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Introduction

The Sufficiency Strategy details how City of York Council intends to meet the 'Sufficiency Duty' I set out in Section 22G of the Children Act 1989.

It sets out our vision and approach to meeting our responsibilities to provide secure, safe and appropriate accommodation to children in need, children in care and care leavers over the next three years. It is informed by current and anticipated sufficiency requirements, market changes, gaps and opportunities, drawing on a wide range of available national, regional and local data, and identifies the key challenges that we face in achieving sufficiency and our approach to overcoming them.



The Children and Social Work Act 2017 says that when a child or young person comes into the care of the local authority or is under 25 and was looked after by the authority for at least 13 weeks after their 14th birthday, the authority becomes their corporate parent. As a corporate parent, we should:

- Act in the best interests, and promote the physical and mental health and wellbeing, of those children and young people.
- Encourage them to express their views, wishes and feelings, and take them into account, while promoting high aspirations and trying to secure the best outcomes for them.
- Make sure they have access to services.
- Make sure that they are safe, with stable home lives, relationships and education or work.
- Prepare them for adulthood and independent living.

We are relentless in our ambition to achieve the best outcomes for our children and young people, so they can thrive and reach their full potential. Placing children at the heart of everything we do and listening to their voice, will ensure that they are part of shaping future services and feel heard, valued, and involved.

This Sufficiency Strategy will enable us to;

- Prioritise children's needs: The sufficiency strategy ensures that children's needs are at the forefront of decision-making processes, safeguarding their well-being and providing tailored support where required.
- Plan for the future: By anticipating future needs and challenges, we can plan and allocate resources effectively, ensuring that services are sustainable and adaptable.
- Promote accountability and transparency: The strategy fosters accountability among agencies and local authorities, promoting transparency in how resources are allocated and used.
- Enable early intervention: Early identification of challenges and timely intervention can prevent issues from escalating, benefiting children, families, and the broader community.
- Encourage collaboration: The strategy encourages collaboration between various stakeholders, including local authorities, health services, education providers, and community organisations, fostering a holistic approach to children's welfare.
- Empower children and families: By providing accessible and high-quality services, we empower children and families to actively participate in decision-making and take ownership of their well-being.



Our vision

We know that children and young people achieve better long-term outcomes, when families are supported to remain together, building on their own unique strengths and qualities, and drawing on the support from their wider networks.

Our vision is firmly rooted in our *Building Brighter Futures* model in that we are determined to do what is right for all looked after children. Sometimes, this might mean living in alternative care arrangements, depending on their unique circumstances. We are committed to ensuring that these arrangements can provide a safe, caring, and stable home that meets their needs.

However, we also believe that children and young people achieve better long-term outcomes when living within their own family or connected network. Therefore, we constantly challenge ourselves and each other in considering the long-term impact on our decision making, our relentless approach to developing resilient lifelong foundations for children through secure local family networks and always asking the question; is it good enough for my own child and family?



Executive summary

This strategy sets out how the City of York meets our duty to ensure that there are sufficient resources to meet the needs of children, young people, and families where:

- Children are at risk of becoming looked after.
- Children are looked after and.
- Children are leaving care.

This strategy ensures that we fulfil our role as corporate parents. It highlights what we already know about the numbers and needs of children at risk of becoming looked after, the children who are looked after and what we are doing to address the challenges we face.

We are committed to working with children, young people, and families in designing and developing the right support, in the right place and delivered at the right time.



The strategy provides direction on the arrangements we will put in place to provide the right quality and range of services to achieve the following commitments:

- We will strive to safely reduce the rising number of children and young people looked after.
- We will increase the number of children and young people supported to live safely with their families or connected networks and in their communities.
- We will reduce our reliance on services away from children's networks and communities where these are not in the best interest of the child and young person.
- We will increase the numbers of kinship and foster carers.
- We will develop our local residential services to meet children with more complex needs.
- We will improve the way we commission services.
- We will increase our accommodation options for young people leaving care.
- We will design and develop accommodation and support for unaccompanied asylum-seeking children in York.

The success of the sufficiency strategy will be measured against our three meaningful measures:



More children remaining at home or in their naturally connected network and community.



Come home

More children returning to their family or network where it is safe to do so or at the very least returning to York when this is in line with their wishes.



Safe and connected

Children are safe and connected to their network, community and supported to learn.

The golden thread that runs through our sufficiency strategy is **working together** with children, young people, families, carers, and partners so that we better understand their needs, make decisions to support long term outcomes and provide the most appropriate care arrangements

To deliver this sufficiency strategy we will:

- Deliver our new Together, WE Can model. The 'Together, WE Can' service will provide edge of care outreach support to prevent overall admissions into care. Specific priorities are to:
 - » Register and open Wenlock Terrace and Ousecliffe House
 - » Recruitment of Clinical Psychologist for Together, WE Can service.
 - » Recruitment of a Specialist Speech and Language Therapist.
- Undertake a full review of the Fostering Service. The aim of this review is to improve efficiency, support, and training and to increase the number of inhouse foster carers in York.
- Work through our Service Level Agreement with Marketing and Communications to deliver a clear recruitment strategy for foster carers.
- Improve foster carer retention, which will be aligned to our fostering skills matrix and fee structure and investment in our foster carers support and training.
- Take forward proposals to purchase properties in York that will enable us to support unaccompanied asylum-seeking children successfully.

- Develop and deliver our Supported Accommodation service
- Implement our Staying Close model to support care experienced young people successfully move towards independence, utilising a variety of accommodation options.

The delivery of this Sufficiency Strategy will be led by the Head of Resources, who will produce and share quarterly and annual reports to demonstrate progress.



Our young people

We understand our local need by:

Gathering insights from: commissioners, social workers, children and parents

Local

Dataset: incoming referrals and placements required

Local

Dataset: placement stability

Sharing knowledge: across agencies/departments (housing, health and police)

Sharing knowledge: across local authorities and the region

Data and information used to understand local need

Local

Dataset: benchmarking data

Local

Dataset:

length of time children are in care and barriers to leaving care

National and local

Dataset:

economic trends that impact the sector or local area

National and local

Dataset:

characteristics of wider population

National and local

Dataset:

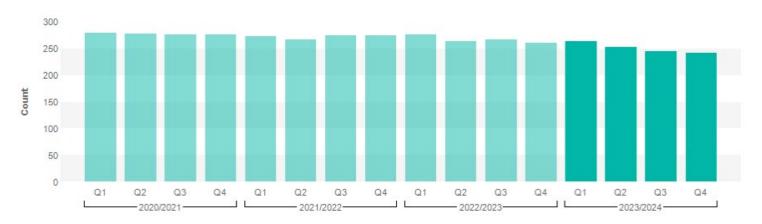
characteristics of children in care and children in need

Children and young people in care (CYPIC) population

At the end of Q4 2023/24 York had 243 children and young people in care (excluding Short Breaks). The CYPIC population over time is shown in the chart and table below.

There is ongoing work to reduce the overall number of children in care. In the last quarter we can see the number of children and young people in care continues to fall and is within our expected range of 222-260.

Number of children in care, excluding Short Breaks - (Snapshot) (by Quarter) - Historic



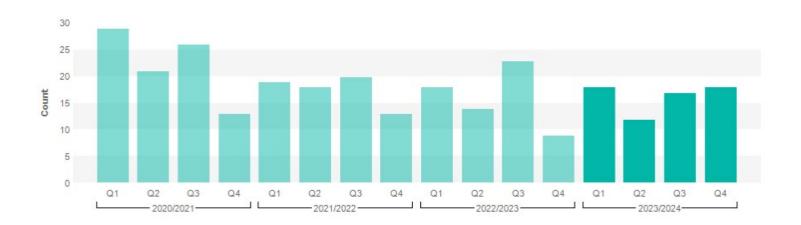
	Quarter I	Quarter 2	Quarter 3	Quarter 4
2023/2024	264	254	246	243
2022/2023	278	266	269	262
2021/2022	274	268	276	276
2020/2021	281	279	278	278

Our local figure of 68.65 CYPIC per 10k of population is better than the regional figure of 81 per 10k and the national figure of 71 (per 10k). However, it remains above that of statistical neighbours (63.6 (per 10k).

Number of children and young people entering care

The chart and table below shows the number of children and young people entering care by quarter over the last 4 years. Whilst there is some is some variance from one to quarter to another the overall trend is a reduction in the number of children entering care.

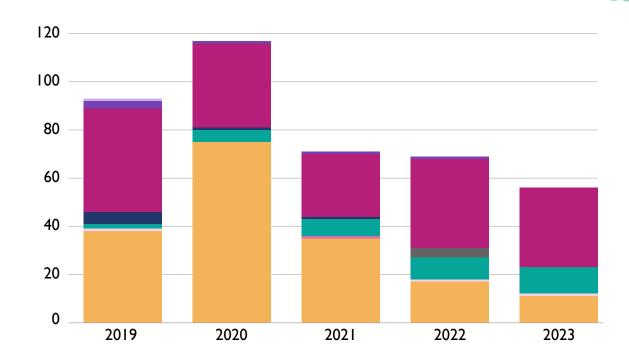
Number of children entering care in period, excluding Short Breaks (by Quarter) - Historic



	Quarter I	Quarter 2	Quarter 3	Quarter 4
2023/2024	18	12	17	18
2022/2023	18	14	23	9
2021/2022	19	18	20	13
2020/2021	29	21	26	13

Initial legal status

The chart and table below shows a breakdown of initial legal status for children and young people entering care in recent years. The last full year of data (2023) shows that initially children enter care under Section 20 (33), followed by (11) under an interim care order and (11) under police protection in local authority accommodation.



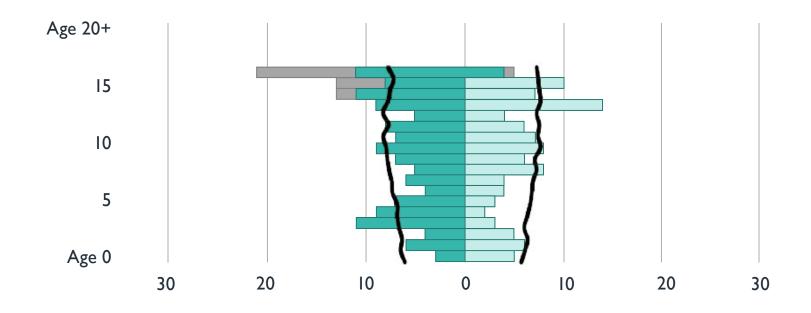
	2019	2020	2021	2022	2023
(blank)	I	0	0	0	0
V4 - Accommodated under an agreed series of short-term breaks, when agreements are recorded (ie NOT individual episodes of care)	3	I	I	I	0
V2 - Single period of accommodation under section 20	43	35	26	37	33
L2 Emergency Protection order	5	I	I	4	0
LI - Under police protection and in local authority accommodation	2	5	7	9	П
JI - On remand, or committed for trial or sentence, and accommodated by LA	1	0	0	ı	I
C2 - Full care order	0	0	I	0	0
CI - Interim care order	38	75	35	17	Ш

Age and gender profile

The chart below shows the age and gender profile of children and young people in care as of November 2023.

Age and gender

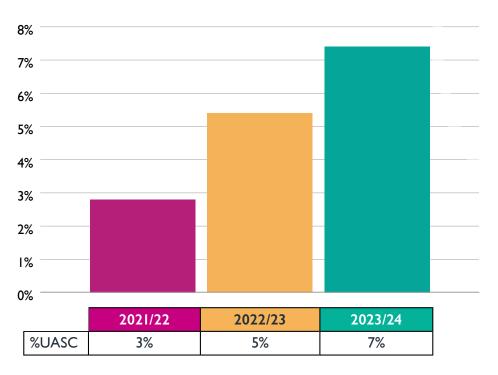




Other* includes not recorded, not stated or neither M/F

Unaccompanied asylum seeking children (UASC)

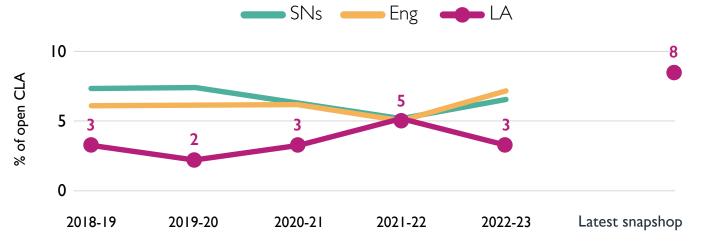
% of children in our care who are UASC





UASC as a percentage of **CLA** (snapshot)

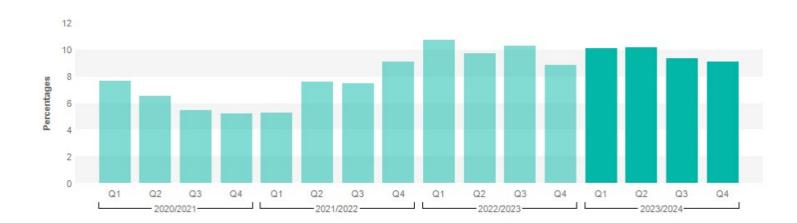
The chart to the right shows the age and gender profile of children and young people in care as of November 2023.



Placement stability

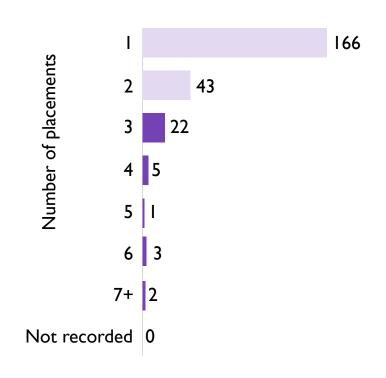
The chart and table below show that placement stability has decreased in the last 18 months. This reflects an active choice through the **Make York Home** programme to ensure children are in placements that best meet their needs, closer to their connected networks and continued challenges on the availability of suitable placements.

% of children in care having 3 or more moves in the last 12 months - (SNapshot, YTD prior to 2016/17) (by Quarter) - Historic



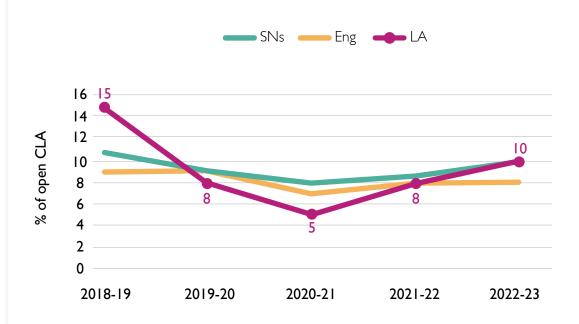
	Quarter I	Quarter 2	Quarter 3	Quarter 4
2023/2024	10.51%	10.29%	9.40%	9.17%
2022/2023	10.78%	9.77%	10.34%	8.91%
2021/2022	5.32%	7.69%	7.52%	9.16%
2020/2021	7.72%	6.62%	5.56%	5.28%

The chart below shows short term placement stability in the last 12 months (from the CHAT 03/11/2023).



May include "status" changes as well as placements

Comparing short term placement stability



Due to limited data in the Annex A dataset, ChAT does not preent short-term stability alongside published statistics

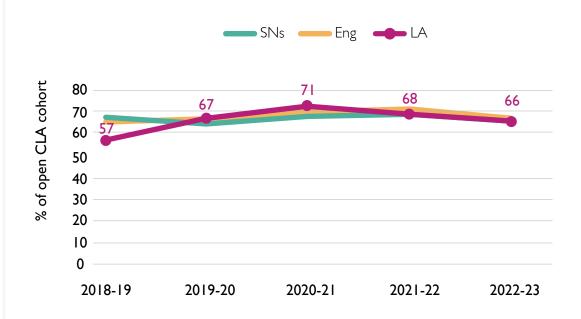
The table below shows long term placement stability (from the CHAT 14/07/2023).

Duration of latest placement for each current CLA aged under 16 who have been looked after for 2.5 years or more



May include "status" changes as well as placements

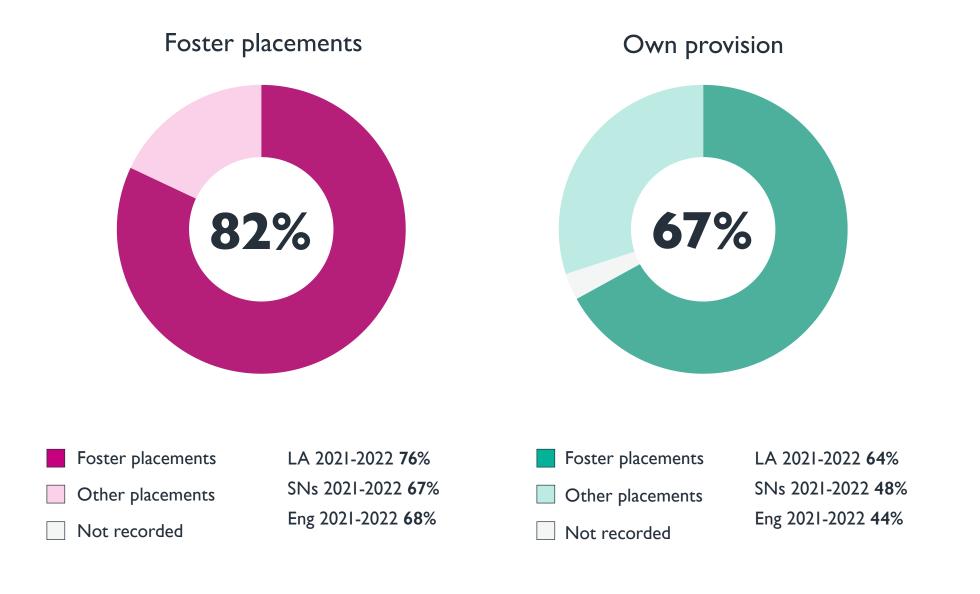
Comparing short term placement stability



Due to limited data in the Annex A dataset, ChAT does not preent short-term stability alongside published statistics

Placements by type provision

The two charts below show the breakdown of foster placements.

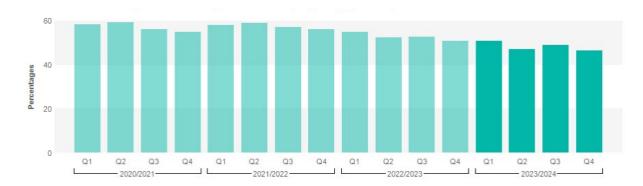


Placement location

The chart and data below show the percentage of CYPIC living in York has fallen compared the previous figures. There are a few important points of note when interpreting this data:

- There has been significant work to support children and young people to safely live with their family. This has reduced the overall population of children and young people in care. This has had the greatest impact on those in care living in York. This could be interpreted as those living outside of York are likely to have a greater degree of complexity and more limited placement options.
- York is geographically a small local authority. Whilst we can see the percentage living in York has reduced the percentage living in York Local Authority provision has remained relatively stable at 63.39%.

% of children in care living in York, excluding Short Breaks - (Snapshot) (by Quarter) - Historic



	Quarter I	Quarter 2	Quarter 3	Quarter 4
2023/2024	50.76%	46.85%	49.19%	46.91%
2022/2023	55.40%	52.63%	53.16%	51.15%
2021/2022	58.39%	59.33%	57.61%	56.52%
2020/2021	58.72%	59.50%	56.47%	55.40%

Children and young people's views

We are committed to ensuring our young people have a voice, are listened to, and have real influence. The following is a summary of the views of children and young people in relation to foster and residential care, what matters to them and what they would want to see.

Foster care:

- Knowledgeable, supportive carers, who are well trained and supported by the local authority.
- Training for foster carers around mental health and well-being is really important so that they are aware of how coming into care can impact a young person and how they can be support them.
- Having carers who you can trust, who notice how you're feeling and offer support when needed.
- Having carers who will celebrate important occasions like birthdays, come along to school plays and sports days and make plans to include them in activities at weekends, like a family would do.
- Location and being connected to a community is really important, as well as accessibility to the city centre and being able to travel easily to school and to see friends and family across York.

- Having access to a mobile phone and the internet and support from carers to stay in contact with friends and family is also really important in helping young people stay connected.
- For younger children having a place to play and let off steam is particularly important.
- A house that feels welcoming, that feels like home and where they feel are included and matter.
- Being provided with information about the foster carers and photographs of the home before they move in and information about who else lives there before they move in.
- Being able to talk to their social worker/ key worker if things aren't going well in the foster home.

Residential care:

Having an individual key worker who you can trust and build a relationship with – ideally young people would like to choose the key worker that they feel most comfortable with and be able to request a change of worker if the relationship is not working.

- Knowing how to and being able to contact staff when you need to, especially your key worker, and who will deputise for your key worker if they are on leave or in an emergency.
- Having a good mixed range of staff including different age, gender and race, as well as staff with different specialist training (e.g. mental health, sexual health, education and employment support etc.) and bringing in specialist services other skills when needed.
- Staff and young people both having a good understanding of the rules and expectations within the setting, so they know what's expected of them and what will happen if they break the rules.
- Recognition and acknowledgement that as they get older, they are becoming an adult, and are likely to want to have more freedom and trust from staff.
- Staff should support young people with managing family relationships, promoting/supporting contact and should be able to supervise young people's contact with family where necessary.

- Access to a mobile phone and access to the internet is also an important priority for young people living in residential settings, or as a minimum having access to a communal phone.
- Consistency and continuity of staff wherever possible

 young people coming into care have very likely been
 through a lot of changes already and really need some
 stability.
- High quality and personalised support to develop key skills to allow them to move towards independence e.g. housekeeping / basic housework, cooking meals, setting up a bank account and basic money management, basic DIY skills, setting up utilities like gas and electric, how to get a GP appointment, accessing education and seeking employment, problem solving skills, writing a formal letter and understanding basic safety in the home. This all needs to be timely.
- Communal games and activities being widely available, which creates a more homely feel and breaks the ice when someone new joins in and offers connection if a young person is struggling.

The building, facilities, and local area:

- A private bedroom.
- Private bathrooms facilities wherever possible, especially if boys and girls are sharing.
- A communal kitchen in the building, which is accessible at all times, ideally along with basic facilities such as a kettle, microwave, sink and fridge in your own private room if possible.
- A communal living space, ideally with a choice of spaces to hang out in.
- A communal laundry space with a key to access it so that the facilities are looked after.
- Many young people feel it's very important to be near bus routes and supermarkets – young people in accommodation will be unable to drive, so being able to travel independently and have easy access to a supermarket, a bank/ cashpoint, library and GP surgery close by is fundamental.
- Many young people also feel it's important to be close to leisure facilities or to be able to travel to these by bus easily from wherever they are living to be able to make more local connections.



Developing our provision

Local need: Unaccompanied asylum-seeking children

The National Transfer Scheme (NTS) protocol for unaccompanied asylum-seeking children has been established to enable the safe transfer of unaccompanied children in the UK from one local authority to another local authority. This is in response to the increasing number of unaccompanied asylum-seeking children seeking safety and refuge in the U.K and all local authorities have a mandatory duty to comply with these regulations.

We want the City of York to be a place of safety for these children; where they feel welcomed, valued and where they can develop a sense of belonging. We have therefore taken the decision to invest in and develop bespoke accommodation and support. Through working with Migration Yorkshire, we will identify children from the same country of origin, who share the same language, culture, and heritage and support them to live together and integrate into their wider community.

We will use capital funds to purchase 2 x 4-bedroom properties, providing appropriate support funded directly from the Home Office, delivered through our supported accommodation and Staying Close team, we will be able to successfully provide accommodation and support within the City of York.



Local need: Supported accommodation/ Staying Close

The introduction of the Supported Accommodation Regulations (2023) means that we will be registered by Ofsted to provide accommodation and support within the City of York for young people aged 16-18 years old through our supported accommodation offer.

Our service model means that we are able to provide single person accommodation, under a range of options, to support young people grow into independence in a meaningful and considered way. We will provide support through our staying close team as well as our broader residential services to ensure that young people receive the right balance between being supported and being autonomous and independent, so they can grow in confidence and develop lifelong skills. Young people having their own place, with their own front door and key is both a powerful message and an essential building block to supporting young people towards a brighter future.

We have also been working hard with colleagues in housing to cultivate a developing sense of responsibility towards young people in the City of York, reframing the narrative as 'our young people' and changing the questions asked to 'what are we going to do' to improve outcomes.

We have developed our 'staying close' offer; it's focus is on supporting young people leaving residential / semi -independent and 'other' care settings and into independence. The team provide a wide range of support options for young people,

with their aim of securing safe and stable accommodation of their own. Our approach to supported accommodation is about developing a menu of options for both accommodation and types of support provided:





Taster flat

- 28 day experience to assess and experience what is it like to live independently.
- Access to support 24/7 and placement to return to at any time during the period.



Trainer flat

- Up to 6 months living independently with the option of taking on the long term tenancy or moving into an area of choice within York/
- Access to support 24/7
- Focussed support from Staying Close Team (wellbeing, employment, networks and connections)



Own tenancy

- Support to acquire own tenancy in your own right
- Ongoing support from Staying Close and Pathway Team
- Focussed support on areas such as wellbeing, employment and developing connection sand networks.

Our key priorities:

- Recruitment and embedding of the Staying Close Team
- Refurbishment of properties
- Purchase of 2 x properties to support UASC
- Development of 3 year Supported Accommodation Strategy

Local need: Residential provision and foster care

We are experiencing a significant demand foster care and residential placements, which is consistent with a national trend in children entering care; the pressures of supporting unaccompanied asylum-seeking children; foster carers leaving their role and the challenges of recruiting new foster carers. We also have our own legacy of not having our own inhouse residential provision, which has meant that we have commissioned these placements, usually outside of the city.

It has been these drivers and our commitment to providing exceptional homes for children and young people that has led to the development of our plan.

We have developed our own residential model, Together, WE Can and provision Wenlock Terrace and Ousecliffe House in York. This service is a new multi-building registration that provides 6 residential placements across both houses and was registered in April 2024.

The 'Together, WE Can' model takes inspiration from the No Wrong Door and will provide a range of service both in relation to emergency placement provision and edge of care support to prevent admissions into residential care.

This new service will alleviate placement pressure and afford practitioners time and space to undertake work with family's, based on Family Seeing and Signs of Safety and together with a newly developed reunification strategy, we should see fewer young people entering care and those who do, a much quicker and more supportive return home to family networks.

The fostering service now has an experienced registered manager and together with the Head of Resources and wider fostering colleagues, is undertaking a root and branch review of the service. The theme of this review is to 'make things better, for everyone'.

The aim of this review is to improve workstreams, efficiency and to increase the number of inhouse foster carers in York. There is significant work being undertaken in respect of this and we are also entering a service level agreement with colleagues from within the marketing team to devise a recruitment strategy that will develop our branding, advertising and digital platform to support this.

Our predicted net increase in terms of need is between 10-15 new foster carers per annum to meet our existing and forecasting needs. This considers the work undertaken by the edge of care team and emergency residential provision and reunification strategy which seeks to reduce and stabilise the population of looked after children in the context of teenagers being the most challenging to place.

Within the context of all of this is the development of our retention strategy, which will be aligned to our fostering skills matrix and fee structure and high levels of investment in our foster carers in relation to support and training. This work is already underway and our aim is to have a market competitive, fair and progressive approach to our fostering provision.

Our key priorities;

- Registration and opening of Wenlock Terrace and Ousecliffe House
- Recruitment of Clinical Psychologist for Together,
 WE Can service
- Recruitment of Specialist Speech and Language Therapist
- Complete full root and branch review to improve systems and process within the fostering service.
- Establish SLA with marketing to have a clear recruitment strategy for foster carers.



Quality assurance approach to placements

Quality assurance of foster placements continues to remain a focus and through the commencement of the review of the service, we have identified key priorities for 24/25.

There are a number of different tools that are used to benchmark and measure the quality of placements. For example, being a member of the White Rose Framework affords us the quality assurance instruments and assurances that are built into those commissioning arrangements.

We follow our statutory requirements in terms of reviewing foster carers annually as well as the looked after children's review, led by the IRO service, that provides us with feedback.

All foster carers should receive regular supervision and the quality of provision is included in this personal performance appraisal. We will strengthen the alignment of this work to our new skills and fee structure to make the process more robust.

We currently work with a number of IFA providers which has been necessary due to legacy pressures on the availability internal provision. Most of these placements are achieving good outcomes for children, but we recognise a number of situations where immediate notice decisions have been made without proper consideration of the child and ability of our service to provide a well-matched alternative. This is an issue we aim to address through a more robust commissioning process and holding IFA's to account of decision making.

As part of the review of the Fostering Service our overall improvement and development plan has been redeveloped. The actions that arise from this will ensure that the recruitment of foster carers will be more effective, timely and yield more foster carers.

The vital ongoing support and personal development of foster carers, linking to current best practice in and around trauma and resilience has impacted on the numbers of placement break downs and our overall retention. As such we are reviewing and developing the ongoing package of training and support to foster carers to improve recruitment and retention.

Our key priorities;

- Complete the review of the Fostering Service and share learning.
- Agree ongoing training package for foster carers.
- Review supervision process to align to an appraisal linked to fees and skills framework.
- Increase foster carers and target particular areas (faith).

Implementation and oversight

The delivery of this Sufficiency Strategy will be led by the Head of Resources. The actions to deliver this strategy are contained in the Children's Services Service Plan and within relevant Team Plans.

The Head of Resources will produce and share quarterly and annual reports to demonstrate progress in delivering this strategy and any changes to demand need that require further action.

The annual report will be shared through the Assurance and Ambition Board as well as the Corporate Parenting Board.



How we will know the difference we are making

We will triangulate information from different sources to help us understand the impact of this sufficiency strategy. These include but are not limited to:

Feedback from children and young people.

Improved foster carer retention.

Improved foster carer recruitment.

More children and young people placed within their support networks.

Increasing the number of children placed and living in York.

Reduced use of Independent Fostering Agencies.

Delivering our strategy

'Children and young people growing up, living, and thriving in York – close to their families and connected networks'.

Based on the analysis of local need and in line with our commitment to looked after children and care leavers; these are our outcomes for the period of this strategy.

- We will develop our own inhouse residential provision, based on the Together, WE Can model, providing much needed residential services for those young people who require this level of care and support.
- We will continue to develop and embed our Supported Accommodation and Staying Close strategy, offering a range of accommodation and support options for young people leaving care and working towards independence.
- We will develop and strengthen our visibility across the city; continuing to build on our brand and commission a strong digital medial platform to engage and inform more widely about fostering.



- We will complete our whole service review of fostering, fulfilling our ambition of recruiting an additional fifty fostering households (over five years). Our new fostering strategy will ensure we;
 - » Pay fairly and pay differently We will have a fair and competitive payment structure that rewards all of our foster carers, whilst also acknowledging the specific skills and expertise of our specialist foster carers in looking after children and young people with the most complex needs.
 - » Offer more and provide better support Our foster carers advocate, care for and love the children and young people placed with them as if they were their own, and in doing so, provide the best possible homes for children in care. We know however, that occasionally, the fostering role can be overwhelming, frustrating, sometimes too much and scary. We know it is at this point that we need to provide high quality, effective and meaningful support.
 - » Listen better and act quicker There are times foster carers need a quick answer or to have access to someone to talk through a problem. We recognise the complexity of fostering and the wide range of dilemmas that are often faced daily. Having someone at the end of the phone or in person at these times is important in terms of support, building resilience and confidence.

- » Make the fostering role more visible and more accessible We have created a dedicated budget to support marketing and communication. We will work with partners to raise awareness of the fostering role and develop a 'toolkit' of key messages.
- » Offer more training to more skilled carers We will continue working with our fostering community to develop and shape our training offer to ensure this meets the needs of foster carers and the children and young people they care for.
- We will recruit clinical specialists in Psychology and Speech and Language Therapy to work within children's social care, bringing much needed expertise and skills in delivering on our 'building brighter futures model'.
- We will continue to work with key partners and agencies in delivering on our priorities; providing stable homes, trauma informed care and support and realising the potential of every child and young person.



fostering York

If you would like this document in an alternative format, please contact:

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@cityofyork

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