

Meeting:	Executive
Meeting date:	15/07/2025
Report of:	Debbie Mitchell Director of Finance
Portfolio of:	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion

2024/25 Finance and Performance Outturn

Subject of Report

1. This report provides a year end analysis of the overall finance and performance position for the year. This is the final report covering the financial year 2024/25.
2. There have been reports to the Executive throughout the year that have outlined an improved financial position compared to 2023/24 however one that continues to be challenging as a £2.6m overspend was projected in the Monitor 3 report in January. This was after the use of £1.1m from earmarked reserves.
3. This report provides detail that there was a budget overspend of £1.123m which has been funded from the use of contingency £576k and through the use of £547k draw down from earmarked reserves. This has been an improvement of £3.2m from the position forecast at Monitor 3 report.
4. There has been no need to draw on general reserves which stand at £7.4m.
5. The outturn position shows that most areas of the council are now broadly in budget, and it is very pleasing following significant hard work within the service that Children's social care has been reducing its overspend through the year. The key area that required continued

focus is Adult Social Care where the overspend of £4.1m is putting pressure on the council's overall position.

6. As outlined in previous reports, the existing cost control measures remain in place, and further action is needed to bring spending down to an affordable level over the medium term, to safeguard the Council's financial resilience and stability. The impact that this work is having can be clearly seen in this outturn position and the Council's track record of delivering savings, along with robust financial management, provides a sound platform to continue to be able to deal with future challenges.
7. Local government continues to be in challenging times, with worsening performance in a number of sectors nationally. The majority of performance indicators chosen to support and monitor the Council Plan in York, continue to show a generally positive and stable trend against this difficult financial picture and shows the hard work from staff, partners and the city to tackle these challenges.
8. Council Plan Progress Reports, providing an update of activity against each of the plan's seven priorities, will be published on an annual basis and sit alongside a six-monthly snapshot of progress available on the Council's website (<https://www.york.gov.uk/council-plan-1/snapshot-progress-council-plan/5>). The reports complement the Finance and Performance Monitor, providing a narrative for the steps that the Council is taking to meet its ambitions.
9. The Council Plan basket of supporting set of indicators are the high-level measurable element of our performance framework, at a Council operational and City Outcomes level, and in newly available data up to 2024-25 there has been positive performance in areas such as;
10. The number of **households with children in temporary accommodation** continues to be lower than previous years; there has been a decrease, in York, in the **gap between disadvantaged pupils and their peers** achieving 9-4 in English and Maths at KS4; there has been a significant increase in the **% of adults that are physically active** in York and a corresponding significant decrease in the % of adults who are physically inactive with York having the 6th highest physical activity rate and the lowest physical inactivity rate in England (out of 296 Districts and Unitary Authorities).
11. The National Adult Social Care survey has been released and show that there has been an increase in York in the **% of people who use**

services who have control over their daily life at a rate higher than the national average; recently released qualification data has shown us that there have been increases in the **% of working age people in York qualified to at least L2/4** and these figures are considerably higher than both national and regional averages; the number of people whom are **eligible and taking a free school meal** has increased in both the primary and secondary sectors.

12. There has been a very positive direction of travel over the last two years in the **air quality measured across three areas of the city**; the latest council **Talkabout survey** has seen positive responses from residents in satisfaction with their local area and increases in residents who give unpaid help to groups or clubs; **city centre performance measures** continue to perform well with high customer footfall and low shop vacancy rates.
13. Our building services indicators continue to show a positive direction of travel with a **high percentage of repairs** completed on first visit alongside a low number of **void properties**, however this is set alongside challenges with residents' satisfaction with some of the services the Council offers which is being addressed in the Housing annual report.
14. Key indicators around the number of children within services for **Children in Care** and **Child Protection Plans** are stable and in February, Ofsted inspected York's services for children and young people and rated them Outstanding in all areas. This puts York in the top 7% of local authorities' children's services in the country. Ofsted recognised the council's ambition and determination to provide outstanding services, creating an environment for improvement, based around putting children first and highlighted the council leadership's aligned core values and strong commitment to children, young people and families.

Benefits and Challenges

15. This report is to note the outturn position for 2024/25. There are continuing challenges to deliver on approved savings agreed in previous years as well as future Transformation savings and efficiencies. The benefits of a balanced budget is that resources can be diverted into delivering Council priorities.

Policy Basis for Decision

16. This report is to note the outturn position for 2024/25. The ongoing financial resilience and stability of the council is essential in ensuring Council priorities can continue to be achieved.

Financial Strategy Implications

17. The report sets out that year shows a balanced position albeit with a requirement to draw down earmarked reserves. There remain overspends within Adult Social Care and some savings that are proving difficult to fully recognise in the short term. There continues a need therefore to focus on reducing expenditure and maximising income to safeguard financial resilience and stability.
18. It will be necessary therefore to continue with the successful cost control measures that have been in place over the last two years as we seek to deliver the savings outlined above.

Recommendation and Reasons

19. Executive is asked to:
 - Note the finance and performance information.
 - Note the use of earmarked reserves in order to balance the budget
 - Due to delays in delivering the first grant scheme in 2024/25 the balance of the City Wide Ward Fund (£50k) to be carried forward in 2025/26.
 - Approve the use of £75k from the HRA underspend to be set aside to support the Neighbourhood Caretaker initiative

Reason: to ensure expenditure is kept within the approved budget.

- Approve the extension to July 2028 for the letter of credit to York Theatre Royal as outlined in paragraphs 29 to 31

Reason: to secure the financial viability of theatre and the benefits it brings to the city

Background

Financial Summary and Mitigation Strategy

20. The draft outturn position shown an overspend of £1.1m across service areas for the year compared to a comparable overspend of £4.3m at Monitor 3. There has been a requirement to balance the budget with a drawdown from earmarked reserve totalling £572k as well as use of contingency £576k. The year end position has improved by £3.2m compared to Monitor 3.
21. As outlined in previous reports to Executive, the financial position across the council has been less severe than was faced in the previous year. Council identified £14m of savings at its meeting in February 2024 and even though these have not all been fully delivered the result has given the council much needed resilience. There are however continued recurring overspends, primarily across Adults Social Care, which cause concerns. Many of the underspends and mitigations that we have seen us to balance the budget at year end have generally been one off.
22. Members will be aware that the financial position of local government is a national challenge and that the pressures being seen across both Adult and Children's Social Care are not something that is unique to York. Many Councils are experiencing significant financial pressures and struggling to balance their budgets now, so it is vital that we continue the work started last year to reduce our expenditure down to a sustainable level both within the current financial year and over the medium term.
23. The delivery of savings plans continues to be a clear priority for all officers. Corporate Directors and Directors will keep Executive Members informed of progress on a regular basis.

Financial Analysis

24. The Council's net budget is £149m. Following on from previous years, the challenge of delivering savings continues with c£14m to be required in 2024/25 to reach a balanced budget. The draft outturn on a Directorate basis is shown in the table 1 below.

Service area	Net budget* £'000	2024/25 Q3 Forecast Variation £'000	2024/25 Outturn Variation £'000	Change £'000
Children & Education	35,261	994	531	-463
Adult Social Care & Integration	52,051	3,608	4,155	+547
Env. Transport & Planning	30,360	-859	-1,899	-1,040
Housing & Communities	11,613	711	688	-23
Corporate & Central Services	19,407	-149	-2,352	-2,203
Sub Total	148,692	4,305	1,123	-3,182
Contingency	576	-576	-576	0
Use of earmarked reserves		-1,089	-547	+542
Total including contingency	149,268	2,640	0	-2,640

*Budgets includes Support Service Charges totalling £20m with the offset being within Central Services

Table 1: Finance overview

25. The year end position shows that there has been an overspend across service budgets of £1,123k which can be funded from the use of contingency £576k and the need to draw down of earmarked reserves totalling £547k. This is an overall improvement of c.£3.2m compared to Monitor 3 which demonstrates the council's cost control measures are working.

Reserves and Contingency

26. The February 2024 budget report to Full Council stated that the minimum level for the General Fund reserve should be £7.4m. At the beginning of 2024/25 the reserve stood at £7.4m.
27. In addition to the general reserve of £7.4m there are a range of other earmarked reserves where funds are held for a specific purpose. These reserves are always subject to an annual review and these funds will again be reviewed on a quarterly basis and where appropriate to do so will be released to support the in-year position. Whilst this is a prudent approach that will ensure the financial

resilience of the Council it is not a substitute for resolving the underlying overspends but instead allows time to develop future savings proposals in a planned way.

Loans

28. Further to a scrutiny review, it was agreed that these quarterly monitoring reports would include a review of any outstanding loans over £100k. There is one loan in this category for £1m made to Yorwaste, a company part owned by the Council in June 2012. Interest is charged on the loan at 4% plus base rate therefore interest of 8.75% and 8.5% was charged during the year. All repayments are up to date.

Theatre Royal

29. In June 2024, Executive approved a letter of guarantee to the York Theatre Royal (YTR) providing them with access to a maximum of £426k over the following 2 years, should it be required, to secure the Theatre as a going concern and provide assurance to their auditors and potential grant providers.
30. YTR have requested that the letter of guarantee be extended by two years, to 31 July 2028 as they continue to operate with minimal reserves and need the letter of guarantee extending for their auditors to be able to sign off their accounts as a going concern.
31. The letter of guarantee outlines the Council's commitment to providing YTR with the funds should they be required, on receipt of evidence that the funds are required (i.e., that reserves, and other income sources, have been exhausted). This allows the Theatre to demonstrate that they are a going concern, as well as providing the certainty they need to continue to operate. The YTR management team are delivering on a range of actions to improve the theatre's financial position through a change programme which includes an increase in fundraising activity. The continued operation of the theatre allows a significant contribution to community access to culture and to cultural wellbeing to continue.

Directorate Analysis

Children and Education

32. The directorate outturn position is an overspend totalling £531k. This is an improvement of £463k reported at Monitor 3. The table below summarises the position by service area.

	2024/25 Budget	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Children's Safeguarding	24,932	1,048	+4.2
Education & Skills	14,226	-35	-0.5
School Funding & Assets	-5,731	-65	-4.1
Director and Central Budgets	1,833	-417	-34.2
Total Children and Education	35,260	+531	+1.5

*Budget includes £5.8m support service recharges

33. The overspend of £531k represents a significant and continuing improvement in the financial position of the directorate. During 2022/23 the projected unmitigated overspend peaked at £8.7m, reducing to £4.6m in 2023/24. This reflects the considerable progress that has been made within the directorate to manage spend in a number of key areas, particularly; agency staffing, high cost placements and home to school transport.
34. As previously reported, the number of Children Looked After (CLA) in York has consistently been at a higher level than the budget was built to accommodate. The number at the beginning of the financial year was 243, at the end of 2024/25 it was 240. Placement budgets overspent by a total of £1,513k. The pressure on this budget is partly due to the limited market for children's placements and the statutory requirements placed on local authorities to meet children's needs, coupled with inflationary pressures which continue to worsen the position.
35. The Safeguarding Interventions & Assessment Teams budget has underspent by £267k due to vacancies within various teams.
36. Staffing & other budgets within Children's Social Work Services has underspent by £431k. The majority of this underspend is due to additional income. Legal fees have overspent by £155k.

37. There was an underspend of £209k in the MASH & Targeted Intervention teams. This is due vacant posts and income not previously forecast.
38. The Disabled Children's Services has overspent by £710k mainly due to overspends on direct payments/Early Help of (£228k) and home support (£556k). We recouped £145k of historic direct payments during the year and improved the process for future payments. A specific project is reviewing health contributions and how this process can be better going forward.
39. Innovation and Children's Champion was underspent by £142k due to the ability to fund some expenditure from the Family Hubs grant, Family Seeing grant & Changemakers grant.
40. The Home to School Transport budget, which has been in an overspend position for a number of years, has a year end overspend of £137k an increase of £60k from Monitor 3. The main reason is an increase in the number of pupils requiring taxi transport from that originally predicted for the new academic year.
41. Staff resourcing issues and turnover in the SEND Statutory Services Team, and the need to resource work to progress the Safety Valve targets have continued and resulted in the need to appoint a number of agency staff and also increase supporting resources. However, the outturn position shows an underspend of £42k, with agency staffing costs of £82k offset by savings in staffing budgets due to vacancies of £98k, and an underspend on other non-staffing budgets of £26k.
42. The Educational Psychologists Service overspent by £11k, due to the need to commission external agency support to clear a backlog of assessments, however this was offset by reduced staffing costs due to vacancies with the team.
43. Effectiveness and Achievement (£6k underspent) and the Skills Team (£57k underspent) were both affected by vacancies throughout the year and staff not yet at the top of grade.
44. There was an underspend of £87k within the Virtual School and Inclusion service as a result of vacancies, one-off savings in non-staffing expenditure and additional grant funding supporting already committed expenditure.

45. The Dedicated Schools Grant (DSG) is ahead of the target position set out in the Safety Valve recovery plan agreed with the DfE. The local authority is now in the third year of this four year agreement and has exceeded the financial targets for the first two years.
46. The brought forward balance on the DSG at 1 April 2024 was a deficit of £291k. The outturn position for 2024/25 was an in-year surplus of £883k. However, included in this figure is an amount of £960k of Safety Valve funding, so without this the in-year position would have been a deficit of £77k. The result is a final position at the 31st March 2025 of a surplus of £592k.
47. Despite the DSG now being in a cumulative surplus position, pressure on High Needs is increasing significantly. The budget for 2025/26 has been set on the basis of a predicted deficit in the year of £342k. This deficit is predicted despite the inclusion of the final funding due under the Safety Valve of £2m, thus the underlying in-year deficit against the DSG ordinarily receivable is £2,342k.
48. Due to this underlying position, the local authority expects significant challenges in managing this position in future years, despite the cumulative deficit being eliminated a year early. In common with the national picture, York is continuing to experience an increase in High Needs pupils together with an increasing complexity of need, often requiring expensive provision, especially in Post 16 and Post 19 provision and the education element of Out of Authority placements. In particular York is facing a significant increase in demand for special school places, often exacerbated by tribunal decisions. In addition, due to the significant pressures on mainstream school budgets, it is becoming increasingly difficult for High needs pupils to be supported in these settings. This situation is particularly difficult in York due to the low level of school funding which has a significant impact on these schools' ability to adequately meet the needs of High Needs pupils.
49. The Safety Valve agreement committed the local authority to bring the DSG into an in-year balanced position by 2025/26. Further payments are conditional on the local authority meeting the targets set out in the Management Plan, and reporting quarterly to the DfE on progress, with the eventual aim of eliminating the in-year deficit by the target date, with additional payments by the DfE eliminating the historic deficit at that point.

50. As a result of the above, the fourth year of the Safety Valve agreement is likely to be the most difficult to date, with an increasing risk of the LA being unable to balance increasing high needs expenditure with the funding received in the High needs block of the DSG. Officers are working hard to avoid this position, but it is becoming increasingly challenging to achieve.
51. One option that is available to LAs with significant High Needs pressures is to seek approval to transfer up to 0.5% of the Schools Block to the High Needs Block. York is beginning a consultation process with the Schools Forum with the objective of gaining approval for such a transfer in the financial year 2026/27. If this approval is not granted, the LA can submit a disapplication request to the Secretary of State for Education to still allow such a transfer.
52. General Fund budgets within School Funding and Assets has underspent by £65k.

Adult Social Care

53. The outturn position for Adult Social Care is an overspend of £4,156k and the table below summarises the reported position by service area. The position worsened by £548k since that reported at Monitor 3.

	2024/25 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Direct Payments	5,038	+1,897	37.7
Home and Day Support	2,277	+414	18.2
Supported Living	15,689	+2,218	14.1
Residential care	16,462	+1,959	11.9
Nursing care	5,149	+361	7.0
Short term placements	140	+426	304.0
Staffing (mostly social work staff)	7,666	-31	-0.4
Contracts and Commissioning	2,470	-314	12.7
In House Services	5,088	-353	-6.9
Be Independent & Equipment	1,042	+158	15.2
Other	-13,699	-2,582	-18.8
Recharges	4,730	+3	0.0
Total Adult Social Care	52,052	+4,156	8.0

*The above includes SSM charges totalling £4,737k

54. The following paragraphs outlined the main variations. Some of the variations seem large but several are due to previous years' savings not being delivered.
55. ASC has received £9.5m growth in the budget for 2025/26 to deal with some of these pressures: £8m as outlined in the budget papers to deal with underlying pressures/inflation with a further £1.5m being allocated to reflect the change in the Employers' National Insurance threshold which will impact significantly on the care providing sector.
56. This is significant investment, but the department will still need to mitigate a likely overspend at Q1. Realigning the budget to reflect package numbers in February 2025 estimated £7m of commitments above the 2024/25 budget and the consultation on fee uplifts will cost approximately £6m. The standard rates paid for Older People's residential and nursing care have had to increase significantly to prevent contracts being handed back and secure existing placements.
57. The position will be mitigated by quantifying the financial benefits of the programme of projects under way monitored at the ASC ambition Board, reviewing and seeing if any can be expedited to deliver savings earlier. Previous years' unachieved savings will also be reviewed, as will an assessment of whether all due income is being recovered. The recent Use of Resources report and other available benchmarking data will also be analysed to ensure all areas and opportunities have been considered when mitigating the financial position.

External Care

58. The Council purchases care from external providers who support individuals to meet their assessed needs. There are a variety of purchasing arrangements such as block contracts (purchasing a set number of beds/hours at a set rate), spot arrangements where prices are negotiated on an individual basis and frameworks where providers specify a rate and the Council will approach those providers but are not contractually bound to use.
59. The Council can also be a lead commissioner for a package of care where Health contributes an element towards the Health needs of a person and current practice is for the Council to pay the provider and recover from Health.

60. Direct Payments are slightly different in payments are made to individuals who then control how the money is spent to meet their assessed needs, usually with the assistance of a support agency who help with the administration of the funds such as payroll, paying invoices etc.
61. ASC generally organise themselves alongside the four main primary need groups and allocate the budgets accordingly. These are:
- People with a Learning Difficulty (LD)
 - People with a Physical and/or Sensory Impairment (P&SI)
 - People experiencing poor Mental Health (MH)
 - Older People experiencing mobility issues, memory and cognition issues, frailty (OP)
62. The following sections describe the variations to budgeted costs, numbers of packages and income. The variations are generally due to not fully meeting previous years' savings targets plus significant price pressures in the market.

Direct Payments

63. Learning Disability (LD) direct payments have overspent by £1277k. This is mainly due to the average cost of a direct payment being £93 per week more than in the budget (£586k), and the average cost of a transport direct payment being £35 per week more (197k). In addition, there are 8 more individuals receiving a direct payment than assumed in the budget (£228k), and the average weekly health contribution received per person is £700 less than in the budget (£348k). This is offset by an increase in reclaims this year.
64. The Older People direct payments budget has overspent by £364k. The average cost of a direct payment package is £133 per week higher than in the budget (£293k) and the average cost of a transport direct payment is £108 per week higher (£38k). There has also been a significant shortfall in DP reclaims made in year against budget of £182k – In 2021/22 and 2022/23 over £1m was recovered each year but this has dropped to £373k in 2023/24 and £409k in 2024/25.
65. Reclaims have reduced for several reasons but are mainly around people using any uncommitted funds to make up shortfalls to their employees/providers where their budgets have ended up in deficit. There has also been an issue in reviewing packages to see if any contingency could be repaid to the Council.

66. The Physical & Sensory Impairment direct payment budget has overspent by £330k, largely due to an underachievement of the reclaims budget (£212k). In addition, there are 3 more individuals receiving a direct payment (£77k), and the average cost per person is £9 per week higher compared to budget (£47k).

Home and Day Support

67. P&SI Community Support has overspent by £179k. This is largely due to the average cost of an exception contract being £517 per week higher than assumed in the budget.
68. Learning Disability (LD) Community Support budget has overspent by £121k. There are 6 more people in homecare placements than in the budget (£184k) and the average cost per person is £229 per week higher than budgeted for (£273k). In addition, the average health contribution received per person is £295 per week less than in the budget (£249k).
69. LD day support average weekly cost across 152 placements has reduced by £62 giving an underspend of £486k due to new placements in the year being at a lower weekly rate than budget.
70. The Community Support budget for LD of 18 - 25 years olds has overspent by £177k. The average weekly cost of a day support is £162 higher than assumed in the budget (£313k) and the average cost of a homecare placement is £684 higher (£107k). This is offset by having 2 fewer homecare placements and 1 fewer day support person (-£141k). In addition, there has been an increase in the average weekly CHC income received per person (-£102k)

Supported Living

71. Supported Living are settings where more than one person lives, with their own tenancy agreements, where their needs are met by a combination of shared support and one to one support.
72. The Learning Disability Supported Living budget has overspent by £1,568k. The average cost of a placement is £127 per week more than in the budget (£1,231k) and there are two more people in placement (£165k). In addition, the average contribution received from individuals is £14 per week less (£118k).

73. The Physical & Sensory Impairment Supported Living schemes budget has overspent by £495k. This is mainly due to the average cost of a placement being around £408 per week higher than in the budget.
74. Supported Living is acknowledged as an area that will benefit from further analysis and review and bringing this budget back in line is key to the overall financial position and sustainability of the ASC budget.

Residential care

75. The Older People Residential Care budget has overspent by £1,857k. There are currently 17 more people in placement than in the budget (£952k) and the average cost per placement is £213 a week higher (£3,041k). This is offset by having 7 more individuals receiving CHC income (-£215k), 30 more making contributions towards the cost of their care (-£667k) and the average weekly contribution per person being £70 higher than in the budget (-£897k). Additional discharge fund income has also been applied to this budget (-£401k).
76. There is an overspend of £191k on the Physical & Sensory Impairment working age residential placement budget. This is largely due to the placement numbers and average weekly costs increasing while Section 117 and health contributions have reduced.
77. Mental Health permanent residential care budgets have underspent by £124k. The average cost of an over 65 placement is £476 per week less than in the budget (-£276k), offset by having 2 more placements.

Nursing Care (£361k overspend)

78. Older People Permanent Nursing Care has underspent by £190k. The average cost per placement is £112 per week less than in the budget (-£667k) and additional discharge fund income has been applied to this budget (-£370k). This is offset by the average health income received per person being £617 a week less than in the budget (£559k), the average rate of individuals contributions being £16 a week less (£73k) and having two more people in placement (£177k).
79. The Mental Health Nursing care budgets have overspent by £262k. There are 4 more people in working age placements than assumed the budget of 1 person and the average weekly cost has increased £90 per week.

In House Services and Staffing

80. The Council employs a variety of staff to advise and assess residents' and individuals social care needs. We also directly provide care and support to individuals and have teams which provide home care both in the community overnight and in our Independent Living Schemes, as well as running day support activities for those with a learning difficulty and those experiencing poor mental health. We also operate short stay residential care for the same groups.
81. Yorkcraft, the Council's supported employment service, overspent by £97k due to unachieved savings from previous years (£124k), offset by an underspend on staffing.
82. There has been an underspend of £479k on the Personal Support Service (PSS) and Community Care budgets. This follows the decision to outsource the community care element of the service, transferring those staff to fill in vacancies in the PSS rotas and reducing the use of agency staff. Also, some hours have been held back pending the refurbishment of Glen Lodge.
83. Numbers supported in Independent Living Schemes (ILS) have also fallen partly due to the refurbishment at Glen Lodge taking capacity out of the system. The service and model of support is being reviewed in order for these schemes to offer a realistic alternative to residential/intensive home care and make full use of the two extensions and additional capacity created as part of the Older Person's Accommodation Project
84. 22 The Avenue has overspent by £30k in total, made up of overspends on property maintenance and an underachievement of income.
85. Be Independent & Equipment (£158k) - Be Independent provide equipment to allow individuals to remain independent and active within their communities. They also provide an alarm response service means tested as to whether an individual pays for it.
86. There is still a budget gap of £180k arising from when the service was originally outsourced which has yet to be fully addressed. Staffing has overspent by £62k largely due to an unfunded regrade of some of the posts in the team and to having a review manager post above establishment and there is an underachievement of income of (£74k). This is offset by an underspend on equipment (-£57k), private sector adaptations (-£58k) and premises costs (-£38k).

Other (£2,582k underspend)

87. The budget set aside to fund Preparing for Adulthood individuals coming through from Children's Services has not been fully needed this year (£458k). For 2025/26, this has been used in rebasing the external care budgets due to the known commitments of individuals coming through from Children's Services.
88. There has been no spend against the department's retirement and redundancy budget (£100k) and there are underspends on the Care Act and Older People's Accommodation Review budgets (£151k). These are likely to be utilised in 2025/26.
89. Around £479k of the Market Improvement & Sustainability Fund (MISF) and £1.5m of uncommitted funding has been held back to mitigate the overspends in Adult Social Care in 2024/25. These funds have subsequently been used to rebase budgets in 2025/26.

Environment, Transport and Planning

90. The directorate outturn position is an underspend totalling £1,899k for the year which is an improvement of c£1m at year end.
91. The table below summarises the latest forecasts by service area

	Budget £'000	Outturn Variance £'000	%
Transport	8,606	-487	-6%
Fleet	229	0	0%
Highways	5,943	-151	-3%
Parking Services	-7,897	-571	7%
Waste	15,450	-726	-5%
Public Realm	3,953	-59	-1%
Emergency Planning	169	6	4%
Planning Services	1,627	184	11%
Public Protection	1,485	-87	-6%
Community Safety	795	-20	-3%
Management	0	12	-6%
TOTAL	30,360	-1,899	-6%

*Note the budget includes SSM charges totalling £5,524k

92. The Directorate has delivered a larger underspend than forecast primarily due to improved income delivered across Waste and Parking Services.
93. Within Transport there was an underspend of £487k across the service. There were savings across public transport support (£-290k) as the council maximised external funding streams such as s106 contributions and Bus Service Operator Grants. Income remained strong across the service particularly relating to Temporary Traffic Regulation Orders as well as a rebate of costs (£101k) incurred in previous years from Network Rail relating to the Copmanthorpe Crossing enquiry. There were overspends across CCTV (£+100k) as maintenance costs were above budget and shortfall of ANPR income (£+89k) as the equipment at one site was not functioning as planned.
94. In line with the council transport strategy there have been a reduction in transactions across council car parks (4.8%). Car park income however has outturned at 2.9% ahead of budget (£-301k) as income per transaction increased by 11%. Total income in car parks was c5% higher than previous year. The breakdown of the income variations ('-' is ahead of budget)
- Off street -£256k
 - On Street +£65k
 - Season Tickets -£30k
 - Respark -£80k
95. Across other areas of parking there was additional income from charges to a developer working on Micklegate (£126k) and savings from car park maintenance across the service (£104k).
96. It should be noted that the council utilises the net parking income to fund its highways and transport expenditure.
97. There was an underspend of (£726k) across waste disposal and collection. Income from selling spare capacity at Allerton Waste Recovery Plan was £425k higher than forecast as overall council waste tonnages remained static. The council also received a further £125k from deductions as the KPI for recycling was not met by the facility operator.

98. The garden waste subscription service was introduced in August 2024. The final total of subscriptions across the year was 39,301 (59.4%) which was higher than initially forecast. The year end revenue of £824k (including 2nd bin charges) was £142k below budget but given the part year impact, the performance was very strong.
99. Income from recycling income was £170k (23%) above budget and the Commercial Waste service delivered additional income of £122k (8%)
100. Within the Highways area there was an underspend of £151k which was due to reduced street lighting energy costs (£139k), savings related to fewer gritting runs budgeted £76k.
101. Across planning services there was an overspend of £184k primarily due to a shortfall in income from building control (+£166k) as the service has at this time very limited staffing resources and primarily only able to provide the statutory service.

Housing and Community Services

102. The directorate outturn position is an overspend of £688k which is a slight improvement (£24k) on the forecast at Monitor 3. The table below summarises the latest forecasts by service area.

	2024/25 Budget £'000	Draft Outturn Variance £'000	Draft Outturn Variance %
Housing Services	2,574	+49	1.9
Healthy & Sustainable Homes	806	+72	8.9
Communities	8,008	+34	0.4
Customer Services	42	+248	590.5
Policy & Strategy	259	+285	110.0
TOTAL	11,689	+688	5.9

*Note the budget includes SSM charges totalling £4,070k

103. Across Housing Services there have been significant additional repair costs at the Gypsy and Traveller sites with repairs costing £126k more than budget. Members will be aware that a capital budget of £750k has been included for 2025/26 to make much needed structural repairs at the sites which is expected to result in reduced costs at the sites in future years. Typical problems relate to repairs to floors and heating pumps, plus blocked drains and bollards.

104. There has been additional funding provided by government to reduce and prevent homelessness and rough sleeping. This grant money has funded council housing services to provide accommodation and housing services to prevent rough sleeping. Some of the additional grant is funding extra support to vulnerable individuals to prevent rough sleeping and some existing budgeted services. The service has also absorbed the changing lives contract with two hostels and additional supported accommodation. The additional grant funding has resulted in additional costs of bringing the hostels in-house being broadly contained within the overall budget.
105. There was an overspend in Healthy and Sustainable Homes related to income from HMO licences not meeting expected numbers (£72k).
106. As previously reported the main pressure in Communities relates to a £300k library saving. The council is undertaking statutory processes to ensure any changes reflect a libraries Assessment of Need. The process requires time to review provision levels as well as necessary public consultation and agreement from the partners, however there has been no saving delivered in year and the value for 2025/26 now totals £600k. There remains an aspiration to gain a full saving from the process, but the timeline is in question.
107. Across Communities it was possible to mitigate the library cost pressure by maintaining vacancies and holding back on expenditure in areas such as Sport and within communities teams. There was an underspend on the City Wide Ward Committee Fund of £53k as round 2 didn't progress as anticipated. It is proposed that the second round of funding £50k is carried forward into 2025/26.
108. Within the Customer services area there has been an overspend of £248k. Bereavement Services have faced additional costs from the CYC share of losses within the Fulford Cemetery which have totalled £70k in the year. Options are being explored with the Parish council which manages the cemetery to minimise the losses going forward and therefore the council's exposure. Crematorium fees and charges alongside cost pressures resulted in an overspend of £130k in the year.
109. As previously reported the agreed saving of £500k from bus shelter advertising was not delivered this year. There is a transition year in 2025/26 and savings are not anticipated to be delivered until 2026/27.

Housing Revenue Account

110. The Housing Revenue Account budget for 2024/25 was set as a net surplus of £2,023k prior to debt repayment at February 2024. There were carry forwards of £2,293k agreed as part of the outturn report meaning the revised budget stands at £8,670k deficit (including £8,400k debt repayment). Once revenue contributions to capital expenditure are excluded the underspend on the HRA was £2,441k (equating to c5% of expenditure. The table below provides details by main expenditure and income heading.

Activity area	2024/25 Budget £'000	Draft Outturn Variance £'000	Draft Outturn Variance %
Repairs & Maintenance	10,761	-813	-7.5%
General Management	7,136	-251	-3.5%
Special Services	3,911	-410	-10.5%
Other Expenditure	20,600	-2,398	-7.6%
Dwelling rents	-37,933	+46	+0.1%
Non-Dwelling Rents	-533	-28	-5.3%
Charges for Services	-2,385	+201	+8.4%
Other Income	-1,318	-863	-65.5%
Total	270	-4,515	n/a
Debt Repayment	8,400	0	0
Total HRA Position	8,670	-4,515	-50.3%
Revenue Contribution to capital schemes slippage		+2,074	
Revised Position	8,670	-2,441	-26.4%

111. Across repairs 99% of the general reactive repairs budget was spent in the year. There was however a significant underspend of £659k against the planned project expenditure much of this relating to external painting. Delays in procuring contractors for this work meant missing much of the season when the work is most effective.
112. Across General Management there were a number of savings arising from vacancies across the asset management teams and the housing operations teams.

113. Across Special Services the underspend is primarily due to lower than budgeted energy costs and savings made whilst a significant section within Glen Lodge has been closed (with subsequent lost revenue)
114. There was slippage of £2m within the capital programmes of schemes that are funded from revenue contributions notably Energy Efficiency and Housing Environmental Improvement Programme. It is proposed that £75k of the slippage is used to support the Neighbourhood Caretaker model with staff resource being utilised on HRA estates.
115. Across income there was a shortfall of £249k across sheltered housing due to the closure of Glen Lodge. Elsewhere rent income was in line with budget. There was additional income from interest income (£850k) as interest rates remained higher than budget and HRA balances remained high.
116. The levels of working balance has allowed for the initial repayments £121.5m debt that the HRA incurred as part of self-financing in 2012. The first repayment of £1.9m was paid in 2023/24 and a second payment on £8.4m was repaid at 31st March 2025. This repayment has been funded from general HRA reserves.
117. The HRA working balance position as at 31st March 2024 was £30.0m and following the outturn position this position has reduced to £25.8m.

Corporate & Central Services

118. The forecast outturn position for the remaining areas of the Council is a net underspend of £149k and the table below summarises the latest forecasts by service area.

	2024/25 Budget £'000	Outturn Variance £'000	Outturn Variance %
Director of Finance	5,967	-122	-2.0%
CO HR & Support Services	10,137	-92	-1.0%
Director of Governance	3,821	-66	-1.7%
City Development	1,136	-99	-8.7%
Public Health	607	-5	-0.8%
Other Corporate & Treasury Mgt	18,942	-1,968	-10.4%
Support Services Net Income	-21,203	0	0.0%

Total	19,407	-2,352	-12.1%
--------------	---------------	---------------	---------------

*The above includes £1,036k of Support Service Charges and £21,203k of support service income

119. Within the corporate services directorates have all delivered underspends during the financial year.
120. Pressures in Finance due to External Audit fees (£157k) being higher than budgeted due to additional work undertaken as a part of the year end accounts. These have been offset by increased insurance interest (£71k) and favourable staffing variations and recharges (Finance £95k, Business Intelligence £75k and Procurement £18k).
121. Within Property there have been unbudgeted dilapidation costs of Commercial Properties (£142k, 1 Museum Street) and additional spend on external legal fees, (£137k). These were offset by additional fee income across the architects and engineering teams (£88k).
122. The Governance underspend is largely due to favourable staffing variations in Legal (£103k) which have covered overspends in Coroners (£41k) and Democracy (£21k).
123. The underspend in HR and Support Services is predominately due to staffing underspends in Business Support.
124. Across City Development the £98k savings have been achieved though staff vacancies and an additional opportunity to charge staff costs to the UK Share Prosperity Grant.
125. The Public Health Budget is showing an underspend of £5k however there was a net £60k underspend on the Public Health reserve that has been transferred into the Public Health reserve. The reserve stands at 31/03/2025 at £837k.
126. The Treasury Management budget underspent by £1,699k which was due to the levels of slippage in the capital programme and the reduced requirement for borrowing. This will not be recurring as the council is committed to the borrowing but the timing will determine the revenue impact.

Performance – Service Delivery

127. This performance report is based upon the city outcome and council delivery indicators included in the Performance Framework for the Council Plan (2023-2027) which was launched in September 2023. Wider or historic strategic and operational performance information is published quarterly on the Council's open data platform; www.yorkopendata.org.uk
128. The Executive for the Council Plan (2023-2027) agreed a core set of indicators to help monitor the Council priorities and these provide the structure for performance updates in this report. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly.
129. A summary of the city outcome and council delivery indicators by council plan theme are shown in the paragraphs below, and the latest data for all of the core indicator set can be seen in Annex 1.

Performance - Health and Wellbeing: A health generating city

130. **Number of children in temporary accommodation** – at the end of Q3 2024-25, there were 57 children in temporary accommodation in York which is an increase from 50 in Q1. The increase in Q3 has occurred in-line with the overall households in temporary accommodation also rising slightly from Q1. The proportion of households with dependent children continues to be just under half the total households in temporary accommodation (49% at Q3). The majority of these children are in stable family setups, do not show evidence of achieving worse outcomes, and York continues to report no households with children housed in Bed and Breakfast accommodation. Data for Q4 2024-25 will be available in August 2025.
131. **%pt gap between disadvantaged pupils and their peers achieving 9-4 in English and Maths at KS4** – Data shows that the gap at age 16 has narrowed both in York (31%) and Nationally (22%) in summer 2024 compared to the previous year. However, this now shows that the gap for York is wider than National.
132. **% of reception year children recorded as being overweight (incl. obese)** – The participation rates for the National Child Measurement Programmes (NCMP) in York for 2023-24 were 96.9% for reception aged children and 94.5% for Year 6 pupils.

- The 2023-24 NCMP found that 22.8% of reception aged children in York were overweight (including obese), compared with 22.1% in England and 23.8% in the Yorkshire and Humber region. York has the fourth lowest rate of overweight (including obese) for reception aged children in the Yorkshire and Humber region. The rate in York has increased compared with 2022-23 (from 19.9% to 22.8%).
- Of Year 6 children in York, 33.5% were overweight (including obese) in 2023-24 compared with 35.8% in England and 37.5% in the Yorkshire and Humber region. York has the second lowest rate of overweight (including obese) for Year 6 children in the Yorkshire and Humber region. The rate in York has increased compared with 2022-23 (from 32.5% to 33.5%).

133. **Slope index of inequality in life expectancy at birth** – Average Life Expectancy for men in York (79.8 years) is above the England average (79.1 years). For women (83.6 years) it is also above the England average (83.1 years).
134. Healthy Life Expectancy for men in York (62.0 years) is above the England average (61.5 years). For women (62.7 years) it is also above the England average (61.9 years).
135. The Slope Index of Inequality in life expectancy at birth measures the difference in life expectancy between the most and least deprived areas within a population. A higher value indicates a greater difference in life expectancy between the most and least deprived areas, suggesting greater health inequalities. The first published values were for 2011-13.
136. Since 2011-13 the inequality in life expectancy for women, in York, has increased (worsened) from 6.2 years to 6.7 years. The English average is currently 8.3 years.
137. Since 2011-13 the inequality in life expectancy for men, in York, has increased (worsened) from 6.6 years to 10.1 years. The English average is currently 10.5 years.
138. Deprivation deciles are drawn up using data from the 2019 Indices of Multiple Deprivation (IMD). The Lower Super Output Areas (LSOAs) in York are ranked from 1 to 120 on the overall IMD measure and then divided into local deprivation deciles with 12 LSOAs in each.

139. For women, in York, between the most and least deprived deciles there is currently a 9.2 year difference in life expectancy. For men, it is currently a 10.7 year difference in life expectancy.
140. **% of adults (aged 16+) that are physically active** – The latest data from the Adult Active Lives Survey for the period from mid-November 2023 to mid-November 2024 was published in April 2025. In York, 366 people aged 16 and over took part in the survey, and they reported higher levels of physical activity, and lower levels of physical inactivity, compared with the national and regional averages. York has the 6th highest physical activity rate and the lowest physical inactivity rate in England (out of 296 Districts and Unitary Authorities). Positively:
- 76.5% of people in York did more than 150 minutes of physical activity per week compared with 63.7% nationally and 62.3% regionally. There was a significant improvement in physical activity in York compared with the previous year (69.8%).
 - 12.9% of people in York did fewer than 30 minutes per week compared with 25.1% nationally and 26.9% regionally. There was a significant improvement in physical inactivity in York compared with the previous year (18.8%).
141. **Percentage of people who use services who have control over their daily life** – In 2023-24, 81% of all York's respondents to the Adult Social Care Survey said that they had "as much control as they wanted" or "adequate" control over their daily life, which was higher than the percentage from respondents in the Y&H region as a whole (80%). It is also higher than the corresponding percentage who gave one of these responses in England as a whole (78%). It has slightly increased in York from the 2022-23 figure (78%).
142. **Percentage of people who use services who have control over their daily life – Older People** – In 2023-24, 76% of older people in York that responded to the Adult Social Care Survey said that they had "as much control as they wanted" or "adequate" control over their daily life. This is the same as the corresponding percentages experienced by older people in the Y&H region (76%) and higher than for older people in England as a whole (74%). However, it has decreased in York from the 2022-23 figure (77%).
143. **Overall satisfaction of people who use services with their care and support** – Data at LA and national level for 2023-24 was

published in December 2024, and the data shows that there has been a slight decrease in the percentage of York's ASC users who said that they were "extremely" or "very" satisfied with the care and support they received from CYC compared with 2022-23 (down from 67% to 65%). The levels of satisfaction experienced by York's ASC users in 2023-24 were slightly lower than those in the Y&H region (66% said they were "extremely" or "very" satisfied with the care and support from their LA) but the same in England as a whole (where 65% gave one of these answers).

144. **Health Inequalities in wards** – The 'health gap' indicators show the difference between the wards with the highest and lowest values. A lower value is desirable as it indicates less variation in health outcomes based on where people live within the City. Trend data for these indicators helps to monitor whether the gaps are narrowing or widening over time.

- Absolute gap in % of Year 6 recorded overweight (incl. obesity) between the highest and lowest York ward (3 year aggregated) - The value for this indicator for the 3 year period 2021-22 to 2023-24 was 22.9% (the gap between 41.9% in Huntington & New Earswick and 19.0% in Heworth Without). The gap has narrowed compared with the previous reporting period (from 24.7% to 22.9%). The trend in this gap indicator shows a widening in the difference between the values in the highest and lowest ward over time (18.4% in 2008-09 to 2020-11 to 22.9% in the most recent 3 year period).
- Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest York ward (4 yr aggregated) - The value for this indicator for the 4 year period 2020-21 to 2023-24 was 10.53% (the difference between 95.95% in Haxby & Wiggington and 85.42% in Clifton). The latest value represents an improvement (a narrowing of the gap in York) compared with the previous values of 13.65% for 2019-20 to 2022-23 and 13.1% for 2018-19 to 2021-22.
- Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data) - The value for this indicator for the 4 year period 2020-21 to 2023-24 was 39.3% (the gap between 81% in Heworth Without and 41.7% in Westfield). There has been a

widening of the gap from the 4 year period 2017-18 to 2020-21 (36.5%) to the most recent 4 year period (39.3%).

145. **Children and young people in care per 10k, excluding short breaks** – At the end of March 2025, 240 children and young people were in York's care. As a rate per 10k population, this is just below the National average (2023-24) and within York's expected range. Unaccompanied Asylum Seeking Children (UASC), a sub-group of children in care, are expected to increase in number in York. At the end of March 2025, 15 of York's children in care were UASC, compared to 21 in December 2024. The National Transfer Scheme now mandates that "*the Home Office will not transfer UASC to an authority that is already looking after UASC in line with, or greater than, 0.1% of their child population*". For York, this is equivalent to approximately 34 young people based on current population.
146. **Children subject to a Child Protection Plan** – 125 children were the subject of a Child Protection Plan at the end of March 2025. As a rate per 10k population, York is just below the National average (2023-24). The number of children subject to a Child Protection Plan in York ranged between 125 and 150 in 2024-25.

Performance - Education and Skills: High quality skills and learning for all

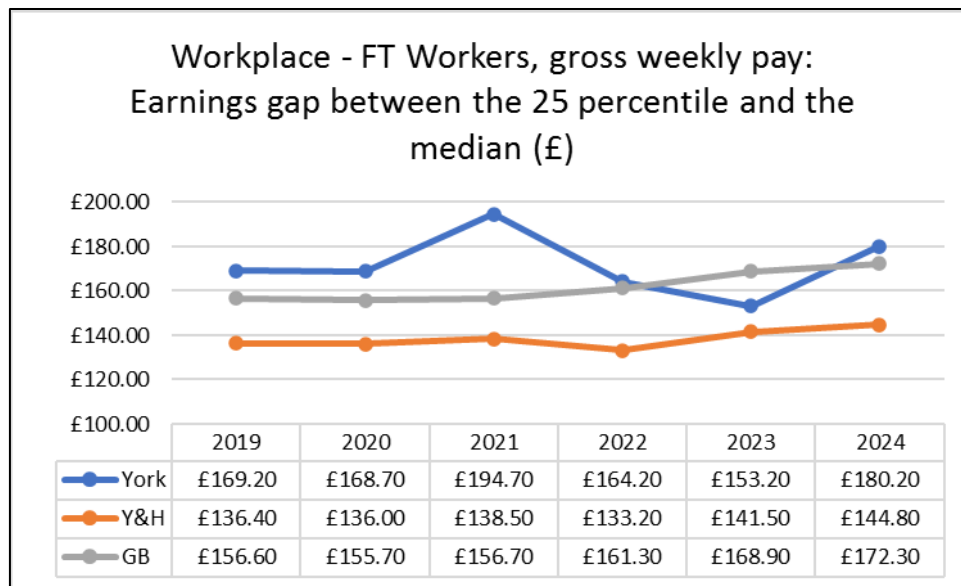
147. **% of working age population qualified to at least L2 and above** – In 2024-25, 93.3% of the working age population in York were qualified to at least L2 and above (GCSE grades 9-4), which is higher than the national and regional figures (86.7% and 85.2% respectively). This result ranks the city of York first regionally. This latest figure is an increase from 2023-24 (90%). It should be noted that there has been a slight change in methodology from 2022-23.
148. **% of working age population qualified to at least L4 and above** – In 2024-25, 59.6% of the working age population in York were qualified to at least L4 and above (certificate of higher education or equivalent), which is higher than the national and regional figures (47.6% and 40% respectively). This result ranks the city of York fourth regionally. The 2024-25 figure is an increase from 2023-24 (53.8%).
149. **% of pupils achieving 9-4 or above in English and Maths at KS4** – DfE data shows strong performance for York pupils when compared with National averages. In 2023-24, 70.5% of York's Year 11s

achieved grades 9-4 in English and Maths (considered a standard pass), compared to 65.5% Nationally.

150. **% of children who have achieved a Good Level of Development at Foundation Stage** – In 2023-24, 70% of our 5-year-olds achieved a Good Level of Development compared to 67.7% Nationally, and 66.1% in Yorkshire and Humber.

Performance - Economy: A fair, thriving, green economy for all

151. **Universal Credit Claimants** – At the end of March 2025 there were 14,337 people, in York, on Universal Credit. Although this is the highest figure to date, surpassing the previous high of 13,236 in February 2021, it is low compared to the region or nationally, and represents 11% of the working population in York, compared to 21% regionally and 16% nationally. The figures dropped to a low of 11,054 in May 2022 but they have steadily increased since then. This is a mixture of increased claimants and people who have been migrating over from other legacy benefits (Tax Credits, Housing Benefit, Income Support, Jobseeker's Allowance and Income-related Employment and Support Allowance), with the picture becoming clearer in 2025 as DWP expects/plans for all people on these legacy benefits to have moved over to Universal Credit in the year.
152. There are two types of claimant: those in employment and those not. Both types have been gradually increasing in the last 12 months with the number of those not in employment increasing as claimants of legacy benefits are migrated across to Universal Credit. The increase in the number of those in employment may be attributed to a higher percentage of part time workers (29.2% in York, 24.9% regionally and 24.6% nationally). In the region, York has the highest number of part time workers and the highest number of claimants in employment but the lowest proportion of claimants not in employment (57.1% compared to a regional high of 69.5%).
153. **Earnings gap between the 25 percentile and the median (£)** – In York, the latest figures suggest that median earnings have increased by 8.6% and the 25 percentile earnings have increased by 6.0%, and this means that the earnings gap has increased by 17.6%, in 2024, to £180.20. This is the highest gap since 2021. Nationally, there has been an increase of 2.3% to £172.30 and regionally an increase of 2.0% to £144.80.

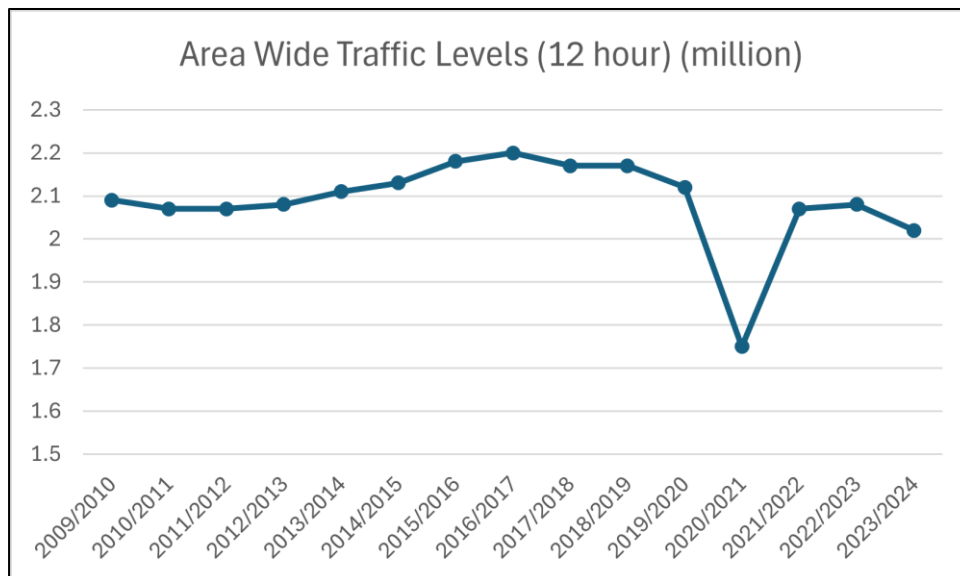


154. **Housing affordability (median house prices to earnings ratio) –** Owning a home in York remains largely unaffordable. In 2024, full-time employees, in York, could expect to spend around 8.5 times their annual earnings buying a home, compared to 7.7 times annual earnings in England and 5.8 times annual earnings in the region. In York this has decreased by around 7% on last year whilst national and regional levels have both fallen by around 8%.
155. **% of vacant city centre shops –** At the end of March 2025, there were 41 vacant shops in the city centre which equates to 6.52% of all city centre shops. This is 15 shops lower than at the same point in 2024 and much lower than the latest national benchmark in 2023-24 of 14%. The latest York figure is the lowest seen for a number of years.
156. **Business start ups –** Figures for 2022-23 showed 870 new business start-ups for York, which is higher than in the previous year (746 in 2021-22). The York figure is at only a slightly lower level to that seen before the pandemic (932 in 2019-20). The year to date figure up to the end of February 2024 of 767 new start ups is at a similar level to last year. The monthly figures for business start ups in York came from a regionally paid for dataset but this has now come to an end. Alternative sources of this information are being sought.
157. **GVA per head (£) –** In 2022-23, the GVA per head in York was £37,313 which was the second highest figure regionally. This latest figure is an increase from last year (£33,571). Annually since 2009-10, the GVA per head has generally been increasing (from £25,976 per head).

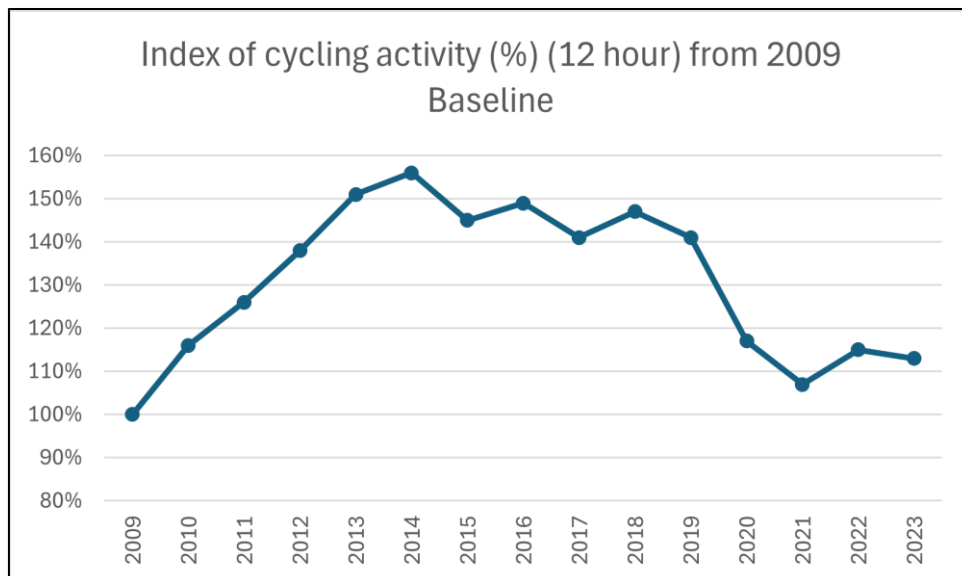
158. **% of working age population in employment (16-64)** – In Q3 2024-25, 77.8% of the working age population were in employment, which is higher than the national and regional figures (75.5% and 73.8% respectively) and the York performance gives the city a ranking of third regionally. The figure for Q3 2024-25 in York remains fairly high overall but is lower than the figures seen for the previous two years.
159. **% of Total Employees working for an Accredited Living Wage/Good Business Charter employer** – 16% of employees worked for an Accredited Living Wage employer and 13.5% worked for an Accredited Good Business Charter employer in 2023-24, which are at the same level as last year.
160. **Survival of Newly Born Businesses post 1 year** – In York, 175 businesses were created in Q3 2023-24, down 3% on a year ago. There were 160 business closures in the same quarter, which is 3% higher than in 2022-23. The survival rate post 1 year has been consistently around 94% in York for the last 4 years, with the latest figure of 93.9%. The York figures have been consistently higher than the National and Regional rates (92.3% and 91.7% respectively).

Performance - Transport: Sustainable accessible transport for all

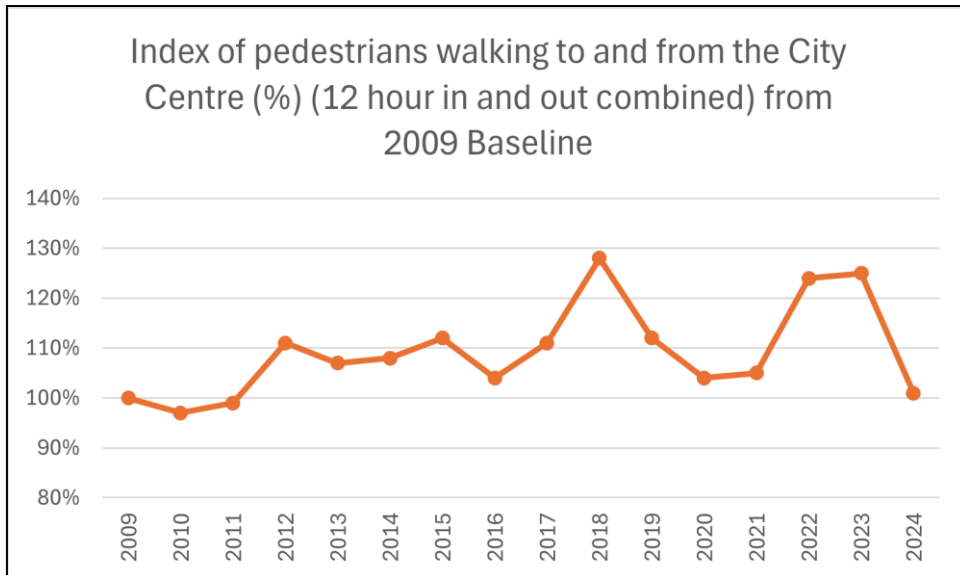
161. **P&R Passenger Journeys** – Passenger journeys for park and ride customers totalled 3.77m during 2024-25, which is an increase from 3.6m during 2023-24. These latest figures show that recovery post-covid is continuing, although they are not yet back at the pre-pandemic figures of between 4.2 and 4.6m. New figures for local bus passenger journeys are being quality assured and will be available for inclusion in the Q1 2025-26 Monitor.
162. **Area Wide Traffic Levels** – Between 2011-12 and 2016-17, the number of vehicles on the city's roads increased year on year to a high of 2.2 million. Following this, the numbers decreased to a low of 1.75m in 2020-21. However, the covid pandemic brought with it numerous national lockdowns and local restrictions so the decrease in traffic levels was to be expected. Since then, figures had increased to 2.08m in 2022-23 although the latest figures show a slight reduction to 2.02m vehicles in 2023-24.



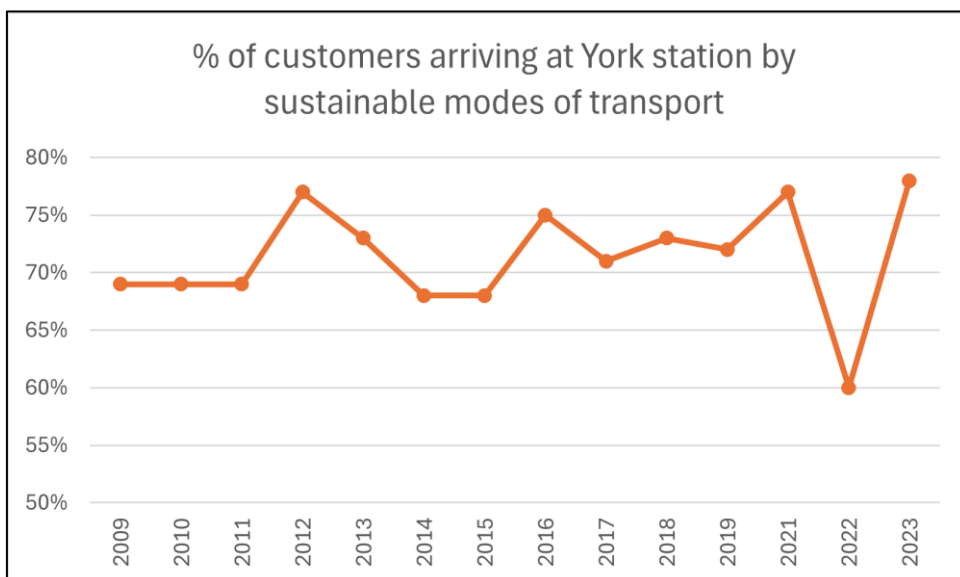
163. **Index of Cycling activity** – From a baseline taken in 2009, cycling figures increased year on year until 2014, where a high of 56% above baseline was achieved. Annual figures from 2014 then slowly started to fall until prior to the pandemic where cycling levels in the city were around 41% (2019) above the baseline. During the pandemic, figures then fell significantly and the latest data shows that cycling levels have been roughly comparable since with the actual figure for 2023 being 13% above the baseline of 2009.
164. The pandemic had a huge effect on how people travel around, and how much they travel. Other cities with high levels of cycling have also seen falls in activity. In York, cycling levels appear to have fallen because of a decline in commuting (as a result of more working from home), although travel patterns are still settling down. York has a strong walking and cycling heritage, but if we are to achieve our climate and traffic reduction targets and see a long-term, sustainable increase in rates of cycling, we need to enable more people to choose the bicycle as the primary way of getting around. There is much more to be done to encourage even more people towards riding, wheeling and walking in the future, and we have recently carried out an extensive LTP and Movement and Place consultations to better understand what changes we can make to help support residents to make the change to cycling, and how we can support our cycling communities. Data for 2024 will be available in July 2025.



165. **Index of pedestrians walking to and from the City Centre** – From a baseline in 2009 (36,919), there has been a 1% increase in the number of pedestrians walking to and from the city centre in 2024. This is 24 percentage points lower than in 2023, but this drop is likely because there was heavy rain on the day the survey took place, so less people were walking to and from the city centre. Data is gathered on an annual basis over the course of one day; it is a count of pedestrians crossing an inner cordon set just beyond the inner ring road and includes off-road routes such as riverside paths.
166. For cycling and walking, data is collected over a 12 hour period once per year and there is a valuable record going back many years. However, the limited nature of the data (that it is only collected on one day) mean that other variables such as the weather and roadworks can have undue influence. Looking forward we are exploring more comprehensive ways of gathering data around walking and cycling, using some of the AI technology that is now available.



167. **% of customers arriving at York station by sustainable modes of transport** – In 2023, 78% of customers arrived at York station by sustainable modes of transport which is an increase from 60% in 2022 (the survey was delayed in 2022 so didn't take place until January 2023 which may have affected the result, and in addition, two of the usual counting locations were missed which may explain the lower than usual percentage). The data is usually gathered by an annual survey which takes place for a five-hour period in seven locations around the station. Members of the public are asked how they arrive at the station and the results are flow weighted to take into account the split of people arriving at each entrance. Data for 2024 will be available in July 2025.



168. **The number of CYC electric vehicle recharging points** – There were 103 CYC electric recharging points at the end of 2024-25, which is the same as at the end of 2023-24.
169. When looking at all providers of EV charging, the latest data collated by ZapMap, a charging locator app, shows that for York the total number of publicly available charging devices (all speeds) was 160 at the end of Q4 2024-25 which is an increase from 146 at the start of the year. The number of those which were rapid chargers was 50 at the end of Q4 which is an increase from 36 at Q1. A charging device may have more than one connector and be able to charge more than one vehicle at a time so the figures do not show total charging capacity but are an indication of and can be used to compare York to national and regional rates. The rate of devices available (all speeds) per 100,000 population was 78.2 for York compared to 66.2 Regionally and 115.4 Nationally. York was just above the Regional and National rates for rapid charging devices at the end of the year at 24.4 per 100,000 population compared to 22.3 Nationally and 21 Regionally.
170. **% of Principal/Non-principal roads where maintenance should be considered** – In 2024-25, the percentage of principal roads in York, from local figures, where maintenance should be considered was 14% (an increase from 11% in 2023-24). There are two processes for collecting this indicator, a local one for providing the figures above, and a one-off SCANNER survey which is used by the DfT for benchmarking. The latest York figure for SCANNER is 2% for principal roads in 2023-24 and this is slightly lower than the latest available benchmarks in 2023-24 (National average 4% and Regional average 3%).
171. The percentage of non-principal roads in York, from local figures, where maintenance should be considered was 33% in 2024-25 (a large increase from 25% in 2023-24). Like the above indicator, there are two processes for collecting this indicator, a local one for providing the figures above, and a one-off SCANNER survey which is used by the DfT for benchmarking. The latest York figure for SCANNER is 4% for non-principal roads in 2023-24 which is lower than the latest benchmarks in 2023-24 (National average 7% and Regional average 4%). Please note SCANNER surveys were not carried out in York in 2021-22 and 2022-23.

Performance - Housing: Increasing the supply of affordable housing

172. **Number of new affordable homes delivered in York** – During 2024-25, affordable housing completions are significantly below the identified level of need (although 153 affordable homes have been delivered in 2024-25, compared to 122 in 2023-24). National scale challenges are facing many areas with buoyant housing markets such as a shortage of sites for affordable housing and labour and supply chain constraints, and these have affected delivery in York. The council itself is maximising delivery opportunities currently, and will access a range of funding opportunities for direct delivery in addition to securing over half of the total completions during 2024-25 through Section 106 planning agreements. The council's own Housing Delivery Programme will deliver an increased number of affordable homes during 2025-26, including accessing significant grant funding.
173. There is a significant and growing future pipeline of affordable homes with planning permission in place across the council's own newbuild development programme and section 106 planning gain negotiated affordable housing. This has been supported by the progress to adoption of the council's Local Plan. Inclusive of applications with a resolution to approve from Planning Committee, there are over 1,500 affordable homes identified in approved planning applications. The progress ranges from sites that are being built out currently to others with substantial infrastructure or remediation challenges to resolve prior to development. Over 600 of these have progressed through detailed planning, either as a Full application or Reserved Matters (inclusive of applications with Resolution to Grant from Planning Committee, awaiting s106 agreement). The remainder are at Outline stage, with more uncertainty on timescales and final delivery levels, including the York Central affordable housing contribution.
174. The Government and Combined Authority have stated that housing supply, and affordable homes in particular, are amongst its key delivery priorities and the council will take advantage of new opportunities in this climate wherever possible.
175. **% of dwellings with energy rating in A-C band in the EPC register** – An Energy Performance Certificate (EPC) gives a property an energy efficiency rating from A (most efficient) to G (least efficient) and is valid for 10 years. Apart from a few exemptions, a building must have an EPC assessment when constructed, sold or let. Whilst the EPC register does not hold data for every property, it can be viewed as an indication of the general efficiency of homes. The rating is based on

how a property uses and loses energy for example through heating, lighting, insulation, windows, water and energy sources. Each area is given a score which is then used to determine the A-G rating and a rating of A-C is generally considered to be good energy performance.

176. The % of properties on the register for York with an EPC rating of A-C at the end of March 2025 was 46.1%. This measure has increased incrementally month on month since CYC began reporting on the information in March 2023 when 42% of properties were rated A-C. The largest changes in York continue to be in the middle categories with around 4% less properties rated D-E and around 4% more rated C. Data is based on the last recorded certificate for 62,774 properties on the register for York, some of which will have been last assessed more than ten years ago. When looking at certificates added or renewed in the past year only for 2024-25, 59% of certificates were rated A-C for York compared to 61% Nationally and 57% Regionally.
177. **Net Additional Homes** – Between 1st April 2024 and 30th September 2024, a total of **398 net additional homes** were completed. This total comprises two elements:
- There has been a total of 339 net housing completions. This represents more than double the number of housing completions compared to the same monitoring period last year. The main features of the housing completions that were carried out are:
 - 309 homes (91.2%) were completed on housing sites (Use Class 3).
 - 243 homes (71.7%) resulted from the change of use of other buildings to residential use. The Cocoa Works site provided 172 of these properties.
 - A total of 99 new build homes (29.2%) were completed.
 - 4 homes were demolished during the monitoring period.
 - Individual sites that saw the construction of five or less dwellings contributed just 37 (10.9%) additional homes.
 - The most significant individual sites providing housing completions (Use Class C3) over the monitoring period have been 172 flats at the Cocoa Works, Haxby Road (Phase 1 Blocks A and B), Cherry Tree House (48), 218 Fifth Avenue (48), Germany Beck (16), Former Civil Service Club, Boroughbridge Road (11) and the former York City Football Club, Bootham Crescent.

- In addition to the 339 net additional homes completed, four care home developments were built during the monitoring period resulting in a net increase of 107 bedspaces. Using the nationally set ratio for communal establishments, this equates to a further **59 completed homes**.

178. **Net Housing Consents** – Planning applications determined during the half year monitoring period of 1st April 2024 to 30th September 2024 resulted in the approval of **383 net additional homes** and represents an increase of almost sixty approved homes compared to last year's update covering the equivalent monitoring period.

179. The main features of the housing approvals are:

- 272 of all net homes consented (71%) were granted on traditional housing sites (Use Class C3).
- Sites granted approval on traditional housing sites (Use Class C3) included Station Yard, Wheldrake (139), Land at Moor Lane, Copmanthorpe (75), whilst the site at Hospital Fields Road & Ordnance Lane was granted consent for an additional 16 homes compared to its earlier approval for 85 homes. A further 36 homes were approved on sites of 5 homes or less.
- The Enterprise Rent-a-Car site at 15 Foss Islands Road was granted consent for 133 privately managed student accommodation studio flats.
- Two previously approved sites at Huntington South Moor New Lane Huntington (-20) and Chelmsford Place Fulford Road (-4) resulted in a total loss of 24 homes compared to their original consents.
- During the monitoring period, a further 282 homes were approved by Planning Committee through a resolution to grant planning permission subject to the execution of a section 106 agreement and recommended conditions. These sites are at draft housing allocation ST4: Land adjacent to Hull Road (162) and the Retreat, 107 Heslington Road (120). These sites are still awaiting full approval.

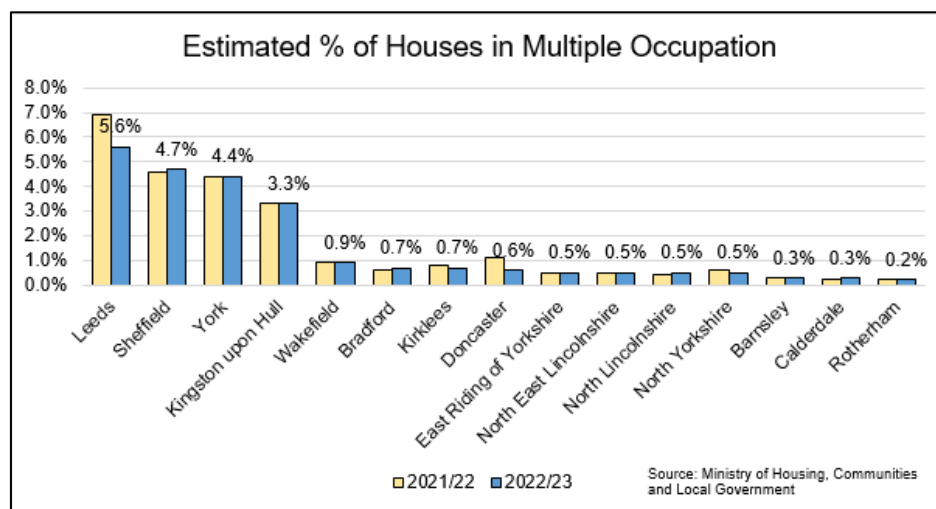
180. **Number of homeless households with dependent children in temporary accommodation** – at the end of Q3 2024-25 there were 30 households with dependent children in temporary accommodation in York which is an increase from 26 in Q1. The increase has occurred in-line with the overall households in temporary accommodation also increasing from 57 households in Q1 to 61 in Q3. The % of

households in temporary accommodation which have dependent children was 49% which is comparable with previous quarters at just under half the total households and below the national figure for the same period where 63% were families. Although the council would like these to reduce further, progress has been made from the peaks seen at the end of 2022-23.

181. Of the 30 households with children in temporary accommodation at quarter end, all were recorded as accommodated in hostels, this will generally be James House which is designated accommodation for families. Everyone who is homeless and in temporary accommodation will have a support worker to guide them through the process of finding and keeping future accommodation along with help for budgeting, debt advice, independent living skills, tenancy management and completion of actions on a personal housing plan. York continues to report no households with children housed in Bed and Breakfast accommodation at quarter end.
182. When looking at the total number of households in temporary accommodation per households in area (000s), York has seen a slight increase during 2024-25 but continues to perform positively compared to benchmarks (0.69 in York compared to 5.28 Nationally and 1.58 Regionally). Data for Q4 2024-25 will be available in August 2025.
183. **Number of people sleeping rough** – Every year, Local Authorities in England provide a figure for how many people they believe are sleeping rough on a typical night between 1 October and 30 November. This can be provided through a count of rough sleepers on a single night, or an intelligence led estimate. Rough sleeping is defined as sleeping or about to bed down in the open air or places not designed for habitation. For Autumn 2024, York reported a figure of 30 people sleeping rough on a single night which is an increase from 15 reported in 2023. When looking at numbers of people sleeping rough per 100,000 population, York follows the National and Regional trend of increasing numbers, however, continues to be above both benchmarks for the time of year (York 14.5, National 8.1, Regional 6.9). Of the 30 people, 25 were male and 5 female which is a similar % split as Nationally, and none were under the age of 18.
184. In addition to the annual survey, a monthly count also takes place on the last Thursday of each month. Navigators carry out an early morning street walk checking known rough sleeping hot spots and responding to intel or reports of rough sleepers. The latest figure shows that there

were 14 people sleeping rough in York in March 2025, which is a large decrease from 23 people in March 2024 and from the high of 30 in the autumn.

185. **HMO's as % of properties in York** – The estimate of the proportion of Houses in Multiple Occupation (HMO) divided by the total number of dwellings within York in 2022-23 has remained at 4.4% which is the 3rd highest in the region, behind Leeds and Sheffield. The average for England is 1.5% and regionally it is 1.6%. Data for 2023-24 will be available in July 2025. It is not surprising that the levels are higher in university cities as a recent survey suggests that 7 in 10 students live in a privately rented HMO house while studying in the UK.



186. A HMO is defined as an entire house, flat or converted building which is let to three or more persons who form two or more households and who share facilities such as a kitchen, bathroom and toilet.
187. **% of dwellings failing to meet the decent homes standard** – Data submitted through the Regulator for Social Housing (RSH) Return showed that at the end of 2023-24, 140 council properties were considered to be non-decent which is 1.9% of council housing stock. The 2023-24 figure is a slight increase from 1.6% of properties at the end of 2022-23. The national figure reported by the RSH for 2023-24 was 3.64%. 2023-24 was the first time this return took place and 2024-25 data will be prepared over the coming months, with provisional figures likely due by the next monitor.
188. An increase in the number of non-decent properties for York was anticipated following the commissioning of a Full Stock Condition Survey to be carried out on HRA housing stock during 2024. The extensive survey provides a range of information on the internal,

external and communal safety and condition of each property. By the end of 2023-24, 36% of stock had been inspected and whilst strengthening the information held on housing, has surfaced further properties requiring work. Survey information received has highlighted in particular an increase in the number of properties with a category 1 hazard which causes an instant fail against the decent homes criteria, these are being responded to by the service as a matter of priority.

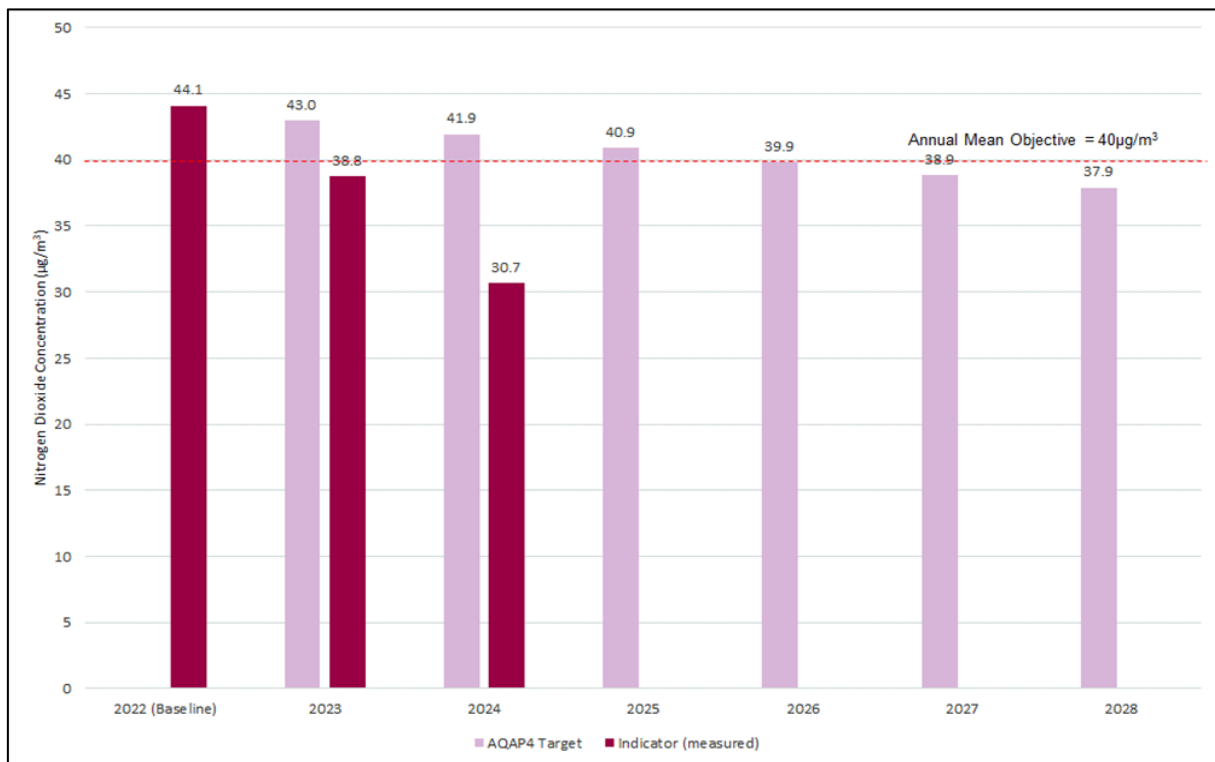
189. **% of repairs completed on first visit** – The percentage of repairs completed on the first visit was 82.9% in 2024-25, which remains high and is an increase from 80.3% in 2023-24.
190. **Number of void properties** – There were 55 void properties at the end of 2024-25, which is a slight increase from the 52 void properties at the end of March 2024. There were 7 major works voids at the end of March 2025, just one more than in March 2024.
191. **% of tenants satisfied that their landlord provides a home that is well maintained** – In 2023-24 in York, 64% of tenants were satisfied that the landlord provides a well maintained home, which is one of the tenant satisfaction measures collected for the Regulator for Social Housing (RSH). The national figure for 2023-24 reported by RSH was 67%. Results from the 2024-25 Tenant Satisfaction Survey show a reduction in this area with 56% of respondents reporting that they were satisfied. National figures for 2024-25 are due in early summer.
192. Combined with tenant feedback, data received from the 2024 stock condition survey, where around 87% of properties were physically inspected, will provide further evidence for the council to assess the condition of homes and act on results. York continues to report positive compliance rates for gas, fire, asbestos and water hygiene safety across housing stock and updated figures for homes meeting the Decent Homes Standard are due in the summer.

Performance - Sustainability: Cutting carbon, enhancing the environment for our future

193. **Average of maximum annual mean Nitrogen Dioxide concentration recorded across three areas of technical breach** – With the exception of 2024 (and 2020 during the pandemic), CYC's air quality monitoring network has previously demonstrated sustained exceedances of the health-based nitrogen dioxide objective of 40µg/m³ in 3 areas of the city, namely Gillygate/Lord Mayor's Walk,

Blossom Street/Holgate Road and Rougier Street/George Hudson Street. These are referred to as 'technical breach areas' and fall within CYC's Air Quality Management Area.

194. Whilst not all monitoring points within these areas were exceeding health-based standards, there has previously been at least one monitor at a point of relevant public exposure within each area that was above the annual mean objective of $40\mu\text{g}/\text{m}^3$. This indicator considers an average of the maximum annual mean concentrations of NO_2 in these three areas.



195. As can be seen from the graph above:

- Projections undertaken for CYC's Fourth Air Quality Action Plan (AQAP4) suggested that it might take until 2026-27 for this indicator to fall below $40\mu\text{g}/\text{m}^3$. However, the rate of improvement observed in York between 2022-2024 has significantly exceeded that observed in earlier years from 2012-2022 (which was around 2.5% improvement a year over 10 years).
- The AQAP4 target was met in 2024 and the indicator is well within the $40\mu\text{g}/\text{m}^3$ health-based objective. This is a good result.

196. Measures such as the introduction of further electric buses (and other types of electric vehicle) across the network have undoubtedly contributed to this success. In line with commitments in AQAP4, CYC aims to improve air quality further in all areas to improve public health.
197. **Percentage of household waste sent for reuse, recycling or composting** – The latest provisional data for the proportion of household waste sent for reuse, recycling or composting was 36.6% within Q3 2024-25, which is a decrease from 37.9% during Q3 2023-24. There has also been a small decrease in the total household waste collected (196.5kg per household from the same time last year (202.9kg)), a reduction in reuse, recycling or composting waste per household (72kg from 77kg in 2023-24) however residual (approx. non-recycling) household waste remained at around 126kg per household. The increase in the number of households may account for the decrease in the overall recycling figures.
198. **Level of CO2 emissions across the city and from council buildings and operations** – Emissions associated with council operations have been reducing across every category we measure, due to the work underway to improve the energy efficiency of our buildings and fleet electrification. However, improvements to the scope and accuracy of our reporting methodology mean that new emissions are now being recorded, resulting in an overall increase in reported operational emissions. Fully understanding our emissions is an important step in managing and mitigating our impact. Further details are available here:
<https://democracy.york.gov.uk/documents/s179414/Report.pdf>. City-wide emissions have experienced a small increase in 2021, following post-covid restrictions. While this rebound is not unexpected, emissions have not returned to pre-covid levels following the long-term trend of emissions reduction since 2005. The rate of reduction over this time, however, is not sufficient to meet our net zero by 2030 ambition and significant emissions reductions are needed over the remaining years. Further details are available here:
https://democracy.york.gov.uk/documents/s179439/EMDS_City%20Wide%20Emissions%202024.pdf
199. **% of Talkabout panel satisfied with their local area as a place to live** – The second biannual resident satisfaction survey taken by the Talkabout panel took place during Q3 2024-25. Results from the Q3 2024-25 Talkabout survey showed that 80% of the panel were satisfied with York as a place to live, a five percentage point decrease from the

previous survey, returning to the same level as Q3 2023-24. 80% were satisfied with their local area, consistent with results from Q3 2023-24, and consistently higher than the average from the Community Life Survey, which recorded the lowest level of satisfaction since the survey began in 2013-14, at 74%.

200. **% of Talkabout panel who give unpaid help to any group, club or organisation** – Results from the Q3 2024-25 Talkabout survey found that 66% of panellists had given unpaid help to any group, club or organisation within the last 12 months. The government's Community Life Survey 2023-24 recorded that 54% had taken part in either formal or informal volunteering at least once in the last 12 months.
201. **Number of trees planted (CYC)** – During 2024-25, CYC planted circa 213 standards (trees around 2-3 metre in height) and 2,492 whips (trees around 30-50 centimetre in height) within the city's highway verges, parks and open spaces. Thirty of the standards were planted by the Council's Public Realm team with the remaining 183 standards and all whips delivered through the Council's 'Green Streets' initiative fully funded by external grants totalling £175,000. Whip planting included the creation of two 'Miyawaki' micro-woods to mark the coronation of King Charles III.
202. Adding these figures to the 150 standards and 2,516 whips planted during 2023-24 (fully supported by £75,000 external grant funding) brings the total number of trees delivered during the current Council Plan period to 5,371, exceeding, ahead of time, the Council's commitment to plant 4,000 additional trees by March 2028 to address the climate and nature emergencies.
203. **% of Talkabout panel who think that the council are doing well at improving green spaces** – The results for Q3 2024-25 showed that 38% of respondents agreed the Council and its partners are doing well at improving green spaces, consistent with results from Q1 2024-25.

Performance - How the council will operate

204. **FOI and EIR – % of requests responded to in-time (YTD)** – 95% of FOI and EIR requests were responded to in-time during 2024-25, which is an increase from 89% in 2023-24 and the highest figure seen for a number of years.

205. **% of 4Cs complaints responded to in-time** – There has been a large decrease in the number of corporate complaints received over recent years and the decrease has continued into 2024-25 with 1,054 complaints (compared to 1,310 in 2023-24 and 1,866 in 2022-23). The percentage of corporate complaints responded to in time during 2024-25 was 70.1% which is a large decrease from 85.5% in 2023-24. The figures were lower during the start of the year but had increased in the second half and the March figure was 85.3% showing an improvement.
206. **% of the Talkabout panel reporting an excellent, good, satisfactory or poor experience when they last contacted the council about a service** – The results for this indicator for Q3 2024-25 show that the majority of the panel report having a 'good' (28%) or 'satisfactory' (38%) experience when they last contacted the Council, with 11% reporting an 'excellent' experience and 23% reporting a 'poor' experience, consistent with Q1 2024-25.
207. **Average sickness days per full time equivalent (FTE) employee** – At the end of March 2025, the average number of sickness days per FTE (rolling 12 months) had increased to 12.1 days from 11.2 in March 2024. The latest benchmarks show that the CIPD public sector benchmark is 10.6 days per FTE, putting us above national trends.
208. **York Customer Centre average speed of answer** – Phones were answered, on average, in 42 seconds during 2024-25 by the York Customer Centre. This is slower than in 2023-24 (13 seconds) but faster than the previous few years. Call volumes have increased in the last year due to garden waste calls.

Consultation Analysis

209. Not applicable

Options Analysis and Evidential Basis

210. Not applicable

Organisational Impact and Implications

211. The recommendations in the report potentially have implications across several areas. However, at this stage

- **Financial implications** are contained throughout the main body of the report. The actions and recommendations contained in this report should ensure the continued financial stability and resilience of the Council both in the current year and in future years.
- **Human Resources (HR)**, there are no direct implications related to the recommendations.
- **Legal** The Council is under a statutory obligation to set a balanced budget on an annual basis. Under the Local Government Act 2003 it is required to monitor its budget during the financial year and take remedial action to address overspending and/or shortfalls of income.
- **Procurement**, there are no specific procurement implications to this report.
- **Health and Wellbeing**, there are no direct implications related to the recommendations.
- **Environment and Climate action**, there are no direct implications related to the recommendations.
- **Affordability**, there are no direct implications related to the recommendations.
- **Equalities and Human Rights**, there are no direct implications related to the recommendations.
- **Data Protection and Privacy**, there are no implications related to the recommendations.
- **Communications**, there are no direct implications related to the recommendations.
- **Economy**, there are no direct implications related to the recommendations.

Risks and Mitigations

212. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.

Wards Impacted

213. All.

Contact details

For further information please contact the authors of this report.

Author

Name:	Debbie Mitchell
Job Title:	Director of Finance
Service Area:	Finance
Telephone:	Ext 4161
Report approved:	
Date:	

Co-author

Name:	Ian Cunningham
Job Title:	Head of Business Intelligence
Service Area:	Finance
Telephone:	Ext 5749
Report approved:	
Date:	

Annexes

Annex 1: Q4 Performance Tables - City Outcomes and Council Delivery Indicators 2023-2027