



**Notice of a public meeting of  
Executive**

**To:** Councillors Carr (Chair), Aspden (Vice-Chair), Ayre, Gillies, Rawlings, Runciman, Steward and Waller

**Date:** Thursday, 14 July 2016

**Time:** 5.30 pm

**Venue:** West Offices, Station Rise, York YO1 6GA

**AGENDA**

**Notice to Members – Post Decision 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 Monday 18 July 2016**.

\*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 Policy and Scrutiny 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 items:

Annex 2 (ii) to Agenda Item 8 (The Guildhall – Detailed Designs and Business Case) and Annex 2 to Agenda Item 9 (Demonstrating Progress on the Older Persons' Accommodation Programme) on the grounds that they contain information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

## 3. **Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Wednesday 13 July 2016**. 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/file/6453/protocol\\_for\\_webcasting\\_filming\\_and\\_recording\\_of\\_council\\_meetingspdf](http://www.york.gov.uk/downloads/file/6453/protocol_for_webcasting_filming_and_recording_of_council_meetingspdf)*

- 4. Forward Plan** (Pages 1 - 4)  
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.
- 5. Thinking & Acting Differently – A Response to the Peer Review 2016** (Pages 5 - 28)  
This report offers a specific response to the findings from the recent Local Government Association Peers report and presents the People Plan strategic aims for approval. The report also provides an update on all actions contained in the Peer Review Action Plan along with suggestions for ongoing monitoring arrangements by Members.
- 6. The City Vision and Council Plan – A Framework for Delivery** (Pages 29 - 66)  
This report outlines the refresh undertaken of the Council's Performance Framework, in order to provide a clear line of sight between the high level vision for the city and the work carried out by every Council employee. This follows the Finance & Performance Monitor taken by the Executive in June and in order to reinforce the centrality of the Council Plan in determining priority activities and their resourcing both for services and individual members of staff.
- 7. York Central** (Pages 67 - 98)  
This report feeds back on the outcome of the informal consultation undertaken for the redevelopment of York Central. The report outlines the proposed approach to the Planning Framework; sets out the proposed composition of the York Central Community Forum; provides an update on progress with the project and seeks agreement to enter into a Local Growth Fund deal from Leeds City Region Local Enterprise Partnership in order to proceed with site assembly and preparation.
- 8. The Guildhall - Detailed Designs & Business Case** (Pages 99 - 186)  
This report presents the latest designs and business case for the development of the Guildhall complex, highlighting the potential for a world class venue for business, alongside retained council use in one of York's most significant historic buildings. Executive are recommended to proceed with; detailed design and planning / listed building consent applications for the scheme, to create a business club / serviced office venue, with supporting commercial development on the riverside.

**9. Demonstrating Progress on the Older Persons' Accommodation Programme** (Pages 187 - 218)

This report provides an update on the Older Persons' Accommodation Programme and demonstrates the changing supply and demand for older persons' accommodation with care up to 2020. The report also seeks consent to progress plans for the re-development of the Lowfield school site, open negotiations to purchase land adjacent to Haxby Hall and consult on the closure of a further Older Persons' Home in the autumn of 2016 and one in the first half of 2017.

**10. Prevention and Early Intervention Services - a proposal for a new way of working** (Pages 219 - 318)

This report follows the Executive decisions on 17 March 2016 which outlined the plans to create new Local Area Teams to work across the city to bring together a range of existing services to form a new set of preventative arrangements for families from pregnancy through to adult hood. Work underway to establish the new structures, processes and the new ways of working that are required are reported.

**11. Children and Young People in Care: York's New Strategy 2016-2020** (Pages 319 - 344)

This report introduces the new Children in Care Strategy 2016-20 and seeks Council endorsement of the strategy which has been developed on the basis of consultation and input from children and young people in care, council colleagues and multi-agency partners.

**12. Urgent Business**

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

Democracy Officer:

Name: Jayne Carr

Contact details:

- Telephone – (01904) 552030
- E-mail – [jayne.carr@york.gov.uk](mailto:jayne.carr@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)

 (01904) 551550

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**Forward Plan: Executive Meeting: 14 July 2016**

**Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 25 August 2016**

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Q1 Finance &amp; Performance Monitor</b></p> <p>Purpose of Report: To provide Members with an update on finance and performance information.</p> <p>Members are asked to note the issues</p>	Debbie Mitchell	Executive Member, Finance & Performance
<p><b>Q1 Capital Programme Monitor</b></p> <p>Purpose of Report: To provide Members with an update on the capital programme.</p> <p>Members are asked to note the issues and recommend to full Council any changes as appropriate.</p>	Emma Audrain	Executive Member, Finance & Performance
<p><b>Local Area Coordination in York</b></p> <p>Purpose of Report: To present an overview of progress to develop a model of Local Area Coordination in York, following the award of LGA funding.</p> <p>Members are asked to note the progress made and approve the progression to the next stage of development, including the recruitment of Local Area Coordinators.</p>	Will Boardman	Executive Member for Adult Social Care and Health

<p><b>Alcohol and Illicit Drug Treatment Service Re-commissioning</b></p> <p>Purpose of Report: This report outlines the proposed re-commissioning and procurement of adult alcohol and illicit drug treatment services.</p> <p>Members are asked to:</p> <p>a) agree the proposal to re-procure adult alcohol and illicit drug treatment.</p> <p>b) agree the methodology for the re-procurement.</p>	<p>Leigh Bell</p>	<p>Executive Member for Adult Social Care &amp; Health</p>
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**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 29 September 2016**

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>There are no items currently scheduled on the Forward Plan for the Executive Meeting on 29 September 2016</b></p>		



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

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>Proposed Re-investment of Capital Receipt Entitlement from Historic Transfer of site of Archbishop of York Junior School, Bishopthorpe</b></p> <p>Purpose of Report: To present a report on the options for the use of a capital receipt due to the Council from the sale by the York Diocesan Board of Finance of part of the former Archbishop of York Junior School in Bishopthorpe</p> <p>Members are asked to consider using this capital receipt to invest in the building on the remainder of the former school site which is currently occupied by Bish St Kids Out of School Club to ensure it's future viability for both the Club and as a community resource.</p>	<p>Jake Wood</p>	<p>Executive Member for Education, Children and Young People</p>	<p>14 July</p>	<p>Withdrawn</p>	<p>Pending receipt of further information</p>

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>Alcohol and Illicit Drug Treatment Service Re-commissioning</b></p> <p>Purpose of Report: This report outlines the proposed re-commissioning and procurement of adult alcohol and illicit drug treatment services.</p> <p>Members are asked to:</p> <ul style="list-style-type: none"> <li>a) agree the proposal to re-procure adult alcohol and illicit drug treatment.</li> <li>b) agree the methodology for the re-procurement.</li> </ul> <p>This report will now be considered at 14 July Executive meeting in order to allow for further consideration of the financial implications.</p>	Leigh Bell	Executive Member for Adult Social Care & Health	30 June	25 Aug 16	To allow officers further time to look at the financial implications and to provide further time to make a decision on future provision of services for young people.



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**Executive****14 July 2016**

Report of the Assistant Director, Customers & Employees

Portfolio of the Executive Leader, Deputy Leader, and Executive Member for Finance & Performance

**Thinking & Acting Differently – A Response to the Peer Review 2016****Summary**

1. To offer a specific response to the findings from the recent report from the Local Government Association (LGA) Peers and present the People Plan strategic aims for approval which was already under development to support the council in meeting Council Plan priorities.
2. An update on all actions contained in the Peer Review Action Plan is provided along with suggestions for ongoing monitoring arrangements by Members.

**Recommendations**

3. The Executive are asked:
  - a) to note progress in achieving the Peer Review 2016 Action plan published on 2 June 2016 as shown in Annex B;
  - b) to agree the future monitoring arrangements for the Peer Review Action Plan 2016 through the Council's quarterly performance reporting process that is already in place;
  - c) in light of b) invite Corporate and Scrutiny Management Policy and Scrutiny Committee (CSMC) to review any matters they feel appropriate given the committee's portfolio;
  - d) to approve the People Plan 2016- 20 by signing up to the strategic aims as detailed in Annex C.

Reason: To provide assurance regarding clear action planning and decision taking around the Peer Review 2016 recommendations, together with progress and monitoring arrangements in place.

## Background

4. The council undertook a Local Government Association Peer Review in 2013. The peer challenge team's reports and findings fed into a report to Cabinet in October 2013 which led to the creation of a new transformation programme. In 2014 there was a further review relating to member behaviour following a motion at full Council. In response and during that period an Organisational Development Plan was produced.
5. There were reports in February and September 2015 on the progress of action plans arising from these reviews to Audit & Governance Committee.
6. In a monitoring report provided from the records held by the former Assistant Director Transformation & Change, the following actions were recorded as complete:

### Peer Review 2013:

- Service planning overhauled
- Performance scorecards produced
- Policy & Performance teams consolidated
- Organisational Development Plan developed and
- Transformation Programme developed and implemented.

### Peer Review 2014:

- Group Leaders committed to better ways of working and established cross party group to review and develop protocols
- Guidance reissued on members and officers in decision-making process
- Report to Audit & Governance Committee on revised access to information rules
- Clarify council's values & what they mean for members
- Report on member Freedom of Information Requests.

Further work has been completed over the past 12 months to address in particular the 2014 findings:

- Extensive induction programme delivered to new/existing members
- Member briefing process reviewed
- New scrutiny proposals developed
- Additional resources provided to Democratic Services.

7. The following areas have been rolled into the high level action plan for the Peer Review 2016 contained in this report:

- Media protocol (under redevelopment) – September 2016 report to Executive
- Digital Services Project implementation – September 2016 Phase 1 and 2 implementation.
- Workforce Development – see People Plan proposals contained in this report.

### **Findings of the 2016 review**

8. The LGA Peer letter was published on 2nd June 2016 and can be found in the background papers and in Annex A to this report. The focus of the findings were in line with its objectives around culture and leadership and future plans, it was not a judgement about quality and/or performance of council services.

### **Response to the 2016 Review**

9. Initial work involved bringing together all ongoing/remaining actions from previous reviews, key strategies already under development and to respond to specific points in the new review. Discussion then focussed with senior leadership teams around the top strategic actions which were published alongside the LGA Peer Challenge letter on 2nd June 2016.

10. Those priority actions already under development are, for example, the Management Restructure, People Plan and Media Protocol together with other actions reported separately in these agenda papers relating to the City Vision, Council Plan and Performance Management Framework. Any new or revision of policies/strategies will return back to Executive for approval.

## **Monitoring of the Peer Review 2016 Plan**

11. A report has already been requested by Corporate and Scrutiny Management Policy and Scrutiny Committee (CSMC) on the 2016 Peer Review within the context of the other reviews at its meeting on 15 July 2016.
12. Given the corporate and strategic nature of the 2016 review it is recommended that Executive invite CSMC to monitor the implementation of the key actions arising from the 2016 review and any areas they choose to review in more detail.
13. Notwithstanding this request it is recommended that officers report back to Executive as part of the regular quarterly performance reporting process.

## **People Plan**

14. The People Plan, attached in Annex C, is one of a number of council strategies that will be used to support the organisation deliver the Council Plan. It sets out strategically what we, as an organisation need to do to deliver the right workforce for 2020.
15. The proposed strategy builds on the work put in place as a result of the Council's previous Workforce Strategy (2012-1015) , and takes forward some the recommendations as detailed in the outturn report that went to Corporate and Scrutiny Management Policy and Scrutiny Committee on 7 April 2015.
16. The plan illustrates the main priorities under each of the five strategic aims as follows:

### ***Resourcing***

To resource the council in the most cost effective way, using a flexible resourcing model. Recruit and retain a core workforce with skills and values we need. Challenge and address accessibility barriers

### ***Pay, Reward and Recognition***

To provide pay structures and flexible reward packages that allows for the changing nature of the council's structure, ensuring fairness across all grades

### ***Skills and Behaviours***

To have a visionary ambitious workforce to enable effective delivery of outcomes for residents in challenging times. To further develop our teams so that in enabling the provision of outcomes they can demonstrate flexibility, innovation, decision making, an ability to engage with external parties and at all times excellent customer service.

### ***Performance and Change***

To be an organisation that can transform quickly and effectively, that is outcome focussed, that values and engages with employees and has a culture that is collaborative, innovative, inclusive and creative.

### ***Wellbeing and Engagement***

To be an organisation that supports and manages wellbeing that promotes effective and active employee engagement with staff initiative encouraged and welcomed. We will manage risks sensibly and proportionately to ensure the levels of accidents and incidents of occupational ill health is as low as possible.

17. An action plan is in the process of being developed which will capture the actions /activities to deliver the desired outcomes – Annex D illustrates some examples of how the action plan will be developed under each priority.

## **Consultation**

### **Council Plan/LGA Peer Review**

18. Council Plan priorities were subject to public consultation during summer 2015, and feedback was incorporated into the final plan. The LGA Peers met with a range of stakeholders including partners, residents, officers and members during the Peer Review process.

## **People Plan**

19. Heads of Service and members of Directorate Management Teams have been consulted on the Plan to make sure its relevant, will achieve the desired outcomes for the organisation and that the main focus and key issues have been captured. It is noted however that the as the council's operating model continues to evolve the size, shape, types of activities and roles, and essential skills and competencies may change. As a result the focus and direction of the plan will need to be kept under review to ensure it continues to meet

the strategic requirements of the council. Trade Union representatives have also been consulted on the content.

## **Options**

20. There are no alternative options to recommendation 3a) as it asks members to note the progress in implementing the action plan, not make a decision.

21. In relation to 3b) the options are:

- to agree the future monitoring arrangements for the Peer Review Action Plan 2016 through the council's quarterly performance reporting process that is already in place.
- to agree an alternative or additional form of monitoring to the quarterly performance process.

22. In relation to 3c) the options are:

- to agree to invite CSMC to review related matters
- to disagree with inviting CSMC to review related matter
- to suggest an alternative approach to scrutinising the Peer Review and Action Plan.

23. In relation to 3d) the options are:

- to approve the People Plan strategic aims as summarised in paragraph 16 and Annex C
- to amend and approve the principles and aims
- to reject the principles and aims.

## **Analysis**

24. All information is contained in the body of the report.

## **Council Plan**

25. Outcomes achieved by the activities covered in this report help to deliver priorities in the Council Plan 2015-19. The priorities relating to the People Plan support 'A prosperous city for all', ensuring that as an employer the council sets a positive example of supporting employees to achieve their full potential.



**Implications:**

26.

- a. **Financial:** None
- b. **Human Resources (HR):** See People Plan priorities.
- c. **Equalities:** See People Plan priorities
- d. **Legal:** None
- e. **Crime and Disorder:** None
- f. **Information Technology (ICT):** See use of digital technologies in Peer Review Report
- g. **Property:** None.
- h. **Other:** No known other implications.

**Risk Management**

27. External Peer challenge is a valuable element of the council's performance framework in gaining an external perspective on the council's improvement progress. The action plans and proposed monitoring arrangements are recommended to avoid the risk of the value of the review being lost and key actions being unmonitored/unimplemented.

**Contact Details Author:**

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AD Customers & Employees  
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**Chief Officer Responsible for the report:**

Ian Floyd  
Director of Customer, Business and Support  
Services  
Tel No. 01904 552909

**Report Approved**

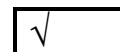


**Date** 30th June 2016

**Specialist Implications Officer(s)** None

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

**All**



## **Background Papers:**

Peer Review Challenge Letter and Peer Review Action Plan 2016, published on the council's website at:

[https://www.york.gov.uk/downloads/download/3254/2016\\_peer\\_review](https://www.york.gov.uk/downloads/download/3254/2016_peer_review)

Previous reports on Peer Review 2013/14:

Audit & Governance Committee February 2015 - LGA Peer Review

<http://modgov.york.gov.uk/ieListDocuments.aspx?CId=437&MId=8119&Ver=4>

Audit & Governance Committee September 2015 – Peer Review Update Report

<http://modgov.york.gov.uk/ieListDocuments.aspx?CId=437&MId=8605&Ver=4>

## **List of abbreviations used in this report:**

LGA	Local Government Association
CYC	City of York Council
HR	Human Resources
ICT	Information and Computer Technology
CSMC	Corporate and Scrutiny Management Policy and Scrutiny Committee

## **Annexes**

Annex A Peer Challenge Letter 2016

Annex B Updated Peer Review 2016 Action Plan

Annex C People Plan

Annex D Key priority areas and actions in People Plan

Steve Stewart  
Chief Executive  
City of York Council  
West Offices  
Station Rise  
York YO1 6GA

April 2016

Dear Steve

### **City of York Council Corporate Peer Challenge follow up 8<sup>th</sup> & 9<sup>th</sup> March 2016**

On behalf of the peer team, thank you for the invitation to deliver the corporate peer challenge follow up as part of the LGA offer to support sector led improvement.

Peer challenges are delivered by experienced elected member and officer peers. The make-up of the peer team reflected your requirements and the focus of the peer challenge. Peers were selected on the basis of their relevant experience and expertise and agreed with you. The peers who delivered the peer challenge at York were:

- Dawn Baxendale – Chief Executive, Southampton City Council
- Councillor Sean Anstee (Conservative) – Leader of Trafford Council
- Councillor Howard Sykes (Liberal Democrat) – Oldham Council
- Mike Poulter – Head of Transformation and Business Support – City of Sunderland Council
- Stephen Parkinson – Head of Policy, Communications and Performance – Preston City Council
- Judith Hurcombe – Programme Manager, LGA (Peer Challenge Manager)

### **Scope and focus of the peer challenge**

#### **You asked us to explore the following areas:**

- Progress since the previous LGA peer challenges undertaken in June 2013 and November 2014
- Behaviours and relationships
- Future plans

### **The peer challenge process**

It is important to stress that this was not an inspection. Peer challenges are improvement-focussed and tailored to meet individual council's needs. They are designed to

complement and add value to a council's own performance and improvement focus. The peer team used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.

The peer team prepared for the peer challenge by reviewing a range of documents and information in order to ensure they were familiar with the Council and the challenges it is facing. We spent 2 days onsite at York, during which we:

- Engaged with more than 129 people including a range of council staff together with councillors and external partners and stakeholders
- Gathered information and views from more than 30 meetings, visited Tang Hall and Hazel Court, and undertook additional research and reading

This letter provides a summary of the peer team's findings. It builds on the feedback presentation provided by the peer team at the end of their on-site visit on Wednesday 9<sup>th</sup> March. The feedback provided is deliberately light touch, as this was not a full scale corporate peer challenge, and our work with you is as fellow local government officers and members, not professional consultants or inspectors.

### **Progress since the Corporate Peer Challenge in June 2013**

Overall the council continues to make some progress since the previous corporate peer challenge, but this has been limited by a widespread lack of ownership of many of the issues and challenges facing the council then and now. We acknowledge there has been a significant period of change at both a political and managerial level, which will have contributed to this situation, but here now exists the potential for a period of stability that should be grasped.

There is still clearly visible pride and commitment to York at all levels. Many people both internal and external to the council gave us positive views about the city and their role and attachment to it. However, many were less enthusiastic about the council, with some describing their continued employment within the organisation being despite the council, rather than because of it.

There has been political change following the May 2015 elections with the council moving from Labour control to a joint administration with Conservative and Liberal Democrat members, and there has been some change in senior management appointments. Irrespective of the nature and qualities of the individuals holding those appointments, this in itself does not represent or provide significant cultural or organisational improvement, and more needs to be done to consider how the council will bring about that change.

Those holding leadership positions are not consistently and widely visible enough across the organisation and sometimes outside of it too. Some staff told us that they rarely saw or heard from members or senior managers unless there was either a complaint to be dealt with, or they were to receive bad news relating to redundancies. Attention needs to be given to how the visibility of senior members and officers could be raised so that staff can be supported and to help them to feel more appreciated than they currently do; sometimes this can be a simple 'thank you' for a job well done, or to hear employees' views about the council and where it could improve. There is a need to develop a more positive corporate

narrative which sets out the future direction of the council and how staff will be supported through change.

A criticism previously was that the council's budget did not follow its stated priorities: the evidence presented to the peer team suggests this remains the case. We heard repeated concerns from officers and members that the most recently completed budget round was largely based on a 'salami-slicing' approach of seeking 30% budget reductions across all departments, rather than a strategic approach which begins to shift expenditure to both deal with long term financial restraint as well as reshaping the council to deal with that restraint. The approach to the budget did not engage senior managers enough and was heavily centralised through the finance directorate. This will have restricted the ability of both members and officers to thematically assess the co-dependencies that exist between service directorates and budgets, and become more aware of any unintended risks and consequences.

Ward budgets, backed by the available delegated budget of £1m, shows a commitment to meeting local priorities and residents' needs, but more attention is needed to address how the distribution of these monies will have impact, and how they will help the council achieve its priorities.

We heard about a number of initiatives that show the council can work well, lead and engage with others to deliver services to communities in different ways, including:

- ICT cutting edge developments including trading opportunities
- The Business Improvement District
- Tang Hall community development
- Re-energised approaches to devolution

York is unusual in that there are many partners who recognise the role of the council as the civic institution of the borough to lead the place, and who are very keen to work with the council to bring about positive change and help to deliver the council's ambitions: this is a good resource to be tapped for the future. Currently the approach to partnership working appears to be stuck in silos and what is achieved and could be achieved is not widely known or understood. There will be many more opportunities available but do not yet appear to be on the radar, and raising the profile of the council's leadership will help to ensure that maximum benefits can be achieved. A more corporate approach is needed so potential opportunities are discussed, shared and understood.

### **Behaviours and relationships**

The establishment of a joint administration reflects a level of political maturity and that, combined with the election arrangements of all-out elections every 4 years provides a significant opportunity for stability. This should not be underestimated because it provides a window to get on with difficult decisions early in the election cycle. More however needs to be done to grow the administration into a cohesive and connected body, with connected and cohesive views and policies, as often it appears to those outside of the inner cohort of the new arrangements, rightly or wrongly, that there are two rather than one political administrations leading the council. The peer team recognises that compromise will be required to allow the administration to endure. This may lead to a perception of understated leadership, yet it absolutely must be the case that power is being held for a shared purpose

and aim, and this is not yet clear. Staff, stakeholders and partners are struggling to understand what this administration is aiming to do, how it will do it, and when its aims will be achieved by.

The leadership provided by members and officers is both functional and operational, in that services are delivered well, and staff are committed to doing a good job to high standards. This commitment is more to the city and serving the public, than wanting to do a good job for the council and sometimes this appears to be despite the leadership of the council.

One of the issues hampering progress is that the organisational focus of many stakeholders seems to be set in the past, often relating to previous people in leadership positions and the previous issues surrounding them. Some of this may relate to the change in administration and of some senior officers, but this backward looking focus means we heard very little about what the council and the city should be doing in the medium-long term. Despite the new Council Plan being agreed, it does not appear to have a high profile and nor is it widely recognised as the key delivery plan for bringing about strategic change both within the council and in the city.

Relationships between executive members appear to have improved and are beginning to mature: this is positive news. More widely there appears to be less of a focus on point-scoring across the political parties, and this is partly reflected in significantly fewer complaints being referred to the Standards Committee.

However, there is room for improvement in the joint and shared wider leadership (by members and officers) of the council. There are some good individual working relationships between senior officers and their respective portfolio holders. But we repeatedly heard members and officers speaking of each other using dialogue such as on 'us and them' with very little expression of 'us' or 'we', which gives a clear indication of separate encampments who regard each other as a problem. It also gives an impression of a lack of a corporate and collegiate approach where members and officers are working together as a team to bring about positive change. This separateness must be addressed if relationships and trust are to develop and the council is to function well as a corporate entity.

There is a wide and differing range of experience across the senior membership of the authority, including of leading, planning and delivery, with some of this being inevitable given the length of time of the new administration. Members need to be mindful of being more open to receiving significant professional support and trusting the integrity of the advice being offered, and to be more open about officers challenging them. Officers too need to be able to challenge members in a constructive way and for that challenge to be reciprocated without being detrimental to either relationships or confidence.

Greater awareness is needed of the ideal behaviours and values that members and officers should be showing when leading the council. This includes the greater visibility mentioned elsewhere in this letter, as well as being consistently professional at all times, and being able to challenge each other when standards are perceived to not meet those levels. Sometimes behaviours can be inappropriate even if they manifest themselves courteously.

We heard individual and collective discussions about a genuine desire to bring about change at the council, and it appears that everyone is up for the challenge to jointly owning a future vision and plans about how to deliver that vision. But it is not yet clear what that vision is: it

needs to be written, shared, debated and articulated, so that some certainty and stability can be provided for staff at all levels including senior managers, and for partners.

### **Future plans**

Attention has been paid to the council's role in the wider devolution arrangements within the region and more emphasis is being placed on playing a greater role in North Yorkshire's arrangements, whilst maintaining an interest in the Leeds City Region. This is a positive early win that is regarded by partners as a good move, and it allows the new administration a platform from which to provide greater leadership of place.

There is a good degree of self-awareness and a desire to bring about change, but we saw little evidence of and heard little discussion about outcomes. What differences will the council bring about that will be recognised by members of the public or other stakeholders? Outcomes appear to have a very low profile, partly because much of the dialogue we observed was internally rather than externally focused.

There is a widespread expectation from some members, staff and partners that the council will produce a vision, backed by clearly articulated future plans that set out and clearly state the future ambition for both the organisation itself and the city. The new Council Plan does not yet appear to fulfill this function: despite its existence we heard widespread concerns from people not being clear the future purpose of the council, its size, shape and future role. This creates uncertainty for staff, stakeholders and partners, about York the council and York the city and their role in it.

We heard of less initiative overload than when we previously reported, but there is also an absence of clarity about how important individual projects relate to each other and the synergies between them. This can be attributed to the perceived lack of a declared vision, Local Plan, medium term financial strategy and agreed and properly resourced delivery programme. The corporate capacity for establishing a coherent plan that is aligned with resources and managed by way of a programmed approach appears to have been redistributed or removed as part of the abolition of the Office of the Chief Executive. The reasons for abolition do not appear to be widely understood either and how future performance will be monitored and reported on is not clear.

The business of any council is complex with a great deal being delivered and being planned for, so care needs to be taken to ensure that the risks and consequences of decisions taken are fully understood and explored before decisions are made, so that the desired outcomes are achieved without detrimental impacts elsewhere. During the recent budget round members do not appear to have fully utilised the skills and experience of officers who could provide that advice, so it is not clear whether interdependencies have been fully explored, nor whether future risks have either. The next round of the budget needs to include more opportunities for members and officers to discuss together how and where savings will be made, so that those risks and interdependencies are explored together and are widely understood. This is important for both the budget round and decision making more widely, to ensure that decisions are made on a solid evidence base.

In 2013 in light of anticipated future budgetary pressures and increasing demand for services, particularly in Adult Social Care, we urged the council to explore its future role and purpose over and above its intention to become a 'commissioning council'. Not much

appears to have happened on this until fairly recently, with new ideas and form being given to how both Adults and Children's services will fit into a new operating model and reduce dependency on the council, with both only recently being discussed in more detail in the context of the council's future size, shape and role. More explanation and debate is needed about the model, including costings and workforce development planning.

There are a number of senior posts which are interim in anticipation of a future restructure. Churn in some directors' posts in recent years has not brought stability to the organisation. The senior managers' review is taking too long to complete and that too is creating anxiety not only for those directly affected but for the people in the departments who work for them. Sorting out the review and the posts affected by it needs to be done with pace, to help to bring stability and end uncertainty.

Staff and member morale needs some attention because wide numbers of people appear to be jaded. Whilst senior members and officers cannot offer certainty about everything, particularly in light of future budget pressures, they can help to create more positive environments which support people better, even if immediate answers cannot be given.

Service delivery is good to date, but the context and demands on local government continue to present challenges, so space needs to be created to think about the strategic and long term future of the council. Such thinking needs to be inclusive and cross-party so that plans are resilient to cope with any future changes of administration (which are not unusual in York's political history). The council and the city deserve those plans to be robust and to be in the best interests of the organisation and the communities it serves.

## **Recommendations**

There is a range of elements we think you should consider now:

- Making visible and public demonstrations of joint leadership
- Create Strategic Leadership Team meetings between the Executive and SMT on at least a monthly basis
- Provide better clarity of the roles and responsibilities of members and officers
- Get on with the senior management review: create officer stability, followed by SMT team building
- Don't lose the opportunity of being a new administration to make the difficult decisions now, and be bold in those decisions
- Focus on action, rather than reaction to immediate issues and events
- Develop a positive narrative about the council and what you want to achieve
- Consider capacity for corporate planning and performance management linked to a medium term financial strategy
- Beyond the social media policy, consider a wider approach to managing vocal minorities, to ensure they do not dominate and distract the council from its business
- Develop a tactical plan to raise the profile of the council
- This is the third review within 3 years. We expect you to develop - with a sense of urgency - a clear and visible action plan with deliverables, timescales and individual member and officer accountabilities, ready for adoption during early summer 2016



**Next steps**

You will undoubtedly wish to reflect on these findings and suggestions made with your senior managerial and political leadership before determining how the council wishes to take things forward. As part of the peer challenge process, there is an offer of continued activity to support this. In the meantime we are keen to continue the relationship we have formed with you and colleagues through the peer challenge to date.

I thought it helpful to include contact details of Mark Edgell, LGA Principal Advisor for Yorkshire and the Humber, [mark.edgell@local.gov.uk](mailto:mark.edgell@local.gov.uk) tel. 07747 636910. He is the main contact between your council and the Local Government Association. Hopefully this provides you with a convenient route of access to the Local Government Association, its resources and any further support.

All of us connected with the peer challenge would like to wish you every success. Once again, many thanks to you and your colleagues for inviting the team to undertake this follow up peer challenge and to everyone involved for their participation.

Yours sincerely

Judith Hurcombe – Programme Manager  
Local Government Association  
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## City of York Council - Peer Review Action Plan

## Annex B

Area	Activity	Outcome	What does success look like	Lead Officers	Progress
Vision and Values <b>Thinking Differently</b>	Develop vision for the Council and the City	Clarity amongst residents and staff about why we do what we do and take the decisions we take. Develop new organisation values and behaviours based on vision	Promotion of the council plan as the main strategic document of the council. Residents have an understanding of the Council's vision for York. Develop values and revised behavioural standards based on vision and values feedback from staff and external partners	Chief Executive	<ul style="list-style-type: none"> <li>Report to Executive 14 July 2016</li> <li>Initial work on values has commenced</li> <li>Engagement Plan to be developed</li> <li>New Behavioural standards work will follow</li> </ul>
	Produce key delivery plans Council Plan (supporting corporate plans and service plans) including management of key risks	Priorities within Council Plan are delivered and specified targets, outputs and outcomes are achieved. Associated key risks are identified, monitored and managed.	Key measures of success have a positive performance trend through the lifetime of the plan. Corporate risks appear alongside KPIs.	CMT	<ul style="list-style-type: none"> <li>Report to Executive 14 July 2016</li> <li>Draft service plans to be developed in line with deadlines set</li> </ul>
	Implement refreshed planning & performance management framework	Line of sight is visible from individual plans to the vision. Plans have clear output measures and outcomes, performance against these is monitored through a structured reporting intended to drive improvement and achievement.	Key measures of success have a positive performance trend through the lifetime of the plan. Maximise openness and transparency by exceeding Publication Scheme requirements	Assistant Director, Customers & Employees	<ul style="list-style-type: none"> <li>Report to Executive 14 July 2016</li> <li>Draft service plans to be developed in line with deadlines set</li> <li>Staff appraisals are underway</li> <li>Policy &amp; Scrutiny structure in development which will drive reporting structure for them</li> </ul>
	Review budget planning process and known structural/financial challenges to deliver the 2030 vision of continued financial best practice	Effective financial planning and resource prioritisation is in place to deliver strategic plans. Innovation and excellence underpins resourcing solutions and decisions.	Key financial performance measures have a positive performance trend through the lifetime of the plan and appear alongside performance, employees and customer satisfaction data.	Director of Customer & Business Support Services	<ul style="list-style-type: none"> <li>Financial plans approved in February 2016 to 2020</li> <li>Detailed budget planning for 2017/18 has commenced</li> </ul>
Delivering For & With the City <b>Acting Differently</b>	Developing a listening council approach	The council and delivery partners engage with, listen to and feed back to stakeholders as part of their organisational values and process design.	Officers and Members to be seen within communities working for communities and having the power to act where appropriate. Have a Feedback ethic – 'you said we did' to all stakeholders.	CMT	<ul style="list-style-type: none"> <li>Engagement Strategy and Toolkit to be reviewed later in year</li> <li>Media Protocols to be agreed</li> <li>Relaunch of the Talkabout panel to collect resident views on bi-annual basis</li> </ul>
	Agree key major decision points in the delivery of significant projects and in light of vision and major policy scanning particularly for: Local Plan; Community Stadium; York Central; Southern Gateway; Future Size and Shape Priorities; Devolution	All major projects are identified, prioritised, resourced and delivered effectively. The city and council has a reputation for managing change effectively to deliver economic and efficiency priorities for the city and the council.	Major Projects appear alongside business as usual activity in Service Plans. Major project KPIs are monitored through corporate and directorate performance framework	CMT	<ul style="list-style-type: none"> <li>'All About Projects' methodology has been launched with updates to Audit &amp; Governance Committee</li> <li>Major project reporting is to be embedded as part of the performance reporting framework</li> </ul>
	Proactive communications and relationships with media	There is a strong and positive narrative in relation to the council's activities and its performance against its priorities. Issue management is planned wherever possible.	Restructure and re-design of communications function once in CBSS directorate	Assistant Director, Customers & Employees	<ul style="list-style-type: none"> <li>Communications restructure complete</li> <li>New Head of Service to be recruited</li> <li>Media Protocol revised (see Executive report 14 July 2016)</li> </ul>
Other Underpinning Actions	Peer development activity/team building support for CMT, Executive Members, Scrutiny Leads	Strong coherent leadership focussed on continuous development in delivering excellence.	Vision for 2030 is agreed. Lines of accountability established through service planning. Major projects are prioritised alongside Frontline Service Delivery	Chief Executive	<ul style="list-style-type: none"> <li>See Executive Report 14 July 2016</li> <li>Joint performance management reporting in development.</li> <li>Leadership development plans to be discussed on arrival of the new Chief Executive.</li> </ul>
	Early progress on Senior Management Review	Skills and capacity are in place to focus on priorities and driving forward promised delivery and change. Delivery of council priorities, values and behaviours through the whole workforce is provided through effective leadership.	Completion of Senior Management Review	Chief Executive	<ul style="list-style-type: none"> <li>Commenced June 2016 for completion by October 2016.</li> </ul>
	People Plan completion & approval as part of delivery planning framework .	Successful development of the skills, capacity and confidence of the workforce during a period of significant change and challenge.	People Plan is completed and approved	Chief Executive	<ul style="list-style-type: none"> <li>See Executive report 14 July 2016 for approval of Strategic objectives</li> <li>Delivery plans are under development</li> <li>Measurement standards to be agreed</li> </ul>
	Review engagement framework including maximising the use of E-Democracy in order to integrate with digital and customer strategic principles across all channels of engagement.	Technologies allow a greater interaction with residents and other users on priorities that matter to them. The council is easier to do business with.	The improved CRM is launched during 2016/17 which provides opportunity for information capture on residents views and queries.	Assistant Directors, Customers & Employees/ Communities, Culture and Public Realm	<ul style="list-style-type: none"> <li>Engagement Strategy/toolkit to be reviewed this Autumn.</li> <li>Digital revenues &amp; benefits to be launched in July .</li> <li>'My Account' will be launched this autumn giving greater and more flexible access to local services and information - use as an engagement tool is yet to be developed.</li> </ul>

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### Resources aligned with operating model

Flexible resourcing model informed by operating model;

Focus on future workforce (aging workforce demographics)

Increased flexibility utilising identified talent along with need to remove internal blockers “cut internal red tape”

### People who are:

Accountable

Able to take decisions

Flexible and work at pace

Able to make full use of IT, embracing technology to support their work.

Customer orientated

Commercially aware

Innovative and entrepreneurial

Able to work in partnership with stakeholders.

### Leaders and managers that are enablers who:

Empower

Coach

Mentor

Encourage Innovation

## Resourcing

To resource the council in the most cost effective way, using a flexible resourcing model. Recruit and retain a core workforce with skills and values we need. Challenge and address accessibility barriers.

- Key organisation design principles are in place;
- Focus has moved away from retaining staff with resourcing more flexible;
- Recruitment processes are streamlined through the use of IT;
- Selection is based on values, behaviours and competencies;
- Offer to young people becomes more sustainable in a shrinking workforce;
- Talent continues to be utilised.

## Pay, Reward and Recognition

To provide pay structures and flexible reward packages that allows for the changing nature of the council’s structure, ensuring fairness across all grades.

- Pay structure is reviewed and redesigned;
- Remains confident in fairness of reward and pay practices;
- A total reward package is in place;
- Outstanding work continues to be recognised and rewarded.

### Pay structures that address immediate pay and grading issues

National Living Wage

Reflect council’s structure

Market compatibility to help facilitate alternative service delivery models

### Recognition and Total Rewards Statements are key in employment proposition

## Performance and Change

To be an organisation that can transform quickly and effectively that is outcome focussed, that values and engages with employees and has a culture that is collaborative, innovative, inclusive and creative.

- Good people management is viewed as key;
- All are clear of the Council’s vision and live its values;
- Performance is consistently managed with everyone clear on their objectives and how their role links to the delivery of service and council plans;
- Talent continues to be identified and developed;
- People policies are simple and accessible and resolution focussed;
- Staff feel in control supported and equipped as change impacts them;
- Networks are in place to share learning/knowledge and skills.

## Skills and Behaviours

To have a visionary ambitious workforce to enable effective delivery of outcomes for residents in challenging times. To further develop our teams so that in enabling the provision of outcomes they can demonstrate flexibility, innovation, decision making, an ability to engage with external parties and at all times excellent customer service.

Focus is on:

- Development (rather than traditional training) with a culture of coaching in place;
- Development more readily accessible with e-learning tool supporting offer;
- Annual L&D programme continues to be in place delivering key skill areas (e.g. digital awareness; customer services etc);
- Managers are key enablers with the leadership team visible and on message;
- A skills audit tool is frequently used to identify appropriate resources along with identified talent instrumental in bringing about change.

## Wellbeing and Engagement

To be an organisation that supports and manages wellbeing, that promotes effective and active employee engagement with staff initiative encouraged and welcomed. We will manage risks sensibly and proportionately to ensure the levels of accidents and incidents of occupational ill health are as low as possible.

- Wellbeing programmes and pro active support continue to be delivered focussing on key health issues for the organisation informed by HR Metrics and aligned with Public Health Strategy;
- There is continuous dialogue with staff via pulse surveys and other mechanisms with their views actively sought to help shape how services are delivered;
- Greater collaboration with trade union colleagues with most issues resolved outside of formal processes with a focus on outcomes;
- More staff are involved in community engagement;
- Clear understanding across the organisation of roles and responsibilities re: H&S;
- Risks are actively managed as a matter of routine and considered in any change to how services are delivered;
- Incident reporting and investigation is improved through the use of IT.

Support processes and systems running throughout

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## Key priority areas and actions in People Plan

## Annex D

Key Area	Strategic Ambition	Priority area	Key Actions	Outcomes
Resourcing	To resource the council in the most cost effective way, using a flexible resourcing model. Recruit and retain a core workforce with skills and values we need. Challenge and address accessibility barriers	Offer to young people becomes more sustainable	Review and communicate revised apprenticeship strategy in light of apprenticeship levy for 2017; Identify and source apprenticeship placements based on future skills need, in addition to current vacancy management approach. Approach to make best use of funds available- 2016 and 17 Review retention of young people following completion of apprenticeship schemes for 2016; Evaluate overall performance of scheme	Make most of funding available' Offer to young people more sustainable ; Workforce profile more reflective of the community it serves in terms of age.
Pay Reward and Recognition	To provide pay structures and flexible reward packages that allows for the changing nature of the council's structure, ensuring fairness across all grades	Pay structure is reviewed and redesigned	Analyse national proposal for review of LGS pay spine and examine implications for CYC pay structure; Identify options for short and long term pay structures Seek agreement on option to pursue; Develop and model the preferred option; Negotiate change and implement	Pay structure that address immediate pay and grading issues including: National living wage; Reduction in senior managers; Market compatibility to help facilitate alternative service delivery models; Increase employee productivity
Performance and Change	To be and organisation that can transform quickly and effectively , that is outcome focussed, that values and	All are clear of the Council's vision and live its values	Vision development for the Council and City Review and amend values and behaviours based on vision for Council and City into our behavioural standards framework Promote and embed revised values	All staff are clear of Council vision and demonstrate it's values and behaviours in all day to day activities

	engages with employees and has a culture that is collaborative, innovative, inclusive and creative.		and behaviours Ensure values are incorporated into other areas of people plan actions eg value based recruitment	
Wellbeing and Engagement	To be an organisation that supports and manages wellbeing that promotes effective and active employee engagement with staff initiative encouraged and welcomed. We will manage risks sensibly and proportionately to ensure the levels of accidents and incidents of occupational ill health is as low as possible.	There is continuous dialogue with staff via pulse surveys and other mechanisms with their views actively sought to help shape how services are delivered	Staff focus groups refreshed; Programme of Pulse Surveys and focus groups put in place to engage with employees and inform on activities arising from people plan; Introduce a staff “thank you” scheme linked to Council values and to support monthly and annual recognition events.	Staff s views are actively sought with feedback loop in place  Staff are recognised and feel valued. Demonstration of Council’s values acknowledged.



<p>Skills and Behaviour</p>	<p>To have a visionary ambitious workforce to enable effective delivery of services in challenging times. To further develop our teams so that in enabling the provision of services they can demonstrate flexibility, innovation, decision making, an ability to engage with external parties and at all times excellent customer service.</p>	<p>Development (rather than traditional training ) with a culture of coaching in place</p> <p>Middle managers are key enablers</p>	<p>Embed a coaching culture within the organisation:</p> <p>Consolidate and expand coaching across the organisation ,</p> <ul style="list-style-type: none"> <li>• Promote coaching faculty offering confidential one to one coaching</li> <li>• Develop managers as coach – providing tools and techniques to introduce coaching into their everyday management style</li> <li>• Provide a basic level of coaching techniques – coaching conversations</li> </ul>	<p>Coaching techniques are frequently used and start to become the natural style of colleagues;</p> <p>Coaching faculty is fully utilised with employees requesting one to one coaching to assist with their development</p> <p>Teams become empowered and supportive</p> <p>Support new ways of working with customers, residents and each other</p>
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14 July 2016

Executive

Report of the Assistant Director, Customers & Employees

Portfolio of the Executive Leader, Deputy Leader, and Executive Member for Finance & Performance

## **The City Vision and Council Plan – A Framework for Delivery**

### **Summary**

1. The Finance & Performance Monitor taken by the Executive at its June meeting reported performance against Council Plan priorities in 2015/16. In order to reinforce the centrality of the Council Plan in determining priority activities and their resourcing both for services and individual members of staff, it is proposed to refresh the Council's Performance Framework, so that there is a clear line of sight between the high level vision for the city and the work carried out by every Council employee (see Annex A for a pictorial representation).

### **Recommendations**

2. Executive to approve:
  - i) the City Vision 2030 and
  - ii) City of York Council Performance Framework 2016-19.

*Reason: To clearly communicate direction of travel of the council alongside the council plan.*

*Reason: To provide a performance framework for assuring action planning and decision making.*

## Background

### Council Plan

3. In the process of developing the Council Plan, to reflect the joint administration's 12 Point Plan, and the Council's other statutory and partnership priorities, there was an *implicit* vision of the kind of city the Council was working to support, articulated in the three core priorities – a prosperous city for all, a focus on front-line services, and a council that listens to residents.

### A Vision for the City

4. Experience over the last year, including in the development of the new Economic Strategy for the city agreed by the Executive in May, has suggested that it would be helpful to make that vision more *explicit* so that members, staff, residents, partners and stakeholders are clear about where we want to be and can see how the Council Plan contributes to the achievement of the vision. This perception was reinforced by the findings of the Peer Review. A draft vision developed by Executive Members and officers is attached at Annex B.
5. The key elements of the Vision describes how the city will be in terms of the place, its people and the council, with sustainable growth providing the means to ensure all residents can fulfil their potential. This is summarised as:

*“The Council will secure the future of York as a prosperous, progressive, and sustainable city, giving the highest priority to the wellbeing of its residents, whilst protecting the fabric and culture of this world-famous historic city”.*

### Performance Framework (including Service Planning)

6. The council last updated its Performance and Service Planning framework in 2014 due to the centralisation of data practices. The launch of the 'Key Performance Data (KPI) Machine' in the spring of 2015 to be the central repository of performance data, has created increased scope, availability and timeliness of performance information, and this has given the organisation further opportunities for the performance framework to be updated and refined. A draft update of the council's proposed Performance Framework to cover the period 2016-19 is therefore attached at Annex C for consideration.

7. The key elements of the Performance Framework are:
  - A line of sight from the council's Vision through to directorate service planning and frontline service delivery.
  - Looks to ensure the council and its partner's network of plans are coordinated through an integrated performance framework.
  - Outlines regular monitoring activity with responsibility held at an appropriate level.
  - Places the Council Plan and Executive Member portfolios at the centre of planning and monitoring activity.
  
8. The Performance Framework includes guidance related to council and service planning, which is being refreshed in light of the proposed new council framework. Service planning within the City of York council is at Assistant Director level and that given the timing of this report, and the planned senior management restructure, work will commence with Assistant Directors to start drafting service plans for planned new portfolios ready for approval in May 2017; in the mean time all other elements of the performance framework will operate as described with quarterly reporting to management teams and Executive.

### **Embedding The Approach**

9. In order to embed the new vision, when agreed, we will put in place a number of actions, including:
  - We will develop new values and behavioural standards which will be the basis of our Performance Development Review (PDR) process, and how in future we recruit our staff.
  - We will engage with partners through formal and informal channels so that they are clear on the direction of travel and gain their support and commitment to playing their part in the achievement of the vision.
  - We will ensure Internal and external communications will have the vision at its heart and we develop a communications plan to highlight aspects of the vision to our staff, particularly those affected by implementation of the new operating model, and stakeholders on a regular, ongoing basis.
  - We will report on our progress towards Council Plan objectives (as the "delivery plan" for the vision) and the associated

performance measures through quarterly monitoring internally, and through the York Open Data platform.

**Implications:**

10. The implications are as follows:
  - a. **Financial:** There are no direct financial implications to this report, but a strong performance framework will increase the robustness of decision-making.
  - b. **Human Resources (HR):** There are no HR implications to this report.
  - c. **Equalities:** There are no equalities implications to this report.
  - d. **Legal:** There are no legal implications to this report.
  - e. **Crime and Disorder:** There are no crime and disorder implications to this report.
  - f. **Information Technology (ICT):** There are no information technology implications to this report.
  - g. **Property:** There are no property implications to this report.
  - h. **Other:** No known implications.

**Risk Management**

11. The risk of not refreshing our performance framework within a long term vision will mean an unfocussed approach to delivering the Council Plan without a line of sight and without clear direction, prioritisation and methodology for improvement.

**Contact Details  
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AD Customers & Employees  
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**Chief Officer Responsible for the report:**

Ian Floyd  
Director of Customer, Business and Support  
Services  
Tel No. 01904 552909

**Report Approved**



**Date** 30th June 2016

**Specialist Implications Officer(s)** None

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

**All**



**Background Papers:**

Council Plan – Executive July 2015

Peer Review 2016 – Executive July 2016.

**Annexes**

Annex A Line of Sight

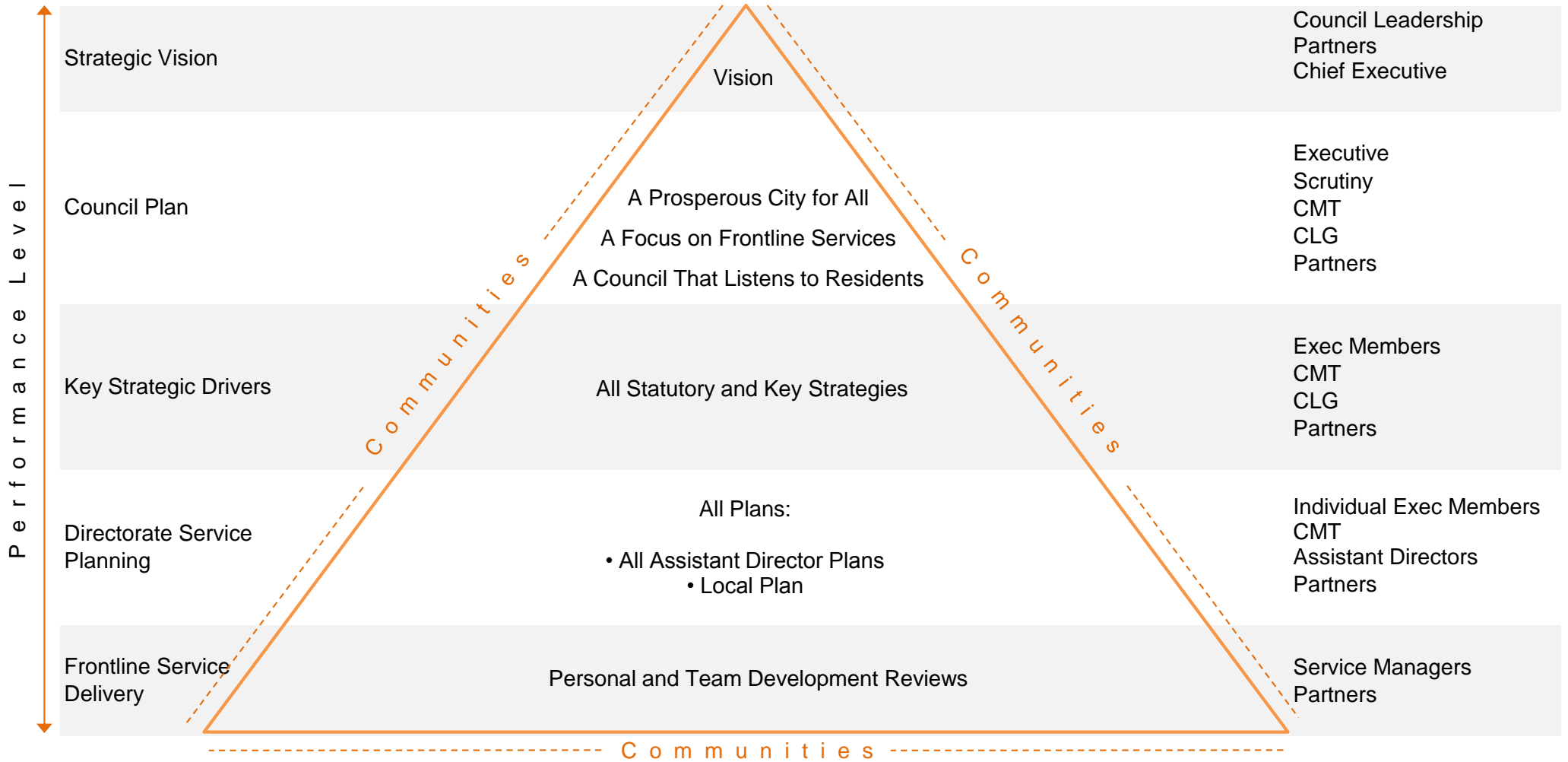
Annex B York 2030 - still making history

Annex C Performance Management Framework 2016 - 2019

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### Line of Sight



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## **York 2030 - still making history**

It is 2030. York is widely recognised as one of the best places to live in the world: a distinct, exciting and beautiful northern City, rich in history but forward-looking and progressive. The city, acknowledged as an intellectual and environmental hub, enjoys a vibrant economy in which local people can access jobs, housing and opportunities. Residents enjoy a high quality of life, and there is a real pride in York. People are generous with their time in helping one another, particularly more vulnerable people in our local community. Residents live in safe neighbourhoods and benefit from first-class education, excellent frontline public services and community facilities.

### **Our People**

People love being in York; they smile. The City appeals to all ages and backgrounds with all York's communities contributing to the vibrancy.

The council has forged a partnership with local communities, parish councils and voluntary organisations. Residents take ownership of local issues and feel empowered through thriving area-based Ward Committees.

York's people take collective responsibility for keeping children safe and protected from harm. Partners work together to identify risks and intervene early to prevent problems

getting worse. York is a place where children and childhood is highly valued. Our aim is for every child to achieve great things, be kept safe and to build resilience to enable them to make a successful transition to adulthood.

York's young people have access to the best education in the North, coordinated across our schools, colleges and universities. Partnership working means skills are linked to opportunities and everyone is supported to achieve their full potential whatever their background.

A well established citywide graduate and apprenticeship programme helps York keep students in the city, and has allowed small local businesses to gain valuable skills.

A continued effort to tackle poverty and social exclusion has achieved real results and helped ensure everyone feels part of York's ongoing success.

The Council provides information and coordination to allow people to live independently, supporting themselves and each other. An integrated Health and Social Care system means that for those who encounter challenges which stop them from living well without some assistance, additional support is available quickly and easily to prevent, reduce and delay need, whilst longer term support is available.

Mental health and wellbeing is given true parity of esteem to physical health

in all services and organisations across York.

## **Our Place**

York has creatively used its heritage and unique assets to cement its reputation as a distinct, exciting and beautiful northern City.

The city has reclaimed its railway past with York Central delivering a new sustainable business and cultural community. Significant new quality office space has allowed businesses small and large to flourish and enabled a shift to higher paid jobs.

Through the council's effective partnership with the Business Improvement District and private sector, York has been protected and enhanced. High quality developments including York Central have been delivered and are occupied by high value employers. These projects have been developed with long term sustainability in mind, improving the attractiveness of the City while maintaining its unique identity and culture. Millions of visitors from around the world continue to flock to York.

Through the delivery of these key projects, we have grown our business rates base and this has allowed us to invest in key priorities including supporting economic growth, such as improvements to the Outer Ring Road and to deliver York's new Southern Gateway. With a station regeneration - the 'Kings Cross of the North' - and

recently completed High Speed links, businesses and residents can access other major cities in the country in less than 90 minutes.

Sustainability is at the heart of the city, and continuing investment in local transport means York now has the highest proportion of people using sustainable transport in the north with a resulting improvement in air quality and congestion.

The challenges of climate change and flooding are recognised. Local businesses and organisations have joined the council in signing up to the 'One Planet York' framework, promoting zero waste and zero carbon outcomes. Recycling has rocketed and with emissions falling, York is rightly recognised as the Greenest City in the North.

We have world-class cultural, retail and leisure opportunities, including the sports facilities at York's Community Stadium. District centres from Haxby to Bishopthorpe Road to Acomb Front Street thrive.

An evidence-based Local Plan has seen new housing built across the city, but the historic character of York and its Green Belt setting has been protected and enhanced with newly created strays and open spaces. Strong partnerships between developers and local communities have ensured that new housing is environmentally sustainable and blends successfully with existing

settlements, with the necessary supporting infrastructure. There is also a range of additional affordable options for those on lower incomes as part of consistent efforts to keep housing within reach for all.

Whilst there has been growth in the number and quality of jobs in the tourism and hospitality sector, the largest growth has been in high value jobs in the rail, insurance, agri-tech and bioeconomy research sectors, both through incoming businesses and growing local businesses. By making the right choices around creating the right conditions for high value jobs, York has turned around the trends of falling wages and encouraged young people to stay in the city.

### **Our Council**

A great place deserves excellent public services, and in challenging circumstances, the Council has taken a strong lead to ensure these are secure for the long term.

The council continues to protect and enable frontline services. To achieve this, the council works in partnership, making appropriate use of the expertise and capacity of all sectors, including its resilient communities.

Residents have confidence that the council is listening to them. The council is seen as accessible and accountable while meaningful engagement means residents' priorities are the council's priorities. The council acts on these

priorities, be they fixing potholes or investing in new parks, balancing resources to provide quick solutions with longer term approaches to ensure the sustainability of the city. The council is recognised as an excellent employer which pays a Living Wage and leads by example in tackling climate change.

Open, transparent, and cross-party decision making has helped drive forward all reforms. Technology is used to improve engagement with residents and open up local democracy.

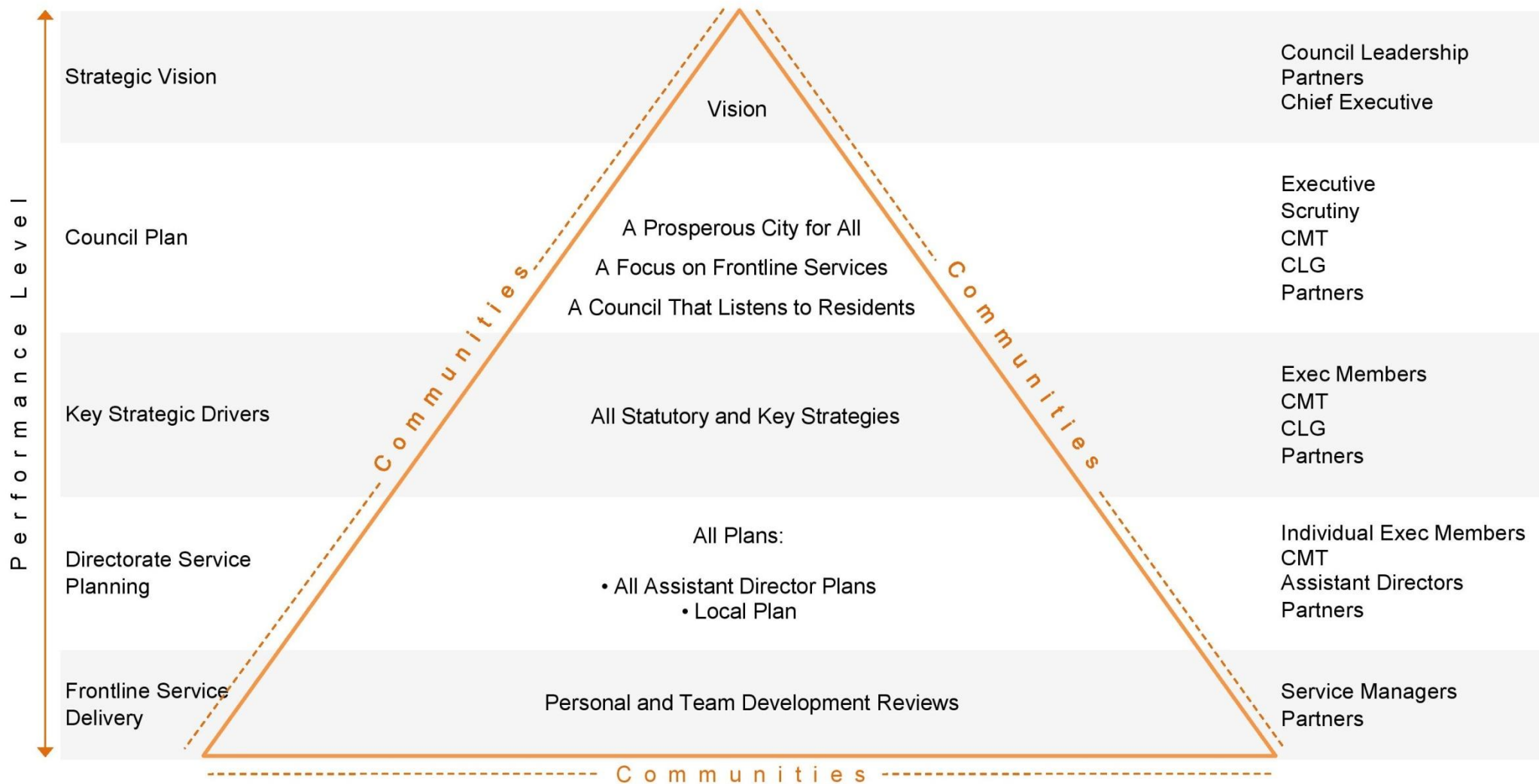
The council like the city is seen as an example for others to follow. In 2030 York continues to make history.....

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# Performance Management Framework 2016 - 2019

## Line of Sight





# Foreword

## Performance Management Framework

Performance Management is taking action in response to actual performance to make outcomes better than they would otherwise be.

Integrated performance management arrangements provide the platform on which “one council” working can be built. It helps us identify the ‘added value’ of working to deliver the Council’s key priorities and engage with residents. It enables us to make effective, well-informed and timely decisions which focus on the outcomes expressed in the Council Plan. This guidance aims to:

- provide clarity about how the performance management system works
- raise the awareness and understanding of performance management
- explain how the various components of performance all fit together
- outline who is responsible for what
- help us to improve our corporate working to ensure we achieve our vision and deliver high quality outcomes for the city with the people of York.

Steve Stewart  
Chief Executive





# Introduction

## Performance Management Framework

### **Purpose of the Framework**

Performance Management is essential to the success of City of York council and is a vital element of forward planning, risk management and continuous improvement. This framework aims to assist Executive and Policy & Scrutiny Members (councillors), members of the Corporate Management Team, , Partners (including Partnership Board chairs/members) and supporting officers to understand performance management and the various components that contribute to effective performance.

### **Why is Performance Management Important?**

Improving the outcomes for York's citizens and businesses is at the top of the Council's agenda and the demand for improvement and the pace of improvement have increased dramatically in the last few years. York is faced with a range of challenges and opportunities, including significantly reduced level of resources from Government to deliver key services married with increasingly higher expectations from customers, and yet this very scenario also provides an opportunity to fundamentally re-think our role, the services we must deliver against those we would like to deliver and importantly how and where they are delivered. The Council will need effective performance management and measurement to ensure success in meeting these challenges, to provide evidence of achievements and to identify 'what works'.



# Introduction

## Performance Management Framework

### What Do We Mean By Performance Management?

Performance Management is one element of the Council's overall management arrangements, which are all focused on ensuring that the Council achieves its ambitions. Other management features includes member development, consultation and communication, research and needs assessment and resource management. Performance management through a planning framework ensures that individuals, teams and the overall organisation know what they should be doing, how they should be doing it and take responsibility for what they achieve.

If the Council is going to deliver the outcomes that people of York want, it has to be sure there is a performance management framework that:

- Is based on key priorities and objectives and helps to measure the right things at the right time
- Is used to continually improve how we work together and the way services delivered are performance managed
- Is based on quality and accuracy of current and forecasted information which produces meaningful measures of how partners and services are performing
- Enables learning from others, learning from our own experiences and mistakes and listens to partners needs
- Meets the needs of all the people involved in delivering outcomes in the city, inside and outside the Council.

Effective Performance Management will help to:

- Prioritise what gets done and ensure there are sufficient resources to do it
- Ensure the Council provides value for money
- Identify and rectify poor performance at an early stage and learn from past performance
- Increase user and public satisfaction.

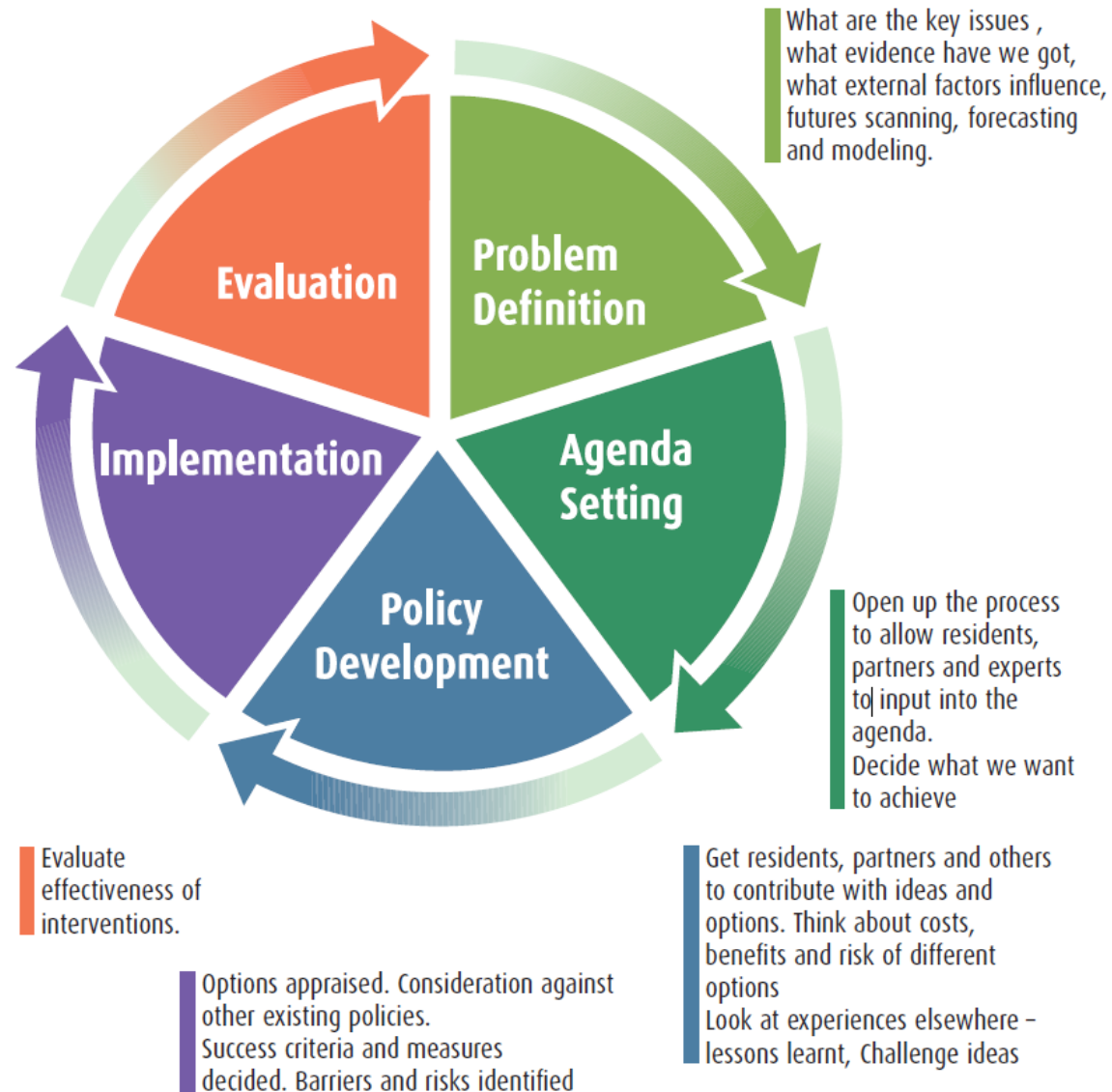
# The Framework

## Performance Management Framework

The objective of the Performance Management and Improvement Framework is to build from the ground up, a proactive and collaborative performance management culture at all levels of the council. This will support improvement, delivery and effective decision making.

The focus is on a performance approach that is inherent in everything we do.

The Framework is predicated on the Plan, Do, Study, Act cycle.





# The Framework

## Performance Management Framework

### A Network of Plans and Line of Sight

The Council's performance management framework is informed by a network of plans that work together to create a 'line of sight' to deliver key outcomes for York. Evidence linked to existing and forecasted data will inform the Council's policy framework which in turn will inform our planning process.

Against the backdrop of a long-term Vision for the City, there are a number of key drivers and influences that help to shape the medium term strategic delivery plan for the Council – the City of York Council Plan. These include those priorities and ambitions that guide all local authorities nationally, as whilst there is no national performance management framework there remains a significant duty placed on local councils to provide central government with 'data' via the single data list and also through a range of continuing inspectoral frameworks. On average the Council will work to ensure over 700 pieces of data are monitored and returned to central government on a regular basis.

The City of York Council's Corporate Plan for 2015 – 2019 contains three key themes which are:

- A Prosperous City for All
- A Focus on Frontline Services
- A Council that Listens to Residents

Each of the themes outlined span across the portfolios held by each of the elected Executive Members and routine performance monitoring of portfolios will help drive the delivery of activity, in order to realise ambitions in each thematic area.



# The Framework

## Performance Management Framework

### Service Improvement Plans

Service Improvement Plans are a vital part of the Council's performance management framework linking thematic priorities. Having a clear framework enables each service area to identify how their actions contribute to the Council's development and improved outcomes for the City. Forecasting and benchmarking are core parts of well produced Service Improvement Plans, which are an essential tool through which we ensure that rational, evidence-based decisions can be taken concerning levels and types of activity.

Service Improvement Plans should contain only:

- Actions that contribute to achievement of the Council's Priorities
- Actions that are driven by the need to improve efficiency and effectiveness
- Actions that relate to frontline service or delivery of statutory requirements, whether or not directly related to the Council's priorities.

All our performance measurement processes should be linked to the Council's 'line of sight' and show whether, and how, its priorities are being met. Actions detailed in all plans should feed into this and every individual in the organisation should have a clear line of sight between their individual objectives, and the Council Plan.

The Annual Performance Management cycle is designed to provide a process for deciding what to aim for and how to do it in the future, rather than just being a good measurement system for what we are doing now. There is no point in having a system that demonstrates excellent performance if ultimately the Council does not address its strategic priorities.



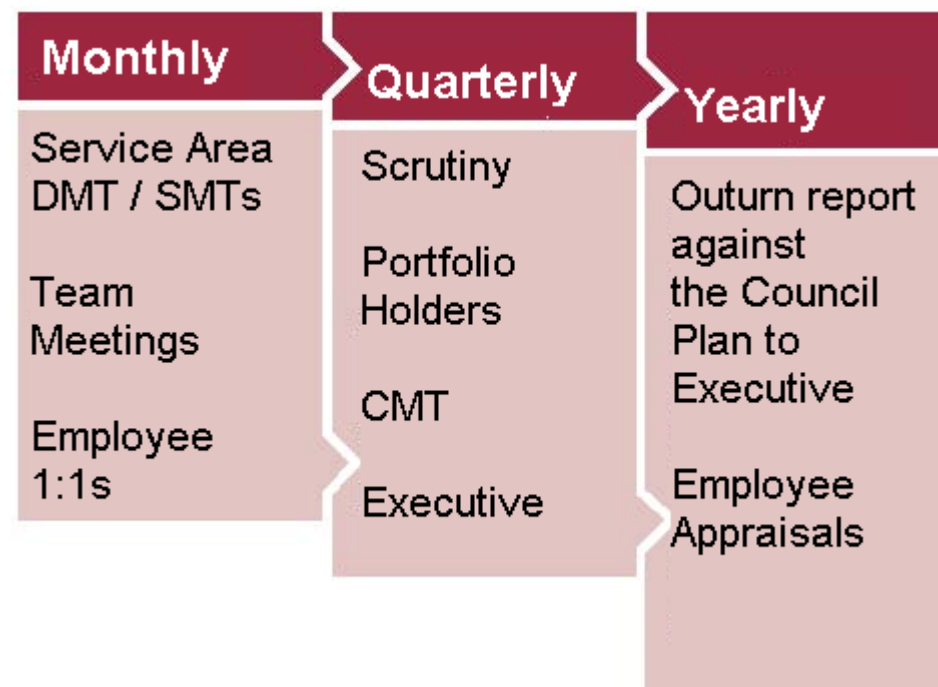
# The Framework

## Performance Management Framework

Corporate performance reporting takes place across all service areas, to councillors, senior management and the public. The performance reporting cycle monitors performance and progress against the delivery of the Corporate Plan and Service Business Plans. Reporting provides challenge, reviews exceptions quarterly, addresses under-performance and identifies corrective actions.

Monthly DMTs (chaired by Directors and attended by Heads of Service) review performance and contribute to quarterly monitoring to CMT which will include exception reports where performance is a concern. Performance Clinics can be called where performance is a concern and remedial plans submitted to both executive members and CMT.

In line with the council's People Plan, personal objectives are reviewed in 1:1 meetings and an end of year written Performance Development Review or appraisal.





# The Framework

## Performance Management Framework

### Performance Reporting

There are different demands in relation to performance reporting as there are multiple stakeholders accountable for managing local authority activity and the frequency of reporting will be subject to a number of issues including availability of data and when groups meet. The key accountability structure governing performance for York City Council is detailed in the following pages. As well as regular performance reporting across a number of areas of activity, the Council has in place an exception reporting process to strengthen performance management arrangements in the Council.

The Executive will receive a quarterly progress report that outlines:

- Strategic actions completed and progress
- Progress against end of year outcome indicators
- Resource implications and current position
- Risks and how they are being managed

This incorporates an assessment of progress against the Council Plan, key achievements or issues and includes any remedial plans completed and performance clinics held.

The end of year performance report covers the same areas as the progress report but include an assessment as to whether it is reasonable to assume that the strategic actions have had an impact on the appropriate outcome and performance indicators (sometimes called plausibility).



# The Framework

## Performance Management Framework

### Performance Clinics and Remedial Plans

It is important to regularly review and evaluate performance against targets and, including benchmarking and forecasting to ensure performance both current and future is analysed to secure a continuous improvement trajectory. Where it is identified that performance is of concern there is an opportunity to explore the performance issues in detail and identify appropriate remedial actions if required (in some cases it may be that the performance indicator is misleading). The aim of the Performance Clinic is to:

- Enhance the role that partners can play in driving improvement and the management of key performance indicators – this is applicable where business processes cut across public services in York
- Reinforce the responsibilities of partners in achieving continuous improvement
- Assess and remedy poor performance resulting in Action Plan revisions, requests for more frequent updates, shifts in resources or additional approaches adopted.
- Provide a vehicle for driving improvement to meet strategic priorities
- Provides the Corporate Management Team and the Executive with the opportunity to recognise good performance and creates ownership and accountability for performance management and service improvement.

Performance Clinics are primarily arranged by the lead business stakeholder and Strategic Intelligence Hub Manager, but can also be requested by managers, Heads of Service, Assistant Directors or CMT. Clinics are usually requested following the submission and analysis of the quarterly performance reports, but can be arranged at any time, should there be concern that performance is 'off track'.





# The Framework

## Performance Management Framework

It is essential that performance clinics are representative of people who have ownership and overall responsibility for specific performance measures. Therefore Clinics should be attended by the following persons:

- The Chair or their nominated representative
- Head of Service and relevant operational staff
- Relevant Lead from the Strategic Intelligence Hub
- Members of the Board who have a perspective or responsibility for achieving the Performance or Outcome Indicator
- External experts/advisors as required.

At each Clinic, the relevant Head of Service, with support from the Strategic Intelligence Hub lead is expected to present details of their progress towards key objectives and key performance indicators to the Chair of the Board and partners. This should include historical, current and forecasted data. They will also be expected to present details of the actions they propose to make to address areas for improvement. The Clinic is a two way communication process which enables managers to report progress against targets and present details of the actions they propose to take to address any areas for improvements as well as providing an opportunity for managers to discuss issues or problems relating to performance.

Questions that the Clinic may ask include:

- Have targets been met, will this continue and the reasons behind this?
- If performance is poor, what can be done to turn this work around, is it a capacity or capability issue?
- Is there an opportunity to prioritise recovery or shift resources?

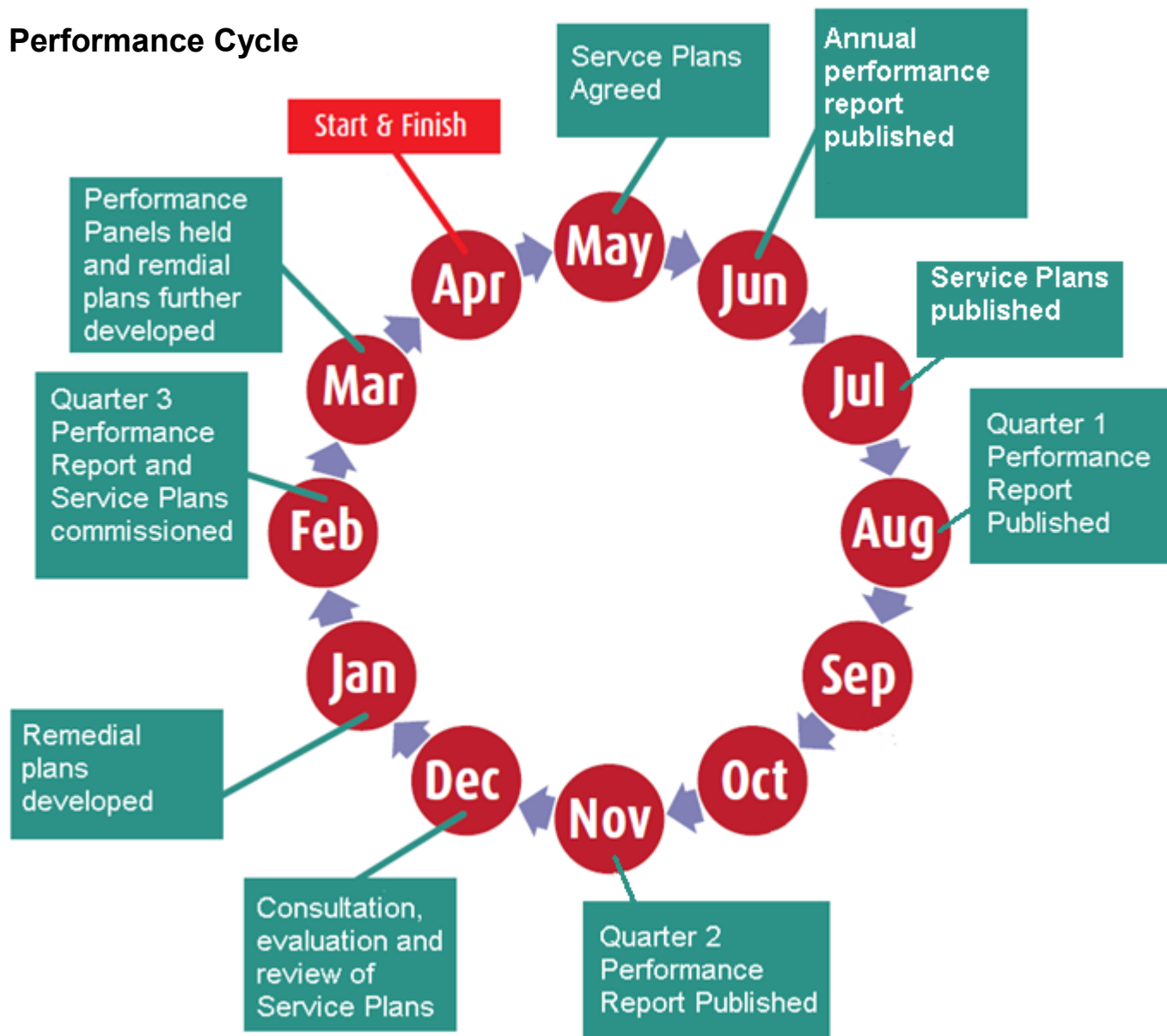
Where performance is on a downward trajectory, the Clinic will then enforce further action and agree a recovery/remedial plan which should clearly outline what action will be taken to address the problem, how it will be monitored and the likely outcomes, including required changes to the annual delivery plan.



# The Framework

## Performance Management Framework

### City of York Council's Annual Performance Cycle





# Making Performance Management Work

## Performance Management Framework

### Roles and Responsibilities

Effective performance management requires clearly defined and structured accountability. For York these are:

- **Executive Members** have overall responsibility for the approval of and accountability for the Council Plan and associated policy framework.
- **Corporate Management Team** are in effect ‘the custodians’ of the Council Plan with responsibility for delivery of the council plan and associated policies. They are also responsible for having an overview of performance ensuring that the right priorities are being attached to the actions contained within the relevant service business and improvement plans.
- **Partnership Boards** are responsible for both advising board members on priorities and ‘commissioning’ partnership action. They have a responsibility to monitor performance, and generating action to ensure that delivery is on course. They can also call performance clinics as and when required. Ultimately they need to report problems of performance to the Chief Executive Officer Group for consideration and action.
- **The Strategic Intelligence Hub** is responsible for ensuring that timely and accurate performance information is available, that problems of performance are flagged and that appropriate delivery plans and performance clinics are generated and tracked. The Hub is responsible for developing the council’s performance information system, the ‘KPI Machine’, to enable on demand access to key data at all times.
- **The Role of Internal Audit** provides guidance and information on risk management, in addition to dealing with the provision of audit services. If data quality issues are identified through the course of an audit, whether linked to a performance indicator data or not, this will be raised in the audit report. Internal audit also provide an independent review of the corporate approach to performance management and data quality.



# Making Performance Management Work

## Performance Management Framework

### Reporting Performance

The Corporate Management Team, partnership board Chairs and business managers all play a crucial role in reviewing objectives and monitoring performance results. The following structures all have a key role to play:

Structure	Performance Reported	Frequency
Executive	Executive Member Portfolios/Indicators	Quarterly, with on demand access to performance information available via CYC KPI Machine. Annual Council Plan progress report.
Corporate Management Team	As above, plus any statutory indicators affecting the Council's standing and reputation	Quarterly, with on demand access to performance information available via CYC KPI Machine. Annual Council Plan progress report
Partnership Boards and scrutiny committees	As above for each Board and any remedial plans plus annual Delivery Plans	Quarterly, with adhoc exception reporting as required
DMTs	Service Plan Actions	Monthly, with on demand access to performance information available via CYC KPI Machine
Performance Clinics	As required	As required



# Making Performance Management Work

## Performance Management Framework

### Data Quality Standards

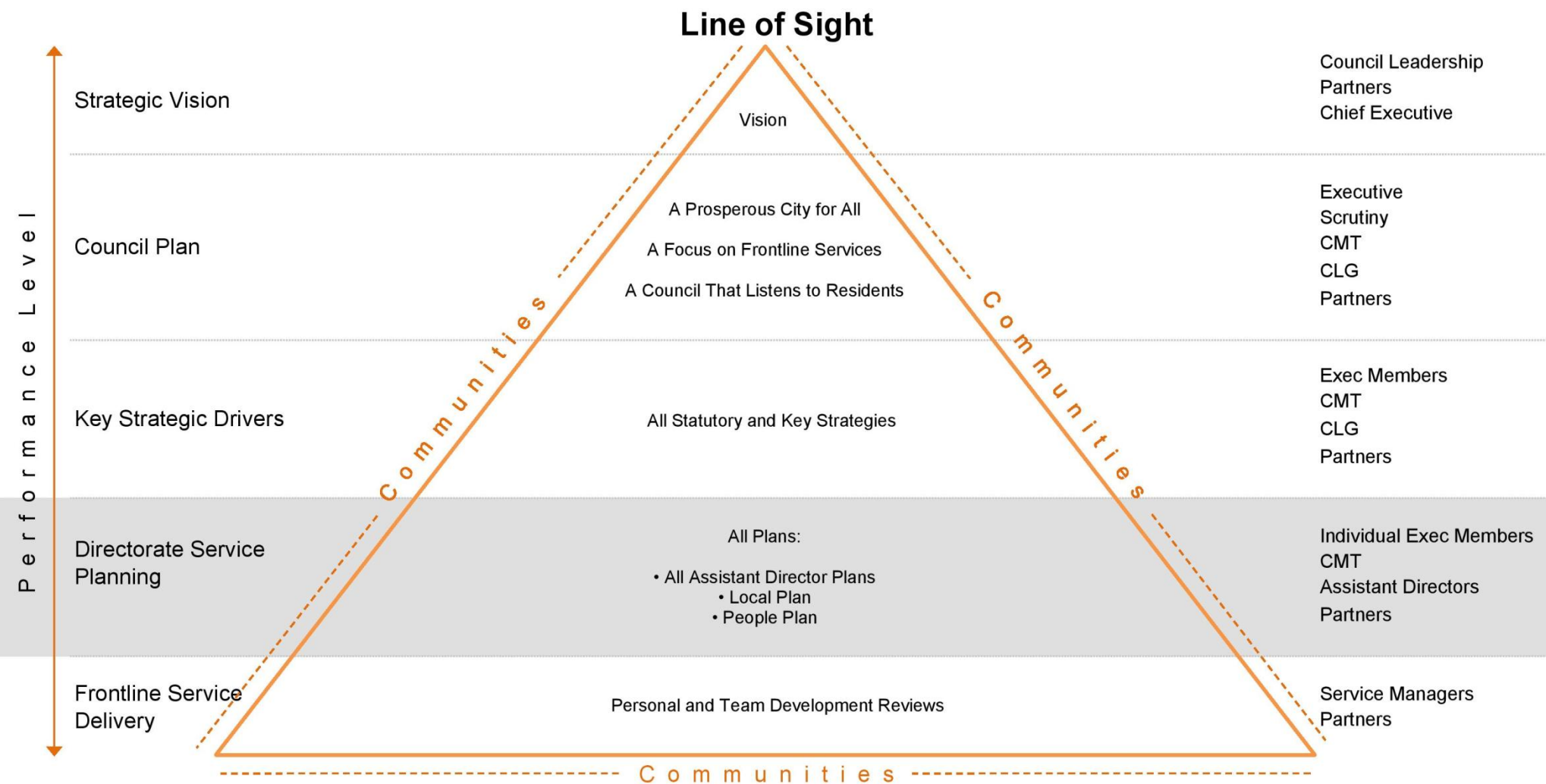
As a minimum, services both within and external to the council will need to demonstrate the following principles with respect to data quality:

	Performance Reported
Accuracy	Data should be sufficiently accurate for its intended purposes, representing clearly and in sufficient detail the interaction provided at the point of activity. Data should be captured once only, although it may have multiple uses. Accuracy is most likely to be secured if data is captured as close to the point of activity as possible. The need for accuracy must be balanced with the importance of the uses for the data, and the costs and effort of collection, although data limitations should always be clear to its users.
Validity	Data should be recorded and used in compliance with relevant requirements, including the correct application of any rules or definitions. This will ensure consistency between periods and with similar organisations. Where proxy data is used to compensate for an absence of actual data, organisations must consider how well this data is able to satisfy the intended purpose.
Reliability	Data should reflect stable and consistent data collection processes across collection points and over time, whether using manual or computer-based systems, or a combination. Managers and stakeholders should be confident that progress toward performance targets reflects real changes rather than variations in data collection approaches or methods.
Timeliness	Data should be captured as quickly as possible after the event or activity and must be available for the intended use within a reasonable time period. Data must be available quickly and frequently enough to support information needs and to influence the appropriate level of service or management decisions.
Relevance	Data captured should be relevant to the purposes for which it is used. This entails periodic review of requirements to reflect changing needs.
Completeness	Data requirements should be clearly specified based on the information needs of the Council and data collection processes matched to these requirements. Monitoring missing, incomplete, or invalid records can provide an indication of data quality and can also point to problems in the recording of certain data items.



# Service Improvement Plan Guidance

## 2016 - 2019





# Service Improvement Plan Guidance

## 2016 - 2019

### Overview

High level Service Improvement Plans are built around the Assistant Director portfolios and are the only plans required by Corporate Management Team. Plans should be influenced by the key strategic drivers, the Council Plan and the Strategic Vision that precede them and they should directly relate to the delivery of frontline services as well as feed in to team and personal development plans.

Plans should focus on delivering medium to long term priorities and cover a minimum one year period.

Financial challenges for the foreseeable future mean plans need to focus on activity that ensures the delivery of frontline services and statutory obligations, plus council plan priorities and supporting Major Projects.

Managers will 'buddy' through Service to City to scrutinise plans

Operational detail that supports the Business Plan should be held in operational plans and managed at Directorate Management Team level. Operational plans will be scrutinised on an exception basis or at Performance Clinics

### Timeline

February	March – April		May – July		December
Templates agreed by CMT	ADs complete draft plans	Directors review AD plans at DMTs	Directors review plans with Exec Member	Plans signed off and launched	Annual Service Planning review cycle begins



# Service Improvement Plan Guidance

## 2016 - 2019

### Template Guidance

The Service Improvement Plan template has 3 sections: 1. About the Service, 2. Service Improvement Priorities and 3. Actions, Risks and Performance.

### Section 1 – About the Service

Section 1a – Description	Use this section to describe the vision and a summary of the overall service and it's objectives, identifying the key customers and other stakeholders of the service
Section 1b – Operating Context and Baseline Resources	Describe the environment in which your services operate, the key strategies and challenges. Use this section to outline the service resources such as workforce, budget and associated risks

### Section 2 – Service Improvement Priorities

Use this section to provide a headline overview and analysis of the key challenges and priorities for the service:

- How the service will look to the customer in the future
- What are the savings that you are required to make in the next year and longer and in which areas these fall. Detail to allow monitoring should be included in Section 3, Table 3.1
- Describe the high level activity required to meet the Priorities. Detail to allow monitoring should be included in Section 3, Table 3.1
- Describe any risks you foresee in the delivery. Detail to allow monitoring should be included in Section 3, Table 3.2

### Section 3 – Actions, Risks and Performance

Table 3.1 – Actions	<ul style="list-style-type: none"> <li>▪ Detail all high level actions for delivery by your service. State in the relevant column if the activity is a frontline service / business as usual (BAU) activity and if so, if it is statutory,</li> <li>▪ If the activity isn't BAU state if it is a major project. Major projects are those managed through the organisation's Project Management toolkit</li> <li>▪ All actions must have a measureable outcome with performance indicators to be regularly monitored</li> </ul>
Table 3.2 – Risks	Key risks and associated actions plans should be detailed, with regular monitoring in place
Table 3.3 - Performance	Performance indicators to be included on your directorate Scorecard, monitored regularly through the KPI Machine and DMTs, should be included in this section. Please ensure indicators cover the four main categories: general service performance, customer experience, workforce and finance.





# Service Improvement Plan Template

<b>Service:</b>	
<b>Directorate:</b>	
<b>Service Plan Holder:</b>	
<b>Director:</b>	
<b>Cabinet Member:</b>	
<b>Date Last Updated:</b>	



# Service Improvement Plan Template

## Section 1 – About the Service

### 1.a – Description

The description of the service should include the vision and a summary of the overall service objectives. Please also identify the key customers and other stakeholders of the service

- How many customers?
- What client groups?
- How are the teams grouped?
- Who are your main partners?



# Service Improvement Plan Template

## Section 1 – About the Service

### 1.b – Operating Context and Baseline Resources

Please describe the environment in which your services operate, the key strategies and challenges. Use this section to outline the service resources such as workforce, budget and associated risks.

- Demographics – what is happening with regards client groups?
- What are the overarching aims or strategies of the council and your main partners that impact on your service?
- What are the big ticket items that are driving the need to change? e.g. Care Act, BCF, Budget, Workforce etc.
- What areas of performance have been challenging? (e.g. Sickness, PDR, Complaints, Budget spend)
- What areas of risk and issues have been identified? Refer to applicable Risk Assessment Tools or top 10 risks (please note risks should be recorded in table 3.2 below)
- How many Staff?
- What is your budget?



# Service Improvement Plan Template

## Section 2 – Service Improvement Priorities

### **2 – Service Improvement Priorities**

Provide a headline overview and analysis of key challenges and summarise the key priorities for the service

- Describe how the service will look to the customer in the future.
- What are the savings that you are required to make in the next year / and longer and which areas do these fall in (detail to allow monitoring should be put in table 3.1)
- Describe the high level activity required to meet the Priorities (detail will be recorded in table 3.1)
- Describe any risks you foresee in the delivery (identified risks should be recorded in table 3.2 below)



# Service Improvement Plan Template

## Section 3 – Actions, Risks and Performance

**Table 3.1 – Actions**

These should be monitored regularly with ADs and Quarterly via DMT

Reference ID	Priority Theme	Action	Business As Usual (state if statutory) or Major Project	Accountable officer	Completed by date	Measurable Outcome Indicators & Frequency



# Service Improvement Plan Template

## Section 3 – Actions, Risks and Performance

**Table 3.2 – Risk Management**

These should be monitored regularly with ADs and Quarterly via DMT

Reference ID	Risk	Rating (RAG)	Escalation	Actions to Mitigate and Correct	Target Rating	Date Target Rating	Responsible Officer



# Service Improvement Plan Template

## Section 3 – Actions, Risks and Performance

**Table 3.3 – Performance Indicators**

These should form the basis for the indicators that appear on your directorate scorecard available on the KPI Machine and should be monitored regularly with ADs and Quarterly via DMT

Reference ID	Indicator Description	2013/14 Result	2014/15 Result	2015/16 Result	Polarity	Latest Direction of Travel	Responsible Officer	Include
<b>Performance</b>								
CFD01	Number of external calls received - OCE		13,805	1,918 (Q3)	Neutral	Neutral		Y
CFD03a	% of external calls answered within 20 seconds - OCE		95.79%	98.20% (Q3)	Up is Good	Neutral		Y
<b>Customer</b>								
TBC	TBC	-	-	-	-	-		
<b>Workforce</b>								
STF90	PDR Completion (%) - OCE		71%	82%	Up is Good	Good		Y
STF01	Staff Headcount - OCE - (Snapshot)	41	54	57	Neutral	Neutral		
STF15	Average sickness days lost per FTE - OCE - (YTD)	4.2	6.4	6.5	Up is Bad	Bad		Y
STF32	Voluntary Turnover (%) - OCE		2.00%	14.70%	Up is Bad	Bad		
<b>Finance</b>								
BPI107	OCE Forecast Budget Outturn (£000s Overspent / -Underspent)	-4 (2013/14)	8 (2014/15)	110 (Q3)	Up is Bad	Bad		Y

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**Executive**

**14 July 2016**

**Report of the Director of City and Environmental Services**

Portfolio of the Executive Member for Finance and Performance and  
Executive Member for Economic Development & Community Engagement

**York Central**

**Summary**

1. York Central is a 72 hectare (ha) area of land adjacent to the railway station and is one of the largest brownfield sites in northern England. It provides a huge opportunity for regeneration providing new homes and up to 100,000 sq m of Grade A commercial office space, offering the best chance to address the key problem in York's economy – relatively low wage levels, given the high level of skills in the city. The site is also a major housing site, delivering 1,500 dwellings as part of the Local Plan – Preferred Sites Consultation agreed by the Executive on June 30<sup>th</sup>.
2. Public consultation to inform the development of a formal Planning Framework Supplementary Planning Document (SPD) to guide regeneration of the York Central site took place earlier this year. A York Central Community Forum is being established to engage with and represent the views of the local community as the site progresses. Work to inform the emerging York Central planning policy and ensure a development scheme can be delivered, including land assembly, funding arrangements and putting partnership arrangements in place, is ongoing.
3. This report feeds back on the outcome of the informal consultation which showed clear overall support for the redevelopment of York Central. The report outlines the proposed approach to the Planning Framework; sets out the proposed composition of the York Central Community Forum; provides an update on progress with the project and seeks agreement to enter into a Local Growth Fund deal from Leeds City Region Local Enterprise Partnership in order to proceed with site assembly and preparation.

## Recommendations

### 4. Executive is asked to agree:

- i. To note the responses to the informal consultation on 'Seeking your views to guide development.

Reason:- To ensure issues raised from the consultation are taken account of in developing the Planning Framework SPD.

- ii. To note the approach to establish a York Central Community Forum as an integral part of the consultation process for the site.

Reason:- To ensure the views of the local community are represented as the site progresses.

- iii. To note progress over the past six months to inform the emerging York Central planning policy and deliver the York Central site.

Reason:- To ensure that a development scheme for the York Central site can be delivered.

- iv. To agree in principal to the agreement of a loan of £2.55m from Leeds City Region (LCR) Local Growth Fund as an element of the funding proposals for York Central

- v. To delegate to the Director of Customer and Business Support Services in liaison with the Leader to agree the terms for a Funding Agreement with Leeds City Region (LCR) Local Enterprise Partnership (LEP).

- vi. To agree a further draw down from the £10m allocation of £0.55m in order to fund the immediate site preparation works outlined in the report.

Reason:- To enable timely progress on the York Central project.

## Background

5. A draft York Central Planning Policy was agreed by Members of Executive in December 2015. This outlined the proposed quantum of housing and employment to be delivered during the Local Plan period, the proposed mix of uses, and principles of development at York Central. The emerging policy has been used to inform the allocation of York Central in developing the Local Plan.

6. A draft Planning Framework Supplementary Planning Document (SPD) is being prepared to guide the future comprehensive development of the

York Central site. A first stage of informal consultation on high level principles was undertaken over a four week period in January and February this year. The purpose of the consultation was to identify the potential for redevelopment of the York Central site and to enable the public to express their views and ideas to inform the preparation of the formal SPD. Consultation was undertaken in accordance with the consultation plan agreed by Members of the Executive on 15 December 2015. A number of additional bespoke consultation events were also held, including a further Holgate ward committee meeting on 11 February 2016. The consultation was designed to comply with York's adopted Statement of Community Involvement.

7. The consultation also proposed that a Community Forum could form an integral part of the consultation process for the site. Respondents were invited to express an interest in being kept informed about the project and being involved with the Community Forum.
8. The Homes and Communities Agency (HCA) are closely involved with the York Central development. The designation of York Central as a Housing Zone has enabled the HCA to provide an enabling role for the project in terms of potential equity investment funding and project revenue support. The HCA Advisory Team for Large Applications (ATLAS) is providing advisory and support services to the York Central partners to progress delivery of York Central.
9. The award of Enterprise Zone (EZ) status for York Central in November 2015 provides a crucial mechanism through future retained business rates to fund the upfront infrastructure and enabling works needed to unlock and accelerate delivery of development.
10. City of York Council are leading the land assembly strategy for York Central to acquire third party land holdings needed to develop the site through agreement or use of the council's statutory powers of compulsory purchase ('Compulsory Purchase Order' or 'CPO').
11. York Central partners will need ultimately to enter into a detailed, legally binding agreement to jointly deliver the project. A funding strategy to deliver upfront infrastructure to facilitate development of the York Central site and setting out a repayment mechanism for any investment will be integral to any agreement. The York Central Partners are appointing specialist professional financial and commercial advisors to look at the most appropriate delivery vehicle options for a formal partnership and help to craft the detailed partnership arrangements.
12. The York Central Partners are appointing professional design and technical advisors to progress the plans for the site. This work will

include developing the Planning Framework for York Central and carrying out work need to inform preparation of the document and emerging Local Plan policy.

## Consultation

### Consultation structure and response

13. A total of thirty one questions were asked relating to the consultation document 'Seeking your views to guide development'. Fourteen direct questions were asked specific to the proposed redevelopment of the site, vision, objectives, and key principles relating to heritage, landscape and public realm, including the creation of new public squares, development parameters, sustainable travel (including pedestrian and cycle routes), proposed re-routing of Leeman Road and proposed temporary uses. A further three direct questions presented options for re-organising Queen Street, managing the highway on the west side (the rear) of the Railway Station, and different split of uses (jobs and housing) for the site. Respondents were encouraged to comment on the direct questions and give general views and comments about the proposed development at York Central.
14. A total of 1224 consultation responses were received including 1,054 online and paper questionnaires and 170 written responses including emails and letters. A consultation report has been prepared by consultants, ARUP. The report outlines the consultation undertaken and representations received, summarises the consultation comments, including responses to the survey questions, and highlights overarching themes raised during the consultation process. The analysis of consultation responses has taken account of the policy requirements for consultation set at a national and local level. A copy of the detailed consultation report can be viewed online [https://www.york.gov.uk/downloads/file/11126/york\\_central\\_seeking\\_your\\_views\\_to\\_guide\\_new\\_development\\_consultation\\_report](https://www.york.gov.uk/downloads/file/11126/york_central_seeking_your_views_to_guide_new_development_consultation_report)

### Overview of consultation findings

15. A high level summary of consultation responses is outlined below. More detailed analysis is provided at Annex 1.

#### Support for Redevelopment, Vision and Objectives

16. There is clear overall support for the redevelopment, vision and objectives for York Central (*Questions 1, 2, 3 and 4*): 79% of respondents supported redevelopment of the site (13% did not support) and 59% of respondents supported the vision for the site (24% did not support). The objective 'Heritage as an Asset' had the strongest

agreement (91% agree; 3% disagree), followed by 'Green Infrastructure' (84% agree; 6% disagree) and 'Sustainable Development' (81% agree; 7% disagree).

17. Respondents noted the importance of realising the scheme quickly and targeting brownfield land for development, however, some respondents were concerned about the deliverability of the site. Comments were made regarding the need to strengthen the vision particularly in relation to sustainability. Respondents also commented on the need to strengthen the objectives and make them measurable, particularly in relation to the green infrastructure objective and sustainability. Some respondents suggested that a new 'design' objective should be created to include 'quality public space/green space/streetscape design'.

#### Overarching themes

18. A number of overarching themes were raised during the consultation process. These included:
  - i. **Call for the retention of the York Railway Institute** (*Questions 5, 6, 7, 23 and 31*). A large number of respondents stressed the importance of the role played by York Railway Institute in the community, the importance of retaining the facility for sport and leisure activities and the opportunities these provide for residents, visitors and people working in the York Central area. This was a common theme throughout the consultation feedback. Respondents commented that if the site is to be redeveloped, equivalent facilities will need to be provided in a central location which is easily accessible without a car.
  - ii. **Support for green infrastructure** (*Questions 8 and 9*). There is wide support for providing green infrastructure across the site. Respondents specifically supported the proposal to create a linear park and made suggestions about increasing the amount of green infrastructure and the type of green infrastructure that should be provided.
  - iii. **Support for creation of a new public square on the west side (the rear) of the station** (*Question 10*). There was wide support to create a new public square on the west side of the station.
  - iv. **Call for reorganisation of the station frontage to reduce conflicts** (*Questions 11, 12 and 13*). The creation of a new public square on the east side (the front) of the station by reorganising buses and taxis was widely supported. The issue of conflict between different modes of transport was raised and comments made that pedestrian legibility,

safety and accessibility needs to be improved as the current arrangement makes it difficult to navigate. A small majority of respondents supported the removal of Queen Street Bridge. Some respondents noted that the removal of the bridge could be an important step in reordering the highway network to allow for the reorganisation of the station frontage.

- v. **Support for the expansion of the National Railway Museum (NRM), but careful treatment of Leeman Road required** (*Questions 14, 15, 16, 20 and 21*). There is strong support for the expansion of the NRM, including the creation of a new public square and events space outside the NRM. There was general acceptance that this can best be facilitated by closure of a section of Leeman Road (59% supported re-routing Leeman Road). However, of the four highway management options presented for Leeman Road, Option 1, which proposed keeping Leeman Road open to all traffic (but would constrain delivery of the NRM expansion) was marginally the most popular option (38% agreed). There was no clear support for any of the options. The contradictions in response to Questions on Leeman Road suggest that greater clarity is needed as to how future options would work.
  
- vi. **Call for high quality pedestrian and cycle infrastructure** (*Questions 13, 17, 18 and 19*). Responses suggested that the provision of high quality pedestrian and cycling infrastructure as part of the proposals was essential and that consideration should be given to provision separate from highway infrastructure.
  
- vii. **Concern regarding access and traffic congestion** (*Questions 4, 13, 21, 27 and 31*). A common theme running throughout the responses to all questions was the increase in traffic congestion, including associated air quality issues. Strong concerns were raised in particular by residents in Wilton Rise/Cleveland Street/St Paul's Square about the negative impact of the proposals on the Holgate area, and from residents in Garfield Terrace/ Livingston Terrace and Salisbury Road, and residents within the York Central site about the negative impact of proposals on the Leeman Road and Salisbury Road area. Concerns were also raised about the impact of any closure of Leeman Road on bus routes and existing businesses on Leeman Road.
  
- viii. **Concern regarding building heights** (*Questions 25 and 27*). Although the general approach to building heights was supported, a number of respondents were concerned about the potential impact of

tall buildings and high density development on the historic character of the city and key views.

- ix. **Proposed uses accepted but views on split of uses divided** (*Questions 22, 23, 24, and 26*). There was overall support for the proposed uses, however, there was no conclusive view about the quantum of jobs or housing that should be provided on the site. A key issue to be considered is the integration and mix of uses needed to create vibrancy and quality of place. A number of respondents suggested that leisure uses should be supported on the site.
- x. **Support for residential uses and call for provision of affordable and family housing** (*Questions 22, 23, 24 and 26*). Across all questions, there was strong support for residential uses on the site. Respondents also commented on the need to provide housing to meet a range of needs, including affordable housing units and housing for older people.
- xi. **Concern regarding the viability of offices at York Central** (*Questions 24 and 26*). A general theme raised across a number of consultation responses was concern over the demand for B1(a) office space and the viability of the proposed quantum of office space on the site.
- xii. **Support for Temporary Uses** (*Question 28, 29 and 30*). The proposed temporary uses on the site were supported. Some respondents suggested that leisure uses such as theatres or a temporary ice rink should be considered. Other respondents, however, suggested that they would not support late night noise generating uses such as music venues or festivals, or drinking establishments.

## **Proposed approach to Planning Framework**

### General support

19. There was general support for the following key principles. It is proposed that these will be taken forward in the Planning Framework. Further work will be carried out to inform the Planning Framework as required.
  - i. Redevelopment of York Central (*Question 1*)
  - ii. Vision (*Question 2*)
  - iii. Objectives (*Question 3*)
  - iv. Create a linear park at York Central (*Question 8*)

- v. Create a new public square on the west side (the rear) of the station (*Question 10*)
- vi. Create a new public square on the east side (the front) of the station by re-organising buses and taxis (*Question 11*)
- vii. Create a new public square and events space outside the National Railway Museum (*Question 14*)
- viii. Approach to sustainable travel (*Question 17*)
- ix. Proposed land uses (*Question 22*)
- x. Proposed temporary uses (*Question 28*)

#### Divided views

20. There was no clear majority support or clear conclusions to be drawn for the following key principles and options and/or the views of respondents were divided. Further work will be carried out to provide clarity and inform preparation of the Planning Framework.
- i. Proposed classification of buildings
  - ii. Options to retain or remove Queen Street Bridge (*Question 12*)
  - iii. Re-route Leeman Road to allow the expansion of the NRM (*Question 15*)
  - iv. Highway management options on the west side (the rear) of the station (*Question 20*)
  - v. Proposed approach to maximum building heights (*Question 25*)
  - vi. Development options (*Question 26*)

#### Other key issues

21. Other key issues were raised through the consultation process, including those listed below. Further work will be carried out to provide evidence base and inform preparation of the Planning Framework.
- i. Deliverability of the site.
  - ii. Retention of the York Railway Institute.
  - iii. Site access and traffic congestion.
  - iv. Demand for, and viability of, offices at York Central.

### **Planning Framework – next steps**

#### Local Plan

22. York Central is identified as a Potential Strategic Housing Allocation (ST5) in the Local Plan – Preferred Sites 2016 which was approved for consultation by Members of the Executive on 30 June 2016. The proposed allocation is for residential development of up to 1,500 dwellings. When set against the need to allocate sufficient land in York



for around 8,277 dwellings for the plan period, the proposed allocation of 1,250 dwellings at York Central up to 2032 clearly has significant potential to help address housing needs in York.

23. The proposed increase in residential dwellings from 410 allocated in the Publication Draft Local Plan (2014) to the current potential allocation of 1,500 dwellings reflects the significant progress made by York Central partners since then to progress and de-risk the project to a stage where there is confidence that a greater proportion of the site is now capable of being brought forward for development within the plan period. Work to establish the most appropriate mix of housing type and density for the site is ongoing.
24. York Central has also been identified as a potential employment site with capacity for 80,000 sqm floor space of high quality grade A office accommodation (Use Class B1a). This will help to remedy current shortfalls in modern, fit for purpose commercial development in the City Centre. The Employment Land Review 2016 study, which is available as part of the Local Plan Preferred Sites 2016 consultation, brings together evidence on the demand for, and supply of employment land.

#### York Central SPD

25. The consultation findings have been reviewed by officers and the York Central partners. Further work is being carried out to explore the issues raised in consultation, provide an evidence base and inform the preparation of the Planning Framework SPD, with specialist consultants appointed as appropriate. This includes, for example, an ecological survey of the site, a city setting impact assessment and district heating study. Transport assessment and deliverability/financial appraisal work is ongoing. A sustainability appraisal of the draft SPD will also be carried out.
26. A document will be produced accompanying the Planning Framework SPD that will identify how issues raised during this consultation have been addressed in the Planning Framework.

#### Timescale to prepare SPD

27. Below is the anticipated timetable to prepare the York Central Planning Framework (SPD). This is subject to the appointment of the Design and Technical advisors.

<b>Local Plan</b>	<b>York Central Planning Framework (SPD)</b>	<b>Anticipated Timeframe</b>
	Members agree to set up YC Community Forum	May 2016
Executive agree Further Sites Selection		30 June 2016
	Establish YC Community Forum and appoint Independent Chair	Summer 2016
	Stage 1 consultation feedback to Executive	July 2016
Consultation on Further Sites Selection		July-August 2016
	Prepare Draft YC Planning Framework (SPD)	August-October 2016
	Inaugural meeting of YC Community Forum	September 2016
	YC Community Forum meetings to inform Draft YC Planning Framework (SPD)	Autumn 2016
	Executive agree Consultation Draft YC Planning Framework (SPD)	November 2016
Executive agree Publication Draft Local Plan		November 2016
Consultation on Publication Draft Local Plan		January - February 2017
	Stage 2 consultation on Draft YC Planning Framework (SPD)	January - February 2017
Submit Publication Draft Local Plan		Spring 2017
	Executive agree York Central Planning Framework (SPD)	Spring 2017

### **Community Forum**

28. A York Central Community Forum is being established to engage with and provide an opportunity for the local community to express views and

opinions which will form one of many different aspects which will cumulatively help to shape the development. During the consultation 396 people signed up to the 'keep informed' email list, and 117 people expressed an interest in being involved in the proposed community forum. In addition, people were given another opportunity to express an interest in joining the forum at the Holgate Ward Committee meeting on 23 May 2016 and Micklegate Ward Committee meeting will have the same opportunity on 13 July 2016.

#### Role of Community Forum

29. Community Forums have been established for key sites across York to represent the views of the local community as a site progresses. It is intended that the forum's role will be to act in an advisory capacity, provide a sounding board for the development at key stages of the development process, and to provide feed back to local communities. This approach aids the community's understanding of the site as it evolves, and builds relationships between residents, community groups, ward members, officers and partners. The forum will not be a voting committee and will not have any decision making powers, but will be a minuted group to provide non-binding advice to the decision makers.

#### Composition of Community Forum

30. The York Central site spans Holgate and Micklegate wards, as well as having an impact upon neighbouring wards and the wider city. Whilst ward committees are the council's preferred method of consultation with residents, in this instance, therefore, it is considered that a single site specific Community Forum is considered the most appropriate way to deliver community engagement.
31. Previous Community Forums have had a maximum of 20 people including representatives and the development team to make the meeting manageable. However, York Central is more complex both geographically and in terms of delivery, and consequently the number of partners, neighbouring communities, stakeholders and interest groups are higher. It is proposed that membership of the York Central Community Forum comprises up to 32 representatives plus a City of York Council/York Central partners team of between 8-10 people, giving a maximum of 40 people attending which would allow meetings to be interactive/ workshop based. The forum will be facilitated by CYC/partners, with an independent chair.
32. The following table sets out the proposed composition of the forum which is weighted in favour of Holgate ward as the majority of the site is

in this ward. It is intended that there will be 2 ward members per ward with substitute arrangements for the remaining ward member. Ward member nominations will be reported to Staffing Matters and Urgency committee for ratification.

<b>Draft membership - York Central Community Forum</b>	
<b>Independent Chair (1)</b>	To be agreed by CES Director in liaison with partners and group leaders.
<b>Holgate (up to 11)</b>	2 Ward Members plus residents representatives to be agreed with Holgate Ward Councillors in liaison with CES Director.
<b>Micklegate (up to 6)</b>	2 Ward Members plus residents representatives to be agreed with Micklegate Ward Councillors in liaison with CES Director.
<b>Wider city (10-15)</b>	To be agreed by CES Director in liaison with partners and group leaders.
<b>TOTAL = up to 32 community representatives</b>	
<b>CYC/ Partners (8-10)</b> (Facilitators)	CYC Commercial Projects CYC Development Management Homes and Communities Agency National Railway Museum Network Rail Specialist advisors

33. The Forum will be supplemented by a range of community consultation mechanisms at key project stages to reach the wider community e.g. exhibitions, open days, mailings, ward meetings, website, newsletter, media. There will be additional consultation with residents of Wilton Rise/ Cleveland Street who may be specifically impacted by the access road. Following on from consultation on the emerging SPD, it is intended that the forum will continue to meet through the outline planning application and reserved matters stages of the development process.

## **Update on Progress**

### Site Assembly and Preparation

34. Negotiations with third parties to acquire land holdings as part of the strategic site assembly approach for York Central are continuing. The purchase of land off Leeman Road, which is owned by a private individual, is nearing completion. Negotiations with Unipart are currently focused on their possible relocation from land to the rear of the railway station to alternative sites within York.

35. There are immediate site costs and site preparation and assessment costs that are considered important to immediately undertake in order to inform the Planning Framework and these have been estimated at £550k.
36. It is requested that Executive agree a further draw down from the capital budget of £0.55m in order to fund the immediate site preparation.

#### Funding arrangements

37. A £2.55m capital bid has been made to the 2016/17 programme of the Leeds City Region LEP Local Growth Fund to support the overall delivery of the project. The bid comprises £2m to complement wider funding streams in land assembly, £0.35m to deal with early site costs, and £0.2m to undertake targeted site survey/assessment and design work. An Outline Business Case was approved by the LCR Investment Committee on 7<sup>th</sup> June and the Full Business Case will be considered by the committee on 6<sup>th</sup> July. The Full Business Case is expected to be approved by the Combined Authority Board in late July although a date has not yet been set for this meeting. Draft terms for a Funding Agreement are currently being prepared.
38. Executive are asked to accept in principal the £2.55m loan as an element of the developing York Central funding strategy and as part of the £10m already committed to the project. This is subject to agreement over appropriate repayment terms. Delegation is sought to the Director of Customer and Business Support Services, in liaison with the Leader, to agree the final terms of this deal with LCR LEP.
39. £10m has already been allocated as a contribution to the project and is already included in the council budget. The acceptance of this loan will mean that the LEP is sharing the financial investment and risk in the scheme in order to support the LCR Strategic Economic Plan. A further report will be brought to Executive and Full Council setting out a comprehensive investment strategy once the partnership deal has been crafted.
40. York Central Enterprise Zone is a key priority in both of the Local Enterprise Partnerships that cover York. As part of this, York, North Yorkshire and East Riding LEP are currently considering whether to include a bid for funding as part of the Government's growth deal round 3. York Central is in a strong position for funds but we do not expect

the confirmation of this funding until the Chancellor's Autumn Statement later this year.

### Enterprise Zone

41. The Memorandum of Understanding for the York Central Enterprise Zone was officially signed on the 8<sup>th</sup> July 2016. This will be augmented in the autumn by the development of a delivery plan prior to the start of the Enterprise Zone in April 2017.

### Professional Advisors

42. Following a formal procurement process, consultants KPMG (with Savills as the property advisors) have been appointed as the commercial and financial advisors to the partners. The commission is cliented by CYC. Over the coming months they will work with all partners to craft the basis for a York Central partnership arrangements leading to a formal partnership structure. CYC are providing the 'lead' client on behalf of, and in liaison with the York Central Partners and the advice that they give will be relied upon by all the partners. The contract will be novated to any future partnership structure.
43. A formal procurement process for Design and Technical advisers is currently being undertaken. This appointment will provide greater detail around a holistic design and the provision of essential site infrastructure and the design of public spaces. Advisors will provide both design and technical input to the SPD for York Central and ensure that the developing plans for the site integrate effectively into the city and establish the appropriate quality criteria which accords with the overarching vision for York Central. Importantly, the multi-disciplinary team will provide further evidence to support the Local Plan allocation of the site and inform the next draft of the Planning Framework, taking into consideration the consultation responses. This team will work closely with the York Central partners and KPMG/Savills as part of an iterative process.

### Evidence Base

44. An ecological survey of the site is currently being undertaken in advance of the procurement of the Design and Technical advisor for seasonal reasons. The survey will provide further evidence base on site ecology. A review of historic geotechnical and contamination surveys was also recently undertaken, alongside scoping of next stages of assessment work to be undertaken as part of the design and technical advisors commission.

45. In response to the consultation, an access study has been commissioned to review access options to the site and inform and update the location of highway infrastructure and mitigation measures required to unlock the development capacity of the site. Further transport assessment will be carried out following procurement of the Design and Technical advisors.
46. A study exploring the feasibility and viability of District Heating Scheme to serve the site has been commissioned. This is partially funded and commissioned through Leeds City Region. The findings of the study will feed into wider design and technical workstreams.
47. The NRM has commissioned a Heritage Audit for their land and property assets within the York Central site. The intention is to supplement this work with a further report across the wider York Central site as part of the Design and Technical adviser appointment.

#### Station Regeneration Programme

48. In April 2016, Department of Communities and Local Government announced a national Station Regeneration Programme through an agreement between Network Rail and Homes and Communities Agency to work closely with Local Authorities. The intention is to accelerate housing delivery and boost economic growth to regenerate town and city centres. York is one of three areas that have spearheaded this initiative with proposals for York Central.

#### **Consultation**

49. The future of York Central will be of interest and importance to a large proportion of York's residents and businesses and will also be a significant project regionally and nationally. Consultation will play an essential part in the future development of the site, *starting with the informal consultation proposed in paras 41-42.*

#### **Council Plan**

50. Under the Council Plan objectives the project will assist in the creation of a Prosperous City for All, and be a Council that listens to residents particularly by ensuring that :
  - i. Everyone who lives in the city can enjoy its unique heritage and range of activities.
  - ii. Residents can access affordable homes while the greenbelt and unique character of the city is protected.

- iii. Visitors, businesses and residents are impressed with the quality of our city.
- iv. Local businesses can thrive.
- v. Efficient and affordable transport links enable residents and businesses to access key services and opportunities.
- vi. Environmental Sustainability underpins everything we do.
- vii. We are entrepreneurial, by making the most of commercial activities.
- viii. Engage with our communities, listening to their views and taking them into account.

## Implications

### Financial –

51. In December 2013 Members agreed to earmark £10m towards the delivery of York Central. Of this sum, £500k was released at that time to support technical work. In December 2015 Executive agreed to release a further £250k to fund the costs of professional advisors to the project. Executive also agreed to allocate part of the capital sum to fund the acquisition of third party land off Leeman Rd – this acquisition is nearing completion (and therefore the sum is still confidential).
52. The following table shows the current agreed funding available including grants from other sources.

	Funding Source				
	CYC	OPE	HCA	NRM	Total
<u>Original Funding</u>	£'000	£'000	£'000	£'000	£'000
Capital	9,000				9,000
Revenue	1,000	250	365	20	1,635
<b>Total</b>	<b>10,000</b>	<b>250</b>	<b>365</b>	<b>20</b>	<b>10,635</b>
<u>2015/16 - Expenditure</u>					
Capital					
Revenue	(64)	(48)			(112)
<b>Total</b>	<b>(64)</b>	<b>(48)</b>			<b>(112)</b>
<u>Funding Remaining</u>					
Capital	9,000				9,000
Revenue	936	202	365	20	1,523
<b>Total</b>	<b>9,936</b>	<b>202</b>	<b>365</b>	<b>20</b>	<b>10,523</b>

53. The committed costs for 2016/17 include the costs of the internal project team c £250k per annum, the cost of professional advisors (up to £250k)



site preparation costs (£550k) detailed in paragraph [35] as well as the land purchase costs (commercially confidential).

54. The table below shows the agreed allocations from the Council's initial £10m funding.

	Capital £'000	Revenue £'000	Total £'000
Original Funding (Dec 13)	9,000	1,000	10,000
Initial allocation (Dec 13)		-500	-500
Project Team Costs (Dec 15)		-250	-250
Land Purchase (Dec 15)	*		*
Site Preparation Costs	-550		-550
Current unallocated Balance	8,450	250	8,700

\*The current balance excludes the commercial in confidence land purchase value (delegated to the Leader to agree the final purchase price). This will be included in future reports to Executive / Full Council.

55. **Human Resources (HR)** – none
56. **Equalities** – A Community Impact Assessment was undertaken as part of the consultation and was published in December 2015 with the Executive report.
57. **Legal** – There are no significant legal implications at this stage.
58. **Information Technology (IT)** - There are no IT implications.
59. **Crime and Disorder** - The detail design of any future scheme will require detail consideration of crime and disorder implications and there will be structured input from the Police Architectural Liaison. officer
60. **Property** – All property implications are covered in the report.

### **Risk Management**

61. The primary risk is the potential breakdown of the delivery partnership between the partners with a consequent failure to unlock the site. This has in part being mitigated by the establishment of a senior level Board and formalised via a Memorandum of Understanding with development of the site delivered under the terms of a proposed partnership agreement.
62. Failure to obtain the necessary regulatory approvals to dispose of land on the site for development or to clear operational railway uses from the site is another significant risk – this would prevent the development of

the site in whole or part. Mitigation plans to date include the acquisition and extinguishment of long-term rail industry leases on the site by Network Rail and development of a strategy that identifies relocation sites for the rail uses. In addition, a rail land use strategy for York is being taken forward and it is believed this meets operator needs and Network Rail's planned capacity improvement schemes. This issue is being mitigated by Network Rail prior to any infrastructure investment with a clear commitment under the proposed partnership agreement to remove rail uses from the site within a phasing plan to suit site development.

63. An obvious risk is of failure to secure planning permission – this is being mitigated by early involvement with CYC as local planning authority in the ongoing development plans and engagement of stakeholders and local communities at both concept stage and as detailed plans emerge.
64. There is a risk that the scheme may not attract development market interest or new occupiers. This risk has been mitigated by the proposed approach to infrastructure delivery, evidence from Make it York re new business interest in York suppressed by lack of sites and comprehensive soft market testing. In addition, the development of a delivery and marketing strategy and the award of EZ status will incentivise early business occupation.
65. There is a risk that CYC may not secure equity investment towards some of the costs of the enabling infrastructure. However, this will be mitigated by the EZ status and access to borrowing this brings. It will also be mitigated by early sign off of funding from HCA and comprehensive gateway process for release of West Yorkshire Transport Funds (WYTF). The risk of WYTF withdrawing offer of funding as the devolution agenda develops remains and alternative plans for funding core transport infrastructure would need to be worked up with York North Yorkshire East Riding LEP should this eventuality occur.
66. There is a risk that partners will not secure third party land holdings on the site. This will be mitigated by negotiation with land owners and potential initiation of CPO process to assemble the whole site prior to commencement of the regeneration.
67. A full risk register will be developed by the project and will be regularly reviewed by the project board as the project progresses.

## Contact Details

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### Chief Officer Responsible for the report:

Neil Ferris – Director of City and  
Environmental Services

### Report Approved



4 July 2016

**Specialist Implications Officer(s)** *List information for all*  
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**Wards Affected:** Holgate, Guildhall

All

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

### Background Papers:

York Central: Report to Executive (15 December 2015)  
City of York Local Plan – Preferred Sites Consultation: Report to Executive  
(30 June 2016)

York Central Consultation Document – “Seeking your views to guide  
development” (January 2016)

[https://www.york.gov.uk/downloads/file/8798/york\\_central -  
\\_seeking\\_your\\_views\\_to\\_guide\\_development](https://www.york.gov.uk/downloads/file/8798/york_central_-_seeking_your_views_to_guide_development)

York Central Questionnaire

[https://www.york.gov.uk/downloads/file/8801/york\\_central - questionnaire](https://www.york.gov.uk/downloads/file/8801/york_central_-_questionnaire)

### Annexes

Annex 1 - Summary Analysis of Consultation Responses

Annex 2 - Seeking Your Views to Guide Development: Consultation Report  
(Arup June 2016) **available to download from attached link**

[https://www.york.gov.uk/downloads/file/11126/york\\_central\\_seeking\\_your\\_v  
iews\\_to\\_guide\\_new\\_development\\_consultation\\_report](https://www.york.gov.uk/downloads/file/11126/york_central_seeking_your_views_to_guide_new_development_consultation_report)

## **List of Abbreviations**

ATLAS - Advisory Team for Large Applications  
CPO – Compulsory Purchase Order  
CYC - City of York Council  
EZ – Enterprise Zone  
HCA - Homes and Communities Agency  
LCR - Leeds City Region  
LEP - Local Economic Partnership  
NRM - National Railway Museum  
SPD - Supplementary Planning Document  
WYTF – West Yorkshire Transport Fund  
YNY - York and North Yorkshire  
YC - York Central

## **York Central - Seeking Your Views to Guide Development Summary Analysis of Consultation Responses**

The following table summarises the consultation feedback for each of the 31 questions asked as part of the consultation process. Qualitative comments from online surveys, written responses and comments made at dedicated meetings are also summarised. The council's response to the consultation is set out in the third column. Further detailed analysis can be found in the ARUP Consultation Report which can be viewed online

[https://www.york.gov.uk/downloads/file/11126/york\\_central\\_seeking\\_your\\_views\\_to\\_guide\\_new\\_development\\_consultation\\_report](https://www.york.gov.uk/downloads/file/11126/york_central_seeking_your_views_to_guide_new_development_consultation_report)

<b>Question</b>	<b>Key Findings</b>	<b>CYC response</b>
<b>Redevelopment</b> Question 1. Do you support redevelopment of the York Central site?	<p>74% of the total number of respondents answered this question. There was significant support for the proposed redevelopment of the York Central site (79% supported; 13% did not support).</p> <p>i) Whilst supportive of the principle of regeneration, a number of respondents were concerned about the deliverability of the site. Particular issues were around the uncertainty of delivery timescales and process, phasing and release of land for development, site capacity/density of development, and financial viability and funding.</p> <p>ii) A number of respondents also noted the importance of developing brownfield land and need for quick delivery of the scheme</p>	<p>The council note and welcome support for the principle of redevelopment at York Central.</p> <p>i) Work to support the delivery of the site is ongoing and significant progress has been made to address the concerns raised. The YC Planning Framework will establish key delivery parameters. Further more detailed appraisal to substantiate the deliverability of the site will be publicly available as evidence base to support the Local Plan process.</p> <p>ii) The council note the comments made.</p>
<b>Vision</b> Question 2. Do you support the proposed vision for York Central?	<p>73% of the total number of respondents answered this question. There was overall support for the Vision (59% supported; 24% did not support).</p> <p>Key points raised included:</p> <p>i) A number of qualitative comments related to the need to strengthen the Vision in terms of the identity, role and relationship of York Central with the existing historic city, and</p>	<p>The Vision will be taken forward into the YC Planning Framework.</p> <p>i) The council note the comments made. Further work will be undertaken on the city setting which will inform preparation of the Planning Framework.</p>

	<p>opportunity for exemplar (particularly sustainable) development on the site.</p> <p>ii) The need to set out how the quality of development will be delivered was also raised.</p>	<p>ii) The Planning Framework will articulate quality expectations and these will be used to assess planning applications.</p>
<p><b>Objectives</b></p> <p>Question 3.</p> <p>Do you agree with the following proposed objectives for York Central?</p>	<p>69% of the total number of respondents answered this question</p> <p>There was significant agreement with the objectives. The objective 'Heritage as an Asset' has the strongest agreement followed by 'Green Infrastructure', 'Sustainable Development' and 'the National Railway Museum as a Cultural Epicentre'.</p>	<p>The council note and welcome support for the objectives. The objectives will be taken forward into the Planning Framework.</p>
a) Heritage as an Asset	(91% agreed; 3% disagreed)	
b) Green Infrastructure	(84% agreed; 6% disagreed)	
c) Catalyst for Economic Development	(69% agreed; 11% disagreed)	
d) A Vibrant New Community	(66% agreed; 13% disagreed)	
e) Movement and Access	(74% agreed; 13% disagreed)	
f) A Gateway	(62% agreed; 15% disagreed)	
g) Creating and Connecting Communities	(67% agreed; 11% disagreed)	
h) National Railway Museum as Cultural Epicentre	(78% agreed; 11% disagreed)	
i) Sustainable Development	(81% agreed; 7% disagreed)	
<p>Question 4.</p> <p>Are there any objectives missing or do you have any other comments?</p>	<p>A large number of qualitative comments were received. Key points raised included:</p> <p>i) Many respondents requested further clarity and specific detail to be reflected within individual objectives.</p> <p>ii) A number of respondents raised significant concerns about the potential impact of tall buildings and high density development on the historic character of the city and key</p>	<p>i) The objectives within the Planning Framework will be further expanded.</p> <p>ii) Further work will be undertaken to model the impact of height and density to understand the implications and inform preparation of the</p>

	<p>views. <i>See also Question 25.</i></p> <p>iii) Respondents noted the need to undertake appropriate heritage assessment work and archaeological investigation. Other comments noted the need for robust and up-to-date information on ecology.</p> <p>iv) A number of respondents highlighted the importance of a comprehensive approach to green infrastructure/open space, biodiversity and sustainable networks (eg. SUD's/district heating/transport). The importance of interaction with areas outside the York Central boundary was also noted. <i>See also Questions 8 and 9.</i></p> <p>v) A large number of respondents emphasised the importance of community cohesion and connection with existing local communities inside and outside the boundary of York Central. In particular, comments were made about the provision of leisure and cultural facilities (such as the existing York Railway Institute) as a driver for community establishment and sustainability. <i>See also Question 6i)</i></p> <p>vi) Comments supported the NRM as a local and national asset and major attraction for the city. Opportunities to enhance the rail investment/engineering /education offer and to improve the route to the NRM from the city and other social attractions were noted. <i>See also questions 14, 15 and 16.</i></p> <p>vii) Respondents suggested that a new objective relating to quality of place should be included.</p>	<p>Planning Framework.</p> <p>iii) The council note the comments made. Further work will be undertaken to inform the preparation of the Planning Framework.</p> <p>iv) The council note the comments made. Further work will be undertaken to inform preparation of the Planning Framework.</p> <p>v) The council note the comments made. Further work will be undertaken to inform preparation of the Planning Framework. A York Central Community Forum will be established to engage with and represent the views of the local community as the site progresses.</p> <p>vi) The council note the comments made.</p> <p>vii) The council note the comments made. Further work to inform preparation of the Planning Framework will be undertaken.</p>
<p><b>Heritage</b> Question 5. Do you agree with the proposed classification of</p>	<p>63% of the total number of respondents answered this question There was overall support for the proposed classification of buildings (47% agreed; 18% disagreed).</p>	<p>Further heritage assessment work to inform preparation of the Planning Framework and clarify the approach to the proposed classification of buildings will be</p>

buildings?	However, just over a quarter of respondents (26%) did not know. This was reflected in qualitative comments where several respondents also noted that they were unclear about what they were being asked.	undertaken.
Question 6. Are there any buildings which should be retained?  Question 7. Are there any buildings which should be removed?	A large number of qualitative comments were received including: i) Almost a third (403) of the total number of respondents to Question 6 called for the retention of York Railway Institute and associated buildings. Respondents highlighted the value of York RI as a social hub for community sport, leisure and cultural activities (some of which are unique in York) in the heart of York.  ii) A number of other buildings were also identified which respondents felt should be either be retained or could be removed.	The council note the comments made. Further work will be undertaken to inform preparation of the Planning Framework.  Consultation and engagement with York RI will continue to inform both the Planning Framework and development plans for the site.
<b>Landscape &amp; Public Realm</b> Question 8. Do you support the proposal to create a linear park through York Central?	64% of the total number of respondents answered this question There is a high level of support to create a linear park at York Central (67% supported; 11% did not support).	The principle to create a linear park at York Central will be taken forward in the Planning Framework.
Question 9. Do you have any comments on the landscape principles?	A large number of qualitative comments were received including:  i) A number of comments were made that the landscape principles should be expanded to include, for example, spaces for biodiversity (including design to support wildlife) and biodiversity enhancement features; advance, temporary and permanent landscaping; maximising tree planting; communal gardens; food production; and play.  ii) Some respondents also commented that Holgate Beck should be de-culverted. <i>See also Question 4v)</i>	Further work will be undertaken to inform preparation of the Planning Framework.  i) The council note the comments made. The landscape principles within the Planning Framework will be expanded.  ii) The council note the comments made. Further work to understand the implications of de-culverting Holgate Beck will be undertaken.
<b>York Railway</b>	63% of the total number of	The principle to create a new



<p><b>Station</b> Question 10. Do you support the creation of a new public square on the west side (the rear) of the station?</p>	<p>respondents answered this question. There is a high level of support to create a new public square on the west side (the rear) of the station (68% supported; 14% did not support) Qualitative comments included the potential for the square to be a major public space for the city and pedestrian/cycle gateway.</p>	<p>public square on the west side (the rear) of the station will be taken forward in the Planning Framework.  The council note the comments made.</p>
<p>Question 11. Do you support the creation of a new public square on the east side (the front) of the station by re-organising buses and taxis?</p>	<p>63% of the total number of respondents answered this question. There is a high level of support to create a new public square on the east side (the front) of the station (67 % supported; 16% did not support).  The extent to which the station environment can be improved and a public space created is potentially influenced by whether Queen street Bridge is retained or removed. Whilst the principle of creating a new public square on the east side of the station was strongly supported, there was no clear majority agreement whether Queen Street Bridge should be retained or removed. <i>See also Question 12 and Question 13.</i></p>	<p>The principle to create a new public square on the east side (the front) of the station will be taken forward in the Planning Framework.  Further work to inform the preparation of the Planning Framework will be undertaken.</p>
<p>Question 12. Do you agree with either of the following options to reorganise Queen Street?</p> <p>Option1. Keep Queen Street Bridge</p> <p>Option 2. Remove Queen Street Bridge</p>	<p>63% of the total number of respondents answered this question. Option 2, to remove Queen Street Bridge, was marginally the most popular option. However, for each option a similar number of respondents either disagreed or did not know.</p> <p>(39% agreed; 23% disagreed; 22% did not know).</p> <p>(44% agreed; 22% disagreed; 19% did not know).</p>	<p>Further work to inform the preparation of the Planning Framework and clarify the approach to improve the station environment will be undertaken.</p>
<p>Question 13. Do you have any comments on the proposals for the station or thoughts on how the front of the station could be</p>	<p>A high number of qualitative comments were received including: i) A significant number of respondents supported reorganising the station frontage, and improving the station environment by altering current arrangements for vehicle and taxi</p>	<p>The council note the comments made. Further work to inform the Planning Framework and clarify the approach to improve the station environment will be undertaken.</p>

improved?	<p>movement. The issue of conflict between various modes of transport was also raised at various stakeholder events and workshops.</p> <p>ii) It was noted that the current arrangement makes it difficult for pedestrians to navigate and legibility, safety and accessibility should be improved.</p> <p>iii) Some respondents noted that the removal of Queen Street Bridge could be an important step in re-ordering the highway network in order to allow for the reorganisation of the station frontage.</p> <p>iv) A number of respondents suggested that public realm improvements should be pursued, particularly where additional space could be created for pedestrians.</p>	
<p><b>National Railway Museum</b> Question 14. Do you support the creation of a new public square and events space outside the National Railway Museum?</p>	<p>63% of the total number of respondents answered this question. There is a high level of support to create a new public square and events space outside the National Railway Museum (74% supported; 12% did not support). <i>See also Question 16</i></p>	<p>The principle to create a new public square and events space outside the National Railway Museum will be taken forward in the Planning Framework.</p>
<p>Question 15. Do you support the re-routing of Leeman Road to allow the expansion of the National Railway Museum?</p>	<p>63% of the total number of respondents answered this question. There was overall support to re-route Leeman Road to allow the expansion of the National Railway Museum (59% supported; 21% did not support). However, this is contrary to the findings of Question 20, Option 1. <i>See also Questions 16, 20 and 21</i></p>	<p>Further work to inform the preparation of the Planning Framework and clarify the approach to highway management of Leeman Road will be undertaken.</p>
<p>Question 16. Do you have any comments regarding how the National Railway Museum is incorporated into York Central?</p>	<p>A high number of qualitative comments were received including:</p> <p>i) A large number of respondents suggested that the NRM should be the focal point of York Central and that quality public spaces with good pedestrian and cycle access were needed to incorporate the NRM into York Central.</p>	<p>The council note the comments made. Further work to inform the preparation of the Planning Framework and clarify the approach to the proposed highway management of Leeman Road will be undertaken.</p>

	<p>ii) A number of respondents had conflicting views about whether Leeman Road should be retained or re-routed to incorporate the NRM into York Central.</p> <p><i>See also Questions 4 and 21</i></p>	
<p><b>Access and Movement</b></p> <p>Question 17. Do you support the proposed approach to sustainable travel?</p>	<p>61% of the total number of respondents answered this question. There is a high level of support for the proposed approach to sustainable travel (68% supported; 10% did not support).</p>	<p>The principle of the proposed approach to sustainable travel will be taken forward into the Planning Framework</p>
<p>Question 18. Have the right pedestrian and cycle routes been identified?</p>	<p>61% of the total number of respondents answered this question. 35% agreed that the right pedestrian and cycle routes had been identified. (10% disagreed; 43% did not know).</p>	<p>The council note the comments made. The approach to pedestrian and cycle routes in the Planning Framework will be further expanded.</p>
<p>Question 19. Do you have any comments on the pedestrian and cycle routes identified?</p>	<p>A high number of qualitative comments were received including:</p> <p>i) A large number of respondents suggested that dedicated pedestrian and cycle routes should be included separate to highway infrastructure. Provision of high quality pedestrian and cycling infrastructure was noted as essential.</p> <p>ii) Other comments included the need to consider flood defences/accessibility of routes and the needs of disabled users.</p>	
<p>Question 20. Do you agree with any of the highway management options on the west (the rear) side of the station?</p>	<p>61% of the total number of respondents answered this question. Option 1 was marginally the most popular option. However, this option would constrain the delivery of NRM expansion and contradicts the findings of Question 15.</p> <p>There was no clear support for any of the Options.</p>	<p>Further work to inform the preparation of the Planning Framework and clarify the approach to the proposed highway management of Leeman Road will be undertaken.</p>
<p>Option 1 Leeman Road open for all traffic; No bus gate</p>	<p>(38% agreed; 31% disagreed; 20% did not know).</p>	
<p>Option 2 Bus gate in place on Leeman Road Underpass; Leeman Road through the NRM</p>	<p>(35% agreed; 34% disagreed; 20% did not know).</p>	

site open for pedestrians only		
Option 3 Bus gate in place on Leeman Road Underpass; Leeman Road though the NRM site fully closed	(29% agreed; 35% disagreed; 23% did not know).	
Option 4 Leeman Road diverted around NRM, NRM expanded, diverted Leeman Road and Underpass remains open for all traffic (no bus gates)	(17% agreed; 44% disagreed; 25% did not know).	
Question 21 Do you have any comments on the highway options presented?	<p>There were a high number of qualitative comments received including:</p> <p>i) Concerns were raised regarding the impact on the Holgate area and in particular Wilton Rise/Cleveland Street/St Paul's Square resulting from the proposed new access bridge into the site from Holgate Road and from the closure of Leeman Road.</p> <p>ii) Many concerns were raised by residents living in the area around Leeman Road, Garfield Terrace/Livingstone Terrace and Salisbury Road about the negative impact on residents' ability to access the city centre caused by the volume of traffic passing through the area.</p> <p>iii) Concerns were raised about the impact closure may have on bus routes and in particular the impact on the Park and Ride service.</p> <p>iv) A large number of respondents raised concerns about the proposals leading to increased levels of traffic congestion throughout the city as well as locally to the site. Some respondents were also concerned about the impact this may have on air</p>	<p>The council note the comments made. Further work to inform the preparation of the Planning Framework will be undertaken.</p> <p>i) Detailed consultation will be undertaken with residents close to the proposed access road.</p>

	<p>quality.</p> <p>v) Concerns were raised about the adverse effect of road closure/re-routing Leeman Road on businesses along Leeman Road.</p>	
<p><b>Development parameters</b> Question 22. Do you agree with the proposed uses for York Central?</p>	<p>59% of the total number of respondents answered this question. There was overall support for the proposed land uses at York Central (56% agreed; 22% disagreed). <i>See also Question 26</i></p>	<p>The proposed land uses at York Central will be taken forward in the Planning Framework.</p>
<p>Question 23. Are there any other uses that should be considered for York Central?</p> <p>Question 24. Are there any uses which you feel should not be considered for York Central?</p>	<p>A high number of qualitative comments were received including:</p> <p>i) There were split views on comments providing residential uses, commercial/ office/employment/industrial uses, hotels and restaurants/cafes, car parks.</p> <p>ii) Specific uses that could be considered for York Central included providing low cost/social housing, educational, community and health facilities, local shops, a concert venue, bus interchange and transport associated facilities.</p> <p>iii) A number of respondents suggested that consideration should be given to leisure uses, including sports facilities. Several comments suggested the importance of leisure uses to stimulate activity outside traditional working hours.</p> <p>iv) Specific uses that should not be considered for York Central included large supermarkets, budget hotels, night clubs/evening entertainment venues, casinos, student accommodation, luxury homes/apartments, and a petrol station.</p> <p>v) A number of respondents commented about the demand and viability of proposed office space.</p>	<p>The council note the comments made. Further work will be undertaken to inform preparation of the Planning Framework.</p>
<p>Question 25. Do you support the</p>	<p>59% of the total number of respondents answered this question.</p>	<p>Further work will be undertaken to inform preparation of the</p>

proposed approach to maximum building heights?	There was overall support for the proposed approach to maximum building heights (56% agreed; 22% disagreed). However, views were divided about what is an acceptable building height. Respondents also noted the need to clarify the proportion of different building heights. <i>See also Question 4iii) and Question 27</i>	Planning Framework and clarify the approach to building heights.
Question 26. Do you agree with any of the following development options?	58% of the total number of respondents answered this question. Respondents did not support any of the four development options put forward. The differences between the options were small.	Further work will be undertaken to understand the implications of different options and inform preparation of the Planning Framework.
Option 1 120,000m <sup>2</sup> commercial development + 1,000 homes	(15% agreed; 31% disagreed; 21% did not know)	
Option 2 100,000m <sup>2</sup> commercial development + 1,500 homes	(16% agreed; 35% disagreed; 23% did not know)	
Option 3 80,000m <sup>2</sup> commercial development + 2,000 homes	(16% agreed; 38% disagreed; 22% did not know)	
Option 4 60,000m <sup>2</sup> commercial development + 2,500 homes	(16% agreed; 37% disagreed; 21% did not know)	
Question 27. Are there any other issues that you feel should be considered when setting development parameters for York Central?	A large number of qualitative comments were received. These predominantly related to topics covered by the other qualitative questions. <i>See also Questions 4, 21, 24 and 31</i>	
<b>Phasing and Temporary Uses</b> Question 28. Do you agree with the proposed temporary uses for	58% of the total number of respondents answered this question. There was overall agreement with the proposed temporary uses for York Central (44% agreed; 9% disagreed)	The proposed temporary uses will be taken forward in the Planning Framework.

York Central?		
<p>Question 29. Are there any other temporary uses that should be considered for York Central?</p> <p>Question 30. Are there any temporary uses that should not be considered for York Central?</p>	<p>i) Other suggested temporary uses included: leisure uses (eg. theatres/ skating rink); community uses; temporary housing/homeless shelter; heritage open days; education/research development; and car parking.</p> <p>ii) Suggested temporary uses that should not be considered included: late night noise generating uses/drinking establishments; music venues/music festivals; car parking; and outdoor festivals/markets/catering.</p>	<p>The council note the comments made.</p>
<p><b>Other comments</b> Question 31. Are there any other comments you would like to make regarding the proposed development at York Central?</p>	<p>There were a high number of qualitative comments made, the majority of which are reflected in qualitative comments relating to previous questions. Other specific points raised included:</p> <p>i) The need to monitor the impacts on nearby communities through the construction period (eg. air quality/noise levels).</p> <p>ii) The need for open and sustainable communications throughout consultation and development of the scheme.</p>	<p>i) &amp; ii) The council note the comments made and will make due provision as required.</p> <p>The council has committed to undertaking additional consultation with residents living in the vicinity of the proposed new access bridge off Holgate Road.</p>

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**Executive**

**14 July 2016**

**Report of the Assistant Director Finance Property & Procurement**

Portfolio of the Executive Member for Finance and Performance

**The Guildhall – Detailed Designs & Business Case**

**Summary**

1. The purpose of this report is to present the latest designs and business case for the development of the Guildhall complex, highlighting the potential for a world class venue for business, alongside retained council use in one of York's most significant historic buildings. Executive are recommended to proceed with; detailed design and planning / listed building consent applications for the scheme, to create a business club / serviced office venue, with supporting commercial development on the riverside.

**Recommendations**

2. Executive is asked to:
  - Note the business case and cost estimates for the scheme indicating a capital budget requirement of £10.19m to be prudentially borrowed, and a potential increase to the net revenue budget of £180k.
  - Agree that the detailed business case be presented to Executive in February, setting out the actual budget requirement for delivery. Executive and Full Council will be asked to take a final decision and make the relevant budgetary provision, following further work to confirm the budget requirement.
  - Agree to marketing the restaurant unit and securing a pre-let agreement for a 25 year commercial lease.
  - Commence the procurement of a service contract for the operation of the business club, office venue and cafe.

- Agree the submission of Planning and Listed Building Consent applications
- Proceed with RIBA stage 4 detail design (construction information / specification) including for value engineering to potentially reduce project costs
- Continue to explore the opportunities for securing Local Growth Fund monies with both the regional LEP teams
- Commence the procurement of a construction contractor through an EU compliant process.
- Draw down a further £350k from the capital budget already allocated to the project to fund the planning application and the RIBA stage 4 design work.

Reason:-To ensure the future viability and effective re-use of the Guildhall as one of the City's most significant historic buildings, through the creation a vibrant business and civic venue, with supporting commercial development on the riverside.

## **Background**

3. As part of the Admin Accommodation programme in January 2012 Cabinet decided to move out of the Guildhall and move into West Offices in order to make approx £1m a year savings. In response to this an evaluation of potential future uses was undertaken, culminating in the decision in October 2015, to commission design and business case development work to bring back a viable scheme that would stimulate the economy and provide a viable future for the historic building.
4. Approval was granted for detailed project development work as follows :
  - To secure the future of the Guildhall as a serviced office venue with virtual office and business club facilities by maximising the benefits of the different spaces within the complex; its heritage appeal, and also ensuring ongoing council use and public access in a mixed use development.
  - Confirm the appointment of a multi disciplinary design team lead by Architects Burrell Foley Fischer
  - Confirm the selection of a commercial operating partner through the most appropriate and advantageous lease or service contract arrangements
  - Confirm a programme of engagement with the business sector / target market to understand their requirements, facilitated through joint working with project partners; the Universities and Make it York.

5. In response to this approval the following actions have been taken:
- The design team led by architects Burrell Foley Fischer were appointed in November 2015 and commenced work immediately.
  - Over the period Nov – Dec 2015 they undertook a thorough review of the previous work and prepared; a feasibility review report and a strategic brief of requirements to inform project development.
  - The design team also undertook a complete fabric and structural condition survey of the entire complex, which highlighted a number of areas of concern and identified the need for additional ground and structural investigations.
  - To ensure that the heritage significance of the site was fully recognised we committed to early engagement with Historic England through their enhanced advisory service, and also to them undertaking an enhanced listing for the complex.
  - Commercial agents Cushman Wakefield (formerly DTZ) were appointed (following a formal procurement) to advise on the river side leisure units. Their initial advice was invaluable in informing the stage 2 design. They have subsequently undertaken significant soft market engagement / testing and provided a robust valuation of the restaurant unit to support the project funding proposals attached at annex 2ii.
  - Over the period January – March 16 the design team undertook RIBA stage 2, concept design work, arriving at a preferred option (see stage 2 plans in background papers). Following gateway review, in accordance with the project programme this led directly into the RIBA stage 3, detail design work.

### **The Revised Scheme Design**

6. At the meeting of the Executive the project team will present a 3D fly through of the stage 3 design. The executive summary of the RIBA stage 3 report and scheme presentation information and drawings are attached at Annex 1.
7. The report presents a design solution which :
- Secures the future of the complex through a comprehensive scheme of repair / refurbishment and restoration to the most important and sensitive areas of the site
  - Enhances the Guildhall itself including; a new roof, under floor heating and new services

- Refurbishes and reconfigures the south range to provide : a cafe, toilets and storage to serve the Guildhall, with a glazed link courtyard space serving as an entrance / foyer to the Guildhall and business club
  - Creates a new public / member entrance and refurbishes the council chamber including repairs to the river facade and windows
  - Creates a serviced office and business club venue with 1330m<sup>2</sup> of premium office space
  - Installs new services throughout; a complete replacement of all heating / electrical / fire and security alarms and access control systems. The proposed heating system will use a river water sourced heat pump taking advantage of the location to secure a sustainable solution with low running costs
  - Constructs a new build element to the north annex to provide: an attractive restaurant space, a new riverside terrace / courtyard and additional office accommodation, with the new vertical circulation and highly serviced areas (kitchens / toilets) away from the more sensitive historic elements.
  - Provides a lift for accessing the public gallery of the council chamber
  - Creates new public / visitor routes through the complex giving access to new riverside spaces
8. The project team have undertaken significant precedent analysis, looking at a range of serviced office and business club facilities in both London and Leeds, undertaking site visits with the design team. Other locations have been compared through web searches / data comparison. The key findings were tabulated by the Design Team and fed into the design process to support the proposed approach for the Guildhall,
9. The stage 3 design proposals have made the refurbished Guildhall integral to the business club entrance and provides a cafe unit capable of serving; business users, the Guildhall space and taking advantage of Mansion House visitors, being located directly off the Guildhall yard in the south range buildings.

### **Commercial Space**

10. The early designs identified two commercial elements to the scheme that would help to fund the proposal, a cafe in the north annex extension and a restaurant in the south range. Both design team thinking and advice from our commercial agent informed the design development at RIBA stage 2. The design team proposed that moving the restaurant unit from the south range to the north west side of the complex allowed for a larger unit with far fewer constructional constraints and better access to external areas on the riverside. Advice from our commercial agent also advised a market requirement for a

slightly larger (5000 – 6000ft<sup>2</sup>) unit, access to external seating areas, and requirements for storage and plant space also considered.

11. The cafe unit is a better fit with the smaller scale of the south range and its location there allows it to serve the multiple areas and audiences highlighted at para 9 above.

### **Public Access**

12. Feed back from the Residents Festival, over the weekend 30/31 Jan 2016, indicated the extent to which members of the public feel 'ownership' of the Guildhall complex and the extent to which many felt they could not gain access to some of the areas of key interest. There was specific support for proposals to make the riverside more accessible. Accordingly the design proposes terraced riverside space following the City Screen precedent model, private space with public access.

### **Condition of the Guildhall Complex**

13. The existing condition of the Guildhall complex is much worse than previously understood, the detailed surveys have revealed structural problems which if left unchecked could lead to permanent and irrevocable damage to the Grade I and Grade II\* elements of the complex.
14. Historic England have advised that the complex could soon be considered at risk were no future use to be identified. The 2013 condition survey identified £2m of necessary works(exclusive of fees) to bring the complex up to a satisfactory standard – of which £1m were priority urgent works. With fees and inflation , and taking into account additional underpinning to the tower, this equates to approx £2.67m of works necessary to sustain the complex without any significant or specific alterations or improvements to facilitate new uses.

### **Quality requirements**

15. The Design team have worked hard and with imagination to deliver a design that meets a complex range of requirements and satisfies all stakeholders. Whilst opportunities for value engineering do exist, a complex of this nature, with such highly graded heritage assets, requires a treatment commensurate with its significance. The specification for the works includes for a material quality appropriate to the location and setting which is one of the most visible in York.

## Freehold retention

16. Both Executive and Scrutiny have previously outlined the importance of the long term custodianship of the Guildhall by the Council. This requires retention of the freehold, and brings with it the external repairing liabilities of the complex; however, these could be met from a repairs fund built up from the income from leasing the commercial space.
17. It is proposed that the Commercial restaurant space will be let on a 25 year lease, and that the operation of the business club and serviced office space would potentially be a shorter 10–15 year lease. The leases will transfer elements of the maintenance and repairs liability to the leaseholders. The proposed lease terms will seek to achieve the best compromise between maximising income generation thorough de-risking the offer, and facilitating the transfer of running and maintaining responsibilities for the complex to the private sector, whilst securing the required council use.

## The Business Case

18. The business case is formed from the following elements:
- **The cost of the works to the Guildhall** – this will be funded from borrowing and repaid from :
  - **Income generated by the scheme**, which comprises :
    - i. Income from the operation of the serviced office / business club venue and cafe
    - ii. Income from the commercial restaurant lease
    - iii. The current operating budget for the Guildhall
    - iv. Capital Funds already set aside for the project

## Scheme Costs

19. In previous presentations to Executive the project costs ranged from £12.5m (an option for more new build) to £9.85m (this option involved less new build and more refurbishment). Most recently in October 2015 Executive approved further development based on the latter option which proposed retaining more of the north annex and involving more refurbishment works. However, as the RIBA stage 2 and 3 detail designs have been developed, and as further structural surveys and ground investigations have been undertaken, the structural issues identified across the complex mean that the option for refurbishment is not technically viable.

20. To resolve the structural issues affecting the north annex and the tower, the most pragmatic and permanent solution is to demolish part of the north annex and create a new build element which will both stabilise the tower and provide the most efficient design solution to vertical circulation (lift) and the highly serviced (kitchen / toilet) areas of the new complex. The need for sensitive treatment of the south range has led to a design which requires a combined approach of refurbishment and new build with elements of rebuilding and underpinning. Both of these requirements add to the cost of the scheme.
21. The RIBA stage 3 build cost estimate for the scheme outlined in this report totals £11.938m. The key factors which have impacted on the cost during the design stage are :
- More new build, less refurbishment - It has proved pragmatic to replace much of the north annex in order to provide both an effective structural solution and the new highly serviced core for toilets / kitchens and lift serving all levels of the development. The stage 3 proposals have significantly more new build compared with the previous refurbishment proposals.
  - Structural condition / ground conditions - The structural survey identified evidence of significant movement at several locations across the complex. Additional ground investigations and proposed structural monitoring will provide further detailed information to inform the necessary remedial works, the riverside tower is a particular concern.
  - Additional Floor area - In order to accommodate a larger restaurant unit, with attractive and accessible riverside external spaces and to maximise the lettable office space the gross building area has increased by approximately 80m<sup>2</sup>
  - Build Cost Inflation - When the initial cost estimates were provided annual build cost inflation had been running at 2 - 2.5%. However in 2015 the improving economic outlook saw upward revisions and significant market movement. Annual build cost inflation is now reported / predicted at 4 - 4.5% which will have a significant impact on the eventual costs and will continue to be a risk factor for the project. Any delays to the construction phases will exacerbate this inflationary trend.

### **Managed Office Business Club Operation**

22. The project team have considered the most appropriate options for the operation of the business club and serviced office venue, with respect to managing risk and maximising income, balanced against the requirement for ongoing council use and public access. The council's use of the complex for

full council meetings / civic events / functions and, including office accommodation for Mansion House / Civic and Democratic Staff, with public access to the complex for Residents Festival and Heritage Open Days weekends in January / September respectively, clearly has a cost. The cost will of this provision is estimated at £35k per annum.

23. Whilst a traditional property lease does offer the potential to transfer risk to the private sector, there would necessarily be limited control over the use and operation of the complex, and securing the council use would be seen as a restriction impacting on the lease value. Council operation was also considered as an option, but this would require additional staffing resource at this time.
24. Procuring a service contract for the operation of the venue is therefore seen as the most appropriate mechanism for securing a vibrant mixed use business focused venue. An operating company would manage the venue and business tenancies in return for a share of the rental income. The project team will work to secure this alongside the planning and detail design stages.
25. In the current designs, the cafe is now integral to the Guildhall and the office space. It therefore makes sense to wrap the cafe unit in with the office management arrangements, rather than marketing an independent lease opportunity, but this will be kept under review through the next stage.
26. The market value of these elements has been assessed by Cushman Wakefield and their commercial valuation report is attached at annex 2i. The project team have also modelled the income potential for a business club venue based on the precedent studies and market intelligence analysis.

### **Commercial Leisure Unit**

27. Commercial advisors (Cushman Wakefield – formerly DTZ) were commissioned to assess the commercial potential of the riverside restaurant unit and cafe space within the scheme. Their advice has been used both inform the developing design and to construct the business model. They concluded that both spaces would be highly attractive to the market, and early market engagement indicates that there is currently significant interest in the restaurant unit, due to its unique location. The cafe space has been integrated with the office lease, as identified above. The proposed restaurant lease would be a 25 year lease with a separate demise to the rest of the complex.
28. The full report is attached at annex 2ii. The current estimate of income from this lease is £200k pa. In order to firm this up Members are asked to agree to marketing the lease, to secure a pre-let agreement and to enable a restaurant



operator to be engaged with the next stages of design and ultimately construction of this element.

### Existing Budgets

29. Members have already committed £1.75m to fund the project. When the complex is operational CYC will benefit from an additional £25k pa in retained business rates, in addition to the lease income. The requirement for retained use of the Guildhall for full council meetings (use of the chamber and adjacent meeting rooms) use of the Guildhall main hall for up to 12 civic events per annum, and all inclusive office space for the Mansion House / Civic and Democratic Staff also has a cost / value.
30. The current cost of running the Guildhall is £125k per annum. This covers business rates, utilities and services, but excludes staffing costs. It is proposed that all of these sums are used to fund the project costs.
31. The table below outlines the costs and income from the proposed scheme :

Costs	Capital £,000	revenue per annum £,000
Project Costs (stage 3 cost est.)	11,938	
Financed from :		
CYC agreed finance	1,750	
Add. Borrowing required	10,188	780
Annual cost of new borrowing		780
Net income from scheme		revenue per annum £,000
Managed Office/Cafe lease		250
Restaurant lease		200
Retained NNDR		25
Total annual Income		475
Net revenue impact		305
Less Existing Budget		125
Net Increase in Revenue Costs		180

32. In addition to the direct income from the scheme the York economy would benefit from an estimated uplift in GVA of £66m by 2030 from the creation of 120 high value new jobs.

\*\* source North Yorks Regional Econometric Model - based on job in the computing / information and communication services sectors.

### The Do Nothing Option

33. There are financial implications of continuing to operate the Guildhall without redevelopment. In addition to the annual operating costs there is a residual repairs and maintenance backlog which will need to be addressed. The condition survey undertaken in 2013 identified £2m of repairs (excluding fees) which included £1m of priority works. The more detailed structural surveys undertaken during the design phase have identified the requirement for further structural works to underpin elements of the complex (specifically the tower) which will need to be undertaken to prevent irrevocable damage to the fabric of the historic building. This urgent repair work is now estimated at £2.67m.
34. The costs of the Do Nothing Option are set out in the table below :

Costs	Capital £,000	revenue per annum £,000
Project costs to date	760	
Repairs and maintenance est.	2,670	
<b>Total option costs</b>	<b>3,430</b>	
Financed from :		
CYC agreed finance	1,750	
Add. borrowing required	1,680	129
Ongoing operational costs		125
<b>Total cost per annum</b>		<b>254</b>
Existing budget		125
<b>Net Increase in revenue Costs</b>		<b>129</b>

35. The ongoing net costs of redevelopment are £180k pa compared with with the £129k pa costs of the Do Nothing Option. However the redevelopment would also secure the fabric of the building for the long term, reconfigure the complex for new uses, increase the capital value of the asset and contribute to local economic growth. It is therefore recommended that Members agree to proceed with the project and agree the following detailed activity :

- Note the business case and cost estimates for the scheme indicating a capital budget requirement of £10.19m to be prudentially borrowed, and a potential increase to the net revenue budget of £180k.
- Agree that the detailed business case be presented to Executive in February, setting out the actual budget requirement for delivery.

Executive and Full Council will be asked to take a final decision and make the relevant budgetary provision, following further work to confirm a budget requirement.

- Agree to marketing the restaurant unit and securing a pre-let agreement for a 25 year commercial lease.
- Commence the procurement of a service contract for the operation of the business club and office venue.
- Agree the submission of Planning and Listed Building Consent applications.
- Proceed with RIBA stage 4 detail design (construction information / specification) including value engineering to potentially reduce project costs
- Continue to explore the opportunities for securing Local Growth Fund monies with both the regional LEP teams
- Commence the procurement of a construction contractor through an EU compliant process.
- Draw down a further £350k from the capital budget already allocated to the project to fund the planning application and the RIBA stage 4 design work.

### **Timetable**

36. The forward project programme is as follows :

- |   |                 |
|---|-----------------|
| • Planning and Listed Building Consent applications | Aug 2016        |
| • RIBA design stage 4 inception workshops           | Sept 2016       |
| • Marketing of Restauarant unit                     | Aug – Oct 2016  |
| • Planning and Listed Building Consent approvals    | Nov 2016        |
| • Agreement to lease restaurant                     | Dec 2016        |
| • RIBA stage 4 designers reports and cost plan      | Jan 2017        |
| • Executive report                                  | Feb 2017        |
| • Full Council budget report                        | Feb 2017        |
| • Construction contract procurement PQQ             | Oct 16-Jan 2017 |
| • Construction contract procurement ITT             | Feb – Apr 2017  |
| • Possible enabling works                           | Mar – Apr 2017  |
| • Potential start of construction works             | July - 2017     |
| • Construction period 15 months to                  | Oct 2018        |

## Consultation

37. Corporate Scrutiny Management Committee have considered the project in January 2015, in September 2015 and more recently in June 2016 where the latest proposals were well received. Their response was generally supportive of the proposed scheme.
38. As part of the 2016 Residents Festival over the weekend of 30 & 31 January an exhibition was held in the Guildhall and tours of the complex were offered for residents, working in conjunction with community group York Past and Present. This proved to be extremely popular with approx 200 people taking tours and over 400 people visiting and viewing the exhibition. The feedback was overwhelmingly positive.
39. We have also worked with Historic England, taking advantage of their Enhanced Advisory Services to undertake pre-application engagement and to secure an Enhanced Listing for the complex. Most recent advice from Historic England indicates: *Historic England is broadly comfortable with the scheme and we welcome the direction in which it is going.*
40. 'Enhanced List Entries' are part of a new service responding to the regulatory Reform Act of 2015, designed to streamline the Heritage consent process. Historic England undertook a re-listing exercise for the Guildhall complex which gives much greater clarity as a basis for assessing proposed changes. In summary this has confirmed that the complex is highly significant with its links to City governance over several centuries. The Guildhall and riverside rooms are listed at Grade 1. The Council office and riverside block of the annex are now listed at Grade II\* (previously grade II).
41. The significant changes are :
- The Mansion House Garages are no longer part of the Mansion House listing
  - The Victorian council offices are now listed at Grade II\* - including the riverside block of the north annex
  - The remainder of the North Annex is no longer listed
  - The south range is now separately listed at grade II
42. There is helpful detail in the new list descriptions confirming that the interiors of the former committee rooms 2 and 3 are not of special interest, nor the interiors of the north annex riverside block and south range. This provides

clarity and allows greater scope for appropriate alteration in these areas. The report accompanying / recommending the enhanced list descriptions is attached at annex 3.

43. This process has also involved the council's planning and conservation teams. Early engagement has been invaluable, ensuring that the plans have been developed in response to their early comments, although there are necessarily some areas of detail still to resolve.
44. In addition, contact has been made with a number of adjoining owners to make them aware of our emerging proposals including; the Post Office / York Conservation Trust in relation to the access to the north west side of the site. We have also communicated the proposals to City Screen, Jamie Olivers and Lendal Cellars and engaged with the Civic Trust and Conservation Areas Advisory Panel.
45. The next stage of consultation will be formal pre-application exhibition of the proposals at the Guildhall.

### **Council Plan**

46. The Guildhall project will deliver outcomes which contribute directly to the following objectives in the Council Plan 2015:
  - Local businesses can thrive
  - Residents have the opportunity to get good quality and well paid jobs
  - Everyone who lives in the city can enjoy its unique heritage and range of activities.
  - Visitors, businesses and residents are impressed with the quality of our city

### **Implications**

**Financial** - The business case set out at para 33 above includes the capital costs and projected revenue costs / income for the do nothing and recommended option.

The total capital cost of the preferred option is £11.938m with £1.75m of approved project funding in place. The project is therefore likely to require prudential borrowing of around £10.19m with repayment of this borrowing over a 30 year term (including interest).

The next stage of project development requires a further drawdown of £350k from the previously approved budget allocation totalling £1.75m (£900k is already committed leaving a balance of £850k)

At detailed business case stage the potential to fund the proposed development, through council borrowing against the projected rental income, will be established and reported to Executive and Full Council for approval in February 2017.

**Human Resources (HR)** - The Guildhall is currently managed by the Civic and Mansion House team. The roles of these staff in relation to the Guildhall are being revised as part of the ongoing delivery phase of the Mansion House project, there are no specific HR implications of the decisions in this report.

**Equalities** - There are no equalities implications in relation to the recommendations above. However, there are known problems with the accessibility of the complex and proposals to increase public access will need to address these. The refurbishment of the Guildhall complex has accessibility for all as a key requirement. Access to the complex and the council chamber including the public gallery will be significantly improved to meet the requirements of the Equalities Act. A detailed Community Impact Assessment will be produced for the development phase of the project to be monitored by the project board.

**Legal** - The procurement process to select the Design Team followed EU procurement regulations. The appointment is on a staged basis with break clauses at each stage. The procurement of the construction contract would also follow EU procurement regulations.

Legal and procurement advice recommended a lease as the most appropriate and advantageous arrangements for securing a private sector operator for the serviced office and business club venue.

**Crime and Disorder** - The design of the complex will involve the Police Architectural Liaison officer to minimise the risk of crime and disorder within the proposals.

**Community Planning & Partnerships** - The project development phase has already involved consultation and engagement with both the public and key city stakeholders. The next stage will be a pre-application exhibition of the design proposals and the Guildhall Planning panel will also be consulted

**Information Technology** – It is intended that IT services for the serviced offices and business club are provided by the private sector operator.

**Property** - the proposal for a long lease (25 years) for the restaurant unit is confirmed, and a shorter (15 year) lease is proposed to enable a private sector operator to run the Guildhall business club and serviced office venue / cafe providing comprehensive FM services.

### **Risk Management**

- 47. The key project risks are:
- 48. Capital cost – this will be kept under constant review by the project team working with the design team through RIBA stage 4 – which will involve value engineering and construction risk workshops.
- 49. Lease income – the project financing requires income to fund the repayment of borrowing costs. Securing agreements to lease for the restaurant unit and office elements will be necessary before seeking approval to proceed.
- 50. Further deterioration of the complex - much of the space is currently vacant or under-used. Interim repair works in 2015 addressed the immediate problems of water ingress, but a significant outstanding repair and maintenance backlog remains and there are also areas of structural movement – as highlighted in the report.
- 51. A project risk register is maintained for the project and will be updated to reflect the approved option following Executive decision, and monitored by the project board.

### **Contact Details**

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4 July 2016

**Wards Affected:** Guildhall

**All**

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

## **Background Papers:**

RIBA Stage 2 report  
Full RIBA stage 3 reports

## **Annexes**

### Annex 1

- a) - RIBA Stage 3 Design report - Executive Summary
- b) – Scheme description- Burrell Foley Fischer – **online only**
- c) – Proposed layout plans- Burrell Foley Fischer

### Annex 2

- i) Market Valuation Guildhall / Offices and Cafe – Cushman Wakefield
- ii) Restaurant valuation report - Cushman Wakefield (**Confidential Annex**)
- iii) Business Club indicative operating model

Annex 3 – Enhanced list descriptions report – **online only**

## Glossary

EU – European Union  
FM – Facilities Management  
GVA – Gross Value Added  
LEP – Local Enterprise Partnership  
NNDR – Non Domestic Rates  
PQQ – Pre Qualification Questionnaire  
RIBA - Royal Institute of British Architects





# THE GUILDHALL COMPLEX, YORK

City of York Council

## EXECUTIVE SUMMARY

04.07.16



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# 0.0 CONTENTS



## 1.0 Executive Summary

The design proposals presented in this report represent the continuing development of the proposals and the briefing process since the completion of RIBA Stage 2 on 5th April 2016 to an integrated RIBA Stage 3 scheme, presented for client sign off in July 2016.

To review progress it is essential to first restate the goals set at the end of Stage 2, which can be summarized as follows:

### 2.1 Strategic objectives

- To establish a scheme which incorporates new spaces and transform existing ones to deliver a world class business club and serviced office venue, supporting and nurturing the expansion of the business community of the City of York, combining events and exhibition space with state of the art collaboration/co-working facilities and serviced offices at the heart of a historic and creative city.

- Completion of the project will secure a sustainable future for one of the City's most valued and iconic buildings. Proposals will restore and retain the important heritage assets on the site, notably the Grade I listed Guildhall & the Grade II\* listed Municipal Offices.

- Retaining the use of the council chamber and enhancing public access to the site and buildings, will enhance the importance of the existing physical relationships within the city and strengthen the relationships between the city's governance, commerce, and culture. The completed project will ensure that these are not just acknowledged, but remain intrinsically bound together, for the future benefit of the York, on the site where this relationship has been focused for over six hundred years.

### 2.2 The Evolving design

- Develop the scheme in terms of its complex cross sectional nature, developing these as before and after drawings to clearly explain the nature of the proposed interventions on site.

- Incorporate all of the latest survey information into proposals, reviewing area schedules and calculations against the targets established in the brief.

- Develop a detailed 3d model of the site to review overall massing of the new build elements of the scheme in relation to the existing site context. As part of this exercise the new North Annex will be analysed to ensuring it does not have a detrimental impact on the backs of no's 10-14 Lendal as seen from the bridge and across the river

- Review again, in further detail the toilet and ancillary spaces for both the Guildhall and the Office complex;

- Resolve the changes in levels between the existing Council Office block

and new North Annex block, as the floor levels interface around the service cores.

- Review the potential of utilising the Atkinson Block basement for toilet provision.

- Develop a design life-span table, together with other members of the design team, for all key elements of construction, fit out, structure and services for CYC review and sign off during Stage 3.

The Stage 3 scheme as set out in this document addresses the above points, developing the design to a level of detail suitable to support detailed planning and listed buildings applications

The design of the new build elements on the Hutments and North Annex site has developed, resolving issues of massing, elevational composition and materiality.

The proposed works to the South Range have also progressed, resolving the issues of structural stability and establishing a design solution to the transition from the South Range entrance, via the Slype space. This area has been glazed in and connects through a new opening into the Guildhall itself and to the former Municipal Offices beyond it. The introduction of an enclosed passage (with ramp and steps) behind a relocated dais, resolves the level difference between the north and south sides of the complex, while ensuring acoustic and physical separation from the Guildhall to allow maximum flexibility in use.

A public realm scheme for Common Hall Yard has been developed, as has a proposal for the interface with the Jamie's Italian / Lendal Vaults Yard, subject to agreement with neighbouring land owners.

A more detailed description of the design of the complex is provided in section 3.0.

### 2.3 Financial Constraints

At the end of Stage 2 there was a misalignment of the Strategic Budget and the cost plan reflecting the agreed option 5c scheme. This has been reviewed with CYC and the Stage 3 scheme reflects this process

The budget deficit was mainly due to the increase in the construction value, with an increased building area and the additional extent of new build works.

The original Feasibility study provided 3,927m<sup>2</sup> GIFA of which 701m<sup>2</sup> (18%) was new build and 3,226m<sup>2</sup> (82%) was refurbishment.

The Option 5c scheme which was presented at the end of Stage 2 provided

4,011m<sup>2</sup> GIFA of which 1,463m<sup>2</sup> (36%) is new build and 2,548m<sup>2</sup> (64%) is refurbishment.

This was primarily due to the recognition of the need to demolish the majority of the South Range (which in option 5c was reconstructed in its entirety on new foundations with the creation of the new internal glazed space formed between the South Range and the Guildhall. During Stage 3 the extent of the demolitions to this area have been reevaluated, thus reducing possible cost deficit.

Despite this exercise Stage 3 Costs and budget are remain misaligned and the design team have proposed a series of strategic actions to address this and narrow the funding gap.

# 1.0 BFF EXECUTIVE SUMMARY



**Common Hall Yard**

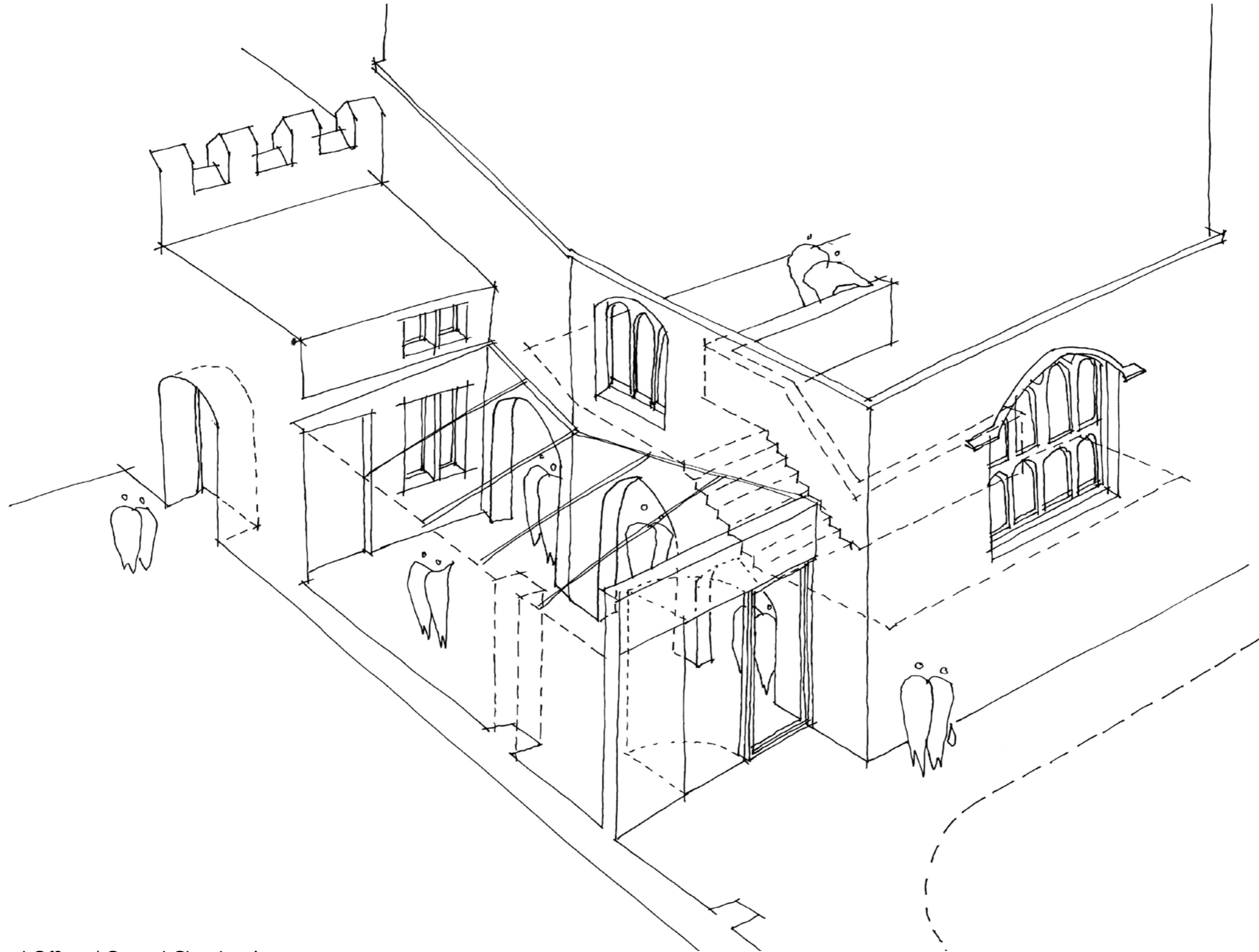
The landscaping to Common Hall Yard has been developed during Stage 3. This involves improving the hard landscaping and ramped access and steps to the Guildhall itself.

# 2.0 BFF SKETCHES, PLANS, SECTIONS & ELEVATIONS



### The Guildhall: screened passage and ramped access

The new ramp to the southern end of the Guildhall resolves the problems with the circulation and levels to Committee Room I, the South Range and the Municipal Offices. The ramp sits within an acoustic enclosure separated from the main Guildhall by a curving screen of oak, which acts as a new back drop to the relocated dais.



### Municipal Offices / Council Chamber Access

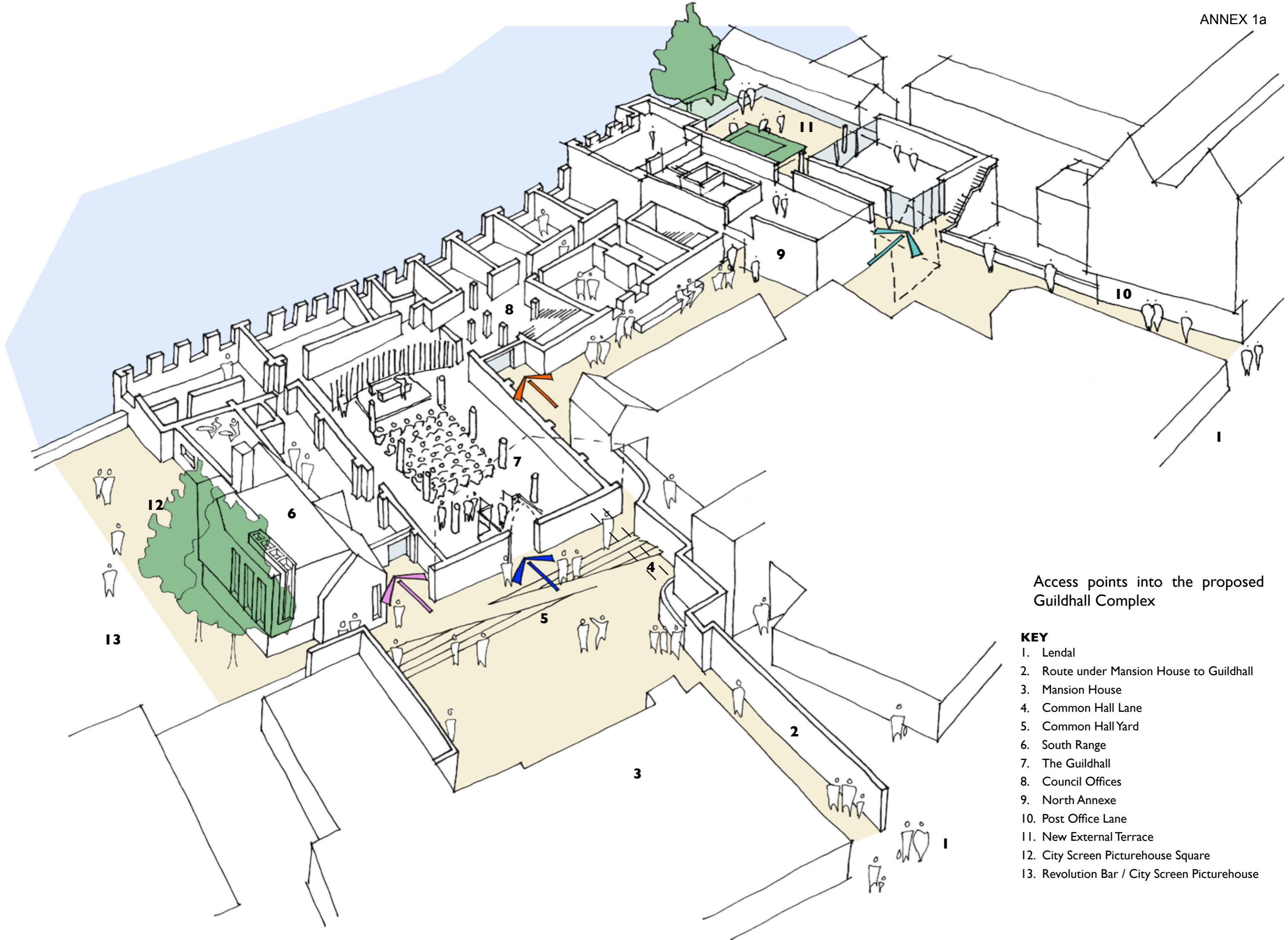
Proposed new glazed entrance to the Municipal Offices. A separate entrance has been maintained and provided through the existing single storey Porter's office. This involves removing a section of wall to the front which faces the existing route alongside the Guildhall and removing the roof. It will be replaced with a set back glazed link held off the junction with the Guildhall.





### The New North Annexe / Hutments Site

The new block connects directly with the southern end of the historic riverfront part of the Municipal Offices, and is situated on the footprint of the old North Annexe, a wing projects north-westwards onto the 'Hutments' site forming an 'L shaped' volume, enclosing a landscaped terrace facing the River Ouse.



Access points into the proposed Guildhall Complex

**KEY**

- 1. Lendal
- 2. Route under Mansion House to Guildhall
- 3. Mansion House
- 4. Common Hall Lane
- 5. Common Hall Yard
- 6. South Range
- 7. The Guildhall
- 8. Council Offices
- 9. North Annexe
- 10. Post Office Lane
- 11. New External Terrace
- 12. City Screen Picturehouse Square
- 13. Revolution Bar / City Screen Picturehouse



Cross section through the Guildhall and new Cafe

**KEY**

- 1. The Guildhall
- 2. New screen
- 3. Link between Guildhall and South Range
- 4. Common Hall Lane
- 5. Entrance to Council Chamber and new route across complex
- 6. Cafe



**YORK GUILDHALL**  
**Stage 3 DRAFT Report**  
Revision A 01/06/2016

## 3.0 SGA EXECUTIVE SUMMARY

## 1.0 Executive Summary

This report details the Stage 3 proposals for environmental and services strategies for the York Guildhall building.

SGA Consulting have taken a holistic approach to the development of these proposals and have worked closely with the Architects and the structural engineers to ensure that the building form maximises the sustainability concepts in terms of daylight, solar control, natural ventilation and energy efficiency.

The main energy saving proposals to meet this ambitious target are as follows:

- Natural ventilation and thermal mass to reduce the mechanical cooling requirements on the building.
- Effective use of daylight to reduce the need for artificial lighting.
- New efficient condensing gas boilers shall replace the old, to help reduce reliance on fossil fuels and to reduce utility bills
- New LED lighting throughout the development with local controls such as daylight dimming and absence detection will be installed. This will reduce electrical loads required
- Good control of mechanical, lighting and blind systems to minimise energy usage
- Good user control of the office environment including restricted opening windows
- Use of the River Ouse to provide heating and cooling via a heat pump
- Pipe-in-slab heating through the core of the refurbished building
- New secondary glazing installed to help reduce unwanted infiltration and reduce heating and cooling loads on all windows installed in the Hall and throughout the office spaces
- Installing mechanical dampers in existing openings in the walls to allow for greater user control and a night cooling strategy. The night cooling strategy will recharge the thermal mass with “coolth” that will be used during the office hours the next day to reduce the peak indoor air temperature.
- A BMS to allow tight control of the plant operation with optimal start to ensure plant is operating only when required.

Another ambition for the project is to achieve a BREEAM “Very Good” rating and a preliminary assessment of the current design indicates that this rating will be possible.

The following summarises the work undertaken by SGA Consulting during Stage 3:

- i. Liaison with York Guildhall facilities managers with regard to incoming services and site wide requirements.
- ii. Development of the building plan and elevations with the Architect and Structural Engineer, including building fabric performance, external shading, natural ventilation openings, and glass performance.
- iii. Acoustic performance of the natural ventilation openings on the external facades.
- iv. Energy usage estimation.
- v. Establishing the services strategies for each space and the selection of equipment options.

- vi. Coordination and allocation of plant space, service risers and distribution routes to serve the building.
- vii. Development of the artificial lighting solutions for the offices
- viii. Development of the HVAC strategies for the new WCs.
- ix. Design of the surface and foul water drainage for the building.
- x. Input into the preliminary BREEAM assessment

Talks are currently on going with the Environment Agency regarding the licenses for abstraction and discharge for the use of the River Ouse. A provisional cost has been received for these and forwarded to CYC. The indicative cost would be £1,500 pa.

An acoustic survey has been completed by an acoustic specialist and limits have been set for the design of external plant to ensure all guidelines are met with regards to neighbouring properties. It is unknown at this stage the exact external plant being proposed, this information will need to be provided by the preferred operating partner of the restaurant and café .

City of York Council  
**York Guildhall**  
Draft Stage 3 Report

YGH-ARP-ZZ-ZZ-RP-ZX-0003

Issue 3 | 30 June 2016

This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 246583-00

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**ARUP**

# 4.0 ARUP EXECUTIVE SUMMARY

## Executive Summary

This report details Arup's Stage 3 proposals for the geotechnical, civil and structural works associated with the refurbishment of the York Guildhall complex and the new build North Annexe Structure.

**Geotechnical** - An intrusive ground investigation was carried out by Soil Engineering Ltd, supervised by Arup, in May 2016. The purpose of this ground investigation was to:

- Identify the existing building foundations (composition and condition);
- Determine the variability in stratigraphy and geotechnical parameters across the site; and,
- Identify any potential for ground contamination across the site.

At the time of writing, the site works have been completed and the laboratory testing is being undertaken and once completed factual data will be issued and incorporated into the proposed design.

**Civils** - Since the Stage 2 report further work has been undertaken to develop the drainage strategy for the York Guildhall site. Additional knowledge on the existing drainage networks, and their condition has been obtained through the commission of a drainage and CCTV survey. This has helped to build a picture of the existing drainage regime and enable the proposed drainage layout to be developed in more detail. In reviewing the existing survey information there are a number of poor condition drainage runs have been identified. It is proposed to replace these existing pipes where possible given the window of opportunity during the refurbishment works.

In terms of new drainage infrastructure a surface water network is proposed on the Hutments site to drain the proposed Restaurant into the wider network. Surface water collection features in the form of slot drains are proposed to drain the external areas to the south of the Restaurant building. A number of new foul connections are proposed to the existing combined drainage networks to accommodate internal changes to the existing buildings. New foul drainage is proposed externally in the South Range/ Hutments to provide connections onto the existing network for the proposed toilet block and Restaurant unit respectively.

**Structural** - Throughout Stage 3 the structural design and refurbishment proposals have been developed in conjunction with the wider design team through design team meetings and design workshops.

Throughout the design stages undertaken to date it has become apparent that the remedial works required to address the existing structural defects are greater than those originally identified in 2013 survey works undertaken by a separate design team. The stage 3 structural proposals for remedial works have been incorporated into the cost estimate prepared by T&T.

Arup have worked in collaboration with the client and wider design team to progress the previous Stage 2 concept design through the developed design Stage 3. The following have been developed and understood in great detail to allow more accurate understanding of the project costs and risks during Stage 3:

- Refurbishment and structural alterations of the South Range.
- Refurbishment proposals for the Tower portion of the North Annexe.
- Refurbishment proposals of the Guildhall and Municipal Offices.
- New build and façade retention proposals for the North Annexe Building.
- Indicative piling and underpinning solutions for the proposed and existing buildings.
- Structural monitoring has been installed in the locations of known structural movement to inform remedial solutions moving forward.

Key Structural items that are to be addressed in the next design stage are:

- Buildability concerns with the North Annexe site. A meeting with specialist Contractors is being arranged to discuss buildability concerns and allow informed progression into the Stage 4 technical design stage.
- The detailed interaction between the existing and new structures.
- Review of movement monitoring results.
- Issues with building adjacent to neighbouring party walls.
- Underpinning solutions.
- Confirmation of existing structural elements through intrusive investigations.

08 June 2016



# Report

RIBA Stage Three Cost Estimate

**Guildhall  
City of York Council**

making the **difference**

**Alex Hargreaves**  
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## 5.0 T&T EXECUTIVE SUMMARY



## Section 1 - Executive Summary

Cost Summary	Current Stage 3 Draft Estimate	Original Budget	Movement	Comments
Construction	£6,708,705	£5,240,043	£1,468,662	Increased floor area of 80m2 and a 75% increase in the amount of new build area resulting in an increase of 528m2 new build
Main Contractor Preliminaries	£1,267,132	£743,558	£523,574	Preliminaries included at 13% of the construction costs (as per the budget) with E.O. allowances for pontoon access
Main Contractor Overheads & Profit	£319,033	£158,402	£160,631	Overhead & Profit allowance included at 4% of the construction & preliminaries an increase from 2.5% allowed at budget stage
Project / Design Team Fees	£1,489,450	£1,489,450	£0	Values as detailed in the City of York Council budget summary / capital financing document
Other Development / Project Costs	£0	£300,000	(£300,000)	Fit out of the facility shall be undertaken by the operator / service provider in line with their lease agreements
Risk / Contingency Allowance	£1,467,648	£984,450	£483,198	15% contingency sum applied - increase is representative of the percentage being applied to a higher project value
Inflation	£685,604	£934,318	(£248,714)	Inflation has been included in the current estimate at 7.3% to forecast costs at current date (2Q16) to the assumed mid point of construction (1Q18)
VAT Assessment	Excluded	Excluded	Excluded	VAT is excluded
<b>TOTAL</b>	<b>£11,937,571</b>	<b>£9,850,221</b>	<b>£2,087,350</b>	

The table above highlights the current estimated costs of the draft RIBA Stage 3 design proposals and provides a comparison between the current estimated project cost against the initial Construction & Capital Financing Budget.

**Construction:** Significant increase in costs as a result of an increase development (some 80m2 larger) and the increase in new build elements of the project which, with the exception of the South Range refurbishment are more costly to build. In addition, significant underpinning and renewal of existing floor slabs have been identified in order to stabilise the existing structures (in particular the Tower and South Range). Costs include for River Water Source Heat Pumps as a sustainable energy source to all areas, the original budget estimate excluded the Café and Restaurant provision.

**Preliminaries:** An allowance of 13% has been applied to the construction costs (as per the original budget estimates). In addition, extra over allowances have been included for mobile and jack-up pontoons to facilitate site access for large materials deliveries and plant such as cranes and piling rigs.

**Overhead & Profit:** The markets recovery has increased significantly since the end of 2014 and with it has seen contractors OH&P margins increase from the low and unsustainable levels of sub 3% experienced into the recession to levels of 4% and above. An allowance of 4% has been included within the current estimates (an increase of 1.5% from budget) and is reflective of the level of OH&P we would expect to see for the size of contractors bidding for this project.

**Risk & Contingency:** Given the current unknowns surrounding the structures, their condition and deteriorating state, site access challenges and potential need for specialist equipment / machinery this will bring, coupled with a rising and opportunistic market place the risk and contingency allowance is retained at 15% as per the budget. The increase is in relation to this percentage being applied to a larger project value.

**Inflation:** Whilst construction cost inflation suggests a overall reduction, the reader is reminded that the current estimate is priced at 2Q16 whereas the budget estimate was priced at 4Q14 and as such, the rates and prices included within the construction elements account for an increase of 7.3% before forecasting to the assumed mid point of construction. By way of comparison, if the current estimate was to be back dated to 4Q2014 as a direct comparison with the budget estimate, the current construction cost would fall by approximately 6.81% or £668,000 and therefore represent an increase of £440,000 of inflationary costs to the original budget.

**Other:** Design team fees have been retained in line with the original budget costs as these values are outside the control of the design team. Other development costs (Fit Out) has been excluded as the current business plan assumes fit out of the spaces shall be undertaken by the operator / service provider in line with their lease agreements.

**BURRELL | FOLEY | FISCHER**  
ARCHITECTS AND URBAN DESIGNERS



**ARUP**





KEY

	RESTAURANT / CAFE		SKYPE BOOTH		BASEMENT BREAKOUT
	OFFICE		PLANT / STORAGE		CYCLES / REFUSE
	COMMITTEE ROOM		CIRCULATION		COUNCIL
	GUILDHALL		ANCILLARY		PUBLIC REALM



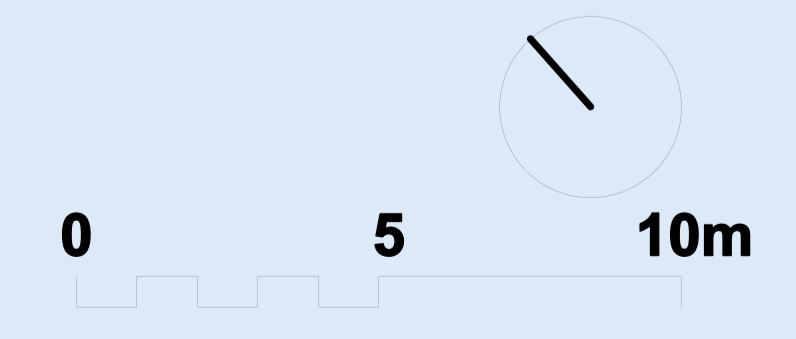
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<span style="display:inline-block; width:10px; height:10px; background-color:orange; border:1px solid black;"></span> OFFICE	<span style="display:inline-block; width:10px; height:10px; background-color:lightgrey; border:1px solid black;"></span> PLANT / STORAGE	<span style="display:inline-block; width:10px; height:10px; background-color:lightgrey; border:1px solid black;"></span> CYCLES / REFUSE
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## KEY

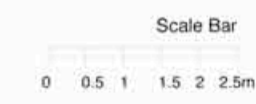
- |  |  |
|--|--|
| ① 'Petersen' brick wall  | ⑦ Cantilevered glass balustrade along edge of restaurant terrace with bronze top rail and low-iron glass                             |
| ② Bronze coloured copper roofing and guttering   | ⑧ Raised planter for flowers and shrubs  |
| ③ Gold coloured copper splayed reveal to feature window  | ⑨ 2 additional courses of magnesium limestone to river wall  |
| ④ Double height feature window with concealed framing to corner 'pop-up' with bronze coloured transome & mullion & incorporating pass door to small terrace with low iron framed glass balustrade with bronze top rail | ⑩ Existing window top section to be removed and stored - location of RWSHP opening sealed around pipework with bronze blanking plate |
| ⑤ New full height bronze framed window with bronze fins and glazed opening lights with frameless glass balustrade internally   | ⑪ New yorkstone steps down from existing escape door out of boat yard building   |
| ⑥ Bronze framed sliding glass screen to restaurant   | ⑫ New bronze handrail above wall   |

Scale Bar  
0 0.5 1 1.5 2 2.5m



**KEY**

- ① 'Petersen' brick wall
- ② Bronze coloured copper roofing and guttering
- ③ Raised planter for flowers and shrubs
- ④ New bronze framed oriel window to tower - openable solid bronze panels with internal frameless glass balustrade
- ⑤ Full height bronze framed window set back in deep splayed brick reveal
- ⑥ Full height bronze framed window
- ⑦ Cantilevered glass balustrade along edge of restaurant terrace with bronze top rail and low-iron glass
- ⑧ New bronze handrail above wall
- ⑨ Existing window opening cut down and widened to provide accessible route to riverfront garden - new skin of Petersen brick surround to opening
- ⑩ Brick 'chimney' with bronze coloured louvres
- ⑪ New yorkstone steps





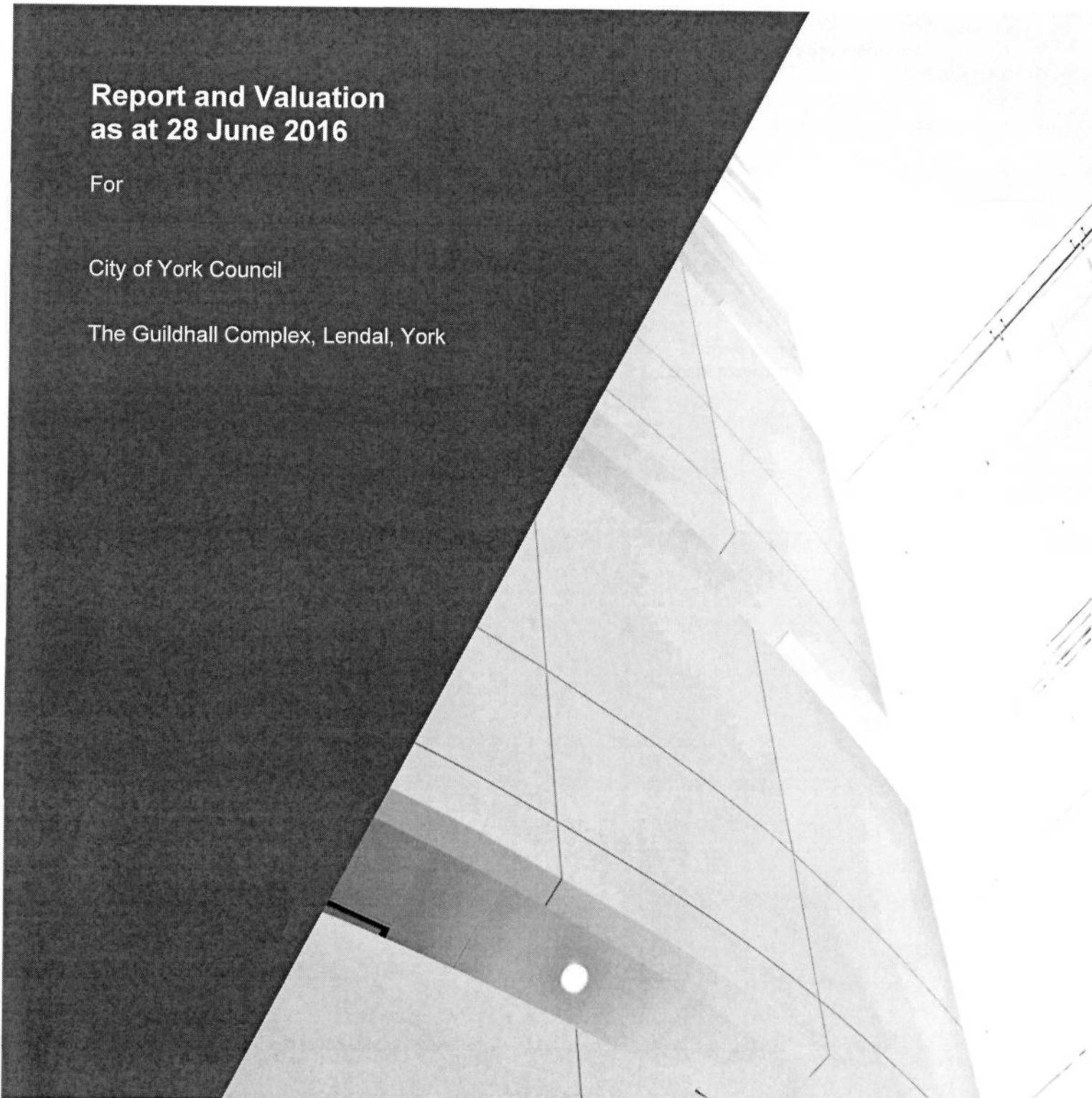


**Report and Valuation  
as at 28 June 2016**

For

City of York Council

The Guildhall Complex, Lendal, York



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## Appendices

Appendix A: Property Summary Report

Appendix B: Proposed Floor Layout Plans

PRIVATE & CONFIDENTIAL  
FAO David Warburton  
City of York Council  
West Offices  
Station Rise  
York  
YO1 6GA

Dear Sirs

The Guildhall Complex, Lendal, York ("the Property")

## 1. Introduction

In accordance with your instructions, which were confirmed in our letter dated 10 June 2016, we have inspected the above property owned by the City of York Council (the "Council") in order to advise you of our opinion of the Market Rent of the premises with the special assumption that the proposed renovation and refurbishment works are successfully complete.

The Property comprises a series of historic, adjoining and inter-linking buildings - the oldest part of which is understood to have been constructed in 1445 (The Guildhall itself). Certain elements of the premises are Grade I listed – whilst others are Grade II\* and Grade II listed. The listings relate to the age and historical importance of the buildings in the context of York as a city.

The modern history of the premises has been the occupation of the City of York Council for offices – with this use ceasing in 2013. The buildings are now predominantly vacant – although the Chamber element is still utilised on six occasions per year for full Council meetings. The main Guildhall building is hired for events during the calendar year, i.e. arts exhibitions etc. The remainder of the accommodation typically now comprises redundant office accommodation in need of refurbishment prior to being usable once again.

## 2. Inspection

The property was inspected by James Milner MRICS on 14 June 2016. We were able to inspect the majority of the property with no issues.

## 3. Compliance with RICS Valuation - Professional Standards 2014

We confirm that the valuation has been prepared in accordance with the appropriate sections of the RICS Professional Standards ("PS"), RICS Global Valuation Practice Statements ("VPS"), RICS Global Valuation Practice Guidance – Applications ("VPGAs") and United Kingdom Valuation Standards ("UKVS") contained within the RICS Valuation - Professional Standards 2014, (the "Red Book"). It follows that the valuation is compliant with International Valuation Standards.

## 4. Status of valuer and conflicts of interest

We confirm that we have sufficient current knowledge of the relevant markets, and the skills and understanding to undertake the valuation competently. We also confirm that where more than one valuer has contributed to the valuation the requirements of PS 2.3.7 of the Red Book have been satisfied. We confirm that James Milner has overall responsibility for the valuation. Finally, we confirm that we have undertaken the valuation acting as External Valuers, qualified for the purpose of the valuation.

We confirm that we have no current, anticipated or previous recent involvement with the subject property.

## 5. Purpose of the valuation

We understand that the valuation is required for internal purposes only.

## 6. Basis of valuation

Our opinion of the Market Rent of the property has been primarily derived using comparable recent market transactions on arm's length terms.

### 6.1. Market Rent

Market Rent as defined in VPS 4.1.3 of the Red Book. Under VPS 4.1.3.1 the term "Market Rent" means "The estimated amount for which an interest in real property should be leased on the valuation date between a willing lessor and a willing lessee on appropriate lease terms in an arm's length transaction, after proper marketing and where the parties had each acted knowledgeably, prudently and without compulsion".

## 7. VAT

We have been advised that the Council would exercise its option to tax following completion of the proposed renovation and refurbishment works. Rentals achieved would therefore be subject to VAT.

The rental assessment within this Valuation Report is net of value added tax at the prevailing rate.

## 8. Assumptions and sources of information

An Assumption is stated in the Glossary to the Red Book to be a "supposition taken to be true" ("Assumption"). In this context, Assumptions are facts, conditions or situations affecting the subject of, or approach to, a valuation that, by agreement, need not be verified by a valuer as part of the valuation process. In undertaking our valuation, we have made a number of Assumptions and have relied on certain sources of information. Where appropriate, the Council has confirmed that our Assumptions are correct so far as they are aware. In the event that any of these Assumptions prove to be incorrect then our valuations should be reviewed.

The Assumptions we have made for the purposes of our valuation are referred to below:-

### 8.1. Title

We have not had access to the title deeds of the property. We have made an Assumption that the Council is possessed of good and marketable freehold title and that the property is free from rights of way or easements, restrictive covenants, disputes or onerous or unusual outgoing. We have also assumed that the property is free from mortgages, charges or other encumbrances.

### 8.2. Condition of structure and services, deleterious materials, plant and machinery and goodwill

Due regard has been paid to the apparent state of repair and condition of the property, but a condition survey has not been undertaken, nor have woodwork or other parts of the structure which are covered, unexposed or inaccessible, been inspected. Therefore, we are unable to report that the property is structurally sound or is free from any defects. We have made an Assumption that the property is free from any rot, infestation, adverse toxic chemical treatments, and structural or design defects other than such as may have been mentioned in the body of our Valuation Report/and the appendices.

We have not arranged for investigations to be made to determine whether high alumina cement concrete, calcium chloride additive or any other deleterious materials have been used in the construction or any alterations, and therefore we cannot confirm that the property is free from risk in this regard. For the purposes of this valuation, we have made an Assumption that any such investigation would not reveal the presence of such materials in any adverse condition.

We have not carried out an asbestos inspection and have not acted as an asbestos inspector in completing the valuation inspection of properties that may fall within the Control of the Asbestos at Work Regulations 2002. We have not made an enquiry of the duty holder (as defined in the Control of Asbestos of Work Regulations 2002), of the existence of an Asbestos Register or of any plan for the management of asbestos to be made. Where relevant, we have made an Assumption that there is a duty holder, as defined in the Control of Asbestos of Work Regulations 2002 and that a Register of Asbestos and Effective Management Plan is in place, which does not require any immediate expenditure, or pose a significant risk to health, or breach the HSE regulations. We advise that such enquiries be undertaken by a lawyer during normal pre-contract enquiries.

No mining, geological or other investigations have been undertaken to certify that the site is free from any defect as to foundations. We have made an Assumption that the load bearing qualities of the site of the property are sufficient to support the buildings constructed thereon. We have also made an Assumption that there are no services on, or crossing the site in a position which would inhibit development or make it unduly expensive and that there are no abnormal ground conditions, nor archaeological remains present, which might adversely affect the present or future occupation, development or value of the property.

No tests have been carried out as to electrical, electronic, heating, plant and machinery, equipment or any other services nor have the drains been tested. However, we have made an Assumption that all services, including gas, water, electricity and sewerage, are provided and are functioning satisfactorily.

No allowance has been made in this valuation for any items of plant or machinery not forming part of the service installations of the building. We have specifically excluded all items of plant, machinery and equipment installed wholly or primarily in connection with the occupants' businesses. We have also excluded furniture and furnishings, fixtures, fittings, vehicles, stock and loose tools.

Further, no account has been taken in our valuation of any business goodwill that may arise from the present occupation of the property.

It is a condition of DTZ Debenham Tie Leung Limited or any related company, or any qualified employee, providing advice and opinions as to value, that the client and/or third parties (whether notified to us or not) accept that the Valuation Report in no way relates to, or gives warranties as to, the condition of the structure, foundations, soil and services.

### 8.3. Environmental matters

We have made enquiries in order, so far as reasonably possible, to establish the risk of flooding at the property and the potential existence of contamination arising out of previous or present uses of the site and any adjoining sites.

Our enquiries and inspection have provided no evidence that there is a significant risk of contamination in respect of the property. Accordingly, you have instructed us to make an Assumption that no contamination or other adverse environmental matters exist in relation to the property sufficient to affect value. Other than as referred to above, we have not made any investigations into past or present uses, either of the property or any neighbouring land to establish whether there is any contamination or potential for contamination to the subject property.

Commensurate with our Assumptions set out above we have made no allowance in this valuation for any effect in respect of actual or potential contamination of land or buildings. A purchaser in the market would, in practice, undertake further investigations than those undertaken by us. If it is subsequently established that contamination exists at the property or on any neighbouring land or that the premises have been, or are being, put to any contaminative use then this might reduce the value now reported.

#### Flooding

We have made enquiries of the Environment Agency website and are advised that the subject property falls within Flood Zone 3 due to the close proximity of the River Ouse. This is categorised as being an annual chance of flooding equivalent to 1 in 100 or greater.

It is well known that the basement level of the Guildhall floods fairly frequently – most recently during the 2015 Boxing Day flooding. The ground floor level of the premises has, to the best of our knowledge, not suffered from flooding in recent times.

We have made the Assumption that building insurance is in place regarding flooding and available to be renewed to the current or any subsequent owner of the property, without payment of an excessive premium or excess.

#### 8.4. Areas

Unless specified otherwise, floor areas and analysis in this report are based on the following bases of measurement, as defined in RICS Property Measurement:

Office	Net Internal Area
--------	-------------------

The areas have been obtained via the architect floor layout plans you have provided.

Effective 1 January 2016, RICS Property Measurement requires office buildings to be measured in accordance with IPMS: Office Buildings. However, as IPMS is yet to be adopted as market practice, we have reported office floor areas and rental analysis on a Net Internal Basis only as agreed as part of our instruction.

#### 8.5. Statutory requirements and planning

Enquiries have been made of the relevant planning authority in whose area the property lies as to the possibility of highway proposals, comprehensive development schemes and other ancillary planning matters that could affect property values. We have not however undertaken a formal search of local authority records which would attract a cost. The results of our enquiries have been included within our Valuation Report where relevant.

We have made an Assumption that the building benefits from valid town planning and building regulations approvals, that where necessary it has the benefit of a current Fire Risk Assessment compliant with the requirements of the Regulatory Reform (Fire Safety) Order 2005. Similarly, we have also made an Assumption that the property is not subject to any outstanding statutory notices as to its construction, use or occupation. Unless our enquiries have revealed the contrary, we have made a further Assumption that the existing use of the property is duly authorised or established and that no adverse planning condition or restriction applies.

No allowance has been made for rights, obligations or liabilities arising under the Defective Premises Act 1972, and we have made an Assumption that the property complies with all relevant statutory requirements.

In England and Wales, the Government has implemented the Energy Performance of Buildings Directive requiring Energy Performance Certificates ("EPC") to be made available for all properties, when bought or sold, subject to certain exemptions. If the subject property is not exempt from the requirements of this Directive, we have made an Assumption that an EPC is made available, free of charge, to a purchaser of the interest which is the subject of our valuation.

In addition, the Energy Act 2011 includes a provision whereby from April 2018 it will be unlawful to rent out a premises with an EPC rating which, according to Government proposals issued in February 2015, falls below an E rating. Unless our enquiries have revealed to the contrary if the property is not exempt

from these requirements, we have made an Assumption that the property meets the minimum requirements to enable it to be let after April 2018.

We would draw your attention to the fact that employees of town planning departments now always give information on the basis that it should not be relied upon and that formal searches should be made if more certain information is required. We assume that, if you should need to rely upon the information given about town planning matters, your solicitors would be instructed to institute such formal searches.

## 8.6. Information

We have made an Assumption that the information the Council and its professional adviser(s) have supplied to us in respect of the property is both full and correct.

It follows that we have made an Assumption that details of all matters likely to affect value within your/their collective knowledge such as prospective lettings, rent reviews, outstanding requirements under legislation and planning decisions have been made available to us and that the information is up to date.

## 9. Valuation

We are of the opinion that the Market Rent of the property when assuming the proposed renovation / refurbishment works are successfully complete subject to the Assumptions, Special Assumptions and comments in this Valuation Report and in the appendices is as follows:-

**£215,000 per annum**

**(Two Hundred and Fifteen Thousand pounds)**

Following the Referendum held on 23 June 2016 concerning the UK's membership of the EU, a decision was taken to exit. We are now in a period of uncertainty in relation to many factors that impact the property investment and letting markets.

Since the Referendum date it has not been possible to gauge the effect of this decision by reference to transactions in the market place.

The probability of our opinion of rental value exactly coinciding with the rental achieved, were there to be a series of lettings, has reduced. We would, therefore, recommend that the rental assessment is kept under regular review and that specific market advice is obtained should you wish to seek a series of lettings at the premises.

## 10. Confidentiality and disclosure

The contents of this Valuation Report and appendices are confidential to the City of York Council for the specific purpose to which they refer and are for their use only. Consequently, and in accordance with current practice, no responsibility is accepted to any other party in respect of the whole or any part of their contents. Before this Valuation Report, or any part thereof, is reproduced or referred to, in any document, circular or statement, and before its contents, or any part thereof, are disclosed orally or otherwise to a third party, the valuer's written approval as to the form and context of such publication or disclosure must first be obtained.



Such publication or disclosure will not be permitted unless, where relevant, it incorporates adequate reference to the Special Assumptions and/or Departures from the RICS Valuation – Professional



City of York Council  
The Guildhall Complex, Lendal, York

Standards 2014 referred to herein. For the avoidance of doubt, such approval is required whether or not DTZ Debenham Tie Leung Limited is referred to by name and whether or not the contents of our Valuation Report are combined with others.

Yours faithfully

James Milner MRICS  
Director  
RICS Registered Valuer

Direct:   
Mobile:   


As of 1 September 2015, DTZ and C&W have combined under a new common brand. Notwithstanding our new branding, our underlying legal entities have not changed, including their names.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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## Guildhall Business Club and Serviced Office / Desk rental model operational model at year 3 of operation

Ref	Area	m2	rental ft2	Desk nos.	Serviced Office £34/ft2	Desk rental £249/mnth
<b>Basement</b>						
I.V.05	Co-working benches	42	452.34	8		
<b>Ground Floor</b>						
G.A.02	Business Lounge	55	592.35	10		
G.A.03	Office	35	376.95	5	£12,816.30	
G.V.04	Co-working benches	22	236.94	4		
GH 04 - Com Rm1	Mtg	45	484.65	0		
G.V.06	Office	35	376.95	5	£12,816.30	
G.V.07	Office	35	376.95	5	£12,816.30	
G.V.08	Office	34	366.18	5	£12,450.12	
G.V.09	Office	50	538.5	7	£18,309.00	
G.V.10	Office	31	333.87	4	£11,351.58	
G.V.12	Desk rental	89	958.53	13		£38,844.00
<b>First Floor</b>						
I.A.02	Business Lounge	58	624.66	10		
I.V.03	Meeting Room	11	118.47	0		
I.A.04	Meeting Room	36	387.72	0		
I.V.06	Meeting Room	33	355.41	5		
I.V.07	Meeting Room	20	215.4	0		
I.V.08	Desk rental	109	1173.93	16		£47,808.00
I.N.08	Co-Working desks	129	1389.33	22		

Second Floor					
2.V.03	Office	83	893.91	12	£30,392.94
2.V.06	Office	104	1120.08	15	£38,082.72
2.N.08	Co-Working desks	160	1723.2	27	
2.N.09	Desk rental	121	1303.17	17	£50,796.00

TOTALS		1337	14399	190	£149,035.26	£137,448.00
	<b>Assumptions</b>		<b>88% occupancy</b>		£131,151.03	£120,954.24

100 members @ £99/month	club membership basic	£118,800.00
100 members @ £199/month	club membership plus	£238,800.00
serviced office rental @ £34/ft2	Office rental 88% occ	£131,151.03
desk rental @ £249/month	Desk rental 88% occ	£120,954.24
additional office services	office services	£25,000.00
GH hire 50% @£600/ day	GH hire	£102,000
Mtg Rm hire 1hr / room / day	mtg room hire	£26,000
CC hire @ 6x£250 / mnth	council chamber	£18,000

**TOTAL** £780,705.27

**less COSTS** £555,800.00

**Margin** £224,905.27

Cafe lease as valuation cafe @ £15/ft2 £25,000.00

**Income potential** £249,905.27

<b>Guildhall complex business club operating costs</b>
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<b>Core Costs</b>
-------------------

Staffing	£150,000.00
Business Rates	£86,400.00
utilities - Gas / Elec / Water	£90,000.00
Telecoms / fibre rental	£24,000.00
Buildings Insurance	£12,000.00
Security	£15,000.00
Refuse & Feminine Waste collection	£4,500.00
Consumables (inc Light Bulbs)	£3,000.00

<b>Maintenance Costs</b>
--------------------------

Door Entry / Intercom / CCTV Maintenance	£3,000.00
Fire Alarm & Emergency Lighting	£3,000.00
Fire Extinguisher Service	£1,500.00
Lift Maintenance / Annual Inspection	£1,800.00
Window Cleaning	£6,000.00
Communal Cleaning	£75,000.00
Grounds Maintenance	£2,400.00
General Maintenance	£7,200.00
Internal Decoration	£3,000.00
Contingency	£9,000.00

<b>Administration Costs</b>
-----------------------------

Management Fees	£2,400.00
Audit & Accountancy Fees	£2,400.00
Banking	£1,200.00
Health & Safety and Risk Assessment	£1,500.00

<b>Reserves</b>
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General/Repairs Sinking Fund	£50,000.00
Lift Sinking Fund	£1,500.00

Total	<b>£555,800.00</b>
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**Executive****14 July 2016**

Report of the Director of Adult Social Care from the portfolio of the Executive Member for Adult Social Care and Health

**Demonstrating Progress on the Older Persons' Accommodation Programme**

This report provides an update on the Older Persons' Accommodation Programme (the **Programme**), demonstrates the changing supply and demand for older persons' accommodation with care up to 2020 and seeks consent to:

- Move forward with plans for the re-development of the Lowfield school site, beginning with public engagement regarding use and design.
- Open negotiations to purchase land adjacent to Haxby Hall in order to facilitate the examination of options for its future.
- Consult on the closure of a further Older Persons' Home in the autumn of 2016 and another one in the first half of 2017, in accordance with the Moving Homes Safely Protocol.

**Recommendations**

1. Members will be asked to:
  - a. Note the progress made towards delivering the Older Persons' Accommodation Programme agreed by Executive in July 2015 and the changing supply and demand for older persons' accommodation with care up to 2020.

Lowfield

- b. Agree to move forward with the redevelopment of the Lowfield School site in order to deliver:
  - i. approximately 3 acres for the potential development of health and wellbeing facilities, including a care home;
  - ii. approximately 9 acres for housing, including "starter homes" and homes for the over 60s;

- iii. approximately 1 acre as play and open space; and
  - iv. a capital receipt of at least £3.8 million from sale of land on the site.
- c. To authorise the examination of the opportunity to create football facilities on land off Tadcaster Road.
  - d. Receive a further report in the autumn providing feedback on the public engagement and proposals for the future of the Lowfield site.

*Reason: So that the consideration of the redevelopment of Lowfield can progress.*

#### Haxby Hall

- e. Authorise the Director of Customer and Business Support Services to commence negotiations for and agree the purchase of land adjacent to Haxby Hall, in order to facilitate the examination of options for the future of Haxby Hall Older Persons' Home as part of the Older Persons' Accommodation Programme.
- f. Recommend to Council that provision of up to £600,000 is made within the Capital Programme to meet the acquisition and legal costs as well as to fund demolition, enabling and related works, drawing upon capital held for the use of the Older Persons' Accommodation Programme.

*Reason: To allow the development of options for the future of Haxby Hall as part of the Older Persons' Accommodation Programme.*

- g. Receive a further report in the autumn on the examination of options for the long term future of Haxby Hall, including seeking a partner to operate and redevelop as an alternative to consultation on closure.

*Reason: So that the Executive can decide the best future for Haxby Hall.*

#### Consultation on closure

- h. Agree that, this autumn, a six week period of consultation is undertaken with the residents, family, carers and staff of one of the Council's Older Persons' Homes to explore the option to close the home with current residents moving to alternative accommodation and that a further report on the outcome of this consultation be received at the Executive before a final decision to close is made and

that this process is repeated in the first half of 2017 in respect of a further Council run Older Persons' Home.

*Reason: So that the Executive may decide which homes may close having been fully informed of the views of and options available to existing residents.*

#### Further reports

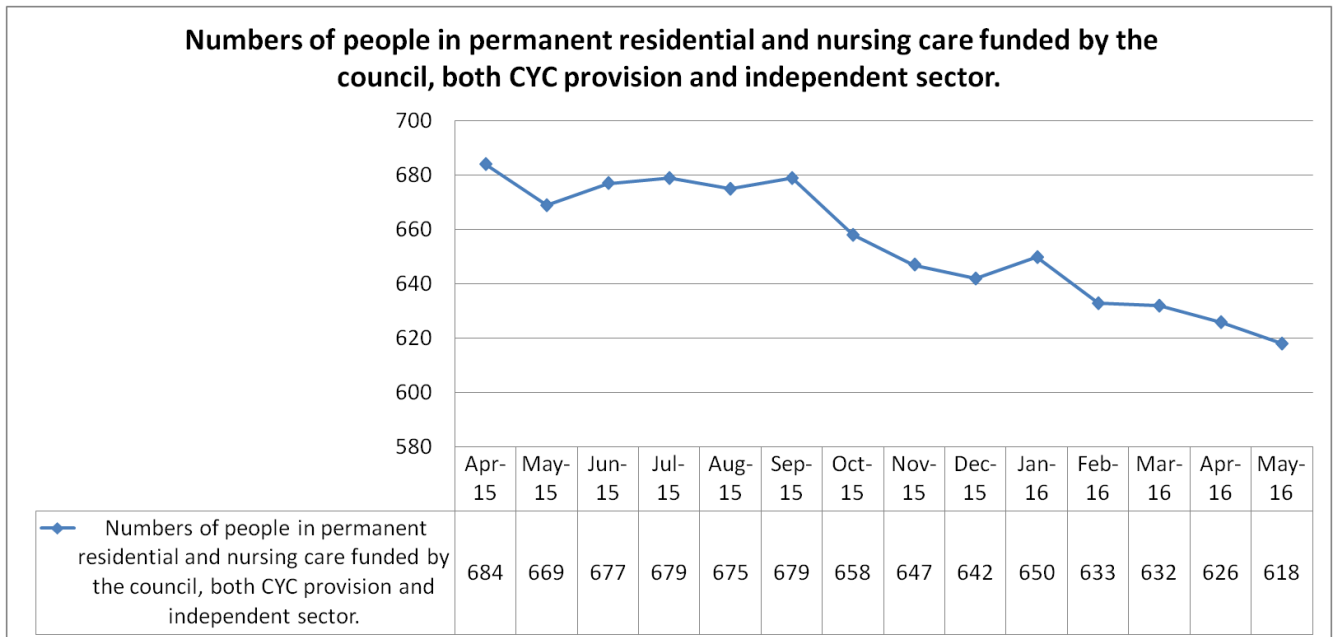
- i. Receive regular written updates of the progress of the Older Persons' Accommodation Programme.

*Reason: So that the Executive can be assured that the Programme is progressing according to plan and will be delivered.*

### **Background**

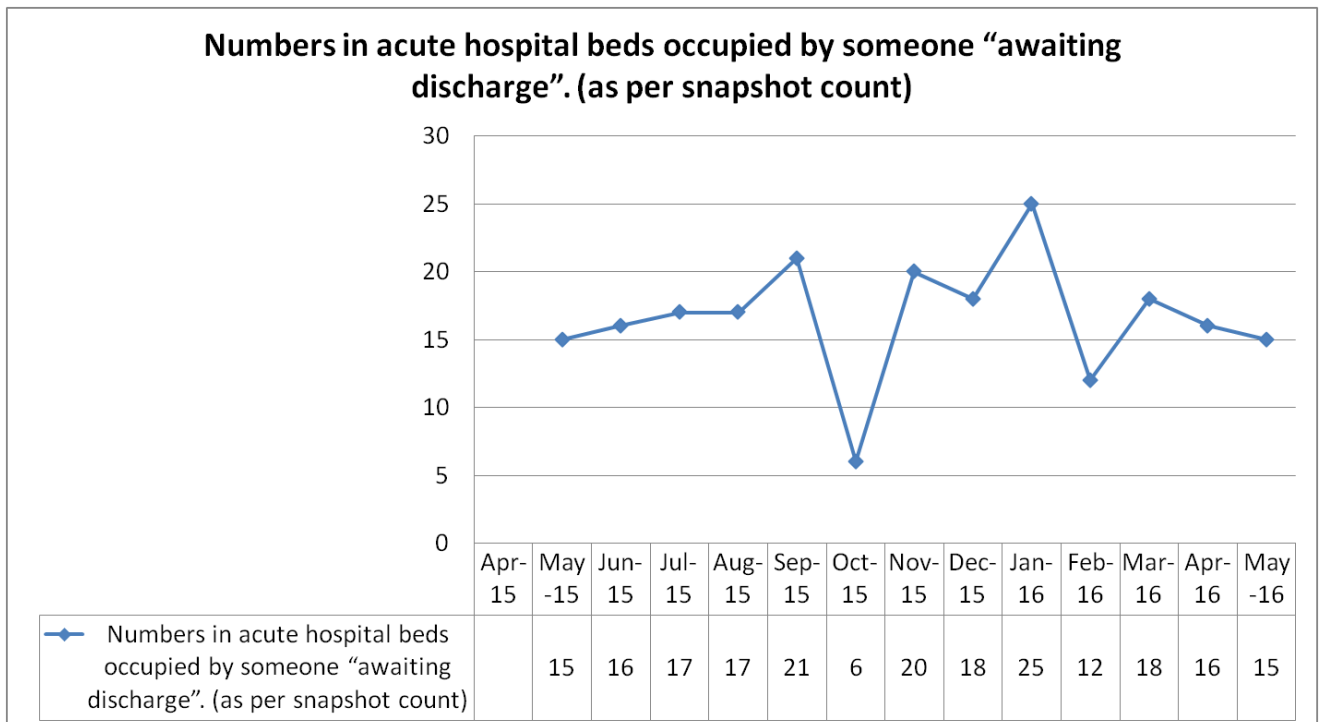
2. Executive in July 2015 agreed a programme of activity which will transform the provision of older persons' accommodation with care. Progress in delivering the Programme has been the subject of regular reports to Executive, Health & Adult Social Care Scrutiny Committee and Audit & Governance Committee. Good progress has been made, including:
  - a. provision of 24/7 care at Auden House and Glen Lodge Extra Care Schemes;
  - b. planning consent and Homes & Communities Agency funding secured for the 27 home extension to the Glen Lodge Extra Care facility with construction beginning imminently;
  - c. planning consent secured for a new 90 bed care home at the Terry's chocolate works with construction work now underway;
  - d. the safe closure of Grove House and Oakhaven Older Persons' Homes; and
  - e. Executive approval for the redevelopment of the Burnholme school site to deliver a Health & Wellbeing campus on that site.
3. As the Programme has progressed, and as we continue to drive to support people to living independently in their own home as an alternative to nursing and residential care, we have seen a slow but steady reduction in the number of older people who are supported by the Council to live in permanent residential and nursing care, as the graph below shows.

Graph 1: Numbers of people in permanent residential and nursing care funded by the Council, both CYC provision and independent sector



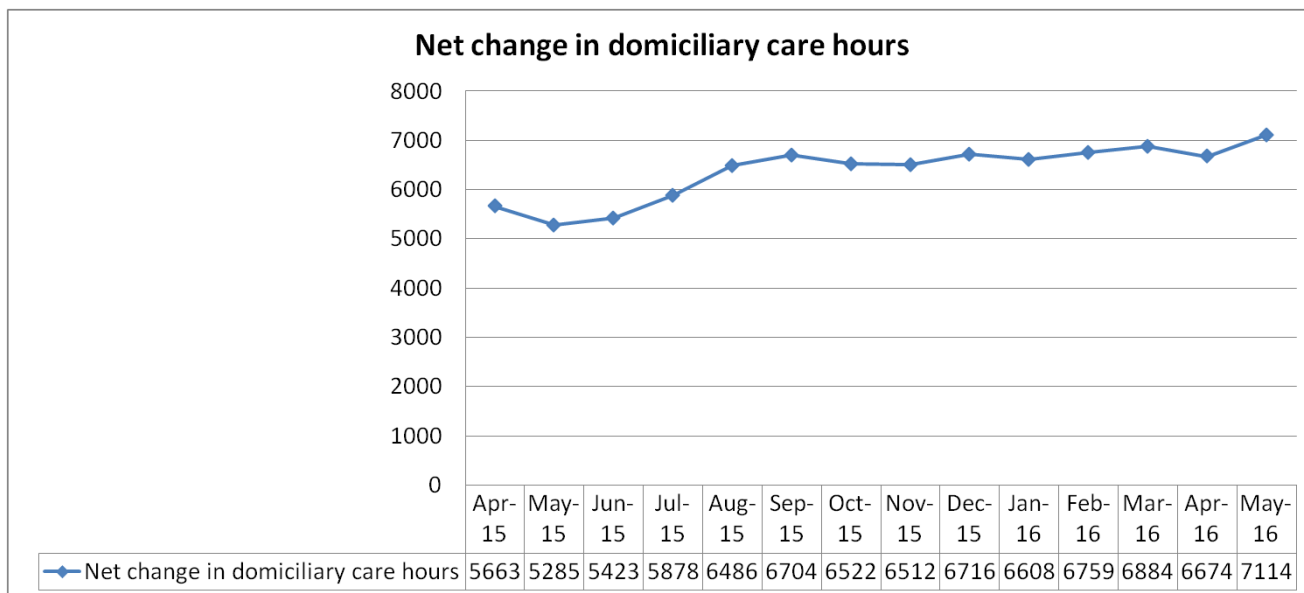
4. The changes in the number of residential care beds over the same period and including the closure of Grove House and Oakhaven, does not appear to have had a detrimental effect upon the number of people awaiting discharge from hospital, as the graph below shows:

Graph 2: Numbers in acute hospital beds occupied by someone “awaiting discharge”



- Finally, we see from the trend in use of domiciliary care over the same time period that more activity is recorded, suggesting that those with higher care needs are being helped to continue to live independently at home, as graph 3 shows:

Graph 3: Net change in domiciliary care hours



- However, as the size of the older persons' population continues to grow and with an increasingly wealthy older population (particularly property wealth) who are willing and able to make their own choices, the need for more provision of both residential and Extra Care accommodation is evident.
- There is a shortage in York of suitable accommodation with care for older people, as the table below illustrates. This is caused by historic under-investment and expected growth in the size of the over-75 population of the city (the 75+ population is expected to increase by 50% over the next fifteen years, from 17,200 to 25,800). 81% of York's 75+ population own their own home.

Table 1: Projection of Demand and Supply of Accommodation with Care

Demand & Supply projections		2014-18	2020	2030
Estimated Demand based on national benchmarks	Residential Care	1,936	2,156	2,828
	Extra Care	440	490	645
Current provision	Residential Care	1,385		
	Extra Care	270		

Demand & Supply projections		2014-18	2020	2030
Shortfall in provision	Residential Care (at 70% run-rate)	-30	-124	-595
	Extra Care	-170	-220	-375
Replace Council-run permanent care beds (plus 28 temporary beds)		-171		
<b>Total Shortfall</b>		<b>-371</b>		

8. The Programme, as currently set, seeks to deliver the following outcomes in the period 2016 to 2018:

Table 2: New provision under the Programme

New Provision	When	Total
<i>Extra Care</i>		
Glen Lodge Extra Care Extension	Q3 -17	27
New Extra Care Scheme in Acomb	Q3 -18	40
Red Lodge Extra Care – net new	Q1-18	75
<b>Total new Extra Care units of accommodation</b>		<b>142</b>
<i>Residential Care</i>		
Chocolate Works Care Home	Q1 -17	90
Red Lodge Care Home – net new	Q3 -17	16
Burnholme Care Home	Q4-18	80
<b>Total new residential care beds</b>		<b>186</b>
<b>Making best use of existing Sheltered Housing with Extra Care accommodation for those with high care needs</b>		<b>50</b>
<b>Total new provision</b>		<b>378</b>

9. These efforts will facilitate the closure of the five remaining Council run Older Persons' Homes, subject to consultation, reducing residential care provision in the city by 143 permanent and 28 temporary beds. It is recognised that the buildings that these homes operate in are no longer fit for purpose.
10. In total 378 new units of accommodation are expected to be achieved in the next three years, closing the gap identified in Table 1 and replacing existing Council-run care beds.

11. However, more is needed to meet the demand generated by population growth through to 2020 and beyond, as the table below shows:

Table 3: Demand & Supply through to 2020

<b>Demand &amp; Supply through to 2020</b>	<b>2014-18</b>	<b>2020</b>
<b>Shortfall in provision as shown in Table 1</b>	<b>-371</b>	
<b>New provision</b>	<b>+378</b>	
<b>And, subject to that new provision, shortfall</b>		<b>-137</b>

12. We therefore estimate that we need to see the provision of more residential care and more extra care accommodation to meet projected need and supply through to 2020 and beyond.
13. Key strands for the Programme are now moving forward and it is therefore timely that we begin to plan for new provision which will come into use in 2019 and 2020 and which will close that 2020 gap. The other imperative is to achieve a supply of residential care beds and “assess to discharge” beds which will help the Adult Social Care team both to keep pace with demand and manage budget pressures.
14. With this in mind it is proposed that we explore the following opportunities:

Table 4: Proposed New Provision

<b>Proposed new provision</b>	<b>Units achieved</b>	<b>Agree to proceed?</b>	<b>Ready when?</b>
Residential care home at Lowfield (replicating provision at Burnholme) with a number of the care beds purchased at our target bed price.	80	Q4 2016	Q1 2019
Re-development of a new residential care home on the Haxby Hall site by an independent sector partner, with a number of the care beds purchased at our target bed price.	60	Q4 2016	Q2 2019

15. We continue to examine opportunities for additional Extra Care Accommodation in the city.
16. There are resources available in the Programme management budget to fund the initial works required to bring forward the Lowfield care home and Haxby Hall proposals, including the development of design

proposals, public engagement and relevant site investigations as well as legal and procurement advice. However, the funding required to deliver either or both options would need to be identified and approved as part of the business case for each option.

### **Lowfield**

17. The site of Lowfield School (closed as a result of amalgamation on 31<sup>st</sup> August 2007) is due for redevelopment.
18. The total site is 13.7 acres and, assuming that some of this land will be set aside for roads and public open space the total developable area is estimated to be 12 acres. See attached Plan at **Annex 1**.
19. To place the proposal in context, the Council previously engaged in a procurement exercise for a “Care Village” on the footprint of the old school buildings (6.9 acres). This procurement was ultimately abandoned in 2015 (along with initial plans for a care home to be built on the Burnholme School site) for reasons of unaffordability. The key reasons why the original proposals at Lowfield were unaffordable are: residential care and extra care accommodation had large amounts of communal space which could not be supported by the values achieved in either rental or sale income for units of accommodation in this area; access to the site was restricted to the Dijon Avenue access point; the size of the site brought to development and therefore number of properties on the site did not create economies in development nor cross-subsidy.
20. In preparing revised plans for the Lowfield site, the Council have sought the advice of land-use and value experts and they tell us that:
  - a. The site is best suited to residential development for a mix of homes, including “starter homes”, family homes and apartments, with the latter potentially targeted at older people who wish to “downsize”.
  - b. The local demographics preclude the building of larger homes, i.e. four bedrooms or more.
  - c. Perceptions of the Acomb property market place this site in the third quartile of York’s property price bands, meaning that high value homes are unlikely to be viable.
  - d. The Barratt development on Tedder Road (West of Lowfield) is described as a good example of the mix, density and style of development that could be successful on the Lowfield site.



21. Continuous market engagement with the care home sector has seen new interest emerge for the development of a care home on this site. Prompted by the interest shown in the Burnholme care home opportunity, and mindful of the Council's "light touch" approach to the specification and procurement of the care home, positive interest has been expressed by several parties.

### **Future Plans for Lowfield**

22. The "working vision" is to see developed on the site a vibrant community which:
- a. Promotes and services health and wellbeing by providing:
    - i. a residential care home for older people, addressing an identified need for new nursing and residential care in the west of the city;
    - ii. accommodation for community based domiciliary care staff who will provide care and support to residents living in age-related housing on site and in the nearby community;
    - iii. GP and community based health facilities, including the potential for an Urgent Care Centre, replicating in the west some of the health and wellbeing provision planned for Burnholme in the east of the city; and
    - iv. public open space which is pro-actively managed to promote use.
  - b. Delivers housing for all ages including both "starter homes" through to "homes for the over 60s"; we will seek to develop some "land saving" bungalows modelled on those built at Regent Street. The opportunity could be taken to allocate some land to allow "self-build" or community build homes in line with our Housing Strategy and Planning ambitions.
  - c. Integrates care services, the police service, other service delivery and community uses into the same buildings and spaces so that services can "join-up" and best use can be made of space, in line with the principles of One Public Estate.
  - d. Provides jobs, particularly roles in the health and care sector.
23. This "vision" also gives life to the wider reform of public provision in the core areas of Acomb, including:

- a. Facilitating the potential move of the police services teams currently based on the Oakhaven site, allowing them to integrate with other services and facilitating the development of a larger Extra Care facility on that site.
  - b. Increasing the provision of good quality residential care for people in Acomb, including care for those with dementia.
  - c. The potential to re-develop the site on Cornlands Road which currently hosts community health facilities.
24. The draft local plan has identified the importance of developing the whole of the Lowfield site so that the city can achieve its overall housing targets and currently estimates that approximately 137 homes can be accommodated.
25. In light of the previous procurement and the advice sought and received since then, it is proposed that:
- a. approximately 3 acres are reserved for the potential development of health and wellbeing facilities including a care home;
  - b. approximately 9 acres are allocated to housing including both “starter homes” and homes for the over 60s;
  - c. at least 1 acre is allocated to play and open space; and
  - d. the Council target a capital receipt of at least £3.8m from sale of land on the site.
26. These land uses have been acknowledged and included in the current draft of the Local Plan.
27. The potential for us to further demonstrate joint working with health colleagues on the Lowfield site is an ideal opportunity for York to show how joint-working on capital project can achieve positive outcomes for both health and social care services, giving life to the Sustainability and Transformation Plan for the Vale of York Clinical Commissioning Group. It can also set a model for joint-working on revenue funded activity. However, should one or more of the health or other public service uses not materialise then the land will be disposed of for development of additional residential accommodation.

### **Moving Forward**

28. To move this forward we have discussed the “vision” with Ward Members and others. Ward Members, engaging with the Portfolio

Holder for Health and Adult Social Care, recognise the need to consult on the development of the Lowfield site, including the provision of age related housing (including bungalows) starter homes, a care home, facilities for health and other partners plus play and open space.

29. To deliver this plan we will work with care, health, housing and other partners to develop an integrated development plan for the site. This plan will then be used as the “blue-print” for planning and building, as we have done at Burnholme. Housing and other facilities may be developed by a potential Council Development Company.
30. The approach to redevelopment of the Lowfield site will be incremental, bringing forward parcels of land when the need and demand is highest and in this way maximise the financial benefits. Some enabling works will facilitate this approach, which may include the construction of new access road to service parts of the site. The exact detail will be finalised in due course. This approach will also allow us to prioritise the building of care and health facilities.
31. A new access route to the south of the site could be achieved on Council owned land on Tudor Road. A sewer passes under this land. Yorkshire Water’s consent may be required before the Council can therefore carry out construction works on this land.
32. Traffic consultants have assessed the capacity of local roads to cope with the impact of redevelopment of the Lowfield site and they advise that the existing road network can accommodate the additional traffic generated, even at peak times. They comment that some highways work will be required to road junctions in the area but these are not of major significance. They also comment that achieving vehicle access to the north of the site (via the existing Dijon Avenue entrance) and from the south of the site would help to distribute traffic more evenly through the area. Pedestrian/cycle access could be achieved via a third access point to the south-east of the site.
33. Sports & Active Leisure colleagues are currently examining options for the best location for community football provision in the west area. Land at Tadcaster Road is included in this review as it could be suitable for the exclusive provision of community football facilities, thereby preventing a conflict of use with others such as those exercising dogs. We will seek the views of the local football clubs as we further examine options.

### **Learning from Burnholme**

34. The proposals for Lowfield share similar themes and issues as for the re-development of Burnholme. We therefore plan to time the work at

Lowfield so that it “dove-tails” with that at Burnholme and, most importantly, that we have time to learn lessons from Burnholme and apply them at Lowfield. This approach will also help with resource and workload planning for key legal, procurement and finance staff.

35. With this in mind, and subject to the outcome of public engagement, the procurement of a care home at Lowfield will follow on from the similar procurement at Burnholme, as follows:

Table 5: Illustrative Care Home Procurement Timetable

<b>What</b>	<b>Burnholme</b>	<b>Lowfield</b>
Executive approval	May 2016	Q3/4 2016
Procure care home partner	Q3 2016	Q1/2 2017
Planning application	Q1/2 2017	Q3/4 2017
Construction begins	Q3 2017	Q1/2 2018
Care Home in use	Q4 2018	Q1/2 2019

### **Resource Implications**

36. It is proposed that we develop a financial model to drive the assessment of opportunities and outcomes from the development.
37. Included in the financial assessment of the site will be the need to generate a capital receipt of at least £2m as this is the sum that was expected from the sale of the school site as its contribution to the cost of moving to the York High site. Recent advice obtained from GVA Bilfinger suggests that the land for housing could generate a receipt of at least £2.9 million and from the health facilities and care home at least £900,000.
38. The early costs associated with progressing the redevelopment, including the cost of spatial planning and public engagement, are budgeted for in the Programme management budget. Preparing for public engagement will take place over summer 2016 with events held in the early autumn of 2016.
39. The Programme management budget also has provision for the funding of legal and procurement advice to assist with the sale of land at Lowfield and the subsequent development to achieve the desired outcomes.
40. It is possible that early investment in detailed design, a planning application and the two access roads will be necessary and this is

estimated to cost approximately £800,000, with this cost funded up-front and received from the sale of serviced land.

41. The care home would provide a number of “block-purchase” beds, at the Council’s Target Cost of Care price for up to 15 years, assisting the Council to contain the cost of nursing and residential care.

### **Timetable**

42. An outline timetable would be:

Table 6: Propose Timetable

<b>When</b>	<b>What</b>
July to Sept 2016	Develop proposals
Autumn 2016	Public consultation
Q3/4 2016	Executive approval for the Plan for Lowfield
Q1/2 2017	Procure partners
Q3/4 2017	Planning application/s
Q1/2 2018	Construction begins
Q1/2 2019	First homes/services in use

### **Haxby Hall**

43. A report to Executive in July 2015 received Member sanction to:
- a. Proceed with the Programme as set out in the report, including:
  - b. encouraging the development of additional residential care capacity in York including block-purchase of beds to meet the Council’s needs.
  - c. Approve the Financial Plan for the Programme including:
    - i. ring-fence the reinvestment of up to £4 million of capital receipts from the sale of the surplus to requirements existing older persons assets listed in the report for use on this Programme, subject to further approval regarding capital expenditure.
44. As part of the Programme to increase the supply of older persons’ accommodation in the city and in order to manage any risk associated with the procurement of a care home at Burnholme, it was agreed by Executive in July 2015 that we examine investment in an upgraded/renewed care home at Haxby Hall. The examination of this

option has begun and we have appointed designers to advise on what can be achieved on this site.

45. Early indications show that the Haxby Hall site can most easily be re-developed if the Council acquires adjacent land as this would afford improved access to an area of land to the south of the site which currently has poor access and would maximise options for the incremental redevelopment of this site.

### **Options for Haxby Hall**

46. Haxby Hall Older Persons' Home currently provides residential care accommodation for 41 permanent and 8 short-stay residents. However, the accommodation provided is no longer fit for purpose as few bedrooms have en-suite toilet and bathroom facilities and the social and communal facilities are inadequate. Further, the Council is prevented from providing nursing care at Haxby Hall and this means that some residents have to move to alternative care accommodation when nursing care is needed. If Haxby Hall was instead to be owned and managed by the independent sector then dual registration would be possible and both nursing and residential care could be provided on the site.
47. As with other Older Persons' Homes owned and run by the Council, we currently plan to consult on the closure of Haxby Hall in either 2017 or 2018 and, should a decision to close be made, residents would have to move to new accommodation.
48. The Haxby Hall building and its site afford the Council the best opportunity to examine alternatives to closure. These alternatives include transfer of ownership and management to a partner organisation and, using their expertise and resources, the incremental redevelopment of the site to create new nursing and residential care accommodation. A decant, close, re-build and re-open option will also be examined.
49. There is market interest in taking on this opportunity.
50. The net effect of this approach will be to further increase the supply of good quality nursing and residential care accommodation in the city, helping to address unmet need and giving the Council, as the purchaser of a large number of care beds, the price and quality benefits which result from a larger market.
51. The results of the examination of alternatives to closure will be presented to the Executive in the autumn. However, should the proposals set out here not be approved, then the investment in this land purchase can be recovered from any future sale of the site.

## **Property Implications**

52. The proposals regarding the negotiations to buy land adjacent to Haxby Hall are contained in the **Confidential Annex**.

## **Financial Matters**

53. The Programme has access to capital funds of approximately £5.1 million of which £2.6 million is expected to be received shortly.
54. Of these funds £924,000 is currently committed to fund Programme Management costs between 2015 and 2019 and a further £981,000 is temporarily allocated to fund enabling works at Burnholme. Therefore, there are funds available to finance this purchase.
55. The majority of the balance of the capital funds available to the Programme are held in order to facilitate the Haxby Hall option (as reviewed by Executive in July 2015, paragraphs 107 to 110).
56. The Programme assumes a £1 million capital receipt from the sale of the Haxby Hall site to contribute to the £4 million receipts described above. With the sale of Oliver House (which is expected to generate a receipt for this programme of £1.5m) and the imminent sale of Grove House which could generate a receipt of between £1.5 million and £2 million, the Council are well on the way to achieving these receipts. However, not all of these funds would be required should alternative ways of investing in Haxby Hall be found via the proposal described in this report. Further, the procurement of a partner to redevelop and operate Haxby Hall could, in itself, generate a capital receipt, although this is unlikely to be at the £1 million level given the TUPE and other risks and obligations which the developer/operator would become liable for.

## **Risks**

57. The key risk associated with this proposal is that the redevelopment options for Haxby Hall as a care home are not viable or not sanctioned. If this is the case the land will be sold for residential development, subject to planning. The independent valuation received demonstrates confidence that this land can be used for residential development.

## **Legal**

58. The examination of the option to seek a partner to take over the management and ownership of Haxby Hall will be undertaken in due course and will include a review of the legal risks and of the most appropriate procurement approach.

## **Human Resources**

59. There are no Human Resource implications associated with the purchase of this site. However, any options that are examined and associated with the re-development of Haxby Hall will need to consider the Human Resource implications as there are potential TUPE issues relating to the staff that manage and provide care from Haxby Hall.

## **Consulting On The Closure Of Care Homes**

60. Executive on 30th July 2015 agree the Programme business case, programme management resources and project plan. As part of this plan it is the intention to consult on closure of each of the Council's out-dated Older People's Homes and, subject to the outcomes of that consultation, close them.
61. It is agreed that the Council will follow the same approach to consultation and, subject to the outcome of that consultation and to Member decision, closure, as has previously been followed: using the Moving Home Safely protocol which proved to be appropriate and safe. Following the use of the protocol to guide the process for Grove House and Oakhaven it has been reviewed and updated under the oversight of the Health & Adult Social Care Scrutiny Committee.
62. All five Council-run Older Persons' Homes will be considered for closure over the next two to three years as part of the Programme. The Programme seeks to better align the needs and expectations of older residents for accommodation with care, with provision in the city, addressing the shortage of Extra Care accommodation, growing the provision of high quality residential care and addressing the fact that the existing Council-run Older Person's Homes are no longer fit for purpose.
63. Executive in October 2015 adopted the criteria for deciding which homes we consult first regarding closure. The criteria are:
  - a. the presence of serious repair or maintenance problems which, if they cannot be addressed in a cost-effective manner, would impact on the quality of care provided to residents;
  - b. the potential alternative uses for the OPH site in order to deliver the wider Programme;
  - c. whether a home accommodates a resident who has already been moved from another Council OPH which was the subject of closure, e.g. Oliver House and Fordlands; and



d. the size of the home, with the smaller homes struggling to provide a cost-efficient service to residents.

64. During the summer the remaining five homes will be assessed against these criteria and a decision made by the Older Persons' Accommodation Board (including the Director of Adult Social Care and the Director of Customer and Business Support Services) on which home will be the subject for consultation on closure in the autumn.

### **New Provision**

65. In order to assist with offering options to residents of the home that will be subject to consultation on closure, new accommodation options will become available in the new year:

Table 7: New Provision of Accommodation with Care

<b>What</b>	<b>When</b>
Extra Care at Auden House	From Q1 2015
Extra Care at Glen Lodge	From Q1 2016
Extra Care at Marjorie Waite Court	Q1 2017
Nursing and Residential Care accommodation at the Chocolate Works	Q1 2017

### **Timescales**

66. Subject to six weeks of consultation starting in September 2016 and a further decision of Members in Q4 2016 regarding the outcome of the consultation and any decision to close, residents would start to move in November 2016 and the home would have closed by the end of March 2017.
67. It is likely that consultation on the closure of a further two homes will take place in 2017.

### **Consultation**

68. Whatever, and whenever, the announcement regarding the closure of individual Council run OPHs is, it will be important to follow the approach that has served us well throughout the programme: delivering sensitive messages in a careful, well managed sequence:
- i. Briefing key external stakeholders who have been actively involved to date (e.g. Age UK York and York Older People's Assembly).

- ii. Briefing OPH Managers/staff & Care Management colleagues.
- iii. Updating OPH residents/relatives.
- iv. Updating all other stakeholders, including NHS commissioner and provider organisations.
- v. Media briefing.

### **Community Engagement**

69. The Council is sensitive to and aware of the concerns of older people/relatives/stakeholders about the closure of their existing OPH and will work with them to ensure that the moves/closures are handled sensitively.
70. As the Programme audience is diverse, it will be difficult to communicate to all of them with one method of communication. The target audience will therefore be broken down into smaller groups that can be targeted separately with tailored, accessible and consistent messages.
71. A Communications Strategy has been drafted which provides a framework for that communication over the period May 2015 – May 2016. The strategy is a working document and will therefore be regularly updated and reviewed throughout the lifespan of the project (2015-2018) to reflect the progress of the project, proactive communication opportunities and any required reactive communications.
72. The OPH Reference Group, comprising representatives from York Older Peoples Assembly, York Council for Voluntary Service, AgeUK York and others, will be revived and will work with the Council to guide this Programme as it moves forward.

### **Council Plan 2015-2019**

73. The Programme is set in the context of the Council Plan for 2015-19 and will contribute to achieving its ambitions. Based on our statutory responsibilities and the aims of the new administration, the plan focuses on three key priorities:
  - a prosperous city for all - where local businesses can thrive and residents have good quality jobs, housing and opportunities
  - a focus on frontline services - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities

- a council that listens to residents - to ensure it delivers the services they want and works in partnership with local communities

74. To support these corporate priorities and under the guidance of the Health & Wellbeing Board, York has developed proposals to achieve a new focus for adult health and social care which delivers:

- a. self care and self management;
- b. better information and signposting;
- c. home is best;
- d. early intervention and prevention;
- e. reablement and intermediate care (targeted resources);
- f. managing long term conditions; and
- g. delivering services at a community level where this is desired and possible.

## **Implications**

### **Financial**

75. The financial implications relating to Lowfield and Haxby Hall have been covered in the relevant section of the report. Further examination of the financial implications will be undertaken as proposals are developed further.
76. The potential to develop community football provision on land at Tadcaster Road will require funding. Partners in the proposals are willing and able to seek grants and other support. The use of section 106 monies and other funds will also be considered including the realisation of capital from the Lowfield development. A detailed financial appraisal will be produced as part of the business case for the Lowfield development.
77. With regard to Haxby Hall, Executive have already examined the option of self-investment and, in July 2015, identified that this option was viable. At the time Executive asked that officers explore the option that the Council to invest up to £5.2m in new and/or revamped care provision at Haxby Hall with any decision-making to be set in the context of plans for Burnholme.

## Equalities

78. In considering this matter the Council must have regard to the public sector equality duty. In summary, those subject to the equality duty must, in the exercise of their functions, have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equalities Act 2010.
  - Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - Foster good relations between people who share a protected characteristic and those who do not.
79. The Equalities Act 2010 explains that having due regard for advancing equality involves:
- Removing or minimising disadvantages suffered by people due to their protected characteristics.
  - Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
  - Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low
80. An Equality Impact Assessment for the Programme was produced for the 15 May 2012 Executive Report and has been reviewed and updated and reported to Executive in October 2015. It particularly highlighted the potential implications of the programme for the health, security and wellbeing of frail residents and also female members of staff who are older and also carers themselves.
81. In response, the Council developed and followed a 'Moving Homes Safely' protocol which it followed when (in the first phase of the Programme) it closed Fordlands and Oliver House in March 2012, to ensure that residents' moves to their new homes were as well planned and carefully managed as possible. Likewise, careful management of staff change helped to mitigate the impact of these closures. The Moving Homes Safely protocol was updated in April 2016 following its use at Grove House and Oakhaven and continues to guide actions relating to closure.
82. An OPH Wider Reference Group has been established to act as a sounding board for the development of plans as the implementation of the Programme progresses. The project team also continues to use

established channels to communicate with, and gather the views of, OPH managers and staff, care management staff and Health colleagues.

### **Property**

83. The property implications relating to Lowfield and Haxby Hall have been covered in the relevant section of the report and in the confidential annex.
84. The 19 acres of land off Tadcaster Road which are being examined as suitable for community football use is currently let on an agricultural tenancy. Planning and other considerations will be examined before a further recommendation is made as to change of use. Land for community football use would be let on a long lease of at least 25 years.
85. With regard to the use of any Council-run Older Persons' Home should it close, it is already agreed that up to £4 million of capital receipts received from the sale of homes will be used to support the Programme. Detailed consideration of how best to realise these receipts from each home will be undertaken once the decision to close is made.

### **Legal**

86. Legal services have been involved in the development of these proposals and their comments have been incorporated within this report. Further examination of the legal implications of the various property and procurement elements of this Project will be undertaken as proposals are developed further and brought forward for due consideration, as we progress with the various elements of the Project.
87. Because Lowfield School closed in 2007, the Council does not need Schedule 1 to the Academies Act 2010 consent for the re-use of the school building site as that only applies to disposals or change in use of land which has been used as school buildings within the preceding 8 years. The Council already has Department for Education (DfE) consent for disposal of a 1.42 acre strip of the land that runs through the centre of the site. In total, this ensures that 6.9 acres of the site can be developed immediately and without the requirement for formal DfE consent. As the rest of the site is likely to be developed incrementally over the next few years, the Council is unlikely to need DfE consent under Section 77 of the School Standards and Framework Act 1998 (SSFA 1998) to change the use of the rest of this site as that only applies to disposals or change in use of land which has been used as school playing fields within the preceding 10 years.

88. The consideration of the closure of existing Council run OPHs should follow a clear and consultative path. There are a number of potential challenges to local authorities during the process of closing OPHs which have been considered. Previous advice is held and has been recently updated by specialist legal colleagues. This advice includes an examination of the application of the Human Rights Act and the Equality Act. Legal advice has been sought and has guided the approach to consultation and the wording of letters.

### **Human Resources**

89. The HR implications of the Housing for Older Persons' Programme have been considered in previous Executive Reports. The key implication is upon the existing staff that deliver the service.
90. The recommended Programme includes a variety of methods of delivery of modernised care for Older Persons within the city, which is appropriate to their needs and enables more independent living. In delivering this programme of change, the Council will need to consult closely with the existing staff to ensure that, where there are opportunities, they are available to appropriately qualified staff who wish to stay in employment.
91. With regard to the examination of the potential options regarding Haxby Hall we will examine the Transfer of Undertakings Protection of Employment (TUPE) Regulations, as amended in 2014, as they apply to these staff.
92. When we know the name of the next home to be the subject of consultation on closure, we will engage in full and formal consultation with affected staff groups.
93. We will also explore requests for early voluntary redundancy and movement between homes in order to minimise any impact on staff during the programme of change.
94. In addition we will identify workforce gaps elsewhere in the social care sector and enable appropriate recruitment initiatives to secure the future workforce.

### **Other Implications**

95. There are no specific Crime and Disorder, Information Technology or other implications arising from this report.

## Risk Management

96. The Programme holds many risks, as would be expected with change of this complexity. These have been identified and will be kept under review and will be carefully managed. Key risks include:

ref	Risk	Mitigating Action
a)	Options for accommodation for older people do not match the expectations and aspirations of current residents.	A wide range of options are made available and current residents are supported to assess these against their needs and wishes.
b)	Those with high care needs and their cares/advisers/ assessors do not recognise Extra Care accommodation as suitable because there are limited examples in York of this type of accommodation and the care pathways are unclear.	A dedicated care manager will work with residents to explore with them and their relatives how Extra Care operates, how it can be a flexible model for those with high care needs and how it operates in other towns as a viable alternative to residential care.
c)	The Lowfield site does not realise the anticipated level of capital receipt included in the financial model.	Work closely with partners and the Council property team to maximise the capital receipt including open marketing and a competitive bidding process.
d)	The Health or other public sector uses of land at Lowfield do not happen.	The land allocated for these uses will instead be used for residential housing with the approach to development being flexible in order to facilitate this.
e)	The redevelopment options for Haxby Hall as a care home are not viable or not sanctioned	The land will be sold for residential development, subject to planning.
f)	Insufficient funding to deliver all elements of the project.	The early receipt of capital from the sale of other assets has placed us in a strong position to secure the receipts needed.

ref	Risk	Mitigating Action
g)	Capital funding for health input at Lowfield will be decided nationally and not locally and may not be granted.	Strong joint working between health and social care services and active involvement in the Government sponsored One Public Estate initiative will strengthen any case for health investment at Lowfield. In addition, an incremental re-development means that certain elements can progress and not be dependant upon others; for example, the care home can progress independently of the health hub.
h)	Title / related property issues, incorrect procurement of capital works and/or development.	Applying due diligence to ensure Council's normal approach to land disposal, procurement of capital works and/or a development partner is applied.
i)	Increase in interest rates would impact negatively on borrowing.	An interest rate sensitivity test has been run against the proposed Programme and it remains affordable.
j)	Risk of the new developments/deals driving up the price the Council pays to external residential care providers	Undertaking negotiations with Independent providers. Do not "flood" the market with purchase requirements but instead take a slow and considered approach to purchase of care bed places.
k)	Loss of OPH staff morale leading to negative impact on service provided to existing OPH residents	Maintain staff morale and focus through regular, open and honest briefings/updates; engagement through OPH Managers and staff groups; investment in staff training, support and development.



ref	Risk	Mitigating Action
l)	The cost of any associated redundancy is greater than estimated.	The financial model has been “stress tested” to assess the impact of a 50% increase in the cost of staff change and is still viable. Staff change will be managed carefully in order to minimise cost and legal risks.
m)	Challenge and negative publicity from existing OPH residents and relatives, OPH staff/TUs, other stakeholders, opposition parties, wider public	Development of well planned Communications approach through briefings to Residents and relative, Executive, group leaders, TUs, OPH Management & Staff, OPH Review Wider Ref Group, Media.

**End**

**Contact Details**

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	<b>Report Approved</b>	✓	<b>Date</b> 1 July 2016
<p><b>Specialist Implications Officer(s)</b>  Legal – Ruth Barton (Ext 1724); Gerard Allen (Ext 2004)  Finance – Debbie Mitchell (Ext 4161) and Steve Tait (Ext 4065)  Property – Philip Callow (Ext 3360) and Ian Asher (Ext 3379)</p>			
<b>Wards Affected:</b> <i>List wards or tick box to indicate all</i>			<b>All</b> ✓
<p><b>For further information please contact the author of the report</b></p>			

**Annexes:**

**Annex 1** – Plan of the Lowfield Site

**Annex 2** – **Confidential Annex** – Property Purchase Negotiations

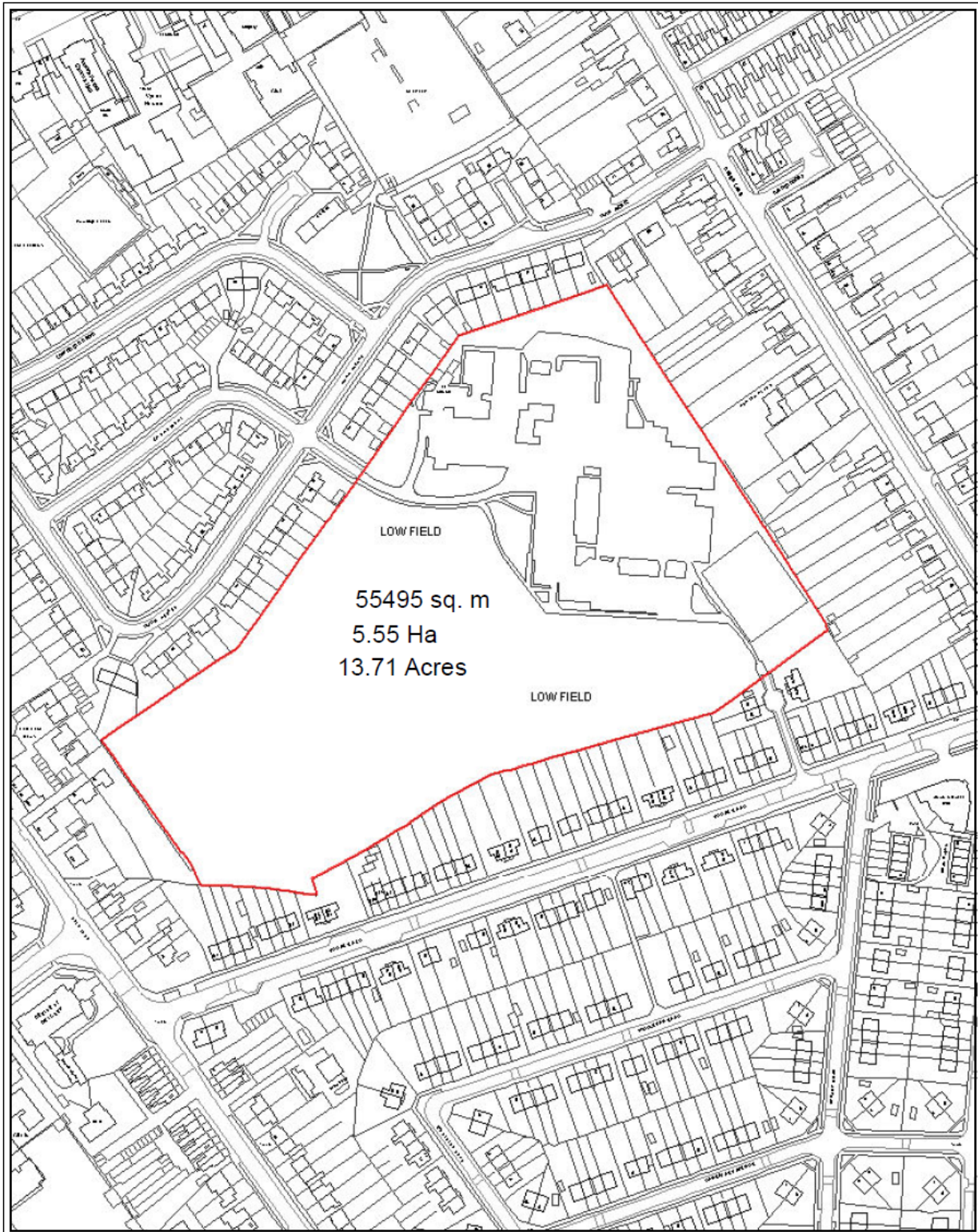
**Abbreviations:**



DfE – Department for Education

OPH – Older Persons' Home, previously referred to as – Elderly Persons' Homes

TUPE - Transfer of Undertakings (Protection of Employment) Regulations 2006, as amended by the 2014 amendment regulations

Annex 1 – Plan of the Lowfield Site



 <b>CITY OF YORK COUNCIL</b>	<b>Former Lowfields School Site</b>		
	SCALE: 1:2,500	DRAWN BY: GR	
<b>CBSS</b> <i>Asset &amp; Property Management</i>	<b>Asset &amp; Property Management</b>		Drawing No. <b>E00546_6</b>
	<small>Reproduced from the Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. City of York Council 100220515</small>		

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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**Executive****14 July 2016**

Report of the Director of Children's Services, Education and Skills

Portfolio of the Executive Member for Education, Children & Young People

**Prevention and Early Intervention Services – a proposal for a new way of working****Summary**

1. This paper follows the Executive Meeting decisions made on 17 March 2016. At that meeting Members:
  - a. endorsed the implementation of new place-based prevention and early intervention services within Local Area Teams
  - b. agreed to a public consultation and further paper on the delivery of children's centre services as part of the new operating model
  - c. agreed to receive a further paper presenting proposals on revising the city wide and city centre youth offer as part of the new operating model
2. The paper presented at the Executive meeting in March outlined the plans to create new Local Area Teams which would work right across York. These new Local Area Teams would bring together a range of existing services to form a new set of preventative arrangements for families from pregnancy through to adult hood. By working in a more coordinated way with partners and communities, the new arrangements will deliver more effective and efficient ways of whole family and community based working.
3. The review of our early help arrangements aligns with the council's move towards a wider vision of a new place-based operating model. The Executive will receive further papers on developments across the council towards the new models in due course.

4. Following the Executive's endorsement of the Local Area Team approach to prevention and early intervention, work has been underway to establish the new structures, processes and most importantly the new ways of working that are required. An updated outline of the new Local Area Teams is presented in Annex A. It is envisaged that the model will go into implementation phase from January 2017 onwards.
5. This report focuses on proposals relating to:
  - a. The outcome of the children's centre service consultation and proposals for the future delivery of the universal early years offer.
  - b. The creation of a new city wide youth offer with proposals for developing a new city centre offer to young people.
6. The proposals for both of these areas will be clearly set out within the context of the creation of new Local Area Teams. It is intended that the new Local Area Teams will be the model through which the early years offer, the youth offer and all of our preventative and early intervention work will be delivered in future.

## **Recommendations**

7. Members are asked to agree the following regarding children's centre services:
  - a. All nine sites are re-named and re-launched as a range of children and family centres that enable more flexible and responsive provision which aligns with local community activity and use.
  - b. Maintain three children and family centre resources as designated 'children's centres' with the statutory responsibility for ensuring the delivery of integrated early childhood services across the city. These centres will be the main bases for the Local Area Teams.

This will:

- Continue to ensure the right offer of universal access to early years services in conjunction with a range of partners including early years settings, schools, the Healthy Child Service and community led groups.



- Allow for the development of a wider range of family and community activity in each locality area.
  - Allow the council to realise the full potential of staff as part of a larger outreach model of whole family working to strengthen prevention/early help intervention through the Local Area Teams.
  - Maintain statutory responsibilities for delivering early childhood services with a more flexible asset approach.
  - Allow the opportunity to review each building as part of a full review of locality resources and assets in line with where families say they want to access them from.
  - Reinvest any capital or revenue gain from building assets as part of a wider council asset strategy and in line with services for children and families.
8. Members are asked to agree the following regarding the approach to the city Youth Offer:
- a. A revised offer including information and advice services being drawn from the Local Area Teams to deliver city centre services alongside Adult Services and Community and Voluntary Sector partners as outlined in paragraphs 54 and 61.
  - b. To relocate the city centre offer from 29 Castlegate to Sycamore House to achieve this.
  - c. To release 29 Castlegate for disposal as a surplus asset and to bring back a further report setting out the required funding for any works to Sycamore House and any other re-designated sites; this will in principle be funded from the capital receipt from Castlegate.
  - d. Begin a process of engagement and commissioning of community partners to deliver the youth counselling offer.

This will:

- Move towards a greater, holistic approach to older young people.
- Provide a new offer for young people alongside services for adults in a way which does not compromise dedicated support for young people. For example, through different opening times

or provision on alternate days. The design of the new offer will be developed with service users.

- Build community capacity to continue the delivery of health and wellbeing services to young people.
- Allow the council to focus staff capacity onto an outreach model of work with older young people as part of the Local Area Team approach.
- Reinvest any capital or revenue gain from building assets as part of a wider council asset strategy and in line with services for young people.

*Reason: This will finalise the plans for the Local Area Teams, allow the council to take forward agreed work to remodel early help arrangements and achieve the associated savings targets.*

## **Background**

### **A new operating model for early help**

9. We know that for most families York is a great place to grow up and that the vast majority of children are safe, resilient and achieving. However we also know that some children and young people will have a very different experience. The new Local Area Teams will be a key part of tackling this inequality in order to improve the long term prospects of families most in need.
10. We know that by tackling issues as they emerge there is a significant chance of preventing long term poor outcomes and the need for more specialised and high cost services at a later stage<sup>1</sup>; not only across children's services but across a range of public services right across the city.
11. The paper presented to Executive on the 17 March 2016 set out the vision for the development of new Local Area Teams. Annex A provides an update on progress in the development of Local Area Teams following endorsement by the Executive. Work is

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<sup>1</sup> Allen,G. 2011 'Early Intervention: The Next Steps'. An Independent report to HM Government  
Ross,A. Duckworth, K et al. 2010 'Prevention and Reduction: a review of strategies to prevent or reduce youth crime and anti-social behaviour intervening early' Centre for Analysis of Youth Transitions  
McGovern, W (2012) Guide to the toxic trio: managing multiple parental problems, substance use, mental health and domestic abuse. Guides. Community Care Inform [online]  
<https://www.ccinform.co.uk/guides/guide-to-the-toxic-trio-managing-multiple-parental-problems-substance-use-mental-health-and-domestic-abuse/>

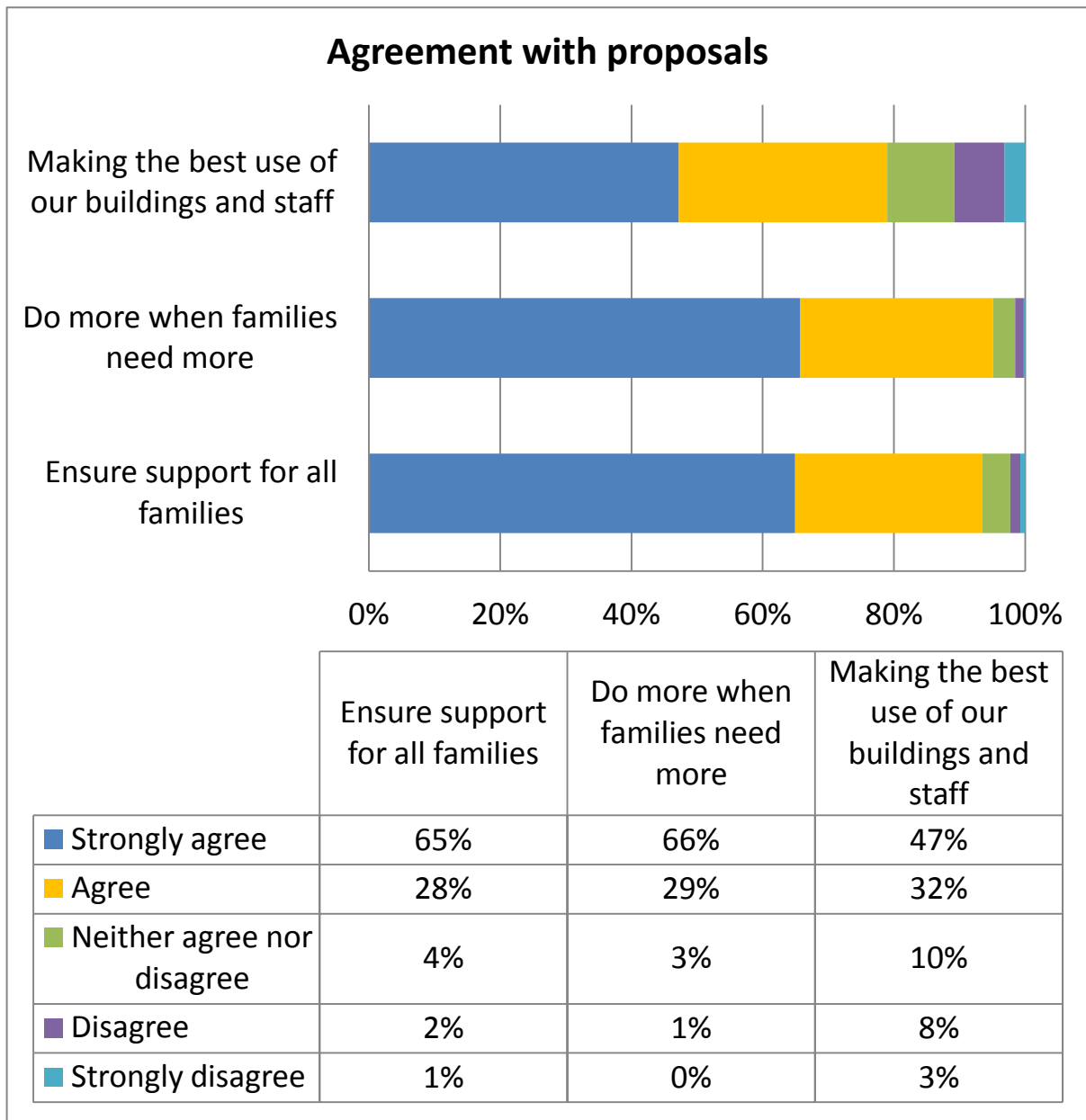
progressing to establish the new operating model. Formal consultation is currently underway with staff and partners in order to establish the new Local Area Team structures.

12. This paper does not intend to revisit much of the information which is held in the March 2016 Executive paper but it is important to note that the recommendations presented in this paper are central to the development of Local Area Teams. The recommendations should not be seen in isolation from the overall development of our new approach to early intervention or indeed the wider direction of travel for the council towards a new operating model.
13. The Council is committing to a vision of local area based working which can more easily recognise and respond to the differing needs of different communities and families. We are placing children and young people at the heart of our city and everything that we do. Only by committing to this vision can we ensure that all children and young people can be safe, resilient and achieving.

### **York Children's Centres**

14. The paper to Executive in March 2016 set out that children's centre services would be one of the service areas which would form the new Local Area Teams. Bringing children's centre services together with a wide range of other services allows us to build a more holistic offer for families to support the journey of the child from pregnancy through to adulthood.
15. The entire purpose of establishing Local Area Teams is to create a new, more effective and sustainable way to ensure and deliver services to families. This means we will look at new ways to make best use of our resources, our workforce and our buildings.
16. At the March 2016 Executive meeting it was agreed to carry out a public consultation to establish the best way to deliver the children's centre service offer. The consultation put forward proposals for the new offer which are summarised below. A detailed background paper including the full proposals and results from the consultation are included within Annex B.
  - a. Ensuring support for all families –The Local Area Teams will ensure that all families are able to access a wide range of universal support and services.

- b. Do more when families need more – When families have a greater need of support, we can respond alongside our partners to do more.
  - c. Make the best use of our buildings and staff - We wanted to review the use of our existing buildings and make better use of staff time across the city.
17. The consultation set out that to deliver this new offer we must review how we run our existing buildings. Every year the children’s centre service spends over 20% of its budget in addition to staff time, on running our children’s centre buildings. We want to reduce this so that we can maximise the number of staff we have to work with families. The offer made to families by Local Area Teams goes beyond the government definition of the services a children’s centre would traditionally provide, and this needs to be reflected in everything we do.
18. Children’s centre services in York are currently delivered through nine registered or “designated” children’s centres. Services are also delivered in some community spaces or family homes. By designating these nine buildings as “children’s centres” we are limiting their potential use. Another consequence of designation is that the burden of facilities management, maintenance and other costs are solely born by the children’s centre service. This means that as we look to find increasingly effective ways to meet the needs of families we must maximise the potential of our estate. By doing so we can maximise the use of our budget on providing the workforce and delivery of services that families value most.
19. The public consultation ran from the 18 April to the 25 May 2016. In this time 981 people responded to the consultation. The feedback from the consultation is being used to remodel the early years offer and the work of Local Area Teams so that it is as effective as possible and responds to the needs of residents.
20. The chart below shows how strongly respondents agreed or disagreed with the three key proposals. A detailed analysis of the feedback received is provided in Annex B.



### Ensuring support for all families

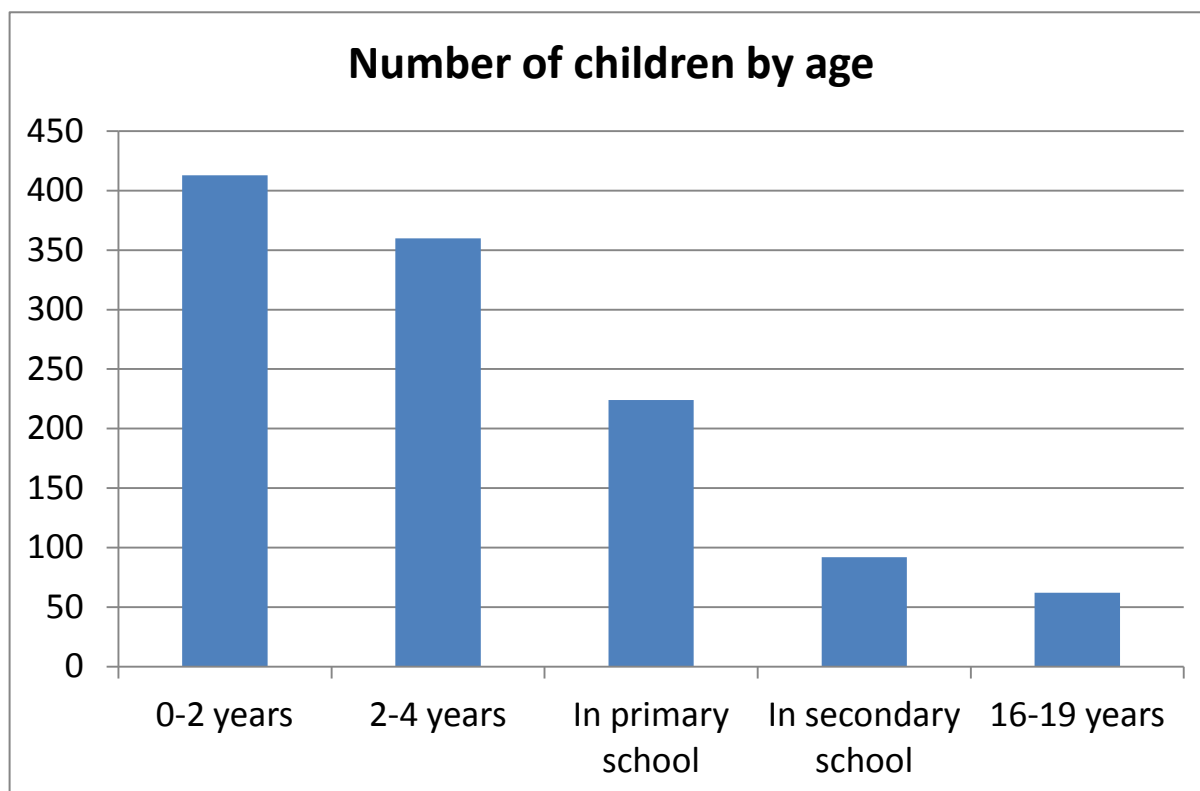
21. There was strong endorsement from families that the redeveloped early years offer made by Local Area Teams should ensure support for all families (93% either 'strongly agreed' or 'agreed').
22. The importance of ensuring support for all families was underlined in comments received by children's centre staff and to the children's services feedback email address.
  - a. Families fed back that they would like to see the existing community and parent led offer continue. Feedback from a drop in session at a children's centre highlighted that many

parents, especially new parents, come to the volunteer run groups to get out the house, make new friends (both for the parents and the children) and some parents were worried there will be nothing left for them if these groups go. They felt it was important to keep them.

- b. Parents also expressed concern about the potential costs to access different groups. Feedback suggested that the developing offer made by community and parent led groups worked best when costs to families to attend groups was kept as low as possible.
- c. One suggestion included encouraging accessible groups for working parents at times outside of working hours: *“I support the review and changes. For me one of the most useful changes would be to increase the times of the day or days of the week that I can access the services. Parenting isn’t 9-5 and I am a full time working mum with a long commute daily so my weekdays are very long.”*

### **Do more when families need more**

23. The proposal to ‘do more when families need more’ received strong endorsement with 95% of respondents saying they ‘Strongly agreed’ or ‘Agreed’ with the proposal. It is clear that the early years offer made by Local Area Teams must be able to identify and support families at times where more support is required.
24. Comments made through the consultation supported this proposal.
  - a. “The children’s centre were my link to the outside world and helped me to see the light at the end of the tunnel”
  - b. “Been really helpful for us. Never used to like to ask for help but have started to and nice to have someone suggest things alongside us rather than do to us.”
25. The chart below shows the profile of families taking part in the consultation. It is clear that many families have children at different ages and stages. Feedback would suggest that purely providing support in relation to one child or age can be less effective than delivering a child centred response which reflects on the needs of the entire family.



### **Making the best use of our building and staff**

26. The feedback made clear that families value the quality of the staff delivering services:
- a. "I really appreciate the care and support to me and my children"
  - b. "Been really helpful for us"
27. There was strong endorsement for 'making the best use of buildings and staff' with 79% of respondents stating they either 'Strongly agreed' or 'Agreed' with the proposal. The level of endorsement is not as emphatic as for the other proposals but is still very strong with only 11% stating they 'disagree' or 'strongly disagree'.
28. From reviewing comments made alongside the consultation there are some important themes to reflect upon.
- a. That value is placed on having staff in place and able to respond to need as opposed to unmanned or underused buildings.
  - b. That people endorse the exploration of alternative arrangements for buildings as long as it doesn't undermine the

first two proposals (ensuring support for all families and doing more when families need more).

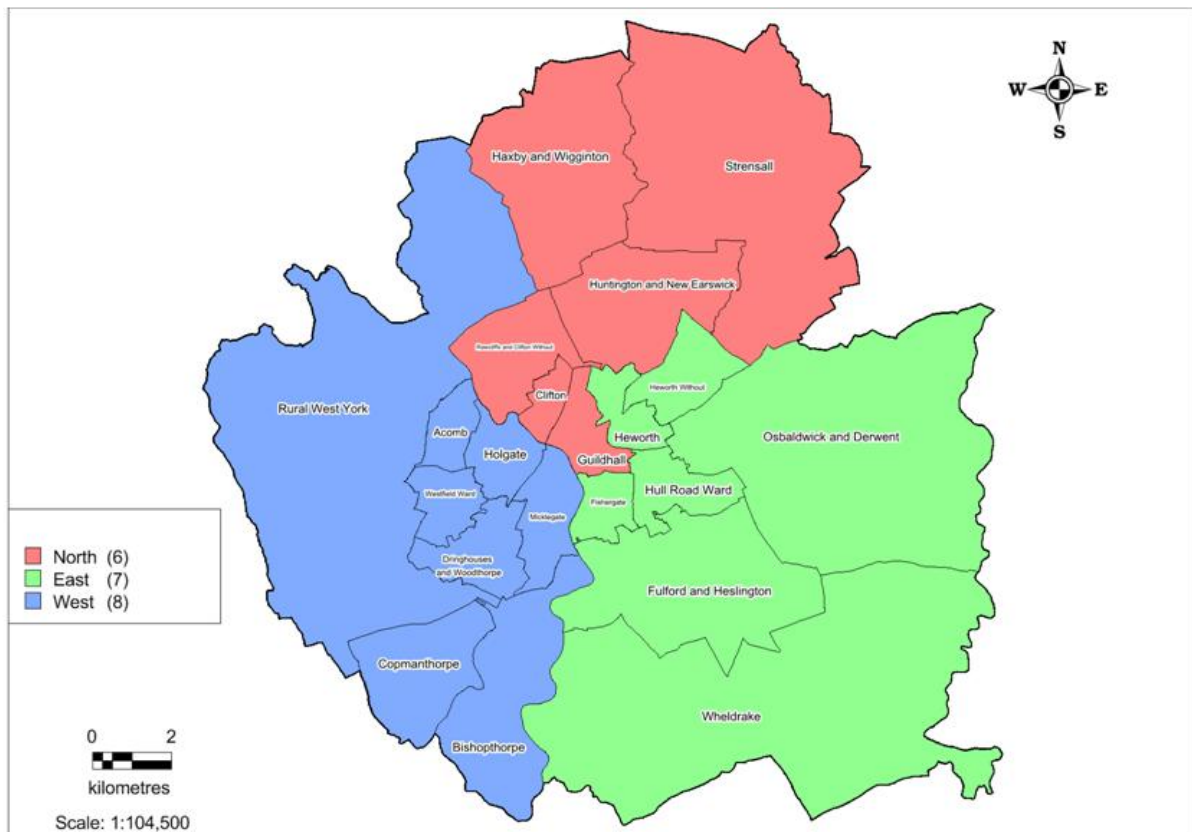
- c. That we should explore other opportunities for where families can access support in communities right across York and not limit delivery to existing children's centre buildings.
  - d. That some concern was put forward about using the same space for direct work with young children and older young people. It is not proposed to have a single building which is the only point of delivery. The proposal is to make use of a range of locations across York which would be suitable for the delivery of services that are age appropriate.
29. Reflecting upon all of the feedback received it is proposed that we now revise our children's centre offer so that it focuses on improving outcomes for all families and provides families with the highest levels of need with more focused support. We will build that offer into the wider work of new Local Area Teams. A summary of the proposed offer is shown below and more detailed description is provided within Annex B. It is proposed:
30. **That Local Area Teams ensure that all families are able to access groups and support in their community, wherever that is.** The offer to all families will be made up of health visitor services, voluntary and community led groups offering support, learning and social activities, good or better quality childcare and early year's education and good quality information to help families understand what is available.
31. **That wherever families have a higher level of need that we can provide more support.** This cuts to the heart of our new Local Area Teams purpose. Local Area Teams will work with families, communities and a range of partner agencies to address emerging needs at an early stage, wherever that may be. Local Area Teams will make a much broader offer to families by providing a continuity of support from pregnancy right through to adult hood. All agencies will work together in a local area to share information to secure the best possible outcomes for families. Local services will work together to be there when families reach out for support and will also pro-actively identify and engage families in need.
32. **That families can access the right support, in the right place, at the right time.** The consultation has clearly shown that



residents want provision to be in place for all families and that when more support is needed that this is available. Following this endorsement we are proposing:

- a. To create new Local Area Teams which go beyond the government definition of the services children's centres would traditionally provide.
  - b. That families will be able to access a greater range of services in their community not just for young children but through into adult hood.
  - c. That we ensure and deliver services to families right across the city (the map below shows the proposed reach areas of the three new Local Area Teams).
  - d. That our staff can spend less time and resources on managing buildings and more time with the families they need to focus on.
  - e. To make use of the full potential for the council's estate to respond to the needs of local communities. This means taking a one public estate approach of all of our assets rather than each service area working in isolation to maintain potential resources that may not be required in the long-term future.
33. The offer from the buildings will provide opportunities to extend opportunities to children and young people across the 0-19 age range, rather than being restricted to 0-5. How we all use these buildings and others in the future will then be shaped by the needs of the communities they serve. By changing how we use our buildings we can make best use of these spaces in communities, by communities. We can also improve our efficiency and effectiveness by reducing the amount of time and money our staff need to spend on looking after buildings. In doing so we can maximise our staff time and resources on what families need and will make the greatest difference.
34. The early years offer and the wider offer made by Local Area Teams will respond to need. We will base ourselves in the areas of York with the highest identified need but must work throughout York wherever we are needed. This means we need to look not just at what we deliver through our children's centre buildings but what we deliver from any council building, any partner building and also what we deliver in families homes.

35. The delivery of this new offer should not be limited to existing children's centre buildings. We will build on our work to reach out to communities in response to need throughout York. We must have an unrelenting focus on delivering the best possible services with families throughout our city. The map below shows how it is proposed to deliver the new early years offer right across York through the development of three new Local Area Teams.



36. We are therefore proposing that we take forward the development of our new early years and 0-19 offer through Local Area Teams. In doing so we propose we re-designate our children's centres buildings to allow us to make better use of those spaces and to also broaden our delivery right across the city.
37. We set out in the consultation that in expanding the offer we make to families that we needed to explore if all of our buildings should continue to be independently registered with the government as "Children's Centres". The current nationally prescribed definition of a children's centre can be summarised as ensuring integrated early childhood services<sup>2</sup>. Our proposal goes beyond this by

<sup>2</sup> See Annex B for full details.

aspiring to ensure integrated services for families from pregnancy to adult-hood. By reviewing our registration and releasing the buildings it gives us more scope to provide a wider range of our services throughout York. Expanding the offer to families and looking at who runs the buildings also gives us the opportunity to strengthen links with local schools and improve the transition from pre-school to primary school.

38. We will re-name and re-launch our offer to families through all existing sites and develop that offer in response to the needs of local communities. We will maintain three of our children and family centre resources as designated 'children's centres' with the statutory responsibility for ensuring the delivery of integrated early childhood services across the city. These centres will be the main bases for the Local Area Teams. These will ensure delivery right across the city through the three Local Area Teams shown in the earlier map. The children and family centre resources to be designated as 'children's centres' are:
  - a. Hob Moor
  - b. Clifton
  - c. Tang Hall
39. By changing the designation of our children's centres it means we can more readily consider their potential uses as part of a council wide asset strategy. As already outlined above the current burden of cost, maintenance and management of the children's centre buildings falls solely to the children's centre service. This is not an efficient or effective use of the time and the skills held by this group of staff. It makes far more sense to consider the children's centre assets as part of a single public estate strategy. By taking a "one public estate" approach we can better ensure the maximum potential of our assets are realised and not distract our staff from the work that families value most.
40. Financial and regulatory aspects of these proposals are explored in Annex B and in the implications section starting from paragraph 70. Executive will wish to consider any potential implications on delivery resulting from the proposals. It is worth addressing two key implications at this stage.
41. The first is the change in registration of 'children's centres'. This impacts on the need for the council to respond to Ofsted inspection

frameworks on early year's services for each individual building. The Local Area Teams will have a clear remit regarding the outcomes of young children in terms of the best start in life and will continue to monitor and measure levels of school readiness, health and other indicators of progress across the family circumstance to ensure appropriate delivery of services. Similarly, the Teams will have responsibility for ensuring effective and quality community provision for early years as well as a wider age remit. The reach areas of the Local Area Teams as outlined in the map, and of the proposed remaining Children's Centres is in line with Department for Education population figures. Rationalising the administrative requirements in this area will maintain the focus further on frontline delivery yet maintain an adequate level of oversight to drive quality of early childhood service delivery.

42. The second implication relates to when children's centres were first established across the UK; capital funding was made available to Local Authorities. An important condition to be aware of is the potential for capital costs claw-back. York is not alone in wanting to make changes to its early years offer to families. It is not thought that the proposals made in this paper would place us at significant risk of capital claw-back. This assessment is made by reviewing the approach taken by other local authorities and the guidance issued by the Department for Education. In addition, our proposals are based on the continued delivery of services meeting the aims of the original capital grant. This would mean continued delivery of early childhood services of some form in response to the need of communities. Re-designation of all nine centres from this responsibility however would increase the risk of potentially raising issues as to whether the City is fulfilling its statutory obligation to ensure early childhood services and inevitably, a potential scrutiny for claw-back purposes.
43. It is important to also note that the proposals are in line with many other local authority reviews of children's centre services and a willingness to look at different delivery models to expand the offer to wider families and communities. A national review of the status of children's centre services remains anticipated to consider further evaluation of services and resource into the medium to long term future.
44. A more detailed analysis of potential capital claw-back is explored in Annex B.

45. Due to the announcement of a further £781k of transitional funding from the DCLG for 2016/17 and 2017/18, the year on year savings targets linked with Local Area Teams was re-profiled. This provides some time in which to carry out site by site assessments and conduct any negotiations over transfer of assets. As such any transfer of building ownership would need to take place by the 31<sup>st</sup> March 2018. Buildings could be transferred earlier than this date but only once the process outlined above is considered.

### **City wide and city centre offer to young people**

46. It is important to note that the development of our new city wide and city centre offer to young people is informed by the voice and experience of young people themselves. York is able to demonstrate a strong and ongoing commitment to listening to children and young people and working alongside them in the development of new services. Further detail on the voice of children and young people, particularly reviewing the city centre youth offer is provided in Annex C.
47. The creation of Local Area Teams presents an opportunity to revisit our city wide and city centre offer to young people. The same proposal headlines for children's centres can also ring true in our aspirations for developing our Youth Offer further:
- a. Ensure support and activities for all young people – having places to go, and things to do.
  - b. Do more when young people need more – from their communities as well as trusted people in times of need
  - c. Make the best use of our buildings and staff – rationalise where young people go, and get an effective service from the right people, at the right time.
48. We want our city wide offer to enable young people to be supported and to be able to access a range of groups, activities and experiences which provide them with support, enjoyment and readiness for independence and adult life.
49. In recent years the Local Authority has grown into a new role as an enabler and instigator of provision for young people rather than providing direct delivery. A growing and vibrant community youth sector has been emerging across the city since the previous

transformation of council run youth services with particular successes in developing and sustaining groups for communities of interest (ie multi-national, music and events engagement and alternative learning provisions) and listening to young people's voices to bring together cross ward developments of the youth offer (ie Canon Lee in Clifton, Clifton Without and Rawcliffe approach at Annex D). Our community capacity building model can demonstrate an increase in the amount of provision from previously direct delivery involvement by the council.

50. The Local Area Teams will have a key responsibility to continue this approach to ensure a Youth Offer is provided to all; the vision is to continue these successes into building community provision which reduces social isolation in our communities of most need.
51. It does remain that our city centre offer is delivered in isolation from this development and the current move is towards understanding how we can connect our capacity back to the community. There will however, be elements of the youth population, particularly older young people who need a slightly different offer; a trusted point of contact to initially understand their needs, gain support and to ensure they make the best use of social and community networks. The consideration for this paper is how we do this whilst ensuring young people can access the right services they need, where they most need them.
52. We propose to continue the development of the Youth Offer by:
  - a. Further strengthening and championing work to listen to the voice of young people and involve them in service and community developments through Local Area Teams, the city centre offer and with our partners across York.
  - b. Improving our online delivery of information to young people alongside a redeveloped, multi-modal city centre information offer. This will make it easier to see the range of support and provision which is available to young people across the city as well as in their local community.
  - c. Creating a new more holistic and partnership based city centre location, particularly focussed on older young people transitioning to adulthood and a developing link to adult and community sector services.

- d. Rather than an entirely city centre, council run resource, draw dedicated capacity from each Local Area Team that will work with voluntary and community sector partners to ensure city centre provision is available and can link young people back to the strength of resources in their community.
  - e. Ensure our offer to community and voluntary groups around resource and funding capacity is consolidated; making our funding streams and resource offers easier for community groups and providers to access to help them become established.
53. The existing city centre offer of information, advice and support is delivered through Castlegate for Young People. This was established as a council run resource in 2007 and delivers careers Information, Advice and Guidance (IAG) to young people aged 16 to 19 (up to 25 years old for disabled young people), advice and support with housing, employment, benefits, debt, health, as well as a counselling and well-being offer for young people aged 16 to 25 years old.
54. Through previous transformation streams for Youth Support Services, the Executive has had discussions regarding the future of city centre youth offer provision and has confirmed the desire to continue with such an offer. The proposals outlined in this paper will build on the concept of the Local Area Teams as the main capacity builders ensuring the youth offer in the city continues.
55. There have been several attempts from a range of council services who deliver support for the issues identified above, as well as community and partner agencies, to review the ability to maintain a holistic and supportive offer for young people in difficult fiscal times. Positive discussions around more collaborative and joined up working to develop the city centre offer have occurred during this time and have awaited an opportunity to reshape and strengthen community involvement; this is now considered an appropriate time to move proposals forward.
56. An opportunity has arisen to once again revisit the ability to achieve a holistic offer for our older young people from a city centre venue.
57. Three potential options for maintaining a city centre base have been considered which include: continuing service delivery from

Castlegate; splitting the 'drop in' and appointment venue based offers according to need; and relocating as well as reshaping the community well-being offer from Sycamore House, Clarence Street, York.

58. A brief overview of the consideration of maintaining services across those particular options is highlighted in the table below:



Table 1: City Centre Offer Venue Options

	Castlegate	Sycamore House	Split Site offer
<b>Pros</b>	<ol style="list-style-type: none"> <li>1. Well known venue for young people, partners and stakeholders</li> <li>2. Previously designed by young people</li> <li>3. Young people’s consultation showed they want somewhere to tell their story - Castlegate provides this</li> <li>4. Well regarded by health clinicians as a venue that supports the emotional needs of young people.</li> <li>5. Serves as one stop shop for young people age 16-25 with effective signposting to other services.</li> </ol>	<ol style="list-style-type: none"> <li>6. Presents innovative first step towards a combined city centre offer through Children’s, Adult Services and Community and Voluntary sector partners for older young people.</li> <li>7. Reinforces multi-agency response from one location</li> <li>8. Community and Voluntary partners have expressed an appetite to join a collective approach.</li> <li>9. Increased stakeholder involvement provides ability to maintain drop-in and holistic services. Previous consultation with young people showed they valued this.</li> </ol>	<ol style="list-style-type: none"> <li>1. Highlighting an offer from multiple locations which can respond in a specialist way for the issue at hand.</li> <li>2. Further expands stakeholders involved in the whole City centre offer</li> <li>3. Gives public facing perception of all age Services</li> <li>4. Begins to support older young people to access more adult oriented services</li> </ol>

	Castlegate	Sycamore House	Split Site offer
		<ul style="list-style-type: none"> <li>10. Larger venue in good condition that allows for future expansion and flexible development of the offer.</li> <li>11. Young people's consultation showed they want somewhere to tell their story Sycamore House could provide this.</li> <li>12. This can serve as a one stop shop for young people age 16-adulthood with effective signposting to other services.</li> <li>13. Potential release of capital from sale of Castlegate.</li> <li>14. Closer links to adult provision for transitioning young adults.</li> </ul>	
<b>Cons</b>	<ul style="list-style-type: none"> <li>1. Venue not big enough to develop services and expand offer with partners.</li> </ul>	<ul style="list-style-type: none"> <li>1. Initially dedicated CYC facilities management for the building would be required.</li> </ul>	<ul style="list-style-type: none"> <li>1. Splitting CYC service resource increases building and delivery overheads which impact on the ability to deliver</li> </ul>

Castlegate	Sycamore House	Split Site offer
<ul style="list-style-type: none"> <li>2. Does not align fully with LAT model and link to building community capacity.</li> <li>3. Current model entirely council focused – an anomaly for similar services</li> <li>4. Building condition requires medium and long term renovation</li> <li>5. Building maintenance costs risks delivery of savings targets.</li> </ul>	<ul style="list-style-type: none"> <li>2. Some crossover contact with vulnerable adult customers is likely whilst changes to opening times and approaches bed in.</li> </ul>	<ul style="list-style-type: none"> <li>savings.</li> <li>2. Splitting CYC staff resource to sustain split offer impacts on ability to deliver savings and offer more flexible approaches within LAT model.</li> </ul>

59. From the options, the preference would be to relocate to Sycamore House; this would potentially offer the following:
- a. Provide space for complimentary, voluntary and community sector partners to be permanently based at Sycamore House. This would create additional space to establish the city centre offer on a much stronger partnership basis and opens up exciting opportunities to deliver a more diverse range of support to older, transitioning young people.
  - b. Provide a multi agency and holistic framework of information and advice sessions across a range of themes to meet identified need for both adults and young people at differing times, but creating the same supportive response. These sessions would be supported as required by drawing workers in from Local Area Teams, other CYC services and partners from the community and voluntary sector. This would look to include a range of advice agencies that form the membership of the Advice York partnership. By developing this aspect of the offer, the city centre venue will be able to provide a much richer range of support than is currently the case.
  - c. The landscape of mental health provision for children and young people is undergoing significant change with the introduction of Future in Mind. The Local Area Teams will play a full and appropriate role in tackling the important issue of mental health. There is an identified need to continue to ensure that young people are able to access mental health support in particular at the transition from being a young person into adulthood. It is proposed that in identifying community and voluntary sector partners to operate from the city centre venue that opportunities will be developed where these partners can increase capacity to meet this need.
  - d. It is considered appropriate to review the current council supported counselling provision in line with community mental health group capacity and strategies to develop a wider range of services to young people from teenage years onwards. The current CYC counselling offer has benefited the transitioning young adult age range but remains a small and stretched offer that could be better realised in line with providers who maintain greater support and infrastructure to develop the offer. We would look to embed the provision with a suitable partner and return such a resource to the community and voluntary sector

rather than continuing a council run service which, in terms of wider youth offers in this area of need is an anomalous way to achieve this. This is a timely opportunity to explore long-term sustainable delivery of the offer, as the Community and Voluntary sector have expressed their desire to develop and build their services towards the younger age range. This proposal is made with a clear understanding that initial resources would need to be committed in order to build this capacity with any partner organisation.

- e. Following approval from the Executive, a formal process would be conducted to identify a transparent method of securing a suitable partner(s) to be based at the city centre venue. As part of stakeholder engagement on the new Local Area Teams and previous work on the city centre offer, initial discussions identify appetite from community and voluntary partners for this proposal. This proposal would also include transferring the delivery of the counselling offer for 16 – 25 years olds to the community and voluntary sector.
  - f. York has a strong history of engaging young people in the development of projects. We would want any new city centre location to provide the opportunity to provide good quality space for use by the community or young people to develop their own projects.
  - g. Provide specialist information, advice and guidance to young people who are Not in Employment, Education or Training (NEET). The city centre venue would be a planned delivery point for this and would provide information, advice and guidance through appointments, group work and workshops staffed by specialist workers drawn in from Local Area Teams. The city centre location would also offer a venue for group work and workshops supported by partners such as York Learning, the Apprenticeship hub team and other partners (eg Training providers, employers, Jobcentre Plus).
60. The city centre offer outlined above provides a diverse, effective and sustainable solution for older young adults. The proposal aligns well with the commitment to provide a good quality city centre offer and also continues to build on the successful delivery of the youth offer right across York.

61. Sycamore House currently hosts a range of services, mainly for adults recovering from mental health issues. It includes a reading cafe, a number of direct work rooms, office space and a small garden. The proposals to deliver a city wide community offer to young people alongside city centre provision are mirrored in the aspirations of outreach community support for the council's adult services. As such it is proposed to take forward the development of a new city centre venue based at Sycamore House which can allow the needs of both areas to be met.
62. Further details from colleagues on the revised offer to adults from Sycamore House will be presented for consideration to the Executive in due course.
63. In developing the new city centre venue and making any required alterations to the building and use of space it is proposed to also involve service users in that process. A group or mechanism would be established to ensure their full involvement in developing and realising the new offer.

## **Consultation**

64. A public consultation on Children's Centre Services was conducted from 18 April – 25 May 2016. In this time 981 people responded to the consultation. A report is attached at Annex B which highlights the findings from the consultation. People were able to take part in the consultation through a range of means:
  - a. Completing an online or hard copy survey at a range of locations.
  - b. Children's centre staff carried out consultation with families attending groups at the local centre and in the community.
  - c. A number of written comments were also submitted.
65. The preceding paper presented to Executive on the 17 March 2016 included a consultation with young people regarding their views on what a city centre youth offer required. This is further attached within Annex C for reference. In brief, it summarises the need to have an initial point of contact that can understand a young person's needs in a holistic way, but with good access to local services and support that then allows young people to gain what support they need in various aspects of their life.

66. Key community groups have also been approached to promote the direction of travel towards local area, place based working and how this needs to look between the City of York Council and community and voluntary providers. Groups have ranged from those delivering universal offers to young children, parents and older young people; including (but not exhaustive) parenting information and support groups, libraries, mental health providers, and community sector representatives. Feedback from the groups is one of a real appetite to be included in the vision of a local offer approach and to be recognised for their strength in delivering what families and communities need, particularly at universal and early intervention levels.
67. The council and partner workforce have been engaged in a variety of exercises, workshops and forums over late 2015 to date, to help shape the direction of the Local Area Teams. This has also regularly included the input of staff affected within this report's proposals. There is strong endorsement of the direction of travel, to work more flexibly in response to the needs of children, young people and families; as is the desire to make full use of the wider skills held by staff and their knowledge, and to use service resources in local areas to build community resilience for families.

### **Council Plan**

68. The proposal directly relates to the Council Plan 2015-19 priorities:
  - a. **'A focus on frontline services'** - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities.
69. The proposal is a major part of delivering the shared, partnership vision and priorities of the new Children and Young People's Plan 2016-20:

Vision: Children and Young People are at the heart of our city and of everything we do.

Delivering 'Safe, resilient and Achieving' services with four fundamental priorities:

- a. Early Help
- b. Emotional and Mental Health
- c. Narrowing Gaps in Outcomes

d. Priority Groups of Children and Young People

## Implications

### Financial

70. The detail below relates to the wider model development and targets for efficiency. The children's centre services and city centre youth offer both impact on the staffing and facilities resources that are managed, and on the amount of saving that can be achieved. The intended integration of both offers into the Local Area Team approach will bring the model significantly close to achieving the targets identified in the March 2016 paper. For ease of reference the savings profile is further identified below.
71. The original savings profile attached to this project for the service areas within scope was initially £1,001k in 2016/17, £519k in 2017/18 and £87k in 2018/19; a total reduction over the three financial years of £1,607k. As part of the council-wide scrutiny of savings proposals, and the initial high level of savings targeted from these areas, a decision was made to reduce the saving in 2016/17 by £135k, on a recurring basis, thus reducing the overall saving to £1,472k.
72. Following the announcement of a further £781k of transitional funding from the DCLG for 2016/17 and 2017/18, this savings target was re-profiled to £566k in 2016/17, by allocating £300k of this funding back into the revenue budgets of the services within scope of this project for a further two years, with the £300k saving not now being delivered until 2018/19. This allowed the opportunity to plan the implementation of the new model over a slightly longer timescale.
73. The savings profile associated with the services that are in the scope of this project is set out in the following table:



General Fund Base Budget in 2016/17 of services in scope	£3,322k
2016/17 savings target	£566k
2017/18 savings target	£519k
2018/19 savings target	£387k
Total savings to be achieved (44.3% of 2016/17 General Fund base budget)	£1,472k

The General Fund budget available has been adjusted from the March 2016 report, to remove a one-off budget in 2015/16, and a small number of activities within the services that have been deemed necessary to continue outside the scope of the Local Area Teams.

After the reduction due to the full programme of savings being delivered there will be a net General Fund budget of £1,900k.

In addition, the Children's Centre budget has historically been supported by a contribution of £355k from the Dedicated Schools Grant (DSG). Adding this to the net General Fund budget gives an available resource of £2,255k.

This DSG contribution is potentially at risk due to the ongoing national school funding reforms. At present the Education Funding Agency has requested information on the use of all DSG funding which is not being passed on to schools in 2016/17. It is possible that some or all of this funding may be directed to be passed directly to schools under these reforms. However, the impact of any changes to the existing arrangements would exist regardless of the progression to the new LAT model, so would need to be dealt with as a separate issue at the time it might materialise.

Under the assumptions above the proposals contained in this report allow the full saving set out above to be delivered by the beginning of 2018/19.

If the proposals are not approved the savings tied up with this project that were included as part of the Council's overall budget strategy for 2016/17 to 2019/20 and approved at full council in

February 2016 would be unlikely to be achieved. This would mean that to still achieve a balanced budget going forward, alternative savings options would need to be identified and delivered.

74. In addition, as part of the Capital Strategy for 2016/17 to 2019/20, approved by full Council on 25 February 2016, an additional £100k was allocated into the Children's Services Capital Programme to allow further investment in buildings as required to assist in the delivery of this programme.
75. The decision on which the Executive are being asked to consider today has a direct impact on the ability to make the outlined savings proposals. The preferred options presented allow for the savings target to be reached. Should a differing option be considered, the implications have been outlined and place an additional pressure on the savings target and the level of staffing resource that can be maintained as part of the model. In order to readjust the model and realise the savings, a further reduction in staffing would be anticipated.

### **Human Resources (HR)**

76. The Local Area Team new operating model is currently being consulted on as a new integrated service structure and way of working. The functions of children's centre service staff and city centre youth offer focused staff are included in this structure role design.

Should the proposals be agreed, any changes will be made in accordance with the council's change management HR processes in full consultation with staff and trade unions.

### **Equalities**

77. A community impact assessment is attached. Current consultation with staff, partners and communities is ensuring ongoing dialogue regarding the impact of moving to a new structure and will inform the design as an integral part of the process. Service user groups will be identified to engage and develop the model further.
78. The proposed model seeks to target resource towards the most vulnerable at an early point to prevent escalation of need and provide improved outcomes. In this sense, the model as a whole is designed to have a positive equalities impact. The detailed

design of the services will take into consideration the needs of our communities of identity and seek to minimise any potential adverse impact during its implementation.

### **Legal**

79. The model will impact on services where the council has statutory obligations to deliver certain levels of service at a universal and targeted level. Statutory requirements will remain a part of the working practices of the structure, except where agreed deregulation revises this obligation.
80. Implications have been considered around the potential change of use for children's centre venues and the impact of this relating to the Department of Education conditions of grant for original set up and design of the children's centre venues to support the delivery of early year's offers in local communities. There is a financial risk to be considered around the change of use of children's centres through the grant claw-back conditions. Each children centre venue has its own level of claw-back potential therefore Members may wish to consider whether there is an appetite to balance the level of risk with the future operating model savings going forward. Details on the claw-back arrangements are highlighted in Annex B.
81. Multiple agency working practices will raise consideration about the appropriate use of data and consent based practices when working with families. Working practices will remain in line with current multi-agency ways of working under the Data Protection Act 1998 and principles of the Working Together guidance 2015.

### **Crime and Disorder**

82. There are no identified implications.

### **Information Technology (IT)**

83. There are no identified implications at this stage.

### **Property**

84. The model relies on appropriate placement of services within key community venues in the city. Discussions have started with Asset and Property Management with a view to delivering this requirement as part of the ongoing review of all land and building

assets owned and occupied by the council. Similarly, as part of the One Public Estate programme, working with central government, health and other government agencies other partner and community bases are being reviewed to look at the best way to deliver services to children, young people and families within their communities.

**Other**

85. There are no identified, other implications

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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**

**Annexes**

Annex A – An update on the development of Local Area Teams

Annex B – Children’s centre consultation results

Annex C – The city wide and city centre offer to young people

Annex D – Canon Lee in Clifton Youth Offer

Glossary of abbreviations used in the report:

CYC – City of York Council

DCLG – Department for Communities and Local Government

DSG – Dedicated Schools Grant

IAG – Information, Advice and Guidance

LAT – Local Area Teams

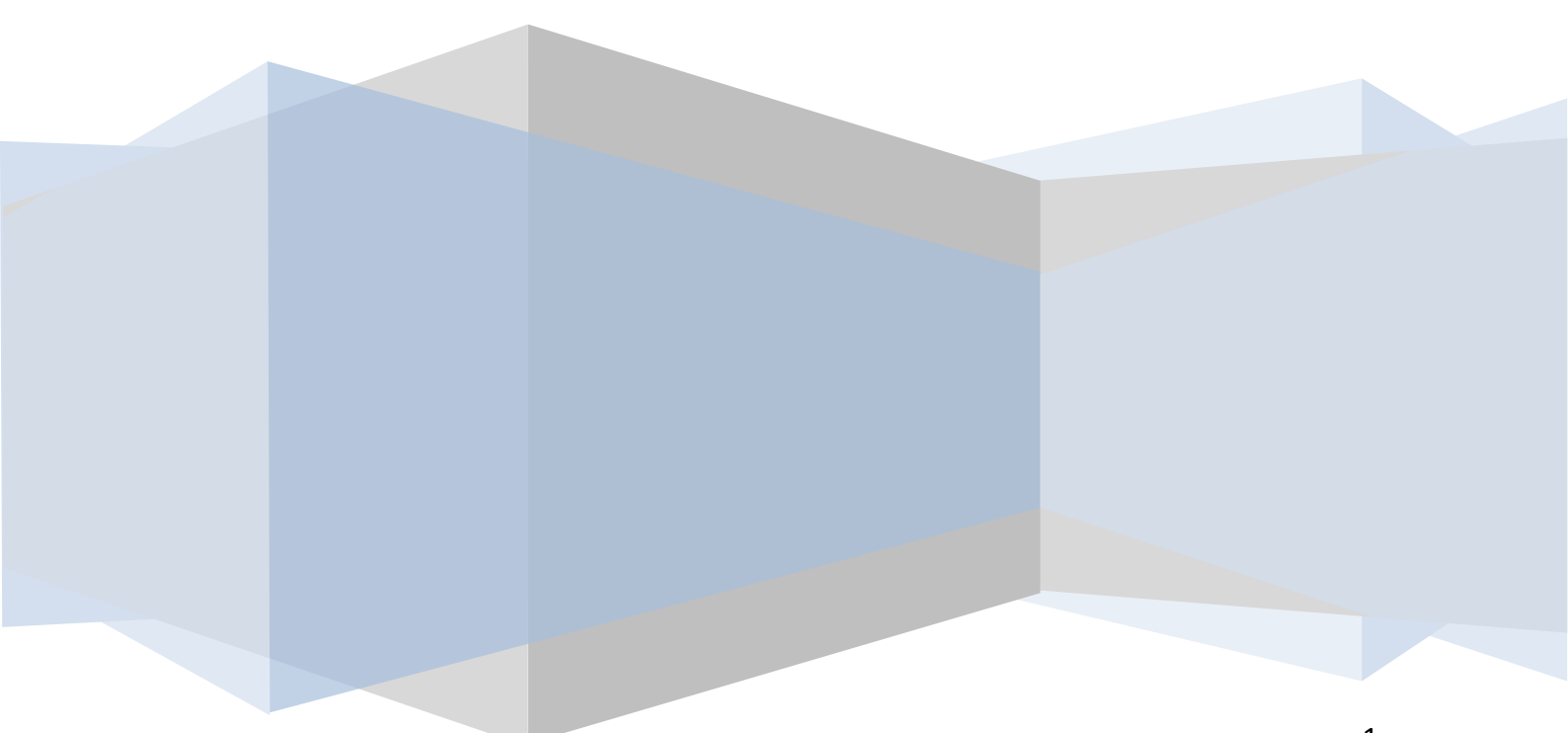
NEET – Not in Employment, Education or Training

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# Local Area Teams

PREVENTION AND EARLY INTERVENTION

**New operating model blueprint**



*“Providing Early Help is more effective in promoting the welfare of children than reacting later. Early Help means providing support as soon as a problem emerges, at any point in a child’s life, from the foundation years through to the teenage years. Early Help can also prevent further problems arising, for example, if it is provided as part of a support plan where a child has returned home to their family from care.”*

Working Together to Safeguard Children 2014

*“Support services seem to be very good once you can get into 'the system'. There is little support for those just on the outside and it seems that in some cases support is only available once someone is at breaking point. It would be better to focus more on early intervention and prevention rather than cures”*

A York Mum.

*“When I was 9 and we ran away from me Dad. That’s when you should have got me.”*

A young offender, asked about when early help could have helped him.

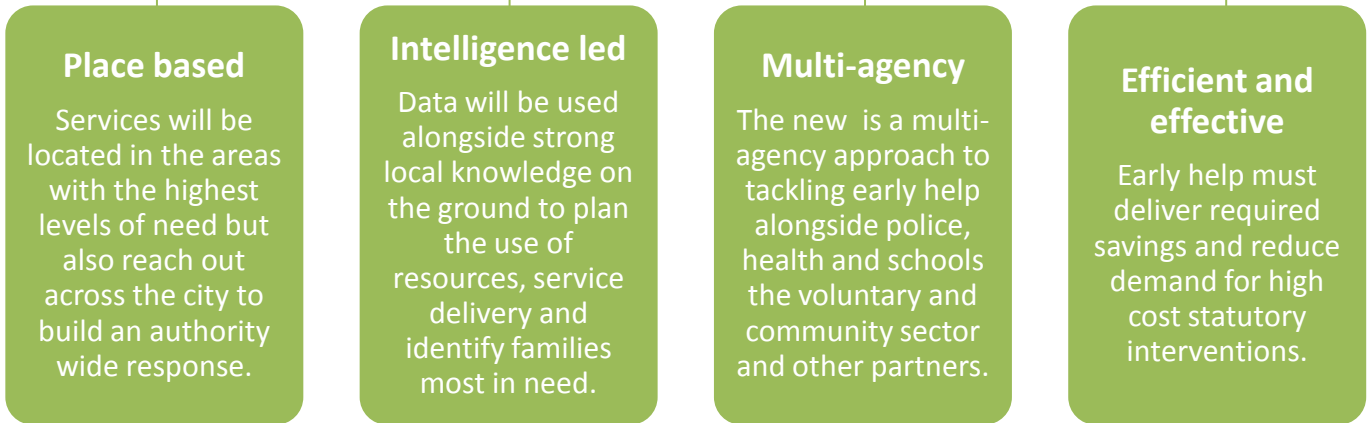


**VISION:** Children and young people are the heart of our city and of everything we do.

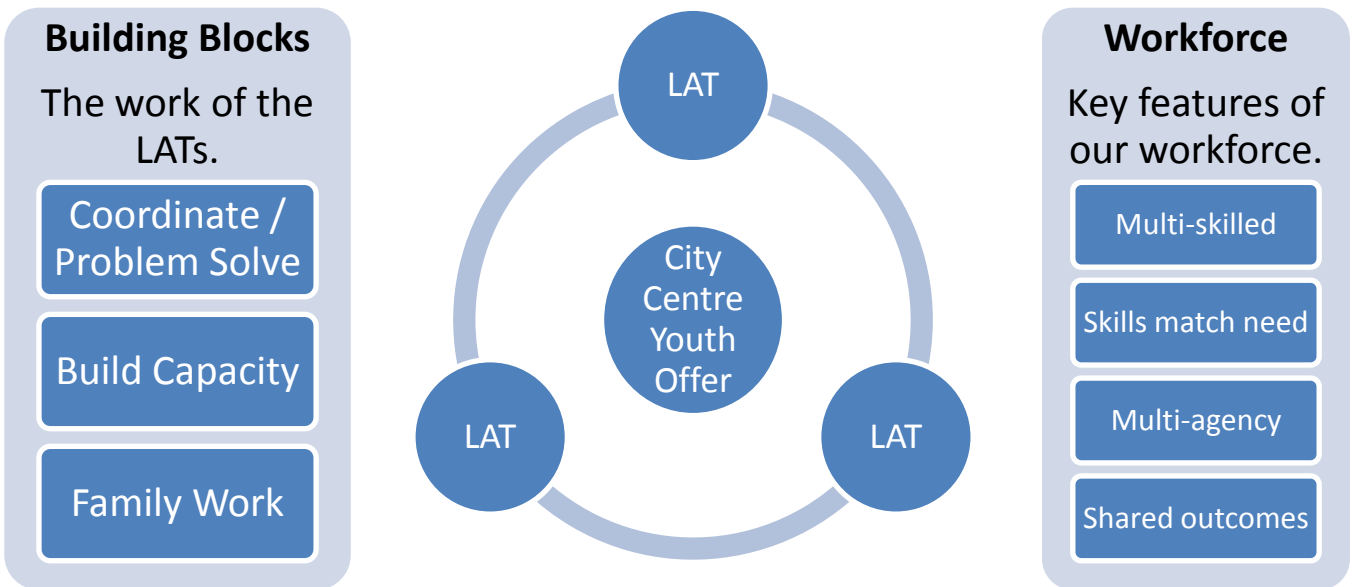
**Safe**

**Resilient**

**Achieving**



**3 Local Area Teams, a city wide and city centre Youth Offer**



**Central functions addressing**



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## BACKGROUND

Ensuring effective prevention and early intervention arrangements for children, young people and families is an essential responsibility of the council and its partners. A review of our early help arrangements is required in order to prevent families most in need from suffering poor outcomes and placing demand on high cost specialist services at a later stage.

The proposal is to establish a number of multi-agency **Local Area Teams** (LATs) that will cover the entire city and deliver early intervention services to families with children aged 0-19 years (up to 25 years for those with learning or physical disability).

The Local Area Teams will be based in areas identified as having the highest need but will provide a service delivery reach across the whole local authority. Local intelligence and data will be used to identify areas and families in need, coordinate the right range of services for families, and look to build capacity within the community and voluntary sector to support the universal offer for all local residents to access.

The move towards working in local areas will remodel a range of existing services into a more effective and efficient set of early help arrangements. This remodelling will require us to work in new ways to meet the needs of families.

The review of our early help arrangements aligns with the council's move towards a new operating model more generally. The development of Local Area Teams will forge the way ahead of further developments across the council towards new operating models. The development of Local Area Teams particularly aligns with:

- Plans to develop prevention and early intervention arrangements for Adult Health and Social Care, and across neighbourhood and Housing services.
- A review and rationalization of council and partner assets which will look to make the best use of buildings and resources in local communities

The review is also an opportunity to align resources with wider partnership developments that intend to deliver more efficient support at an earlier stage. Particularly, the proposal compliments current developments including:

- The Healthy Child Programme for Public Health, establishing a more informed and streamlined approach to health promotion for 0-19 year olds.
- The 'Future in Mind' Transformation Plan that increases capacity to respond to earlier onset of mental health issues and promote independence and self reliance.

## VISION

*Our vision for early help is one where we have strong and resilient communities, where families with emerging needs can get the right support at the right time and that the council works with all partners, including communities, in addressing this critical agenda.*

Our new early help arrangements will be:

- **Place based** – Services will be located in the areas with the highest levels of need but also reach out across the city to build an authority wide response.
- **Intelligence led** – Data will be used alongside strong local knowledge on the ground to plan the use of resources, service delivery and identify families most in need.
- **Multi-agency** – The new model is not just a council response but part of a multi-agency approach to tackling early intervention alongside police, health and schools the voluntary and community sector and other partners.
- **Efficient and effective** – The early help approach must deliver the required savings and demonstrate effectiveness in preventing demand for high cost statutory interventions.

## BUSINESS CASE

The City of York Council is wishing to redesign the way in which services respond at the first sign of problems for children, families, communities and neighbourhoods. Evidence based research into early intervention shows that if issues are tackled at an earlier time in a family's difficulties, there is a significant chance of preventing the need for more specialised and therefore high cost services at a later stage. The issues that children and their families can often present with are not the concern of just one service area, they range across services and communities and require a more coordinated and understanding local approach to supporting change.

In its simplest terms the business case for this project is to establish a new place based operating model for early help services that takes an intelligence based, multi-agency problem solving approach which is responsible for improving the outcomes for vulnerable children, young people and their families, in their respective communities. The new model must prevent escalation of problems and the need for high cost and specialist interventions.

The development of this new model is taking place against a back drop of financial pressure on public spending and where the operating environment is changing rapidly for all agencies. The model needs to be flexible and sustainable against the changing resource base of the council and partners.

## BUDGET

In order to provide a balanced budget for 2016/17, and to contribute to a balanced outline budget strategy for the years 2017/18 to 2019/20, all Directorates were required to identify savings that could be made to contribute to the predicted reduction in resources. The original savings profile attached to this project was for recurring reductions in the combined budgets for the service areas within scope of this project of £1001k in 2016/17, £519k in 2017/18 and £87k in 2018/19, a total reduction over the three financial years of £1,607k. As part of the council-wide scrutiny of savings proposals, and the initial high level of savings targeted from these areas, a decision was made to reduce the saving in 2016/17 by £135k, on a recurring basis, thus reducing the overall saving to £1,472k.

Following the announcement of a further £781k of transitional funding from the DCLG for 2016/17 and 2017/18, this savings target has been re-profiled to £566k in 2016/17, by allocating £300k of this funding back into the revenue budgets of the services within scope of this project for a further two years, with the £300k saving not now being delivered until 2018/19. This allows the opportunity to plan the implementation of the new model over a longer timescale.

The driving force behind the establishment of Local Area Teams is to establish a new and effective operating model. This model must be able to operate within the resources that are allocated to it. The savings profile associated with the services that are in the scope of this project is set out in the following table:

<b>General Fund Budget in 2015/16 of services in scope</b>	<b>£3,646k</b>
2016/17 savings target	£566k
2017/18 savings target	£519k
2018/19 savings target	£387k
<b>Total savings to be achieved (40.4% of 2015/16 budget)</b>	<b>£1,472k</b>

In addition, as part of the Capital Strategy for 2016/17 to 2019/20, approved by full Council on 25 February 2016, an additional £100k was allocated into the Children's Services Capital Programme to allow further investment in buildings as required to assist in the delivery of this programme.

The capacity to develop and deliver this new operating model will be drawn from existing resources.

## SERVICES IN SCOPE OF THE NEW OPERATING MODEL

The proposed model for early help seeks to provide a step change from our existing arrangements and find new and effective ways of working from pregnancy to adult hood. Making these changes are essential given the importance of getting early help right in preventing more costly interventions at a later stage and to deliver the required efficiencies for this project.

It is proposed that the following distinct services within scope would be drawn together to form Local Area Teams within communities of need and with an unrelenting focus on early help.

- Castlegate
- Children’s Advice Team
- Children’s Centres
- Children’s Trust Unit
- Connexions
- Counselling Service
- Duke of Edinburgh
- Early Intervention Fund
- Family Focus
- Family Information Service
- Health Visitors
- Parenting Support
- Personal Support and Inclusion Service (Community)
- Personal Support and Inclusion Service (Castlegate)
- School Nursing
- Volunteer service
- Youth & Community Development Team

Services working with children, young people and families at a “statutory intervention” level are not within the scope of this model. However the operating model needs to effectively address any interface between the early help and statutory interventions.

It should be noted that School Nurses and Health Visitors formally transferred over to the local authority from the 1<sup>st</sup> April 2016. These roles are key within the development of the new model and will be part of the change as a result. However they should not be considered “in scope” at this point of time in the same way that other services are.

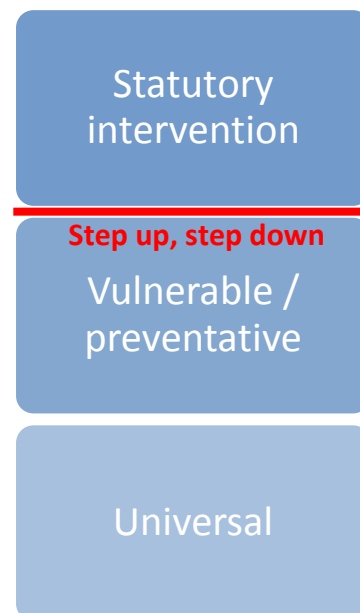
Delivering early help is not the sole responsibility of the services listed above. Key partners and other council departments play a critical role in the delivery of existing early help arrangements. These partners include schools, childcare provision, voluntary community groups etc. The implementation of a new model for early help arrangements will have a significant impact on how these valued key partners operate. The engagement of these key partners is explored later within this document.

## DEFINING EARLY HELP

The YorOK Early Help strategy (2014-2016) defines early help as:

*Support during the early years of a child's life. It also means intervening as soon as possible when a child of any age needs additional support: investing early to prevent more intrusive, and costly, later interventions.*

Underlying our definition of early help is a common understanding of levels of need which recognises that only a small number of children and young people in York will need the most intensive sort of **statutory intervention** set out in legislation. The vast majority will lead happy lives, with access only to **universal** services available to the whole community. In between these two groups, experience suggests there is a fluid group of **vulnerable** children and young people who may, for a range of reasons, experience temporary difficulties in their lives. The fundamental purpose of the new operating model for early help is to create an environment in which vulnerable individuals are identified and engaged at the earliest point, so that they and their families do not escalate to requiring a statutory and costly intervention.



These three different levels are shown in the diagram on the right. For more information about levels of need and thresholds please visit [www.yor-ok.org.uk/thresholds](http://www.yor-ok.org.uk/thresholds).

**The new operating model will seek to address identified early help needs in the vulnerable and universal levels through a proportionate set of direct and indirect interventions.**

Although the new operating model will not reshape services at a statutory intervention level there needs to be effective “step up and step down” procedures for families moving across this threshold.

## CHILDREN AND YOUNG PEOPLE'S PLAN 2016-2020

The new Children and Young People's Plan (CYPP), 2016-2020, sets out our four priority areas for action over the next four years. In drawing these up we have consulted widely, reviewed the impact of local strategies and arrangements, evaluated progress and the impact of our previous Plan, taken stock of current and emerging strategic priorities, benchmarked our progress, and paid attention to 'what works' nationally, regionally and locally.



The four priority areas are:

- Early help
- Emotional and mental health
- Narrowing gaps in outcomes
- Priority groups

Early help has been a priority for the YorOK Board since its inception in 2003, and at the core of all our children and young people's plans. The principle of intervening early to prevent problems emerging at a later date is widely accepted; during the consultation to inform the new CYPP, it was strongly endorsed by families and by practitioners. Children, young people, parents and carers said that they valued strong and supportive communities and access to activities and services.

We remain committed to the provision of effective early help on a multi-agency basis, and are investing in *new models of delivery* that are described in this document. We acknowledge the challenges arising from a combination of expenditure reductions and growing demands; nevertheless, we still believe strongly that investment in early help actually represents long-term value for money for the tax-payer.

Overall responsibility for the delivery of effective early help is led by the YorOK Children's Trust Board which put in place a *Early Help Strategy* for 2014-2016, while the City of York Safeguarding Children Board must be satisfied that York's early help arrangements are effective in safeguarding children and young people.

## WHAT WE WANT TO ACHIEVE

We want to ensure that:

- More children and young people will have their needs identified, assessed and met at the earliest stage that an intervention is needed;
- By a workforce that feels confident and equipped to respond to vulnerability and risk;
- Within schools, settings, and all services that support children, young people or their families.

## DEFINING OUR OUTCOMES FRAMEWORK

The proposed operating model for early help provides a much greater flexibility in how services can respond to need. For example:

- Resources can be reallocated from one Local Area Team to another.
- Skills within teams can be more readily adapted in response to need.
- Funding can be used with partners to address needs identified either within a locality or on a city wide basis.

This greater degree of flexibility is crucial in tackling the most important aspect of the new model – **improving outcomes**.

We will know we are achieving effective early help arrangements by “narrowing the gap” for children and young people across a range of outcomes. The outcomes framework can broadly be grouped under the following headings.

- Safety
- Achievement
- Health
- Economic

Work will be undertaken with the business intelligence hub to create a set of measurable indicators under these headings. This outcomes framework will provide baseline information to be combined with partners to inform service design/planning and delivery for Local Area Teams and across the city.

The new Troubled Families outcomes framework will be drawn from the new outcomes framework above. This will more strongly embed the Troubled Families agenda at the heart of our early help arrangements.

### THE RIGHT ENVIRONMENT FOR SAFE, RESILIENT AND ACHIEVING CHILDREN AND YOUNG PEOPLE

The proposed new outcomes framework takes its foundations from two key theoretical viewpoints to improving the lives of children; Maslow’s hierarchy of need, and the Young Foundation model<sup>1</sup>. The hypothesis is that a whole family’s approach should have the child at its heart. The child will then live a full and rounded life across their physical, social and emotional environments.

The elements outlined below show how the new operating model must concentrate on these aspects of a child’s environment, regardless of their age or maturity. For our children and young people to have a chance to achieve, be safe and be resilient to have the following needs met:

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<sup>1</sup> Adapted from: McNeil, Reeder & Rich (2012) - “A Framework of Outcomes for Young People”, Young Foundation] <http://youngfoundation.org/publications/framework-of-outcomes-for-young-people/>



- **Basic physical care** – e.g. somewhere suitable to live, clothing, food etc.
- **Health** – e.g. living a healthy lifestyle, access to dental care, good mental health etc.
- **Parenting / emotional** – e.g. loving and nurturing parenting that develops resilience, self-management, aspiration etc.
- **Education and employment** – e.g. a good quality education that equips a young person for life, good employment opportunities and career prospects.
- **Positive social networks and communities** – The wider environment should be supportive and encourage and develop aspiration.
- **Safety** – A child's basic need to be safe and protected from harm should be in place.
- **Responsibility and independence** – Children and young people should be given the opportunity to become responsible and independent in their decision making as they grow.

These are the environmental factors required to ensure a child can have the best chance to be safe, resilient and achieve their potential. If these factors are not in place we can begin to see the definition of neglect and the beginning of long-term poor outcomes. Neglect is a

strong and emotive word and is defined as when parents can not or will not meet a child's needs.

A strong link can also be made between these environmental factors and the development of a child's character and ability to be resilient. The Educational Excellence Everywhere<sup>2</sup> white paper states:

*"A 21st century education should prepare children for adult life by instilling the character traits and fundamental... values that will help them succeed: being resilient and knowing how to persevere, how to bounce back if faced with failure, and how to collaborate with others at work and in their private lives.*

*These traits not only open doors to employment and social opportunities but underpin academic success, happiness and wellbeing." - Educational Excellence Everywhere*

The points raised should resonate across a wide spectrum of services and groups who come into contact with children and families for a whole variety of reasons. It should mean an acknowledgement that the Local Area Teams are not the solution to all issues that present and reinforce the concept of families as 'everybody's business'.

## WHAT WE NEED TO TACKLE

What issues will undermine the environmental factors described above being in place for children and young people? The answer to this is complex and will look different for different families and in different areas of the city.

Significant factors which can undermine a good environment for a child and young person are listed below. The list of factors is not exhaustive and nor are they the sole responsibility of the Local Area Team, rather the Local Area Team can be considered to be part of the wider multi-agency response to these challenges.

- Domestic abuse
- Substance misuse (parental and child/young person)
- Mental health (parental and child/young person)
- A poor start to life
- Poor physical health
- Risk of child sexual abuse and exploitation
- Debt / worklessness / Not in Education, Employment or Training
- Poor family engagement (e.g. isolation, poor school attendance, poor engagement with support)
- Housing
- Parenting

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<sup>2</sup> <https://www.gov.uk/government/publications/educational-excellence-everywhere>

- Offending (adult or young person)
- Lack of family or community resilience
- Poor service delivery and silo working
- Poor transitions across the age stages

## PLANNING FOR ACTION

Each Local Area Team would be expected to complete a Local Action Plan identifying analysis of the need across families, communities and the themed areas identified. This would require each LAT to work with partners to create that analysis and map existing activity in their area for the different issues listed above. The LAT would work with partners to build the Local Action Plan setting out the response in each area. These actions would reflect the building blocks of the new operating model (problem solve, build capacity, direct work).

An example line from a Local Action Plan is shown below:

Issue	Problem solve	Build capacity	Direct work	Troubled families indicator?
<b>Domestic violence – What data tells us about need in this area.</b>	<ul style="list-style-type: none"> <li>• Action taken to address this by problem solving.</li> </ul>	<ul style="list-style-type: none"> <li>• Action taken to address this by building capacity.</li> </ul>	<ul style="list-style-type: none"> <li>• Action taken to address this by direct work.</li> </ul>	Is this a troubled families indicator on our framework?

Each Local Action Plan will reflect the needs of the communities it works with. It is not expected that a Local Action Plan will try and address every single issue listed previously. More that it the Local Area Team should “know their patch” and work with communities to better understand need and how to respond.

Given our knowledge of the importance of some key factors it is likely that some issues will be mandatory on a Local Area Plan. These are:

- Ensuring the best start to life.
- Domestic abuse, substance misuse, mental health.
- Indicators included within our Troubled Families framework.

Fundamentally the clearest outcomes from this work will be seen in the numbers of families requiring support from our statutory and high cost interventions (e.g. the number of children in care and on child protection plans).

This approach to defining our outcomes, understanding need and planning for action has been tested out in a number of multi-agency sessions with front line staff. This has allowed us to both test the concept of what is proposed, prepare our staff for a new way of working and to seek feedback on how the model could be improved. Feedback from staff has been very positive and shown an endorsement for the approach proposed.

**OPERATING PRINCIPLES AND WHAT THE LOCAL AREA TEAMS WILL DO**

It is helpful to consider what the Local Area Teams will do in respect of the existing features of services ‘within scope’. When looking for commonality across the services that are within scope their work can be considered to fall under one or more of the following key building blocks:

- **Coordination/problem solving**
- **Building capacity**
- **Working with children, young people and families.**

It is envisaged that the LATs will balance their approach to these building blocks in response to need. However it is a clear aspiration that the model builds capacity and resilience within communities and partners in order to reduce dependency on council services.

Proposed work of the Local Area Teams against these building blocks is explored below.

The early help operating principles set out for Local Area Teams:

- **Our culture** – How we work
- **Our offer** – What we do

	<b>Problem solve</b>	<b>Build capacity</b>	<b>Direct work</b>
<b>How we work... (our culture)</b>	<ul style="list-style-type: none"> <li>• We work to <b>identify need early</b>. This means early in age and early in emerging vulnerability.</li> <li>• We understand what the presenting need is for a family or community, and we consider how to <b>build resilience</b> and draw upon strengths and networks around them.</li> <li>• We work together across our partners as a <b>single team</b>.</li> <li>• We establish and encourage <b>shared outcomes</b> across services.</li> <li>• We <b>reduce silos</b> in our work by agreeing to flex and be creative with our resources to meet the</li> </ul>	<ul style="list-style-type: none"> <li>• We recognise and use the voluntary and community sector to <b>strengthen local community networks</b> for families in need;</li> <li>• We responsibly share and always <b>seek new and innovative ways</b> to make best use of local resources.</li> <li>• We own our issues and always <b>seek to improve</b> ourselves and find innovative solutions to problems.</li> <li>• We take responsibility with our partners for making sure our <b>workforce</b> have the right skills.</li> <li>• build the understanding</li> </ul>	<ul style="list-style-type: none"> <li>• We no longer use a <b>hero</b> mentality of “rescuing” families. Families must not be “done unto”.</li> <li>• When we work with families we must be the <b>right people</b> to do so.</li> <li>• When we work with families our response should be <b>proportionate</b> to need.</li> <li>• We are <b>enablers</b>, to reduce barriers and gain equal access to opportunities.</li> </ul>

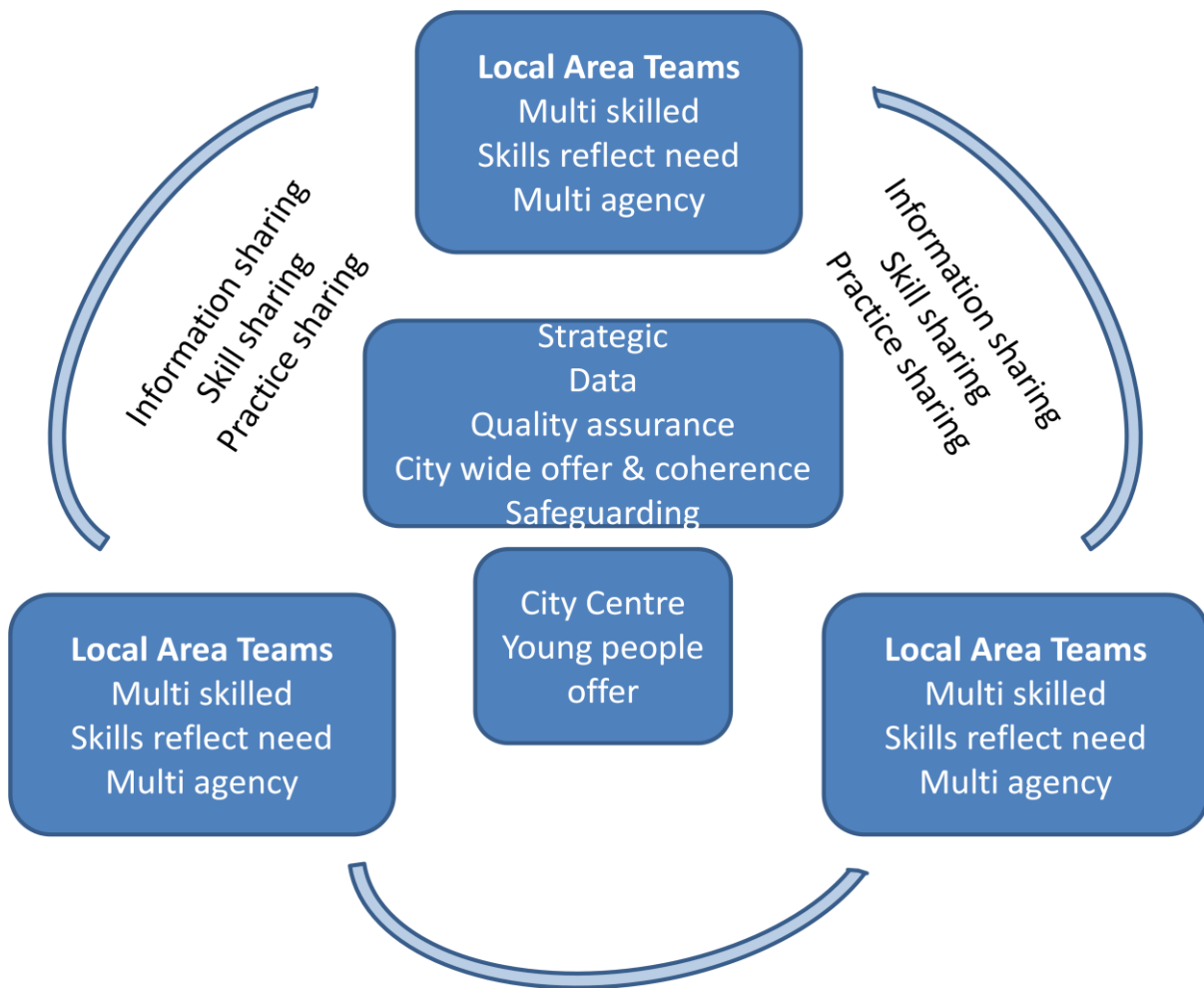
	Problem solve	Build capacity	Direct work
	needs of the whole family.	that <b>early help is 'everybody's business'</b> and realise the power of our entire partnership workforce in improving outcomes for children	
<b>Cross cutting culture</b>	<ul style="list-style-type: none"> <li>• <b>Voice</b> – Listening to children young people and families is what we do. We improve how we work and design services through involvement of families.</li> <li>• <b>Quality</b> – We strive for the best quality possible from ourselves and partners. This should be based on understanding what works to achieve good outcomes.</li> <li>• <b>Safeguarding</b> – We understand our boundaries and work together to ensure families are safe. We ensure that the safety and protection of children and young people is everybody's business;</li> <li>• <b>Outcomes</b> – We make sure we can demonstrate the impact we have on the lives of children through our work with families and local communities;</li> </ul>		

	Problem solve	Build capacity	Direct work
<b>What we do... (our offer)</b>	<ul style="list-style-type: none"> <li>• work with partners to <b>identify need, broker and coordinate solutions</b></li> <li>• <b>provide advice</b> to practitioners and families on services and strategies to prevent the escalation of vulnerabilities</li> <li>• <b>provide support and challenge</b> across localities and to play a leading role in driving the quality and effectiveness of early help work</li> <li>• to <b>improve appropriate information sharing</b> between partners to better understand and respond to the needs of families</li> <li>• make <b>use of data and local intelligence</b> to practically deploy resources with partners in response to presenting need</li> </ul>	<ul style="list-style-type: none"> <li>• <b>work with local communities</b> to build their capacity to develop resilience and reduce dependency and isolation</li> <li>• work with partners to <b>address gaps in available early help interventions</b>. For example this could be from finding new ways of working in partnership or through using funding to build capacity in response to need</li> <li>• <b>work alongside the voluntary and community sector</b> to ensure a truly multi-agency response to addressing the needs of families and building resilience</li> <li>• <b>develop our volunteering offer</b>. We will look to make better use of the potential offered through volunteers at a local level. This is seen to be a critical feature of sustaining the impact of early help, securing</li> </ul>	<ul style="list-style-type: none"> <li>• continue to work with partners to <b>ensure families have access</b> to universal and targeted services in their local area</li> <li>• directly and indirectly support families to <b>access proportionate levels of information, advice and guidance through a range of medium</b>, including web based, telephone access, community provision promotion and face to face support</li> <li>• Have a <b>varied response to direct work with children and families</b> – be it group work, individual or whole family in approach.</li> <li>• <b>Negotiating and agreeing</b> the lead role and where this is necessary, or where contribution to wider plans is the most helpful approach.</li> </ul>

Problem solve	Build capacity	Direct work
	community networks and preventing families from becoming stuck at an early help level without improvement <ul style="list-style-type: none"> <li>• <b>provide support and training</b> to local partners in order to ensure they have the skills and knowledge required to effectively support families they work with</li> </ul>	

**PROPOSED MODEL FOR EARLY HELP ARRANGEMENTS**

The proposed early help arrangements are represented by the illustration below:



**LOCAL AREA TEAMS**



The Local Area Teams will draw together existing services and roles into **multi-skilled** and **multi-agency services**. It is not proposed that each Local Area Team looks exactly the same and resource levels across the areas may change in response to need as this develops in the years ahead.

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### MULTI-SKILLED TEAMS

It is clear from engagement with staff that they work creatively across structures to support effective early help. It is proposed that we rationalise these structures and the number of distinct roles within the new model. These roles should **not** be seen as 'generic' and should be seen more as a reflection of the range of skills required for a whole family approach.

It is not proposed to have a single "Family worker" role however it is proposed that there are a smaller number of distinct roles. It is to be decided how existing work could be reshaped across these new roles. The three key delivery features explored in the 'What the Local Area Teams will do' section provide a platform for considering what roles are required.

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### SKILLS REFLECTING NEED

By moving towards a smaller range of multi-skilled roles this gives the LATs the flexibility to develop their teams to respond to local needs. This means that staff are able to access a wider range of workforce development opportunities in order to respond to the needs of local areas.

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### MULTI-AGENCY

As well as drawing together council services that are within scope of the LATs the intention will be to provide a base for a wider range of multi-agency partners to come together within localities. This would practically mean for example Police Community Support Officers or Housing Support staff can 'touch down' within the LATs accessing data and improving real-time information sharing and more coordinated work with other practitioners engaging with families in that area.

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### SHARED OUTCOMES

A large consensus from staff in a range of services was to have smarter ways of bringing together the outcomes for services, ensuring that all objectives in improving family outcomes were understood, prioritised and sequenced appropriately. For example, working together to maintain a family tenancy, reduce anti-social behaviour and address parental mental health all need to be sequenced to achieve the best outcome for the family.

## PROCESS MAPPING AND THE DEVELOPING RESPONSE MAP

### INTRODUCTION AND SUMMARY

A series of process mapping exercises were undertaken with several services from across the city; this ranged from early years, schools and community and adult services, from voluntary to statutory focused services. The objective was to establish some learning around the common systems and practices of a variety of services looking to improve outcomes for children and families at an early intervention level. The report provides some highlighted findings from the work undertaken and provides recommendations for developing multi-agency approaches to the new operating model for prevention and early interventions services in the City.

The findings have highlighted two main schools of thought which are reflected throughout the detail below.

The first is related to actual **systems and process** from which a new operating model for prevention and early intervention services can learn to build a tangible new process system across city partners.

The second shows how the work has highlighted other key issues which will impact on the success of developing a new route map for this area of work. Particular messages are related to **culture and practice** behaviour, **workforce and organisational development**, as well as some considerations for **strategic** approaches to **deploying and commissioning** resources to improve outcomes for families in need.

### PROCESS MAP FINDINGS

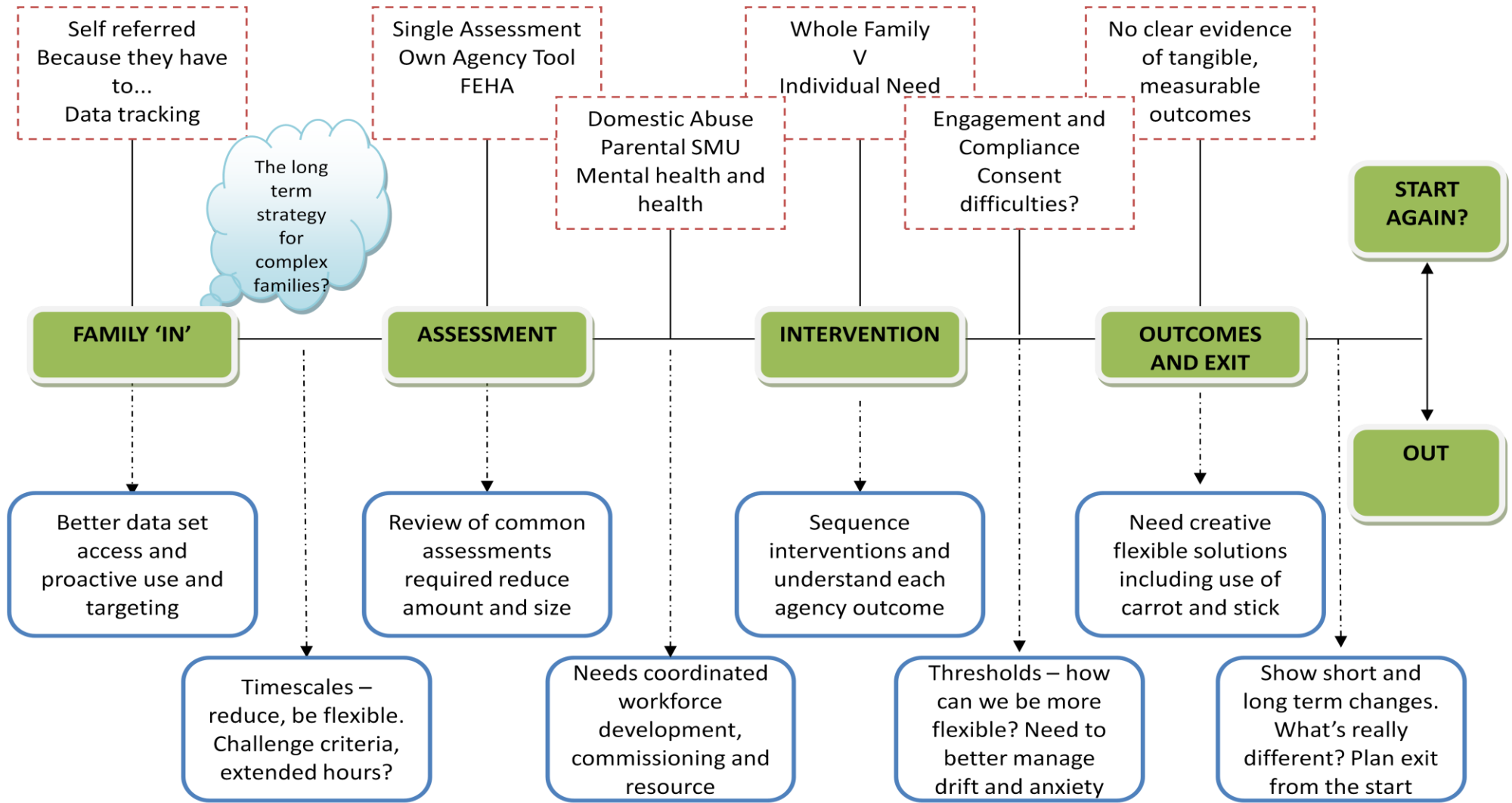
The visual representation on the following page gives a high level view of the findings from the exercises and a broad identification of where partners need to focus to ensure a more streamlined approach to a new early intervention model.

Process Map

What we found from the mapping. The ways we behave. What we focus on.

The stages of process from identification, assessment, intervention and exit

Patterns and themes identified as gaps in our approaches



## THE DEVELOPING EARLY INTERVENTION RESPONSE MAP

Responses to the process mapping exercises confirmed a revised way of looking at our prevention route map and how we propose a process moving forward. The key fundamental thoughts are:

- Create active understanding of need – not just wait for families to appear in crisis
- Acknowledge that some families will require long-term, generational responses rather than a ‘start’ and ‘finish’ to their relationship with multiple services.
- That flexible and active responses are cyclical in approach
- Ensuring that the right questions are asked, and the right support and challenge offered allows families and services to understand the true extent of what is needed, and at what time

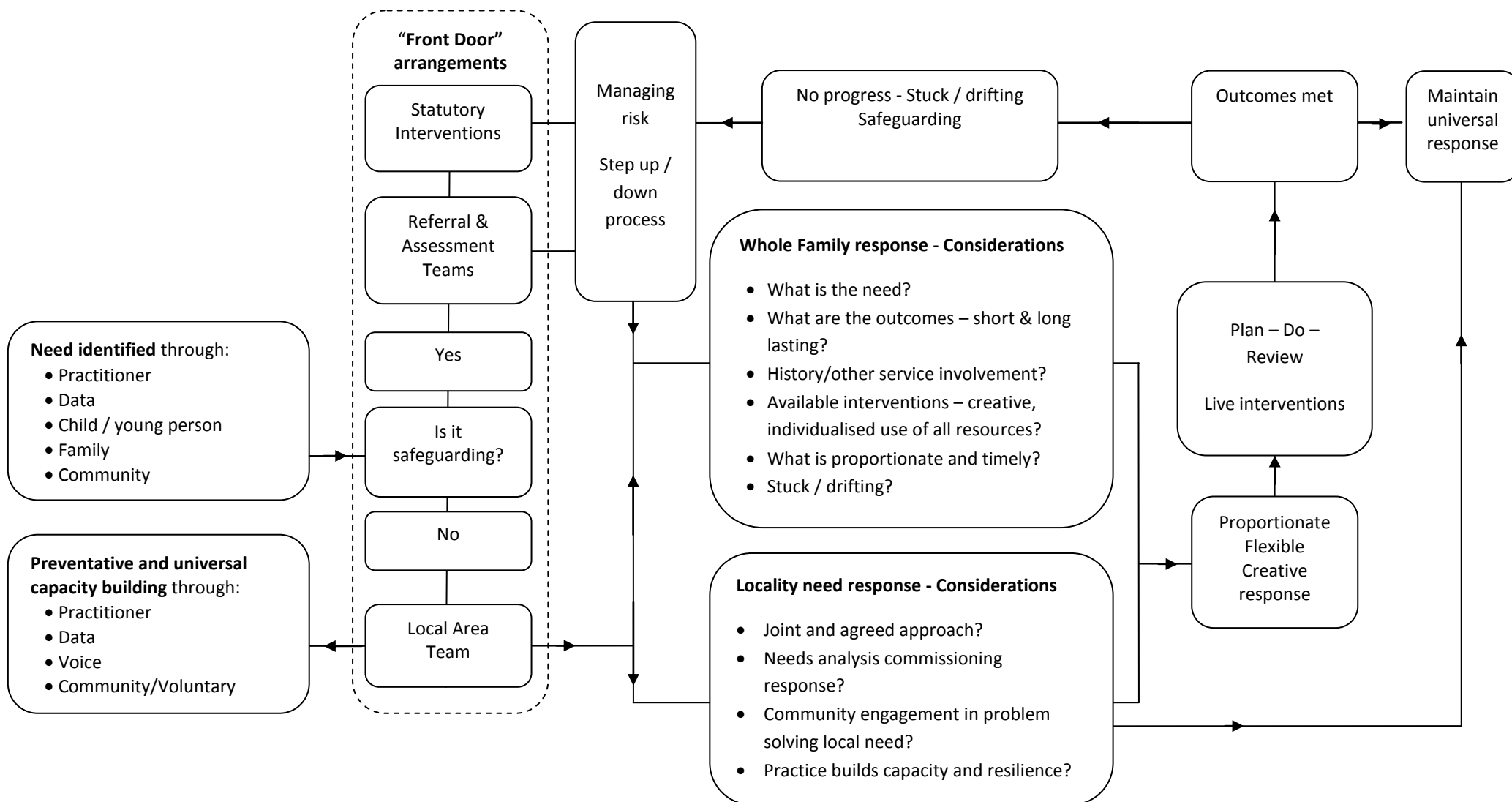
An initial view of how the early intervention route map may begin to take shape is offered on the following page:

# LOCAL AREA TEAMS RESPONSE MAP

## Operating principles and culture

“Children and Young People are at the heart of our city and of everything we do”

- Problem-Solve and Coordinate
- Build Capacity
- Direct Work



## THE CITY WIDE EARLY HELP OFFER

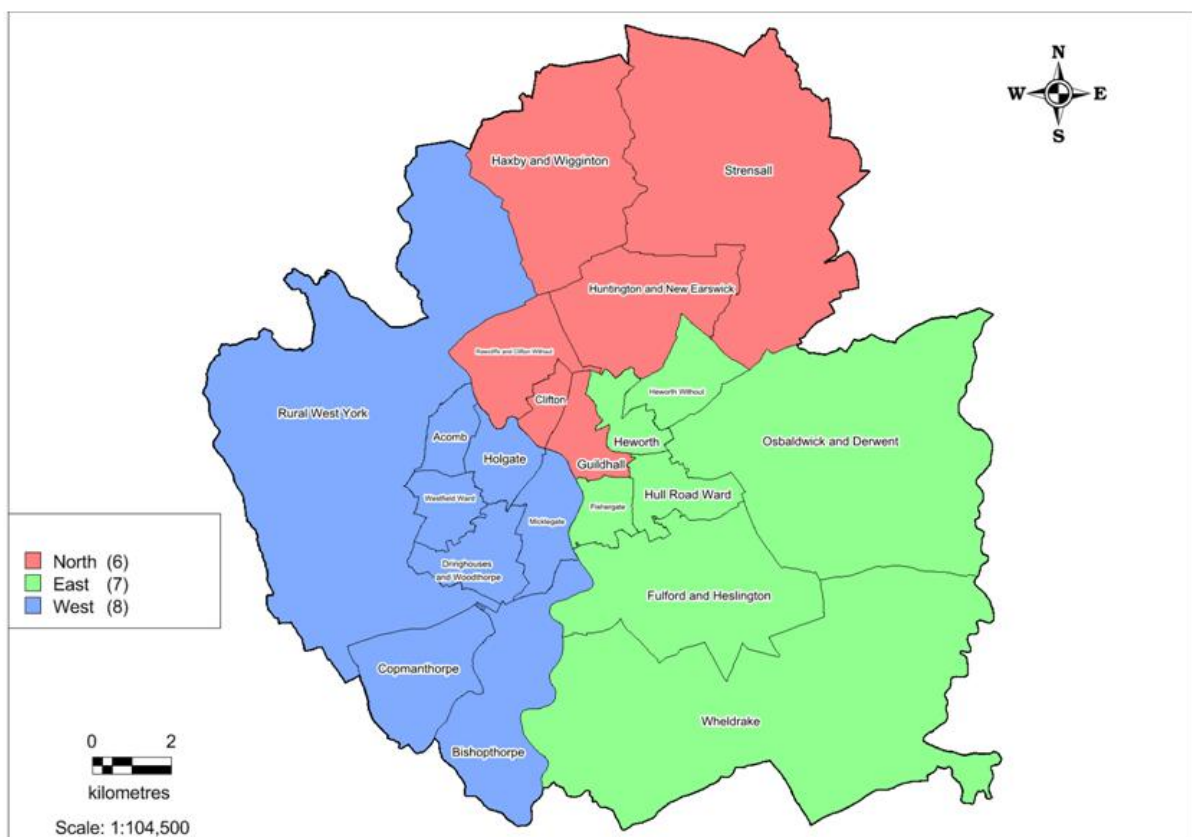
The proposed Local Area Teams will be established within, and focussed primarily upon 3 areas of identified need. These will be the areas of

- **Westfield**
- **Clifton**
- **Heworth/Hull Road**

However the operation of the LATs will not be limited to these areas and it is expected that the “reach” of the LATs will ensure that there is an effective early help offer across the whole local authority area.

Families across York should expect that the early help arrangements which are put in place have a consistent level of quality across the city; this does not mean every family requires the same level of support but that support is effective, good quality and proportionate to need regardless of where families live.

The map below shows the proposed reach of each locality area.



The next table shows how these areas have ranked according to need across a range of indicators underneath each theme area. It shows that by splitting the city in this way we achieve a reasonable balance across levels of need and population size.

Area	% Total Population	Rank by % Need					
		Adults	Children	Communities	Crime / ASB	Economics	Health
North	34.47%	3 (28.58%)	2 (28.66%)	2 (31.01%)	2 (36.09%)	2 (30.31%)	1 (42.04%)
East	28.25%	2 (33.16%)	3 (27.56%)	3 (26.56%)	3 (24.21%)	3 (27.60%)	3 (25.97%)
West	37.29%	1 (38.26%)	1 (43.78%)	1 (42.43%)	1 (39.71%)	1 (42.09%)	2 (31.99%)

To ensure a cohesive city wide early help offer it is proposed that there is a degree of coordination provided centrally. The purpose of this central function would be to ensure:

- **Strategic coordination** of the city wide early help offer, linking to partners through the Health and Well-being Board, the YorOK Board and the City of York Safeguarding Children's Board arrangements.
- **Quality assurance** of the early help offer across the city. Families across York should expect that the early help arrangements which are put in place should have a consistent level of quality.
- **Effective use of data.** There are significant data requirements which underpin the work of the LATs by way of identifying families in need of support, evidencing outcomes and claiming Performance By Results (PBR) funding linked to the governments Troubled Families programme. Rather than create new data roles within the Local Area Teams there would need to be clear links back to the central business intelligence teams at the council as well as understanding how best to use partner data, systems and knowledge to effectively share information.
- **City wide commissioning and capacity building.** Although it is expected the majority of work to build capacity within communities will happen within localities themselves there is likely to be a need to address gaps in capacity at a city-wide level as well. This may happen through city wide commissioning of support to tackle key issues such as domestic violence, support to carers etc. It is proposed to consolidate opportunities such as the Early Intervention Fund, Better Play Grants and YorPart funding together in order to simplify arrangements for community groups and services to access support.
- Strong links to **safeguarding arrangements.** The early help model must have appropriate links with statutory safeguarding arrangements in the city. The central function would play a key role in addressing any identified challenges around step up and step down interfaces with safeguarding arrangements. The central function would also play a role in ensuring that risk is being managed appropriately by the Local Area Teams.

## THE DELIVERY OF THE TROUBLED FAMILIES PROGRAMME

The Troubled Families programme is a flagship government policy which is known locally as Family Focus. The Family Focus Programme aims to support families who have multiple and often complex needs through a whole family approach.

Phase two of the expanded programme will support families with a wider range of needs, including:

- Parents and children involved in crime or anti-social behaviour.
- Children who have not been attending school regularly.
- Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.
- Adults out of work or at risk of financial exclusion or young people at risk of worklessness.
- Families affected by domestic violence and abuse.
- Parents and children with a range of health problems.

This area of work can also provide income for the local authority through a national Payment By Results (PBR) framework for Troubled Families.

This area of work will be a central element of the new early help arrangements:

- Supporting the families within scope of this programme to address their needs is central to achieving our ambitions for early help.
- The significant funding linked to achieving these outcomes for families is required to sustain early help services.

### WORKFORCE DEVELOPMENT

Staff engagement has shown strongly the need to get workforce development right within the new operating model. Some headline features of a future workforce development plan are outlined below.

### WORKFORCE WITHIN THE LATs

A skills audit will be carried out with staff transitioning into new roles within the LATs. This would be to ensure that appropriate training and development opportunities are put in place. The skills audit should reflect upon the skills required to meet identified need.

As staff move into more multi-skilled roles a “common core” of skills and knowledge will be established for this workforce. A workforce development plan will address how all staff working within LAT arrangements will achieve this common core.

### CHILDREN AND YOUNG PEOPLE’S WORKFORCE

An existing training offer relating to early help has been developed and is generally well regarded. The biggest challenge is the capacity to train the wider workforce required and their engagement with the training offer.



A training strategy for the wider workforce relating to early help must be developed. This should consider how best to deliver training in ways that do not necessarily rely on traditional models of training.

### EARLY HELP – “EVERYBODY’S BUSINESS”

Beyond the children and young people’s workforce the workforce development plan will address how the entirety of the local workforce/population would be engaged with the agenda of early help. This would focus on:

- What they can do to support early help and build resilience
- Understand what support is available and how to access it
- Know what to do if they have a concern

### COMMISSIONING / BUILDING CAPACITY

It is proposed that the response to commissioning and building capacity takes place on a city wide basis and also within each Local Area Team as appropriate. Capacity would be identified to progress this work at a central level but also within each LAT.

### COMMISSIONING OUTCOMES

Existing commissioning funds operated by the council and relating to early help should be consolidated as far as possible. A new approach and definition of “commissioning” in response to need will be developed. This will:

- Move away from passive re-commissioning from one year to the next.
- Find appropriate balance in the length of time services are commissioned for. This could range from two to three years down to short term pieces of work.
- A stronger focus on commissioning outcomes rather than prescribing delivery.
- Seek to increase capacity and range of interventions. In particular a greater number of proportionate interventions available at different levels of need. Thresholds for interventions are still too often meaning families can not access the required support in a timely manner.
- Seek to combine resources with other sources. In particular seeking to use commissioning funding alongside ward funding or school funding. A common framework for how to work with partners and schools on commissioning will make clear how funding could be used. This is important to avoid establishing unsustainable or inefficient use of funds. For example any combined commissioning pot should not be viewed as a means by which others can reduce their spending on early help.

## VOLUNTEER OFFER

Currently the local authority has a range of volunteering opportunities relating to service areas in scope. It is also recognised that more could be done to make use of a strong volunteering offer to build better resilience within families and communities.

Local Area Teams will play a pivotal role working alongside others to build capacity in the voluntary and community sector in response to need. LATs will also directly operate specific volunteer programmes. The volunteer programmes delivered by the Local Area Teams will provide a number of volunteer roles with the aim of improving resilience. For example parent mentors providing one-to-one support for families or running groups.

## BUILDING CAPACITY WITHIN THE VOLUNTARY AND COMMUNITY SECTOR

The intention is not to duplicate the role of organisations such as CVS (Council for Voluntary Service) who will continue to provide overarching support for the voluntary and community sector. Rather the LATs will:

- Work with local voluntary and community partners to respond to the needs of families
- Build partnerships between voluntary and community partners and others working in the arena of early help.
- Use the new approach to “commissioning” described above to support the development of the voluntary and community sector to address need.

## INTERFACE TO STATUTORY INTERVENTIONS

It is vitally important to ensure the safety of children and to deliver strong outcomes that the new Local Area Teams link seamlessly with statutory and social care interventions. It is also important support for families matches the need that is present. This means that safeguarding issues should continue to receive an appropriate safeguarding response. It also means that an early intervention level issue should be responded to with a proportionate early intervention.

Detailed process mapping described earlier in this report has worked to understand our processes and scope for improvement. It is not sensible to lay out the detailed process maps for how this interacts with statutory level interventions. Rather here are some principals on which the process maps will be based:

- Anyone with safeguarding concerns should have the opportunity to discuss them with a social worker where appropriate.

- We will improve the confidence and capacity of our partners to respond first through our early help arrangements before turning to a formal referral where this may not be the best or ultimately required, response.
- In our drive to ensure we respond to concerns at the right level we must put in place measures to ensure inappropriate risk is not being carried at an early help level. This must be about getting the right response not early help acting as a gatekeeper.

## VOICE

The YorOK Children’s Trust and City of York Safeguarding Children’s Board places the Involvement and Participation of children, young people and families at the core of its work, and has adopted the following vision statement:

*Children and young people are at the heart of our strategic arrangements. We are committed to ensuring that children and young people have a voice in decision-making, planning, commissioning, design and delivery of services.*

The new arrangements for early help have been informed by our existing work to hear and respond to the needs of children, young people and families. In establishing the new Children and Young People’s Plan families identified access to early help as a priority area.

*“Support services seem to be very good once you can get into ‘the system’. There is little support for those just on the outside and it seems that in some cases support is only available once someone is at breaking point. It would be better to focus more on early intervention and prevention rather than cures”*

A York Mum.

*“When I was 9 and we ran away from me Dad. That’s when you should have got me.”*

A young offender, asked about when early help could have helped him.

In the implementation and delivery of early help some further consideration should be given as to:

- **Voice at an individual level** – The 2015 Review of Voice showed that the quality of “voice” within early help assessments was too variable and, despite some improvements, in need of development. As such the new operating model must ensure it addresses the issue of ensuring good quality and effective voice arrangements for children, young people and families receiving early help services.
- **Voice at a group and community level** – The services that will be redeveloped to form the new operating model already offer a range of voice opportunities. Through parent involvement in governance arrangements to participative opportunities such

as the Youth Council and Young Inspectors. The new model will build into its operation meaningful group and community level voice opportunities.

- **Voice at a strategic level** – Children and young people’s voice is a priority for the entirety of the YorOK workforce not just those working within the Local Area Teams. The strategic oversight for voice for both the YorOK Board and CYSCB is within the scope of this review. The design of the new operating model and Local Area Teams can be demonstrated to have been strongly influenced by feedback from children, young people and families. This can be particularly seen in the development of our city wide and city centre offer to young people and through the children’s centre consultation.

ANNEX B

# YORK CHILDREN'S CENTRE SERVICES CONSULTATION

## BACKGROUND

As part of the development of new Local Area Teams City of York Council Executive agreed to undertake a public consultation on the future of children's centre services. This report provides a summary of how this public consultation was carried out and the feedback received.

## SUMMARY

The public consultation has shown a strong endorsement for our proposals.

- 95% of respondents either 'strongly agreed' or 'agreed' with the proposal to do more when families need more.
- 93% of respondents either 'strongly agreed' or 'agreed' with the proposal to ensure support for all families.
- 79% of respondents either 'strongly agreed' or 'agreed' with the proposal to make the best use of our buildings and staff.

Reflecting upon all of the feedback received it is proposed that we now revise our children's centre offer so that it focuses on improving outcomes for all families and provides families with the highest levels of need with more focused support. We will build that offer into the wider work of new Local Area Teams. A summary of the proposed offer is shown below and more detailed description is provided within this paper.

It is proposed:

**That Local Area Teams ensure that all families are able to access groups and support in their community, wherever that is.** The offer to all families will be made up of health visitor services, voluntary and community led groups offering support, learning and social activities, good or better quality childcare and early year's education and good quality information to help families understand what is available.

**That wherever families have a higher level of need that we can provide more support.** This cuts to the heart of our new Local Area Teams purpose. Local Area Teams will work with families, communities and a range of partner agencies to address emerging needs at an early stage, wherever that may be. Local Area Teams will make a much broader offer to families by providing a continuity of support from pregnancy right through to adult hood. All agencies will work together in a local area to share information to secure the best possible outcomes for families. Local services will work together to be there when families reach out for support and will also pro-actively identify and engage families in need.

**That families can access the right support, in the right place, at the right time.** The consultation has clearly shown that residents want provision to be in place for all families and that when more support is needed that this is available. The delivery of this offer should not be limited to existing children's centre buildings. We will build on our work to reach out to communities in response to need throughout York. We must have an unrelenting focus on delivering the best possible services with families throughout our city. It is therefore proposed to change the designation of six of our children's centre buildings to allow them to be used more flexibly (to cover the age range 0-19) in response to the needs of families and communities.

To be clear this means that those buildings can continue to deliver the types of groups and services that they do today. If we change designation it means that buildings could then also be made available for a range of other provision including: developing new childcare in areas where this is needed, by schools to deliver high quality learning environments, by community groups and organisations. The offer from the buildings will provide opportunities to extend opportunities to children and young people across the 0-19 age range, rather than being restricted to 0-5. How we all use these buildings and others in the future will be shaped by the needs of the communities they serve. By changing how we use our buildings we can make best use of these spaces in communities. We can also improve our efficiency and effectiveness by reducing the amount of time and money our staff need to spend on looking after buildings. In doing so we can maximise our staff time and resources on what families need and will make the greatest difference.

The early years offer and the wider offer made by Local Area Teams will respond to need. We will base ourselves in the areas of York with the highest identified need but must work throughout York wherever we are needed. This means we need to look not just at what we deliver through our children's centre buildings but what we deliver from any council building, any partner building and also what we deliver in families homes.

We are therefore proposing that we take forward the development of our new early years and 0-19 offer through Local Area Teams. In doing so we propose:

- That all nine sites are re-named and re-launched as a range of children and family centres that enable more flexible and responsive provision which aligns with local community activity and use.
- Maintain 3 children and family centre resources as designated ‘children’s centres’ with the statutory responsibility for ensuring the delivery of integrated early childhood services across the city. These centres will be the main bases for the Local Area Teams.

## CONTEXT

### STATUTORY EXPECTATIONS RELATING TO CHILDREN’S CENTRE SERVICES

The 2006 Childcare Act<sup>1</sup> instigated the development of children’s centres across the country. Statutory guidance from 2013 provides the current definition of a children’s centre<sup>2</sup>.

*A Sure Start children’s centre is defined in the Childcare Act (2006) as a place or a group of places:*

- *which is managed by or on behalf of, or under arrangements with, the local authority with a view to securing that early childhood services in the local authority’s area are made available in an integrated way;*
- *through which early childhood services are made available (either by providing the services on site, or by providing advice and assistance on gaining access to services elsewhere); and*
- *at which activities for young children are provided.*

*It follows from the statutory definition of a children’s centre that children’s centres are as much about making appropriate and integrated services available, as it is about providing premises in particular geographical areas.*

Local Authorities are also expected to ensure “sufficient” children’s centres, as defined above. The 2013 statutory guidance states:

*Local authorities must ensure there are sufficient children’s centres, so far as reasonably practicable, to meet local need. Local need is the need of parents, prospective parents and young children in the authority’s area.*

As a statutory minimum children’s centre services must provide the following to children and families from birth to 1st September after the child’s 5th birthday: focus on early

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<sup>1</sup> <http://www.legislation.gov.uk/ukpga/2006/21/contents>

<sup>2</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/273768/childrens\\_centre\\_stat\\_guidance\\_april\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/273768/childrens_centre_stat_guidance_april_2013.pdf)

learning; information and activities for families; adult learning and employment support; integrated child and family health services and targeted parenting and Inclusion services (including family support).

It should be noted that central government has ‘paused’ a consultation expected last year on the future of children’s centres. The consultation will include a discussion of what accountability framework is needed to best demonstrate the effect of children’s centres. In light of this, the Department for Education have agreed with Ofsted to pause the children’s centre inspection cycle, pending the outcome of the consultation. The government is now expected to launch this consultation in summer 2016.

Any changes to the children’s centre offer will be informed by a public consultation ahead of a decision taken by elected members on the council Executive. Current children’s centre statutory guidance from 2013 states:

*“Local authorities must ensure there is consultation before:*

- *opening a new children’s centre;*
- *making a significant change to the range and nature of services provided through a children’s centre and / or how they are delivered, including significant changes to services provided through linked sites; and*
- *closing a children’s centre; or reducing the services provided to such an extent that it no longer meets the statutory definition of a Sure Start children’s centre.”*

## CAPITAL COSTS

York is not alone in looking at how to make the best use of its children’s centre buildings. It has been seen in a small number of cases that the DfE has clawed back capital costs associated with the original development of children’s centres following their change of use. Guidance from the DfE states:

*“Claw-back of funding is triggered where an asset funded wholly or partly by DfE is disposed of, or the asset is no longer used to meet the aims and objectives consistent with the Sure Start Early Years and Childcare Grant (SSEYCG) or Aiming High for Disabled Children Grant (AHDC).*

*Local authorities must notify the Department for Education of any plans to dispose of grant funded assets. Local authorities should operate on the presumption that claw-back will be enforced. However, subject to prior approval from the DfE, claw-back may be waived or deferred where an asset is sold and the proceeds are reinvested in another asset for a similar purpose consistent with the aims of the grant.*



*Disposal means a sale, transfer, or change of use of a capital asset. It includes the transfer of ownership of a lease, or freehold assets.*

*Further information on the disposal of assets and invocation of claw-back can be found in paragraphs 33 to 45 of the Capital Guidance.”*

The total potential claw back figure for York is £4.3m. As stated in the Executive paper given our proposed plans satisfy the guidance above we can be confident that we should not expect to see us being subject to any capital claw back. The Legal Implications section of the Executive paper provides further detail on our position. A breakdown of the capital claw back exposure for each site is listed below.

Centre / Scheme	Total (£)
ICC Ph 2 - Haxby Road Primary	78,693.88
ICC Ph 2 - New Earswick	337,277.69
ICC Ph 3 - Knavesmire	573,501.53
ICC Ph 3 - Hurst Hall (New Earswick Satellite)	4,206.98
ICC Ph 3 - Westfield (centre extension)	329,327.10
ICC Ph 3 - Derwent Schools (Avenues Satellite)	167,811.53
ICC Ph 2 - Tang Hall (Avenues)	1,467,123.61
ICC Ph 3 - New Earswick	62,522.65
ICC Ph 2/3 - St Lawrence's	631,876.70
ICC Ph 2 - Carr	448,355.47
Clifton Green Neighbourhood Nursery	265,000.00
<b>Total</b>	<b>4,365,697.14</b>

## CHILDREN'S CENTRE CONSULTATION

The children's centre consultation was carried out between the 20<sup>th</sup> of April and the 25<sup>th</sup> of May. The consultation was promoted through a number of different channels to encourage as many families as possible to take part. These included:

- All families registered with children's centres and Family Information Service being encouraged to take part
- Families attending groups or accessing children's centre services encouraged to take part.
- Children's centre staff carrying out the consultation with families.
- Promotion through children's centres, Family Information Service and the council's social media channels.
- Promotion through information screens in council buildings.
- Advertising the consultation on the council, YorOK and children's centre websites.
- Through the YorOK newsletter sent to over 2,000 practitioners who work with children, young people and families in York.

## CHILDREN'S CENTRES AND LOCAL AREA TEAMS

The consultation carried out this year sought feedback on proposals to remodel the delivery of children's centre services within the context of Local Area Teams.

The new Local Area Teams will bring together a wide range of community based multi-agency services in response to need. These services will work alongside other agencies with families from pregnancy through to when young people reaching adulthood (18 years old or 25 years old for disabled children and young people).

Local Area Teams will work with communities and all other agencies working in different parts of York to:

- **Work with families** – Provide support to families that is responsive and proportionate to need. This will not be restricted to pre-school children but will also relocate other services into communities to provide support through to when young people reach 18 years old (25 years old for disabled children and young people). Work with families will not be restricted to existing sites and will make use of a range of appropriate venues across York including where necessary family's homes.
- **Problem solve / coordinate** – The range of different services that operate across York for families is huge and often complex to navigate. This complexity can lead to delays in accessing support, duplication and inefficiencies resulting in poorer outcomes for families. Local Area Teams will play a leading role in systematically problem solving these challenges so that families can access the right support at the right time. This will also result in improved joined up working between different agencies which is critical given the need to continue to improve efficiency.
- **Build capacity and resilience** – Building resilience in families and communities is the long term aim of the Local Area Teams. The Local Area Teams can act as a catalyst and instigator to help build capacity in communities to achieve this. This could take the form of supporting new community led groups to establish, working with other agencies or commissioning services in response to need.

The consultation was completed online or in hard copy 981 times. In addition to this further written submissions and comments were received. It should be noted that any quantitative analysis made in this document draws upon responses received online or in hard copy. Further context provided by written responses received is highlighted where relevant.

## RESULTS OF THE CONSULTATION

### PROFILE OF RESPONDENTS

The majority of respondents were parents and carers, followed by practitioners and then by residents (not including parents and carers). The breakdown of respondents is shown below. Please note that as this, as is the case with other profiling questions, was not answered by every respondent.

Are you... (Please tick)	Total	Percentage
A parent / carer	683	85%
A practitioner/service provider	115	14%
A resident (not including parents/carers)	9	1%
<b>Total</b>	<b>807</b>	

The table below shows us that the percentage of parents and carers taking part with a disability is lower than the York average. Conversely we can see a higher than expected number of parents and carers of disabled children and young people taking part.

Are you disabled or do you have additional needs?	Total	Response Percentage	Census Profile <sup>3</sup>
No	730	95.93%	89.82%
Prefer not to say	20	2.63%	-
Yes	11	1.45%	10.18%
<b>Total</b>	<b>761</b>		

Are any of your children disabled or have additional needs?	Total	Response Percentage	Census Profile <sup>3</sup>
No	650	86.21%	97.09%
Prefer not to say	32	4.24%	-
Yes	72	9.55%	2.91%
	<b>754</b>		

We can also see from the table below that the ethnic profile of those taking part broadly reflects the profile we would expect for York.

What is your ethnic background?	Total	Response Percentage	Census Profile <sup>4</sup>
White British	658	86.69%	90.20%
White Other	51	6.72%	3.50%
Other (please specify)	22	2.90%	1.90%
White and Asian	6	0.79%	0.40%
White Irish	6	0.79%	0.60%
Chinese	4	0.53%	1.20%
White and Black African	3	0.40%	0.20%
White and Black Caribbean	3	0.40%	0.30%
Asian Indian	2	0.26%	0.80%
Asian Pakistani	2	0.26%	0.20%
Asian Bangladeshi	1	0.13%	0.20%
Black African	1	0.13%	0.50%
<b>Total</b>	<b>759</b>		

<sup>3</sup> 2011 Census - Long term health problem or disability by sex by age

<sup>4</sup> 2011 Census - Ethnic group

Respondents were asked to provide their home postcode so that feedback could be profiled against different areas of York. The following table shows the wards that different responses were received from. It should be noted that 97 of the postcodes provided could not be exactly matched to a ward. This could be a variety of reasons including an invalid postcode or not enough of the postcode being given to determine which ward it should be counted in.

Although not exclusively so we can see that in wards where there is less of an existing children's centre services presence there has been a lower response compared to other areas. This would suggest that whatever is taken forward as the new early years offer should work to ensure families across York are engaged.

Ward	Number of responses
Acomb Ward	39
Bishopthorpe Ward	18
Clifton Ward	32
Copmanthorpe Ward	7
Dringhouses & Woodthorpe Ward	41
Fishergate Ward	21
Fulford & Heslington Ward	17
Guildhall Ward	16
Haxby & Wigginton Ward	17
Heworth Ward	52
Heworth Without Ward	15
Holgate Ward	58
Hull Road Ward	20
Huntington & New Earswick Ward	30
Micklegate Ward	70
Osbalwick & Derwent Ward	16
Rawcliffe & Clifton Without Ward	21
Rural West York Ward	11
Strensall Ward	13
Unknown	97
Westfield Ward	85
Wheldrake Ward	3
<b>Grand Total</b>	<b>699</b>

The final profiling table shows the age profile of children of respondents. It is clear that many families have children at different ages and stages. Feedback would suggest that purely providing support in relation to one child or age can be less effective than delivering a child centred response which reflects on the needs of the entire family.

Age Range	Number of children
0-2 years	413
2-4 years	360

In primary school	224
In secondary school	92
16-19 years	62

	Yes	No	Prefer not to say
Are you pregnant?	48	617	31

## FEEDBACK ON PROPOSALS

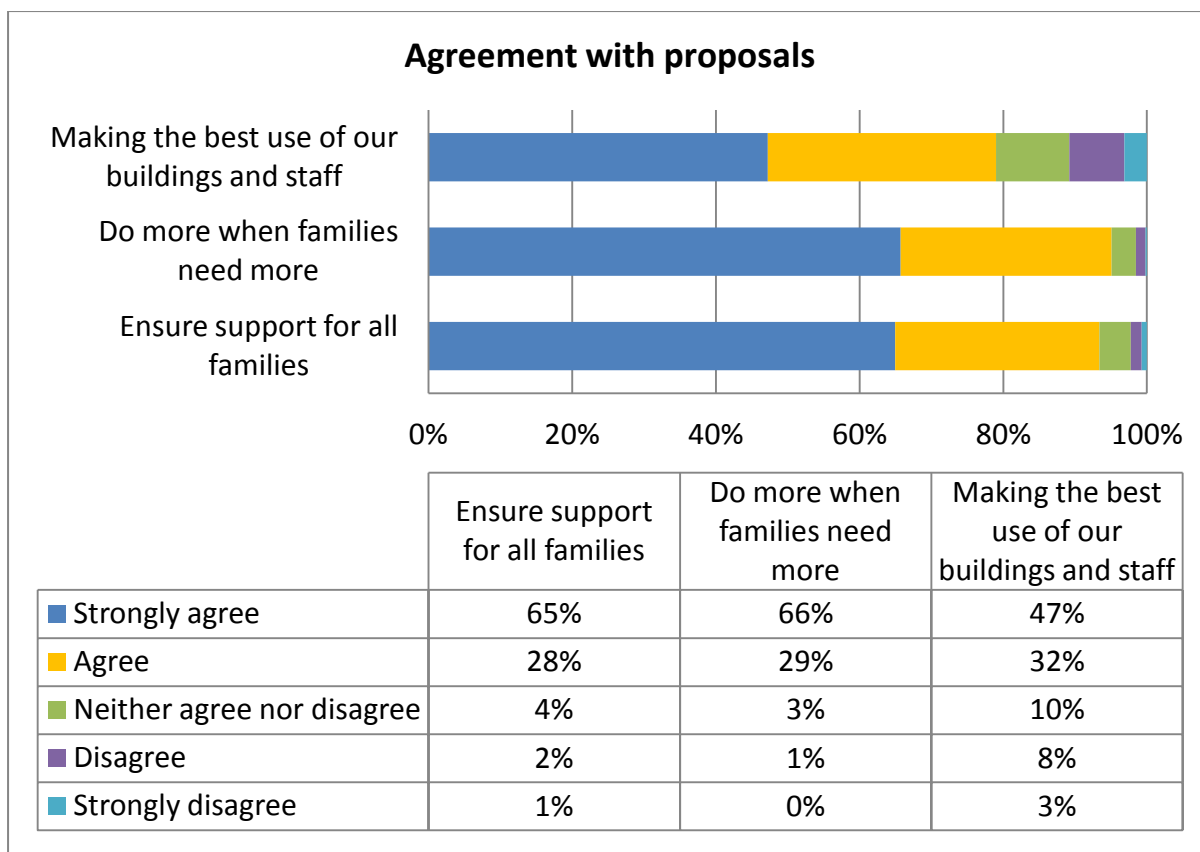
The consultation carried out this summer put forward in detail how these proposals would develop the existing offer from children’s centre services. The proposals were put forward under three key headings:

- **Ensuring support for all families** – How the Local Area Teams will ensure that all families are able to access support.
- **Do more when families need more** – That when families have a greater need of support that we can respond alongside our partners to do more.
- **Make the best use of our buildings and staff** - We proposed that by creating new Local Area Teams we would locate our services in communities and work right across York. Two key features of this proposal were:
  - That we review our use of buildings and associated costs in order to make the best use of our staff.
  - That by expanding the children’s centre offer into Local Area Teams that we would need to explore if all of our buildings should continue to be independently registered with the government as "Children's Centres".

A copy of the consultation used is provided at the end of this paper and shows in detail how these proposals were described to members of the public.

The chart below shows the breakdown of how much respondents agreed or disagreed with the responses being put forward. The results clearly show a strong endorsement of the proposals.

- 95% of respondents either ‘strongly agreed’ or ‘agreed’ with the proposal to do more when families need more.
- 93% of respondents either ‘strongly agreed’ or ‘agreed’ with the proposal to ensure support for all families.
- 79% of respondents either ‘strongly agreed’ or ‘agreed’ with the proposal to make the best use of our buildings and staff.

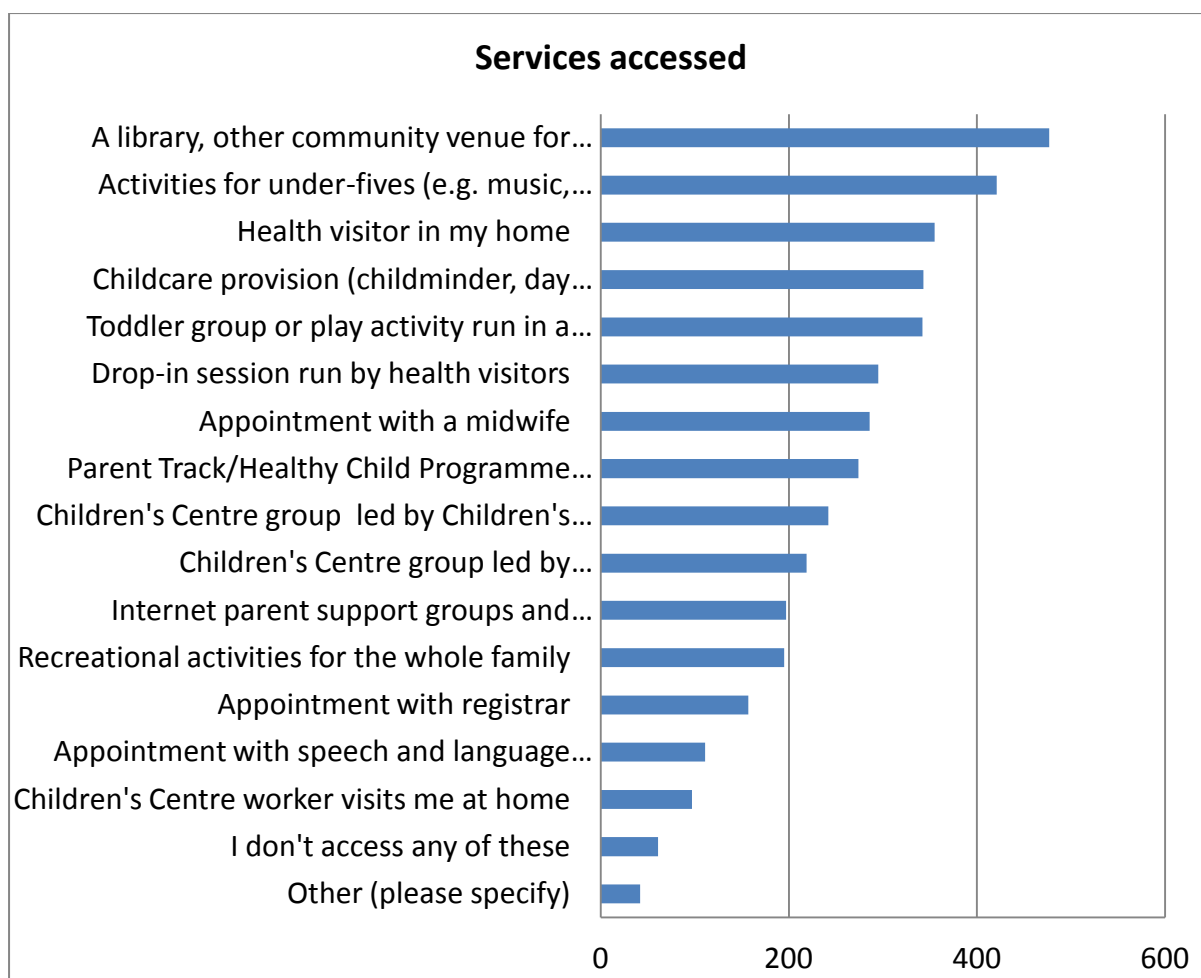


More detailed feedback against each proposal is explored below.

**ENSURING SUPPORT FOR ALL FAMILIES**

There was strong endorsement from families that the redeveloped early years offer made by Local Area Teams should ensure support for all families (93% either ‘strongly agreed’ or ‘agreed’).

The consultation asked families what provision they accessed in their communities with their children. The responses to this question are shown in the chart below. This data tells us a number of things. Firstly, that there is a diverse range of community provision available to families and that families regularly access this provision.



The importance of ensuring support for all families was underlined in comments received by children's centre staff and to the children's services feedback email address.

- Families fed back that they would like to see the existing community and parent led offer continue. Feedback from a drop in session at a children's centre highlighted that many parents, especially new parents, come to the volunteer run groups to get out the house, make new friends (both for the parents and the children) and some parents were worried there will be nothing left for them if these groups go. They felt it was important to keep them.
- Parents also expressed concern about the potential costs to access different groups. Feedback suggested that the developing offer made by community and parent led groups worked best when costs to families to attend groups was kept as low as possible.
- One suggestion included encouraging accessible groups for working parents at times outside of working hours: *"I support the review and changes. For me one of the most useful changes would be to increase the times of the day or days of the week that I can access the services. Parenting isn't 9-5 and I am a full time working mum with a long commute daily so my weekdays are very long."*

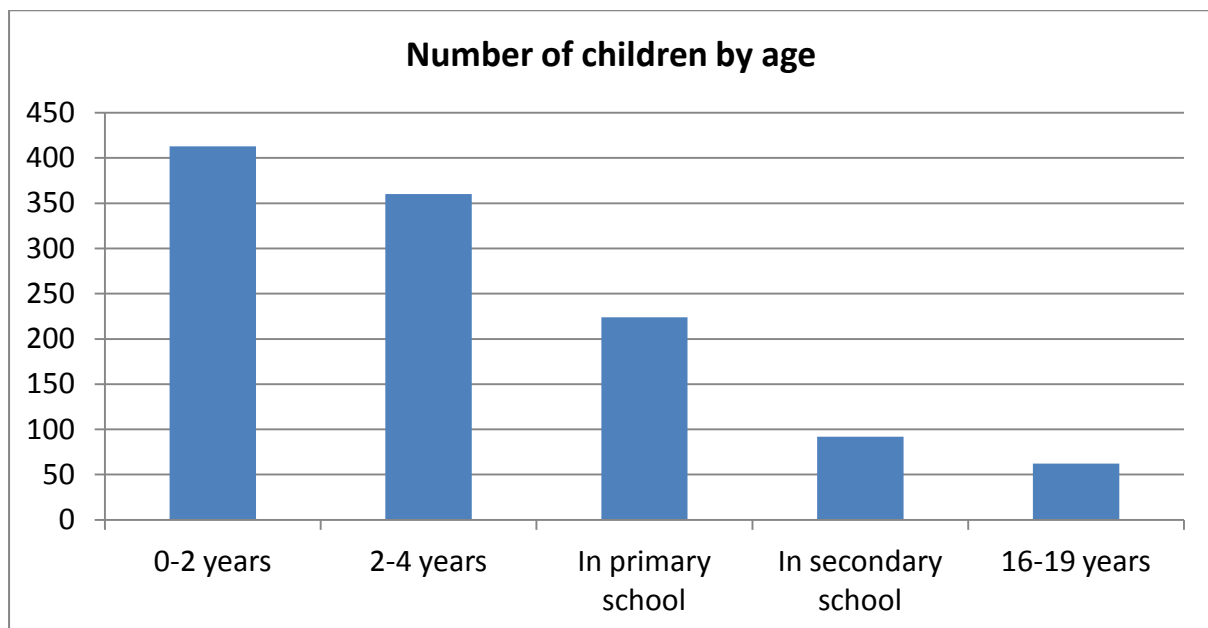
## DO MORE WHEN FAMILIES NEED MORE

The proposal to ‘do more when families need more’ received strong endorsement with 95% of respondents saying they ‘strongly agreed’ or ‘agreed’ with the proposal. It is clear that the early years offer made by Local Area Teams must be able to identify and support families at times where more support is required.

Comments made through the consultation supported this proposal.

- “The children’s centre were my link to the outside world and helped me to see the light at the end of the tunnel”
- “Been really helpful for us. Never used to like to ask for help but have started to and nice to have someone suggest things alongside us rather than do to us.”

The chart below shows the profile of families taking part in the consultation. It is clear that many families have children at different ages and stages. Feedback would suggest that purely providing support in relation to one child or age can be less effective than delivering a child centred response which reflects on the needs of the entire family.



## MAKING THE BEST USE OF OUR BUILDING AND STAFF

The feedback made clear that families value the quality of the staff delivering services.

- “I really appreciate the care and support to me and my children”
- “Been really helpful for us”

There was strong endorsement for ‘making the best use of buildings and staff’ with 79% of respondents stating they either ‘strongly agreed’ or ‘agreed’ with the proposal. The level of



endorsement is not as emphatic as for the other proposals but is still very strong with only 11% stating they 'Disagree' or 'Strongly disagree'.

From reviewing comments made alongside the consultation there are some important themes to reflect upon.

- That value is placed on having staff in place and able to respond to need as opposed to unmanned or underused buildings.
- That people endorse the exploration of alternative arrangements for buildings as long as it doesn't undermine the first two proposals (ensuring support for all families and doing more when families need more).
- That we should explore other opportunities for where families can access support in communities right across York and not limit delivery to existing children's centre buildings.
- That some concern was put forward about using the same space for direct work with young children and older young people. It is not proposed to have a single building which is the only point of delivery. The proposal is to make use of a range of locations across York which would be suitable for the delivery of services that are age appropriate.

### THE PROPOSED EARLY YEARS OFFER WITHIN LOCAL AREA TEAMS

We want to create new Local Area Teams which can work alongside communities to support families. The new teams will expand beyond the offer that children's centres alone currently make to families.

**We are proposing** that by creating new Local Area Teams we will:

- Ensure support for families in the crucial early years of a child's life but also for families with children up to 19 years old (or 25 years old for disabled children and young people)
- Locate more of our services in communities where families need them.
- Spend as much time as possible working with families.
- Work throughout York where families need us.

The following sections outline in more detail the early years offer made by Local Area Teams in response to the outcome of the public consultation.

### ENSURING SUPPORT FOR ALL FAMILIES

It is proposed that following consultation, work to ensure support for all families is taken forward by the Local Area Teams. This specifically means:

- That Health visitor and school nursing services (as part of the 0-19 healthy child service) continue for all families and integrate with Local Area Teams.
- That the Local Area Teams dedicate identified capacity to support community and partner run groups to become established right across York. These groups will build on the existing universal offer of support and social activities for families. The development of this universal offer for all families will be driven by what families and communities want for themselves and also by identified need.
- The Local Area Teams will work directly with voluntary, independent, private childcare providers and also with schools that provide childcare. This is so that these valued partners can continue to play their important role in supporting early childhood development. We will also strengthen the capacity of childcare providers to work in partnership to support families with emerging needs to access appropriate support at an early stage.
- As well as ensuring support for all families we must support families to understand what is available. Local Area Teams across the city will work together so that families can access good quality information to help them to understand what is available.

### DO MORE WHEN FAMILIES NEED MORE

In moving towards new Local Area Teams it is really important that when families need more support that this is available. In response to this it is proposed:

- Local Area Teams work with families and communities so that they know how to access support when required.
- That Local Area Teams put in place pro-active ways of reaching out to families who need the most support. This will be achieved by identifying the most vulnerable families through sharing our data and pooling our local knowledge. The Local Area Teams can then reach out to families who may need our support at an earlier stage. This should reduce families where need has been hidden throughout the early years until children start at primary school.
- Local Area Teams must put in place dedicated resource to support families with pre-school children. It is also very important though that this resource can also work to the needs of the wider family including children and young people who may be at different ages and stages. This can improve the holistic support families receive and improve transitions for families with higher needs into starting school.
- That Local Area Teams work together with other services in a family's life to be more effective, reduce duplication and reduce the number of people families have to deal with. This means that people working in a Local Area Team may lead a coordinated plan and work with multi-agency partners to provide a proportionate response to emerging needs.

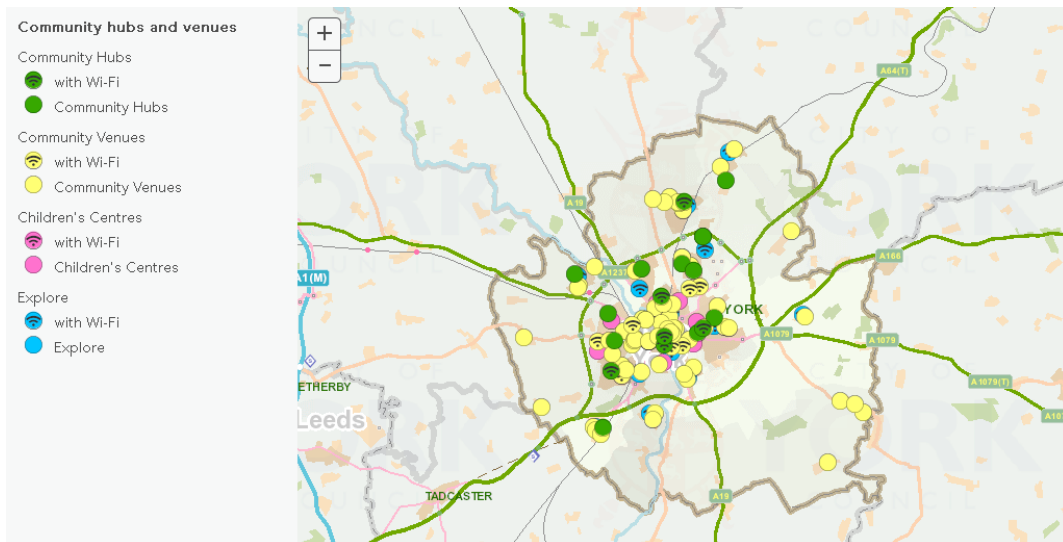
WORK THROUGHOUT YORK WHERE FAMILIES NEED US

The consultation has clearly shown that residents want provision to be in place for all families and that when more support is needed that this is available. The delivery of this offer should not be limited to existing children's centre buildings. We will build on our work to reach out to communities in response to need throughout York. We must have an unrelenting focus on delivering the best possible services with families throughout our city. It is therefore proposed to change the designation of six of our children's centre buildings to allow them to be used more flexibly (to cover the age range 0-19) in response to the needs of families and communities.

To be clear this means that those buildings can continue to deliver the types of groups and services that they do today. If we change designation it means that buildings could then also be made available for a range of other provision including: developing new childcare in areas where this is needed, by schools to deliver high quality learning environments, by community groups and organisations. The offer from the buildings will provide opportunities to extend opportunities to children and young people across the 0-19 age range, rather than being restricted to 0-5. How we all use these buildings and others in the future will be shaped by the needs of the communities they serve. By changing how we use our buildings we can make best use of these spaces in communities. We can also improve our efficiency and effectiveness by reducing the amount of time and money our staff need to spend on looking after buildings. In doing so we can maximise our staff time and resources on what families need and will make the greatest difference.

The early years offer and the wider offer made by Local Area Teams will respond to need. We will base ourselves in the areas of York with the highest identified need but must work throughout York wherever we are needed. This means we need to look not just at what we deliver through our children's centre buildings but what we deliver from any council building, any partner building and also what we deliver in families homes.

The map below shows just some of the key community locations available in York for the delivery of this new offer to families. It is clear that we have an opportunity to engage more families across York with this offer than if we were to limit delivery to our existing buildings.



We are therefore proposing that we take forward the development of our new early years and 0-19 offer through Local Area Teams. In doing so we propose:

- That all nine sites are re-named and re-launched as a range of children and family centres that enable more flexible and responsive provision which aligns with local community activity and use.
- Maintain 3 children and family centre resources as designated 'children's centres' with the statutory responsibility for ensuring the delivery of integrated early childhood services across the city. These centres will be the main bases for the Local Area Teams.

#### TIMEFRAME FOR PROPOSED CHANGES

There are two key stages to move delivery towards the proposals outlined for the early years offer within the context of new Local Area Teams. These are:

- Align our staff and structures to deliver the offer – This will be completed by January 2017.
- Re-designation of existing children's centre sites as part of the new early years offer – The decision on this is being presented to the council Executive in July 2016. Following a decision being made on this matter implementation could be aligned with the staff changes described above.

## York Children's Centre Services consultation

### WHAT IS THIS ALL ABOUT?

City of York Council is developing a new way of working across everything that we do. This is so that the council can play its part with communities in York and with the people of York. We want York to be a great place for families to live and grow up.

Children's Centres and their services play a really important role in supporting families from pregnancy through to children turning five years old. Children's Centres are part of a range of local services, providing access to community health services, parenting and family support, early education and childcare, and links to training and employment opportunities for families with children under the age of five.

Many of our children will lead happy, healthy lives without the need for intensive support. But we need to be able to help those most in need, so that every child in York has the best possible start in life. We know that providing support early in a child's life or at times when families need more support, rather than waiting for issues to grow, is better for everyone. Supporting early means better life chances for children and young people and reduces demand for expensive high-need services.

We want our children's centre services to be a key part of new **Local Area Teams** we are creating to support families in the crucial early years of a child's life through into adult hood (up to 19 years old or 25 years old for disabled young people). We will do this by locating more of our services in local communities.

We want your feedback on our ideas about how we develop children's centre services into these new Local Area Teams. This is where you come in.

As part of the new approach for families we are proposing we:

- **Ensure support for all families** – We want all families to be able to access support through Health Visitors, good quality childcare and groups for families that provide social, supportive and developmental activities.
- **Do more when families need us more** - At times many families need a bit more support. This can be as simple as talking to someone, through to support around post-natal depression or domestic abuse. We want our services to be there to respond when families need more.
- **Make the best use of our buildings and staff** – We want to expand our offer to families in communities by locating more services where families need them. To do this we want to spend our money on staff to work with families and spend less on

buildings. Because of us growing our teams in communities this may mean moving away from calling our buildings “children’s centres” and working with communities to understand and meet the needs of local families.

### YOU SAID, WE DID...

We held a consultation in 2014 on what the future of the service should look like. Below shows what you told us in 2014 and how we responded.

You said...	We did...
You wanted more community use in Children's Centre buildings.	We encouraged more community groups to make use of our buildings. Now, most groups run in Children's Centre buildings are led by communities and voluntary groups with some support from our staff. <b>This means that communities and partners are now providing 60% to 80% of open access groups run in Children's Centre buildings.</b>
You wanted services which met families' needs.	By encouraging more community and voluntary groups to help meet families' more general needs, this frees our staff to respond to families that need more support. <b>Much of the valuable work carried out by Children's Centre staff is unseen and takes place away from the buildings themselves.</b> For example, to support families experiencing cases of post natal depression, domestic violence, or needing support bringing up their children, staff will visit families at home, in community bases, or wherever the family needs them to be.
You wanted services that are local to you.	Children's Centre services have <b>reached out</b> from the Children's Centre buildings. This has meant working alongside community and family groups which operate in locations throughout York. This has allowed us to support families where they need us rather than services being delivered just through Children's Centre buildings.

We would like your feedback on how we can best deliver services for families within the resources available. When drawing up our ideas we looked at what you told us in 2014 and the changes we made since then.

We want your feedback on each idea and would like to know a bit more about how you and your family access services.

**ENSURE SUPPORT FOR ALL FAMILIES**

It is really important that all families have access to support, especially in the crucial early years of a child's life.

**We are proposing** that we continue to develop work to ensure that all families with children under the age of five will be able to access:

- Health visitor services (as part of the 0-19 healthy child service)
- Community and partner run groups offering support and social activities
- Good or better quality childcare delivered by voluntary, independent, private childcare providers and schools
- Good quality information to help families understand what is available.

**This will mean** that all families have access to support during pregnancy, in the child's early years and beyond. We will work with partners to ensure support for all families wherever they live in the city.

**If we don't do this** it will mean our staff will have less time to work with families at times when they need more support.

**Q1)** Please tick below to show how much you agree with our proposal to ensure **support for all families**.

	Strongly agree		Agree		Neither agree nor disagree		Disagree		Strongly disagree
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**DO MORE WHEN FAMILIES NEED MORE**

At times many families need a bit more support. This can be as simple as talking to someone, through to support around post-natal depression or domestic abuse. We want the new Local Area Teams we create to be able to support families when they need us.

*“Support services seem to be very good once you can get into 'the system'. There is little support for those just on the outside and it seems that in some cases support is only available once someone is at breaking point. It would be better to focus more on early intervention and prevention rather than cures”*

A York Mum.

**We are proposing** that when families need more support we focus on:

- Families knowing how to access support when they need it
- Reaching out to families who need the most support
- That our staff are able to concentrate their time on providing that support
- That we work together with other services in a family's life to be more effective, reduce duplication and reduce the number of people families have to deal with

**This will mean** that our staff can be there for families when they need us. We know providing early support can have a long term, positive impact on the lives of children, young people and families.

**If we don't do this** it will mean we won't be able to fully support families at times when they need more support. This could mean more families needing more intensive support at a later stage.

**Q2) Please tick below to show how much you agree with our proposed approach to do more when families need more**

	Strongly agree		Agree		Neither agree nor disagree		Disagree		Strongly disagree
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**MAKE THE BEST USE OF OUR BUILDINGS AND STAFF**

We want to create new Local Area Teams which can work alongside communities to support families. The new teams will expand beyond the offer that children’s centres alone currently make to families.

**We are proposing** that by creating new Local Area Teams we will:

- Ensure support for families in the crucial early years of a child’s life but also for families with children up to 19 years old (or 25 years old for disabled children and young people)
- Locate more of our services in communities where families need them.
- Spend as much time as possible working with families.
- Work throughout York where families need us.

For us to be able to do this we need to review how we run our existing buildings. Every year we spend over 20% of our budget, plus staff time, on running our children’s centre buildings. We want to reduce this so that we can maximise the number of staff we have to work with families. To do this we want to explore for each of our buildings if transferring ownership and management to partners and communities could save money but still ensure services for families. We will make sure that any transfer agreements would allow for activities for children under five years old such as childcare or access for community groups and partners to still take place.



*“Share the buildings – make sure it is a full share with schools and nurseries” – A York parent*

As we are expanding the offer we make to families in communities we want to explore if all of our buildings should continue to be independently registered with the government as "Children's Centres". What we are proposing to deliver in communities goes beyond the government definition of the services a children’s centre would traditionally provide. By moving away from registering all of our buildings as children’s centres it gives us more scope to provide a wider range of our services throughout York. Expanding the offer to families and looking at who runs the buildings also gives us the opportunity to strengthen links with local schools and improve the transition from pre-school to primary school.

**This will mean:**

- Our staff can spend less time managing buildings and more time with the families they need to focus on
- Families can continue to access services for children under the age of five, but the buildings would be owned or managed by another organisation
- Families will be able to access a greater range of services in their community not just for young children but through into adult hood. Because of this expanded offer in communities we may no longer define our buildings as Children's Centres.
- We can deliver our crucial services in more locations across York, still reaching families who don't live near one of the existing Children's Centres.

**If we don't do this** it will mean we need to achieve more of our savings from our children's centre workforce resulting in less support for families.

**Q3)** Please tick below to show how much you agree with our proposed approach to **making the best use of our buildings and staff.**

	Strongly agree		Agree		Neither agree nor disagree		Disagree		Strongly disagree
--	----------------	--	-------	--	----------------------------	--	----------	--	-------------------

**Q4)** Please tick below to show what type of services and activities you access for your 0-4 year old. (Tick as many as apply)

	Toddler group or play activity run in a community centre or church hall (e.g Gateway, Foxwood)		Health visitor in my home				Children's Centre group led by volunteers or parents
	Parent Track/Healthy Child Programme appointments		Drop-in session run by health visitors				Children's Centre group led by Children's Centre Support Workers

	Activities for under-fives(e.g. music, sport, groups etc)		Appointment with a midwife	A library, other community venue for learning or play
	Childcare provision (childminder, day nursery, playgroup etc)		Appointment with registrar	Appointment with speech and language therapist
	Recreational activities for the whole family		Internet parent support groups and social media	Children's Centre worker visits me at home
	I don't access any of these	Other (please state):		

### ABOUT YOU

**Q5)** Are you... (Please tick)

<input type="checkbox"/>	A parent / carer
<input type="checkbox"/>	A resident (not including parents/carers)
<input type="checkbox"/>	A practitioner/service provider

**Q6)** If you are a parent/carer please put how many children you have in the following age ranges

0-2 years	2-4 years	In primary school	In secondary school	16-19 years
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Are you pregnant?				

**Q7)** What is your home postcode?

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**Q8) Are you disabled or do you have additional needs?**

Yes	No	Prefer not to say
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**Q9) Are any of your children disabled or have additional needs?**

Yes	No	Prefer not to say
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**Q10) What is your ethnic background?**

White British	White and Black African	Asian Pakistani
White Irish	White and Black Caribbean	Black African
White Gypsy or Traveller	Asian Bangladeshi	Black Caribbean
White Other	Asian Indian	Chinese
White and Asian	Other (please state)	

**THANK YOU**

Thank you for taking the time to give us your views. It is really important that as the council develops new ways of working that you can be involved in helping us to find the best way forward. The feedback you have given here will be taken into account when designing how best to deliver services in the future.

Please be aware that your response to this consultation may be published as part of any decision taken on the future delivery of services. Where responses are published no information would be made public from which you could be identified.

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# CITY WIDE AND CITY CENTRE YOUTH OFFER

## BACKGROUND

The paper, Prevention and Early Intervention Services – a proposal for a new way of working, presented at the Executive meeting in March outlined the plans to create new Local Area Teams which would work right across York.

The new Local Area Teams will be the model through which the youth offer will be delivered in future, therefore, the implementation of this new model requires consideration of the city wide offer to young people, including the city centre provision which is currently delivered from 'Castlegate for Young People'.

This report provides further details of the creation of a new city wide youth offer with specific detail on the proposals for a new city centre offer to young people.

## SUMMARY

The creation of Local Area Teams presents an opportunity to revisit our city wide and city centre offer to young people. We have stated that our vision is to place children and young people at the heart of everything that we do and our offer to young people is an articulation of this.

The same headline proposals for children's centres also ring true for our aspirations for our city-wide offer to young people.

- Ensure support for all young people
- Do more when young people need more
- Make the best use of our buildings and staff

We want our city wide offer to enable young people to be supported and to be able to access a range of groups, activities and experiences which provide them with support, readiness for adult life and enjoyment.

In recent years the Local Authority has grown into a new role as an enabler and instigator of provision for young people rather than providing direct delivery. We will continue this journey through our new city wide and city centre offer to young people:

- We will create a new more holistic and partnership based city centre location for young people. This will deliver a broader offer than our existing city centre provision and do so on a more sustainable basis.
- We will create dedicated capacity in each Local Area Team that will work with all agencies including the voluntary and community sector to ensure high quality and responsive provision for young people.
- We will consolidate our funding streams to make it easier for community groups and providers to access funds to help them become established.
- We will continue to work directly with young people in response to need in local communities and in the city centre.
- We will further strengthen and champion work to listen to the voice of young people and involve them in service developments through Local Area Teams, the city centre offer and with our partners across York.
- We will improve our delivery of information to young people alongside the redeveloped city centre offer and sources of online information. This will make it easier to see the range of support and provision which is available to young people.

## CONTEXT

The current “youth offer” is split across two directorates within the council, and has two distinctive age ranges. Work within Communities and Neighbourhoods has focused on building community and voluntary sector capacity to ensure a varied and intelligence led approach to the youth offer. The result has been activities and support driven by young people as well as an increase in the Community and Voluntary Sector partnerships to deliver for young people across the city.

A specific city centre youth offer has continued to exist separately for young people aged 16 to 25 years old and is predominantly managed from Castlegate for Young People. As part of the new operating model we now want to ensure that the whole city wide youth offer continues to use a varied and intelligence led approach to how young people want the offer delivered in their communities and the city centre.

## STATUTORY EXPECTATIONS IN RELATION TO INFORMATION, ADVICE AND GUIDANCE (IAG) FOR YOUNG PEOPLE AND SUPPORTING THEM INTO EDUCATION OR TRAINING

Local authorities have existing responsibilities to support young people into education or training, which are set out in the following duties:

- Secure sufficient suitable education and training provision for all young people aged 16-19 and for those aged 20-24 with an Education and Health Care Plan in their area.
- Make available to young people aged 13-19 and to those aged 20-24 with an Education and Health Care plan (EHCP), support that will encourage, enable or assist

them to participate in education or training. Tracking young people's participation successfully is a key element of this duty.

In addition to the above, the Education and Skills Act 2008 (updated in 2015) places two new duties on local authorities with regard to 16 and 17 year-olds. These relate to the raising of the participation age (RPA):

- A local authority in England must ensure that its functions are (so far as they are capable of being so) exercised so as to promote the effective participation in education or training of persons belonging to its area with a view to ensuring that those persons fulfil the duty to participate in education or training.
- A local authority in England must make arrangements to enable it to establish (so far as it is possible to do so) the identities of persons belonging to its area to whom are failing to fulfil the duty to participate in education or training.

In order to discharge these duties local authorities must collect information to identify young people who are not participating, or who are at risk of not doing so, to target their resources on those who need them most. The information collected must be in the format specified in the National Client Caseload Information System (NCCIS) Management Information Requirement. To meet this requirement, local authorities need to have arrangements in place to confirm young people's current activity at regular intervals. This may be through the exchange of information with education and training providers and other services as well as through direct contact with young people.

Local authorities are expected to continue to work with schools to identify those who are in need of targeted support or who are at risk of not participating post-16. They need to agree how these young people can be referred for intensive support, drawn from the range of education and training support services available locally. Tools such as "risk of NEET" indicators may support this.

Local authorities are expected to lead the September Guarantee process, which underpins the delivery of this duty. This is the process by which local authorities aim to ensure that all 16-17 year olds receive an offer of a suitable place in education or training by the end of September each year.

Castlegate is the main centre from where the Local Authority currently delivers its statutory duty to encourage and support young people age 16 to 19 to participate in education, employment and training and tracks supports young people NEET to re-engage in provision.

The new model and staffing structures of Local Area Teams take account of this range of statutory responsibilities and provide an innovative and efficient way of meeting the needs of young people.

## THE CITY WIDE AND CITY CENTRE OFFER TO YOUNG PEOPLE

A consultation conducted with young people aged 16-25 years demonstrated some key thoughts from young people about what is important to them from accessing services throughout their city. The key elements from the consultation were:

- A range of ways to engage young people is needed for the variety of issues they present, although face to face initial appointments work well.
- The main issues young people needed advice and support with were mainly; help with somewhere to live, and mental health and emotional wellbeing.
- Young people described a need for that first contact to be able to 'tell their story' then choose from a range of support networks that achieve what they need from services.
- High value is placed on quality IAG and support to inform choices about education, employment and training.

The views of the young people consulted with supported us to build a revised offer to young people for the services currently delivered through Castlegate in response to need.

Further consultation with young people in co designing the new city centre offer would form a key part of the development of the offer and will feature across the new model.

## THE CITY WIDE YOUTH OFFER

In recent years the Local Authority has grown into a new role as an enabler and instigator of provision for young people rather than providing direct delivery. We will continue this journey by:

- Creating a new more holistic and partnership based city centre location for young people.
- Providing dedicated capacity in each Local Area Team that will work with voluntary and community sector partners to ensure provision for young people.
- We will consolidate our funding streams to make it easier for community groups and providers to access funds to help them become established.
- Working directly with young people in response to need in local communities and in the city centre.
- Further strengthening and championing work to listen to the voice of young people and involve them in service developments through Local Area Teams, the city centre offer and with our partners across York.
- Improving our delivery of information to young people alongside the redeveloped city centre offer and sources of online information. This will make it easier to see the range of support and provision which is available to young people.



The young people's city centre offer would form part of a wider all age holistic City centre offer with CYC capacity to support the offer drawn from resources based in the LAT's and Adult services.

Establishing the offer alongside community and voluntary sector partners will form a multi agency holistic offer and reduce infrastructure costs.

#### THE CITY CENTRE YOUTH OFFER

The proposed new city centre offer for young people would:

- Look to provide space for complimentary **voluntary and community sector partners** to be permanently based at the city centre venue. This will establish the city centre offer on a much stronger partnership basis and opens up exciting opportunities to deliver a more diverse range of support to young people. Following approval from Executive a formal process would be followed to identify and secure a suitable partner(s) to be based at the city centre venue. Initial discussions would suggest appetite from partners for this proposal.
- Provide a **multi agency and holistic** framework of **Information and Advice sessions** across a range of themes to meet identified need. These sessions would be supported as required by drawing workers in from; Local Area Teams, other CYC services and partners from the community and voluntary sector. This would look to include a range of advice agencies that form the membership of the Advice York partnership. By developing this aspect of the offer the city centre venue will be able to provide a much richer range of support than is currently the case.
- The landscape of **mental health provision** for children and young people is undergoing significant change with the introduction of Future in Mind. The Local Area Teams will play a full and appropriate role in tackling the important issue of mental health. There is an identified need to continue to ensure that young people are able to access mental health support in particular at the transition from being a young person into adulthood.
  - It is proposed that in identifying community and voluntary sector partners to operate from a city centre venue that opportunities could be developed where these partners can increase capacity to meet this need. Currently hosting a relatively small counselling provision within a single council service incurs significant overheads. The advantage of embedding this provision with a suitable partner is that they are more likely to have in place an appropriate infrastructure to support it. This is a timely opportunity to explore, as the Community and Voluntary sector have expressed their desire to develop and build their offer into the younger age range. This proposal is made with a clear understanding that resources would need to be committed in order to build this capacity in any partner organisation. Following approval by

Executive this proposal would be included within a process to identify a permanent city centre partner.

- York has a strong history of **engaging young people** in the development of projects. We would want any new city centre location to provide the opportunity to provide good quality space for use by the community or young people to develop their own projects.
- Provide access to **good quality information and signposting**. By drawing in information specialist roles from the Local Area Teams a broad information offer would be available to any young person accessing the city centre venue. This information offer would also be able to identify young people that could benefit from the more intensive services provided by Local Area Teams or partners. It would be able to signpost young people to other CYC services and partners.
- Provide **specialist information, advice and guidance (IAG)** to young people who are Not in Employment, Education or Training (NEET). The city centre venue would provide information, advice and guidance through appointments, group work and workshops staffed by specialist workers drawn in from Local Area Teams. The city centre location would also offer a venue for group work and workshops supported by partners such as York Learning, the Apprenticeship hub team and other partners (e.g Training providers, employers, Jobcentre Plus).
  - The proposal that the city centre offer works as part of a city wide targeted IAG and inclusion offer for young people aged 13 to 19 focused upon Danesgate learners, Children Looked After (CLA), care leavers, young people supported by the Youth Offending Team (YOT) and post 16 NEETs.
  - Dedicated specialist IAG workers would be allocated in response to need. It is expected that dedicated resource would be allocated towards young people that attended Danesgate or are in care/care leavers. In addition, further specialist IAG staffing would operate flexibly across the Local Area Teams and city centre offer in response to need. They will offer 1:1 guidance appointments to NEET young people 16-19 and deliver appropriate group work and workshops as part of a multi agency holistic framework of Information and Advice sessions. The framework will also be supported by York Learning and the Apprenticeship hub team with input from partners e.g National Careers Service, training providers, employers and Jobcentre Plus.
  - The YOT cohort pre16 requires an IAG inclusion oversight to support engagement & participation and minimise the risk of further offending or becoming NEET. In addition, we know that there are strong links between offending behaviour and young people who are NEET. In Q4 2015-2016, 56 young people with YOT orders ending were aged 16 plus. 39% of these were NEET at the end of their YOT order (22/56)
  - A named IAG inclusion worker, allocated from within the city wide team will link with the Youth Offending Team and offer IAG support as required pre

and post16 on a flexible basis, in order to achieve outcomes for young offenders that are comparable to those of their peers. The worker will work closely with IAG inclusion colleagues who have a city wide remit for young people who are educated at the Pupil Referral Unit or are looked after by the Local Authority.

- The City centre IAG inclusion offer will also provide mentoring support for those at risk of disengaging from education, training and employment to ensure that transition is sustained and the risk of becoming NEET is minimised.
- Support for NEET young people with SEND who have an EHCP or that require an EHCP would be drawn from specialist IAG workers based within SEND services. Therefore, the IAG inclusion workers based in the Local Area Teams will work in close partnership with SEND colleagues to make referrals and broker appropriate support which at times will be brought into the city centre offer.

The city centre offer outlined above is a bold proposal which provides a diverse, effective and sustainable solution. The proposal aligns well with the commitment to provide a good quality city centre offer and also delivering right across York through Local Area Teams.

In developing the new proposed city centre offer for young people a range of options have the existing Castlegate site is not considered to provide a suitable option for the delivery of proposals of the scale and ambition set out above. As such an alternative city centre location has been identified in Sycamore House on Clarence Street.

Sycamore House currently hosts a range of services for adults including a reading cafe, a number of direct work rooms, office space and a small garden. The proposals to deliver a city wide community offer to young people alongside city centre provision are mirrored in the aspirations for the council's adult services. As such it is proposed to take forward the development of a new city centre venue based at Sycamore House which can allow the needs of both areas to be met.

It is felt that we can provide the new proposed offer for young people from Sycamore House alongside services with adults in a way which does not compromise dedicated support for young people. For example:

- We would initially propose the city centre services to be available from 14.00 – 19.00 Monday to Friday. This would improve on the existing offer made from Castlegate and allow dedicated time for the building to be used for young people. By delivering in this way we are also responding to messages given by young people in a previous consultation on the future of Castlegate.
- A key feature of the proposed city centre offer for young people is particularly supporting young people with the transition into adult hood. By developing the city

centre venue alongside adult services we are presented with some genuine opportunities to improve that transition and improve outcomes.

## CHILDREN AND YOUNG PEOPLE – VOICE AND INVOLVEMENT

In developing the new city centre venue and making any required alterations to the building and use of space it is proposed to also involve young people in that process. Young people would form a key part of a development working group to ensure the full involvement of young people in developing and realising the new offer.

All of the proposed changes are made by reflecting upon the feedback given by children and young people. In 2015 a 'Have Your Say' consultation was launched to capture current Castlegate service user's voice. We know from client profiling that many users are put off by written forms and 'flowery' language and respond well to a straight talking approach that provides an opportunity to discuss issues with their peers.

In partnership with the Show Me That I Matter panel, a piece of work was designed that had a particular emphasis on encouraging participation in a process that was easy to navigate. It was crucial that the process could be understood by all service users including those with the most challenging barriers to learning. It was also important that the process stimulated healthy debate and sparked an interest in looking for solutions.

A total of 131, 16-25 year olds gave their time to the 'Have Your Say' consultation and 19 young people participated in either a discussion group or targeted group work.

## SUMMARY

The following report will describe the methodology for engagement and report on the top five post 16 services voted for by young people. This report will set out the most valued methods of service delivery and discuss alternative ways of delivering services to the clients who need them most. Key themes from discussion groups will also be presented together with the most popular times to access services.

## METHODOLOGY

- A 'pop up' consultation space was available through-out the consultation period using a visual engagement tool to record young people's opinions on essential services, methods of delivery and preferred opening times.
- Facilitated discussion groups ran throughout the consultation period.
- Targeted group work unpicking key themes gathered via the facilitated discussion groups.
- Online consultation and an open access email address to engage users who are more confident giving their views online.

- The consultation was launched on Monday 24<sup>th</sup> August and ran for four weeks ending on the Monday 21<sup>th</sup> September 2015.

## RESULTS

131 young people were asked to vote on their top five services and rank them in order of importance:

Name of service	Rank in order of importance
<b>Help with somewhere to live</b>	1 (30%)
<b>Mental health and emotional wellbeing</b>	2 (13%)
<b>CV writing</b>	3 (8%)
<b>Sexual health/ looking for work/ apprenticeships</b>	4 (6%)
<b>Talking to a trusted person</b>	5 (5%)

Young people were asked to cross reference particular services and choose from the following methods of service and delivery. Participants were asked to consider alternatives to face to face delivery. Here are the results:

Type of service delivery method	Rank in order of popularity
<b>Face to face appointments</b>	1
<b>Face to face drop-in</b>	2
<b>Telephone</b>	3
<b>Website/ online forum</b>	4
<b>Text</b>	5
<b>Apps</b>	6
<b>Facebook/Twitter</b>	7

Overall a high value was placed on face to face delivery of services with nearly every participant voting for face to face drop in or appointments against each service. For many young people appointments were popular because they could be sure of whom they were going to see. This echoes the December 2014 consultation which reported that 'knowing who you are going to see' is very important to service users. Another common reason given for choosing appointments is that young people appreciate the time to prepare and 'think about what they wanted to say'. Often participants reported that they found it much easier to express themselves in a face to face setting and were unsure how they could effectively communicate with a practitioner using alternatives methods. Comments such as 'I don't know what to say' and 'how do you know you are talking to a trustworthy person?' were common. It would appear that most young people talked to were cautious when it came to communicating online and were very safety conscious when using the internet.

In general the following services were reported as the most likely to be used by telephone or website forums/online without needing an initial face to face meeting.

- Help to look for work / apprenticeships
- Benefits advice
- Help to look at career options
- Debt and money
- Interview skills
- Finding the right course/training
- CV writing

Ideas about using online services to provide an initial checklist or eligibility test prior to being signposted to face to face services were popular.

It is important to note that the majority of young people were open to using alternative methods of accessing services after a face to face meeting had taken place. Many young people felt it was difficult to build the necessary trust required when using particular services unless you were meeting face to face. The reason typically given was that, if a service required a client to 'explain' or 'discuss problems' then sitting with a practitioner really helped.

Apps and Facebook/twitter hardly received any votes and not many young people consulted felt they had much value when accessing services. When this was unpicked during group work the following reasons were gathered:

- In general young people change their mobiles and numbers often.
- Expensive devices and phone contracts are often viewed as a luxury expense.
- Some clients don't have access to the internet at home.
- Apps can cost money so this is seen as a barrier.

In discussion groups lots of young people explained the importance of 'central places' to go where they could access computers, the telephone and the internet for free.

A key theme among many young people gathered during discussions and group work, was if you had to 'tell your story' or 'explain your problems' then the best way to do this was in a room face to face with a practitioner. However if you were learning a new skill or obtaining information, then platforms such as forums, Vlogs, webinars or facetime could all be used to deliver these types of services.

We asked young people the most popular time for people to access services:

Weekday 4-7pm came out as the most popular time. It is worth commenting that there is in general a preference for weekday access over weekend times but votes were very evenly spread.

## EVALUATION AND RECOMMENDATIONS

In conclusion, participants in the consultation were able to understand that the challenging political environment dictated the need for frank discussions with young people and ongoing engagement with service users. Service delivery must change radically in the future and if services are to make a successful transition, then harnessing the expertise of our service users is critical to its success.

Overwhelmingly, young people valued the opportunity to express their views and again demonstrated their ability to provide valuable information to decision makers.

The findings tell us that trust is a key ingredient for delivering an effective service and that young people need to be able to communicate their thoughts and feelings in a safe place. The range of services that young people voted for, demands that any future model considered, provides a raft of support for our most vulnerable young people. Creative thinking will be required with moving forward to co-design a viable offer. Any new model must provide clear pathways and outcomes for young people, and work in partnership with the voluntary sector and local community.

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# Canon Lee School in partnership with the community

## What is it?

- Partnership work between Canon Lee School, Ward Councillors, Sport and active leisure team and the Youth and community development team
- Engaging young people, developing pride in their community and gaining respect
- The focus of the work has been young peoples voice and developing a working group of young people who represent their school and community
- The aim is to link young people directly to their ward teams
- Most importantly it is to see the direct results on the faces of Young people in this area when they are listened too

## Partnership

- The amazing outcomes of this voice work is due to partnership approaches and listening to Young peoples voice
- Students in Canon Lee School have worked closely with The Youth and Community Development Team.
- There are also new partnerships developing in the community due to this consultation with young people and the desire for change
- Partners include;
  - Youth and community development team
  - Community Involvement Officers
  - Sport and active leisure team
  - Ward Councillors
  - Clifton Parish Church - The Rock Church
  - York City Football Foundation
  - YWAM - PCSOs

## Outcomes:

- We have established our under 18 ward group in the School for both wards.
- As a direct result of the consultation we have established a working partnership group.
- We have access to £1,000 to help develop green spaces and include Canon Lee students, thanks to Urban Buzz.
- We have activities established for the school holidays with the PCSOs and The Rock.
- We have established additional provision from the Rock and York football foundation. This results in additional activities outside of school.
- Provision within Burton Stone community centre for young people in partnership with Clifton parish church is being developed.
- We have set up an adult role modelling drop in session in partnership with Clifton Green primary and we are in the process of establishing a peer mentoring scheme.
- Canon Lee have employed a Community liaison teacher to enhance this work and link with services in the community
- The two wards are working with the Community Involvement Officer to develop the strongest and most appropriate provision for young people in our area
- The youth and community development team will be taking more consultation into school to look at health and well being, particularly with the 28% of students who do not participate in any activities outside of school.

**We have established a Voice for young people in Clifton, Rawcliffe and Clifton without!**



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**Executive****14 July 2016**

Report of the Director of Children's Services, Education and Skills

Portfolio of the Executive Member for Education, Children &amp; Young People

**Children and Young People in Care: York's New Strategy 2016-2020****Summary**

1. Children and young people in care are a priority group for the council and its partners. This paper introduces the new Children in Care Strategy 2016-20 and seeks council endorsement of the strategy which has been developed on the basis of consultation and input from children and young people in care, council colleagues and multi-agency partners.

**Recommendations**

2. It is recommended:
  - a. that Executive recommend council endorsement of the Children in Care Strategy 2016 – 2020
  - b. that Executive recommend council note the introduction of new strategic partnership arrangements and strengthened leadership to ensure the progress and delivery of the strategy

*Reason: To endorse the new children in care strategy*

**Background**The Strategy

3. The new Children and Young People in Care Strategy 2016 – 2020 sets out our vision, ambition and aspirations for children in care. The Strategy is provided at Annex 1. Our vision is simple: we want our children in care to have everything that good parents want for their children; for them to be happy and healthy, safe and protected and supported each step of the way to adult life.

4. The strategy relates to all children and young people in the care of City of York Council including those placed outside the city, care leavers, children placed for adoption, children subject to special guardianship arrangements or child arrangement orders and children on the edge of care. The strategy also incorporates our corporate parenting strategy, the development and progress of which is overseen by the Corporate Parenting Board which has recently refreshed its focus and terms of reference.
5. Much progress has been made in our work with children in care, and it could be said that this is 'good enough'. However, 'good enough is not good enough' and we want the very best for every child in care – just as we do for our own children. This sentiment and ambition sets the scene for our collective ambition and intent, and the strategy introduces six strategic themes that are deliberately intended to inspire and challenge everyone who works in this area. These are: ambition, personalisation, normality, trust, accountability and efficiency.
6. The previous strategy set out nine strategic outcomes that are still relevant and which provide a comprehensive framework within which we will progress and deliver our strategy. These are:
  - a. respect and involvement
  - b. good, safe placements
  - c. relationships
  - d. identity
  - e. education
  - f. health
  - g. emotional wellbeing and mental health
  - h. moving to adulthood
  - i. corporate parenting
7. The new strategy sets out the actions and projects that we will undertake to achieve our strategic ambition for children in care. Actions fall into three categories: *immediate and significant priority actions*, *continuous improvements* that will be undertaken throughout the period covered by the strategy; *ideas for further consideration* which will not be pursued immediately but which we will keep on our radar and will follow up when the time is right of after some further preparatory work has been undertaken. The development of a separate action plan is underway that sets out

the actions we will take to deliver the children in care strategy within the context of our local multi agency partnership working arrangements. Progress against the action plan will be overseen by the Children in Care Strategic Partnership.

8. A young person's version of the Children in Care Strategy document will be produced over the summer. This will be led by the Show Me That I Matter Panel (York's Children in Care Council) with support from council colleagues. This will offer an additional and meaningful opportunity for dialogue and engagement between the Panel and the strategic partnership group.

#### New Strategic Partnership Arrangements

9. The strategy was produced by the Multi Agency Partnership for Children who are Looked After (known as MALAP). Consultation for this strategy highlighted a desire from the wider partnership for a review of the delivery arrangements, specifically a refreshed and expanded membership and terms of reference for the Partnership group that better reflected priorities and the new operating landscape. The strategy document consequently sets out revised membership of a new Strategic Partnership for Children and Young People in Care that includes many of the previous MALAP executive member agencies.
10. The new Children in Care Strategic Partnership will provide strategic leadership across agencies responsible for commissioning and providing services for children in care in York. It will identify the needs and aspirations of children and young people in care, children on the edge of care and care leavers in York, it will develop a shared and coherent strategic vision that takes account of those needs, ensure that partner agencies provide services designed to support and implement that strategic vision and specify measurable outcomes that can be used to assess the delivery of those services.
11. The Children in Care Strategic Partnership is responsible for monitoring the implementation of the strategy and for ensuring that progress is made in improving outcomes for children in care. Priority actions will be progressed through task and finish groups and impact and outcomes will be monitored through the introduction of a new and comprehensive performance scorecard, feedback from children and young people and other key stakeholders, and formal reports to the Strategic Partnership.

12. The Strategic Partnership meets every two months and is accountable to the YorOK Board, with clear links to the Children's Safeguarding Board, the CAMHS Executive and the Corporate Parenting Board. The Strategic Partnership will report annually to the Health and Wellbeing Board.

#### Strengthened Leadership

13. As part of a wider Children's Social Care restructure, and to support the implementation of the new strategy, a new role of group manager, achieving permanence has been established. Reporting to the head of social work services, the group manager will lead for the LA on the implementation of the strategy, working closely with partners to plan, support and convene the bi-monthly meetings of the new partnership group.

#### **Consultation**

14. Extensive consultation underpinned the development of the strategy, ensuring that children in care and care experienced children and young people were fully involved in its development, along with a wide range of colleagues in different roles across council services and partner organisations. Drafts were tabled for feedback at key forums including the Corporate Parenting Board and the YorOK Board.
15. This report is for endorsement and information only.

#### **Options**

16. There are no options for the Executive to consider; this report is for endorsement and information only.

#### **Analysis**

17. This report is for endorsement and information, and therefore analysis of options is not applicable.

#### **Council Plan**

18. The strategy is in line with the following Council Plan priorities:
  - a prosperous city for all: everyone is supported to achieve their full potential

- a focus on frontline services, to ensure all residents, particularly the least advantaged, can access reliable services and community facilities: every child has the opportunity to get the best possible start in life; all children and adults are listened to, and their opinions considered; everyone has access to opportunities regardless of their background; support services are available to those who need them; residents are encouraged and supported to live healthily

### Implications

19. There are no known risks arising from the recommendations in the following areas: financial, human resources, equalities, legal, crime and disorder, information technology or property.

### Risk Management

20. There are no known risks arising from the recommendations.

### Contact Details

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**Chief Officer Responsible for the report:**

Jon Stonehouse  
Director of Children's Services,  
Education and Skills

Report  Date 4 July 2016  
Approved

**Specialist Implications Officer(s)**

None

**Wards Affected:**

All



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

**Background Papers:**

None

**Annexes**

Children in Care Strategy 2016- 2020

Glossary of abbreviations used in the report:

CAMHS - Child and Adolescent Mental Health Services

LA – Local Authority

MALAP - Multi Agency Partnership for Children who are Looked After



# Children and Young People in Care



## York's Strategy 2016 – 2020

Including children on the edge of care, those subject to special guardianship orders or arrangement orders, and care leavers.



CITY OF  
**YORK**  
COUNCIL

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# 1. Foreword

## Welcome to York's new Strategy for Children and Young People In Care. This document also serves as York's Corporate Parenting Strategy.

Since we published our last strategy in 2012, York has made enormous progress in this area. This is outlined in more detail in Annexe A. Some of the highlights include: a significant, safe, reduction in the overall numbers of children in care (below 200 at the time of writing); improvements in the stability of placements; better health and educational outcomes; and excellent work with those leaving care.

**Most important of all, the children themselves tell us that, in the vast majority of cases, their placements are of good quality and that they feel safe. The results of the 2015 survey of their views are at Annexe B.**

We should be proud of this performance. And yet no organisation or individual who has been associated with the production of this new strategy believes that we should stand still. Far from it, we want to refresh and re-energise our work in this area. Our vision and our strategic goals have not changed but the way we are going to approach them will be very different from 2016 onwards.

For a start, we have widened the scope of this strategy to ensure that it explicitly covers children on the edge of care, children who are adopted, children in the care of other local authorities who are living in York, and children subject to special guardianship orders and child arrangement orders and care leavers.


**We recognise and welcome the growth in the numbers of foster carers who are connected through family ties to the children they look after.**

**'It could be said that our present work with children and young people in care is 'good enough'. But our mantra in York is that 'good enough is not good enough'.'**

We have also introduced six new strategic themes that are deliberately intended to challenge and inspire everyone who works in this area. We have set ourselves some ambitious new targets and milestones, and have constructed a comprehensive new scorecard that will be regularly monitored.

It could be said that our present work with children and young people in care is 'good enough'. But our mantra in York is that 'good enough is not good enough'. We should be doing much better than this. We want the very best for every single child or young person in care, on the edge of care or leaving care – just as we do for our own children.

## This strategy sets out how we will achieve this.



**Cllr Jenny Brooks**  
Executive Member for  
Education, Children and  
Young People



**Steve Stewart**  
Chief Executive



**Jon Stonehouse**  
Director of Children's  
Services, Education  
& Skills

## 2. The New Strategy on a Page

**Our vision for York’s children and young people in care is simple: we want our children and young people to have everything that good parents want for their children. In other words: to be happy and healthy, safe and protected, and supported each step of the way to adult life.**

### Six Strategic Themes: Ambition • Personalisation • Normality • Trust • Accountability • Efficiency

Strategic Outcomes	Priority Projects and Actions
Respect and Involvement	<p><b>Remodel</b> support services for children and young people in care, ensuring someone is always available on the telephone, and that bureaucracy is minimised for straightforward issues</p> <p><b>Review</b> all decision-making processes to ensure they are delegated to the most appropriate level, recognising that this may be different for different children, and different foster carers</p>
Good, Safe Placements	<p><b>Work</b> with local foster carers to develop a new vision for foster care in York encompassing recruitment, roles, responsibilities, remuneration, development and support, recognising that ‘caring’ will always be the most important element of their role</p> <p><b>Change</b> the way in which we deal with the most complex cases by building increased local capacity</p> <p><b>Review</b> arrangements for every child placed outside York so that, where it is in their best interests, we can ‘Make York Home’ for everyone</p>
Relationships	<p><b>Introduce</b> a new protocol for working with birth families, in consultation with the young people affected</p>
Identity	<p><b>Review</b> all policies and procedures against the new strategic theme of ‘normality’ to ensure that, so far as possible, the experience of children and young people in care does not differentiate them from their peers</p>
Education	<p><b>Tackle</b> the challenges around educational attainment with increased vigour and purpose</p> <p><b>Review</b> and implement as appropriate the recommendations of the Rees Centre report about the ‘Educational Progress of Looked After Children’</p>
Health	<p><b>Introduce</b> a health passport for all children and young people in care which supports their, and their carers’, understanding of their health needs</p> <p><b>Implement</b> the recommendations arising from the 2015 local review of compliance with statutory guidance for the ‘Health of Looked After Children’</p>
Emotional Wellbeing and Mental Health	<p><b>Construct</b> a profile of the emotional health needs of children and young people in care in order to inform commissioning arrangements across the city</p> <p><b>Ensure</b> that the principle of early intervention is understood and embedded</p> <p><b>Understand</b> better if this group of young people is more likely to engage in risky behaviours, including self-harm, and if so, what can be done to help</p>
Moving to Adulthood	<p><b>Work</b> to ensure that ‘Staying Put’ becomes the norm in York, and is available for every young person who wants to remain with their foster family</p>
Corporate Parenting	<p><b>Refresh</b> the remit and purpose of the Corporate Parenting Board</p> <p><b>Introduce</b> a new performance scorecard for children and young people in care that fully exploits the additional functionality of MOSAIC</p>

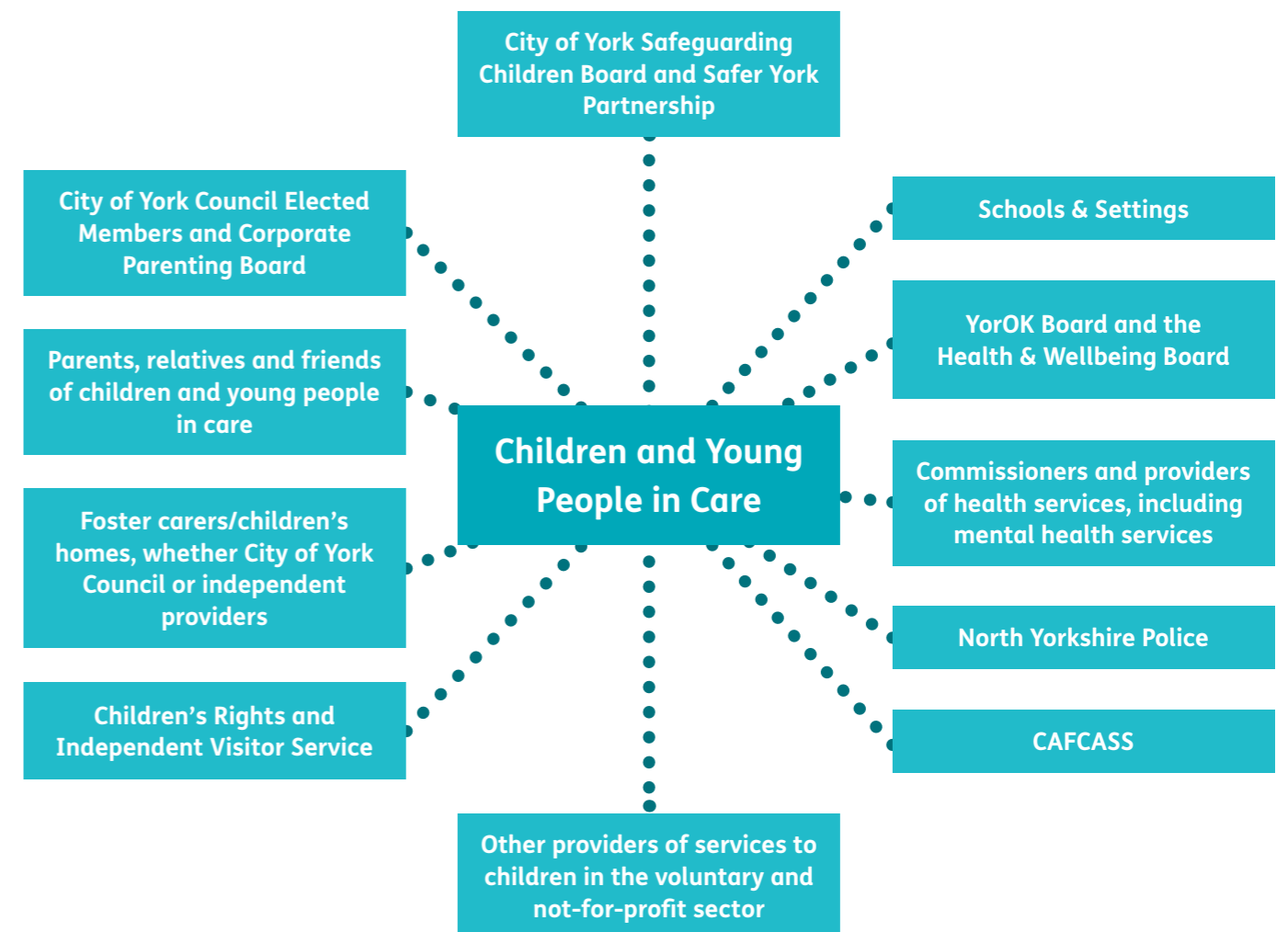
## 3. About the Strategy - Ownership, Drivers and Scope

### Ownership

This strategy has been produced by the Multi-agency Partnership for Children who are Looked After in York (MALAP), now established as the Strategic Partnership for Children and Young People in Care. References to ‘we’ in the document should be taken to mean all of the agencies who are represented on this group.

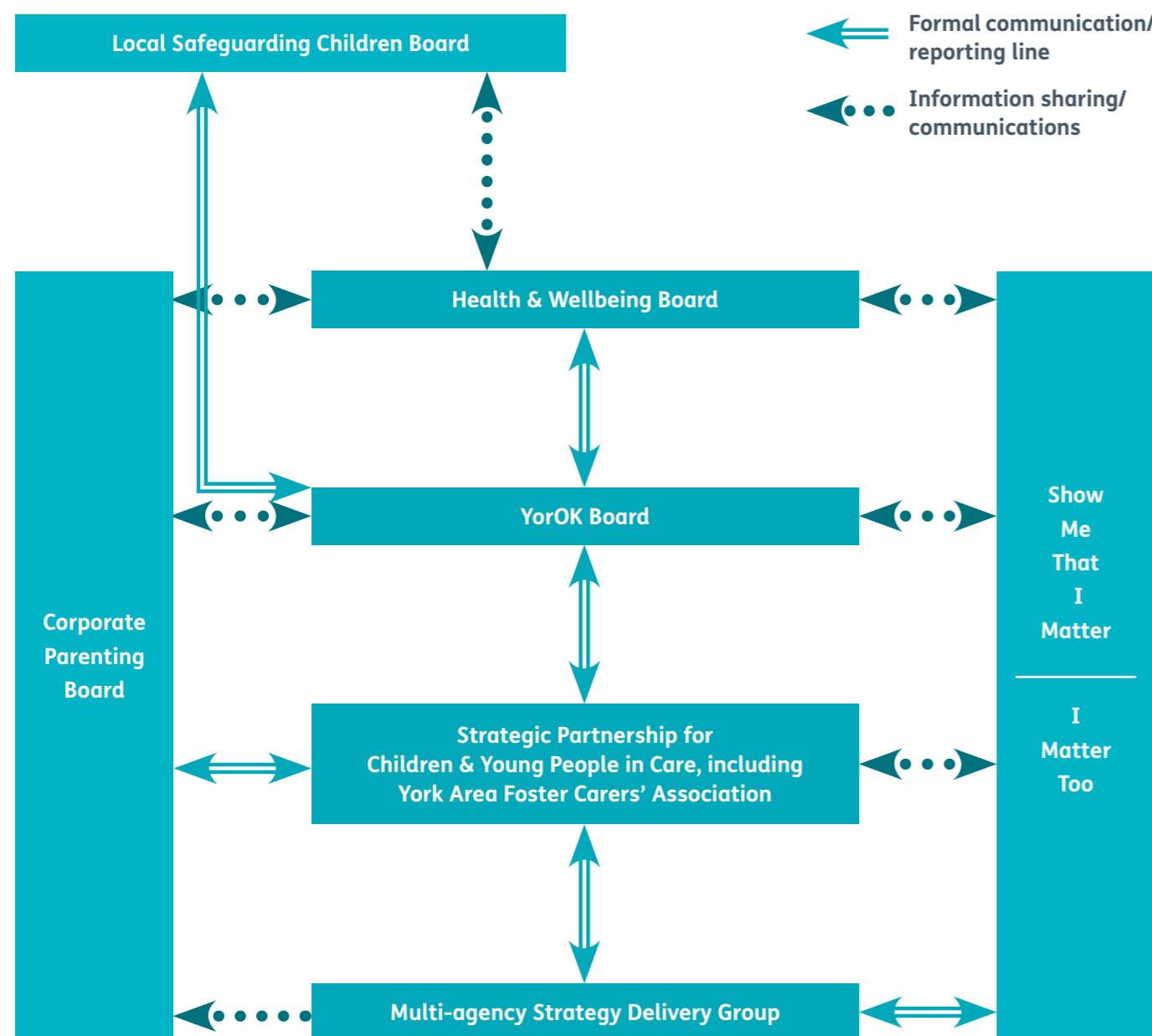
A full list of members, current at the time of writing, is at Annexe E.

The diagram below illustrates the range of agencies involved with children and young people in care in York.



The Strategic Partnership for Children and Young People in Care is answerable to York’s Children’s Trust, known as YorOK, and through them to the Health and Wellbeing Board. Oversight and challenge is also provided by York’s Corporate Parenting Board. Independent scrutiny of all issues affecting the safety of children and young people is provided by the City of York Safeguarding Children Board. The views of children and young people in care are articulated through two panels: Show Me That I Matter, and (for younger children) I Matter Too. Their educational progress is tracked through our Virtual School.

These relationships are illustrated in the diagram below.



**Drivers**

**Although this is a local strategy, throughout its life we will take account of national guidance and best practice. At the time of writing and in preparing this document we have had particular regard to:**

- Recent statutory guidance on Promoting the Health and Wellbeing of Looked After Children <sup>1</sup>
- The Rees Centre report into Educational Outcomes for Looked After Children in England <sup>2</sup>
- The Children’s Social Care Innovation Programme.

This strategy also sits within a local strategic framework which includes the overarching Children and Young People’s Plan 2016 – 2020 for the city, produced by the YorOK Board. The current plan has been revised at the same time as this strategy; care has therefore been taken to ensure consistency between the two documents. In particular, this strategy is consistent with the theme of ‘early help’ within the new plan. Children and young people in care are identified within the plan as one of the priority groups meriting careful attention.

<sup>1</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/413368/Promoting\\_the\\_health\\_and\\_well-being\\_of\\_looked-after\\_children.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/413368/Promoting_the_health_and_well-being_of_looked-after_children.pdf)  
<sup>2</sup> [http://reescentre.education.ox.ac.uk/wordpress/wp-content/uploads/2015/11/EducationalProgressLookedAfterChildrenOverviewReport\\_Nov2015.pdf](http://reescentre.education.ox.ac.uk/wordpress/wp-content/uploads/2015/11/EducationalProgressLookedAfterChildrenOverviewReport_Nov2015.pdf)

**Other important local strategies and projects which have had a bearing on this one include:**

- Make York Home Project
- Sufficiency Strategy
- Early Help Strategy
- NEET Strategy
- CAMHS Strategy and the Local Transformation Plan
- Voice and Involvement Strategy.

The reader is also directed to York’s thematic story boards which set out the city and its partners’ approach to tackling or addressing key priority issues and challenges for children.

These can be found at:  
<http://www.yor-ok.org.uk/workforce2014/storyboards.htm>

The views of children and young people in care have been a particularly important influence on this strategy. A summary of the 2015 U Matter Survey is at Annexe B.

## Scope

**This strategy is intended to apply to all those children and young people in the care of the City of York Council, including those placed outside the city.**

It is also relevant to children placed for adoption, children subject to special guardianship orders or child arrangement orders, and care leavers. In January 2016 there were 196 children and young people in care in York, and approximately 50 families with special guardianship orders or child arrangement orders.

Over the lifetime of this strategy we intend also to find out much more about children in the care of other local authorities who may be living within our boundaries, and to develop our support for this group.

We also regard children on the edge of care as within the scope of this strategy, although the main actions relevant to this group are described in other documents, such as the Early Help Strategy. However, by including them within the scope, we are sending an important signal to all those who work with children and young people in care that our collective responsibilities extend to preventative work, as well as to support for young people after they come into care.

This strategy is therefore considerably broader in scope than its predecessors, in keeping with our ambition to ensure that every child and young person living in York receives the best possible care and support.

**‘Over the lifetime of this strategy we intend also to find out much more about children in the care of other local authorities who may be living within our boundaries, and to develop our support for this group.’**

## 4. Vision, Outcomes, and new Strategic Themes

### Vision

**Our vision remains as follows: we want our children and young people to have everything that good parents want for their children. In other words: to be happy and healthy, safe and protected, and supported each step of the way to adult life. This vision was first articulated in the 2012 strategy and still holds good.**

### Strategic Outcomes

**The previous strategy set out nine strategic outcomes which still provide a useful framework:**

#### 1. Respect and Involvement

All those involved with children and young people treat them with respect, listen to their views and are reliable and trustworthy. Children and young people are involved in, and understand, the decisions made about their lives. They know how to get the information, advice and support they need, and how to complain.

#### 2. Good, Safe Placements

Children and young people are in good placements where they feel safe and supported, and can remain for as long as they need to.

They receive information about their placement in advance and are listened to if they have concerns about it at any time. The placement feels like home and provides them with a positive experience of family life or residential care.

#### 3. Relationships

Children and young people are supported to maintain, build and sustain positive relationships with others, including their birth families, siblings in care, carers and their peers.

#### 4. Identity

Children and young people know who they are, why they are looked after and understand their heritage. They feel valued by others, and their individual needs arising from race, culture, religion, sexual orientation or disability are understood and met.

#### 5. Education

Children and young people receive a planned and stable education which enables them to fulfil their educational, social and emotional potential, and to have high aspirations for their future.

#### 6. Health

The health needs of children and young people are assessed and planned for, and they have appropriate access to all the health services they require. They are well and happy, and choosing healthy and active lifestyles.

#### 7. Emotional Wellbeing and Mental Health

Children and young people have any need for additional emotional support recognised and addressed, and have the knowledge and skills to achieve emotional stability, resilience and self-confidence.

#### 8. Moving to Adulthood

Children and young people enter adulthood in a planned way, with a home to live in, the skills to look after themselves and the ability to earn a living or continue in education. They feel confident about the future.

#### 9. Corporate Parenting

City of York Council and its partners recognise and act upon their responsibilities to children and young people, particularly in relation to access to leisure and cultural activities, housing, work experience and employment opportunities. They act towards children and young people in care as good parents would in any family.

#### New Strategic Themes

Although York has made great progress during the period covered by the previous strategy, and can continue to make improvements on a continuous basis, we do not think that such an approach is sufficiently creative or ambitious. We believe the time is right for some fresh thinking and a step change in our work with children and young people in care.

This will require the enthusiastic commitment of all who work with them, not least York's community of foster carers, whose representatives have played a key role in drawing up this strategy.

**As well as the vision and the strategic outcomes described above, we will therefore now introduce into our strategic thinking six new strategic themes:**

#### Ambition – 'good enough' is not good enough

We want to introduce a fresh spirit of ambition into our work. Are we truly being as ambitious for the children and young people in our care as we would be for our own children? How can we ever be satisfied until health, emotional health, educational and employment outcomes for children and young people in care match those of their peers? We need to ensure there is a spirit of constructive challenge in our debates about the way forward, and to reinvigorate our whole approach.

#### Personalisation – every child and every family is different

We need to recognise that children and young people in care are not a homogeneous group, and that what works for one child (or family) may not work for another. Their circumstances, backgrounds, capabilities and aspirations may be entirely different. Our policies and practices need to be capable of differentiating between each unique individual – one size does not fit all.

#### Normality – every child and young person is entitled to a normal, stable, caring family life

We recognise that this word will be challenging for some – this is deliberate. We need to ask ourselves in relation to every policy we introduce, and every process we operate, is this normal? Obviously, being taken into care can never be completely 'normal' but, for example, having to go through bureaucratic loops to organise a sleepover with a friend is certainly not normal. Issues such as this one are raised with us very often by the young people themselves – the thing they most dislike is being differentiated from their peers. This will require adjustments to the roles and responsibilities of our most experienced

foster carers, whose involvement and support will be essential, and may be particularly appropriate for those who are already connected to the young people in their care through family ties.

**Trust – we need to trust each other better, and young people even more**

Many of our systems and processes are designed to minimise risk. However this is sometimes at the expense of commonsense, and certainly of ‘normality’. We also inevitably on occasions retreat behind organisational boundaries. We can not afford to do this in the future – we need to ensure that all decisions relating to children and young people in care are delegated to the level closest to the child wherever possible.

There can be no room for professional preciousness or organisational silos. That said, and bearing in mind the preceding points, the extent to which we can trust each individual child will vary from case to case, and needs sensitive judgement.

We will also only delegate responsibility to experienced foster carers where we can do so safely and in full cognisance of any risks.

**Accountability – we need to be clear who is responsible for what**

In York we are rightly proud of our multi-agency working. However, sometimes this can be at the expense of complete clarity around accountability. We need to review our present governance structures, as well as job descriptions and protocols for certain professionals, to ensure that accountability is never in doubt. We need to ask ourselves what elements of responsibility are genuinely best shared, and what better owned by a single person or agency? We need in particular to be clearer about the responsibilities of the Strategic Partnership for Children and Young People in Care.

**‘...we need to ensure that all decisions relating to children and young people in care are delegated to the level closest to the child wherever possible.’**

**Efficiency – we have to live within our means**

Whilst services for children in York have been prioritised within council and other agencies’ budgets, they cannot be completely immune from the downward pressure on public expenditure. We would be being dishonest if we failed to recognise that

saving money must also be a driver for us over the period covered by this strategy. Many of the improvements we want to see are not expensive in themselves, because they are more about a change of attitude than an elaborate new process. Some, in fact, will potentially be cheaper, because fewer people will need to be involved in individual decisions.

**We believe that these six themes will prompt us to remodel significant elements of the current ‘system’ that surrounds children and young people in care in York, as well as carrying on with a process of continuous improvement. This is outlined in more detail in the next chapter.**



## 5. Priority Actions and Projects

**This chapter describes the actions and projects that we will undertake as a result of this strategy. They fall into three categories:**

- Immediate and significant **priority actions**
- **Continuous improvements** we will continue to undertake throughout the period covered by the strategy
- **Ideas for further consideration**, which will not be pursued immediately but which we want to keep on our radar, to follow up when the time is right or after some further preparatory work.

This document sets out just the main headline objectives: each significant project will have its own action plan which will be overseen by the Strategic Partnership for Children and Young People in Care. Where it is felt necessary, certain projects will also be accompanied by a risk assessment and, if appropriate, expert legal advice. The intention, both in relation to the overall strategy and decisions about individual cases, is to be risk aware, but not risk-averse. All projects will have a named owner within the Strategic Partnership for Children and Young People in Care.

For ease of reference, the actions are shown within the framework of the nine strategic outcomes set out in the previous chapter.

### 1. Respect and Involvement

#### Priority actions

- Remodel support services for children and young people in care, ensuring someone is always available on the telephone, and that bureaucracy is minimised for straightforward issues
- Review all decision-making processes to ensure they are delegated to the most appropriate level, recognising that this may be different for different children, and different foster carers

#### Continuous improvements

- Take steps to improve the consistency/continuity of case workers, recognising that this is a national issue

- Further improve the quality of recording information
- Strengthen the link between the care leavers' consultation group and the Show Me That I Matter panel
- Update the 'Pack for Children and Young People in Care', and incorporate comments from children and young people into the complaints leaflet
- Ensure that children and young people in care, and their carers, have a clear package of York benefits (e.g. York Card)
- Ensure that every foster carer has a City of York Council email address and the technology and training to use it
- Remove all unnecessary bureaucracy, e.g. around matters such as expenses
- Ensure that our policies take full account of the changing ethnic make-up of York

#### Ideas for further consideration

- Consider how best to celebrate the achievements both of long-serving foster carers and of the children and young people themselves

- Some have suggested a regular event; others feel that this unnecessarily differentiates children and young people in care. We will debate these issues further
- Allow foster carers to log into the Children's Services client management system, MOSAIC
- Establish a fund to enable older children to have experiences, such as a foreign holiday.

### 2. Good, Safe Placements

#### Priority actions

- Work with local foster carers to develop a new vision for foster care in York encompassing recruitment, roles, responsibilities, remuneration, development and support, recognising that 'caring' will always be the most important element of their role
- Change the way in which we deal with the most complex cases by building increased local capacity
- Review the arrangements for every child placed outside York so that, where it is in their best interests, we can 'Make York Home' for everyone

#### Continuous improvements

- Ensure that foster carers are fully integrated into the wider team around the child
- Ensure that permanence planning for children and young people in care is promptly actioned, and take all possible steps to improve placement stability
- Ensure that 100% of children and young people receive written information about their new foster carers prior to placement
- Further work to ensure that all of York's children are being placed with providers/settings/schools with good or outstanding judgments from Ofsted
- Introduce better arrangements and management information for succession planning for foster carers, taking into account the age profile of the present workforce and attrition rates
- Embed supervision arrangements and fostering standards for foster carers
- Up-skill foster carers in relation to Early Years development issues

- Ensure we have timely emergency placements, assessments and support for those in care as a result of homelessness
- Ensure we understand, and can articulate, the impact of policies to support children on the edge of care
- Ensure that foster carers feel valued and that their contribution is celebrated

#### Ideas for further consideration

- Build on the current accredited learning being developed at York St John University to develop a local 'Fostering Degree' for those who want to pursue such a route
- Develop better links between foster carers and the voluntary sector, including 'safe and sound homes' (SASH) hosts
- Develop an agreed framework for evaluating successful placements and a mechanism for learning lessons if they break down.

### 3. Relationships

#### Priority actions

- Introduce a new protocol for working with birth families, in consultation with the young people affected

#### Continuous improvements

- Ensure that support is offered to children and families under special guardianship orders and child arrangement orders, and that all policies and procedures take into account the welcome rise in kinship or connected carers

#### Ideas for further consideration

- Encourage possible interactions between experienced foster carers and birth families.

### 4. Identity

#### Priority actions

- Review all policies and procedures against the new strategic theme of 'normality' to ensure that, so far as possible, the experience of children and young people in care does not differentiate them from their peers

#### Continuous improvements

- Young people have expressed concern about the use of abbreviations and jargon, such as 'LAC', 'contact' and 'siblings': everyone needs to take care to use jargon-free language
- Provide more independent visitors (aiming for one for every child who wants one)

#### Ideas for further consideration

- Investigate the potential for creative arts projects to provide an additional medium within which children and young people in care can explore issues of identity.

### 5. Education

#### Priority actions

- Tackle the challenges around educational attainment with increased vigour and purpose
- Review and implement as appropriate the recommendations of the Rees Centre report about the 'Educational Progress of Looked After Children'

#### Continuous improvements

- Despite the significant improvement in the 'Personal Education Plan' (PEP) completion rate, the target is 100%, and further work is needed to improve consistency and quality
- Support the Virtual School in its self-evaluation processes, and implement its improvement plan

#### Ideas for further consideration

- Provide joint training for social workers and teachers.

## 6. Health

### Priority actions

- Introduce a health passport for all children and young people in care which supports their, and their carers', understanding of their health needs
- Implement the recommendations arising from the 2015 local review of compliance with statutory guidance for the 'Health of Looked After Children'

### Continuous improvements

- Ensure initial and review health assessments are promptly undertaken, are of high quality, with an increased emphasis on participation, and improvements are consolidated
- Ensure all children and young people in care can make an informed choice about attendance at health assessments and feel engaged in the process, which should not unnecessarily differentiate them from their peers
- Ensure we commission health assessments for young people not educated in York schools

- Improve the uptake and recording of immunisation records for all children and young people in care
- Improve the numbers of children and young people in care who are registered with a dentist, with a target of 100%
- Work with Clinical Commissioning Group colleagues to ensure children and young people in care are permanently registered with a GP and temporary registrations are used only in exceptional circumstances

### Ideas for further consideration

- Consider if the model of the Virtual School offers any lessons for the health community (e.g. a 'Virtual Clinic').

## 7. Emotional Wellbeing and Mental Health

### Priority actions

- Construct a profile of the emotional health needs of children and young people in care in order to inform commissioning arrangements across the city
- Ensure that the principle of early intervention is understood and embedded

- Understand better if this group of young people is more likely to engage in risky behaviours, including self-harm, and if so, what can be done to help

### Continuous improvements

- Work with the new mental health provider to develop services for children and young people in care, ensuring that the 'offer' is clearly articulated
- Implement the Transformation Plan that has emerged as part of the national 'Future in Mind' initiative
- Improve post-discharge by CAMHS services
- Prioritise children and young people who are on the edge of care who would benefit from targeted input from CAMHS
- Ensure that children and young people are a priority for prompt intervention and support to prevent the need for them to leave their families and communities

### Ideas for further consideration

- Set up a 'Children and Young People in Care Reference Group' to support York's CAMHS Executive.

## 8. Moving To Adulthood

### Priority actions

- Work to ensure that 'Staying Put' continues to be the norm in York, and is available for every young person who wants to remain with their foster family

### Continuous improvements

- Ensure continued progress in the range of accommodation options for care leavers
- Ensure advice, guidance and support for young people promotes the optimum education, training and employment options
- Up-skill foster carers in relation to the life skills needed for those about to leave care
- Ensure that young people aged 21-25 are enabled and supported to return to learn with financial support, if they are planning to do so
- Ensure that all care leavers are prioritised for work experience, training, apprenticeship and employment in the City of York Council

### Ideas for further consideration

- Explore different residential models for those leaving care but not ready to set up on their own
- Explore subsidised Council Tax for care leavers for the first two years
- Use family group conferences more creatively when young people are approaching leaving care to ensure all parties have the appropriate support
- Promise guaranteed interviews for care-experienced young people within the York business community
- Set up some form of mentoring service for young people by older more stable care-experienced young people
- Establish an ‘alumni’ scheme for care-experienced young people.

### 9. Corporate Parenting

#### Priority actions

- Refresh the remit and purpose of the Corporate Parenting Board
- Introduce a new performance scorecard for children and young people in care that fully exploits the additional functionality of MOSAIC (See Chapter 6)

### Continuous improvements

- Work with the Corporate Parenting Board to ensure that all elected members are aware of their responsibilities and play an active role
- Seek the formal endorsement of the full City of York Council for this strategy
- Increase the number of visits by elected members to the Glen Short Breaks Centre and Wenlock Children’s Home
- Review all governance arrangements for children and young people in care to ensure they are fit for purpose and in accordance with the new strategic themes

**‘The intention, both in relation to the overall strategy and decisions about individual cases, is to be risk aware, but not risk-averse.’**

- Use the introduction of MOSAIC to prompt a wider reassessment of communications across the partnership, including the recording of information about children and young people in care, and data-sharing arrangements between foster carers, local authority staff, health providers and the Virtual School
- Ensure that all of the actions that flow from this strategy are joined up appropriately with those directed at providing Early Help, and support for troubled families

- Ensure that legitimate attention to systems and accountability is never at the expense of building stable, caring relationships with some of our most vulnerable young people
- Ensure that officers continue to pay due regard to the voice of the child in developing the ideas outlined in this strategy

### Ideas for further consideration

- Explore joint access to individual agencies’ IT systems
- Continue to explore more joint working with North and East Yorkshire local authorities.

## 6. Milestones, Measures and Monitoring

**As indicated in the previous chapter, in order to better monitor our progress against the implementation of this strategy, we will introduce a new comprehensive scorecard for children and young people in care. This will be published on the YorOK website.**

During 2016 we will establish a core set of indicators to monitor service delivery across all the areas covered by this strategy. We will monitor these regularly through the Strategic Partnership for Children and Young People in Care and the Corporate Parenting Board. The targets will include national indicators, locally-agreed measures and qualitative assessments. We will also undertake an exercise to articulate, against each target, what its particular significance is (in other words, what the data is really telling us), and which agency or individual is responsible both for providing the data and accounting for performance. In order to ensure that such accountability remains focussed, each agency or service provider will be invited to contribute a maximum of three indicators to the core set. We will also monitor the individual projects described in the previous chapter through the establishment of appropriate milestones. We expect substantial progress to have been made on all of the priority projects during the course of 2016.

In the longer term – over the lifetime of this strategy – we will undertake more work to assess and agree what we really mean by a ‘good outcome’ (or a poor one) for a young person who has been looked after. This will not necessarily be straightforward, as there is no national consensus about this, and it could be that, consistent with the personalisation theme within this strategy, the answer may be different for each individual child or young person. We nevertheless believe that an exploration of this issue is timely and will ultimately lead to the development of better services for young people who are looked after in York.

In addition to all of these objective measures we will, of course, continue to place the highest priority on the views of the children and young people themselves, captured both through formal surveys and informal means. We will also consult regularly with foster carers and others who work with children and young people in care.

## Annexe A. Progress Since the Last Strategy

This annexe contains some statistical information as well as brief details of key developments in the services for children and young people in care in York since the publication of the last strategy in 2012.

### The Population of Children and Young People in Care

In York, the numbers of children and young people in care has been reducing over recent years, stabilising at around 200.

Year End In Care population	2010-11	2011-12	2012-13	2013-14	2014-15
<b>Total</b>	<b>255</b>	<b>259</b>	<b>237</b>	<b>219</b>	<b>198</b>

We believe this is due to improving local practices and the impact of our Early Help Strategy and local arrangements.

In York, our children and young people in care are provided for in a range of local placements with foster carers, adopters, or children’s homes. The proportion of children placed in foster care and adoptive placement compares favourably with national rates. Most children and young people in care are cared for in foster placements, with a small number living at residential schools or in out of city placements. The number of children placed in both local and out of city placements continues to reduce, in contrast to the national picture.

	2010-11	2011-12	2012-13	2013-14	2014-15
<b>Local Placements</b>	225	230	212	197	178
<b>Out of City Placements</b>	30	29	25	22	20
<b>Total</b>	<b>255</b>	<b>259</b>	<b>237</b>	<b>219</b>	<b>198</b>

Routine consideration is now given to placing children with connected people and family members. As at March 2015, 24 children were placed with connected people; 25 sibling groups were all placed together (93 children in total) with 37 children, who are part of a sibling group, not living with at least one sibling.

Some children (12) are placed with their parents under care orders with a view to rehabilitation upon the discharge of the order.

### Outcomes for Children in Care and Care Leavers

In terms of educational outcomes for children and young people in care in York, we know the following.

Educational attainment gaps between children in care and their peers are wide across all levels and continue to represent a major challenge for us (as for most other authorities). There has however been a significant improvement at Key Stage 2, where the gap has narrowed more in York than the national average.

Outcomes at the end of Key Stage 2 for Children and Young People in Care Compared to Those Not in Care				
	2011/12	2012/13	2013/14	2014/15
L4+ including English & mathematics (Children and young people in care) National	42%	45%	48%	n/a
L4+ including English & mathematics (Children and young people not in care) National	75%	76%	79%	n/a
<b>Gap - National</b>	<b>33%</b>	<b>31%</b>	<b>31%</b>	<b>n/a</b>
L4+ including English & mathematics (Children and young people in care) York	56%	40%	33%	73%
L4+ including English & mathematics (Children and young people not in care) York	86%	84%	69%	68%
<b>Gap - York</b>	<b>30%</b>	<b>44%</b>	<b>36%</b>	<b>-5%</b>

Unfortunately the picture is not so good at the end of Key Stage 4: the gap had been narrowing more quickly than the national average but has now opened up again, indicating that the gains in attainment are not yet secure.

Outcomes at the end of Key Stage 4 for Children and Young People in Care Compared to Those Not in Care				
	2011/12	2012/13	2013/14	2014/15
			Old methodology	New methodology
5+A*-C including English and mathematics (Children and young people in care) National	15%	16%	14%	12%
5+A*-C including English and mathematics (Children and young people not in care) National	59%	59%	55%	52%
<b>Gap - National</b>	<b>44%</b>	<b>43%</b>	<b>41%</b>	<b>n/a</b>

Outcomes at the end of Key Stage 4 for Children and Young People in Care Compared to Those Not in Care					
	2011/12	2012/13	2013/14	2013/14	2014/15
			Old methodology	New methodology	
5+A*-C including English and mathematics (Children and young people in care) York	13%	38%	25%	20%	17%
5+A*-C including English and mathematics (Children and young people not in care) York	63%	67%	n/a	66%	64%
<b>Gap - York</b>	<b>50%</b>	<b>29%</b>	<b>n/a</b>	<b>46%</b>	<b>47%</b>

It needs to be emphasised that cohort sizes are very small, making trend analysis difficult; this problem is compounded by the change in methodology in 2013/14. Issues for KS4 are compounded by placement stability and the length of time in care (a lot of late entrants to care have been out of parental control for some time and the education gap is already an issue). However, there is no question that the gap is still far too wide, and this will be addressed over the lifetime of this strategy.

Unauthorised absence from school for children in care has fallen from 1.5% to 1.1%. Persistent absentees also fell from 7.3% to 5%.

In terms of health and wellbeing outcomes for children and young people in care in York, we know the following.

The health needs of children and young people are assessed, planned for and met through continuous placement planning and child care reviews. The designated looked after children nurse works with professionals and carers to ensure that services are responsive and timely. Immunisations are nearly all up to date (94%) and whilst most health assessments (76%) and dental checks (70%) are undertaken annually, work is in hand to review local arrangements in the light of feedback from children and young people in care who would prefer a more normal approach to their health needs being met.

Our children and young people in care score highly on the 'Strength and Difficulties Questionnaire' (SDQ), this reflecting the prevalence of complex emotional difficulties.

Young people estranged from their birth family often move into adulthood with a limited knowledge of their family health history. Through consultation with the young people in York we have worked in partnership with North Yorkshire County Council and Scarborough and Ryedale NHS to pilot a looked after child health passport. This is something we are keen to review and implement over the next twelve months.

Outcomes for care leavers at age 19, 20, 21 are positive: two thirds will have their own tenancy, return to their own family, take up the offer of a taster flat or be living with friends; most stay put with their former foster carers (17 in March 2015). 10% are homeless and helped to get their own tenancy. Strong relationships exist with housing, probation, mental health services and children's services if a young person becomes a parent.

Young people leaving care or who have left care receive help and support tailored to their individual needs and are provided with opportunities to enable them to move successfully to adulthood. There is a range of support options in place to enable access to appropriate education and employment opportunities, including

work experience and apprenticeships. More young people in the age range 18-21 want a second chance in Further Education/Higher Education or want to try out independent accommodation. Four young people post 21 have asked to be supported in going to university and the local authority has provided support with transport and accommodation costs. Relatively low numbers of care leavers are NEET, though this will always remain a priority for us.

The number of young people 'staying put' has increased - 55% and rising: this has been a major achievement over the lifetime of the last strategy.

### Other Developments

**There have been many other developments over the past three years in the support for children and young people in care, including:**

- The appointment of a Virtual School head teacher and the proactive work of the senior leadership team. The Virtual School has an overview of each child and young person in care and the monitoring of their progress through key stages. The Virtual School includes a part-time educational psychologist and a Connexions adviser.

The Virtual School now provides challenge around narrowing the gap, as well as engaging in greater operational work supporting children, young people, teachers and social workers. The school produces a regular self-evaluation and has an improvement plan

- The New Deal for Foster Carers, ensuring a vision for the future work of York's valued foster carers. 75% of York's children and young people in care are placed with skilled York foster carers, offering placement stability and valuable links with their home communities
- The CAMHS Looked After Children's Service works with children and young people in care, foster carers and care leavers to achieve greater placement stability
- Improved work in the 'edge of care services' through the Keeping Families Together commitment
- Increased opportunities for leisure and cultural activities for children and young people in care, such as the All Together Active youth club and access to the council's sports and leisure facilities

- The provision of a dedicated Looked After Children centre at Hamilton House has focused the contact provision for children and young people in care and their families
- Listening to children and young people in care has been a strong feature of our work. Examples include: Show Me That I Matter panel (age 14+), I Matter Too panel (age 10-14), U Matter Survey, Speak Up Event, young people interview panels and an expanded advocacy offer
- The Looked After Children's Handbook
- The expansion of Independent Visitors
- Improvements in the Independent Reviewing Service
- The renewed Guarantee for Children and Young People in Care (reproduced at Annexe C).

**'The number of young people 'staying put' has increased - 55% and rising...'**

## Annexe B. The Views of Children and Young People in Care

**The 2015 U Matter Survey was rolled out between February and April 2015 to collect the current views of children and young people in care in York. The U Matter Survey is just one approach within many taken to gather children and young people's views. The highlights from this survey are as follows:**

### Placements

Most young people (87%) either agreed or strongly agreed that City of York provides good quality placements. 7% of young people disagreed (4/52 young people) and 6% strongly disagreed (3/52 young people). One young person who strongly disagreed said 'I miss my family a lot so I strongly disagree that the council provide good quality placements'. This is in line with what young people were telling us last year in the 2014 U Matter Survey.

### Social Worker

85% of young people knew how to contact their social worker when they needed them. Just over half of young people who participated in the survey (54%) did not know who to contact when their social worker was off sick or on holiday; however this shows an improvement from the previous year as 71% of young people did not know who to contact in 2014.

65% of young people said their social worker was reliable; this has dropped from the previous year when 81% of young people said their social worker was reliable.

### Reviews

Most young people were positive about the review process. 78% of young people knew who their Independent Reviewing Officer was; previously less than half knew who this was. 88% of young people knew they could have a say in where their meetings take place, and 65% of young people stated they normally attend their reviews.

### Contact with Family and Friends

82% of young people said they feel they have enough help and support to keep in touch with friends and family. 84% felt they were given enough information about when, where and how often they would see family or friends.

18% of young people were unhappy about contact arrangements, (9 out of 51 young people). If ever unhappy about contact arrangements, 90% of young people knew who to contact to talk about this. These results are in line with the 2014 statistics.

### Education

Respondents were positive about their education and the support they receive at school. 89% of young people felt they receive the right amount of support in their education and training, 94% of young people knew who their designated teacher was at school and 76% of young people knew about their Personal Education Plan (PEP). This is a big increase from the previous year with 54% of young people knowing what this was.

90% of young people felt their carers take care of their health very well or well; this has dipped compared to the previous year with 98%. 10% of young people (5 young people) felt their carers did not take care of their health well or felt this was done poorly. 77% of young people said they were encouraged to take part in sport and after school activities however, this has dropped 13% from the previous year.

### How Safe do You Feel?

Young people were asked about how safe they felt at home, at school and how safe they felt in the area they live in. This was asked on a scale of 1-4, 1 being not safe and 4 feeling really safe. Most young people felt either safe or really safe at home, while 9% did not feel safe. It is worth noting when young people identified not feeling safe at home this was dealt with and the appropriate people were contacted. 92% of young people felt safe at school. 85% of young people felt safe in the area they lived in.

### Leaving Care

This question received the least responses as most of the young people who participated in the survey were still in care. 89% of young people (8 young people) said they had received enough support when getting ready to leave care and 86% (6 out of 7 young people) said they had received enough support since they left care.

### Rights and Entitlements

In 2014, around half of the respondents said they were aware of the Children's Rights and Advocacy Service; this year this has risen, with 85% of young people aware of the service.



In 2014, 74% of young people said they were treated with respect by people working with them; this has now improved with 85% of young people in 2015 feeling they are treated with respect. 81% of young people felt they knew enough about their rights and entitlements; those who did not were directed to the Show Me That I Matter website for more information.

81% of young people felt they have a say about decisions made about them compared to 70% in 2014. In 2014, 87% of young people knew they could make a complaint if they wanted about a service they had received. This has increased slightly as 89% of young people knew they could make a complaint in 2015.

### Overall Care Experience

When respondents were asked to rate their overall experience of being in care the results saw a drop from the previous year with 63% of young people rating their experience being very good or good, compared to 76% of young people the previous year. Those who felt their experience was poor or very poor reflected 4% of young people in 2014. However we have seen an increase with 18% of young people not feeling happy with their care experience saying it was quite poor or very poor in 2015. The percentage of young people who feel their care experience was okay has remained very similar.

## Annexe C. York's Guarantee to Children and Young People in Care

### York's Guarantee to children and young people in care

"We will make sure children and young people in our care are at the centre of everything we do."

#### Good placements

We will provide good quality placements with kind carers who will do their very best to get to know you, make you feel comfortable, involve you and listen to your views. When choosing the right placement for you we will involve you whenever we can.

#### Treated with respect

We will make sure you are always treated with respect, know about your rights and the things you are entitled to and given this information when you first come into care.

#### Help you keep in touch

We know that keeping in touch with your friends and family is important and so we will support you with this wherever possible. If for any reason this can't happen we will make sure you know why.

#### Have fun together

We will make sure that you have the opportunities to meet with other children and young people in care at groups and activity clubs, for those of you who would like to.

#### Help you in school

We will support you in school and help you catch up if you fall behind. We will also make sure you know about support available if you move on to college or university.

#### Reliable social worker

We will make sure you have a social worker who is reliable, you will be given all the information you need to contact them or a member of their team so that you get a quick response when you need it. If we have to change your social worker we will make sure you know what is happening and try to do this with a proper handover.

#### An Independent Reviewing Officer (IRO) you know

We will make sure you know who your Independent Reviewing Officer is and are able to talk to them about how, when and where you want your reviews to take place. You will meet your IRO before you have your review and be able to get in touch with them whenever you need to.

#### Support you until you're an adult

As you get older we will help you with training, housing, managing your money, and will make sure that you have someone to talk to about the things that are important to you.



J. Brooks

Cllr Jenny Brooks  
Executive Member for Education, Children and Young People



J. Stonehouse

Jon Stonehouse  
Director of Children's Services, Education and Skills



If the council isn't keeping these promises for you, please contact Speak Up, York Children's Rights and Advocacy Service on 07769725174 or [showmethatimatter@york.gov.uk](mailto:showmethatimatter@york.gov.uk)



## Annexe D. Membership of the Strategic Partnership for Children and Young People in Care (January 2016)

Assistant Director, Children's Specialist Services, City of York Council – Chair

Chair, YAFCA

Children's Rights Manager, City of York Council

Consultant Headteacher for the Virtual School

Designated Doctor for Safeguarding Children including Looked After Children, Vale of York CCG

Designated Nurse Safeguarding Children including Looked After Children, Vale of York CCG

Designated Nurse Safeguarding Children, North Yorkshire and City of York, Scarborough & Ryedale CCG

Director of Operations, Tees, Esk and Wear Valleys NHS Foundation Trust

Director of Public Health

Executive Member, Education, Children & Young People

Executive Nurse for Safeguarding Children, Vale of York CCG

Group Manager, Achieving Permanence, City of York Council

Head of Social Work Services, City of York Council

Limetrees CAMHS

Named Nurse for Safeguarding Children, York Teaching Hospital NHS Foundation Trust

North Yorkshire Police

Principal Social Worker, City of York Council

Senior Commissioner, Partnership Commissioning Unit, VACCU

Strategic Support Manager, Services for Children, Young People and Education, City of York Council

Virtual School Headteacher

Youth Offending Team Manager, City of York Council

## Annexe E. Strategic Partnership for Children and Young People in Care - Illustrative Scorecard

**This scorecard is designed to illustrate how key performance measures will demonstrate our progress towards the strategy priorities.**

Priority	Example Performance Measure(s)
Respect and Involvement Good, Safe Placements	% of children in care whose reviews take place within required timescales
	% of children in care who have less than 3 placement moves in a year
	% of children in care who are in a stable placement
Relationships Education	% of children returned home
	% of children in care who have an up to date Personal Education Plan % of children in care who do as well as their peers in school exams
Health	% of children in care who have an up to date health assessment % of children in care who have a regular check up with a dentist
	Emotional Wellbeing & Mental Health
Moving to Adulthood	% of care leavers who stay with their carer after they turn 18, if they want to % of care leavers in education, employment or training

For any queries about this strategy or in relation to children and young people in care, please contact:

### Children's Specialist Services:

- Eoin Rush, Assistant Director: [eoin.rush@york.gov.uk](mailto:eoin.rush@york.gov.uk)
- Dot Evans, Head of Social Work Services: [dot.evans@york.gov.uk](mailto:dot.evans@york.gov.uk)
- Judy Kent, Group Manager, Achieving Permanence: [judy.kent@york.gov.uk](mailto:judy.kent@york.gov.uk)



If you would like this information in larger print or in an accessible format (for example, in Braille, on CD or by email), please telephone 01904 554212.

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

Informacje te mogą być przekazywane w języku ojczystym.  
Polish

Bu bilgi kendi dilinizde almanız mümkündür.  
Turkish

此信息可以在您自己的语言。  
Chinese (Simplified)

此資訊可以提供您自己的語言。  
Chinese (Traditional)

 01904 551550

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