURE</b>	<b>418</b>	<b>10,482</b>	<b>7,679</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>18,579</b>	<b>18,161</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>0</b>	<b>7,500</b>	<b>7,562</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>15,062</b>	<b>15,062</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>418</b>	<b>2,982</b>	<b>117</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>3,517</b>	<b>3,099</b>
<b>CES - Economic Development</b>								0
Small Business Workshops	0	58	0	0	0	0	58	58
<b>TOTAL GROSS EXPENDITURE</b>	<b>0</b>	<b>58</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>58</b>	<b>58</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>0</b>	<b>58</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>58</b>	<b>58</b>
<b>CBSS - Asset Management</b>								0
Works at Hungate Land Site	3	0	0	0	0	0	3	0
EcoDepot Security Gate / Reception	207	0	0	0	0	0	207	0
Property Key Components (H&S)	0	0	0	0	0	0	0	0

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Gross Capital Programme To be Funded	Gross Capital Programme To be Funded
	Outturn	Revised	Revised	Revised	Revised	Revised	13/14 - 18/19	14/15 - 18/19
	£000	£000	£000	£000	£000	£000	£000	£000
Health & Safety / DDA	0	0	0	0	0	0	0	0
Fire Safety Regulations - Adaptations	0	108	0	0	0	0	108	108
Removal of Asbestos	64	68	0	0	0	0	132	68
Hungate / Peasholme Relocation	20	0	0	0	0	0	20	0
Property Compliance (Asbestos and Fire regs)	0	0	0	0	0	0	0	0
Riverbank Repairs - Scarborough to Clifton Bridge	329	6	0	0	0	0	335	6
Riverbank Repairs – Blue Bridge Slipway	51	0	0	0	0	0	51	0
Riverbank Repairs – Marygate	3	525	0	0	0	0	528	525
Photovoltaic Energy Programme	0	246	100	0	0	0	346	346
Parliament Street Toilet Demolition	0	7	0	0	0	0	7	7
29 Castlegate Repairs	0	33	0	0	0	0	33	33
Decent Home Standards Works	16	11	0	0	0	0	27	11
Fishergate Postern	0	53	0	0	0	0	53	53
Holgate Park Land – York Central Land and Clearance	0	397	0	0	0	0	397	397
Hazel Court - Office of the Future Improvements	255	15	0	0	0	0	270	15
Asset Maintenance + Critical H&S Repairs	83	217	200	200	200	100	1,000	917
Community Asset Transfer	0	175	0	0	0	0	175	175
River Bank repairs	131	269	120	0	0	0	520	389
Stonebow House Freehold	0	62	0	0	0	0	62	62
Critical Repairs and Contingency	75	356	0	0	0	0	431	356
<b>TOTAL GROSS EXPENDITURE</b>	<b>1,237</b>	<b>2,548</b>	<b>420</b>	<b>200</b>	<b>200</b>	<b>100</b>	<b>4,705</b>	<b>3,468</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>0</b>	<b>35</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>35</b>	<b>35</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>1,237</b>	<b>2,513</b>	<b>420</b>	<b>200</b>	<b>200</b>	<b>100</b>	<b>4,670</b>	<b>3,433</b>
<b>CBSS - IT Development Plan</b>								
IT Equipment	326	2,284	1,870	1,920	2,245	2,025	10,670	10,344
<b>TOTAL GROSS EXPENDITURE</b>	<b>326</b>	<b>2,284</b>	<b>1,870</b>	<b>1,920</b>	<b>2,245</b>	<b>2,025</b>	<b>10,670</b>	<b>10,344</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>326</b>	<b>2,284</b>	<b>1,870</b>	<b>1,920</b>	<b>2,245</b>	<b>2,025</b>	<b>10,670</b>	<b>10,344</b>
<b>CBSS - West Offices (Admin Accommodation)</b>								
West Offices - Admin Accom	2,047	533	0	0	0	0	2,580	533
<b>TOTAL GROSS EXPENDITURE</b>	<b>2,047</b>	<b>533</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,580</b>	<b>533</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>2,047</b>	<b>533</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,580</b>	<b>533</b>
<b>Capital Contingency</b>								
Capital Contingency	0	558	0	0	0	0	558	558
- External Funding	0	0	0	0	0	0	0	0
-Internal Funding	0	558	0	0	0	0	558	558
<b>TOTAL GROSS EXPENDITURE</b>	<b>0</b>	<b>558</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>558</b>	<b>558</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>0</b>	<b>558</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>558</b>	<b>558</b>
<b>Economic Infrastructure Fund</b>								
Access York Phase 1	0	3,250	0	0	0	0	3,250	3,250
Better Bus Fund	0	1,470	0	0	0	0	1,470	1,470
Re-Invigorate York	447	2,511	0	0	0	0	2,958	2,511
EIF central fund	195	7,985	6,800	5,800	0	0	20,780	20,585
<b>TOTAL GROSS EXPENDITURE</b>	<b>642</b>	<b>15,216</b>	<b>6,800</b>	<b>5,800</b>	<b>0</b>	<b>0</b>	<b>28,458</b>	<b>27,816</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>0</b>	<b>4,900</b>	<b>1,800</b>	<b>1,800</b>	<b>0</b>	<b>0</b>	<b>8,500</b>	<b>8,500</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>642</b>	<b>10,316</b>	<b>5,000</b>	<b>4,000</b>	<b>0</b>	<b>0</b>	<b>19,958</b>	<b>19,316</b>
<b>Gross Expenditure by Department</b>								
CSES - Children's Services, Education and Skills	5,279	12,221	11,677	9,981	5,125	2,250	46,533	41,254
H&WB - Adult Social Services & Public Health	803	1,013	525	505	505	505	3,856	3,053
CANS - Communities, Culture and Public Realm	1,164	4,333	2,075	0	0	0	7,572	6,408
CES - Highways & Waste	3,841	7,460	3,497	2,934	2,839	1,350	21,921	18,080
CANS - Housing & Community Safety	10,917	17,483	11,562	10,026	8,753	9,023	67,764	56,847

	2013/14	2014/15 Revised	2015/16 Revised	2016/17 Revised	2017/18 Revised	2018/19 Revised	Gross Capital Programme To be Funded	Gross Capital Programme To be Funded
	Outturn £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	13/14 - 18/19 £000	14/15 - 18/19 £000
CES - Transport	17,942	9,042	2,713	2,713	2,713	90	35,213	17,271
CES - Community Stadium	418	10,482	7,679	0	0	0	18,579	18,161
CES - Economic Development	0	58	0	0	0	0	58	58
CBSS - Asset Management	1,237	2,548	420	200	200	100	4,705	3,468
CBSS - IT Development Plan	326	2,284	1,870	1,920	2,245	2,025	10,670	10,344
CBSS - West Offices (Admin Accomodation)	2,047	533	0	0	0	0	2,580	533
Capital Contingency	0	558	0	0	0	0	558	558
Economic Infrastructure Fund	642	15,216	6,800	5,800	0	0	28,458	27,816
<b>Total by Department</b>	<b>44,616</b>	<b>83,231</b>	<b>48,818</b>	<b>34,079</b>	<b>22,380</b>	<b>15,343</b>	<b>248,467</b>	<b>203,851</b>
							0	
<b>TOTAL GROSS EXPENDITURE</b>	<b>44,616</b>	<b>83,231</b>	<b>48,818</b>	<b>34,079</b>	<b>22,380</b>	<b>15,343</b>	<b>248,467</b>	<b>203,851</b>
<b>TOTAL EXTERNAL FUNDING</b>	<b>32,846</b>	<b>41,038</b>	<b>31,340</b>	<b>22,265</b>	<b>14,297</b>	<b>8,359</b>	<b>150,145</b>	<b>117,299</b>
<b>TOTAL INTERNAL FUNDING</b>	<b>11,770</b>	<b>42,193</b>	<b>17,478</b>	<b>11,814</b>	<b>8,083</b>	<b>6,984</b>	<b>98,322</b>	<b>86,552</b>

<b>EIF element summary by project</b>	<b>12/13</b>	<b>13/14</b>	<b>14/15</b>	<b>15/16</b>	<b>16/17</b>	<b>Total</b>	
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	
<b>Approved</b>							
- Park & Ride	0	0	3,250	0	0	3,250	
- Better Bus Fund	0	0	1,470	0	0	1,470	
- Reinvigorate York - All	292	596	2,612	0	0	3,500	
- Newgate Market Refurbishment	0	114	1,500	0	0	1,614	
- Targeting Growth in Key Sectors	40	40	0	0	0	80	
- Tour de France - Campaign	50	500	0	0	0	550	
- Growth Analysis	30	0	0	0	0	30	
- Officer delivery team	0	86	86	86	172	430	
- Financial Inclusion Policy and Action Plan	0	30	270	0	0	300	
- Promoting York	50	46	54	50	50	250	
- MIPIM 2013	25	0	0	0	0	25	
- Xmas Stimulus Package	34.5	0	0	0	0	34.5	
- Arts Barge Project	0	25	75	0	0	100	
- Living Wage	0	338	0	0	0	338	
- Transport Package	0	50	500	0	0	550	
- LCR Revolving Investment Fund	0	57	1,615	0	0	1,672	
- Economic Inclusion Programme	0	43	157	0	0	200	
- Super Connected Cities	0	106	763	0	0	869	
- Infrastructure Investment Plan	0	227	523	250	0	1,000	
- Acomb Community Economic Development	0	6	24	0	0	30	
- Infrastructure Investment Plan for Growth	0	0	5,500	4,500	0	10,000	
- Hungate and Peasholme Public Realm	0	0	175	0	0	175	
- Biovale Project	0	0	75	0	0	75	
<b>Total Approved</b>	<b>522</b>	<b>2,264</b>	<b>18,649</b>	<b>4,886</b>	<b>222</b>	<b>26,542.5</b>	
<b>Subject to Business Case/ Cabinet Approval</b>							
- Digital and Media Arts Hub	£400k approved	79	321	1,000	0	1,400	
<b>Total STBC/for Apprval</b>	<b>0</b>	<b>79</b>	<b>321</b>	<b>1,000</b>	<b>0</b>	<b>1,400.0</b>	
Approved (All)	<b>Total</b>	<b>521.5</b>	<b>2,343</b>	<b>18,970</b>	<b>5,886</b>	<b>222</b>	<b>27,942.5</b>

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**Cabinet**
**1 July 2014**
**Report of the Cabinet Member for Finance and Performance**
**Treasury Management Annual Report & Review of Prudential Indicators 2013/14**
**Purpose of Report**

1. The Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2013/14. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code). Prudential Indicators are attached at Annex A.
2. The information detailed in this report ensures the Council's treasury management activities are affordable, sustainable and prudent as approved by Council on 28 February 2013 and that the Council's debt and investment position ensure adequate liquidity for revenue and capital activities, security for investments and manages risks within all treasury management areas.
3. The Council's year end treasury debt and investment position for 2013/14 compared to 2012/13 is summarised in the table below:

**Debt**

	<b>31/03/2014</b> <b>£m</b>	<b>Rate</b> <b>%</b>	<b>31/03/2013</b> <b>£m</b>	<b>Rate</b> <b>%</b>
General Fund Debt	118.7	4.2	118.7	4.2
Housing Revenue Account Debt	139.9	3.4	139.9	3.4

<b>Total Debt</b>	<b>258.6</b>		<b>258.6</b>	
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### Investments

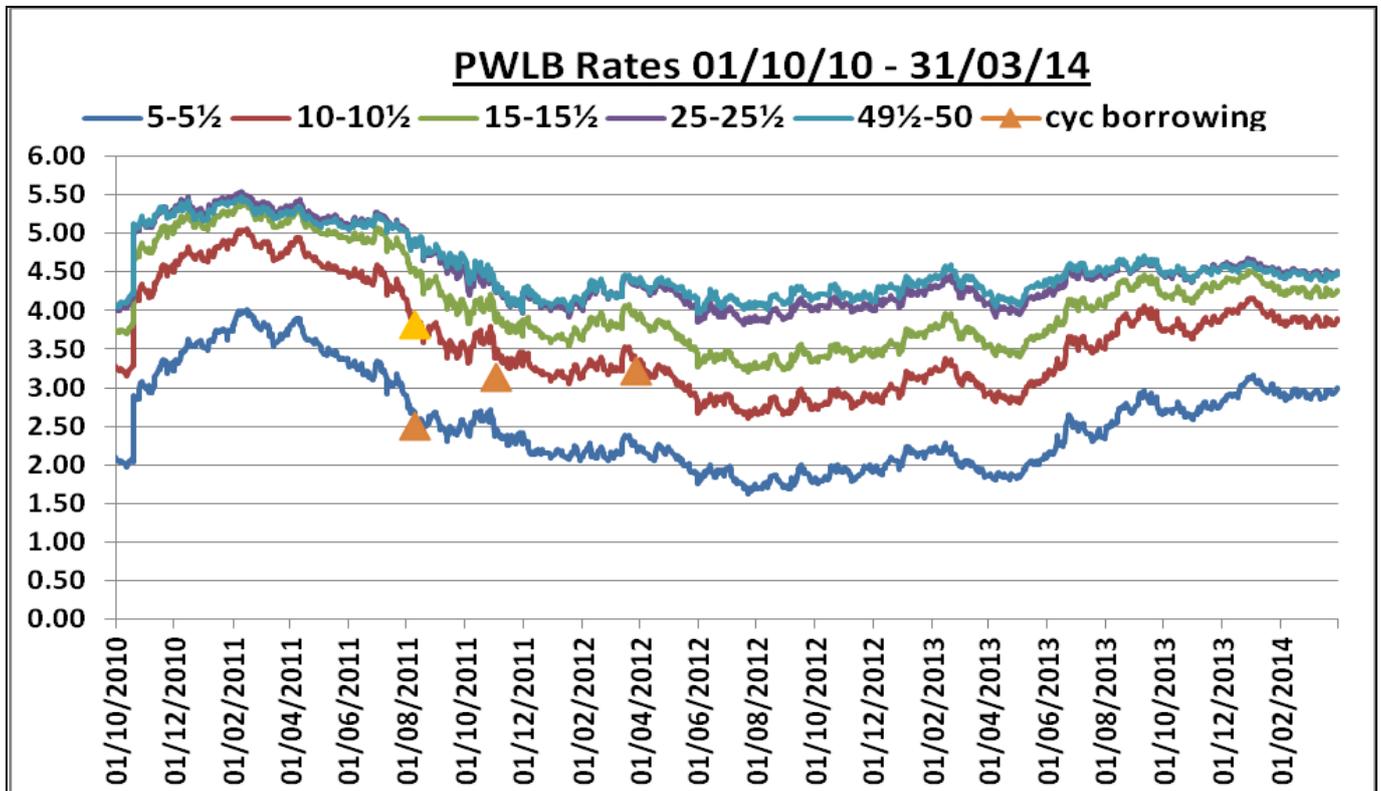
	<b>31/03/2014</b>	<b>Rate</b>	<b>31/03/2013</b>	<b>Rate</b>
	<b>£m</b>	<b>%</b>	<b>£m</b>	<b>%</b>
Councils Investment Balance	44.2	0.48	11.9	1.46

*Table 1 – Summary of the treasury management portfolio*

### **Borrowing Outturn 2013/14**

4. The Councils capital expenditure activity on long-term assets undertaken as part of the approved Capital programme impacts (dependant on the way that the capital programme is financed) the level of borrowing. The prudential indicators which control the borrowing activity of the Council are contained in Annex A
5. The purpose of the Council's underlying need to borrow is to finance capital expenditure, termed the Capital Financing Requirement (CFR).
6. The total CFR for the council at the end of 2013/14 was £311.2m (compared to £ 311.8m 2013/14) split between the General Fund at £170.9m and the HRA at £140.3m. In accordance with the flexibility allowed by the borrowing strategy, no external borrowing was taken to finance this requirement as surplus funds were used. The Council continues make efficient use its strong cash balance position to support its current capital expenditure requirements
7. Total actual level at the start of 2013/14 was £258.6m (General Fund £118.7m / HRA £139.3m) and remained constant throughout the year closing at the end of 2013/14 at £258.6m (General Fund £118.7m / HRA £139.9m).
8. The Council did not restructure any of its borrowing portfolio during the year as no opportunities arose when taking into consideration the associated premium that would be generated.

9. The overall position of the borrowing activity has not caused any variation in the average interest rate that remains at 3.8%.
10. Figure 1 shows the PWLB interest rates from 1 October 2010 to 31 March 2014 and includes the loans borrowed by the council.



**Figure 1 - PWLB rates and CYC borrowing levels**

### Investment Outturn 2013/14

11. Bank Rate remained at its historic low of 0.5% throughout the year; it has now remained unchanged for five years. Market expectations of the start of monetary tightening were pushed back during the year to Quarter 4 of 2015.
12. The Council's investment policy is governed by CLG guidance, which was implemented in the annual investment strategy approved by the Council on 28 February 2013. This policy sets out the approach for choosing investment counterparties, and is based on credit ratings provided by the three main credit rating agencies (Fitch, Standard & Poors, Moody's) supplemented by additional market data (such as rating outlooks, credit default swaps, bank share prices etc.).

13. The investment activity during the year conformed to the approved strategy, all investments were made in full accordance with the Councils investment practices and the Council had no liquidity difficulties in meeting its obligations.
14. The Council maintained an average investment balance of £61.150m compared to £40.2m in 2012/13. The surplus funds earned an average rate of return in 2013/14 of 0.484% compared to 1.461% in 2012/13. The increase in cash in cash balances is attributable to the receipt of high value developer's contributions and the continued early receipt of grant funding from Government.
15. The comparable performance indicator is the average 7-day LIBID rate, which was 0.34% in 2013/14 and the three month LIBID rate of 0.39%. All investments occurred in line with the investment strategy that the security of capital is of prime importance

### **Consultation**

16. This report is for information purposes and reports on the performance of the treasury management function. Members through the budget process set the level of budget and expected performance of the Councils treasury management function.

### **Options**

17. In accordance with the Local Government Act 2003, it is a requirement under the CIPFA Prudential code and the CIPFA Treasury Management in Local Authorities that the Cabinet receives an annual treasury management review report of the previous year (2013/14) by 30 September 2014. It is also a requirement that the Council delegates the role of scrutiny of treasury management strategy and policies to a specified named body which in this Council is the Audit & Governance Committee. This annual treasury management report is scheduled at Audit & Governance Committee on 30th July 2014.

### **Council Plan**

18. Treasury Management is aimed at ensuring the Council maximises its return on investments and minimises the cost of its debts. This will allow more resources to be freed up to invest in the Council's priorities, values and imperatives, as set out in the Council's plan. Effective treasury management is concerned with the management

of the council's cash flows, it's banking, money market and capital transactions, the management of debt, the effective control of the risks associated with those activities, and the pursuit of optimum performance consistent with those risks.

### **Financial Implications**

19. Contained throughout the main body of the report.

### **Human Resources Implications**

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

### **Equalities Implications**

21. There are no Equalities implications as a result of this report.

### **Legal Implications**

22. Treasury Management activities have to conform to the Local Government Act 2003, which specifies that the Council is required to adopt the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice.

### **Crime and Disorder**

23. There are no Crime and Disorder implications as a result of this report.

### **Information Technology**

24. There are no Information Technology implications as a result of this report.

### **Property**

25. There are no Property implications as a result of this report.

## Risk Management

26. The treasury function is a high-risk area because of the level of large money transactions that take place. As a result of this there are strict procedures set out as part of the Treasury Management Practices statement. The scrutiny of this and other monitoring reports is carried out by Audit & Governance Committee as part of the council's system of internal control

## Recommendations

27. The Cabinet, in accordance with the Local Government Act 2003 is asked to:
- (i) Note the 2013/14 performance of Treasury Management activity and
  - (ii) Note the compliance with and movements of the Prudential Indicators in Annex A.

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

## Contact Details

<b>Authors:</b>	<b>Cabinet Member &amp; Chief Officer</b>		
	<b>Responsible for the report:</b>		
Ross Brown Principal Accountant Ext 1207	Cllr Dafydd Williams, Cabinet Member for Finance and Performance		
Debbie Mitchell Corporate Finance Manager Ext 4161	Ian Floyd Director of Customer & Business Support Services		
	<b>Report Approved</b>	√	<b>Date</b> 13/06/14
<b>Wards Affected:</b> All			

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

**Specialist Implications:**

**Legal – Not Applicable**

**Property – Not Applicable**

**Information Technology – Not Applicable**

**Annexes**

Annex A: Prudential Indicators 2013/14

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## Annex A

	Prudential Indicator		2013/14 actual	2014/15 projection	2015/16 projection	2016/17 projection	2017/18 projection	2018/19 projection
4	<b>CFR as at Mid Year Review</b> Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF HRA <hr/> Total	£170.9m £140.3m <hr/> £311.2m	£194.1m £140.3m <hr/> £334.4m	£197.3m £140.3m <hr/> £337.6m	£197.2m £140.3m <hr/> £337.5m	£193.4m £140.3m <hr/> £333.7m	£189.2m £140.3m <hr/> £329.5m
5	<b>External Debt</b> To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt Invest <hr/> Net Debt	£253.3m £44.2m <hr/> £209.1	£288.7m £40.0m <hr/> £248.7m	£288.6m £25.0m <hr/> £263.6m	£296.4m £25.0m <hr/> £271.4m	£294.3m £25.0m <hr/> £269.3m	£294.1m £20.0m <hr/> £274.1m
6a	<b>Authorised Limit for External Debt</b> The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities for 3 financial years.	Borrowing Other long term liabilities Total	£321.3m £30.0m <hr/> £351.3m	£344.4m £30.0m <hr/> £374.4m	£347.7m £30.0m <hr/> £377.7m	£347.6m £30.0m <hr/> £377.6m	£343.7m £30.0m <hr/> £3473.7m	£339.5m £30.0m <hr/> £369.5m

## Annex A

	Prudential Indicator		2013/14 actual	2014/15 projection	2015/16 projection	2016/17 projection	2017/18 projection	2018/19 projection
6b	<p><b>Operational Boundary for external debt</b></p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p>	Borrowing Other long term liabilities Total	£311.3m	£334.4m	£337.7m	£337.6m	£333.7m	£329.5m
			£10.0m	£10.0m	£10.0m	£10m	£10.0m	£10.0m
			<u>£321.3m</u>	<u>£344.4m</u>	<u>£347.7m</u>	<u>£347.6m</u>	<u>£343.7m</u>	<u>£339.5m</u>
7	<b>Adoption of the CIPFA Code of Practice for Treasury Management in Public Services</b>		✓					
8a	<p><b>Upper limit for fixed interest rate exposure</b></p> <p>The Council sets limits to its exposures to the effects of changes in interest rates for 3 years. The Council should not be overly exposed to fluctuations in interest rates which can have an adverse impact on the revenue budget if it is overly exposed to variable rate investments or debts.</p>		116%	116%	109%	109%	109%	109%
8b	<p><b>Upper limit for variable rate exposure</b></p> <p>The Council sets limits to its exposures to the effects of changes in interest rates for 3 years. The Council should not be overly exposed to fluctuations in interest rates which can have an</p>		-16%	-16%	-9%	-9%	-9%	-7%





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**Cabinet**

1 July 2014

Report of the Leader and Cabinet Member for Health and Community Engagement

**Community Conversations: Next Steps****Summary**

1. This report updates Cabinet on the Community Conversations held to date and asks Cabinet to agree the next steps in developing the process.

**Background**

2. Community Conversations are part of the Council's process to build stronger communities by introducing new ways for residents and communities to interact with the Council, improving the quality of services, increasing skills in consultation and engagement, using resources wisely, and encouraging greater participation in decision making.
3. We expect to see York as a city where communities feel empowered resulting in:
  - increased confidence and skills among local people
  - higher numbers of people volunteering in their communities
  - more satisfaction with quality of life in a local neighbourhood
  - a boost in local democratic participation
4. To be successful, every team within the council must fully embrace the new approach. This instinctively puts the resident first, increasing customer consultation and engagement throughout the process, using the knowledge gained to co-design and deliver the most effective services to monitor achievement of the outcomes identified.
5. Community Conversation events are taking place in each ward across the city during 2014. The Communities and Equalities team

have taken the lead in organising each event and are working with the Marketing and Communications team to promote them.

Each event is split into two parts: one half is in a 'market place' style that allows local community groups and services to showcase their activity alongside a Councillor Café that enables residents to talk directly with their local councillors, the Leader of the Council and a Cabinet Member; the second half is dedicated to a 'Question Time' style debate whereby residents can submit questions in advance, or direct to the Leader of the Council, a Cabinet Member and local councillors. The Question Time debate is generally chaired by someone external to the council unless this has not been possible in which case a council officer has stepped into the role.

6. Eight Community Conversation events have taken place so far, in Haxby & Wigginton, Westfield, Hull Road, Clifton, Heworth Without and Rural West, Guildhall and Acomb wards. The events have been attended by 207 residents in total with a wide range of community groups and services being showcased, e.g. a locally run community centre, Timebank, the Sports and Active Leisure team, local volunteering opportunities, Smarter York, Tour de France, Big Local, church groups and residents' associations.
7. During the eight events a wide range of important issues have been raised, for example, concerning the local plan, regeneration, infrastructure and development, local facilities including for young people.
8. A number of common questions / issues have arisen at the events including: the distinction between capital and revenue spending and the constraints placed on the council; the next steps following the Lendal Bridge pilot; and arrangements for the Tour de France in York.
9. Written responses to all the questions raised have been posted on the Council's website together with responses to the common questions and issues through video responses from the Leader.

### **Successes**

10. Feedback from the events, both anecdotal and written has been positive with residents welcoming the opportunity to put the Leader on the spot and particularly appreciating the opportunity to engage in lively debate on issues that are important to them. They appear to welcome the transparent nature of the process and the

opportunity to address issues in an open and non partisan way. Examples of written feedback are:

- Opportunity to network and inform council of opportunities to collaborate
- Found out quite a bit of news
- The speakers and exhibitors were very approachable and helpful
- Local organisations stalls / info. Chance to question the council Leader
- Congratulations! A really good idea to hold a meeting like this. I thought the councillors listened to the questions and answered them well given the constraints on funding etc. Far better performance than national politicians!!

11. Examples of ways suggested to improve future events were:

- Start later – too early for evening meal
- To extend the speakers and exhibitors at the next one
- Longer Question/Answer session. Wider variety of questions.
- Could have been publicised better
- Better use of microphone. Lot of speakers, difficult to hear.

12. As well as providing factual answers to questions the events have enabled the Leader and local members and officers to begin to address practical issues. For example:

- Haxby and Wigginton ward team had picked up a long-standing issue of problem parking in the ward. This issue was escalated at the Community Conversation event, and subsequently the necessary people have come together quickly to find a solution.
- At Clifton Community Conversation, the event enabled different groups and services to come together and a local primary school came forward as wanting to work with the ward team to host community based events in the Autumn term. Subsequently discussion has taken place between the school and officers and the school is likely to become a key partner on the ward team.
- At Westfield Community Conversation discussion took place around how services for young people could be delivered in the future. Discussions have since began with Chapelfields Residents' Association and Gateway Church about how they can

work together to deliver youth work locally in Sanderson Court Community House.

### Learning points

13. Key learning points from the events so far are:

- **Advertising:** In addition to the normal press release, Your Ward, and social media coverage, Community Conversation events have been advertised through leaflets and posters distributed across the area including to local shops, to each child in local schools, and through notice boards. We have also engaged with partners to encourage them to promote events through their newsletters and other publications, and we have engaged residents in the street to raise awareness. For future events we will continue to exploit local contacts to further increase the channels of communication and to look to new opportunities as they come on stream, e.g. Community TV.
- **Resident Forums:** Learning from the Community Conversation events will also be used to shape the future of Resident Forums benefitting from the more flexible, less formalised way of working with residents to make them more resident and community focused, more responsive and interactive.
- **Keeping residents informed:** Following on from the debate that occurs at the event we need to:
  - i. Update residents who were not able to attend
  - ii. Let residents know what has happened as a result of the debate

At the moment this is being handled by placing information on the Council's website; however, there is potential for a more sophisticated approach using the same channels as will be used to promote the events. Furthermore, rather than just providing one-off answers to questions, we need to provide opportunities for interested residents and groups to get involved in partnership with the Council on an ongoing basis.

The learning on this will be fed into the development of corporate consultation and engagement standards as part of the Council's transformation programme.

- **Ward members:** For the approach to work at its best ward members need to be engaged in promotion of the event, in

debate, and in feedback to residents. Critically, ward members need to take the issues raised on to their Resident Forums and Ward Team meetings. The identification of the local leadership skills required by members to collaborate effectively with local residents and community groups will form part of the Council's transformation programme.

- **Wider collaboration:** Similarly, the collaboration of local interest and community groups is needed. We need to continue to raise awareness of how the voluntary sector and other organisations can get involved in decision-making and in multi-agency discussions to solve local problems, notably the ward teams.

### **Next Steps**

14. It is proposed that the outcomes of each Community Conversation event continues to be captured and shared as described above and brought to Cabinet for consideration.
15. See Annex for dates of future meetings.

### **Recommendations**

16. Cabinet are asked to:
  - Note the feedback received from the events held so far
  - Agree to receive feedback from future events
  - Note the learning points outlined in the report and agree the next steps as suggested to refine the process

Reason: To increase consultation and engagement to encourage greater resident participation in decision making to build strong communities.

**Contact Details**

<b>Authors:</b>	<b>Cabinet Members &amp; Chief Officer responsible for the report:</b>	
Mary Bailey Head of Communities and Equalities  Charlie Croft Assistant Director (Communities, Culture and Public Realm)	Cllr James Alexander Leader  Cllr Linsay Cunningham-Cross Cabinet Member for Health and Community Engagement	
<b>Report Approved</b> ✓ <b>Date:</b> 5 June, 2014		
<b>Specialist Implications Officer(s)</b> None		
<b>Wards Affected:</b> List wards or tick box to indicate all	<b>All</b>	✓

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

**Background Papers:**

Document/reports/cabinet/community conversations.docx

**Annexes:**

Annex 1: Dates of future meetings

**ANNEX 1**

<b>Future Community Conversation dates</b>		
<b>Ward</b>	<b>Date</b>	<b>Venue</b>
Guildhall	Mon 16 <sup>th</sup> June	Friends Meeting House
Acomb	Weds 18 <sup>th</sup> June	Carr Junior School
Fulford	Mon 14 <sup>th</sup> July	Fulford School
Huntington & New Earswick	Mon 21 <sup>st</sup> July	Tbc
Micklegate	Weds 23 <sup>rd</sup> July	St Chad's Church
Skelton, Rawcliffe & Clifton Without	Weds 30 <sup>th</sup> July	St Mark's Church, Rawcliffe
Heworth	Mon 4 <sup>th</sup> Aug	Tang Hall Community Centre
Bishopthorpe	Weds 20 <sup>th</sup> Aug	Bishopthorpe Infants School (tbc)
Fishergate	Mon 8 <sup>th</sup> Sept	Tbc
Holgate	Mon 15 <sup>th</sup> Sept	Tbc
Wheldrake	Weds 8 <sup>th</sup> Oct	Wheldrake Village Hall
Dringhouses & Woodthorpe	Weds 6 <sup>th</sup> Nov	Woodthorpe Primary School
Osbaldwick	Mon 10 <sup>th</sup> Nov	Osbaldwick Primary School – The Lees site
Derwent	October - Tbc	Tbc
Heslington	October - Tbc	Tbc
Strensall	October - Tbc	Tbc

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**Cabinet****1 July 2014**

Joint report of the Leader of City of York Council and Cabinet Member for Finance and Performance

***'Re-wiring Public Services'***

... means developing a better understanding of the needs and aspirations of local communities and businesses

...it means focusing our resources on these needs and commissioning outcomes more efficiently

...and it means empowering residents and assisting those in need of help to enjoy a better quality of life

**1. Recommendations**

Cabinet are requested to:

- Commission a period of resident engagement, staff engagement and further shaping of the projects between July and September 2014
- Approve the decisions set out below in section 2. of this report supported by the annex and background papers to this report
- Note that the Rewiring programme is on-target to deliver the changing relationship between the council, residents, communities, partners and businesses and the savings anticipated in the budget process
- Commission a further report for October Cabinet detailing proposals for Health and Wellbeing and Integration with Health, outcomes from the resident engagement and recommended service delivery changes

## **2. Rewiring decisions**

- 2.1 We are moving to a stage of working with our communities, residents and partners to develop proposals for new services which will secure the best outcomes for residents. We recognise that the private, independent, voluntary and community sector, individuals and communities will play a greater role in some aspects of that service delivery and in parallel; CYC's directly employed staffing will reduce.

Decisions requested at this point are:

### **Children's Services (Appendix 2)**

- 2.2 To commission a period of engagement to consider –
- Early Years;
  - School Improvement Service;
  - Services to Young People.

### **Health and Wellbeing and Integration with Health (Appendix 2)**

- 2.3 To commission a period of engagement to consider –
- Information, advice and guidance;
  - Integration with health;
  - Adult social care operational services.

### **Place Based Services (Appendix 2)**

- 2.4 To agree to:
- Create, from existing resources, an operational delivery team to deliver efficiency savings in 2014/15 and 2015/16 focussed on community capacity through Smarter York, core service delivery, de-prioritisation of non essential services and the development of commercial activities;
  - Commence work on potential alternative delivery/business vehicles. This includes engagement with residents, users, businesses, partners, suppliers, Members, staff and Trades Unions to consider the most appropriate models of commissioning, support and delivery;

- Create from existing resources a project team and internal bid team to assess CYC options for the delivery of services from 2015/16 onwards;
- Commence interim procurement on residual waste ahead of Waste the Public Private Partnership (PPP).
- Approve direction of travel for the Carbon and energy management programme
- Approve funding £128k from the Delivery & Innovation Fund to progress the Carbon and energy management programme

## **2.5 Customer Services (Appendix 2)**

### **2.6 To agree to:**

- Make all council services available digitally and to promote this as the preferred method of contact. For those customers for whom electronic access is not appropriate we will provide alternative means of contact;
- Reduce the operating hours of the Customer Service Centre to 9.00am to 5.00pm to reflect customer demand.

## **3. Community and City Engagement**

### **3.1 To agree to commission a three month period of engagement with residents, communities, partners and businesses through:**

- Existing engagement activity;
- Specific campaigns;
- Listening events;
- Social media;
- Business forums

### **3.2 We will achieve this by taking the council to where communities are and where residents want to talk to us. The summer will give us the opportunity to talk to families. All the feedback we get will be published on the council website under a new resident engagement section.**

## **4. Summary**

4.1 This paper covers the development of the Rewiring Public Services Programme that started in February 2014. It also provides progress on the changes we have made since the Peer Review in 2013. The five Rewiring projects are:

- Community and Resident Engagement;
- Place Based Services and Public Realm;
- Children's Services;
- Adults Social Care and Integrated Public Health;
- Business Consolidation and Efficiency (BCE).

4.2 The paper considers proposals for the first four projects. The fifth, Business Consolidation and Efficiency has successfully implemented proposals to bring together policy and performance work across the Council. Additionally it is consolidating administration and facilities management (FM).

4.3 This programme is on track to deliver a budget saving of £750k in 2014/15 and a further saving of £300k in 2015/16 will be found within the BCE programme.

## **5. Background**

5.1 Local Government is undergoing radical change. Central Government is driving for a smaller state where councils directly deliver fewer services, however resident demand and community expectation continues to increase. This is challenging when council finances have reduced nationally by an average of 33%. In the engagement with residents through the Rewiring programme, we will seek to establish what York, as a place, wants, and how we can achieve this together.

5.2 The Council wishes to build consensus about what York residents and communities want and how public sector assets can best be used. To date the council has:

- Established new operating models including mutuals and wholly owned companies, but more can be done to understand the options in other areas of the council;

- Supported innovation – The GeniUS open innovation application has allowed residents to provide innovative solutions to challenges in the city and to collaborate and design services as a community;
- Worked more with our partners, residents and the charitable and voluntary sectors, and we already have plans in place to do more;
- Developed a better understanding of the city through the use of real-time data which is allowing us to more effectively target our resources. Increasingly we want communities to use this data and make decisions on the outcomes they want and how resources are used.

5.3 In October 2013, Cabinet agreed to scope a transformation programme: 'Re-wiring Public Services' in order that the major challenges faced by the council and the changes in response to those, could be effectively managed. Feedback from the Peer Review and Big York Survey identified the need for greater:

- involvement of residents in the setting of council priorities and the redesign of council services; and
- investment in and co-ordination of the extensive change programme of the council.

5.4 In February 2014, Cabinet agreed the formal initiation of the 'Rewiring programme'. In addition, Cabinet agreed a budget which included £23m of savings to be delivered by April 16 including £5.48m of savings from the Rewiring Programme.

5.5 Cabinet agreed that the investment of £500k to support the transformation work that will be undertaken and set a target of £5.5m in savings for 2015/16, with the expectation of greater yield in subsequent years.

5.6 This means that the invest to save ratio between monies invested and savings, will be higher than previous council programmes.

## 6. Re-wiring Public Services Budget Savings

<b>Re-wiring Public Services programme</b>	<b>2015/16 Budget (£,000)</b>
Business Efficiency	
Customer Services and Resident Engagement	-300
Place Based Services	-450
Health and Wellbeing and Integration with Health	-750
Children's and Youth Services	-3,000
	-980
<b>Total Re-wiring Public Services programme</b>	<b>-5,480</b>

- 6.1 The Re-wiring Programme needs to create a sustainable model of delivery so that CYC and our partners and communities can continue to secure the best outcomes for residents. The Rewiring Programme must enable the transformation of our organisation into a more responsive and more flexible Council.
- 6.2 We need to change the way we operate. Our focus will be on listening to and understanding our communities' needs and then enabling our residents, partners and the Council to commission the agreed outcomes.
- 6.3 We know that innovation within businesses and communities is key to productivity gains and this will lead to increased prosperity for the city and its residents. A key question is 'how do we support the city to create an innovative, collaborative and open culture?' We are working to create an innovation hub within York to attract and nurture high growth companies.
- 6.4 Re-wiring Public Services will involve residents and communities at every stage – from clarifying the outcomes, service review and design through to delivery arrangements.

## 7. **Empowering and Connecting York's Communities**

7.1 City of York Council is committed to creating a new relationship with residents, wider civil society and business.

7.2 We recognise that public expectations and requirements in respect of public services are changing and will continue to evolve. York residents and communities want:

- personalised services, which may be tailored to individual or community or neighbourhood need and also choice depending on the nature of the service;
- easier access, on-line or otherwise and to avoid having to self-navigate around the maze of the public services;
- value for money and to know that public services are making a positive impact for them and their communities

7.3 The council, and its public sector partners, faced with the combination of these changing public expectations and financial pressure, and given its commitment to empowering local residents, wishes to:

- enable local communities, in one area and communities where people come together from different areas to have a greater control of who provides the services they need;
- further develop the practices of co-design and co-production of services;
- involve the local voluntary and community sector as the voice of communities, as a source of expertise and as service providers;
- work with local businesses to maximise their contribution to the local economy and local communities;
- encourage and facilitate community social action;
- invest in support to enable communities to build social capital;
- support the development of the voluntary and community sector's capacity including investing in and working with a strong and representative CVS;
- encourage locally based businesses to offer support including use of premises and practical support to the community and to local voluntary and community groups;

- introduce community based ways to decide who should provide services where there is a demand for this approach;
- encourage and facilitate community asset transfer or long term lease arrangements; and encourage communities and local community groups to indicate their desire to take over services currently managed by the council. (This will be subject to formal selection criteria and processes but with an assumption of transfer being the preferred option).

7.4 The council recognises that some services are best delivered through face-to-face interactions whilst some, especially transactional services, may be best delivered on-line. This means that wherever possible professional council staff and it is hoped their colleagues from the other public agencies and voluntary and community sector, for those services that require some face-to-face activity will:

- provide services in places where people already go or which are locally convenient for them; and
- as necessary enhance home visiting.

7.5 In order to free up the necessary resources to enable such an approach the council is committed to encourage wherever possible, services to be transacted on-line.

7.6 We know that the communities within the city have different needs and preferences. It is also recognised that residents could be members of and/or identify with several communities of interest, as well as living in neighbourhoods with varying needs, aspirations and resources.

7.7 People need to be able to identify their communities, to have access to other people within a community and to organisations working with and in these communities. Therefore, the council wishes to create a plan of community networks and where appropriate to ensure that there is space for communities to come together not only virtually but also physically.

7.8 This means that the council will:

- locate some staff at certain times at local facilities such as GP clinics, children centres, libraries, schools, churches, community centres, voluntary and community group premises, super-markets, etc
- encourage and facilitate its public sector partners and the voluntary and community sector to co-locate;
- place facilities under local community ownership and/or control (there will be a need to agree financial and other protocols and transfers)
- support the creation of on-line community networks to provide self-support, advice, and the forum for local commissioning;
- create and encourage partners to join on-line advice, information, transactional and other service provision;
- work with communities to ensure that, where there is a requirement, there will be a community space for local people; and for voluntary and community groups to locate (these ideally would be based at existing premises across the public, business, and voluntary and community sectors). Such a facility might host health and social care services, a meeting space for community groups, office accommodation, space for social functions and events and possibly social or commercial enterprise. Crucially it should also provide access to council services through a new digital system with face-to-face help available if required.

7.9 There are already excellent examples of these approaches across the City, some led by the City of York Council but many led by communities and community groups:

- Hope Cafe in Tang Hall Community Centre is run by a network of voluntary organisations to promote community engagement. It is a place where people can meet and can talk about issues or problems. Arts and crafts activities are available; there is an area for teenagers and another facility for toddlers. Overall the focus is about bringing people together in a social hub of the community;
- Oaken Grove Community Centre in Haxby and St Clements Hall are examples of how communities have

taken control of a centre to provide a programme of activities to meet the needs of the residents and maintain a sustainable business;

- The Social Care Hub in Rougier House, where York Blind and Partially Sighted Society and the Resource Centre for Deaf People have come together to share the facility with other voluntary and community organisations to improve the lives of vulnerable residents;
- The Gateway Centre in Acomb is a charity that aims to help build a stronger community by providing facilities and programmes which impact positively on the wellbeing of individuals and families. The centre offers a full programme of activities including parent, carer and toddler groups, youth activities, and a drop-in cafe for the over 60s. Inter-agency work is a key part of the Centre including a free debt advice service and a support service for those facing unplanned pregnancy. Working in partnership with the Centre, we have funded some youth activities, use the cafe to host community engagement meetings, and offer our tenants access to council services at designated times;
- A 'synergy surgery' was held as part of our innovation programme to explore opportunities to promote better health outcomes within the city. A combination of open data access and the collaboration between health care professionals and communities created several opportunities to develop new solutions to long standing and costly issues.

7.10 Explore York Libraries will provide a single multi-purpose facility that houses a variety of integrated services, programmes and activities as well as library services. The first example of this facility is that Libraries and Archives will be part of a community hub in Lidgett Grove Church in Acomb.

7.11 There are a number of really vibrant networks already working well in York. The council will shift its emphasis into 'tapping into' these networks rather than trying to develop alternative ones. This means we will help:

- where a community wants support in starting a new scheme or widening an existing one, for example the Community Safety Hub in Copmanthorpe or school breakfast clubs for school holidays;
- where a community needs the council to coordinate with other organisations to support them to achieve their outcomes, such as with Health Services.

7.12 Providing the environment for virtual community networks to flourish is important to the council. The open innovation programme continues to demonstrate the fantastic outcomes that could be achieved through linking up the digital sector and providing them with a platform to engage. Equally, residents should be able to access these networks too. To do this, and as part of our commitment to being a super connected city, we will deploy technology and free wifi to provide a virtual network of communities.

7.13 In doing this, we hope to establish a network across the city that promotes social interaction in all parts of the community, helps communities connect and provides a range of integrated services, activities and projects that will help build stronger communities.

7.14 It is proposed to engage residents, the voluntary and community sector, local businesses and communities during summer 2014, to explore their views on these ideas for a networked city and networked communities; and to establish both the need and approach required to develop and foster this community based concept.

7.15 The appendix to this report contains the summary reports on progress for three of the four programmes with Health and Wellbeing and Integration with Health focusing on two of the projects within the programme.

## **8. Financial Position**

8.1 The Outline Business Cases and the decisions contained within them would enable the following savings to be delivered in the year 2015/16.

8.2 The programme remains on target to deliver the anticipated budget savings.

<b>Re-wiring Public Services programme</b>	<b>2015/16 Budget (£,000)</b>	<b>2015/16 Current estimated saving based on proposals in this Report</b>
Business Efficiency	-300	-300
Customer Services & Resident Engagement	-450	-450
Place Based Services*	-750	-750
Health and Wellbeing and Integration with Health	-3,000	-3,000
Children's and Services to Young People*	-980	980
<b>Total Re-wiring Public Services programme</b>	<b>5,480</b>	<b>5,480</b>

\*we have included planning and strategic services and school improvement services in the Rewiring programme to maintain effective programme delivery and an update on these projects is therefore included in this report

## 9. Work within the council to enable to Re-wiring Programme

9.1 In addition to the projects that have been described, we recognise the need to support the programme in three key areas:

- Innovation;
- ICT; and
- Organisational Development.

## 10. Innovation

10.1 There will be a concerted push to embed within the council, the new skills and mindset to create a collaborative and innovative organisation.

10.2 New innovation techniques and methods will be employed across a range of areas. For example, we already have a record of using the GeniUS! model in key areas such as Health and Adult Social Care. Combined with the emerging

commissioning and competition/outcome based models for procurement, we have the potential to create significant impact and savings in this area.

10.3 Specifically our innovation work will include:

- Further training in the council to develop and embed innovation and entrepreneurial skills;
- Working alongside the council communities team and customer services teams to increase the reach and impact of new models for co-production and open innovation;
- Creation of a support hub and staff network within the council to enable peer-peer support and greater cross-council working;
- Developing and embedding new approaches for sourcing solutions through the likes of open competitions, co-development, hackathons etc;
- Delivery of URBACT pilot project and development of transfer methodology for good practice;
- Practical open data projects and developing the York Data Mill<sup>1</sup>;
- Next stage development of the GeniUS! model for open innovation and collaboration, along lines of the Bloomberg Mayors Challenge proposal;
- Building a network of GeniUS! Cities to share and learn from open innovation good practice across a broad range of city contexts and knowledge bases;
- Hold an international innovation conference aligned with URBACT project closure meeting;
- Creating a Civic Innovation Hub in the city, to accelerate new and consolidate existing public sector innovation process and open innovation models;
- Continuing to support the growth and development of a wider innovation ecosystem, through supporting community leadership, business development and cross sector collaboration.

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<sup>1</sup> The York Data Mill is an open data project funded through a £750k TSB grant.

## **11.ICT**

11.1 We are transforming the way we view and deploy ICT to help residents and staff make the most from the opportunities and efficiencies presented by new technologies.

11.2 With the world around us changing at an ever increasing pace we believe an open and agile Council, supported by the right ICT infrastructure, can constantly be improving its services and outcomes for residents without necessarily increasing its costs.

11.3 In the context of the Rewiring Programme, this means:

- Customer-friendly information and transaction points for residents and businesses, through a choice of joined up channels;
- Moving to an 'Always open' service, available 24/7;
- A digital-by-default strategy that sits alongside our existing digital inclusion work, which is successfully providing computer training and internet access for residents through libraries;
- A new 'responsive' Council website, that is optimised to whatever device being used;
- The introduction of a 'my account' facility that allows more self-service opportunities, with the ability for transactions to be followed end-to-end;
- A more open and transparent approach to Council data, through the York Data Mill;
- Ultimately, a more cost-effective and rewarding customer experience;
- Supported by the replacement/upgrade or consolidation of systems e.g. Children's & Adults Social Systems, Fleet Management.

## **12.Organisational Development and Rewiring Programme**

12.1 We need to create a Council which is:

- More flexible and responsive to changing needs;

- An organisation which listens and constantly learns;
- Adaptable to changing environments and pressures;
- Supportive of the most vulnerable;
- Modern in the way we use ICT, data and processes to enable greater efficiency and effectiveness;
- An excellent communicator.

12.2 In order to do this we need to develop and to deliver a comprehensive Organisational Development programme to enable our staff to learn and change in line with the expectations of the community and of the Council.

12.3 We have:

- Completed a review of the 'current state' which will be reported to the Council's management team in July 2014; and
- Defined a series of outcomes we are looking to achieve.

12.4 We will:

- Be engaging with residents, partners and businesses to better understand their perspective on our organisation and the changes we need to make;
- Discuss with staff the drivers for change and opportunities for them to help achieve these outcomes which in many areas maybe very different from the services which are delivered today;
- Supporting staff through the change but being clear we do need to make progress quickly.

### **13.Partnership with York CVS**

13.1 We recognise that the new way of working will require a stronger collaboration with the voluntary sector. This has also been recognised by the CVS who have seconded a member of their staff to the Rewiring Team.

13.2 This will facilitate further effective engagement with the voluntary and community sector using a number of York CVS tools, including:

- Using York CVS's comprehensive database of voluntary and community organisations in York;
- Understanding access to services better and how we can better assist the most vulnerable in our community;
- Developing better relationships with the voluntary and community sector and building openness and trust over the long-term;
- Regular, established meetings (forums) of voluntary organisations around themes including older people and people with long term conditions; children, young people and families; people with mental health issues, people with learning difficulties, and others;
- Established marketing and communication systems with the voluntary and community sector, including website, newsletters and email.

13.3 Two recent examples of work underway with York CVS are on 10<sup>th</sup> June 2014, Children's Services delivered a joint workshop to consider the Rewiring proposals, and to discuss how and when individuals, groups and interested parties will be able to engage in the debate.

13.4 In addition the Health and Wellbeing and Integration with Health programme delivered a joint event engaging with residents, voluntary and community sector and other stakeholders asking their views on how they want to be involved in helping to co-design alternative delivery models.

## **14. Implications**

14.1 It should be noted that all of the Transformation projects will have significant implications in terms of Financial, Procurement, Legal, ICT, and HR support.

14.2 The programme is dependant upon a significant input from these areas of expertise. The issues, and options, within the programme potentially involve major new procurement

activity, major systems change, fundamental changes in delivery method, and major staff changes.

14.3 Ensuring the capacity and skills needed to support the Rewiring programme (alongside major other savings not within the transformation programme and many other major projects), will present a significant challenge.

- **Financial** – Individual projects will develop further detail throughout the engagement period and the resulting revised options and business cases will have financial implications. These proposals will be considered by Cabinet in October 2014. Individual proposals also may create procurement events e.g. implementation of digital channel;
- **Human Resources (HR)** – The report acknowledges that during the implementation of proposals, there will be an impact on council resources. The report also identifies that an Organisational Development Programme will be created;
- **Equalities** – The actions in this report further the Council's commitment to equalities;
- **Legal** – A number of the proposals within this report will lead to different delivery arrangements for some existing council services. Legal expertise and advice will be sought accordingly.
- **Crime and Disorder** – *None*;
- **Information Technology (IT)** – The Re-wiring Public Services will depend on ICT services to support a new phase of on-line services;
- **Property** – It is likely that changes will be made to the Council's asset base as a result of the rewiring programme. Property colleagues will be consulted as appropriate.
- **Other** – *None*.

## 15.Recommendations

15.1 Cabinet are requested to:

15.2 Commission a period of resident engagement, staff engagement and further shaping of the projects between July and September 2014;

15.3 Approve the decisions set out in section 2. of this report supported by the annex and background papers to this report;

15.4 Note that the Rewiring programme is on-target to deliver the changing relationship between the council, residents, communities, partners and businesses and the savings anticipated in the budget process

15.5 Commission a further report for October Cabinet detailing proposals for Health and Wellbeing and Integration with Health, outcomes from the resident engagement and recommended service delivery changes.

Reason: To allow the programme to begin the process of engaging residents in the co-design and co-delivery of the outcomes they want.

### Contact details:

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Paul Tonks Programme Manager Office of the Chief Executive	Kersten England Chief Executive City of York Council		
	<b>Report Approved</b>	√	<b>Date</b> 19 June 2014
<b>Specialist Implications Officer(s)</b> N/A			
<b>Wards Affected:</b>			√
<b>For further information please contact the authors of the report</b>			

**Background Papers:**

**July 2013 Annual Performance Report**

**Peer Review Letter**

**Response to Peer Review**

**LGA Summary Document of Rewiring Public Services**

**Better Care Fund Application**

**Annexes**

**Appendix 1 – Summary of Programme Business Cases**

- Community and Resident Engagement
- Place Based Services
- Children's Services
- Health and Wellbeing and Integration with Health

**Appendix 2 – Rewiring Programme Risks and Methodology**

**Appendix 3 – York – A City of Innovation, Securing Our Future**

**Abbreviations used in the report**

BCE – Business Consolidation and Efficiency  
CVS – Council for Voluntary Service  
DIF - Delivery & Innovation Fund  
EU – European Union  
FM – Facilities Management  
HR – Human Resources  
ICPIS – Institute for Continuous Improvements in Public Service  
ICT – Information and Communications Technology  
ILM – Institute of Leadership and Management  
L&D - Learning & Development  
LCR - Leeds City Region  
LGA – Local Government Association  
LGYH – Local Government Yorkshire and Humber  
PPP - Public Private Partnership  
SBRI – Small Business Research Initiative  
SCY – Science City York  
SOLACE – Society of Local Authority Chief Executives  
TSB - Technology Strategy Board  
VCSO's - Voluntary & Community Service Organisation  
UoY – University of York

## Appendix 1

### Rewiring Programme Summaries

This section details the high level summaries of each of the four programmes.

Additional information on each of the four programmes is contained in the background documents to this report.

### Children's Services

#### Cabinet Decision:

Para 2.2 To commission a period of engagement to consider -

- Early Years
- School Improvement Service
- Services to Young People

### CHILDREN'S SERVICES, EDUCATION & SKILLS

The services available through Children's Centres focus on early learning, including support to families to access the offer of early learning for 2 and 3 year olds; information and activities for families; adult learning and employment support; integrated child and family health services and targeted parenting and family support. City of York Council's current budget for Early Years Services is £2,188,910 per annum.

#### Early Years Services

##### Transformational Outcome

Develop a transformed Early Years offer that delivers sustained and improved outcomes for children pre birth to 5 years.

<b>Activity that will take place</b>	<p>2 Working with communities to co-construct solutions that meet the requirements of the area in which they are set</p> <p>3 Building strong links with the Private and Voluntary sector</p> <p>4 Researching the best possible environment to deliver services to the greatest number of people with the highest needs</p>
<b>Key points</b>	<p>Engagement to begin on the following:</p> <p>5 Prioritisation of services over buildings</p> <p>6 Enabling local people to become champions</p> <p>7 A review of the most appropriate method of service delivery</p> <p>8 Development of the community and voluntary sector to deliver non statutory services</p> <p>9 Reduction in core team &lt; currently being clarified</p> <p>10 The relationship of schools in Early Years services</p> <p>11 Commissioning models in Early Years</p> <p>12 How we can provide a more targeted service</p>
<b>Financial Value</b>	<b>£400k</b>

## CHILDREN'S SERVICES, EDUCATION & SKILLS

The key duties of local authorities in education, as defined by the 1996 Education Act, are to: Secure sufficient places for the education of children and young people in their area between the ages of 2 and 19 (up to 25 for young people with learning difficulties and/or disabilities; Support vulnerable children and young people, and; Promote high standards in primary and secondary education. City of York Council's current budget for School Improvements and Skills is £1,671,310 per annum.

### School Improvement and Skills

<b>Transformational Outcome</b>	Commission and quality assure high quality flexible advice, guidance, support and challenge to a range of settings and schools.
<b>Activity that will take place</b>	<ul style="list-style-type: none"> <li>13 Development of a commissioning model with Schools and Partners</li> <li>14 Restructure of existing core teams</li> <li>15 Enabling and supporting schools to develop a sector led improvement model</li> </ul>
<b>Key points</b>	<p>Engagement to begin on the following:</p> <ul style="list-style-type: none"> <li>16 Enabling schools to move away from traditional reliance on LA to provide services</li> <li>17 Developing a commissioning model for school improvement</li> <li>18 Restructure of the Local Authority core team</li> </ul>
<b>Financial Value</b>	<b>£350k</b>

## CHILDREN'S SERVICES, EDUCATION & SKILLS

### Services to Young People – Phase 2

Services to Young People covers the three areas formally part of the Integrated Youth Services – Connexions, Personal Support Inclusion Workers and Community Youth Support. City of York Council's current budget for Integrated Youth Support Services is £2,922,630 per annum.

<b>Transformational Outcome</b>	Provision of targeted support for the most vulnerable young people in order to support them into education, employment and training.
<b>Activity that will take place</b>	<p>19 Link with partners who can add range and variety that would not be viable if delivered exclusively by the CYC team</p> <p>20 Develop a traded service to schools</p> <p>21 Build capacity within communities - support the voluntary, community and independent sector to develop the 'Youth Offer'</p>
<b>Key points</b>	<p>Engagement to begin on the following:</p> <p>22 Build capacity within communities</p> <p>23 Support the voluntary, community and independent sector to develop the 'Youth Offer'</p> <p>24 To explore the provision of services currently located at Castlegate through a variety of sites.</p> <p>25 Restructure of existing core teams</p> <p>26 To provide a traded service to schools to provide additional support to them in the delivery of their statutory responsibilities.</p> <p>27 Ensure that the Youth Offer is clear visible and promoted to young people</p>
<b>Financial Value</b>	<p><b>Phase 1 - £310K (target achieved)</b></p> <p><b>Phase 2 - £500k</b></p>

## Health & Wellbeing & Integration with Health

### Cabinet Decision

Para 2.3 To commission a period of engagement to consider -

- Information, advice and guidance
- Integration with health
- Adult social care operational services

### HEALTH & WELLBEING & INTEGRATION WITH HEALTH

We are focusing on how we can provide and improve Information, Advice and Guidance for all residents, including self help options to enable them to access timely and relevant information quickly and easily. Helping to increase knowledge of what is available and where. Our system will help residents to select and be guided to alternative support options where they choose to do so. This will enable us to engage with residents earlier, reaching more of the people who need the services most, and helping reduce the costs currently incurred if we provide access to services.

#### Information, Advice & Guidance

<b>Transformational Outcome</b>	<p>28 Delivery of Personalisation and Direct Payments</p> <p>29 Creating a sustainable City infrastructure that enables Residents to access information for themselves</p> <p>30 Where they can plan for Older Age or disability</p> <p>31 Where they can access support from a wide range of organisations within their communities that promote self help and independence</p>
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<b>Activity that will take place</b>	<p>32 A single view of support and advice enabled through a joint care record</p> <p>33 Increased community provision through hubs and re-vitalised CVS</p> <p>34 Joined up support with partners at the point of delivery</p> <p>35 Services available 7 days a week</p> <p><b>36</b> The introduction of a partner with the expertise to provide a gateway into Health and Social Care in York in line with the Care Act and Better Care Fund</p>
<b>Key points</b>	<p>37 The development of a joint care record</p> <p>38 Development of on line and phone based tools with commercial, mutual and social enterprise partners to replace current arrangements</p> <p>39 Commission different outcome based services from CVS and others</p> <p>40 We anticipate our in house services will be handling far fewer referrals and only managing those cases that require support from a statutory body</p>
<b>Financial Value</b>	<b>Target reduction of £1m-£2m</b>

## HEALTH & WELLBEING & INTEGRATION WITH HEALTH

Joining up our services with health in some areas is central to the delivery of the Better Care Fund, which enables the NHS and Local Authorities to work together in a more collaborative way. This will mean we will be able to join up a persons support where and when they need it, helping residents achieve better health outcomes, be supported in their own home and communities, quicker and for longer. Together we will work with communities and all sectors to develop support options that deliver real outcomes for people, giving control to residents wherever possible and supporting those who need our help to manage their support.

### Integration with Health

<b>Transformational Outcome</b>	<ul style="list-style-type: none"> <li>41 Better health outcomes for York residents including Mental Health</li> <li>42 Narrowing the gap &lt; currently being clarified</li> <li>43 Increased community based intervention and reduced acute activity</li> <li>44 Reduced costs and improved use of combined budgets</li> <li>45 Residents supported at home longer- rather than moving into care homes</li> <li>46 Improved end of life care at home – rather than in hospital or care</li> </ul>
<b>Activity that will take place</b>	<ul style="list-style-type: none"> <li>47 Delivery of the Better Care fund (<i>Gateway, Assessment, Safeguarding, Data sharing, Single record, 7 day working</i>)</li> <li>48 Creation of a joint commissioning unit with health that will deliver outcome based support</li> <li>49 Improved market development and contract management</li> <li>50 Providing clearer requirement of City needs to give the CVS time and opportunity to create capacity and solutions in York</li> <li>51 To develop different (and sometimes more commercial) service delivery models that meet Council objectives</li> </ul>

<b>Key points</b>	A recognition that the private, independent, voluntary and community sector will need to play a greater role in some aspects of service delivery and in parallel CYC's directly employed staffing will reduce.
<b>Financial Value</b>	<b>Target reduction of £2m-£4m</b>

**Place Based Services**

**Cabinet Decision**

Para 2.4 To agree to:

- Create, from within existing resources, an operational delivery team to deliver efficiency savings in 2014/15 and 2015/16 by focussing on community capacity through Smarter York, core service delivery, de-prioritisation of non essential services and the development of commercial activities
  
- Commence work on potential alternative delivery/business vehicles including undertaking a period of engagement with residents, users, businesses, partners, suppliers, Members, staff and Trades Unions to consider the most appropriate models of commissioning, support and delivery.
  
- Create from within existing resources a project team and internal bid team to assess CYC options for the delivery of services from 2015/16 onwards
  
- Commence an interim procurement on residual waste ahead of Waste Public Private Partnership (PPP)

**STREET BASED SERVICES**

Street based services includes collection of waste; managing the streets, including litter, highways, maintenance and lighting; managing and maintaining parks and open spaces, and; managing the Council fleet of vehicles. The services are all delivered in house and are based at the Hazel Court eco-depot. Highways, Waste, Public Realm and Fleet services have a c£20m budget per annum and generate c£8.5m income (internal to CYC and external income) per annum.

**Transformational Outcome**

Develop transformed Street Based Services that deliver affordable, sustained and improved outcomes for residents and visitors.

<b>Activity that will take place</b>	<p>52 A review of the most appropriate method of service delivery</p> <p>53 Work with communities to develop services that meet their requirements</p> <p>54 Building strong links with the private and voluntary sectors</p>
<b>Key points</b>	<ul style="list-style-type: none"> <li>• To agree to:</li> <li>• Create, from within existing resources, an operational delivery team to deliver efficiency savings in 2014/15 and 2015/16 by focussing on community capacity through Smarter York, core service delivery, de-prioritisation of non essential services and the development of commercial activities</li> <li>• Commence work on potential alternative delivery/business vehicles including undertaking a period of engagement with residents, users, businesses, partners, suppliers, Members, staff and Trades Unions to consider the most appropriate models of commissioning, support and delivery.</li> <li>• Create from within existing resources a project team and internal bid team to assess CYC options for the delivery of services from 2015/16 onwards</li> <li>• Commence an interim procurement on residual waste ahead of Waste Public Private Partnership (PPP)</li> </ul>
<b>Financial Value</b>	<p><b>£430k in 2014/15</b></p> <p><b>£931k in 2015/16 (£750k plus £81k + £100k from budget papers)</b></p> <p><b>£750k in 2016/17</b></p>

## PLANNING & STRATEGIC SERVICES

City of York Council provides a suite of services to support both the forward planning and the development management processes. This ranges from intelligence teams to specialists in areas related to planning (such as conservation, ecology, sustainability and archaeology) to development management, land information services and building control. For a City with rich heritage and one that prioritises its built and natural environment these services have historically been very important.

### Transformational Outcome

#### Planning and strategic services business model

- Develop sustainable and affordable strategic service and planning functions

#### Carbon and energy management

- Achieve the best energy and water management possible across the Council estate, reducing costs and maintaining income
- Position the Council for better carbon management and protect against increasing costs in future years
- Promote renewable energy generation in the City

Significant savings are considered achievable though they cannot be firmly quantified until the energy and water audits of the council assets are complete. To achieve the savings investment in technology and staff is required.

#### Parking and congestion

- Coherent set of options around managing congestion and parking

<b>Activity that will take place</b>	<p>55 Developing the strategic services and planning functions to provide a new sustainable business model</p> <p>56 Activity on the Carbon and Energy management programme to reduce energy usage levels across our estate and investigate and implement renewable energy schemes.</p> <p>57 Review work on the dynamics of congestion and parking and address the long term strategy and related operations.</p>
<b>Key points</b>	<p>58 Acknowledgement that strategic service and planning team, to maintain services levels will be working on external contracts and will have to prioritise in their work.</p> <p>59 Approve direction of travel for the Carbon and energy management programme.</p>
<b>Financial Value</b>	<p><b>New business model - £235k in 2015/16</b></p> <p><b>Carbon &amp; energy management – savings from £250k up to £2.5m over 5 years have been demonstrated as achievable at other Local Authorities, depending on ambition</b></p>

## HOUSING

City of York Council currently owns and manages a Housing Stock of c7900 properties. The maintenance of the Housing stock is an in-house function, which also provides building maintenance services to the council's buildings. The building maintenance function has a budget of c£6.2m per annum and generates income of c£6.9m per annum.

<b>Transformational Outcome</b>	60 To deliver the council's Housing priorities 61 To ensure the prudent management of the Housing Revenue Account 62 Optimise the Building Services function and deliver work as part of income generation strategy
<b>Activity that will take place</b>	63 Review of Housing function to seek efficiencies 64 Implementation of technology enablers to unlock capacity in Building services
<b>Key points</b>	65 Note progress
<b>Financial Value</b>	<b>Building services - £30k 15/16</b>

## COMMUNITY SAFETY

The council's Public protection teams (Environmental health, Environmental protection, trading standards, licensing) and the Safer York partnership have the remit of ensuring that York is a safe City. These teams work in partnership at a local, regional and national level to ensure the best outcomes for residents and visitors. The public protection teams have a budget of c£3.2m per annum and generate c£2.1m income per annum into the council.

<b>Transformational Outcome</b>	To work with Communities and partners to deliver safe communities.
<b>Activity that will take place</b>	<p>66 Developing an Anti-social behaviour hub for CYC and partners to consolidate intelligence and case management.</p> <p>67 Further develop the CCTV and network management operation to maximise opportunities for working with partners and creating a safer city.</p> <p>68 Reshape the Public protection service to enable the sustainment of service levels</p>
<b>Key points</b>	69 Note progress
<b>Financial Value</b>	<p><b>CCTV development/Road safety partnership - £100k 15/16</b></p> <p><b>Public protection review - £316k 15/16</b></p>

## CUSTOMER SERVICE

City of York Council provides a number of contact points for residents and businesses, across face-to-face, telephone and digital channels. As we aspire to customer excellence, there are significant gains from better integration of these channels, facilitating self-service online, and giving staff the skills and tools to help them fulfil changing customer needs.

### Customer Service Design

**“To put residents first by providing a high quality and responsive service that uses fit for purpose technologies to ensure we are always open and available for everyone to use”**

<b>Transformational Outcome</b>	<p>To give residents the freedom of choice as to how and where they do business with us and to support them to transact with us online to improve not only the cost effectiveness of customer service but to the overall customer experience/outcome.</p>
<b>Activity that will take place</b>	<p>70 Provide a new easy to use, customer focused &amp; responsive website that allows residents to transact with us on-line &amp; allows them to view the progress of their transactions through a ‘my account’ facility</p> <p>71 Increase the number of services residents can transact with us on-line</p> <p>72 Increase the digital channels residents can use to transact with us e.g. web-chat</p> <p>73 Completion of a digital inclusion strategy that includes training and support for residents to transact with us on-line</p> <p>74 Reduce failure demand by increasing customer satisfaction at first point of contact</p>

<b>Key points</b>	<p>To agree to:</p> <ul style="list-style-type: none"> <li>• Create, from existing resources, an operational delivery team to deliver efficiency savings in 2014/15 and 2015/16 focussed on community capacity through Smarter York, core service delivery, de-prioritisation of non essential services and the development of commercial activities;</li> <li>• Consult with service areas with a view to reducing the operating hours of the Customer Service Centre to 9.00am to 5.00pm to reflect demand</li> </ul>
<b>Financial Value</b>	<b>£450k</b>

## COMMUNITY & RESIDENT ENGAGEMENT

City of York Council provides a number of contact points for residents and businesses, across face-to-face, telephone and digital channels. As we aspire to customer excellence, there are significant gains from better integration of these channels, facilitating self-service online, and giving staff the skills and tools to help them fulfil changing customer needs.

### Consultation & Engagement

<b>Transformational Outcome</b>	<p>To help build locally responsive and stronger communities where people come together to make decisions by introducing new ways for residents and communities to interact with the Council, improving the quality of services, increasing skills in consultation and engagement, using resources wisely, and encouraging greater participation in decision making.</p>
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<b>Activity that will take place</b>	<p>75 An on-line engagement log is being established to provide a central record of all consultation and engagement activity;</p> <p>76 An approach is being introduced to support our new way of working, together with a framework that includes standards and a toolkit for staff on how to consult and engage</p> <p>77 Training will be available together with guidance for staff;</p> <p>78 A toolkit will also be produced for residents and communities;</p> <p>79 Leadership development for Councillors to support their role as champions of the new approach.</p>
<b>Key points</b>	<p>To note the work underway and planned that enables all other transformation projects and business as usual to support the new way of working. It provides the approach, tools and skills needed to consult and engage with residents and communities.</p>
<b>Financial Value</b>	<p><b>None. This project provides skills to all those involved in our new way of working.</b></p>

## ORGANISATIONAL DEVELOPMENT

<b>Transformational Outcome</b>	<p>Organisational Development is the term used to describe how we will adapt internally to support our transformation programme. It is a total approach to supporting our people and captures any work that results in significant improvements to our performance and facilitates achievement of our priorities.</p>
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<p><b>Activity that will take place</b></p>	<p>80 A comprehensive assessment was conducted with directors, managers, staff, councillors, our partners, and trade unions, to understand perceptions of where we are now, how ready the Council is to change and how engaged people feel;</p> <p>81 Key themes are being identified from all of the discussions and these will be grouped together to show where the Council is strong in terms of supporting people and where we need to be stronger;</p> <p>82 This will help to determine the priorities that will be captured as part of the organisational development strategy. This will be supported by an action plan that details all of the specific work planned to build the leadership, skills, culture, and capacity in the short, medium and long term;</p> <p>83 All existing activity will be brought into line so that we have one plan and current workforce strategy and policy will be reviewed to ensure it is fit for purpose.</p>
<p><b>Key points</b></p>	<p>To note the planned and systematic approach taken to deliver improvement that is sustainable, and results in excellent customer service and a happy, healthy workforce.</p>
<p><b>Financial Value</b></p>	<p><b>None.</b></p>

## Rewiring Programme Business Cases

This section details in outline form the business cases for each of the four programmes:

- **Community and Resident Engagement**
- **Place Based Services**
- **Children's Services**
- **Health and Wellbeing and Integration with Health –**  
Integration with Health project and Initial Assessment project only

### COMMUNITY & RESIDENT ENGAGEMENT

City of York Council provides a number of contact points for residents and businesses, across face-to-face, telephone and digital channels. As we aspire to customer excellence, there are significant gains from better integration of these channels, facilitating self-service online, and giving staff the skills and tools to help them fulfil changing customer needs.

#### Work Stream

A key ambition of our current Customer Strategy 2012/15 is to be 'always open'. As such, we are committed to increasing the number of ways in which people can contact us and ensure services are available 24/7, with improvements particularly focused in online provision and training.

#### Overview

The proposal is to procure a digital platform that (from April 2015) will offer a 'my account' facility, allowing residents and staff to use the same system. Services include: Increased council tax, environmental reporting and booking facilities; benefits; parking; housing register and rents; licenses; building control, and many more.

The control of the new website will sit with the Customer Service Department who will create a

<b>Appendices</b>	resident user group to help re-design and reduce the content on our current website.
<b>Situational Analysis</b>	<b>Outcomes</b>
<p>Currently it is clear that:</p> <ul style="list-style-type: none"> <li>• We have not maximised potential to place transactional services on-line, whilst other councils have done so;</li> <li>• Our web-based services are hard to find/use;</li> <li>• There is not a strong/consistent user experience;</li> <li>• Customers cannot build a self-serve portal of what is important to them; and</li> <li>• From an internal point of view, our systems are not light/agile or easily reusable.</li> </ul>	<p>To:</p> <ul style="list-style-type: none"> <li>• provide customers with direct access to a personalised view of their information and access to services on-line through a 'my account' facility;</li> <li>• Implement an employee-friendly system that integrates with view the customer has of their account;</li> <li>• increase access to digital self-service provision e.g. web-chat, mobile apps, tablet based applications</li> <li>• improve digital access for those without/reduced access;</li> </ul>
<b>Previous decisions</b>	<ul style="list-style-type: none"> <li>• inform customers of the status</li> </ul>

<p>In Feb 2014, Cabinet agreed to:</p> <ul style="list-style-type: none"> <li>• the creation of a 'my account' mode of service;</li> <li>• the ability to sign up for regular updates;</li> <li>• a transactional website;</li> <li>• service consolidation into the customer centre; and</li> <li>• multi-skill and empower staff to fulfil customer needs.</li> </ul>	<ul style="list-style-type: none"> <li>• of their enquiry at all times;</li> <li>• increase the number of online transactions available;</li> <li>• increase professionalism in customer service;</li> <li>• eradicate failure within the system</li> <li>• move to max. 10 contact telephone numbers initially;</li> <li>• consolidate customer service functions into one management structure; and</li> <li>• agree our Customer Strategy beyond 2015 in line with the evolving vision above.</li> </ul>
<b>Benefits</b>	<b>Risks</b>
<ul style="list-style-type: none"> <li>• Customers can do business with us easily online, on any device;</li> <li>• Minimum 39% reduction of demand on telephone, face-to-face and admin service, with some online-only;</li> <li>• Average 61% online transactions with some services at 100%;</li> <li>• 25% improvement in customer satisfaction on the website;</li> <li>• Improvement in website rating from 1* to 3*</li> </ul>	<ul style="list-style-type: none"> <li>• As services are moved to the digital platform, there may be a need to review and update current policy to reflect the preferred approach to doing business with the Council online. For example: how customers notify a change of circumstance; pay bills and make bookings.</li> <li>• Support for residents who have no access to on-line services. Measures in place include: Accessible face-to-face and phone support;</li> <li>• Improved internet access mobile phone access and training for residents.</li> </ul>
<b>Investment</b>	<b>Savings</b>

<p><b>Total of £50k requested:</b></p> <ul style="list-style-type: none"> <li>£100k, to work with residents to re-design the web and ICT developer for accessible design (£50k already agreed from existing budgets)</li> </ul> <p>Secured:</p> <ul style="list-style-type: none"> <li>Investment for a digital platform has already been approved and we will seek to draw on this.</li> </ul>	<p><b>Minimum £450K savings by April 2016 from:</b></p> <ul style="list-style-type: none"> <li>£340k in additional channel shift savings derived from moving new services online (<i>£80k existing savings targets</i>);</li> <li>£110k from staffing savings from a change in complaints management, a reduction in failure demand and integration of customer service management structures; (<i>£150k existing savings targets</i>)</li> <li>Additional savings will be realised as Health and Wellbeing and Integration with Health, Children's and Place based services move to a digital platform;</li> <li>Further savings identified to 2018 which will be built into future budget proposal</li> </ul>
	<b>Income</b>
	N/A
<b>Additional info</b>	
<p>We realise to progress services to 100% digital delivery is a new approach for City of York Council. Rewards demonstrated by other authorities include:</p> <ul style="list-style-type: none"> <li>100% new benefit claims completed on-line in Barking and Wigan;</li> <li>100% of premises and highways licenses completed on-line at Hammersmith and Fulham;</li> <li>62% of all contact in Harrow is via their website;</li> </ul>	

- 85% of parents in Barking top up their school dinner cards online

### **Key points**

To agree to:

- 84** Make all council services available electronically and promote these as the preferred method of contact. For those customers for whom electronic access is not appropriate we will provide alternative means of contact
- 85** Consult with service areas with a view to reducing the operating hours of the Customer Service Centre to 9.00am to 5.00pm to reflect customer demand

## CONSULTATION AND ENGAGEMENT

City of York Council provides a number of contact points for residents and businesses, across face-to-face, telephone and digital channels. As we aspire to customer excellence, there are significant gains from better integration of these channels, facilitating self-service online, and giving staff the skills and tools to help them fulfil changing customer needs.

Work Stream	Overview
<p><b>Community and Resident Engagement</b></p>	<p>The aim is to help build locally responsive and stronger communities where people come together to make decisions.</p> <p>We will do this by introducing new ways for residents and communities to interact with the Council, improving the quality of services, increasing skills in consultation and engagement, using resources wisely, and encouraging greater participation in decision making.</p>
<p><b>Appendices</b></p>	
Situational Analysis	Objectives
<p>We are unable to completely capture what consultation and engagement is happening and the outcomes aren't shared across other services.</p> <p>When consulting or engaging with a community we are unable to link this easily to other information such as statistical data or demographics.</p>	<ul style="list-style-type: none"> <li>• improve engagement activity with residents and communities to understand local needs and promote self reliance;</li> <li>• increase capacity and capability of council staff and communities to improve the quality of outcomes and achieve value for money; and</li> </ul>

<p>Every team now has responsibility for consulting and engaging with residents, communities or customers before any service improvements are introduced.</p> <p>There is a greater desire to work in partnership with residents and communities. However, people may not have the right skills or confidence to work in this way.</p>	<ul style="list-style-type: none"> <li>• Improve democratic participation by broadening engagement activity to include all sections of the community.</li> </ul>
<p><b>Previous decisions</b></p>	
<p>None.</p>	
<p><b>Benefits</b></p>	<p><b>Risks</b></p>
<ul style="list-style-type: none"> <li>• Increased engagement of residents in their own community from 54% to 65%</li> <li>• Increase in the number of residents who actively make their community a better place to live from 42% to 50%</li> <li>• Increase the percentage of people who believe they can influence decisions affecting your local area from 24% to 30%</li> <li>• Increase the percentage of people who have given help in their community from 65% to 68%</li> <li>• Staff feel more confident and capable when engaging with residents and communities as part of the new way of working</li> <li>• Councillors feel more confident and capable when</li> </ul>	<ul style="list-style-type: none"> <li>• If staff resources are not allocated to develop the consultation and engagement element of the website, this endangers the delivery of a quality product that is consistent with the overall CYC website, and timescales may be missed</li> <li>• The Neighbourhood Working Model will fail if Councillors do not embrace the new way of working</li> </ul>

engaging with residents and communities as part of the new way of working	
<b>Investment</b>	<b>Savings</b>
£22,000 for a dedicated resource is needed within the Consultation and Engagement Team to manage this work stream	None. This project provides skills to all those involved in our new way of working
	<b>Income</b>
<b>Additional info</b>	
<p>This project is an enabler to all other transformation projects and business as usual. It will support the council by providing the approach, tools and skills needed to consult and engage in a meaningful way with residents and communities under the new methodology. The diagram below shows the rewiring methodology and our commissioning cycle which forms the basis of increased consultation and engagement.</p>	
<b>Key points</b>	
<p>To note the work underway and planned that enables all other transformation projects and business as usual to support the new way of working.</p> <p>It provides the approach, tools and skills needed to consult and engage with residents and communities.</p>	

## Place Based Services

As part of the council's Rewiring Public Services programme, this paper considers how strategic place-based services can be made more open, optimised and enterprising whilst meeting the city's priority outcomes. It focuses on four key areas:

1. Planning and strategic services (including energy and carbon management)
2. Street-based services
3. Community Safety
4. Housing

### Planning and Strategic services

City of York Council provides a suite of services to support both the forward planning and the development management processes. This ranges from intelligence teams to specialists in areas related to planning (such as conservation, ecology, sustainability and archaeology) to development management, land information services and building control. For a City with rich heritage and one that prioritises its built and natural environment these services have historically been very important.

Work Stream	Overview
<b>Planning &amp; Strategic Services Business Model</b>	A proposal to supplement budgets with external income through pre-planning advice for major applications and adoption of a more enterprising business model, pro-actively targeting regional and national planning working with other authorities. This could be extended to include consultancy services to a wider market.
<b>Appendices</b>	
<b>Situational Analysis</b>	<b>Objectives</b>

<ul style="list-style-type: none"> <li>• There is a requirement to reshape how strategic services, planning and environmental services are operated to meet the expectation of a growing, environmentally conscious city against a backdrop of reduced funding.</li> <li>• Although options exist to reduce levels of service to meet the decrease in funding, there is both an expectation of a good level of service and a responsibility to maintain and improve the built and natural environment.</li> <li>• Engagement with businesses has demonstrated a more efficient planning process, particularly on major sites, where the council has engaged with the developer earlier in the process.</li> <li>• The pre-planning fee is only a small percentage of total cost to a developer during the planning process.</li> <li>• Exploratory work of shared local authority services has been initiated in Harrogate.</li> </ul>	<p>To:</p> <ul style="list-style-type: none"> <li>• Provide a professional and enabling set of planning and strategic services;</li> <li>• Support an ambitious, growing City whilst ensuring that development maintains and enhances the built and natural environment;</li> <li>• Deliver additional work required to ensure that the offer to York residents and businesses is sustainable</li> <li>• Explore income-generation opportunities.</li> </ul>
<p><b>Previous decisions</b></p>	
<p>None.</p>	
<p><b>Benefits</b></p>	<p><b>Risks</b></p>
<ul style="list-style-type: none"> <li>• Maintain a higher level of service</li> <li>• Longer-term sustainability</li> </ul>	<ul style="list-style-type: none"> <li>• Balancing CYC and external workload, with a need to generate capacity quickly</li> <li>• Retention of officers with the</li> </ul>

<ul style="list-style-type: none"> <li>• Accelerate Local Plan process</li> <li>• Income generation</li> <li>• Market-driven efficiencies</li> </ul>	<p>most "marketable" skills</p> <ul style="list-style-type: none"> <li>• Reduced pre-app demand long-term</li> </ul>
<b>Investment</b>	<b>Savings</b>
None required.	<p><b>Total £235k:</b></p> <ul style="list-style-type: none"> <li>• External income to support roles in the team: £70k priority based budgeting (15/16)</li> <li>• External funding (transport teams): £125k priority based budgeting (15/16)</li> <li>• Planning and transport Income:£25k (15/16 budget)</li> <li>• Income streams: £15k (15/16 budget)</li> </ul> <p><b>Income</b></p> <p><b>Total £3.075m in 15 years:</b>  Pre-application evaluation fees:  £375k approx. (over next 5yrs)  £300k approx. (6-10yrs)  £225k approx. (11-15yrs)</p> <p>Planning Application fees:  £925k approx. (over next 5yrs)  £800k approx. (6-10yrs)  £450k approx. (11-15yrs)</p>
<b>Additional info</b>	
Additional funding streams might include: CIL, other planning gain, Government contribution to support Neighbourhood planning.	
<b>Key points</b>	
To acknowledge that, in order to maintain (and even improve) service levels, the strategic service and planning team will be prioritising their work to factor in new, external demands. This would be complemented by additional, more flexible capacity to meet internal pressures when required.	

## STRATEGIC SERVICES AND PLANNING - TRANSFORMING CARBON & ENERGY MANAGEMENT

City of York Council provides a suite of services to support both the forward planning and the development management processes. This ranges from intelligence teams to specialists in areas related to planning (such as conservation, ecology, sustainability and archaeology) to development management, land information services and building control. For a City with rich heritage and one that prioritises its built and natural environment these services have historically been very important.

Work Stream	Overview
<p><b>Carbon &amp; Energy Review</b></p>	<ul style="list-style-type: none"> <li>• Achieve the best energy and water management possible across the Council estate, reducing costs and maintaining income</li> <li>• Position the Council for better carbon management and protect against increasing costs in future years</li> <li>• Promote renewable energy generation in the City</li> </ul> <p>Significant savings are considered achievable though they cannot be firmly quantified until the energy and water audits of the council assets are complete. To achieve the savings investment in technology and staff is required.</p>
<p><b>Appendices</b></p>	
Situational Analysis	Objectives
<p>Despite a 25% reduction in carbon emissions between 2008–2013, the council currently has:</p> <ul style="list-style-type: none"> <li>• Annual energy spend of £4.7</li> </ul>	<ul style="list-style-type: none"> <li>• Create a new corporate carbon and Energy management plan and invest to save programme</li> <li>• Carry out estate energy audits and streamlining of energy</li> </ul>

<p>million (excluding CYC fleet)</p> <ul style="list-style-type: none"> <li>• An annual Carbon Reduction Commitment of £230k</li> <li>• Estimated 10% pa. increase in energy spend</li> <li>• A need to find an addition £470k annually or, over a 5 year period, an additional £2,350,000.</li> <li>• Annual expenditure for energy across the estate could reach £7,050,000 by 2019, if nothing changes.</li> <li>• Since restructures, there has been no capacity to create a new carbon management plan</li> </ul>	<p>data, water data and processing</p> <ul style="list-style-type: none"> <li>• Create a new water management plan and invest to save programme</li> <li>• Carry out detailed feasibility studies to develop an investment grade business case for a large scale renewable energy project by 2015/16</li> <li>• Carry out energy master-planning studies to identify district heating opportunities</li> <li>• A new coordinated corporate utilities task and finish group to deliver the work</li> </ul>
<p><b>Previous decisions</b></p>	
<p>None.</p>	
<p><b>Benefits</b></p>	<p><b>Risks</b></p>
<ul style="list-style-type: none"> <li>• A new transformational carbon and energy management plan and a new water management plan capable of <ul style="list-style-type: none"> <li>- reducing energy and water consumption</li> <li>- reducing CYC's utility expenditure</li> <li>- reducing carbon emissions</li> <li>- reducing CYC's mandatory carbon reduction commitment requirements</li> <li>- revenue through renewable energy generation</li> <li>- creating 2 invest to save programmes that could</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Lack of urgent action to address carbon and energy issues will represent an increased long term cost to the council in energy bills and penalties.</li> <li>• Need to generate own energy to close gap on self-sustainability.</li> </ul>

<p>fund new projects and possible staff</p> <ul style="list-style-type: none"> <li>• Streamlined management processes and procedures – including centralised billing and procurement of utilities</li> <li>• Up to 3 detailed renewable energy feasibility studies to develop investment grade opportunities from (PV and district heating)</li> <li>• A long term renewable energy investment roadmap</li> <li>• Delivery towards CYC's One Planet Living (OPL) ambitions</li> </ul>	
<b>Investment</b>	<b>Savings*</b>
<p>New plan and corporate group to oversee change (£33k); Estate audit (£50k); Streamlined management processes (£8.8k); VC farm business (£20k), energy masterplans (£80k). <b>Total: £196k</b></p>	<ul style="list-style-type: none"> <li>• Energy Efficiency measures installed</li> <li>• Water efficiency measures installed</li> <li>• Water Bill Validation</li> </ul> <p>Carbon &amp; energy management – savings from £250k up to £2.5m over 5 years have been demonstrated as achievable at other Local Authorities, depending on ambition</p>
	<p><b>Income*</b></p> <ul style="list-style-type: none"> <li>• Renewable energy generation and associated financial incentives</li> <li>• Feed in Tariff</li> <li>• Renewable Heat Incentives (Renewable Energy</li> </ul>

	<p>Obligations)</p> <p><i>* Income forecasts are not possible until energy audits are carried out audit and projects sufficiently developed. Financial savings / income avenues are above.</i></p>
<b>Additional info</b>	
Please see examples of action taken by other authorities in the background documents.	
<b>Key points</b>	
<ul style="list-style-type: none"> <li>• To note the direction of travel for carbon and energy management programme</li> </ul>	

## STREET BASED SERVICES

Highways, Waste, Public Realm and Fleet services have a budget in the region of £20m per year and these services generate in the region of £8.5m in income (internal to CYC and external income). This includes the collection of waste; managing the streets, including litter, highways, maintenance and lighting; managing and maintaining parks and open spaces, and; managing the Council fleet of vehicles. These services have historically been delivered by in-house teams located at the eco-depot.

<b>Work Stream</b>	<b>Overview</b>
<b>Street based services – alternative delivery vehicle</b>	Proposal to put communities at the centre of service provision, develop community capacity and recast the council's service provision in this context.
<b>Appendices</b>	

<b>Situational Analysis</b>	<b>Objectives</b>
<p>Despite a 25% reduction in carbon emissions between 2008–2013, the council currently has:</p> <ul style="list-style-type: none"> <li>• Budgets of around £20m with income of around £8.5m (not including some related elements, such as the Waste disposal budgets)</li> <li>• Services have been working through efficiency over the last few years and are reaching an optimal level for internal provision. Services levels will be significantly affected without transformational change</li> <li>• Opportunities exist to share services with local districts where a business case exists</li> <li>• Development of models using Yorwaste and teckal compliance possible.</li> <li>• Smarter York provides a strong foundation for Community engagement, capacity building and resilience.</li> </ul>	<ul style="list-style-type: none"> <li>• Increased resident engagement, co-design and participation</li> <li>• Create capacity in communities through the community hubs</li> <li>• Setting realistic priorities and service levels</li> <li>• Ensuring the internal business is fit to test against the market</li> <li>• Maximise income generation opportunities</li> <li>• Defining what the “offer” is moving forward and working towards a sustainable business model to support the offer.</li> <li>• Start to develop options for future business model, develop in-house offer and test the market.</li> </ul>
<b>Previous decisions</b>	
<b>Benefits</b>	<b>Risks</b>
<ul style="list-style-type: none"> <li>• Greater community involvement in service design</li> </ul>	<ul style="list-style-type: none"> <li>• Ambitious procurement timetable and possibility of an</li> </ul>

<p>and delivery and engagement</p> <ul style="list-style-type: none"> <li>• Financial sustainability whilst maintaining realistic service levels</li> </ul>	<p>in-house bid may deter potential bidders and restrict competition. Mitigate risk through open and honest dialogue with potential bidders and ensure all business model options are developed.</p> <ul style="list-style-type: none"> <li>• Capacity of Procurement Team to deliver major procurement exercise and transformational savings (£750k) during 2015/16. Mitigate risk by identifying resource requirements at earliest opportunity.</li> <li>• Strong in-house offer would support continuation of internal services, but there would be no risk transfer and consequently the further development of the services, and potential shortfall in expected reductions in budgets would be at CYC's risk.</li> </ul>
<p><b>Investment</b></p>	<p><b>Savings*</b></p>
<p>Resourcing of 3 work streams to be identified.</p> <ul style="list-style-type: none"> <li>- Task team to deliver 14/15 and 15/16</li> <li>- Bid team to develop the in-house offer</li> <li>- Procurement team, who will be looking at the commissioning the future business model.</li> </ul>	<p>Street based services transformation £430k 14/15, £931k 15/16, £750k 16/17</p> <p><b>Income*</b></p> <p>Income generation will be part of the model. Fleet, workshops, Highways and Commercial waste</p> <p><i>* Income forecasts are not possible until energy audits are carried out audit and projects</i></p>

	<i>sufficiently developed. Financial savings / income avenues are above.</i>
<b>Additional info</b>	
<p>Variety of models in operation across the country. Interesting models to explore around mutual ownership between CYC and private partner to enable risk sharing, better investment and shared management.</p>	
<b>Key points</b>	
<p>To agree to:</p> <ul style="list-style-type: none"> <li>• Create, from within existing resources, an operational delivery team to deliver efficiency savings in 2014/15 and 2015/16 by focussing on community capacity through Smarter York, core service delivery, de-prioritisation of non essential services and the development of commercial activities</li> </ul> <p>86 Commence work on potential alternative delivery/business vehicles including undertaking a period of engagement with residents, users, businesses, partners, suppliers, Members, staff and Trades Unions to consider the most appropriate models of commissioning, support and delivery.</p> <ul style="list-style-type: none"> <li>• Create from within existing resources a project team and internal bid team to assess CYC options for the delivery of services from 2015/16 onwards</li> </ul> <p>87 Commence an interim procurement on residual waste ahead of Waste PPP</p>	

## COMMUNITY SAFETY

The council's Public protection teams (Environmental health, Environmental protection, trading standards, licensing) and the Safer York partnership have the remit of ensuring that York is a safe City. These teams work in partnership at a local, regional and national level to ensure the best outcomes for residents and visitors. The public protection teams have a budget of c£3.2m per annum and generate c£2.1m income per annum into the council.

<b>Public Protection Review</b>	Redesign of the public protection unit into a business-friendly system that rewards responsible businesses.	There is a saving target of £316k for 15/16. The development of the commercial arm of public protection is to close this budget gap and safeguard the standard of service	31-32
<b>Road Safety &amp; Network Management Review</b>	Exploring CCTV service as a commercial offer to new partners and geographies.	There is a £100k savings target associated with this work.	31-32
<b>Anti Social Behaviour (ASB) Hub</b>	Development of cross-agency intelligence and case management hub.	The ASB hub has been delivered and the team is now working on optimising opportunities with partners.	31-32

**Key Points**   **Note progress**

## HOUSING

City of York Council currently owns and manages a Housing Stock of c7900 properties. The maintenance of the Housing stock is an in-house function, which also provides building maintenance services to the council's buildings. The building maintenance function has a budget of c£6.2m per annum and generates income of c£6.9m per annum.

<b>Building Services Review</b>	Efficiency and opportunity review covering technology (integration of systems and mobile working), external income generation and commissioning.	There is a requirement to generate £30k of income in 15/16 leading to a model where more external income replaces savings from general fund to support a sustainable service.	33-34
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**Key Points** Note progress

## Children's Services

The transformation programme in CSES covers three main areas – Early Years Services, School Improvement and Skills and Connexions.

Each of the areas is covered in more detail in this section, with descriptions of the current services and the proposals around which we would like to engage.

### CHILDREN'S SERVICES

The services available through Children's Centres focus on early learning, including support to families to access the offer of early learning for 2 and 3 year olds; information and activities for families; adult learning and employment support; integrated child and family health services and targeted parenting and family support. City of York Council's current budget for Early Years Services is £2,188,910 per annum.

Work Stream	Overview
<p><b>Early Years Services</b></p>	<p>The core purpose of Children's Centres is to improve outcomes for young children and their families and to reduce inequalities in relation to:</p> <ul style="list-style-type: none"> <li>• child development and school readiness</li> <li>• parenting aspirations and parenting skills</li> <li>• child and family health and life chances.</li> </ul> <p>A key driver within this transformation project is to protect front line service delivery against a backdrop of budget pressures.</p> <p>However, we also believe opportunities exist to develop an</p>

	Early Years offer that delivers sustained and improved outcomes for children pre birth to 5 years. A period of engagement would explore potential models.
<b>Appendices</b>	
An example of how a particular model could work is in Annex <u>?</u>	
<b>Situational Analysis</b>	<b>Objectives</b>
<ul style="list-style-type: none"> <li>• Prior to April 2011 Children’s Centre funding was through the ring fenced Sure Start, Early Years and Childcare Grant.</li> <li>• Following the significant reduction in funding, Phase 2 and Phase 3 Children’s Centres have been grouped</li> </ul> <p>This has allowed all Children’s Centre buildings across the City to be retained, whilst affording increased flexibility to deliver all elements of the Children’s Centre core purpose.</p> <p>The services available through Children’s Centres focus on early learning, including support to families to access the offer of early learning for 2 and 3 year olds; information and activities for families; adult learning and employment support; integrated child and family health services and targeted parenting and family support.</p>	<p>Within our proposed transformed service, it is likely the following themes will be incorporated and therefore we would like to consult on:</p> <ul style="list-style-type: none"> <li>• Prioritisation of services over buildings</li> <li>• Enabling local people to become champions</li> <li>• A review of the most appropriate method of service delivery</li> <li>• Development of the community and voluntary sector to deliver non statutory services</li> <li>• The relationship of schools in Early Years services</li> <li>• Commissioning models in Early Years</li> <li>• How we can provide a more targeted service</li> </ul>

<b>Previous decisions</b>	
<b>Benefits</b>	<b>Risks</b>
<ul style="list-style-type: none"> <li>• Working with communities to co-construct solutions that meet the requirements of the area in which they are set</li> <li>• Building strong links with the Private and Voluntary sector</li> <li>• Researching the best possible environment to deliver services to the greatest number of people with the highest needs</li> </ul>	<ul style="list-style-type: none"> <li>• Reputational risk of a stigmatised service in Children's Centres – only the most vulnerable targeted</li> <li>• Political sensitivity if a Children's Centre were to potentially close</li> <li>• Reduction in quality of an Early Years setting</li> </ul>
<b>Investment</b>	<b>Savings*</b>
	<ul style="list-style-type: none"> <li>• £400,000</li> </ul>
	<b>Income*</b>
	<ul style="list-style-type: none"> <li>•</li> </ul>
<b>Additional info</b>	

## Key Points

To note that a period of engagement will take place on the following:

- Prioritisation of services over buildings
- Enabling local people to become champions
- A review of the most appropriate method of service delivery
- Development of the community and voluntary sector to deliver non statutory services
- Reduction in core team
- The relationship of schools in Early Years services
- Commissioning models in Early Years
- How we can provide a more targeted service

## CHILDREN'S SERVICES

The key duties of local authorities in education, as defined by the 1996 Education Act, are to: Secure sufficient places for the education of children and young people in their area between the ages of 2 and 19 (up to 25 for young people with learning difficulties and/or disabilities; Support vulnerable children and young people, and; Promote high standards in primary and secondary education. City of York Council's current budget for School Improvements and Skills is £1,671,310 per annum.

Work Stream	Overview
<b>School Improvement &amp; Skills</b>	The transformation is driven by the importance of clarifying the continuing role of the local authority in education in order to ensure that we generate the 2020 vision and narrative for education
<b>Appendices</b>	

	and skills in the City of York.
<b>Situational Analysis</b>	<b>Objectives</b>
<ul style="list-style-type: none"> <li>• York has a high performing education system both in terms of attainment and educational outcomes.</li> <li>• However, there are areas we need to improve in order to effectively discharge our duties under the 1996 Education Act.</li> <li>• In 2010 the government published the White Paper, 'The Importance of Teaching', to which the transformation of the school improvement in York has focused.</li> <li>• Since 2010 school improvement in York has focused on developing the infrastructure to sustain sector-led improvement.</li> <li>• This is against a reduction in local authority's school improvement team of 40%.</li> </ul>	<ul style="list-style-type: none"> <li>• Development of a commissioning model with Schools and Partners</li> <li>• Restructure of existing core teams</li> <li>• Enabling and supporting schools to develop a sector led improvement model</li> <li>• Ultimately, commission and quality-assure high quality flexible advice, guidance, support and challenge to a range of settings and schools</li> </ul>
<b>Previous decisions</b>	
<b>Benefits</b>	<b>Risks</b>
<ul style="list-style-type: none"> <li>• A sustainable school to school support model through cluster based school improvement</li> <li>• Co-created solutions</li> </ul>	<ul style="list-style-type: none"> <li>• Relationship between Local Authority and Schools may deteriorate</li> <li>• Pupils may suffer or not improve at the required rate</li> </ul>

<ul style="list-style-type: none"> <li>• Flexible operating models</li> <li>• Strategic commissioning strategy and framework for quality assessing school improvement services</li> </ul>	
<b>Investment</b>	<b>Savings</b>
	<ul style="list-style-type: none"> <li>• £350,000</li> </ul>
	<b>Income</b>
	<ul style="list-style-type: none"> <li>•</li> </ul>
<b>Additional info</b>	
<b>Key points</b>	
<p>To note that a period of engagement will take place on the following:</p> <ul style="list-style-type: none"> <li>• Enabling schools to move away from traditional reliance on LA to provide services</li> <li>• Developing a commissioning model for school improvement</li> <li>• Reducing the Local Authority core team</li> </ul>	

## CHILDREN'S SERVICES

Services to Young People covers the three areas formally part of the Integrated Youth Services – Connexions, Personal Support Inclusion Workers and Community Youth Support. City of York Council's current budget for Integrated Youth Support Services is £2,922,630 per annum.

Work Stream	Overview
<p><b>Services to Young People</b></p>	<p>Our proposed transformation of the Connexions Services would provide targeted support for the most vulnerable young people in order to support them into education, employment and training.</p>
<p><b>Appendices</b></p>	<p>A period of engagement would explore partnership working to add range and variety to the services available to young people.</p>
<p><b>Situational Analysis</b></p> <ul style="list-style-type: none"> <li>• Connexions is part of the Integrated Youth Services</li> <li>• The service is made up of Schools based Information, Advice and Guidance (IAG), Castlegate and the Duke of Edinburgh team</li> <li>• Castlegate delivers 4800 drop-in advice sessions and 1750 counselling sessions each year, on areas such as: Careers Advice, employment; Benefits, Housing, Health, and Counselling.</li> <li>• Each year 3000 individual</li> </ul>	<p><b>Objectives</b></p> <ul style="list-style-type: none"> <li>• Retain a team of qualified advisers to deliver careers advice to young people who are NEET (or at risk)</li> <li>• Retain capacity to support schools to deliver their statutory duty, with a traded service for additional support</li> <li>• To explore the provision of services currently located at Castlegate through a variety of sites.</li> <li>• Clearly define and describe priority/targeted areas on 360 degree feedback - to ensure</li> </ul>

<p>careers sessions currently delivered via IAG.</p> <ul style="list-style-type: none"> <li>• Duke of Edinburgh provides rich experience of personal and social development, with 180 DofE Awards delivered a year for young people.</li> </ul>	<p>resources are utilised and distributed effectively</p> <ul style="list-style-type: none"> <li>• Build capacity within communities - support the voluntary, community and independent sector to develop the 'Youth Offer' based on this collaborative approach</li> <li>• Ensure the voice of young people is evident throughout all aspects of service redesign and development</li> </ul>
<p><b>Previous decisions</b></p>	
<p><b>Benefits</b></p>	<p><b>Risks</b></p>
<ul style="list-style-type: none"> <li>• Retaining a team of qualified advisers to deliver impartial careers advice to young people who are NEET or at risk of becoming NEET</li> <li>• Retain capacity to support schools to deliver their statutory duty</li> <li>• Link with partners who can add range and variety that would not be viable if delivered exclusively by the CYC team</li> <li>• Develop a traded service to schools</li> <li>• Build capacity within communities - support the voluntary, community and independent sector to develop the 'Youth Offer'</li> </ul>	<ul style="list-style-type: none"> <li>• Young People may not be able to access good quality Information, Advice and Guidance</li> <li>• One to One support is significantly reduced</li> </ul>
<p><b>Investment</b></p>	<p><b>Savings</b></p>

	<ul style="list-style-type: none"> <li>• £500,000</li> </ul>
	<b>Income</b>
	<ul style="list-style-type: none"> <li>•</li> </ul>
<b>Additional info</b>	
<b>Key points</b>	
<p>To note that a period of engagement will take place on the following:</p> <ul style="list-style-type: none"> <li>• Build capacity within communities</li> <li>• Support the voluntary, community and independent sector to develop the 'Youth Offer"</li> <li>• To explore the provision of services currently located at Castlegate through a variety of sites</li> <li>• Reduction in the core team</li> <li>• To provide a traded service to schools to provide additional support to them in the delivery of their statutory responsibilities</li> <li>• Ensure that the Youth Offer is clear visible and promoted to young people.</li> </ul>	

## Health and Wellbeing and Integration with Health

### HEALTH & WELLBEING & INTEGRATION WITH HEALTH

We are focusing on how we can provide and improve Information, Advice and Guidance for all residents, including self help options to enable them to access timely and relevant information quickly and easily. Helping to increase knowledge of what is available and where. Our system will help residents to select and be guided to alternative support options where they choose to do so. This will enable us to engage with residents earlier, reaching more of the people who need the services most, and helping reduce the costs currently incurred if we provide access to services.

Work Stream	Overview
<p><b>Information, Advice &amp; Guidance</b></p>	<p>The ASC Information and Advice work stream concerns the provision of high quality advice and information about social care and health services, support and resources outside the council. Available to everyone a 'Universal' offer, it will take a variety of forms, tailored to peoples needs but drawing upon a single, robust body of information. Currently at the beginning of this transformation process, community need assessment and existing service benchmarking will inform an Advice and Information Strategy. From there, the Information "Network" will be developed.</p>
<p><b>Appendices</b></p>	
<p><b>Situational Analysis</b></p>	<p><b>Objectives</b></p>

<ul style="list-style-type: none"> <li>• The ASC transformation programme consists of five main work streams that interlink and address the whole of Health and Wellbeings business, its technical functions, processes, and people, based on the customer journey, their experiences and value for money.</li> <li>• This vision and business change is being co-developed with residents, their carers, partners and stakeholders</li> <li>• The organisational change is viewed as a “once in a generation” opportunity to revitalise services and deliver customer-focused support of the highest quality.</li> <li>• Personal Budgets and Personal Health Budgets give us the opportunity to forge ahead with the shift towards self-directed support.</li> </ul>	<ul style="list-style-type: none"> <li>• A single view of support and advice enabled through a joint care record</li> <li>• Increased community provision through hubs and re-vitalised CVS</li> <li>• Joined up support with partners at the point of delivery</li> <li>• Services available 7 days a week</li> <li>• The introduction of a partner with the expertise to provide a gateway into Health and Social Care in York in line with the Care Act and Better Care Fund</li> <li>• Ultimately, so “Individuals and their families can make informed choices about the different care and support options available to them in the community, to help them live independent and fulfilling lives”.</li> </ul>
<b>Previous decisions</b>	
<b>Benefits</b>	<b>Risks</b>
<ul style="list-style-type: none"> <li>• Delivery of Personalisation and Direct Payments</li> <li>• Creating a sustainable City infrastructure that enables Residents</li> <li>• to access information for themselves.</li> <li>• Where they can plan for Older Age or disability.</li> </ul>	<ul style="list-style-type: none"> <li>• Availability of IT platform</li> <li>• Systems ability to integrate</li> <li>• Deliverability of Community Hubs</li> <li>• Willingness of partners to engage</li> <li>• Customers aren’t diverted in numbers anticipated</li> <li>• Improved info and advice</li> </ul>

<ul style="list-style-type: none"> <li>• Where they can access support from a wide range of organisations within their communities that promote self help and independence</li> </ul>	<p>creates more demand for services</p>
<b>Investment</b>	<b>Savings</b>
<ul style="list-style-type: none"> <li>• Project team drawn from existing resources</li> <li>• Potential investment in IT to facilitate self assessment</li> </ul>	<p>Total: <b>£1-2m</b>, based on</p> <ul style="list-style-type: none"> <li>• 25% reduction in: initial enquiries (i.e. those that do not make it to initial recording) and enquiries that result in initial recording but do not lead to assessment for service, as initial enquirers use a self-management option as the default route.</li> <li>• % reduction in admissions to residential/day care as individuals feel more supported to live independently through targeted information delivered by a route that meets needs</li> <li>• % reduction in referrals for other Council services such as aids and adaptations as individuals have direct access to Health and Wellbeing and Integration with Health information and advice without the need for assessment</li> <li>• % reduction in future demand for local authority services as individuals are better supported to manage their own care packages through high quality financial advice</li> <li>• % reduction in future demand for local authority services as individuals plan their needs further in advance</li> <li>• Increase in community access</li> </ul>

	<p>points to high quality co-ordinated Health and Wellbeing and Integration with Health information</p> <p>Full extent of savings will materialise as customers are diverted from our care. Diverting 1 older person from residential care would save £15k per annum.</p>
	<b>Income</b>
	N/A
<b>Additional info</b>	
<b>Key points</b>	
<p>To commission a period of engagement to consider -</p> <ul style="list-style-type: none"> <li>• Information, advice and guidance</li> <li>• Integration with health</li> <li>• Adult social care operational services</li> </ul>	

## HEALTH & WELLBEING & INTEGRATION WITH HEALTH

Joining up our services with health in some areas is central to the delivery of the Better Care Fund, which enables the NHS and Local Authorities to work together in a more collaborative way. This will mean we will be able to join up a persons support where and when they need it, helping residents achieve better health outcomes, be supported in their own home and communities, quicker and for longer. Together we will work with communities and all sectors to develop support options that deliver real outcomes for people, giving control to residents wherever possible and supporting those who need our help to manage their support.

Work Stream	Overview
<b>Integration with Health</b>	The Integration with Health work stream is to provide improved outcomes for the people of York. Working together with our CCG partners to offer better value for money and more sustainable options to meet individual needs and increase independence.
<b>Appendices</b>	A joint BCF submission has been made to NHS England.
Activity	Objectives
<ul style="list-style-type: none"> <li>• Delivery of the Better Care fund (<i>Gateway, Assessment, Safeguarding, Data sharing, Single record, 7 day working</i>)</li> <li>• Creation of a joint commissioning unit with health that will deliver outcome-based support</li> <li>• Improved market development and contract management</li> <li>• Providing clearer requirement</li> </ul>	<ul style="list-style-type: none"> <li>• Greater integration between health, social care services and the independent sector</li> <li>• One care record - improved data sharing and co-ordinated person centred support</li> <li>• Collegiate of primary and secondary care system</li> <li>• Better use and management of assets and estate</li> </ul>

<p>of City needs to give the CVS time and opportunity to create capacity and solutions in York</p> <ul style="list-style-type: none"> <li>• To develop different (and sometimes more commercial) service delivery models that meet Council objectives.</li> </ul>	<ul style="list-style-type: none"> <li>• 7 day service availability</li> <li>• Using health facilities to support community care</li> <li>• Ultimately, Council and partners working together to “achieve prevention, empowerment and engagement that puts the individual at the centre and provides personalised high quality support.”</li> </ul>
<p><b>Previous decisions</b></p>	
<p><b>Benefits</b></p>	<p><b>Risks</b></p>
<ul style="list-style-type: none"> <li>• Better health outcomes for York residents including Mental Health</li> <li>• Narrowing the gap</li> <li>• Increased community based intervention and reduced acute activity</li> <li>• Reduced costs and improved use of combined budgets</li> <li>• Residents supported at home longer- rather than moving into care homes</li> <li>• Improved end of life care at home – rather than in hospital or care</li> </ul>	<p>It is assumed that:</p> <ul style="list-style-type: none"> <li>• Sufficient and capable staff resources are assigned to progress the work stream</li> <li>• The Council is ready to make the changes necessary to improve outcomes</li> <li>• Stakeholders are enabled to co-design solutions</li> <li>• Partners involved in the delivery of outcomes are engaged</li> <li>• The Adults Social Care and Integrated Health Board is engaged and committed to provide timely direction and drive transformation required</li> <li>• Health and Wellbeing Board are able to sign off budget</li> <li>• Savings materialise in acute trust to the level anticipated</li> </ul>
<p><b>Investment</b></p>	<p><b>Savings</b></p>
<ul style="list-style-type: none"> <li>• £216k investment in Emergency Care Practitioners</li> <li>• £250k Priory Medical Group re Care hub</li> </ul>	<p>Potential £2-4m</p> <p>Please note: Savings from the pilot unlikely to materialise in Health and Wellbeing and</p>

<ul style="list-style-type: none"> <li>• £100k Street Triage</li> <li>• £135k Hospice at Home</li> <li>• £25k Psychiatric Liaison</li> </ul>	<p>Integration with Health budget as the pilot work has been targeted to alleviate pressures in Health.</p>
	<b>Income</b>
<b>Additional info</b>	
<p>Better Care Fund is the overall programme driver and includes: Care Hub development, Priory Med pilot, Emergency Care Practitioners, Street Triage, Selby Pilot, and Hospice at Home.</p>	
<b>Key points</b>	
<p>To commission a period of engagement to consider -</p> <ul style="list-style-type: none"> <li>• Information, advice and guidance</li> <li>• Integration with health</li> <li>• Adult social care operational services</li> </ul> <p>To acknowledge that the private, independent, voluntary and community sector and communities will need to play a greater role in some aspects of service delivery and in parallel CYC's directly employed staffing will reduce.</p>	

## 1. Rewiring Programme Risks

We have identified 7 programme risks:

Risk	Detail	Mitigation
<p><b>Timescale for project delivery</b></p>	<p>Many of the projects have a 1 year plus lead-in period before implementation. This period includes: engagement; feasibility reviews; due diligence; procurement; legal and commissioning.</p> <p>This lead-in period is required to be completed before any outcomes can be clearly demonstrated and before savings are delivered.</p>	<p>Establishing clear communication on timescales and project milestones.</p> <p>Working with staff to identify appropriate resources, skills and capacity and using a community development approach, where communities and voluntary sector are involved in design and delivery will help.</p>
<p><b>Community Capacity &amp; Skills</b></p>	<p>The Council is building its relationship with the community, commercial and voluntary sectors but this will take time. There is a risk that the sectors do not develop quickly enough to allow the Council to divest some services.</p> <p>In addition the sectors may not 'buy-into' the co-design process leaving the Council with a choice of delivering savings or developing effective community</p>	

	<p>engagement rather than delivering to both objectives.</p> <p><b>Voluntary and community sector</b> – many voluntary organisations are keen to be involved, but struggle with their own cuts to funding, meaning that their capacity may be reduced and they may face challenges over longer-term sustainability.</p> <p><b>Community</b> – similarly, people are in full-time work doing long hours, maybe more than one job, and if not, are under pressure to be working.</p>	<p><b>Voluntary &amp; Community Sector</b> – gauge what the response from the voluntary sector is initially. Consider investing beyond the investment already made in the secondment from York CVS.</p> <p><b>Community</b> - There is great scope for volunteering. Clear outcomes, purpose and role descriptions. Good induction, training and supervision roles in volunteering will be important.</p>
<p><b>Organisational Development</b></p>	<p>Internal staff may not have the right information, skills and attitudes to undertake the necessary transformation</p> <p>Many of the proposals</p>	<p>We have developed a comprehensive organisational development plan and will be adding additional capacity to the team. Good information about what is to be achieved, communicated early and regularly.</p> <p>Assessment of skills</p>

	<p>contained in the programme business cases require significant change to the organisation, its staff and partners.</p>	<p>needed and training needs analysis for relevant staff.</p> <p>Training programme developed and delivered at appropriate times</p>
<p><b>Political risk</b></p>	<p>There is a risk that some of the Rewiring proposals will be politically unacceptable. This could mean that key projects are not achieved within the programme timescales set.</p> <p>The decisions required to enable this change will be difficult ones often with political and community impacts.</p> <p>Whilst the nature of the decisions can be based on sound principles and evidence the political consequence of these decisions may cause the programme, its sponsors and Members to question the decisions.</p> <p>This may in turn lead to delay, additional cost and potentially cessation of a project if political buy-in to the</p>	<p>The Rewiring programme has had regular contact with Members, Trades Unions and senior officers over the last 3 months.</p> <p>In addition each of the programmes has a governance process and a Board which has discussed the key projects and their implications.</p> <p>CMT, Boards and Programme leads will continue to test the evidence base for decisions and recommendations.</p> <p>Further engagement with residents, staff and effective engagement with Trades Unions,</p>

	proposals is not achievable.	Members and key partners is proposed in the Cabinet Report due to be considered on 1 <sup>st</sup> July
<b>ICT support</b>	<p>There is a risk that the ICT service is not currently in a position to fully support and develop the Rewiring Programme due to the likely resources and skills required</p> <p>Many of the projects contained in the Rewiring programme require significant ICT investment and change.</p> <p>There is a risk that the ICT service will not have sufficient capacity and skills to enable the successful delivery of the scale of change required.</p> <p>This is seen as a key dependency as without effective ICT planning and delivery many of the key projects could stall</p>	<p>ICT have been involved throughout the setting up of the Rewiring programme and as such have good sight of what is needed.</p> <p>A potential resource plan has been produced and additional expenditure was agreed as part of the 2014/15 budget process to allow for this additional investment</p>
<b>Financial Risk</b>	There is a danger of double counting the same financial savings	Each of the projects reports monthly through the

<p><b>Market Risk</b></p>	<p>in more than one project or programme area.</p> <p>The Rewiring programme is scheduled to deliver in excess of £5m of savings and this amount has been assumed within the budget 2015/16 onwards. It is a complex programme taking in much of the Council and its key partners and as such the individual projects risk duplicating savings particularly in areas such as administration.</p> <p>The Rewiring programme is not the only savings programme currently being delivered within the Council. There are many one-off as well as ongoing savings already in delivery or planned amounting to a further £18m of financial savings being delivered over the coming years.</p> <p>A number of the proposals will require new partnership, suppliers and delivery arrangements to be created.</p>	<p>programme management office and the savings identified within each project are tested and assessed against each other.</p> <p>In addition CYC financial managers are part of the PMO team and they check and confirm the budget figures as the projects progress from project idea to brief to business case and into 'live'.</p> <p>The programmes have been developing good relationships with sector peers, potential partners and suppliers.</p>
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	<p>There is a risk that the market, whether that is in the commercial, voluntary or other public sector, will not be in a position to respond adequately in the time available.</p> <p>Factors which may impact the market view could include:</p> <ul style="list-style-type: none"> <li>• Scale</li> <li>• Location</li> <li>• Political uncertainty</li> <li>• Price</li> <li>• Competing opportunities.</li> </ul>	<p>Further work will be required to promote the opportunities with potential key partners</p> <p>The proposals will be soft market tested to ensure that the potential options are of the type which partners would be interested in.</p> <p>Commercial, voluntary and other public sector providers are being actively engaged in the Rewiring programme</p>
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## **Appendix 2 - Rewiring Programme Management**

### **Rewiring 'Four stage' Approach**

#### **1. Involving our communities and residents more in shaping outcomes and services**

Working effectively with our residents, people and communities is the key to delivering our priorities and is critical to our Re-wiring Public Services programme. With the recent changes in funding and demographic pressures on demand, it is more important than ever to work closely with our communities, to truly listen to and understand their needs and demands and to design services 'with' and not 'for' our residents.

As part of the programme we will work to enable our communities to take centre stage in what happens in their area and in the City as a whole. We need to do everything we can to ensure that communities become advocates for their areas and that they are able to play an active role in designing and delivering services.

#### **2. Building community resilience and self reliance, but with support when needed**

Our residents are living longer and the support structures needed are changing. That is a change for good, one which can help people to live longer and improve their quality of life.

It is also a challenge as the need for additional support increases. We will need to:

- Invest in new skills to help communities to be more supportive and resilient in their own right;
- Enable choice for individuals, their families and carers through new ICT systems, commissioning plans and by creating markets for new suppliers;
- Assist and support independence through the co-design of services with our residents and partners rather than plan services for them; and
- Work together to enable a sustainable economy which carefully balances jobs, growth, housing, leisure and quality of life.

### **3. Investing in the voluntary and community sector, both financially and personally, to create mutual confidence and trust**

Our partnership with residents and with the voluntary and community sector needs significant investment and change. Historically we have worked closely with individual charities and voluntary sector organisations often on a grant given type basis. Under any new model of engagement this is likely to change.

Re-wiring Public Services will prompt the council to consider:

- Developing in conjunction with local voluntary and community services organisations (VCSOs), social enterprises and mutual trading vehicles, different service offerings to meet the outcomes residents want.
- Investing further in the relationship with VCSOs to enable them to build capacity and capability, where this is needed, such that they become a key partner in the design, engagement and delivery of commissioned outcomes.
- Together with the VCSOs, designing the most effective engagement model with residents such that the Council shifts from an historical model of service delivery to an outcome driven approach to building stronger, more successful, communities with residents and businesses at the heart of the model.

### **4. Greater use of data and evidence to enable residents, people and communities to drive their own decision making**

This availability of data offers us a significant opportunity to fundamentally change the way we work with our residents, businesses and community organisations.

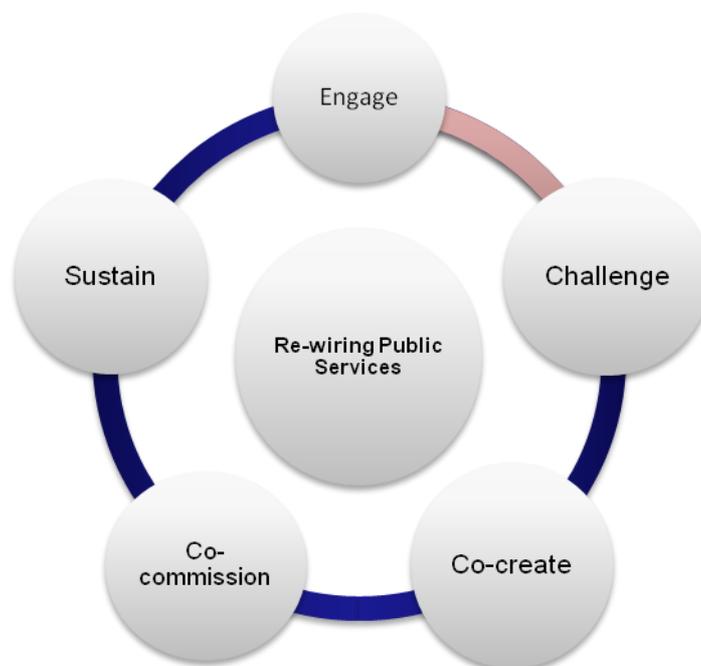
In broad terms we will seek to:

- Offer residents and businesses the opportunity to self-service their data.
- Increase availability of transactional functions online to individuals and businesses such that we offer a greatly improved customer experience at the first point of contact.

- Improve online 'help' and support for transactional functions e.g. accessibility to suit our residents.
- Ensure our data and services are 'engaging and accessible'.
- Move to a 'my account' type model so any individual or business can transact when and how they want to with authentication at the start of the process.
- Expose as much data as possible to individuals and more collectively to the community to enable a greater level of transparency, understanding and greater input into decision making and service design.

### Re-wiring Public Services Methodology

There will be five steps to the programme's methodology.



- Engage – we will engage with our communities and debate with them the ambitions they have for the city and the specific objectives and outcomes we want to achieve.
- Challenge – we will approach the issues and problems we face as a challenge and engage with residents, staff, Trade Unions and partners to seek solutions.

- Co-create/co-design – we will shape the service or offer jointly to ensure that it will meet the needs of residents and the council.
- Co-commission – we will commission services against an agreed set of outcomes generated through the co-creation and design process.
- Sustain – we will constantly review whether outcomes are being delivered. If not we will adapt them and learn.

In simple terms, our transformation methodology is designed to ensure that the council gets closer to residents to understand their challenges and secure better clarity about their expected outcomes. Issues such as affordability of services need to be seen as joint challenges with our residents. The methodology also supports the development of solutions that are relevant and consistent with our resident's expectations.

## Appendix 3

### York – A City of Innovation, Securing Our Future

#### Introduction and context

We're said to be currently living in the Urban Millennium, with the world reaching a tipping point of more urban than rural inhabitants. This raises some important questions, not least of how we choose to live together.

At a time when cities face declining democratic legitimacy, tight budgets and ever more complex problems, innovation is necessary to create a council and city that are fit to survive in the future that awaits us. More importantly, it allows us to actively shape that future, not just be passengers.

Private sector companies have long understood the value of innovation in remaining competitive and viable. Obvious household names such as Google, Apple, Amazon etc. have achieved their prominent market positions through product and service innovation, and have demonstrated that this culture is key to their success. In the case of the likes of Proctor and Gamble, Philips and Lego, "Open Innovation" in particular has transformed their approach by fostering a culture of collaboration and thus ensured their continued success.

Proctor and Gamble for example now have well over 50% of their new initiatives coming from collaborations with those outside the company and they are seeking to increase this further by 2015. LEGO brought themselves back to success from near bankruptcy in 2003, largely due to adopting an open innovation approach where they worked with customers to design and develop new product lines. These are just two examples of what is now established and accepted practice amongst businesses.

National governments have also come to realise the need for innovation in creating transformative change, rather than just incremental improvement. As far back as the turn of the century, the National Audit Office was looking at lessons for government from private sector innovation methods.

Initiatives such as Social Impact Bonds, the Centre for Social Action, Open Data policies and the ever growing initiatives from the Technology Strategy Board are just a few of the literally hundreds of examples of national government supporting and investing in public sector innovation. National governments have moved to value innovation in a variety of forms as a mechanism to remain efficient and fit for purpose in an ever more challenging environment.

But without a clear driver or urgency for significant change, innovation is rarely prevalent. Innovative companies have the driver of increasingly challenging and competitive markets. National government has normally had less of an impending need for radical change and hence the adoption of innovation practices has been slower. Contrast that with the local government context more recently, where such a driver has been introduced through the stark reality of rapidly declining budgets. This has created a new urgency and a clear need to change – both radically and fast.

This is not to say that councils weren't innovating previously. But until very recently, few (if any) had a declared focus on innovation as a means of survival in the future.

York made a conscious decision to move the council and the city towards a more creative and open model at a time when it was becoming clear that radically new approaches would be needed in the future. It was also clear that the transition would not be swift. Making such a change to establish an innovative, collaborative, open culture is a significant challenge, and one at which few have truly succeeded.

At the time York started on this journey, other innovation initiatives were emerging in the sector. The Creative Councils programme from the LGA and NESTA and organisations such as FutureGov were trying to push innovation more systematically into the sector as part of an emerging movement. Two years on, we now see a proliferation of such initiatives appearing across the sector.

Starting when we did, York set off ahead of the game and have maintained a lead in many areas, creating a profile of a city going places and one to watch. We have made notable headway but still have a way to go to fully realise a vision of an open, collaborative, innovative city.

This paper highlights the work done, the impact achieved and the next steps required to secure ongoing value from the strong foundations that have been laid in the city.

## **Aims**

Seeking prosperity for the place and its people was (and still is) the driver for innovation in York. Our approach has its basis in unlocking the physical assets, knowledge capital and creative potential within the city. Our vision is to have a creative and collaborative approach at our core, embedding an innovation ethos in everything we do and we've made bold steps towards involving our citizens and businesses in shaping our shared future. There is a vast talent base on our doorstep and anyone can be part of finding new and sustainable solutions to the city's challenges.

Linking with the council's economic development agenda, and more latterly, it's Rewiring Public Services Programme, *innovation has been supported within the council and within the city.*

York has taken a total ecosystem approach to innovation, building capacity and capability within the council and across the city, encouraging and enabling organisations and individuals to work together and learn from one another. Through this we are creating:

- An innovative and enterprising council
- An open and collaborative city ethos
- A city as a hub for innovation, seen as a major player in the field

Our aims in testing out new approaches was to foster a culture of innovation and enable the long term ambition to transform council and its relationship, role and interaction with the city.

This included embedding new skills within the council: enterprise, entrepreneurship, creative thinking, design, risk approach, collaboration. Identifying, supporting and enabling new models for city services was another key element – supporting a change from a council that delivers services for people to one which facilitates outcomes with people.

It also included positioning York as hub for innovation and using that to attract and nurture high growth companies plus other organisations and individuals that create the local culture and

resource required to drive the city forward. This also would enable the council to draw on this network and ethos to support the councils and city's wider aims.

York has had a particular focus around "Open Innovation". Open Innovation in particular is of great relevance to modern public services and offers the potential for solutions that traditional markets and government policies have struggled to achieve. Openness unlocks knowledge and assets that are invaluable to cash-strapped city authorities. It brings about engagement in communities because it promotes transparency and it empowers users by involving them in the innovation process.

Open innovation processes ensure that the solutions are more relevant and scalable because they have been shaped by the users who know how it will work best, and now how it will fit in their environment.

### **Achievements and Impact**

York, with its unique size and geography as a compact mid-sized city, has proved particularly able to adapt under the current conditions and, with some bold decisions on approach, has been able to lead the way in many fields. The city has made significant achievements in the past two years, recognised by a number of awards, successful funding bids and endorsement from other cities for our achievements in social innovation.

Specific investment in this work will amount to £165k p.a. for two years from October 2012 to September 2014 paid to SCY (formerly Science City York) to support CYC in delivering a wide-ranging programme to support innovation in the council and in the city. This programme has taken the form of a partnership arrangement, with SCY and CYC both providing staff for the programme team, which has been run as a combined team.

The programme still has a few months to run, but even to date the achievements have been considerable, in terms of introduction of new techniques and approaches, changes to council mindset in terms of expectation and ambition, increased city-wide collaboration and networks, profile of York as a city and the ability to attract high-end partners for innovation and change and accompanying opportunities for larger scale partnership and impact.

Businesses now see York as an attractive option to partner with or trial their products and services, as the council and city are open and receptive and successful pilots and city endorsement carry increasing weight in the marketplace.

Collaboration between the council and local private sector businesses has increased, and several common interest consortia of local companies and entrepreneurs have emerged as a result. This helps to strengthen their own offer but also provides greater opportunities for collaborative funding bids to the likes of the Technology Strategy Board and EU funding programmes such as Horizon 2020.

The programme has also enabled the successful bid to URBACT to run the one of six pilot transfer networks across Europe and the funding from this is also covering some CYC salary costs. The above project also enabled the successful bid to first round of the Bloomberg Philanthropies Mayors Challenge. If we are successful in the second stage, that would result in significant further funding being secured for York and the region, with potential for further benefits across the UK public sector.

Overall, York's focus on being an Innovative city over recent years has had a significant effect, both in terms of the direct impact of the Innovate York programme but also in terms of the wider culture created, resulting in aspirations being set high by departments across the council.

The table below provides a summary of some of the key achievements by York in the last two years.

Aim	Achievements
<b>An innovative and enterprising council</b>	Supported eight council services areas on projects through use of the GeniUS! open innovation model to develop new ideas for running services or with creative new approaches to delivering change and transformation.  (Public Health, Health and Wellbeing and Integration with Health, Children's Social Care, Libraries, Young People's Services, WardenCall & Telecare,

	<p>Procurement, ICT)</p> <p>Run Innovation and entrepreneurship training sessions – 2 waves of 5 sessions; 75 attendees; feedback ratings high. Further sessions being planned.</p> <p>Network created from the above cohort to support the Rewiring Public Services Programme. Key advocates for change and innovation creating a group to support and champion new ways of working and support peer-peer support.</p> <p>Delivered a half-day Open Innovation event for senior management team as part of the From Service to City management development programme, familiarising senior leaders with the principles and opportunities for innovation in a day-to-day context.</p> <p>Worked with UoY to develop and ILM endorsed course for Innovation Leadership – 20 council delegates will go through this in September, with a follow-on programme being developed.</p> <p>All the above has helped to shape the corporate L&amp;D offer to the organisation to ensure it equips the organisation with the skills and approach needed to meet the challenges the council is facing, and to be able to operate in the new world of the future.</p> <p>Training and explanatory materials produced on open innovation approach and use of GeniUS! model for service / city challenges.</p> <p>Expectation and use of open/crowdsourced and collaborative approaches in projects when designing services or solutions has increased.</p> <p>DIF projects (internal):</p> <ul style="list-style-type: none"> <li>- Wi-Fi in city centre and parks</li> <li>- Yorcraft social enterprise testing</li> <li>- Youth Support Services building community capacity transferring services to</li> </ul>
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	<p>community/voluntary groups</p> <ul style="list-style-type: none"> <li>- Providing initial support to Telecare team when building BeInspired business case</li> <li>- As well as enabling the overall innovation programme</li> </ul> <p>York participated in a research project earlier this year sponsored by SOLACE and the LGA, looking into innovation in councils. This highlighted York as having much innovation in progress, with fewer of the barriers found in other authorities, suggesting that work over recent years is taking effect.</p> <p>The transfer of York's libraries and archives service into a staff and community mutual was the first of its kind in the country and was recognised by the Cabinet Office as breaking new ground with its approach.</p> <p>Be Inspired community spin out working in partnership with the council and local technology business on development of new technology to support the service, creating potential for better patient outcomes and helping local businesses to grow.</p>
<p><b>An open and collaborative city ethos</b></p>	<p>Procurement challenge and APptitude – secured excellent deal for Visit York through running an open competition – achieving better value for them than would otherwise have been possible. Created connections within the Yorkshire digital/mobile app community.</p> <p>Working with the Technology Strategy Board to pilot the use of it's SBRI competitions, used by national government but not previously used by local authorities. A new, outcomes-based competition approach to identifying and developing solutions, it seeks pre-commercial solutions to problems and funds their development and prototyping. York is in discussion with the TSB and including LCR partners in those talks, looking at further options for a jointly-funded call with other regional local authorities. This would increase impact and draw in higher levels of</p>

	<p>match funding from the TSB.</p> <p>GeniUS! challenges on Dementia, Healthcare, Libraries and Youth Services, resulting in five pilot projects and numerous ideas adopted directly by service areas. Hundreds of new connections and productive relationships also created between businesses, community organisations, voluntary groups, academics and residents.</p> <p>The GeniUS! forum currently has over 400 registered members and over 1000 social media followers. To date, eight pilot projects have come from the eight challenges completed so far. Challenge #9 is currently running and challenges #10 and #11 are in the planning stage. Over 175 people have participated in collaborative open innovation (“Synergy Surgery”) events.</p> <p>York was one of the 17 NESTA “Creative Councils” first phase, and one of the few to have taken the original concept and successfully continued to build upon it after the support for the pilot phase ended.</p> <p>DIF projects (externally)</p> <ul style="list-style-type: none"> <li>- Falls detection system</li> <li>- Armed forces re-skilling</li> <li>- JRF match for dementia friendly city challenge – young persons awareness video and schools lesson programme</li> <li>- HealthSpark, NHS Direct Talking Head, Flightcase.</li> </ul> <p>Connecting organisations and creating networks meaning potential consortia can quickly form to secure funding for the city from grant opportunities. For example this facilitated a bid to the TSB’s Future High Streets call.</p> <p>Regional influence in LCR innovation. LCR now including GeniUS! style open innovation approach as a core part of it’s future approach and leading the project to pilot the Technology Strategy Board’s</p>
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	SBRI initiative.
<p><b>York is a hub for innovation, seen as a major player in the field</b></p>	<p>York also received a range of regional, national and international awards for our open innovation model and innovation programme, including:</p> <ul style="list-style-type: none"> <li>- Guardian Public Service Awards 2012 - Community category and Overall Winner 2012.</li> <li>- Living Labs Global Award 2012 for GeniUS! – chosen from 93 entries</li> <li>- LGYH Awards - Innovation winner 2012</li> <li>- Shortlisted as 1 of 5 finalists for LCG Awards 2013 in Innovation category.</li> </ul> <p>York will be a gigabit city by 2015, one of the best connected cities in Europe.</p> <p>URBACT - Lead partner in EU-wide programme part way through and being very well received. On course to achieve higher impact than other similar projects.</p> <p>Mayors Challenge - Short listed as one of 21 most innovative cities in Europe.</p> <p>Representatives from York have been asked to speak or run workshops on innovation at national conferences, including twice at the icips annual conference, national government marketing and engagement event, the British Library innovation symposium, LearningLive, URBACT city leaders workshop, UN-Habitat WuF7 conference 2014.</p>

### **Overall**

All the above aligns with our values and ambition as an organisation, in being a more progressive employer, constantly looking to improve the way we work as an organisation and striving to keep ahead of the changing tide. The initiatives running have helped people in CYC to look outwards for inspiration as well as inwards, and this helps to create a more inclusive and aware organisation, one that is increasingly involving citizens in the creation, shaping and running of public functions in the city.

## **What next?**

In the next 2-3 years the focus must be on consolidating the strong position we have established and ensuring maximum value is derived from those foundations. We are at a tipping point where the movement for innovation and open collaboration in the city can be consolidated or can still fall away if not driven to be fully embedded as part of the cultural fabric.

### ***Main Outcomes:***

- The emergent collaborative and innovative culture is fully embedded within CYC. Staff have relevant skills and display appropriate behaviours habitually.
- The council is part of a proactive city-wide network of innovative and collaborative organisations, individuals and businesses who habitually work together on improving the quality of life and securing the prosperity of the city.
- The council consolidates its position as a local, regional, national and international leader in public service innovation, creating opportunities for higher value strategic partnerships, collaboration and funding.

There will be a concerted push, aligned with the Rewiring Public Services programme, to embed within the council the new skills and mindset that has begun to be fostered over the last two years.

This includes areas such as further support and training on creative and collaborative skills and leadership, commercial acumen and entrepreneurial approaches and innovation techniques and processes.

Innovation techniques and methods will be key to the success of the Rewiring Public Services programme and will be employed across the defined programmes. For example, we already have a record of using the GeniUS! model in key areas such as Health and Social Care. Combined with some of the emerging competition/outcome-based models for procurement, we have the potential to create significant impact and savings in this area.

The open innovation approaches, collaboration & co-production techniques and open data activity will also be key to the Customer Services transformation as the council seeks to redefine the relationship with residents, business and community groups. Local

community groups are already expressing an interest in the GeniUS! model as a route to supporting their own local challenges.

Providing training & support in this area will create significant capacity and capability within key communities, with the opportunity for them to further transfer the practice across the city.

Open Data and increased accessibility and availability of information is key. The recent funding secured from the TSB will greatly enable our abilities in this area, as part of collaborations across the regions, particularly with the Open Data Institute's northern Node in Leeds and the establishment of the "York Data Mill".

### ***Focus***

In order to achieve the above outcomes, the innovation programme must focus on:

- Continuing to embed innovation culture and skills within the council and through this, supporting the delivery of the Rewiring Public Services programme
- Increasingly drive a more engaged and collaborative approach with the city, using open innovation principles and models to support this
- Enabling availability and usability of council and city data
- New models for service delivery, increasingly shifting to the council taking a facilitating role to secure positive outcomes for the city and communities.
- Increasing commercial expertise regarding investments by the council in small, innovative businesses.
- Accessing funding or generating income from non-traditional sources.
- Managing and developing the growing network of innovators in the city and connecting that with the council, it's departments and change programmes.
- Continuing to deliver strategic regional, national and international projects, showcasing and building on York's strengths and consolidating the city's position as an innovation hub.

### ***Examples of Potential Initiatives***

A full delivery plan would be developed after continuation of the work is approved. Activities to deliver the above outcomes would include things like:

- Further training in the council to develop and embed innovation and entrepreneurial skills.
- Working alongside the council communities team and customer services teams to increase the reach and impact of new models for co-production and open innovation
- Creation of a support hub and staff network within the council to enable peer-peer support and greater cross-council working
- Developing and embedding new approaches for sourcing solutions through the likes of open competitions, co-development, hackathons etc.
- Delivery of URBACT pilot project and development of transfer methodology for good practice.
- Practical open data projects and developing the York Data Mill.
- Next stage development of the GeniUS! model for open innovation and collaboration, along lines of the Bloomberg Mayors Challenge proposal.
- Building a network of GeniUS! Cities to share and learn from open innovation good practice across a broad range of city contexts and knowledge bases.
- Hold an international innovation conference aligned with URBACT project closure meeting.
- Creating a Civic Innovation Hub in the city, to accelerate new and consolidate existing public sector innovation process and open innovation models.
- Continuing to support the growth and development of a wider innovation ecosystem, through supporting community leadership, business development and cross sector collaboration.

### ***Options for delivery***

#### Structures and Teams

There are a variety of models for delivering this works programme.

The current approach sees the Innovate York programme team as the resource for delivery of the work. This has been run successfully as a partnership between CYC and SCY, with the team being jointly sourced from both organisations. This has proved effective and has provided the best of both worlds in terms of enabling clear focus for CYC objectives but also the agility afforded by a small business.

Current funding (through the DIF) will end in September 2014 and a transition is required to a new model for delivery of the council's innovation programme. The requirement from CYC for external support in innovation is now greatly reduced as a result of the current programme, with increased capability now present in house.

However, a wholly internal team would always limit perspectives and result in stagnation. The ability to draw on outside input and viewpoints for this work is critical. Equally, a wholly external team does not have the insight and understanding of the organisation, its challenges and crucially, the influence to secure meaningful and lasting transformation. That has to be done from within to be sustainable.

Consequently, an iteration of the current delivery model is recommended. This should comprise a small but strengthened internal innovation function, built around the existing innovation capacity and closely aligned with the Rewiring Public Services team. Within this, the capability must be created to commission specific pieces of work from external partners or other agencies as required.

Consideration also needs to be given to the changing situation with regard to SCY and the potential new marketing agency, highlighted in other papers on this agenda. Decisions on this need to be taken with the Rewiring Public Services programme and any new marketing and cultural agency in mind.

However, in terms of requirement to deliver the future innovation programme, it is recommended that the council strengthen its in house capability in Innovation from the current one full time permanent post to three, whilst maintaining the capacity to draw in specific, targeted support on defined projects. SCY have developed a capability in this area and could provide some of this support on a project by project basis. Other organisations, both

local and from further afield would also be appropriate for some projects.

The success of the current programme puts York in a strong position to attract highly-capable and respected partners for this type of work, as leading national and international agencies are increasingly keen to work with York due to its now strong reputation for public sector innovation.

## **Implications**

### **Financial**

Expectation that funding will be required in order to build on our current position and deliver the future programme and benefits. The funding for the Innovate York partnership through the DIF will end in September. Further work will be required over the July to September period in order to define the resource requirements across partners.



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**Cabinet**

**1 July 2014**

Report of the Cabinet Member for Finance & Performance

**Delivering Marketing, Culture, Tourism and Business Development  
– Stage 2**

**1. Summary**

- 1.1 This report follows a report to Cabinet in November 2013, in which members agreed the need to develop a new approach to the delivery of marketing, culture, tourism and business development in the city.
- 1.2 This report presents the business case and options for the establishment of the company and makes recommendations for its set-up, including proposals for the transfer of City of York Council (CYC) resource into the company and recommendations for CYC to acquire sole ownership of Science City York (SCY) in an effort to align the work of SCY with the new company.

**2. Background**

- 2.1 In November 2013, Cabinet approved the development of a business case and options for a new agency to promote the City of York to a range of markets, ranging from tourists to businesses.
- 2.2 The driver for this work is to make a step change in the way that the city attracts investment and visitors. As the November Cabinet report demonstrated, whilst the city has a number of significant assets which set it apart from other cities, particularly in the North, York underperforms in areas of productivity and inward investment. There is also evidence that the city could extract more value from the visitor economy; hence the city's tourism vision of doubling the value of tourism by 2020.
- 2.3 With the proposals set out in this report, the intention is to build on the city's assets as a knowledge economy and quality destination, in order to attract both visitors and business investment in a more

professional, market-facing way which will maximise the city's value for public money spent in these agendas.

### **3. A New Way of Working**

3.1 The objectives for this new way of working are:

- **To achieve a stronger co-ordination and promotion of the city's profile and cultural offer.**
- To deliver **greater inward and indigenous investment** from business, and thus market share for York and its key growth sectors, particularly life science-related industries, high-tech industries and business services.
- **To increase the value of the visitor economy** through promoting innovation and higher quality in the existing offer, encouraging high value visitor economy investment and attracting higher spending visitors.

3.2 Specific outcomes sought are as follows:

- Develop a National/International profile of high quality cultural events
- Increase in business investment in the city – as measured by growth in existing business and inward investment by companies locating into the city
- Increase in spend by tourists – as measured by increase in average length of stay and average spend per visitor
- Increase in city centre footfall
- Increased profile for the city as a destination for living, visiting, studying, and doing business.

### **4. Establishment of a New Service**

4.1 In order to achieve the above objectives and outcomes, the scope of the services to be established is set out at **Appendix A**.

4.2 A business case for the establishment of the new company is set out at **Appendix B** and includes an options appraisal.

4.3 The preferred option is to establish a **wholly owned company**, as it enables the Council to work with the private sector most

effectively to join up existing capacity and to create a truly market-facing and efficient service.

- 4.4 The company will have a very clear and distinct market-facing leadership as expressed through a private sector-led board and representation on the Board of Directors, which will include Council representation.
- 4.5 This agency approach is a model that is becoming increasingly popular across the UK, including London and Partners, Opportunity Peterborough, and Newcastle Gateshead Initiative.

## 5. **Governance of the new company**

- 5.1 A transitional chair for the new service was appointed through an open recruitment process over December and January. Subject to the outcome of Cabinet decisions recommended in this report, this chair will be tasked with the development of a new Board of Directors for the new agency in line with legal advice and precedent set by similar agencies in the UK.
- 5.2 It is expected that the Board will be drawn from the relevant sectors which the new company will be promoting and developing; the proposed Board will be presented to Cabinet in the business and governance plan to be brought back in the Autumn. It is proposed that there will be two (2) nominees from the Council on the Board of Directors.
- 5.3 The Council will develop a **service level agreement** with the new company, and in so doing, will set outcomes and objectives for the use of public funding provided to the new company.
- 5.4 Measures will be put in place to ensure accountability of the new company and to enable the Council to provide appropriate oversight as to the spend of public funding.
- 5.5 Over time, the new company will develop new areas and agendas for working, one of which could be the emerging work to engage city centre businesses via City Team York in the developing a more sustainable mechanism for supporting city centre initiatives. This could result in a Business Improvement District, and would enable the Council to match public funding and resource with business contributions through this agenda.

## 6. Transfer of resources

6.1 In order to establish the new company, it is proposed that the Council's investment in agendas of culture, tourism, city centre and inward investment will be reviewed with the intention of making the most effective use of the resources. This review will cover the following Council teams and activities:

- culture and leisure
- events and festivals
- city centre
- economic development unit
- the Council's contribution to relevant external bodies, including Visit York and Science City York

6.2 This review of resource will take place in consultation with staff.

## 7. Proposal for CYC to become sole member of Science City York

7.1 In reviewing its current commitments to public funding of activities relating to the core objectives of the new company, the Council has reviewed its current contributions to Science City York.

7.2 Currently, SCY is owned by CYC and University of York – who are both members in the company; in addition, York St. John University contributes funding to the Company on an annual basis.

7.3 Given the alignment of SCY activities with the activities of the new company, particularly with regard to sector development and inward investment, the Council have proposed to the SCY Board that CYC considers acquiring the SCY company with the intention of bringing this resource into alignment with the new agency.

7.4 The business case for acquisition of SCY is included at **Appendix C** (commercially sensitive and confidential). The legal and financial due diligence has now been completed, and it is recommended that CYC accept in principle the recommendation for CYC to become the sole member of the SCY company, subject to final financial due diligence with final decision delegated to the Director for Customer and Business Support Services (CBSS). This final decision will be presented to the SCY Board at its July meeting.

- 7.5 It is clear that there is a significant amount of business interest in maintaining the SCY brand and offer, and CYC's intention in acquiring the company would be to maintain the service but to achieve greater integration and effectiveness with better links to other capacity in these agendas.

## 8. Consultation

- 8.1 Since the original Cabinet report proposing a new approach in November, several structured consultation sessions have taken place on the agendas to be covered by the new company. A series of events which have engaged a range of stakeholders across the private, public and third sectors in the agenda set out in this report. These sessions have identified the potential for a more joined up approach to marketing and promotion of the city.
- 8.2. In addition, the York@Large, York Economic Partnership and Visit York have been engaged in the proposed approach, and have provided input to the shape of the preferred option identified in this report.
- 8.3. Subject to the outcome of the Cabinet decision, the transitional chair of the new company and officers will continue to work through intensive engagement with stakeholders, including Visit York members, the YEP, York@ Large, the city's business networks through the YEP Business Engagement Group, and with other key stakeholders not covered therein.
- 8.4. In addition, there will be a concerted effort to establish informal but closer working relationships across the city's key partners, including but not exclusive to Science City York, the further and higher education institutions, the cultural organisations in the city and the city's business support and network organisations.
- 8.5 Looking ahead the new company will work with the council to ensure wider community engagement in the programming of community related events.

## 9. Council Plan

- 9.1. The delivery of the company has a direct impact on the ability of the city to deliver Council Plan Priority to **Create Jobs Grow the Economy** by enabling the Council to work in partnership with the private and third sectors as well as other key public sector

organizations with a stake in the economic performance of the city.

## **10. Implications**

### **11. Financial**

- 11.1 The current council budgets for these activities totals approximately £720k. This includes staffing levels, contributions and promotion budgets. This follows a saving of £220k that was delivered as part of the 2014/15 budget process. The proposals imply a minimum further reduction in annual spend on these activities of approximately £10k, but with a one off set up cost of £90k to be applied. These set-up and salary costs will be provided from the Council's £500k Transformation Fund.
- 11.2. In addition, there is a need to provide the salary for the new Chief Executive of the new company, which will seed fund the agency until it has had the opportunity to create a more sustainable financial footing to the end of 2014/15. This cost is anticipated to be in the region of £50k. It is recommended that this allocation be funded from the council's general contingency.
- 11.3. The wholly owned legal structure thus will enable CYC to achieve a more joined up approach to the objectives outlined in this report more quickly and efficiently – both with regard to the creation of the new company and in its proposal to take sole ownership of SCY.
- 11.4. There is a general revenue contingency of £650k set at Budget Council in February 2014. Elsewhere on the Agenda in the Council Revenue Outturn report it is reported that the contingency is recommended to increase by £314k. There is a commitment of £273k to fund Tour de France which leaves an unallocated contingency of £691k. This allocation of £50k will reduce the overall level of contingency available to £641k.
- 11.5. Over time, the expectation is that by placing these services at arms length from the Council, the new agency will operate more efficiently and drive greater cost effectiveness. Ultimately, the proposals should have the indirect impact of increasing business rates and Council tax by attracting more business investment, visitors, students and residents to the city.

## 12. Human Resources (HR)

- 12.1 Initial discussions, consultation has taken place with Council staff who are potentially affected by the proposals outlined in this report and trade union representatives.
- 12.2. The staffing implications will continue to be considered and any changes will be implemented in accordance with the Council's Supporting Transformation (Managing Change) policies and guidelines.
- 12.3. Individual and collective consultation with staff and trade union representatives will be on going throughout the process.

## 13. Equalities

- 13.1 An initial Community Impact Assessment has been completed

## 14. Legal

- 14.1 The Council wish to provide services to the public. Section 95 of the Local Government Act 2003 provides a power to trade in "function related activities". Non-functional services are covered by sections 1-4 of the Localism Act 2011. In both cases, the Acts requires the formation of a company to trade.
- 14.2. Before exercising these powers, the Authority must prepare and approve a "business case". This is to ensure that any risks are effectively managed by the Authority.
- 14.3. Provided the Company is wholly owned and controlled by the Authority, and provides at least 80% of its business to the Authority, any services provided back to the Authority would not have to be procured.

## 15. Recommendations

- 15.1 Members are recommended to:

- Agree in principle the business case for the new company **Appendix B**
- Agree in principle to support the formation of the new company subject to a business plan being approved by Cabinet in the Autumn
- Agree that the Council becomes sole owner of SCY, on the basis of the business case set out in confidential **Appendix**

**C** and subject to final financial due diligence with final decision delegated to the Director for Customer and Business Support Services (CBSS)

- Approve a one off financial contribution towards the set up costs of the new agency of £140k from a combination of the Transformation Fund (£90k) and contingency budget (£50k)
- Delegate to the Director of CBSS, CANS and CES and Assistant Director, Governance and ICT, in consultation with the Leader and Cabinet Member for Finance and Performance the authority to finalise the detailed arrangements for the formation of the company, specification and governance arrangements, and to enter into all necessary legal agreements

Reason: To provide full information on the proposals in order to progress establishment of the company in an effort to improve efficiency, cost effectiveness and business investment in the city.

### Contact Details

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<b>Report Approved</b> ✓	<b>Date:</b> 23 June, 2014

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**Wards Affected:** List wards or tick box to indicate all**All****For further information please contact the author of the report****Background Papers:**

- City of York Council Cabinet Paper, 5 November 2013. Supporting Economic Growth by attracting and supporting investment to the City of York. <sup>1</sup>
- City of York Council Cabinet Paper, 5 November 2013. Delivering Marketing, Culture, Tourism and Business Development for the City of York.<sup>2</sup>

<sup>1</sup> <http://democracy.york.gov.uk/documents/s84625/A%20-%20Supporting%20economic%20growth%20by%20attracting%20and%20supporting%20investment%20to%20the%20City%20of%20York%20-%202013.11.0.pdf>

**Annexes:**

- Annex 1 – Community Impact Assessment
- Appendix A – Services
- Appendix B – Business Case – Establishment of Marketing and Business Development Agency
- Appendix C – Business Case – Acquisition of Science City York -  
**Confidential**

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<sup>2</sup> <http://democracy.york.gov.uk/documents/s84666/B%20-%20Delivering%20marketing%20and%20business%20development%20-%202013%2010%2001%20-%20v1%207.pdf>

**SECTION 1: CIA SUMMARY**
**Community Impact Assessment: Summary**
**1. Name of service, policy, function or criteria being assessed:**

Company for marketing and business development

**2. What are the main objectives or aims of the service/policy/function/criteria?**

1. The objectives in endeavouring to create a new approach to these services would be three-fold:
  - To deliver greater inward investment, and thus market share, for York in its key growth sectors, including those sub-sectors in which the city has a strength of assets, particularly life science – related industries, high-tech industries and business services
  - To increase the value of the visitor economy through promoting innovation and higher quality in the existing offer and encouraging high value visitor economy investment
  - To achieve a stronger coordination and promotion of the city's profile and cultural offering underpinning that profile

**3. Name and Job Title of person completing assessment:**

Katie Stewart, Head of Economic Development

**4. Have any impacts been Identified? (Yes/No)**

No

**Community of Identity affected:**

N/A

**Summary of impact:**

N/A

**5. Date CIA completed: 18 June 2014**

**6. Signed off by:**

**7. I am satisfied that this service/policy/function has been successfully impact assessed.**

**Name:**

**Position:**

**Date:**

8. Decision-making body:	Date:	Decision Details:
<p>Send the completed signed off document to <a href="mailto:ciasubmission@york.gov.uk">ciasubmission@york.gov.uk</a> It will be published on the intranet, as well as on the council website.</p> <p>Actions arising from the Assessments will be logged on Verto and progress updates will be required</p>		

## Community Impact Assessment (CIA)

**Community Impact Assessment Title:**

What evidence is available **to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect** on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

### Community of Identity: Age

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Carers of Older or Disabled People**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Disability**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Gender**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Gender Reassignment**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Marriage & Civil Partnership**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Pregnancy / Maternity**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Race**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Religion / Spirituality / Belief**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Sexual Orientation**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

## **Appendix A. Scope of the services**

The following sets out a high level specification of services to be covered by the new company. In some cases, there will be a phased release of projects into the new company and the detail of the specification will be developed by officers in collaboration with the new company as part of business plan development:

### **SECTOR DEVELOPMENT AND INWARD INVESTMENT**

Manage the development and delivery of activity to support indigenous business investment and to attract new business investment:

#### **Investor lead generation**

- Regularly refreshed database of inward investment targets by key growth sector
- Targeted selling activities

#### **Investor response**

- Providing regular and efficient responses to UKTI and other lead generating agencies
- Coordination of city-wide proposals to investors

#### **Property search service**

- Maintaining a property database – available on York Means Business website
- Providing a property search service
- Facilitation of property demand to match supply where appropriate
- Feedback to CYC on property needs strategically

#### **Targeted promotion of business support**

- Consistent and regularly refreshed overview of business support and access to finance offer in the city

- Provision of information and signposting reactively and proactively where possible to indigenous and inward investing businesses
- Communication with business networks as established about the current support offer
- Facilitation of events/promotional activity where appropriate

### **Sector network development and facilitation**

- Delivery of sector networks and introduction of new networks where needed
- Facilitation of network events where appropriate

### **Sector proposition development**

- Development of database and accounts
- Development of sector offer
- Production of marketing materials
- Regular refreshing of sector propositions (6 to 9 months)

### **City Team Administration and Mgt**

- Preparation of agendas
- Support to CTY Chair
- Development of propositions for new mechanisms to support city centre initiatives

## **CULTURAL PROGRAMME COORDINATION**

Manage the development and delivery of a city cultural strategy, for the benefit of residents, businesses and visitors:

- Bring together the city's cultural providers in appropriate ways to create ideas and drive innovation
- Ensure consistent and rigorous collection and sharing of sector-wide cultural data and statistics
- Encourage and nurture new ideas and initiatives
- Achieve recognition for cultural achievement at international level

- Develop the potential of York's contemporary offer through harnessing the innovation of York's SMEs
- Develop a framework for monitoring progress and performance
- Increase investment from national and regional agencies
- Increase employment and productivity in creative industries
- Co-ordinate work to refresh the strategy as required

Develop a cultural programme that focuses on high impact events with a national / international profile to create a high quality, year round calendar:

- Identify key projects and partners to deliver them
- Take on responsibility for the Council's events programme reviewing, developing and updating the programme to fit with the emerging cultural strategy
- Continue to develop the Illuminate festival, supporting role to the city-wide steering group
- Provide a support and advice function to the city's cultural providers
- Support new providers to enter the market

## **DESTINATION MANAGEMENT AND VISITOR ECONOMY MANAGEMENT**

Deliver the city's tourism strategy extending length of stay and visitor spend in order to increase the value of the visitor economy:

- Establish a joined-up approach to product development involving tourism, cultural and leisure businesses
- Develop a strategy to generate investment in the city's product
- Develop a strategy to grow the evening offer
- Address the January to Easter low point with new products / developing the existing
- Grow business conferences and meetings

Provide a destination management function to ensure the best quality environment for visitors, residents and businesses:

- Develop the city-centre events offer with a focus on the early evening economy
- Take forward the management of York Markets
- Actively manage the visitor destination through development of the visitor infrastructure and maintaining a high quality environment through appropriate enforcement activity
- Encourage tourism / city centre businesses to sign up to Smarter York to ensure the best quality public spaces
- Create a 'York Welcome' with all businesses going out of their way to deliver exceptional customer service
- Develop high quality visitor information services at the forefront of technology, such as mobile, social media, mapping, apping and geocaching to bring the city to life

## **Appendix B. New Company - Business Case and Options Appraisal**

### **1. Overview**

2. Below is the business case for creating a new company for delivering marketing and business development for the city of York.

### **3. Objectives**

4. The objectives of the work to create a new way of working are:

- To deliver greater inward investment, and thus market share for York and its key growth sectors, including those sub-sectors in which the city has a strength of assets, particularly life science-related industries, high-tech industries and business services.
- To increase the value of the visitor economy through promoting innovation and higher quality in the existing offer and encouraging high value visitor economy investment.
- To achieve a stronger co-ordination and promotion of the city's profile and cultural offer.

5. Specific outcomes sought are as follows:

- Increase in business investment in the city – as measured by growth in existing business and inward investment by companies locating into the city
- Increase in spend by tourists – as measured by increase in average length of stay and average spend per visitor
- Increase in city centre footfall
- Increased profile for the city as a destination for living, visiting, studying, and doing business

### **6. Reasons**

7. The principal reason for establishing a marketing and business development company for the city of York is the need for greater

effectiveness across these areas of activity – as set out in the original November Cabinet report.

8. As a destination for business and tourism, the city of York performs relatively strongly against UK cities and comparators, having been named one of the top five places for **business investment** and having a robust international brand related to its **visitor economy**.
9. At the heart of this relatively vibrant economy is a unique and dynamic **cultural offering**, rich in both the heritage that is so central to the York brand, as well as the more cutting edge and modern creative and cultural industries that are one of the fastest growing sectors in the city.
10. There is evidence to suggest that **the city is not capitalising effectively on these assets** – and indeed, there is a growing sense amongst the city’s business and wider communities and stakeholders that York could be attracting much more investment – both through businesses growing or locating in, and visitors to the city – and thus further boosting the city’s overall economic prosperity.
11. As a result, despite the wealth of the city’s economic assets, York’s average productivity rate ranks 26<sup>th</sup> out of 64 cities in the country measured by the Centre for Cities, Cities Outlook index.
12. Recent inward investment successes of attracting Hiscox and 500 high value professional jobs, John Lewis Partnership and the continued attraction of new retail and leisure brands has demonstrated that the city has the ability to react effectively to opportunities created through its inherent asset base. However, the city currently lacks the capacity to proactively “prospect” for inward investment leads, which puts it at a disadvantage vis a vis cities with proactive inward investment teams and activities in place (examples include Opportunity Peterborough).
13. At the same time, the latest econometric modelling undertaken to support the development of the city’s new Tourism Strategy to be

launched shortly (see Annex for Interim Strategy) suggests that despite the city's strong performance in terms of visitor numbers and high levels of visitor satisfaction, the *value* of the visitor economy has remained relatively static in recent years.

14. More fundamentally, the connection between the city's cultural, visitor and business experience cannot and should not be underestimated – and to date, it has not been maximised. However, there is a sense that the city is missing opportunities to capitalise on its unique and diverse cultural offering and consequent quality of life, which provide benefit to indigenous business and residents, and use this cultural offering to boost the visitor economy and business investment into the city.
15. As a result, the Council has been working with partners including Visit York, Science City York and the Universities, as well as York Economic Partnership and York@Large (the city's cultural partnership) to explore options and develop proposals for a new way of working to deliver a coordinated and thus more effective approach to marketing and business development.
16. The objectives in endeavouring to create a new approach to these services would be three-fold:
  - To deliver **greater inward investment**, and thus market share, for York in its key growth sectors, including those sub-sectors in which the city has a strength of assets, particularly life science – related industries, high-tech industries and business services
  - To **increase the value of the visitor economy** through promoting innovation and higher quality in the existing offer and encouraging high value visitor economy investment
  - To achieve a **stronger coordination and promotion of the city's profile** and **cultural offering** underpinning that profile
17. Specific outcomes sought are as follows:
  - Increase in business investment in the city – as measured by growth in existing business and inward investment by companies locating into the city

- Increase in spend by tourists – as measured by increase in average length of stay and average spend per visitor
- Increase in city centre footfall
- Increased profile for the city as a destination for living, visiting, studying, and doing business

18. **Options**

19. There are a range of options for achieving the proposed outcomes, some of which were explored in high level in the November Cabinet report, but which are explored more fully in this report. These options are explored in detail below:

20. **Option 1: Status Quo**

21. The first option would be to maintain the current structures, with some services being undertaken in-house, and some functions being carried out by other external agencies, such as Visit York, Science City York and others where appropriate.

22. This model differentiates audiences and markets, providing a different service and offer to each. Although there is communication and partnership working across the agencies and organisations in question, there are different management structures and budgets operating, and potentially duplication and in some cases conflicting messages in the delivery of services.

23. In addition, to “do nothing” at this stage would see:

- A reduction in the funding available to both Council services and Visit York in providing for the visitor and cultural economies as budget reduce
- Continued fragmentation of effort resulting in second best services to visitors and investors
- A failure to support the city’s cultural sector
- Inward investment remaining a largely reactive role

24. As a result, a change will be forced upon the city regardless of whether status quo is the initial option chosen. By opting for status

quo, the city will thus be simply postponing an inevitable decision about the way in which it resources the marketing and business development activities of the city.

25. Thus, although the status quo option ostensibly does not involve an up front cost, the medium term cost would be the loss of the function altogether given the cost savings that need to be made in the running of Visit York and the running of the Council's in house culture, leisure and tourism functions.
26. More importantly this option forces a loss of opportunity in not taking the chance to consider how to deliver a wider suite of services associated with city marketing and business development more generally in a more joined up way.
27. Further, the current budget of £893K annually for this activity will be unsustainable in the medium to longer term. Without change to the current approach – either consolidating or reviewing services – there will be little opportunity for making savings.
28. **Option 2: Provision of services by Council directly**
29. An alternative would be to bring the scope of the service identified entirely in-house. This option would mean winding down grants to relevant agencies externally and investing that resource in internal staff and operations.
30. This option would create a more joined up resource and team for the delivery of the full remit of services identified at **Appendix A**.
31. The principal benefit of this option is that it achieves the joined up approach to and thus an amount of efficiencies achieved through the delivery of services identified.
32. However, by bringing services into the Council, the likelihood of the services being delivered in a truly market-facing way is diminished. As a service meant to be facing customers, there will be a need for

the services to be seen to be independent from the Council to the extent possible.

33. By bringing services in house, there is little flexibility in innovating and developing new ways of working.
34. **Option 3: Procurement**
35. The Council could consolidate funding spent on the services identified above and go to market to seek an external provider. This option may see the Council going to tender for services required via a process which complies with EU and UK procurement rules.
36. CYC go to the market with a Services Agreement requiring provision of the Relevant Services. Arrangement would be time limited; on expiry there would need to be exit provisions allowing for retender or service to go back to the Council.
37. There would be a TUPE transfer contained in such agreement unless specific opting out arrangements were implemented.
38. A contract would specify the outputs and outcomes, and a services agreement put in place to enable the Council to hold the selected agency to account.
39. Whilst there is appeal in this option in ultimately limiting the risk of the Council in providing services directly, as well as the benefit of being provided by the market, the procurement option does ultimately limit the amount of innovation that could be introduced to the development of these services. With a contract in place, the ability of the Council to work with the agency contracted to change/evolve the offer would be limited.
40. The procurement also introduces the likelihood of further fragmentation of relevant services in York, especially if a new agency or contractor is introduced to the market – and thus not

delivering the efficiencies of joining up activities originally sought by this new approach.

41. Finally, there is cost associated with the procurement process, which is likely to take no less than several months.
42. **Option 4: Wholly owned company**
43. The final option is for CYC to establish a company which is wholly owned by CYC.
44. Although under the Teckal exemption, the Council would be able to purchase services from the new agency without having to run a procurement in accordance with the procurement regulations, the wholly owned model would restrict the extent to which the new company would be able to trade outwith the Council.
45. However, the Council has significant ambition to transform delivery of these services, and as such, there is a need to enable (a) sufficient flexibility within the contracting of these services, and (b) sufficient public sector seed funding to enable this transformation.
46. As such, the wholly owned option is the only legal option that enables the Council to achieve both the join up of existing services and activities, building on current capabilities, whilst enabling a more market-facing approach to many of the activities the Council has been delivering to date.
47. The option enables a consolidation of public sector-funded elements of these agendas, which will ultimately lead to cost savings in respect of back office and common functions across the many services currently provided by multiple agencies and Council services. At the same time, by consolidating these functions, there will be an opportunity to achieve greater value for money in efforts to promote a more joined up approach to marketing of the city, generating leads/interest, and responding effectively to those leads.

48. **Preferred option**

49. Based on the legal advice provided and the objectives and principles set for the establishment of the new company, the preferred option is the establishment of a wholly owned company.

50. This option achieves the objectives most effectively whilst enabling the Council to bring together fragmented services currently operating in an environment where duplication of efforts is common.

51. **Expected Benefits**

52. The expected benefits are as follows:

- Greater efficiency of services provided
- Greater flexibility in services provided
- An increase in outputs and enhanced delivery of objectives

53. **Affordability**

54. The proposals represent an investment in generating greater returns over the medium to long term, with increased investment and visitor numbers having a direct and indirect impact on Council Tax and business rates. The fundamental case for the new company approach is the greater value for money in the services provided by a more joined up approach to these agendas.

55. Although initially, the proposals will incur set-up costs of c. £140k, the preferred option will ultimately deliver a more efficient and cost-effective delivery of current activities in marketing and business development.

56. The current budget for these activities includes, and totals £720k:

- Contribution to Visit York: £232k
- Contribution to SCY: £100k

- CYC staff delivering inward investment, business development and festivals: total current cost: £338k
- Promoting York Budget £50k

In addition to these budgets over time it is proposed to transfer budgets direct to the new company that funds Cultural Events, City Centre Management and Events as well as operational and special market events. These budgets equate to gross expenditure of £528k along with anticipated income of £805k. It will be for the new company to seek to deliver further income opportunities in such areas.

57. Along with the intention to review its contribution to SCY, the Council will review its contribution to Visit York with an intention to redirect this funding to the new company. The intention will be for the new company to work closely with Visit York to ensure continued provision of value to visitors and businesses serving the visitor economy.
58. Through amalgamation of back office and shared services/skill sets, the new company will minimise overheads and unnecessary duplication. As a result, there is an immediate albeit modest annual budget saving of just over £10k. The proposed budget for the new company is £710k.
59. In following years, the company will aim to achieve further savings and efficiencies through generating new sources of funding and new more efficient ways of working. The agreed budget for 2015/16 targets a further saving of £50k against the new company and this will need to be built into budget allocations.
60. **Risks**
61. The risks associated with the proposals set out in this report are as follows:
  - With a wholly owned company, the Council will need to ensure compliance with Teckal exemption if it is not to procure services provided by the company. In order to avoid

this risk, the Council will need to monitor as will the new company that services provided to the Council's ends make up 80% or more of the company's activities.

- As with any venture of this nature, there is a risk that the company is unable to deliver the aims and objectives set for the new company. As such a service level agreement put in place with the company will enable the Council to monitor performance and provide adequate accountability for public funding.

**62. Dependencies**

63. The key dependency for creation of the new company will be that a sustainable business plan is produced by the chair of the new company to be brought back to Cabinet in the Autumn 2014.

**64. Critical success factors**

65. Critical success factors for the new company include:

- Increased inquiries from target audiences (e.g. business, visitors, students and residents)
- Increased visitor numbers
- Increased business investment

**66. Procurement**

67. The wholly owned company will provide services to the Council under the Teckal exemption. Under the Teckal exemption, any services required would need to be procured if they amounted to more than 20% of the company's functions. The company would be restricted both in its procurement of external services and in provision of services itself in this way to ensure that it remains within the Teckal exemption.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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**Cabinet**

**1 July 2014**

**Report of the Cabinet Member for Finance and Performance**

**The Future of the Burnholme College site**

**Summary**

1. This report sets out the results of the public engagement undertaken about options for the future development of the Burnholme Community College site following the closure of the college in July 2014.

**Background**

2. In May 2012 Cabinet reluctantly took the decision to close Burnholme Community College due to continually dwindling pupil numbers making the school financially unsustainable. At that time community groups and parents raised valid concerns about the future provision of community facilities delivered from the college site and for the loss of community cohesion as a result of the school closure. Cabinet committed to review the future use of the site with a view to continuing the provision of the existing community facilities.
3. City of York engaged advisors to review current provision on the site, explore potential demand for broader community and sports use and investigate a range of alternative uses for the site, including health and well being, retail and housing .
4. The review team engaged closely with community groups, community leaders and all three local schools to ensure that a broad range of ideas were explored, potential options were understood and the detail of these ideas was worked up to enable a realistic picture of the viability of all options to be assessed.
5. The review sought to establish the objectives of the local community and their views were sought at a Big Local event in July 2013 on the college site when over 300 people spoke to us about their future aspirations for the site. Views were reasonably consistent across

the whole community and there was strong support for the use of Burnholme by the community for a range of activities. The themes that came across from the consultation were :-

- A lot of support for sports uses and for activities that young people would find of interest
  - A place to meet and socialise
  - A place to access local services (Council, health, learning)
  - general feeling amongst most of the respondents that had a view was that they would be ok with an element of housing if it was needed to cross subsidise other community activity
6. Existing and potential users of the site were extensively engaged and their needs assessed with a view to developing options that would mean they could use the site in future. Interest has been expressed by
- Burnholme Nursery
  - Hemplands Kids Club
  - Eccles Training Centre
  - Primary and Community Health Services
  - Pharmacy
  - Explore Library
  - Sports Clubs
  - York Community Church
  - G2 Church
  - SMART
  - Accessible Arts
7. Some of these organisations bring with them reliable long term funding where others are not currently able to pay market rates and will bring less predictable income streams.

### **The Site**

8. A full plan of the site is attached at Annex 1. The full site is 16.8 acres of which 6.8 acres is the brownfield part of the site. The options developed assume that as a starting point only the brownfield part of the site is used and that the 10 acres of playing fields remain as open space, some of this space being used by Applefields School. Cabinet have already made the decision to utilise unused land to the rear of the Burnholme site to locate one of

the two new Elderly Peoples homes which are being developed as part of a separate project. Discussions are taking place with St Aelred's School which abuts this site in order to ensure that they have adequate green space and are happy with the adjacent facilities.

## Options

9. A series of high level options were developed, which for completeness included both a "Do nothing" option and a sale of the site for housing, though it was accepted that these options would be highly undesirable.
10. The options were:-
  - A Housing only** – Demolish the existing buildings and develop the brownfield parts of the site for housing
  - B1 Health and Wellbeing Hub** – New Build. This facility would incorporate all existing users and host primary and community health services, an Explore library and provide a home for a range of voluntary sector groups. A small area of land on the brownfield site would be sold for housing (approx 23 homes). This option would demolish the existing structure and design a purpose built facility.
  - B2 Health and Wellbeing Hub** – part refurbished/ part new build. This facility would incorporate all existing users and host primary and community health services, an Explore library and provide a home for a range of voluntary sector groups. A small area of land on the brownfield site would be sold for housing (approx 19 homes). This option would demolish part of the existing structure and design a purpose built facility.
  - C Small scale Community use** – This option would continue some existing uses on the site but would not feature any redevelopment of the buildings. It would however require decommissioning of large parts of the existing site with focussed provision on a small footprint of the existing buildings. In addition the proposed health facilities would not be able to be provided on the site nor would the Explore library facility which would remain in its current location
11. These options were then given a high level commercial development appraisal, assessing
  - a. Cost of redevelopment

- b. Potential capital receipts or external capital income
- c. Potential rental revenue
- d. Other income sources (S106 moneys from Derwenthorpe)
- e. Space requirements of tenant organisations and their ability to pay rent
- f. Fit with community and council priorities
- g. Risks

12. In November 2013 Cabinet assessed these 4 options. They were given a Red/Amber/Green status showing how successful each option was against the following criteria

- a. Affordability
- b. Long term deliverability
- c. Delivers community benefit
- d. Meets Council priorities

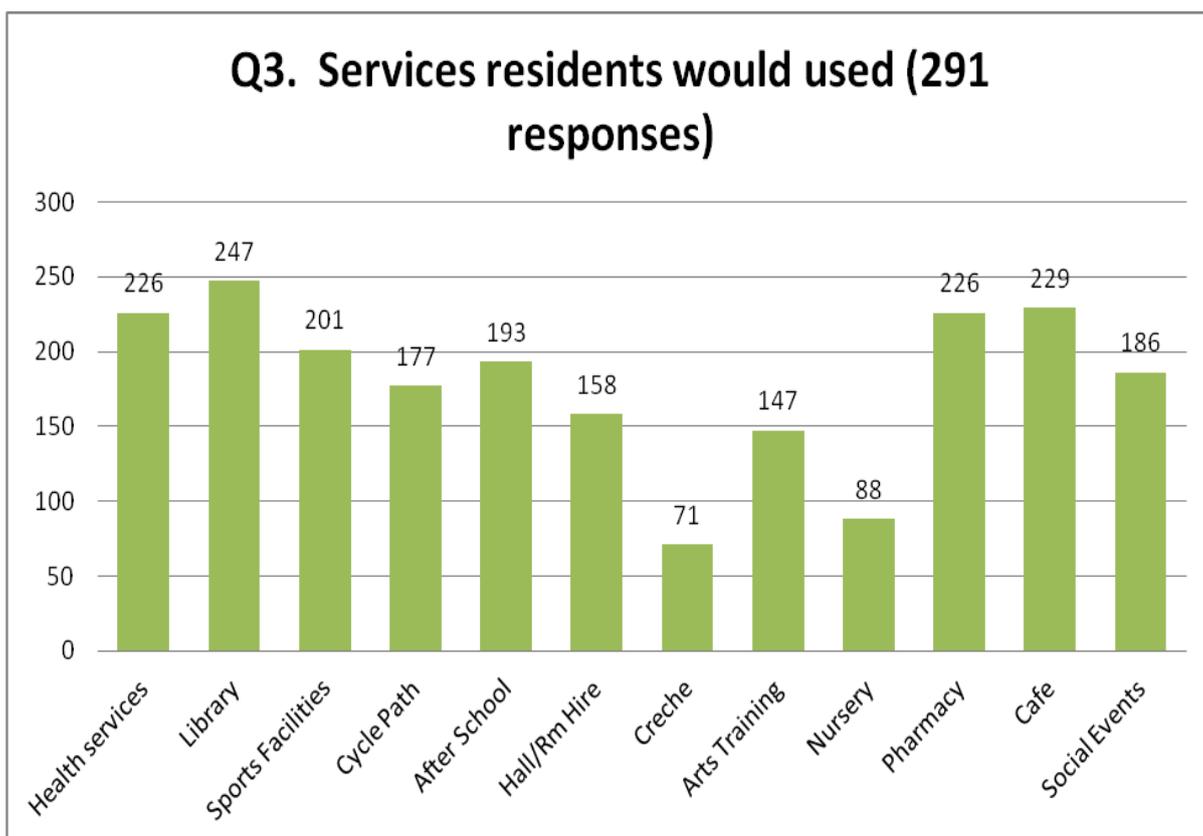
	A	B1	B2	C
Affordability	G	A	A	A
Long term deliverability	G	A	G	R
Community benefit	R	G	G	A
Council priorities	R	G	G	A

13. Cabinet decided to undertake a community engagement exercise to seek views on the options and asked for further work to be done to assess the affordability of options B1 and B2.

### Community Engagement

- 14. A community engagement event was held on March 15<sup>th</sup> 2014. Ten information stalls were supported by around 20 volunteers from existing and future stakeholders, including: Hemplands Kids Club, Burnholme Nursery, York Community Church & CAP, Eccles Teacher Training, Tang Hall SMART, NHS Services, CYC Sport and Active Leisure, Big Local Team and Tang Hall Explore Library.
- 15. Ward members from surrounding wards have been engaged and the event was followed up with displays in local libraries and a presentation to Osbaldwick Parish Council.

16. Two high level spatial plans were commissioned showing how both a new build and a refurbished Community Health and Wellbeing Hub would look. They are attached at Annex 2.
17. 160 people attended the event and a total of 291 questionnaires were received at the event and also from the subsequent display in the Library. The results were very positive.
  - 95% people thought that a community hub would get used, 5% did not say either way.
  - 86% people would be satisfied if part of the site were developed for housing to pay for new facilities. 7.5% said no and 6.5% did not answer
  - 94.5% people think that Community Health and Wellbeing Hub is a good idea for the area, and only 0.6% disagreed
18. The diagram below shows how many people said they would use the following services



19. The following desirable facilities were also identified by individuals

- Gym facilities.
- Skateboarding park.
- Youth Club.
- Swimming pool
- Clubs and events for the elderly and young.
- Night classes and day classes.
- Post Office
- Park/picnic area
- Tennis Court
- Learning opportunities for adults

20. Individual respondents made the following comments :-

- Worried about the level of new housing in the area and the impact on traffic and on school places in the area.
- Some local residents expressed concern that new housing on the site would overlook existing gardens
- A wish for us to build only on the school site not the pitches.
- Want the scheme only if there was a very small amount of affordable housing. Not student lets.

### **Financial Viability**

21. The fuller financial appraisal of the options was considered by Cabinet in the November report. It was clear from early work that the financial viability of developing a Community Health and Wellbeing Hub was finely balanced. Redevelopment of the site would require capital investment which would need to be funded from

- a. long term revenue income from occupants of the facilities
- b. the Council contributing the land at no cost to the development - £2.9m
- c. The injection of the S106 monies from the adjacent Derwenthorpe scheme towards the sports facilities on site
- d. A potential injection of capital from an occupant such as the NHS

- e. Capital receipt from selling housing on the site.
- 22. To develop the site and to make this a sustainable facility there needs to be some financial headroom in the form of an operating surplus built in to the business case to cover known likelihoods and any unexpected issues. Initial master plans show housing only on the brownfield site but as the business case and plans are developed it may be necessary to consider use of some of the remaining green space on the site for housing.
- 23. Further generic financial modelling work is unlikely to add any greater certainty to the picture. In order to gain greater clarity of costs and income it is necessary to firm up the commitment to create a Community Health and Wellbeing Hub and then enter into detailed discussions and negotiations with future occupants about the specification of their requirements and the nature and level of their financial commitment.

### **The Proposal**

- 24. It is proposed that on the basis of the overwhelming support from the local community that Cabinet confirm their support for a Community Health and Wellbeing Hub and commence preparation for delivery.
- 25. To date the project has been run by members of the Asset and Property Management Team around other duties but the next stage will be extremely intensive and will need to be properly resourced. This will involve the procurement of a delivery partner who will be responsible for :-
  - a. Commercial negotiation with future tenants
  - b. Engagement with local communities and third sector organisations to develop future operating models
  - c. Construction of the hub and housing
  - d. Sale of housing
  - e. Engagement with potential social housing providers
  - f. Potential management of facilities
- 26. The Council does not have the in house expertise to develop this scheme and will seek a partner with a track record of delivery of community health and wellbeing schemes who can demonstrate

the ability to work with a wide variety of stakeholders to deliver sustainable flexible community assets.

27. The next stage could well take 9/12 months to complete following which a further report will be brought to Cabinet seeking approval for the implementation of the scheme. The period for any procurement of and completion of the construction/refurbishment works is unknown as it depends on the outcome of the next stage but it is hoped that the completed Health and Well-being Hub will be open in 2016.

### **Interim arrangements for the Burnholme site**

28. The school will cease to use the site from the end of July. Discussions have been taking place with the current community and other occupiers of the site to allow them to remain in occupation whilst the next phases of this project are carried out. In addition a review has taken place to try and reduce the revenue costs of running the site whilst keeping the buildings in a condition suitable for this continued use by these groups. This has resulted in a couple of organisations being willing to move location to enable parts of the school buildings to be 'mothballed'.
29. Agreement has now been reached with all the relevant groups to grant them an initial 12 month licence for space on the site at a monthly fee which seeks to cover the cost of providing the space which they will be using. In addition the Sport and Active Leisure Team will be managing the sports hall, external MUGA, pitches and other sports related facilities and dealing with all the pitch lettings which should result in increased use of these facilities. There will still be a significant proportion of the buildings which will not be used but it is not the intention to seek any further use or lettings of this space as the costs of managing such lettings and uses would be greater than any potential income which would be received and would only be for a temporary period as explained above
30. The result of these interim arrangements will benefit the current community groups which use the site as they will not have to find alternative accommodation now and also will assist with the security of the whole site as the site will be used every day. As detailed above the current users of the site are very interested in being part of the new Health and Well-being centre and there has been good partnership working between the Council and these groups and between each other in helping shape the project,

involvement in the community consultation and working on the interim arrangements detailed here.

## Council Plan

31. The development of options was driven by Council's objectives and how options would deliver the principles of the Asset Management Strategy, namely :-
  - Maximising use of council assets
  - Reducing costs by co-locating services in other Council buildings
  - Creating community value by partnering with other public or 3<sup>rd</sup> sector organisations
  - Creating new homes – supporting Get York Building programme
32. The development of a Health and Wellbeing community hub on the site would meet the Council priorities for **Building Strong Communities** by providing a wide range of community facilities and space for community groups to grow and develop. The provision of health and sports facilities would help **Protect Vulnerable People**. The provision of housing on the site would contribute to **Get York Building**

## Implications

33. **Financial** – The potential financial impacts are set out in the body of the report for both the project and the interim arrangements. The full financial implications of final options will be brought back in a future report.

**Property** – all the implications are contained in this report

**Legal** – consideration will need to be given to the future governance and operating arrangements for any future facility and legal agreements will need to be put in place at that time. DfE consent may be needed for future development of the scheme.

**Equalities** – continuation of the open engagement with the whole community will ensure we gather a range of perspectives as plans and proposals are developed. A Community Impact Assessment

has been undertaken of the proposed Community Health and Wellbeing Hub. It is attached at Annex 3.

**Human Resources – none**

## **Risk Management**

34. There are a number of potential risks associated with a project of this type. These can be categorised at a high-level as follows:-
- Demand – The scheme will only work if the initial interest shown by community and health-related organisations materialises into binding agreements which provide sufficient revenue and capital input. The interest shown is definite and strong and, although it is dependant on further negotiation and a positive outcome from the relevant decision-making bodies, it is considered at this stage that there is a high possibility that there will be sufficient demand to sustain the scheme. The current risk is therefore **medium**
  - Planning – a final option will require planning consent. Initial discussions with planning officers on the proposed range of community, health, sports and housing uses have taken place. The proposed uses are acceptable on this site as may be some local retail space. The current risk, as there is still much work to be done on the detail and access to the site is **medium**
  - Finance –
    - Capital - currently only high level estimates of development costs have been looked at for each of the short-listed options. There will be need for capital input which will come from the interested occupiers (either directly through a capital contribution or a commercial level of rental which will enable borrowing to fund the costs) and the sale of part of the Burnholme site for residential development. Generation of this capital will depend on market conditions at the time and also the availability of funds from external sources. Until further design and detail is known the risk is currently **high**. Finalisation of capital costs will need to be undertaken when a final option is identified.
    - Revenue - once the development is completed there will be a revenue cost in running the facility which will need to be recovered through income generated from use of the site by the occupiers mentioned in this report and others including the public. This will need to include an element of whole life-cycle costing to ensure the long-term sustainability of the facility. Community groups will find it more challenging to guarantee this revenue income on a long term

basis whilst the health organisations which have shown definite interest in this site will be able to make longer term commitments. Therefore the risk level will vary from **high** to **medium/low**

- Community engagement – as detailed in this report the community, through discussions with existing groups on the site, ward members and directly through the Big Local event last year and the community engagement event this year, have been fully involved with this project right from the beginning. There is positive support for the proposals put forward and also recognition of the need to generate capital funds from the site to enable these facilities to be provided. Continuing support is key to progressing this project as quickly as possible and also ensuring its long term sustainability. Therefore it is proposed to carry out further community engagement throughout the project both generally with the community and specifically with those community and other groups which will be users of the site. This level of engagement should ensure this risk is **low**.

### **Recommendations**

35. That the Cabinet note the interim arrangements for the operation of the Burnholme site following the closure of the school
36. That the Cabinet note the results of the public engagement
37. That the Cabinet approves the procurement of a development partner to develop the site as a Community Health and Wellbeing Hub.

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

**Contact details:**

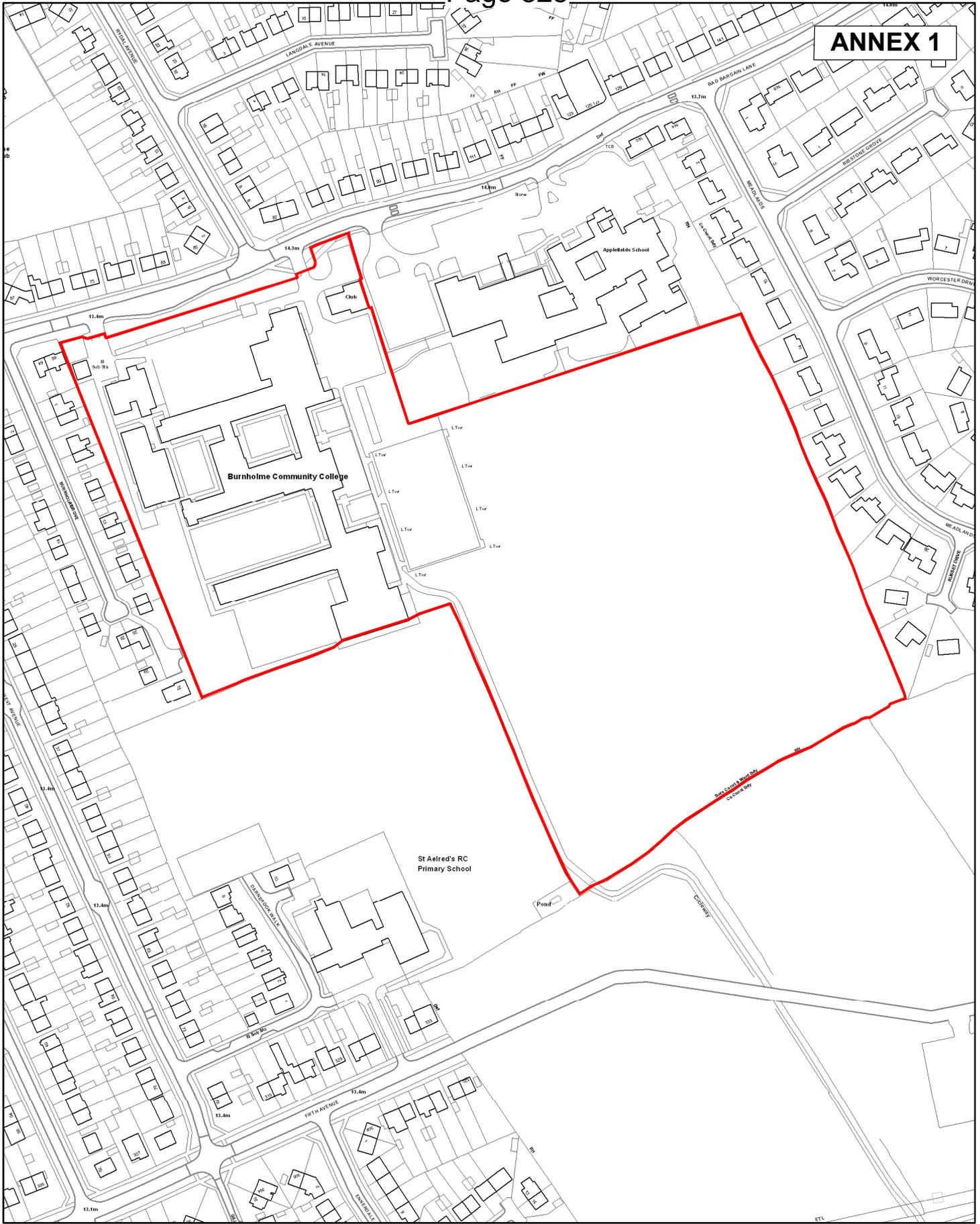
<b>Author:</b>	<b>Cabinet Member and Chief Officer responsible for the report:</b>		
Tracey Carter Assistant Director of Finance, Property & Procurement Tel 01940 553419	Cllr Dafydd Williams, Cabinet Member for Finance and Performance		
Philip Callow Head of Asset Management Customer and Business Support Services Tel 01904 553360	Ian Floyd Director of Customers & Business Support Tel 01904 551100		
	<b>Report Approved</b>	√	<b>Date</b> 18 June 2014
<b>Specialist Implications Officer(s)</b> N/A			
<b>Wards Affected:</b> Tang Hall, Heworth, Hull Rd, Osbaldwick			
<b>For further information please contact the authors of the report</b>			

**Background Papers:** Cabinet report, November 2013

**Annexes:**

- 1 – Site Plan
- 2 – Master plans for Options B1 and B2 for a Community Health and Wellbeing Hub.
- 3 - Community Impact Assessment

**ANNEX 1**



**Resources**  
**Property Services**

## Burnholme Community College

SCALE 1:2,500

DRAWN BY: CC

Originating Group:

**Property Services**



DATE: 24/10/2013

Drawing No.

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Collaborative Workshop Approach



Burnholme Community College



Urban Regeneration

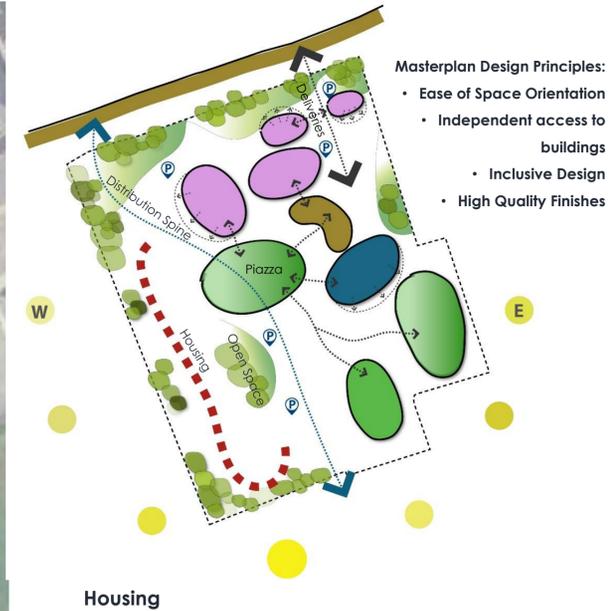


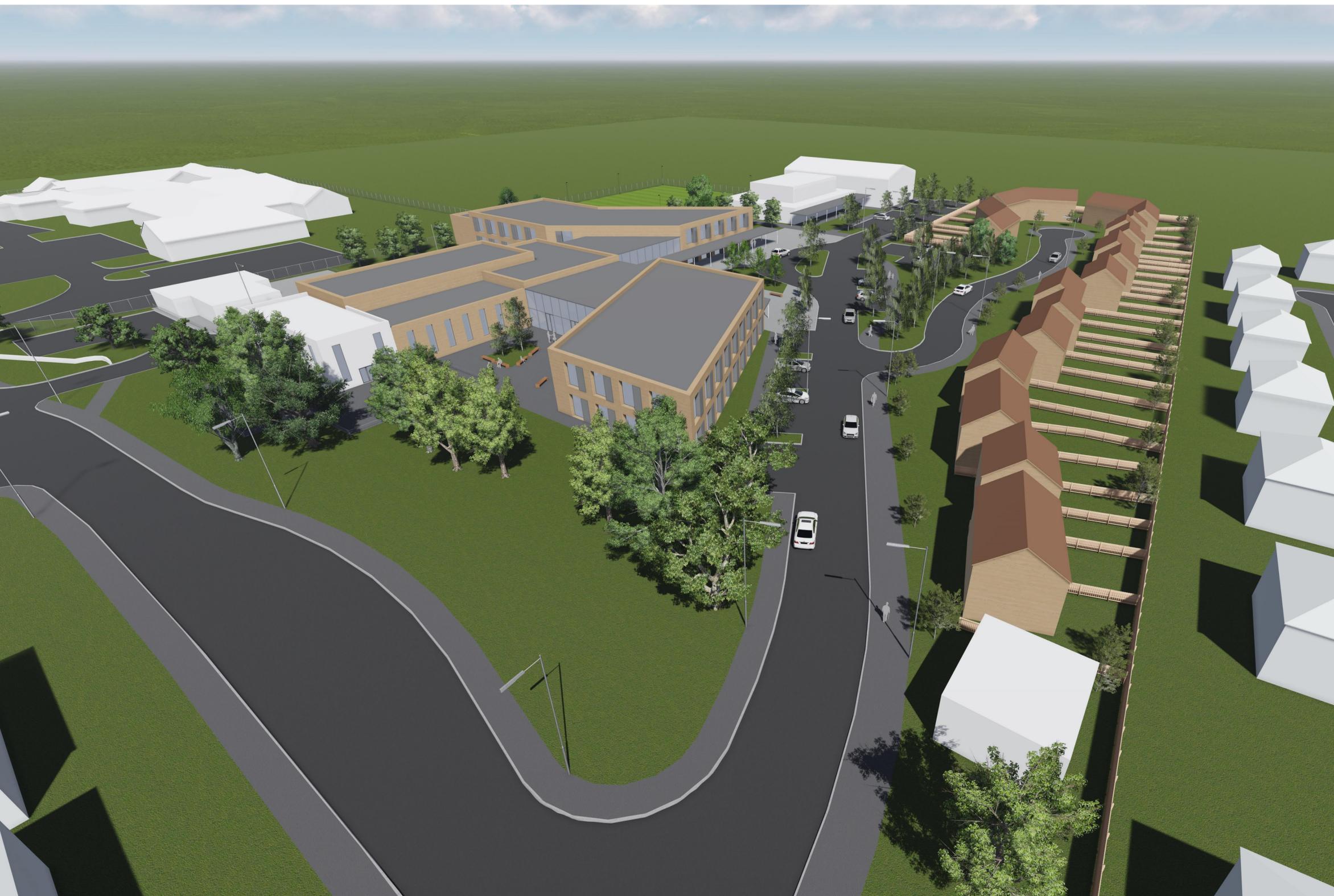
Sports



# Burnholme Development, York

## Option B1: New Build Option





Aerial View



Approach from Sports Hall



Approach from Site Entrance



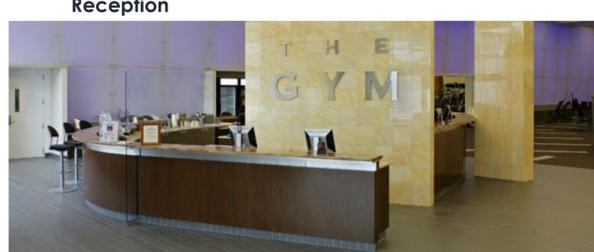
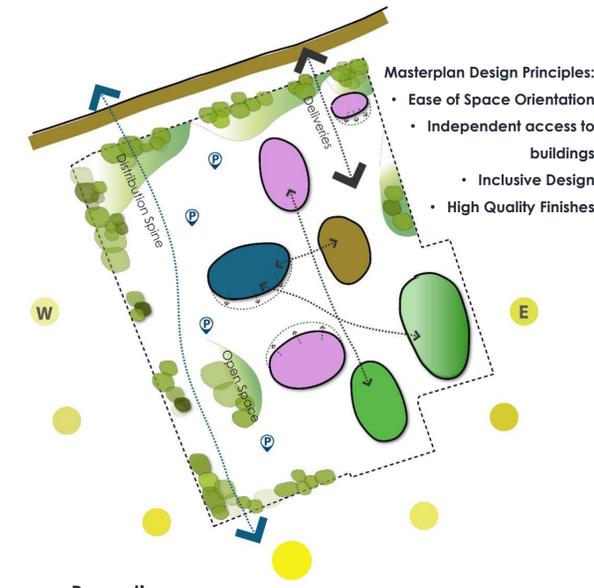
Aerial View



Page 329

# Burnholme Development, York

Option B2:  
Refurbishment/New build



Reception



Hall



Health Hub

Page 330

**SECTION 1: CIA SUMMARY**
**Community Impact Assessment: Summary**
**1. Name of service, policy, function or criteria being assessed:**

Future use of Burnholme College site

**2. What are the main objectives or aims of the service/policy/function/criteria?**

Options for re-use or disposal of this site following closure of the school in Summer 2014.

Options include 1/ Disposal of the site for housing development and 2/ Re-use of some existing buildings and new build to provide a Community health and well-being Hub including community space, health facilities and sports provision and also disposal of part of the site for housing development

**3. Name and Job Title of person completing assessment:**

Philip Callow, Head of Asset and Property Management

**4. Have any impacts been Identified? (Yes/No)**

Yes

**Community of Identity affected:**

all

**Summary of impact:**

Having a range of community and health services in one location will enable easy access to these services rather than visiting a number of locations. The project is at an early stage of development. The next stage, following the overwhelming positive feedback from the consultation event held, is to appoint a development partner to look at the detailed design taking into account community needs.

**5. Date CIA completed:**
**6. Signed off by:**
**7. I am satisfied that this service/policy/function has been successfully impact assessed.**

**Name:**

**Position:**

**Date:**

<b>8. Decision-making body:</b> <b>Cabinet</b>	<b>Date:</b> <b>1<sup>st</sup> July 2014</b>	<b>Decision Details:</b>
<b>Send the completed signed off document to <a href="mailto:equalities@york.gov.uk">equalities@york.gov.uk</a>. It will be published on the intranet, as well as on the council website.</b> <b>Actions arising from the Assessments will be logged on Verto and progress updates will be required</b>		

## Community Impact Assessment (CIA)

**Community Impact Assessment Title:**

**Providing a health and Well-being Hub on the Burnholme Centre site**

What evidence is available **to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect** on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

### Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>People of all ages will be able to access community facilities such as nursery, out of school club, library, GP and healthcare facilities, churches and sports facilities in one location.</p> <p>Community consultation event carried out on 15<sup>th</sup> March 2014 showed overwhelming support (95%) for this proposal</p>	<ul style="list-style-type: none"> <li>• Access to services and employment</li> <li>• Health</li> <li>• Education</li> <li>• Identity, expression and self-respect</li> <li>• Productive and valued activities</li> </ul>	<b>P</b>	<b>None</b>

		<ul style="list-style-type: none"> <li>Individual, family and social life</li> </ul>		
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
The range of facilities and services which could be offered on one site will improve the access to them by all ages instead of having to visit several locations in the area	n/a	n/a	Philip Callow	30 <sup>th</sup> May 2014

**Community of Identity: Carers of Older or Disabled People**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Disability**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Gender**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Gender Reassignment**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Marriage & Civil Partnership**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Pregnancy / Maternity**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Race**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Religion / Spirituality / Belief**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Sexual Orientation**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Refer to details given above				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date



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1 July 2014

## **Cabinet**

Report of the Cabinet Member for Transport

### **Improving York's City Centre - Reinvigorate York Public Realm Improvement Projects: Exhibition Square/Theatre Interchange project.**

#### **Purpose of Report**

1. To approve the next phase of the Re-invigorate work programme The purpose of this report is to seek Members approval to implement the Theatre Interchange project (which is part of the Better Bus Area Fund, or 'BBAF', programme) as the first phase of a rolling programme of linked public realm improvement works at Exhibition Square (which is part of the Reinvigorate York Initiative).
2. The current programme is designed to deliver the refurbished Exhibition Square by May 2015 when the Art Gallery, which is currently undergoing major refurbishment, re-opens to the public. In order to meet this deadline the Theatre Interchange aspect of the scheme will need to start this summer.

#### **Background**

3. This report follows on from the previous Reinvigorate York report to Cabinet on 1 April 2014. It also provides a summary of feedback received from detailed consultation with the current bus operators using the square and a wider consultation process involving the public.
4. This scheme will be funded out of the £3m Capital budget already agreed for the Reinvigorate York programme (£730K) and £270K funding from the Better Bus Area Fund (BBAF) Economic Infrastructure Fund (EIF) Capital Budget.
5. A report to Cabinet on 1 April 2014 set out the context for six priority Reinvigorate York public realm improvements projects and provided

an overview of consultation held on three projects at Exhibition Square and linked Theatre Interchange scheme; Duncombe Place/Blake Street junction; and Fossgate. An overall Reinvigorate York Community Impact Assessment (CIA) including project specific elements for the Fossgate scheme was also provided.

6. A summary of community engagement was also outlined in the 1 April Cabinet report. Consultation events which were of particular relevance to the Exhibition Square/Theatre Interchange project included: a stakeholder workshop event (30 January 2014); three staffed exhibitions (25 January, 5 February and 11 February 2014); presentations to the Conservation Area Appraisal Panel (4 February 2014), Quality Bus Partnership (13 February 2014) and the Equalities Advisory Group (5 March 2014). Bespoke meetings were also held with key stakeholders including the York Museums Trust, Rushbond (proposed St Leonards Place Hotel) and York University (Kings Manor).
7. Further consultation has occurred with the bus operators regularly using the Square and this report also outlines the main findings from this consultation activity.

## **Context**

### Exhibition Square and the linked Theatre Interchange Project

8. Exhibition Square is a major city centre space with unique views of the Minster. The Square lies at the heart of some of the city's most important cultural assets. It is surrounded by high quality listed buildings and former precinct walls of St Mary's Abbey, which are themselves, a scheduled ancient monument. Exhibition Square is also a crucial location for bus services for residents and people living in rural areas to the north of the city, handling around 750,000 bus passenger journeys a year.
9. The proposed improvements at Exhibition Square/Theatre Interchange will also complement other civic development initiatives and investment being made in the immediate area (for example, redevelopment of the Art Gallery, the Theatre Royal and the former council offices at St Leonard's Place).
10. Exhibition Square proposals are aimed at improving the quality of public space, which is poor and deteriorating, and making the Square a better place for residents and visitors to use and enjoy. The vision

is to create a beautiful public space providing a setting to enjoy the range of architecture around it and which acts as a forecourt to the Art Gallery and is sufficiently flexible to enable a range of public cultural activities to take place.

11. The environment at the Theatre Interchange is currently poor both for bus passengers (in terms of the quality of the facilities provided and from a bus operations perspective). The poor environment also has a negative impact on other pedestrian users within the area. Theatre Interchange proposals are aimed at improving the amenity of the Theatre Interchange bus stops for passengers and making changes to bus stopping facilities to improve the amenity of the Exhibition Square area as a whole.
12. The benefit in terms of opportunities to provide environmental improvements has been carefully considered against any potential detriment to bus operations. The outcomes of these considerations are outlined later in this report.
13. Specific interventions for the Theatre Interchange element of the scheme include: increasing circulation space for visitors to the Square, pedestrians and bus passengers by reducing the size of the existing bus lay-by; replacing the two existing bus shelters with two new more attractive shelters; and providing real time information and more/better seats for bus passengers.
14. The aim is to complete the Exhibition Square/Theatre Interchange project no later than May 2015 when the Art Gallery, which is currently undergoing major refurbishment, re-opens to the public. The intention is to phase the construction works as part of a rolling programme over a period of nine months. The first stage will be the Theatre Interchange aspect which is the subject of this report and which is due to start in August. The wider Exhibition Square project will commence at a later date and will be the subject of a further report to Cabinet in September.

### **Consultation - General Public**

15. This report briefly outlines the consultation feedback for the Theatre Interchange project, including proposals to mitigate changes to bus operations. More detailed information can be found in Supplementary Document 1 which can be viewed online. Consultation feedback and proposals for the Exhibition Square

aspect of the project will be brought to Members at a meeting of the Cabinet in September.

16. Direct questions were asked at consultation relating to the proposed reallocation of space at Exhibition Square from bus services to pedestrians, the proposed provision of a single, larger shelter for bus passengers to replace the two existing shelters and the proposed type of paving to be used.

### ***Consultation - Bus Operations***

#### Summary of Key Findings

17. A presentation was made to a meeting of the Quality Bus Partnership Performance Group on 13 February 2014. Representatives of Bus Operators currently using the Exhibition Square bus service area included First, Reliance and Stephenson's of Easingwold. In addition a number of individual discussions have occurred with the bus operators to gain an in-depth understanding of their views.
18. A number of trials have been conducted in order to fully research the impact on bus services of the proposed changes to the overall design and specifically changes to the lay-by on bus services. The objective was to test whether it is possible to operate the tour bus service with no more than one vehicle in Exhibition Square at any one time. Transdev, operators of the service, successfully managed this during the trial, and it was concluded to have been successful.
19. In more general terms, the tour bus team were supportive of the proposal for Exhibition Square as they felt that the upgrade to the fabric of the area would make it a more pleasant environment for their passengers and would hence improve the attractiveness of their services.
20. However, the tour bus company did raise a concern that the currently proposed lay-by arrangement would make it difficult for them to be able to get into the right hand lane to go into Gillygate and they were keen that the council should consider changes to the junction to mitigate this problem. Officers have taken note of this request, which will be monitored as the scheme progresses.
21. Proposed changes to the bus stops and the provision of two new standard Foster shelters glazed carriageway have been well received by the bus operators. Under the current design one of the existing

shelters is only used for infrequent bus services and the new shelter will provide additional waiting capacity for more frequent bus services. In addition bus operators welcome additional benefits, which include:

- Enhancements to public realm offering a much improved waiting environment within the Square
- Shelters which have Real Time Information display
- No actual reduction in sheltered capacity for waiting Passengers
- Integral lighting within the shelters for increased security
- An improved relationship between the location of the shelters and the bus stopping points

22. Table 1 below summarises the overall potential impact and mitigation strategy on the bus services currently using Exhibition Square.

Table 1: Impact and Mitigation Strategy

<b>Service(s)</b>	<b>Impact</b>	<b>Mitigation Strategy</b>	<b>Notes</b>
1, 5/5A, 6, 19, M15	Small changes to design of pull-in. Changes to design and location of shelter.	None required	Proposal will improve amenity of stops for passengers on these services.
29, 30, 30X, 31, 31X, 40 (AM only)	Services will no longer wait time at Exhibition Square.	Services can instead wait time at Memorial Gardens	
40 (afternoon journeys)	Services will no longer be able to turn around at Exhibition Square	Service will instead have to turn using Station Gyrotory, taking any layover time at Memorial Gardens	To note that this only involves one bus operator with 3 bus services in the afternoon
Tour buses	Change to layover arrangements	Limit tour bus movements to one in Square at any one time	Proposal will improve amenity of stops for passengers on these services.

23. Should Members decide to proceed with the recommendations of this report it should be noted that a second stage Safety Audit will be

carried out and it is proposed that any design amendments due to the Audit.

## **Council Plan**

24. Delivery of the proposals will help to achieve a number of the themes of the Council Plan, including :-

**Create jobs and grow the economy** – it is considered that the wider aims to improve the quality of York City Centre will contribute to the economic attractiveness of the city in comparison with competitor cities, and boost investor confidence. Substantial pedestrian and public space improvements on key links in the city for tourists and shoppers will improve the amenity of York City Centre and increase the number of visitor trips to the city, and therefore increase visitor spend.

**Get York Moving** – improvements to streets and spaces will improve safety for pedestrian and cyclists, and local businesses, and will help to create a better environment for people to consider using alternative modes of transport. Improvements to bus stopping areas will encourage greater use of bus services and lead to an improved experience for passengers boarding buses at Exhibition Square/ St Leonard's Place, in line with the objectives of the Better Bus Area Fund programme.

**Build Strong Communities** – Providing better public spaces will improve public interaction and the extra footway space will reduce conflict.

**Protect vulnerable people** – York's streets and spaces need to work for everyone, and there are many significant issues that need to be resolved involving communities of interest as defined by the 2010 Disability Act. More space for pedestrians, higher quality paving, more considered repairs and re-bedding of surface materials, increases in seating and better quality seating, improved lighting, and a new approach to wayfinding will all help to improve physical and intellectual access to services and facilities for all. The additional pedestrian space at junctions will ease problems for vulnerable people using the area.

**Protect the Environment** – proposals will be delivered in accordance with the Council's sustainable objectives, and will enhance the public realm, heritage and townscape of the city centre which will support the sustainable growth of the city and coordinate

with the vision and objectives of the Reinvigorate York initiative. Modal shift as a result of improving bus facilities and services and improved conditions for active modes will reduce carbon emissions by the city and improve the amenity of the city centre.

### **Proposals for Theatre Interchange (BBAF)**

25. The Theatre Interchange design (see Plan at Annex 1) which Members are being asked to approve will include the following key elements:
- i) Reducing the space for bus services to a single lane and removing the right turn manoeuvre by buses.
  - ii) Repositioning the vehicular access in to Kings Manor and paving in new Yorkstone flags. Sensory paving will be installed to help blind and visually impaired people to navigate their way through the area.
  - iii) Providing one space only for the City Tour bus with no reduction in bus stops for existing services.
  - iv) Providing two new single shelters to replace the existing shelters for all bus services. This will allow people to see buses as they approach and will help people who are not as mobile to get to bus stops more easily.
  - v) The new shelter for bus passengers will be more attractively styled and will be provided with seating. Real time information will also be provided so that passengers would be aware of which stop their bus is departing from. Stops will also be fitted with near field communications (NFC) technology, which can aid people with impaired vision and hearing.
  - vi) Providing access for Royal Mail vans to the post box.
  - vii) Keeping provision for late night taxis.
  - viii) Lengthening and widening the central pedestrian crossing island. This will help to ease pedestrian flow at the crossing.
  - ix) Surfacing the bus lay-by in grey coloured Hardicrete and installing new granite bus stop kerbs. Paving the footway at

St Leonard's Place in new Yorkstone paving flags and paving the extended pedestrian area of Exhibition Square with reclaimed Yorkstone paving.

- x) Realigning the kerbs at the lay-by adjacent to the Theatre Royal.

### Community Impact Assessment

26. An overall Community Impact Assessment (CIA) for Reinvigorate York public realm projects has been prepared and includes a project specific assessment for the Theatre Interchange scheme. The CIA is a live document. It will be updated on a regular basis as projects are progressed and can be viewed on-line (see Supplementary Document 2).

### Next Steps

27. Key project milestones for the Exhibition Square/Theatre Interchange project are outlined in Table 2 below. Winter working has been identified as a key construction constraint and critical driver for the project. The BBAF works need to start on site in August so that construction can be completed before the winter moratorium at the end of November. The intention is to phase the construction works as part of a rolling programme over a period of nine months.

Table 2: Key Project Milestones

ID	Milestone	Timescale
1	Cabinet approve Theatre Interchange	1 July 2014
2	Prepare concept design Exhibition Square	May/July 2014
3	Exhibition Square concept design to Reinvigorate York Board	July 2014
4	Start site works start Theatre Interchange	Aug 2014
5	Cabinet approve Exhibition Square	2 September 2014
6	Start site works Exhibition Square	Sept 2014
7	Complete site works Theatre Interchange	End November 2014
8	Complete site works Exhibition Square	End April 2015

## Implications

28. The following implications have been considered:

### **Financial**

Members approved £3m capital for the Reinvigorate York programme in 4<sup>th</sup> September 2012. A sum of £600k has been set aside for Access to Footstreets, Wayfinding project and general projects leaving £2.4m to fund the named projects. A release of £490k was approved on 2<sup>nd</sup> April 2013 for King's Square and a release of £306k was approved on 1 April 2014 for Fossgate. This leaves unallocated funds of £1.6m.

The total cost of the Interchange project is £490k and also represents the match funding that the City of York provided to attract the BBAF to the city.

**Human Resources (HR)** No implications

**Equalities** A full community impact assessment is being carried out as part of an ongoing process for all Reinvigorate York schemes. A specific updated version can be viewed on-line (Supplementary Document 2).

**Legal** Listed building consent will be needed for any proposal to relocate the statue at Exhibition Square. Scheduled Monument Consent will be needed for works affecting the city walls adjacent to Exhibition Square.

**Crime and Disorder** Anticipated to be improved due to increased lighting and improved public realm.

**Information Technology (IT)** No implications.

**Property** No implications.

**Risk Management** An individual risk assessment will be undertaken for individual projects.

## Recommendations

29. Members are asked to approve the overall design for the Theatre Interchange aspect of the Exhibition Square/Theatre Interchange project subject to further minor amendments been delegated to the Director of City and Environmental Services in consultation with the Cabinet Member for Transport.
30. Members are asked to approve the location of replacement bus shelters that offer significant improvements to the existing footways and bus shelters located within the Square.
31. Members are asked to note that a further report is planned for consideration by Cabinet in September, which will seek approval for the remaining aspects of the Exhibition Square project.

### Reasons for recommendations:

- i. To enable progress of the Reinvigorate York Public Realm programme through agreement to the overall design for the interchange and noting progress on Exhibition Square
- ii. To improve arrangements for bus passengers within the area

## Contact Details

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<b>Julian Ridge</b> (Better Bus Area Fund Programme Manager) CES Tel: (01904 552435)	Neil Ferris Assistant Director – Transport, Highways and Waste City and Environmental Services		
	<b>Report Approved</b>	✓	<b>Date:</b> 23.06.14
<b>Specialist Implications Officer(s)</b> <i>List information for all</i>			
<b>Wards Affected:</b>			<b>Guildhall</b>
<b>For further information please contact the author of the report</b>			

## **Background Papers:**

Cabinet Report (1 April 2014): Improving York's City Centre - Reinvalidate York public realm Improvement Projects: outcome of consultation and proposals for Fossgate

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=7647&Ver=4>

Better Bus Area Fund Bid (York 2012)

<http://www.york.gov.uk/info/200206/buses/382/buses/4>

York City Centre Movement and Accessibility Framework (JMP 2011)

[http://www.york.gov.uk/site/scripts/google\\_results.aspx?q=York+City+Centre+Movement+and+Accessibility+Framework+&btnG=Go](http://www.york.gov.uk/site/scripts/google_results.aspx?q=York+City+Centre+Movement+and+Accessibility+Framework+&btnG=Go)

York New City Beautiful (Prof Alan J Simpson 2010)

[http://www.york.gov.uk/info/200406/ldf\\_evidence\\_base\\_documents/465/ldf\\_evidence\\_base\\_documents/36](http://www.york.gov.uk/info/200406/ldf_evidence_base_documents/465/ldf_evidence_base_documents/36)

## **Annexes**

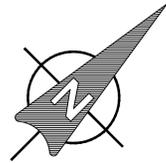
Annex 1: Plan of proposed Theatre Interchange

## **Supplementary Documents**

**SD1:** Analysis of Consultation Responses, Comments and Feedback for Exhibition Square/Theatre Interchange (attached online only)

**SD2:** Reinvalidate York Community Impact Assessment (June 2014) (attached online only)

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- KEY:**
- Charcoal Grey Coloured Hardicrete Surface Treatment
  - New Stone Flag Paving - Non-Vehicle Loading
  - New Stone Setts - Vehicle Loading
  - Reclaimed Stone Flag Paving - Non-Vehicle Loading
  - Proposed Granite Bus Stop Kerbs (160mm upstand)
  - Proposed Granite Kerbs (100mm upstand)
  - Proposed Granite Channel Blocks laid flush
  - Buff Granite Tactile Paving
  - Red Granite Tactile Paving
  - Directional Guidance Path Paving Slabs
- REFER TO DRAWING 12012093-P-009 FOR OPTION 1

**NOTE:**  
THIS CONCEPT PLAN IS FOR ILLUSTRATIVE PURPOSES ONLY

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PRELIMINARY STAGE

Revision	By	Checked	Approved	Date	Description

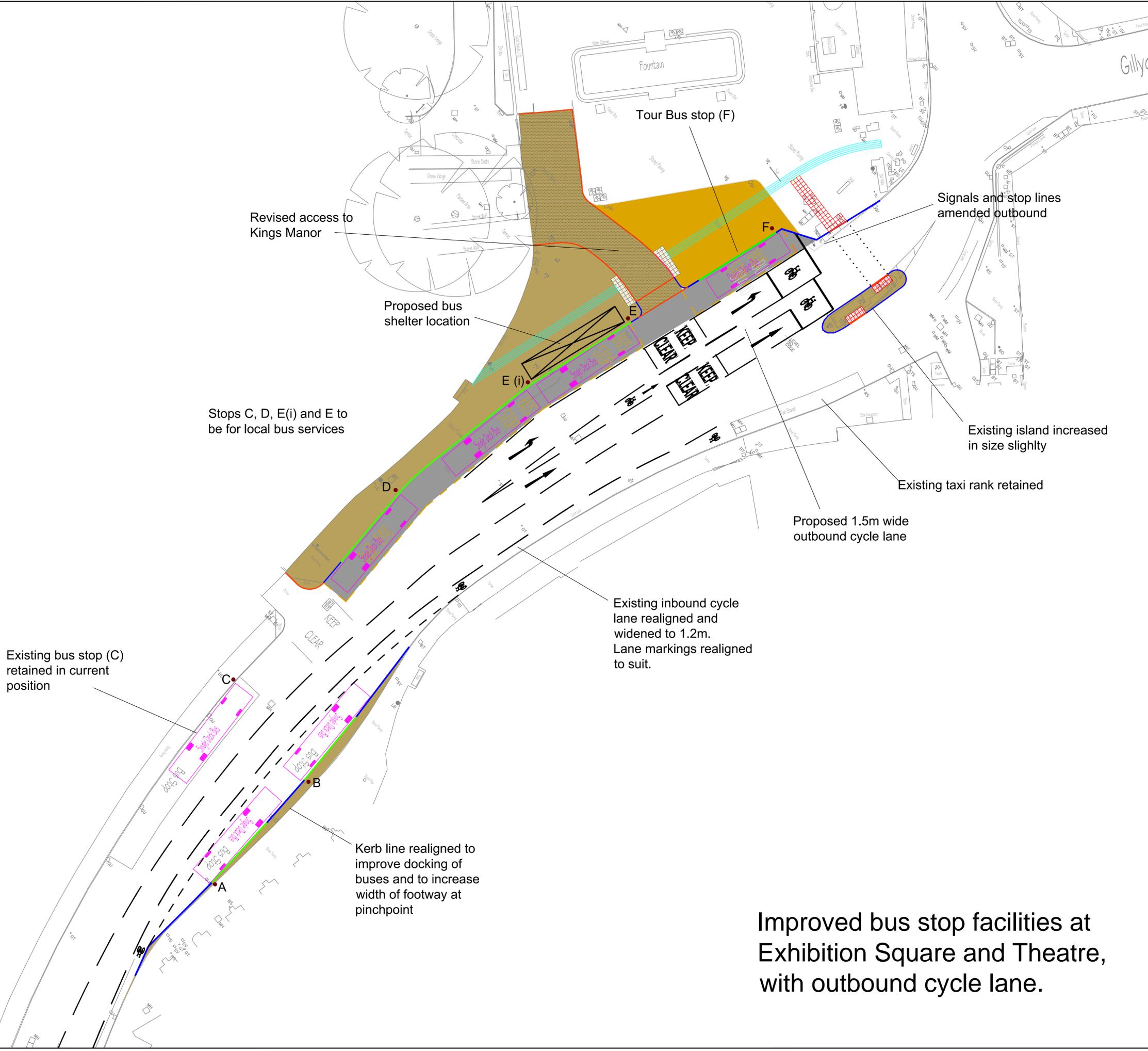


**CITY OF YORK COUNCIL**  
Sustainable Transport Service (Transport Projects)  
West Office, Station Rise, York, YO1 6EA  
Tel: 01904 555550 Fax: 01904 555580  
www.york.gov.uk

Project  
**REINVIGORATE YORK - BBAF EXHIBITION SQUARE**

Drawing  
**BBAF - THEATRE ROYAL INTERCHANGE GENERAL ARRANGEMENT**

Drawn by	M.I.T/D.M	Date:	June 2014
Checked by	M.D.	Date:	June 2014
Authorised by		Date:	
Drawing No.	12012093-P-011	Revision	
Drawing Scale:	1:200	A1	
CAD Filename:		Plot Scale:	1:1



**Improved bus stop facilities at Exhibition Square and Theatre, with outbound cycle lane.**

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