

**Notice of a public meeting of  
Executive**

**To:** Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Lomas, Pavlovic, Ravilious, Steels-Walshaw, and Webb

**Date:** Thursday, 14 November 2024

**Time:** 5.30 pm

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

**AGENDA**

**Notice to Members – Post Decision Calling In:**

Members are reminded that, should they wish to call in any decisions made on items\* on this agenda, notice must be given to Democratic Services by **4:00 pm on Thursday, 21 November 2024**.

\*With the exception of matters that have been the subject of a previous call in, require Full Council approval, or are urgent, which are not subject to the call-in provisions. Any called in items will be considered by the Corporate Services, Climate Change and Scrutiny Management Committee.

**1. Apologies for Absence**

To receive and note apologies for absence.

**2. Declarations of Interest**

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

(1) *Members must consider their interests, and act according to the following:*

<b>Type of Interest</b>	<b>You must</b>
<i>Disclosable Pecuniary Interests</i>	<i>Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Directly Related)</i> <b>OR</b> <i>Non-Registrable Interests (Directly Related)</i>	<i>Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Affects)</i> <b>OR</b> <i>Non-Registrable Interests (Affects)</i>	<i>Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>

- (2) *Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.*
- (3) *Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.*

**3. Minutes** (Pages 1 - 6)

To approve and sign the minutes of the Executive meeting held on 10 October 2024.

**4. Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the Executive.

**Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is 5:00pm on Tuesday, 12 November 2024.**

To register to speak please visit [www.york.gov.uk/AttendCouncilMeetings](http://www.york.gov.uk/AttendCouncilMeetings) to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

**Webcasting of Public Meetings**

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at [www.york.gov.uk/webcasts](http://www.york.gov.uk/webcasts).

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates ([www.york.gov.uk/COVIDDemocracy](http://www.york.gov.uk/COVIDDemocracy)) for more information on meetings and decisions.

- 5. Forward Plan** (Pages 7 - 12)  
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.
- 6. Establishing a Joint Committee between City of York Council and the Humber and North Yorkshire Integrated Care Board** (Pages 13 - 46)  
This report sets out a proposal to form a Joint Committee (Section 75 agreement) between Humber and North Yorkshire Integrated Care Board and City of York Council.
- 7. Care Experience as a Protected Characteristic** (Pages 47 - 70)  
This report recommends that the local authority ensures people with care experience are treated as if it were a Protected Characteristic under the Equality Act 2010.
- 8. York Youth Strategy** (Pages 71 - 118)  
This report presents the new Youth Strategy for the city. The strategy has been developed with young people and partners and is called 'Young people belong in York'. This demonstrates from the outset our commitment to young people in our city having access to the right support they need.
- 9. York Mental Health Hub Commissioning Arrangements: Options Paper** (Pages 119 - 196)  
The Connecting our City Project is a multi-agency project aimed at improving mental health and wellbeing in York. The Project team are hosted by City of York Council (CYC) and the Project has largely been funded through NHS Community Mental Health Transformation (CMHT) Funding.
- 10. Local Transport Strategy Implementation Plan** (Pages 197 - 318)  
This report sets out a new Local Transport Strategy to support the City of York Council's new Council Plan.
- 11. Capital Programme Update Monitor 2** (Pages 319 - 346)  
The purpose of this report is to set out the projected outturn position for 2024/25 including any under/overspends and adjustments, along with requests to re-profile budgets to/from current and future years.
- 12. Finance & Performance Monitor 2** (Pages 347 - 410)  
This report sets out the projected 2024/25 financial position and the performance position for the period covering 1 April 2024 to 30 September 2024.

**13. Treasury Management 2024/25 Mid-Year Review & Q2 prudential indicators** (Pages 411 - 432)

The purpose of this report is to provide a regular update to the Executive Member for Finance on Treasury Management activity for the first half of the 2024/25 financial year.

**14. York Christmas Market 2024 and Blue Badge Access**

This report reviews arrangements for the Christmas Market 2024 and the options for blue badge access.

*Report to follow.*

**15. Urgent Business**

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

Democratic Services officer:

Name: Robert Flintoft

Contact details:

- Telephone – (01904) 55 5704
- E-mail – [Robert.flintoft@york.gov.uk](mailto:Robert.flintoft@york.gov.uk)

For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

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我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

City of York Council

Committee Minutes

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Meeting	Executive
Date	10 October 2024
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Baxter, Pavlovic, Ravilious, Steels-Walshaw and Webb
Officers in Attendance	Ian Floyd – Chief Operating Officer Bryn Roberts – Director of Governance Debbie Mitchell – Chief Finance Officer Sara Storey - Corporate Director of Adult Services and Integration Martin Kelly - Corporate Director of Children and Education Katie Brown - Commissioning Manager Sara Orton - Youth Justice Service Manager
Apologies	Councillors Lomas

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### **PART A Minute**

#### **39. Declarations of Interest (17:30)**

Members were asked to declare at this point in the meeting any disclosable pecuniary interest or other registerable interest they might have in respect of business on the agenda, if they had not already done so in advance on the Register of Interests. None were declared.

#### **40. Minutes (17:32)**

Resolved: That the minutes of the Executive meeting held on 12 September 2024 be approved and then signed by the Chair as a correct record.

#### **41. Public Participation (17:33)**

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

**42. Forward Plan (17:34)**

Members received and noted details of the items that were on the Forward Plan for the next two Executive meetings at the time the agenda was published.

**43. Granting consent for York and North Yorkshire Combined Authority Borrowing Powers (17:34)**

The Director of Governance introduced the item, he explained that the York and North Yorkshire Combined Authority had inherited some borrowing powers at its inception but required both City of York Council and North Yorkshire Council's consent for the laying of Regulations granting borrowing powers. He outlined a small level of risk associated with the borrowing powers but that governance arrangements were in place to limit the risk to the Council.

The Executive Leader noted that the Council had been unable to give 28 days' notice of the decision due to how quickly the combined authorities desire to get the permissions through the House of Commons. She outlined the importance for the combined authority to be able to have these borrowing powers so that it could operate effectively.

Resolved:

- i. To delegate authority to the Chief Operating Officer to agree to the unconditional granting of consent for the laying of Regulations granting borrowing powers to the York and North Yorkshire Combined Authority.

Reason: To enable to York and North Yorkshire Combined Authority to deliver on its key strategic priorities.

**44. Community Dementia Model (17:40)**

The Corporate Director of Adult services and Integration introduced the report and outlined that the new Community Dementia Model would be a partnership with the Integrated Care Board who would lead on the model.

The Executive Member for Health, Wellbeing and Adult Social Care stated that the partnership working with the Integrated Care Board, would assist in reducing the duplication of work around supporting people with dementia in the community. She stated that it was important to commission the work to engage in early intervention opportunities within the community.

Resolved:

- i. Agreed the funding to continue City of York Council's contribution to funding the new Community Dementia Model for a period of three years (with an option to extend for a further two years) noting:
  - the contract will be procured by the ICB with CYC as a partner;
  - through a lead provider model and engagement with the market and to delegate to the Corporate Director of Adult Social Care and Integration (in consultation with the Head of Procurement and the Director of Governance) the authority to enter into an agreement with the ICB for the provision of the funding and to agree to the award of the resulting contract for the Community Dementia Model service by the ICB.

Reason: To support people with dementia within the community.

**45. Community contracts to support early intervention and prevention in Adult Social Care (ASC) (17:50)**

The Corporate Director of Adult services and Integration introduced the report, which sought approval to commission two contracts in relation to advice and information services and support and information services.

The Executive Member for Health, Wellbeing and Adult Social Care highlighted the need for early intervention and prevention work in adult social care. With an aging population and an expected increase in people requiring care, she noted the importance of support that helped people to live independently

in their own homes and keep individuals out of costly long-term care while meeting peoples needs.

Resolved:

- i. To approve the approach to commission, through a competitive tendered process, the following two services for a period of 3 plus 2 years:
  - a) Advice and Information Service (value £100,000 per annum)
  - b) Supporting Independence Service (value £127,000 per annum)

Reason: The option proposed will comply with CYC's Contract Procedure Rules in terms of completing an open, fair, and transparent process as the market has not been approached since 2017. The procurement procedure is subject to the Light Touch Regime under the Public Contracts Regulations 2015 and will be completed as an Open Procurement Procedure.

The provision of the Advice & Information and Supporting Independence Services ensures the Council meets the statutory duty under the Care Act 2014 through prevention and delay.

- ii. To delegate authority to the Corporate Director of Adult Services and Integration ("DASS"), in consultation with the Head of Procurement and the Director of Governance to take such steps as are necessary to procure, award and enter into the resulting contracts.

Reason: This will enable the Contract Award to be implemented within the Procurement timescales.

#### **46. York Youth Justice Service Plan (18:01)**

The Corporate Director of Children and Education introduced the report and outlined that the Council had a statutory duty to approve a Youth Justice Service Plan. Therefore, the Executive were asked to recommend the plan to full Council.

The Executive member for Children, Young People and Education thanked the team for their hard work. He highlighted the important work that the plan covers including delivering a trauma informed practice and noted that he was happy to send to Council for approval.

Recommended:

- i. To Full Council the York Youth Justice plan for approval.

Reason: To ensure the Council fulfils its statutory duty to submit an annual Youth Justice Plan.

## **PART B MINUTE – Recommended to Council**

### **47. York Youth Justice Service Plan (18:01)**

The Corporate Director of Children and Education introduced the report and outlined that the Council had a statutory duty to approve a Youth Justice Service Plan. Therefore, the Executive were asked to recommend the plan to full Council.

The Executive member for Children, Young People and Education thanked the team for their hard work. He highlighted the important work that the plan covers including delivering a trauma informed practice and noted that he was happy to send to Council for approval.

Recommended:

- ii. To Full Council the York Youth Justice plan for approval.

Reason: To ensure the Council fulfils its statutory duty to submit an annual Youth Justice Plan.

Cllr Douglas, Chair

[The meeting started at 5.30 pm and finished at 6.09 pm].

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**Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 12 December 2024**

Title and Description	Author	Portfolio Holder
<p><b>Local Cycling and Walking Infrastructure Plan</b></p> <p>Purpose of Report: This report will present the Local Cycling and Walking Infrastructure Plan alongside a background report which details the evidence and process used to identify future improvement zones for walking, wheeling and wheelchair use alongside an aspirational cycle network for York.</p> <p>The Executive will be asked to:</p> <p>i) Approve the Local Walking and Cycling Infrastructure Plan (LCWIP) for the City of York Council area.</p> <p>ii) Approve supporting documents of the LCWIP.</p>	<p>Michael Howard</p>	<p>Executive Member for Transport</p>

<p><b>Homelessness &amp; Rough Sleeper Strategy 2024-29</b></p> <p>Purpose of Report: The report will present to Executive the Homelessness &amp; Rough Sleeper Strategy for 2024-29. The Strategy will guide work in this area for the following five years and will seek to enlist partners, stakeholders and citizens in a plan to make homelessness rare, brief and non-recurring.</p> <p>The Executive will be asked to:</p> <ul style="list-style-type: none"> <li>i. Approve the Homelessness &amp; Rough Sleeper Strategy for 2024-29.</li> <li>ii. Establish a multi-agency governance board to help guide the Strategy.</li> <li>iii. Authorise the Director of Housing and Communities and the Corporate Director – Adult Social Care and Integration, to work with partners on service re-design and service transformation, moving to a Housing First approach.</li> <li>iv. Authorise Director of Housing and Communities to work with partners to increase the supply of suitable accommodation to help meet demand.</li> <li>v. Authorise Director of Housing and Communities and the Corporate Director – Adult Social Care and Integration, to develop a preventative approach and services.</li> </ul>	<p>Pauline Stuchfield,  Directorate of  Housing and  Communities and  Sara Storey  Corporate Director  of Adult Services  and Integration</p>	<p>Executive Member  for Housing,  Planning and Safer  Communities</p>
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**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 23 January 2025**

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Capital Budget 2025/25 to 2029/30</b></p> <p>Purpose of Report: To present the capital programme, including detailed scheme proposals.</p> <p>Members will be asked to recommend the proposals to Full Council.</p> <p>This item was originally due to be received by the Executive on 13 February 2025, but has been brought forward to the 23 January 2025 in order to fit with budget timelines.</p>	<p>Debbie Mitchell, Chief Finance Officer</p>	<p>Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>
<p><b>Capital &amp; Investment Strategy</b></p> <p>Purpose of Report: To set out a framework for all aspects of the council's capital and investment expenditure including prioritisation, planning, funding and monitoring.</p> <p>Members will be asked to: Recommend the strategy to full council.</p> <p>This item was originally due to be received by the Executive on 13 February 2025, but has been brought forward to the 23 January 2025 in order to fit with budget timelines.</p>	<p>Debbie Mitchell, Chief Finance Officer</p>	<p>Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>

<p><b>Capital Programme Update Monitor 3</b></p> <p>Purpose of Report: To provide members with an update on the capital programme.</p> <p>Members will be asked to note the issues, recommend to Full Council any changes as appropriate.</p> <p>This item was originally due to be received by the Executive on 13 February 2025, but has been brought forward to the 23 January 2025 in order to fit with budget timelines.</p>	<p>Debbie Mitchell, Chief Finance Officer</p>	<p>Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>
<p><b>Finance &amp; performance Monitor 3</b></p> <p>Purpose of Report: To present details of the overall finance and performance position.</p> <p>Members will be asked to note the report.</p> <p>This item was originally due to be received by the Executive on 13 February 2025, but has been brought forward to the 23 January 2025 in order to fit with budget timelines.</p>	<p>Debbie Mitchell, Chief Finance Officer, Ian Cunningham, Head of Business Intelligence</p>	<p>Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>

<p><b>Financial Strategy 2025/26</b></p> <p>Purpose of Report: To present the Financial Strategy, including detailed revenue budget proposals.</p> <p>Members will be asked to: Recommend the proposals to Full Council.</p> <p>This item was originally due to be received by the Executive on 13 February 2025, but has been brought forward to the 23 January 2025 in order to fit with budget timelines.</p>	<p>Debbie Mitchell, Chief Finance Officer</p>	<p>Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>
<p><b>Treasury Management Quarter 3 Prudential Indicators</b></p> <p>Purpose of Report: To provide members with an update on the treasury management position.</p> <p>Members will be asked to note the issues and approve any adjustments as required to the prudential indicators or strategy.</p> <p>This item was originally due to be received by the Executive on 13 February 2025, but has been brought forward to the 23 January 2025 in order to fit with budget timelines.</p>	<p>Debbie Mitchell, Chief Finance Officer</p>	<p>Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>

<p><b>Treasury Management Strategy Statement 2025/26 - 2029/30</b></p> <p>Purpose of Report: To set out the treasury management strategy, including the annual investment strategy and the minimum revenue provision policy statement and prudential indicators.</p> <p>Members will be asked to: Recommend the strategy to Full Council.</p> <p>This item was originally due to be received by the Executive on 13 February 2025, but has been brought forward to the 23 January 2025 in order to fit with budget timelines.</p>	<p>Debbie Mitchell, Chief Finance Officer</p>	<p>Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>
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<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	Ian Floyd, Chief Operating Officer
<b>Portfolio of:</b>	Cllr Claire Douglas, Leader of the Council

**Decision Report:** Establishment of a Joint Committee (Section 75 agreement) between Humber and North Yorkshire Integrated Care Board and City of York Council

### Subject of Report

1. This report sets out a proposal to form a Joint Committee (Section 75 agreement) between Humber and North Yorkshire Integrated Care Board and City of York Council
2. The 2022 Health and Care Act allows for the formation of joint committees between an Integrated Care Board and any local authority within its geographical area. A joint committee is defined in the legislation, and its purpose is to establish a formal governance mechanism to oversee integrated working between health and care, and to allow for the aligning and pooling of resources where both health and local authorities fund care and support for residents, under Section 75 of the National Health Service Act 2006. This report will seek executive approval for CYC to enter into such an arrangement with the Humber and North Yorkshire ICB.

### Benefits and Challenges

3. The creation of a Joint Committee will improve the quality of health and care for residents in the city. As an enabling mechanism, it will not directly change services overnight, but the partnership working, joint planning and joint funding arrangements it allows between the council and health will lead to greater integration between healthcare services.

4. It is well recognised that in a complex health and care landscape, with separate providers of NHS services (primary care, secondary care, mental health services, public health services) and local authorities providing social care assessment and means-tested care, there are many opportunities and benefits of greater joint working as 'one system' from the perspective of the person receiving care.
5. It is also well recognised that such integration is a huge challenge, nationally and at local level, and sustained policy positions on integration in theory have not always led to integration in practice. Even given this positive development in York of a Joint Committee, there will be much further work to do between all partners to deliver the high quality and joined-up health and care our residents deserve.

## **Policy Basis for Decision**

6. The ability to form a joint committee is set out in the 2022 Health and Care Act, which allows for the formation of joint committees between an Integrated Care Board and any local authority within its geographical area.
7. The formation of a joint committee is fully aligned to the [Council Plan](#) and reflects ambitions contained within our 10-year strategies covering climate, health and wellbeing and the economy, most specifically the Health and Wellbeing Strategy 'Ambition' to 'Build a Collaborative Health and Care System'

## **Financial Strategy Implications**

8. Significant commissioning funds are already pooled between the ICB and the council using a s75 agreement, through the Better Care Fund. This amounts to £17.2m of ICB funding, and £8.2m of CYC funding.
9. Governance routes for this fund, as per legislation, go through the Health and Wellbeing Board.
10. Under the new s75 associated with a Joint Committee, £10.5m of ICB funding and £1m of CYC's budget is being considered for inclusion in the extended S75 agreement for the financial year 2025/6, in addition to the funds above, a total resource of £37.2m.

11. Further funds would be able to be pooled at the agreement of signatories of the s75 in future years. The pool is expected to increase over time as further areas for aligned working and joint decision making are identified and assessed.

## Recommendation and Reasons

12. Executive is asked to:

- a. Agree the establishment of a Joint Committee between City of York Council and Humber and North Yorkshire Integrated Care Board, under section 71 of the Health and Care Act 2022

**Reason:** This will enable the necessary governance arrangements to be established for the s75 agreement.

- b. Delegate authority to the Chief Operating Officer, in conjunction with the Director of Governance (Monitoring Officer), to enter into s75 arrangements with Humber and North Yorkshire ICB, in relation to the formation of a joint committee and the pooling of a defined set of funds as set out in the report.

**Reason:** This will better enable joint decisions to be made around the funding and commissioning of health and care in York, including whole services and also individual packages of care.

## Background

13. The ICB and CYC partnership arrangements have matured over the course of the past two years, building on the health and care alliance in existence prior to the 1st July 2022 when the ICB was established.
14. Since 2022, the York Health and Care Partnership (YHCP) has been an Executive Committee of the ICB, drawing on membership across ICB senior officers, CYC senior officers, York and Scarborough NHS Teaching Hospital, Tees, Esk and Wear Valley NHS Mental Health Trust, primary care, York Centre for Voluntary Services, Healthwatch York, the university and education sectors, and CYC elected members.

15. Establishing a Joint Committee between the two main commissioning partners on the YHCP is a natural next step in our journey and will bring Health resources together with Social Care, Public Health and Community resources to enable joint planning, joint decision making, and joint policy development, all supported by single contracting and performance processes.
16. The proposed arrangements also take full account of the ICB operating model of 6 places, 5 collaboratives and one System, and are timely given the development of the ICB's operating model, where 'place' arrangements can now include delegated powers and budgets over community, primary and community mental health care.
17. The exploration of a joint committee arrangement was agreed in the 2024/25 YHCP plan, and in June 2024 CYC and the ICB initiated dialogue to fully explore the section 75 arrangement. This has been through a new sub-group of the YHCP, the Joint Commissioning Forum, chaired by the CYC Director of Public Health.
18. The ICB executive have endorsed the 'pragmatic yet ambitious' approach being proposed:
  - a) To focus on establishing supporting infrastructure - governance, decision making, joint posts, and risk share arrangements - to operate from 1 April 2025, without immediately pooling or aligning all potential funds through the new arrangements in the first year.
  - b) To preserve the strong multi-partner arrangements within the proposed bilateral arrangements between CYC and ICB, and thus operate the Joint Committee under the auspices of the York Health and Care Partnership Place Committee, rather than establishing a separate forum
  - c) In order to facilitate the above, to develop two aspects of governance: a section 75 agreement (of the ICB and LA) and a signed partnership agreement (all YHCP members).
  - d) To model the s75 agreement on the first and so far only other joint committee established in Humber and North Yorkshire, that between the ICB and North East Lincolnshire Council – recognising the extensive development and legal advice obtained in drafting this agreement, but also

recognising some differences between the two areas (e.g. extent of financial challenge), and plan accordingly.

19. With this in mind, the aim is to have a Section 75 agreement in place with effect from 1st April 2025.

*Rational for place delegation and the formation of a joint committee*

20. The Joint Commissioning Forum has developed a clear narrative to explain to residents why we want to develop joint commissioning arrangements:

*Joint Commissioning in York – Our Narrative*

*In the health and care sector in York, there are things we can't do alone that we can do together, such as management of the care home market, supporting people receiving 'out of area' care back home, addressing the rising number of people with health conditions such as dementia, mental illness and frailty, and ensuring our children and young people are supported to get the best start in life.*

*Joint approaches lead to better joined up services for residents. This makes sense for where services are targeting similar populations, where there is benefit in multi-agency working, and where an active focus on prevention can reduce costs to statutory services.*

*Joint approaches will help us prepare for the challenges ahead, with unsustainable finances and workforce, a system that is no longer affordable, and rising demands bringing additional pressures. Taking decisions together will help avoid costly decisions that fail to take account of interdependencies between health care services, the wider determinants of health, and the longer-term benefits of supporting the health and wellbeing of our children and young people.*

*We are part of a wider system of health and care partnerships in Humber and North Yorkshire, committed to 'Place Delegation': support the sustainability of local health and care systems and enabling excellence in the way services are developed and delivered with and for people, families, and communities.*

21. This narrative will be used to initiate conversations with partners and the public on the emerging arrangements.

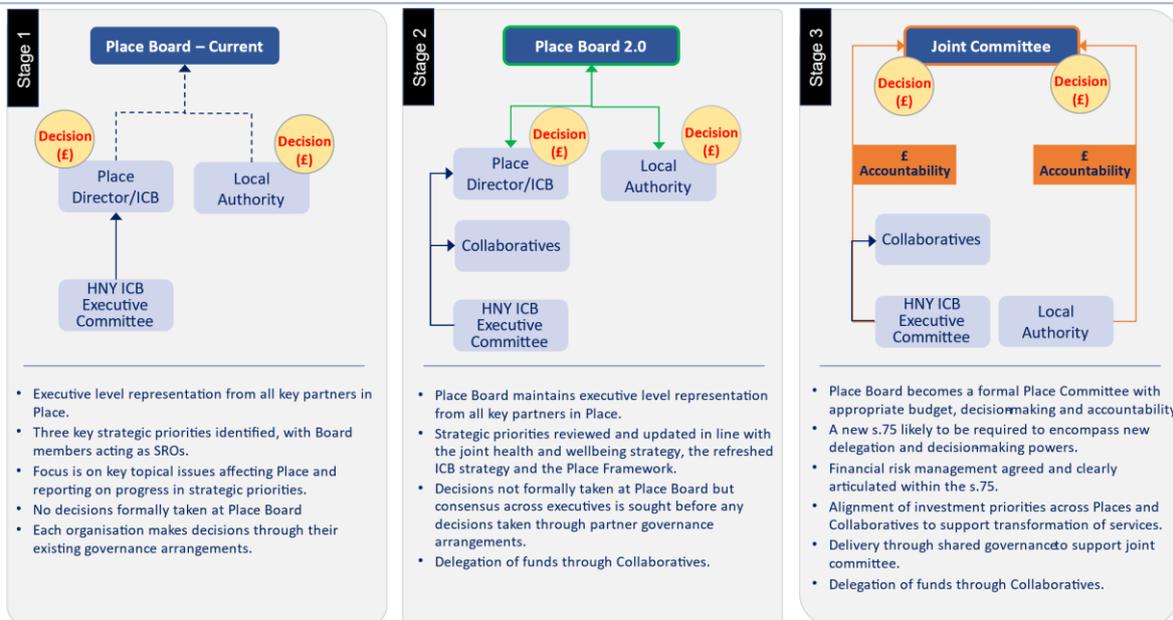
*Delegation and Accountability of the Joint Committee*

22. With the new ICB operating model there is an opportunity for greater delegation and decision making through places and provider collaboratives.
23. The 2022 Health and Care Act s675z allows for the formation of joint committees between an Integrated Care Board and any local authority within its geographical area. As Local Authorities are not relevant bodies for the purposes of these new legal provisions,

they cannot make arrangements under s65Z5 in respect of their own functions; s65Z5 is a means of involving Local Authorities in the exercise of NHS functions.

24. It is important to be clear that, whilst the proposed arrangement in this paper is described as a “joint committee”, this is not a Joint Committee in the legal sense. Under section 101 of the Local Government Act 1972 local authorities can make arrangements for the delivery of their functions by a committee, sub-committee, or officer of their authority, or by any other local authority. Arrangements under this last part are commonly referred to as Joint Committees. As neither the NHS nor the ICB fits within the definition of a “local authority” under the 1972 Act, the arrangement is not a formal Joint Committee; it is better considered to be a joint operational arrangement, but the term “joint committee” will be used in line with its usage within NHS operational structures.
25. The diagram below details the current Place Board arrangements and how delegation and decision making are evolving within Humber and North Yorkshire ICB. In York Place we are operating at Stage 2 in practice already, and the intention is to move towards Stage 3 (Joint Committee) towards a Joint Committee by April 2025.

**Delegation, Decisions and Accountability**



26. In terms of decision making, integration and risk management there is a spectrum of approaches available for each individual commissioning and funding stream under a s75, ranging from simple aligning of budgets through to fully integrated provision. The

case for change and the benefits that can be achieved need to be understood and need to be the catalyst for determining the most appropriate decision-making arrangements.

27. A service-by-service review, led by the Joint Commissioning Forum with proposals ratified by the YHCP, will develop the local case for change here in York. In summary, budgets will either be aligned or pooled:
  - *Aligned budgets* are delegated to place i.e. YHCP. Decisions are considered jointly through YHCP Executive Committee and recommendations made, but control and decision making remains with the accountable organisation. Joint control does not exist for these budgets as decisions about the relevant activities do not require the unanimous consent of the parties that collectively control the arrangement. The formal route for decision making needs to be agreed and clearly set out within the delegation arrangements.
  - *Pooled budgets* are delegated to place and joint control is in place – decisions require the unanimous consent of the parties that collectively control funds, as set out through the Section 75 agreement. A pooled budget occurs where partners agree to set aside funds for a specific purpose that they will pursue jointly, usually because it addresses common objectives or results in benefits from working together. There is no requirement to physically transfer finances in order to have a pooled budget arrangement.
28. Lead Commissioning and Integrated Provision are likely to have the greatest benefits of integration in the longer term, allowing commissioning and provision of health and social care to operate in a truly joined up manner, focused on our population needs rather than traditional service boundaries.
29. The legal vehicle to achieve delegation to place in York will be a Section 75 agreement, building upon the established agreement between the ICB and North-East Lincolnshire Place but reflecting the priorities of the York Health and Care Partnership.
30. Decisions on whether funding is included within the Section 75 agreement, and whether they are included on an aligned or pooled basis, will be made on a case-by-case basis. Considerations will include developing a joint understanding of why integration or joint / aligned decision making for this service / budget is important to

York, what our ambition is for the service, and what will be different because of the arrangement.

*Decision making of the Joint Committee*

31. The Joint Committee will finalise and agree Terms of Reference prior to coming into force on April 1<sup>st</sup> 2025. The following key principles will be followed as Terms are drafted.
32. Membership of the committee will be defined formally as a set of nominated executive-level officers from the two signatory partners (ICB and CYC). This will constitute the Joint Committee legally, and for voting purposes on matters relating to the s75 agreement.
33. In practice, partners have agreed that to preserve the legacy of York Health and Care Partnership Committee as an alliance between the whole range of health and care partners (including providers, VCSE and elected member representatives) we will operate the Joint Committee under the auspices of the York Health and Care Partnership Place Committee, using the same monthly scheduled meetings to conduct all of our business.
34. Partners have agreed that the chair of the Joint Committee shall be the Executive Place lead for York, currently the Chief Operating Officer of City of York Council.
35. Decisions will be presented to the Joint Committee by report, following an agreed governance framework and publication schedule.
36. Minutes and decisions of the York Health and Care Partnership Committee will continue to be published as part of the York Health and Wellbeing Board papers, bi-monthly, to facilitate open and transparent decision-making.

*Financial contributions to the s75*

37. The mechanism for setting financial contributions to the Joint Committee will, for the council, remain a decision of elected members through the annual budget-setting process. This process will henceforth include within it plans for the total resource available that the council intends to include within the s75 for the upcoming financial year, including the funds which are proposed to be pooled or aligned.
38. The Joint Committee will then use this resource, together with equivalent NHS funding, to allocate budget to health and care

commissioning activity via the s75, and using a mechanism of a yearly commissioning intentions report, which will come to the York Health and Care Partnership for discussion and agreement.

39. Financial arrangements, safeguards and provision for handling disputes will be detailed in the s75. A set of financial risk share principles have already been discussed and agreed by the York Health and Care Partnership, and are found at annexe 1. The partners are committed to careful financial management, within the allocated resources.
40. For clarity, the s75 does not expose the council to any deficit or overspend position within health, or vice versa. Through the budget setting process CYC allocates a total amount to the s75, and through the yearly commissioning intentions report, the total pool of funds in the s75 is allocated to commission an agreed set of services. Budgets for these services will be fixed. No liabilities are transferred between organisations, and provisions are made for statutory duties which organisations remain bound by.
41. Decisions on what streams of funding are included within the Section 75 agreement each year, and whether they are included on an aligned or pooled basis, will be made on a case-by-case basis. Considerations will include developing a joint understanding of why integration or joint / aligned decision making for this service is important to York, what our ambition is for the service, and what will be different because of the arrangement.
42. The s75 will commit partners to undertake to conduct themselves in accordance with the requirements of their respective governance arrangements including, but not limited to, financial and contractual procedures, schemes of delegation and standing orders.

#### *The s75 Agreement*

43. A Section 75 agreement between the ICB and Northeast Lincolnshire Council was signed in 2024. This has been shared with officers for comparative purposes.
44. The main body of the Section 75 agreement and accompanying schedules will document:
  - a) aims and outcomes expected from entering into the formal Section 75 agreement.

- b) scope of services and the financial value attributed with those services.
  - c) whether the funding will be managed via a pooled or non-pooled fund (in York we are referring to non-pooled funds as aligned budgets, as described in the previous section).
  - d) support services carried out by jointly funded staff and what each partners obligation is to the other.
  - e) that all the services will be managed on an integrated commissioning basis, i.e. jointly, which then enables the continuation and expansion of integrated provider services across sectors and population groups.
45. The York Joint Commissioning Forum proposes to replace the aims and outcomes of the North East Lincs Section 75 with the following aims and outcomes:
- Improve the quality and efficiency of Section 75 Services by undertaking activities together, such as market management, joint strategies to repatriate people in receipt of complex packages out of area, joint forecasting and resource planning for high-cost population groups such as dementia, frailty.
  - Develop and deploy effective joint approaches that join services and systems together to better support people to positively manage their health and wellbeing and reduce costs to statutory services. Including alignment of working practices, professional standards within regulatory parameters, and contracts for service.
  - Work towards organisational and financial sustainability, recognising the challenges ahead in relation to workforce, rising costs, and rising demands, by taking decisions together that take account of interdependencies between health care services and the wider determinants of health.
  - Fully contribute to the wider system of health and care partnerships in Humber and North Yorkshire, in accordance with the HNY Strategic Framework Commitments.
  - In accordance with the HNY Strategic Framework, transfer responsibilities, resources, and decision-making to place, ensuring appropriate accountability insofar as the Partners exercise the Functions in accordance with this Agreement

- In accordance with the HNY Strategic Framework, create and encourage collective commitment to excellence of all organisations that are members of York Health and Care Partnership, through a signed partnership agreement that effectively uses the combined workforce and skill sets of the York Health and Care Partners, to:
    - Foster a culture of mutual respect, trust, and open communication that builds strong partnerships to deliver seamless and integrated care.
    - Embrace learning and continuous improvement to optimise care delivery and outcomes
    - Encourage local innovation and experimentation to find better ways to deliver care
    - Enable communities to shape, participate in and take ownership of their health and wellbeing services
    - Prioritise the health and wellbeing of the population within each place, addressing inequalities, equity and promoting preventative care and help people live longer healthier lives
    - Facilitate seamless, integrated services across physical and mental health, social care, and wider determinants of health
    - Operate with transparency, shared accountability and clear reporting mechanisms
    - Take forward, fulfilling, or contribute to further integration of health and social care functions and arrangements enabled by the creation of aligned or pooled budgets to maximise resources and impact for the population.
46. The York Joint Commissioning Forum proposes the Section 75 will contain a list of funds it covers, including an indication of whether they are to be aligned or pooled.
47. There is no reference to a Partnership Agreement between partners in the ICB and NELC section 75. It may be prudent not to formally couple the two aspects of governance which could prove problematic should one aspect require change. North East Lincs Place is in the process of developing a similar agreement and there are examples across the country that have developed such

agreements that sit independently but are aligned to section 75 agreements.

48. There will be mechanisms in the s75 around dispute resolution, Indemnities and shared liabilities, and termination.

## **Consultation Analysis**

49. The creation of a joint committee between CYC and the ICB is intended to improve services and resident experience of care in the city, and both these outcomes require co-design and engagement with our communities. This already happens as part of the ongoing dialogue between statutory and VCSE healthcare services and residents, which takes place through such mechanisms as the VCSE Assembly, VOICES network, patient involvement groups, York Healthwatch.
50. The specific matters in this paper have not yet been subject to public engagement, as they predominantly reflect the changes in our NHS and local government commissioning architecture. The ICB legal team have advised that there is no statutory requirement to carry out public engagement for the establishment of a joint committee and to sign a Section 75 Agreement. However, CYC and the ICB fully intend to engage patients and the public on the benefits of integration between the NHS and social care more broadly, and this has already taken place through the development of the Humber and North Yorkshire Health and Care Partnership Strategy, which underwent extensive engagement with representatives of clinical, professional, and community groups.
51. We also intend for community engagement and co-production on our integration journey to happen extensively at the York Health and Care Collaborative, on behalf of the joint committee. This forum is attended by community representatives nominated by the VCSE assembly, Healthwatch, CYC elected members, as well as health and care provider leads.

## Options Analysis and Evidential Basis

The options available to members are:

**Option A (recommended)** – Agree the formation of a joint committee and delegation of relevant powers to sign a s75 with the ICB

**Option B** – Do not agree the formation of a joint committee and continue with existing commissioning arrangements for health and care in York

## Organisational Impact and Implications

The various implications of this report are summarised below.

### Financial

52. Significant commissioning funds are already pooled between the ICB and the council using a s75 agreement, through the Better Care Fund. This amounts to £17.2m of ICB funding, and £8.2m of CYC funding. Under the new s75 associated with a Joint Committee, £10.5m of ICB funding and £1m of CYC's budget is being considered for inclusion in the extended S75 agreement for the financial year 2025/6, in addition to the funds above.
53. Further funds would be able to be pulled at the agreement of signatories of the s75 in future years. The pool is expected to increase over time as further areas for aligned working and joint decision making are identified and assessed.
54. No additional CYC funds are committed as part of these new arrangements, and future joint commissioning using CYC funds will have to be undertaken within the budget envelope agreed for those funds through the annual council budget-setting process.
55. The s75 does not expose the council to any deficit or overspend position within health, or vice versa. Through the budget setting process CYC allocates a total amount to the s75, and through the yearly commissioning intentions report, the total pool of funds in the s75 is allocated to commission an agreed set of services. Budgets for these services will be fixed. No liabilities are transferred between organisations, and provisions are made for statutory duties which organisations remain bound by.

## **Human Resources (HR)**

56. There are no direct HR implications of the proposals within this report. As part of joint commissioning arrangements, some posts may be pooled to work across both the council and the ICB. Where there are different employers any such working arrangements will require an agreed understanding between the separate organisations to detail how the arrangements will operate in practice.

## **Legal**

57. Extensive legal advice was sought by the ICB prior to the signing of the s75 with North East Lincolnshire Council. It is proposed that further legal advice is sought to support amendments to the proposed ICB and CYC Section 75 agreement, prior to being signed by the Chief Operating Officer under the powers delegated from Executive by this report.

## **Procurement**

58. Continuous involvement where appropriate will be required from the Commercial Procurement Team. Any proposed amendments will need to be made with the support from both the Commercial Procurement Team and Legal Services, prior to agreements being signed by the council.

## **Health and Wellbeing**

59. The section 75 will have a positive impact on the quality and experience of care people receive as it will over time reduce the number of hand offs between providers, reduce some of the administrative delays that accompany a transfer of care between the NHS and Social care, and will empower people through the adoption of a social care strengths-based approach to assessment and provision.
60. Partners at place will work together to reduce social and health inequalities and support the integration of services. They will harness the collective leadership to lever the totality of resources that will address wider determinants of health. The ICB and CYC will pool resources, promote preventative care, and use targeted approaches to working with communities to have the greatest positive impact over time on the population's health.

## **Environment and Climate action**

61. No climate change implications have been identified

## **Affordability**

62. The recommendations will foster the joining services and systems together to better support people to positively manage their health and wellbeing and reduce costs to statutory services. This focus particularly on community-based services and early intervention and prevention activity are likely to have a positive impact on health and residents' ability to lead economically active lives for longer.

## **Equalities and Human Rights**

63. Everyone has the right to the highest attainable standard of physical and mental health. We have an obligation to develop and implement legislation and policies that guarantee universal access to quality health services and to address the root causes of health inequalities, including poverty, stigma and discrimination. The right to health is indivisible from other human rights - including the rights to education, participation, food, housing, work and information.
64. A full Equalities Impact Assessment can be found at Annex 2

## **Data Protection and Privacy**

65. The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.

## **Communications**

66. The creation of a Joint Committee will need proactive comms support through a robust communications and stakeholder engagement plan. This will include, but is not limited to, branding, tone of voice, partnership liaison, promoting the benefits of the committee to residents, and responding to any media enquiries. We will then work closely with partners to deliver ongoing comms to support the work of the partnership across the city, monitoring this on a regular basis to ensure we are getting the results that the objectives of the Joint Committee set out.

## **Economy**

67. The establishment of the Joint Committee will help support the Economic Strategy 2022-2032 Thriving Workforce theme, which sets out how businesses are vital to supporting wellbeing. In addition, the health and care sector is a sector of huge importance to York. By establishing the appropriate governance that will allow greater integration and pooling of resources, there is more opportunity to continue to improve resident's health and wellbeing and the positive impact that has on the city's economy

## **Risks and Mitigations**

68. The agreement contains a section on how risks will be mitigated and managed by the partnership, with the expectation that the partnership will work together to find solutions and generate efficiencies, taking full opportunity to maximise the premium of place.
69. This has been examined in the context of the financial health and history of the local health and care system by Directors of Finance for CYC and York and North Yorkshire Places in the ICB.
70. The financial risk across the NHS and Local Authority was identified by the Place Committee in March 2024 as the main risk in establishing a Joint Committee, given the financial situation locally. The Joint Commissioning Forum has undertaken a financial health check, which identified that:
71. York is one of the lowest funded Councils in the country, with a national rank of 143 out of 150. If all services are included, such as NHS, Police and Schools, York is the lowest funded Local Authority area in the country, ranked at 150 out of 150
72. City of York Council is facing significant financial challenges and looking to save £30m from a net budget of £149m over the next three years. This will be needed to fund service pressures, particularly in Adult and Children's Social Care, fuelled by demographic increases but also inflation mainly driven by the increases in National Living Wage
73. There are similar significant financial pressures facing the ICB and York Place. Although the financial reporting arrangements across the ICB for Places have now changed, it is important to note that the NHS Vale of York CCG came into the ICB with an underlying recurrent annual deficit of £7.9m in 2023/24. This was managed

largely non-recurrently throughout 2023/24 and will have been impacted by further pressure in year.

74. Given the findings of this healthcheck, the Joint Commissioning Forum requested a set of financial principles be developed to underpin the financial arrangements set out in the ICB and NELC section 75 to help mitigate the risks relating to a deterioration in finance. These are set out in annexe 1.

## **Wards Impacted**

75. This proposal will affect all wards in wards in York.

## Contact details

For further information please contact the author of this Decision Report.

### Author

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<b>Job Title:</b>	Director of Public Health Director of Governance
<b>Service Area:</b>	Public Health Governance
<b>Telephone:</b>	07511160283
<b>Report approved:</b>	Yes
<b>Date:</b>	06/11/2024

### Background papers / legislation

None.

### Annexes

- Annex 1: Financial risk principles
- Annex 2: Equalities Impact Assessment

### List of Abbreviations Used in this Report:

ICB	Integrated Care Board
CYC	City of York Council
YCHP	York Health and Care Partnership Executive Committee

## Financial Principles and Risk Sharing

### 1. PRINCIPLES

The partnership needs to work together and build trust working in the best interests of our communities. Principles should provide a high-level framework, guiding the work we do together to manage financial risk.

- **Place Led** in our collaborative working and approach to delegated funds and decision making. We will centre on the needs of our population, focusing on improving health & care outcomes and reducing health & care inequalities whilst ensuring best value for the funding we receive.
- **Subsidiarity.** The division of roles and responsibilities between York place and the ICB will be based on the principle of subsidiarity so that the ICB only takes on responsibility for things where there is a need and benefit to working at a greater scale. Place will become the engine room for achieving improvement and change, working locally to implement change, and then leveraging that improvement to place based populations.
- **Place Accountability.** We will drive collaborative working for the services we have delegated to the Place Board on the basis we succeed or fail together as a place partnership rather than as individual organisations.
- **Achievement of Financial Plan.** It is expected the delegated budget has to be achieved. We will drive innovation and seek efficiencies through our collaborative working, ensuring we focus on delivering our services within the delegated funds available. We will adopt a risk management framework to manage and mitigate risks but will work on the principle that we need to deliver the plan we are set.
- **Open Book.** We will adopt an Open Book approach to our working. Financial information will be shared in a transparent and timely manner to ensure our decisions are evidenced based and in line with our place priorities.
- **Build Consensus.** Where there are disagreements, these will be worked through between organisations, and then the Health and Care Partnership. If required, this will then be escalated to the Place Board. No organisation will revert to an external body or the ICB for a decision without fully exploring the Place Board as an escalation route.
- **Fairness** for our patients and partner organisations across the partnership – we will not look default allocation fair share except where investment is targeted.
- **Transparency of decision making.** No organisation can commit another organisation to capital or revenue expenditure without the agreement from that organisation.

In line with our agreed principles, we will work collectively to deliver our delegated services within the funding available.

### 2. FINANCIAL RISK MANAGEMENT

#### 2.1 Aligned Budgets.

Accountability remains with the constituent organisation, NHS would be Place Director/exec/ICB Board in line with the ICB Scheme of Delegation.

Partners will take on responsibility for planning, budgeting, reporting and financial decision making within the funding available. Planning and in year pressures resulting in adverse

year to date/forecast variances will be managed by the accountable organisation with the intention of managing spend, delivering efficiencies or deferring expenditure to manage within budget. The partner may need to look for efficiencies across the wider delegated budget to utilise to mitigate these pressures, If this is the case then any savings in other non-aligned budgets would be based on agreement between partners and subject to the risk share arrangements in place for those services.

## **2.2 Pooled Budgets**

Accountability for outcomes including the money is through the joint committee and in line with the ICB and Local Authority Schemes of Delegation.

If a pooled budget service area is unable to achieve its plan position it should communicate this immediately to the Director of Finance of the Place and Local Authority, This communication should identify the issue and any mitigation that have been taken or proposed to be taken.

Partners should look at opportunities to quickly mitigate any potential movement initially within the service itself. If no mitigations are identified and there remains a movement in the reported position, then a more formal recovery plan would need to be sought and brought to the Health Joint Commissioning Forum. The budget holder will need to document the reason for the adverse movement from forecast plan and actions being taken to minimise the underperformance and what actions can be taken to manage spend within funding.

If this ultimately was not achievable it would fall on the partners to identify an action plan / stretched targets from other areas of the delegated budget. This would be through increased efficiency, cost containment, cost avoidance or deferral of spend initiatives.

It would be acknowledged that either party offering non recurrent support or deferring spend elsewhere to manage the delegated overspend would receive the funding back the following year. Historic debts would need to be covered before any new spend was sanctioned.

In some cases, the movement may be of such a level that formal escalation by the ICB or Local Authority could be triggered irrespective of mitigation plans proposed for the delegated budget. This would initially be through the Health Joint Commissioning Forum and Place Board.

## **2.3 Lead Commissioning / Integrated Provision**

Accountability for outcomes including the money is through the joint committee and in line with the ICB and Local Authority Schemes of Delegation.

If a service is delegated to a lead organisation the lead commissioner would need to agree through planning a fair but challenging budget to deliver the service. Once agreed, it would be expected that the service would be managed within the funding available.

It would be expected that the lead commissioner would be accountable for delivery of the service within the available resource. Any pressures would be managed by the lead organisation who would be expected to inform partners of the pressures and the proposed mitigations. Where this will result in an impact on service delivery this would need to be approved at the Health and Joint Commissioning Forum and Place Board.

**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Cross Council		
<b>Service Area:</b>	NA		
<b>Name of the proposal :</b>	Establishment of a Joint Committee (Section 75 agreement) between Humber and North Yorkshire Integrated Care Board and City of York Council		
<b>Lead officer:</b>	Peter Roderick		
<b>Date assessment completed:</b>	14/10/24		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Peter Roderick	Director of Public Health	City of York Council	Public Health

## Step 1 – Aims and intended outcomes

<b>1.1</b>	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p><i>The 2022 Health and Care Act allows for the formation of joint committees between an Integrated Care Board and any local authority within its geographical area. A joint committee is defined in the legislation, and its purpose is to establish a formal governance mechanism to oversee integrated working between health and care, and to allow for the aligning and pooling of resources where both health and local authorities fund care and support for residents, under Section 75 of the National Health Service Act 2006. This report will seek executive approval for CYC to enter into such an arrangement with the Humber and North Yorkshire ICB.</i></p> <p><i>The creation of a Joint Committee will improve the quality of health and care for residents in the city. As an enabling mechanism, it will not directly change services overnight, but the partnership working, joint planning and joint funding arrangements it allows between the council and health will lead to greater integration between healthcare services.</i></p>
<b>1.2</b>	<p><b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)</p>
	<p><i>2022 Health and Care Act</i></p>

<p><b>1.3</b></p>	<p><b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p>
	<p>A clear narrative has been agreed by partners to explain to residents why we would want to develop joint commissioning arrangements:</p> <p><i>Joint Commissioning in York – Our Narrative</i></p> <p>There are things we can't do alone that we can do together, such as management of the care home market, supporting people receiving care 'out of area' back home, addressing the exponential rise in dementia and frailty, ensuring our children and young people are supported to get the best start in life.</p> <p>Joint approaches lead to better joined up services for residents. This makes sense for where services are targeting similar populations, where there is benefit in multi-agency working, and where an active focus on prevention can reduce costs to statutory services.</p> <p>Joint approaches will help us prepare for the challenges ahead, with unsustainable finances and workforce, a system that is no longer affordable, and rising demands bringing additional pressures. Taking decisions together will help avoid costly decisions that fail to take account of interdependencies between health care services, the wider determinants of health, and the longer term benefits of supporting the health and wellbeing of our Children and Young people.</p> <p>We are part of a wider system of health and care partnerships in Humber and North Yorkshire, committed to Place Delegation; to support sustainability of health and care systems; and enable excellence and prevention in the way services are developed and delivered with and for people, families, and communities.</p>

<b>1.4</b>	<b>Who are the stakeholders and what are their interests?</b>
	Customers of social care, patients of the NHS, and all residents  Health and care providers of services, including York Hospital, care settings, TEWV NHS Mental Health Trust, the voluntary and community sector

## Step 2 – Gathering the information and feedback

<b>2.1</b>	<b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data/supporting evidence</b>	<b>Reason for using</b>
	<b>Consultation with York Health and Care Partnership Executive Committee</b>	This is a strategic change relating to funding mechanisms in the health and care sector. YHCP brings together the key leaders from across the sector. This includes Healthwatch York, who's work regularly focuses on raising and highlighting issues within health and care where services are not integrated, do not align in delivery, and do not work in collaboration.

## Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
<b>Gaps in data or knowledge</b>		<b>Action to deal with this</b>
<p>Uncertainties around the precise services changes, and the long term implications, of greater integrated commissioning within the city</p>		<p>We are basing our model of integrated care in the city on the substantial body of evidence that integrated care can deliver improved quality of care and that patients report better outcomes, involvement and satisfaction with services which have been integrated rather than delivered as separate functions. The evidence is less clear around the effect on healthcare utilisation, which seems to reduce in many cases (but not necessarily in terms of cost).</p> <p>Examples of evidence:</p> <p><a href="https://www.kingsfund.org.uk">Providing Integrated Care For Older People   The King's Fund (kingsfund.org.uk)</a></p> <p><a href="https://www.nihr.ac.uk">Ways of integrating care that better coordinate services may benefit patients (nihr.ac.uk)</a></p> <p><a href="https://www.biomedcentral.com">The effects of integrated care: a systematic review of UK and international evidence   BMC Health Services Research   Full Text (biomedcentral.com)</a></p>

## Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Older people and children are more likely to use health and care services, and the intention of more integrated care is to enhance patient outcomes and experience	+	m
Disability	Disabled people and those with long terms conditions or complex needs are more likely to use health and care services, and the intention of more integrated care is to enhance patient outcomes and experience	+	m
Gender	Research has found that there is a gender health gap in the UK, where many women receive poorer healthcare than men. The intention of more integrated care is to enhance patient outcomes and experience.	-	m
Gender Reassignment	The GP patient survey has shown that, after adjustment for age, ethnicity and deprivation, trans and non-binary adults reported higher prevalence for 10 out of the 15 long-term conditions. They were around three times as likely to be living with dementia or to have a learning disability, and twice as likely to be experiencing mental health difficulties. They were almost six times as likely to be autistic. The reasons for these differences compared to the general population are	-	m

## ANNEX 2

	likely to be complex, including a mixture of stress, experiences of discrimination, socio-economic status and the biological effects of hormone treatments. The intention of more integrated care is to enhance patient outcomes and experience		
<b>Marriage and civil partnership</b>		-	m
<b>Pregnancy and maternity</b>		-	m
<b>Race</b>	Evidence shows that, for a variety of reasons (from socio-economic factors to structural racism), people from Black and Racially Minoritised Communities have poorer health outcomes. More integrated care aims to improve patient outcomes.	-	m
<b>Religion and belief</b>	We know there are challenges facing certain religious groups in relation to accessing health care. For example, Muslim patients are more likely to be dismissed and misdiagnosed, it's reported that concerns are not taken seriously and as a result infection and mortality rates are considerably higher for them than other groups. Muslim women face stark inequalities in maternity services. The intention of more integrated care is to enhance patient outcomes and experience.	-	m
<b>Sexual orientation</b>	The evidence that LGBT+ people have disproportionately worse health outcomes and experiences of healthcare is both compelling and consistent. With almost every measure we look at, LGBT+ communities fare worse than others. The intention of more integrated care is to enhance patient outcomes and experience.	-	m

## ANNEX 2

Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
<b>Carer</b>	Carers have a great deal of contact with health and care services, often report poor outcomes / involvement / support from services, and since the intention of more integrated care is to enhance patient outcomes and experience this should also positively effect carers' experience	+	m
<b>Low income groups</b>		-	m
<b>Veterans, Armed Forces Community</b>	A 2024 Survey by the Royal College of GPs (RCGP) and the Office for Veterans' Affairs (OVA) found that more than half of veterans had a physical or mental health issue since returning to civilian life, and that 1 in 7 had not sought help from a medical professional. intention of more integrated care is to enhance patient outcomes and experience this should also positively impact veterans.	-	m
<b>Other</b>		-	m
<b>Impact on human rights:</b>			
List any human rights impacted.			

### Use the following guidance to inform your responses:

#### Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p><b>High impact</b> (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p><b>Medium impact</b> (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p><b>Low impact</b> (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

## Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<p><b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b></p>
<p>All major decisions around commissioning within the proposed joint committee will be subject to a separate EIA as part of the report template for the York Health and Care Partnership</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<p><b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</b></p>
<p>- <b>No major change to the proposal</b> – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

**Important:** If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

<b>Option selected</b>	<b>Conclusions/justification</b>
<b>No major change to the proposal</b>	At this stage, the proposal is around the funding and commissioning mechanisms which lay behind service changes, and so this proposal has no major equalities implications. Future decisions taken as part of a joint committee must have robust consideration of equalities

### Step 7 – Summary of agreed actions resulting from the assessment

<b>7.1 What action, by whom, will be undertaken as a result of the impact assessment.</b>			
<b>Impact/issue</b>	<b>Action to be taken</b>	<b>Person responsible</b>	<b>Timescale</b>
Need for joint commissioning decisions in future to be subject to equalities impact assessment	Development of appropriate equalities template as part of Joint Committee decision reports	Humber and North Yorkshire Integrated Care Board York Place Team / NHS Director of Place	April 2025

**Step 8 - Monitor, review and improve**

<b>8. 1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b> Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Equalities template as part of Joint Committee decision reports



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	Director of Children Services and Education
<b>Portfolio of:</b>	Cllr Webb – Executive Member for Children, Young People and Education

## **Decision Report: Care Experience as a Protected Characteristic**

### **Subject of Report**

1. This report recommends that the local authority ensures people with care experience are treated as if it were a Protected Characteristic under the Equality Act 2010.
2. This means the Council will not directly or indirectly discriminate against people with care experience and will have regard to the need to advance equality of opportunity and foster good relations between people who have and do not have experience of being in local authority care.
3. Care experienced young people have undertaken extensive consultation and research to develop this recommendation. This proposal comes directly from care experienced young people raising this through our Corporate Parenting Board. Agreeing to the recommendation would be a strong demonstration of the council directly respond what young people are asking for.
4. Whilst we recognise this will not have the same legal status as other protected characteristics it is still an important step in strengthening our commitment as corporate parents.

## Benefits and Challenges

5. There is a wealth of national evidence that shows care experienced young people often face discrimination and stigma across many aspects of their lives including housing, health, education, relationships, employment and in the criminal justice system.
6. By treating care experience as if it were a protected characteristic, we would hope to:
  - a) **Reduce the discrimination** and bias faced by care experienced young people and ensure people are not judged or disadvantaged because of their background.
  - b) **Improve life outcomes** (for example; education, employment, well-being as well as physical and mental health).
  - c) **Create greater awareness** of care leavers needs and encourage acceptance and support. This would reduce social stigma that can come with being in care and challenge harmful stereotypes.
  - d) **Empower** care experienced people to challenge when they encounter barriers and to encourage them to pursue their goals.
7. It is important to acknowledge the potential challenges in implementing this change.
  - a) Whilst as a council we would treat this as if it were a protected characteristic, it does not have a legal status. The council would need to ensure our local frameworks enforce this status and that it is not tokenistic.
  - b) We have made great strides in improving corporate parenting responsibility across the council. Treating care experience as if it were a protected characteristic will take this further and would require work to raise awareness and ensure it delivers meaningful change.
  - c) While this would help reduce stigma there is a risk that it could in some cases reinforce stigma and negative stereotypes.
8. Treating Care Experience as if it were a protected characteristic would mean that we would apply the same principles as we currently do with other protected characteristics. We would need to revise our Equalities Impact Assessment as well as other council policies to

reflect that we are treating care experience as if it were a protected characteristic.

## **Policy Basis for Decision**

9. The Independent Review of Children’s Social Care published in May 2022, included recommendations that the “Government should make Care Experience a protected characteristic”. It also noted that making care experience a protected characteristic would provide greater authority to employers, businesses, public services, and policy makers to put in place policies and programmes which promote better outcomes for care experienced people.
10. In its response: Children’s social care: stable homes, built on love (February 2023), the then government advised that: “Our ambition remains to extend corporate parenting responsibilities to other government departments and relevant public bodies, subject to legislation (when parliamentary time allows). We believe this will ensure that policies and services that affect children in care and care leavers better take account of the challenges that they face and provide opportunities for them to thrive.”
11. Although the recommendation to make care experience a legally protected characteristic has not been adopted by central Government, many local authorities have taken forward the motion to adopt this recommendation locally. To date over 100 local authorities have so far agreed to treat care experience as a locally protected characteristic, recognising the disadvantage and stigma faced by those with care experience.
12. We should be proud of the progress we are making in the city to be a better corporate parent. However, there is more work to be done to improve the life chances of those young people through adulthood, and this calls for a systemic response from services across the council and partner organisations. Treating care experience as if it were a protected characteristic would help to address the lifelong inequalities faced by many people who have spent time in the care of any local authority as a child and who live in York as an adult.
13. Our corporate Equity, Diversity & Inclusion Strategy aims to ensure we deliver on our commitments and, drive change at all levels of the Council. York is currently refreshing its Equity, Diversity and Inclusion Strategy and this will be launched in the new year. The treatment of care experience as if it were a protected characteristic is strongly

aligned to the ambitions set out in our new Equity, Diversity & Inclusion Strategy.

## **Financial Strategy Implications**

14. We do not expect to create any new financial liabilities as a result of treating care experience as if it were a protected characteristic. The aim would be to ensure the potential positive or negative impact on care experienced people is considered in how the council designs and delivers services.

## **Recommendation and Reasons**

15. It is recommended that the Executive agree to treat care experience as if it were a protected characteristic.
16. If agreed that officers work to update as necessary corporate frameworks such as the Equality Impact Assessment and other council policies. The implementation of this recommendation will be closely aligned to the implementation of the council's new Equity, Diversity & Inclusion Strategy.

## **Background**

17. There is arguably no greater responsibility the council holds than as corporate parent to children and young people in care. As corporate parents we have committed to ensuring our decisions are shaped by the views and experiences of care experienced children and young people.
18. In February 2024 the Council Executive agreed our new Corporate Parenting Strategy (2024-2027). The Corporate Parenting Strategy for the City of York outlines our ambitions for children and young people who are looked after by us, the local authority, as their corporate parents. The strategy also sets out our long-term aspirations for care experienced young people as they become adults.
19. The Corporate Parenting Board locally includes direct input from young people and has given thoughtful consideration to treating care experience as if it were a protected characteristic. This is to ensure it can be both meaningful and truly is an action that will address some of concerns raised by young people. In June 2024 the Corporate

Parenting Board agreed treating care experience as if it was a protected characteristic was the right thing to do and that has resulted in this recommendation to Executive.

20. A person becomes care experienced when they have been in the care of a local authority. The definition we will use for care experience will mirror that of the Enhance Offer for Care Leavers ([www.york.gov.uk/looked-children/local-offer-care-leavers/4](http://www.york.gov.uk/looked-children/local-offer-care-leavers/4)).
21. In its commitment to be the best corporate parent possible the council should use all influence it has to encourage and expect partner agencies to also treat care experience as if it were a protected characteristic. This would help to extend the reach of this positive change beyond the direct reach of the council.

## Consultation Analysis

22. In recent years we have taken clear steps to strengthen young people's voice and influence in how we work as Corporate Parents. This includes developing a model of care experienced 'Corporate Parenting Advisors' to help young people have a voice and be heard. Our Corporate Parenting Board is now co-chaired with care experienced young people.
23. The recommendation to treat care experience as if it were a protected characteristic has come directly from young people. Corporate Parenting Advisors and care experienced people carried out surveys and face-to-face consultation over a number of months. They carefully considered the views of care experienced young people as well the views of key professionals and foster carers.
24. Working together with care experienced young people we have explored all options around treating care experience as if it were a protected characteristic. We know that a number of local authorities have already agreed similar proposals with varying degrees of impact.
25. In June 2024 the Corporate Parenting Board heard directly from care experienced young people. The report, written by care experienced people, provided a clear conclusion:
  - a) **“There have been some concerns regarding if the protected characteristic would create more stigma for care experienced people. After evaluation of our**

**consultation and in-depth conversations with care experienced young people, it is acknowledged that the stigma already exists and sadly experienced. Therefore the benefits of the motion being passed outweighs the current concerns. “**

**b) “We feel that the passing of the motion would accurately represent the extension of corporate parenting responsibilities by ensuring our care experienced young people are provided with the most equal opportunities, free from stigma and discrimination. Every service within the local authority would be obligated to consider the impact of their decisions and this would not be reliant of the disclosure of care experience status.”**

**c) “On behalf of York’s Children in Care Council and Care Leavers Forum and the wider views of care experienced young people in York, we are asking the authority to further discuss the prospect of passing this motion and support our care experienced young people to lead a life, free from discrimination, stigma, and prejudice. As corporate parents, the council has a responsibility to ensure that the children and young people that are in or have been in our care receive the same opportunities that we would want for our own children. So, we ask – Would you want this for your child?”**

26. This is one of a growing number of examples of the Corporate Parenting Board working together with young people to make a real difference.

27. Treating care experience as if it were a protected characteristic would be overseen through the same framework as the council’s wider Equity, Diversity & Inclusion Strategy. Alongside this the Corporate Parenting Board will continue to track and challenge the impact of this change and report progress through its annual Corporate Parenting Board report.

## Options Analysis and Evidential Basis

28. **Option 1:** That the Executive agrees to treat care experience as if it were a protected characteristic.
29. Direct that officers work to update as necessary corporate frameworks such as the Equality Impact Assessment and other council policies. This will be aligned with the implementation of the council's new Equity, Diversity & Inclusion Strategy.
30. **Option 2:** That care experience is not treated as if it were a protected characteristic. This option would disregard the direct feedback and recommendations made by care experienced young people. The council's statutory responsibilities as Corporate Parents would remain.

## Organisational Impact and Implications

31. **Financial** – There are not expected to be any direct financial implications from agreeing to the recommendations beyond the officer time in updating existing corporate policies and frameworks, which will be contained within existing resources.
32. **Human Resources (HR)** - Agreement to recognise care experience as a local protected characteristic does not provide the same legal employment protections as is provided to the nine protected characteristics covered under the Equality Act 2010. This distinction will need to be made clear in any communications and changes to policy.
33. The Council currently has a Guaranteed Interview scheme for care experienced young people who have been in care with City of York Council and are aged 25yrs or under and meet the essential criteria for the role. Any amendments to the scope of who is care experienced will have implications on recruitment processes.
34. Any changes to HR policies will need to be considered in due course.
35. **Legal** – The move to treat care experience as if it were a protected characteristic is a positive step. It helps to further develop the ethos of corporate parenting in which a sense of vision and responsibility towards care leavers is a priority for everyone. The Council must have regard to the corporate parenting principles set out in the

Children and Social Work Act 2017 whenever it exercises a function in relation to looked-after children or care leavers.

It is important to note that the council does not have the powers to give care experience the same legal status as the protected characteristics named for Equality Act purposes. However the council can choose to treat care experience as if it were a protected characteristic.

36. **Procurement** – There are no identified procurement implications.
37. **Health and Wellbeing** - The principles behind the recommendation to treat "care experienced" as a protected characteristic are sound.
38. There is some evidence that inequalities exist for those "care experienced", including increased risk of poor health, both physical and mental, mortality, poverty and educational attainment to name a few. This recommendation fits well with the Marmot Review (2010) that a child deserves "the best start in life" and enabled to "maximise their capabilities and have control over their lives". A child in care often does not receive this best start or realise their opportunities. One of the core commitments of the Council Plan is to improve health and wellbeing and reduce inequalities.
39. Lastly, we should support the recommendation as it supports the views of those who have experienced care. Inclusion of care experience as a protected characteristic would enable care experienced people who have faced direct discrimination to address its effect on their lives.
40. **Environment and Climate action** – No climate change implications identified.
41. **Affordability** – This report should ensure that rights and obligations related to care experienced people are properly considered and hopefully maximise opportunities and life chances.
42. **Equalities and Human Rights** – Adopting care experience as a protected characteristic would have significant equalities and human rights implications, particularly within the context of the council's updated Equity, Diversity, and Inclusion (EDI) strategy. It would require the council to ensure that individuals with care experience are not discriminated against and are afforded equal

opportunities. The council would need to consider how care-experienced individuals may face unique social, economic, and emotional challenges, leading to potential disadvantages. The Equity, Diversity and Inclusion strategy is currently being updated and will be launched in early 2025. This will be key in addressing the implications arising from this paper.

43. **Data Protection and Privacy** - The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.
44. **Communications** – There are no direct communications implications. Should the recommendation be agreed the changes will be shared with care experienced people.
45. **Economy** - There are no direct economic implications arising from this proposal.

## **Risks and Mitigations**

46. This change should not be tokenistic and will need sustained commitment from all parts of the local authority in order to deliver meaningful change.
47. As noted earlier in the report there is a risk that this change could in some cases reinforce stigma and negative stereotypes. It is for this reason that the change in policy should be supported with information and training to improve understanding and awareness across the local authority.

## **Wards Impacted**

48. All.

## Contact details

For further information please contact the authors of this Decision Report.

### Author

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<b>Service Area:</b>	Children's Services
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<b>Report approved:</b>	Yes
<b>Date:</b>	08/10/2024

## Background papers

Independent Review of Children's Social Care

<https://www.gov.uk/government/groups/independent-review-of-childrens-social-care>

Children's Social Care Stable Homes Built on Love

[https://assets.publishing.service.gov.uk/media/650966a322a783001343e844/Children s Social Care Stable Homes Built on Love consultation response.pdf](https://assets.publishing.service.gov.uk/media/650966a322a783001343e844/Children_s_Social_Care_Stable_Homes_Built_on_Love_consultation_response.pdf)

Statutory Guidance on applying corporate parenting principles

[https://assets.publishing.service.gov.uk/media/5a93eb3ae5274a5b87c2fde4/Applying\\_corporate\\_parenting\\_principles\\_to\\_looked-after\\_children\\_and\\_care\\_leavers.pdf](https://assets.publishing.service.gov.uk/media/5a93eb3ae5274a5b87c2fde4/Applying_corporate_parenting_principles_to_looked-after_children_and_care_leavers.pdf)

## Annexes

Annex A – Equalities Impact Assessment.

**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Children's services and Education		
<b>Service Area:</b>	Children's Services		
<b>Name of the proposal:</b>	Care Experience as a Protected Characteristic		
<b>Lead officer:</b>	Bob Webb Lead Member Children Services and Education		
<b>Date assessment completed:</b>	25/09/2024		
<b>Names of those who contributed to the assessment:</b>			
<b>Name</b>	<b>Job title</b>	<b>Name</b>	<b>Job title</b>
Niall McVicar	Head of Innovation and Children's Champion	Kitty Phillips	Project Officer

**Step 1 – Aims and intended outcomes**

<p><b>1.1</b></p>	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>The purpose of the proposal is to strengthen our commitment as corporate parents by suggesting that the local authority ensures people with Care Experience are treated as if it were a Protected Characteristic. Care Experienced young people have developed this proposal, and it sets out strategic ambition and priorities for ensuring empowerment, improved life outcomes, and minimising the discrimination faced by Care Experienced people.</p>
<p><b>1.2</b></p>	<p><b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)</p>
	<p>The Independent Review of Children’s Social Care published in May 2022, included recommendations that the “Government should make Care Experience a protected characteristic”. Whilst the recommendation to make Care Experience a legally protected characteristic has not been adopted by central Government, many local authorities have taken forward the motion to adopt this recommendation locally.</p> <p>In February 2024, the local authority agreed our new Corporate Parenting Strategy (2024-2027), which outlines our ambitions for children and young people who are looked after by the local authority, as their corporate parents. The strategy also sets out our long-term aspirations for Care Experienced young people as they become adults. In June 2024 the Corporate Parenting Board agreed making Care Experience a protected characteristic was the right thing to do.</p> <p>To date, over 100 local authorities have so far introduced Care Experience as a locally protected characteristic, recognising the disadvantage and stigma faced by those with Care Experience. It is important to note however that whilst as a council we would adopt this as a protected characteristic, it would not have a legal status.</p>



1.3	<b>Who are the stakeholders and what are their interests?</b>
	<p>The key stakeholders are:</p> <ul style="list-style-type: none"> <li>• Care Experienced People (Primary Stakeholders)</li> <li>• Parents and carers</li> <li>• The council and elected members</li> </ul> <p>Whilst we recognise it is the local authority choosing to adopt care experience as a non-legally binding protected characteristics we would want partners to take similar steps. Secondary stake holders include:</p> <ul style="list-style-type: none"> <li>• Communities</li> <li>• Early Years Settings</li> <li>• Education (schools, colleges and universities)</li> <li>• Employers, businesses, public services, and policy makers</li> <li>• North Yorkshire Police and Youth Justice</li> <li>• Health services</li> </ul> <p>To make our strategy a success, the council would need to ensure our frameworks enforce this status and that it is not tokenistic. This would need to be a group effort, and by teaming up, we can create a supportive network that listens to and values Care Experienced people, and ensures they are not judged or disadvantaged because of their background.</p>
1.4	<b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p><b>Our Ambition</b></p> <ul style="list-style-type: none"> <li>• York is a place that Care Experienced people are respected and have improved life outcomes (for example, education, employment, well-being as well as physical and mental health).</li> </ul>

	<ul style="list-style-type: none"> <li>• Care Experienced people in York do not face discrimination based on their experiences and feel empowered.</li> <li>• Care Experienced people lead a life free from discrimination, stigma, and prejudice.</li> </ul> <p><b>Our Priorities</b></p> <ul style="list-style-type: none"> <li>• Recognising Care Experience as a protected characteristic would mean that we would apply the same principles as we currently do with the other protected characteristics.</li> <li>• Promoting a greater awareness of care leavers needs to encourage acceptance and support. This would reduce the social stigma that can come with being in care and challenge harmful stereotypes.</li> </ul> <p><b>How will we know this is making a difference?</b></p> <ul style="list-style-type: none"> <li>• We have worked with Care Experienced young people directly, who have identified this need and undertaken extensive consultation and research to develop this proposal.</li> <li>• We will work with young people to implement this proposal to ensure it is meaningful and has local protections to enforce its use.</li> </ul>
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**Step 2 – Gathering the information and feedback**

<b>2.1</b>	<b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data/supporting evidence</b>	<b>Reason for using</b>
	Corporate Parenting Board	Corporate Parenting Advisors and care experienced people carried out surveys and face-to-face consultation. They carefully considered the views of 21 care experienced young people as well the views of key professionals and foster carers, all who this would directly impact.

Independent Review of Children’s Social Care, May 2022	Included recommendations that the “Government should make Care Experience a protected characteristic”.
Example of other local authorities	To date, over 100 local authorities have so far introduced Care Experience as a locally protected characteristic, recognising the disadvantage and stigma faced by those with care experience
Data information regarding the experiences of Care Experienced people	National data shows care experienced people often face discrimination and stigma across many aspects of their lives including housing, health, education, relationships, employment and in the criminal justice system – this informs the proposal.

**Step 3 – Gaps in data and knowledge**

<b>3.1</b>	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>		
<b>Gaps in data or knowledge</b>		<b>Action to deal with this</b>	
No known gaps in data or knowledge.		n/a	

**Step 4 – Analysing the impacts or effects.**

<b>4.1</b>	<b>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?</b> Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive (+) Negative (-) Neutral (0)</b>	<b>High (H) Medium (M) Low (L)</b>

## ANNEX A

<b>Age</b>	The purpose of the proposal is to improve outcomes for Care Experienced people. The successful delivery of the proposal should directly deliver positive outcomes across all ages, including young Care Experienced people's lives now, and as they become adults.	+	H
<b>Disability</b>	The proposal is inclusive of all Care Experienced people, including those with an identified disability. The positive impact of the proposal will include this group of people.	+	M
<b>Gender</b>	The proposal does not exclude different genders or reinforce gender biases and will have a positive impact across all genders.	+	M
<b>Gender Reassignment</b>	The proposal is inclusive of all Care Experienced people, including those identifying with gender reassignment. Delivered well the proposal will have a positive impact.	+	M
<b>Marriage and civil partnership</b>	The proposal is not expected to impact on this characteristic.	0	
<b>Pregnancy and maternity</b>	Care-experienced parents often do not get effective support during pregnancy and parenting – this proposal would take steps to ensure they are not judged or disadvantaged because of their background.	+	M
<b>Race</b>	The proposal is inclusive of all Care Experienced people, regardless of race. Delivered well the proposal will have a positive impact, especially on those already at risk of facing extra layers of discrimination.	+	M
<b>Religion and belief</b>	The proposal is not expected to impact on this characteristic.	0	

**ANNEX A**

<b>Sexual orientation</b>	The proposal is inclusive of all Care Experienced people of all sexual orientations. The positive impact of the proposal will include this group.	+	M
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	This proposal could strengthen support for care experienced people who are also carers.	+	M
<b>Low income groups</b>	This proposal should help towards breaking down barriers to accessing financial advice/support.	+	M
<b>Veterans, Armed Forces Community</b>	The proposal is not expected to impact on this characteristic.	0	
<b>Other</b>	The purpose of the proposal is to improve outcomes for Care Experienced people. The successful delivery of the proposal should deliver positive outcomes across Care Experienced young people's lives, and as they become adults.	+	H
<b>Impact on human rights:</b>			
List any human rights impacted.	<p>The proposal directly impacts several children's rights as outlined in the United Nations Convention on the Rights of the Child (UNCRC).</p> <ul style="list-style-type: none"> <li>• Right to Education (Article 28)</li> <li>• Right to Non-Discrimination (Article 2)</li> <li>• Right to Life, Survival, and Development (Article 6)</li> <li>• Right to Be Heard (Article 12)</li> <li>• Right to Play, Leisure, and Cultural Activities (Article 31)</li> <li>• Right to Health (Article 24)</li> </ul>	+	H

	<ul style="list-style-type: none"> <li>• Right to Protection from Violence (Article 19)</li> <li>• Right to an Adequate Standard of Living (Article 27)</li> <li>• Right to Privacy (Article 16)</li> <li>• Right to Special Protection and Assistance (Article 20)</li> <li>• Right to Access Information (Article 17)</li> <li>• Right to Freedom of Expression (Article 13)</li> <li>• Right to Freedom of Association and Peaceful Assembly (Article 15)</li> <li>• Right to Education on Human Rights and Peace (Article 29)</li> </ul>		
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**Use the following guidance to inform your responses:**

Indicate:

- Where you think that the proposal could have a **POSITIVE** impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a **NEGATIVE** impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a **NEUTRAL** effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p><b>High impact</b> (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact                  The proposal is institution wide or public facing                  The proposal has consequences for or affects significant numbers of people                  The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p><b>Medium impact</b> (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact                  The proposal is institution wide or across services, but mainly internal                  The proposal has consequences for or affects some people                  The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p><b>Low impact</b> (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact                  The proposal operates in a limited way                  The proposal has consequences for or affects few people                  The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

## Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b>
<p>The assessment has found that there should be an overall positive impact from the implementation of the proposal. While this proposal would help reduce stigma, there is a risk that it could in some cases reinforce stigma and negative stereotypes. However, it is acknowledged that the stigma already exists and therefore the benefits of the motion being passed outweighs the current concerns. To try to mitigate any adverse impact, the change will be monitored, and direct feedback sought from different groups to ensure we are realising the positive changes we are seeking to make. Also, the change in policy will be supported with information and training to improve understanding and awareness across the local authority.</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</b>
<p>- <b>No major change to the proposal</b> – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty.
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

**Important:** If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

<b>Option selected</b>	<b>Conclusions/justification</b>
<b>No major change to the proposal</b>	The proposal has been developed with consideration of the needs of and the inequalities faced by Care Experienced people in York and how we can address these through reframing our conversations and protecting Care Experienced people from discrimination. Any adverse impact can be monitored and mitigated where possible, and it was concluded that the benefits of the motion being passed outweighs the current concerns.

## Step 7 – Summary of agreed actions resulting from the assessment

8. 1	<b>How will the impact of your proposal be monitored and improved upon going forward?</b> Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?		
	The implementation of care experience as a protected characteristic would be tracked by the council's existing frameworks for equalities. Alongside this, the Corporate Parenting Board will continue to track and challenge the impact of this change and report progress through its annual Corporate Parenting Board report.		
7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>		
Impact/issue	Action to be taken	Person responsible	Timescale
	Direct that officers work to update as necessary corporate frameworks such as the Equality Impact Assessment and other council policies.		

## Step 8 - Monitor, review and improve

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<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	Director of Children Services and Education and Director of Housing and Communities
<b>Portfolio of:</b>	Cllr Webb – Executive Member for Children, Young People and Education; Cllr Pavlovic – Executive Member for Housing, Planning and Safer Communities

## **Decision Report: Young People Belong in York - Our Youth Strategy**

### **Subject of Report**

1. This report presents the new Youth Strategy for the city. The strategy has been developed with young people and partners and is called 'Young people belong in York'. This demonstrates from the outset our commitment to young people in our city having access to the right support they need.
2. The strategy is focused on the role youth provision plays in our city and sets out the following vision:

**York is a place that young people belong.**

**Young people in York have places to go, things to do and someone to talk to.**

### **Benefits and Challenges**

3. We want York to be a place where young people know they belong. We believe in the power of youth work and the importance of having places to go and things to do, all supported by people who genuinely care.

4. A youth strategy helps us to focus on what really matters for young people in our city. It ensures that we listen to their voices, understand their needs, and work together to provide the best opportunities for them.
5. By developing a youth strategy, we are also meeting our responsibilities to make sure every young person has access to the support and resources they need. This isn't just about meeting statutory expectations; it's about showing that we care and are committed to making a positive difference in their lives.
6. We would hope to see a range of benefits from delivering on our youth strategy. We want to:
  - a) Connect young people with their communities, enabling them to develop a strong sense of belonging and contribute to society.
  - b) Champion young people to have a voice in decisions which affect their lives.
  - c) Enable young people to socialise safely with their peers, spend time with people from different backgrounds and develop trusting relationships with adults.
  - d) Offer opportunities to take part in a wide range of activities through which young people build skills for life and work and the capabilities they need to make a successful transition to adulthood.
  - e) Raise young peoples' aspirations in education, training or employment encouraging them to reach their potential.
  - f) Help disadvantaged and vulnerable young people, as well as young people at risk of not reaching their full potential.
7. York has a number of providers of youth services, largely within the voluntary and community sector. We have been working closely with this network of youth providers to understand the challenges and opportunities in delivering our strategy.
8. The YMCA has highlighted the national challenge faced by local authorities in ensuring sufficient youth provision. Research undertaken by the YMCA shows that nationally the level of spending on youth services by English local authorities in 2022/23 is 73%

lower than in 2010/11. York is not immune to these challenges and our strategy sets out new ways of working together to help meet the needs of young people.

## **Policy Basis for Decision**

9. The local authority has a responsibility under section 507b of the Education Act 1996 (as amended by Education and Inspections Act 2006) to secure, so far as reasonably practical, sufficient educational and recreational activities which are for the improvement of young people's wellbeing, personal and social development, and sufficient facilities for young people aged 13 - 19 (or up to 25 for young people with additional needs).
10. The guidance on the statutory responsibility had not been updated nationally since 2012. However, in September 2023 the Department for Culture Media and Sport (DCMS) published updated statutory guidance for local authorities under section 507b of the Education Act 2006.
11. The revised statutory guidance requires local authorities to, so far as 'reasonably practicable', secure access for young people to a 'sufficient' quantity of youth services.
12. The statutory guidance suggests that the educational leisure-time activities must include sufficient activities which are for the improvement of young people's personal and social development. These are the types of activities traditionally provided through youth work.
13. Locally the youth strategy sits alongside other key strategies in the city. One City, for all, the City of York Council's Council Plan (2023-2027), sets a strong ambition to increase opportunities for everyone living in York to live healthy and fulfilling lives. Under the priority of 'a health generating city, for children and adult's the council will:
  - a) Start good health and wellbeing young:
  - b) Continue our improvement journey to deliver good and outstanding children's services with the voice of the child heard throughout all council operations.

14. York Youth Strategy provides a great opportunity to help deliver the ambitions for all children and young people as set out in the Children and Young People's Plan. In delivering our youth strategy we should always think how it can help to achieve the priorities for young people to; be Happy and Healthy, Stay Safe and Ready for the Future.
15. There is a direct link from the Youth Strategy to York's Anti-Racism strategy. This sets out a commitment to support youth services and youth club provision to meet the needs of young people from a diverse range of backgrounds.

## **Financial Strategy Implications**

16. The council does not directly deliver youth services, and has not done so for many years. Instead the council works in partnership with local youth providers to try and meet young people's needs. The launch of the new youth strategy will have financial implications for how the council ensures youth services either through working in partnership or commissioning.
17. By delivering this strategy and helping to develop our Local Youth Partnership we hope we can attract more resource into the city. We know that in areas that have already developed Local Youth Partnerships they have been able to secure investment and distribution of funds in a transparent way, promoting income generation for the partnership and its members.
18. The council has in place recurring funding of £40k per year to support the delivery of targeted youth support.
19. The youth strategy provides a strategic framework for use of this funding to build our Local Youth Partnership and directly fund provision for young people.
20. Existing youth provision is funded through a patchwork of different funding sources. For example the council funds a variety of youth provision through the ward grant arrangements. This helps to meet a great deal of the expected recreational and leisure time provision for young people, as outlined in the statutory guidance. This is further complemented through support for children young people and families through the Dept for Education funded Holiday Activities and Food (HAF) programme. Through this programme for children and young people, activities are commissioned for the

school term holiday periods and include a wide range of activities including physical activity, sports, arts and crafts, drama, dance, cultural and wellbeing.

21. The 2024 HAF summer programme has proved the most popular to date with children and young people with bookings exceeding previous programmes. The existing HAF programme however is due to end in March 2025 which risks the level of provision being significantly diminished should the programme not be funded through central government resources. This underlines again the need for us to find new ways of working together to grow and sustain a meaningful youth offer locally.
22. Working with the York Youth Network we are exploring the development of a bid to the Mayoral Combined Authority to support this work and align it with existing proposals related to cultural passports for young people and a potential youth zone in the city.

## **Recommendation and Reasons**

23. It is recommended that the Executive agree the 'Young People Belong in York' youth strategy provided as Annex A.
24. This is to enable the implementation of the youth strategy alongside partners.

## **Background**

25. As mentioned earlier youth provision in the city is largely delivered by a valued and committed network of voluntary and community sector partners working across the city. Alongside these partners the city has a rich and varied cultural offer.
26. From working with young people we know that some feel they do not belong in York, that the city does not provide opportunities to socialise with their friends, or when they do they feel stigmatised.
27. We also know from working with youth providers the challenges they face. Short term funding, venue costs, inflationary pressures, competing with partners and paying for training were identified as barriers to sustaining or growing youth provision locally.
28. There are actions we can collectively take to help tackle these challenges and to realise the opportunities that exist locally.

29. The first is the development of the youth strategy to set out a shared and ambitious vision for how we want our city to be. In direct response to feedback from young people we have placed 'belonging' at the heart of our strategy.
30. Our strategic ambition is that:
  - a) York is a place that young people belong.
  - b) Young people in York have places to go, things to do and someone to talk to.
31. Our strategic priorities are:
  - a) Young people have safe places to be with their friends.
  - b) Young people have a range of activities to do.
  - c) Young people are supported by people with the right skills.
32. No one service in the city has the answer. We can only achieve this ambition by working together. That means everyone across the city including youth providers, young people, the council, health, funders and communities.
33. To help deliver our shared ambition key partners have committed to exploring and developing a local youth partnership. Local Youth Partnerships are developing in a number of areas across the country. How they work in each area is unique to the local context and partners. We are committed to working together to develop a youth partnership that works for York.
34. Whilst each local youth partnership is unique the Young People's Foundation have provided the definition below to help illustrate how they can work.
  - a) Local Youth Partnerships (LYPs) are cross-sectoral partnerships that are established and led at the local level with the goal of convening, supporting, and sustaining youth work delivery in a specific area. LYPs can be initiated by various local organisations, including charities, voluntary organisations, local authorities, and housing associations, among others. Regardless of who initiates the partnership, it is essential to ensure that the diversity of stakeholders and agencies in the local area are represented in the partnership.

- b)** LYPs may take various forms, ranging from informal collaborations to formal partnerships or legally constituted organisations. By collaborating under a shared vision informed by local insight, needs, and ambitions, LYPs improve outcomes for children and young people by expanding and shaping local provision, securing new resources, providing training and capacity, and creating spaces for leaders, youth workers, and groups and organisations to come together.
  - c)** An 'effective' LYP is one that takes collaborative action to improve outcomes for children and young people by enabling access to high-quality provision locally.
  - d)** The Local Youth Partnership (LYP) approach has been tested in other areas and is showing promise in promoting independence, equity, and income generation across the network. By fostering neutrality and providing a platform for all partners, the LYP approach supports those who are most marginalised and in need of support.
35. The exact composition and purpose of York's local youth partnership will be decided by York's youth providers. We have worked with providers throughout 2024 to explore how they want to work together, what they want to do and what barriers they may face. Developing the partnership will take time and commitment. The organisations forming the partnership met at the beginning of September. The plan for that session was to move into more practical planning and work together on actions that will help test and grow the partnership. In summary the partners reflected they were ready to move on from talking about the strategy and to do something practical and 'give it a go'. It was also agreed that the council would seek a partner organisation that can take on the role of Network Coordination / Support for the developing Local Youth Partnership. This will be undertaken through a collaborative commissioning process with the Network.
36. A piece of important learning from the pilots of Local Youth Partnerships in other areas is that on their own they are not the single answer. - they will not fix the broad range of challenges around youth work. They can attract more funding to an area but they will not solve all challenges on resources or sustainability. Working in partnership is effective but takes time and some providers are at different stages and appetites for joining a partnership in this way.

37. Pilots of Local Youth Partnerships in other areas have shown they can:
- a) Ensure need is understood and met
  - b) Shape and support local resources
  - c) Secure additional new resources
  - d) Enable coordinated and consistent area-wide support for young people
  - e) Support inclusive and representative spaces
  - f) Increase quality of services and youth work delivery
  - g) Build trust and collaboration between public and VCSE sectors and the individuals that lead them

### **Learning from other areas**

38. The Young People Foundations Trust (YPF Trust) was established in 2021. It is a national organisation that grows, supports and enables place-based collaboration and partnerships focused on the needs of young people and the organisations that support them. They have been leading the development of a growing network of Young People's Foundations (YPFs)/local youth partnerships.
39. The YPF Trust has worked to evaluate the development of youth partnerships across the country. The following summary has been drawn from their most recent report published in May 2024. This gives examples of progress made by other areas that we would hope to replicate locally.
- a) “We have to be clear that investment in children and young people's organisations, and in partnership work specifically, is critically important. However, we are now seeing that modest support in local partnerships is leading to greater investment, both locally and nationally. Through support from YPF Trust, and great work at a local level, a number of local areas are turning seed funding of £5,000-£10,000 into core funding of £50,000 to £100,000 to establish a partnership, and a number of more developed areas are using that core funding to leverage further income.”
  - b) “A number of areas have now secured additional core funding (e.g. Sunderland, Cornwall, Somerset, Northamptonshire, Stockton) or are in discussions with local public sector partners and funders about investment in the partnership itself.”

- c) “With the right support in place, we believe that every local area can be delivering the financial returns we are seeking in established partnerships like Westminster, Brent and Harrow - where for every one pound invested in the partnership a further four pound is investment in the community.”
  - d) In Sunderland, Sunderland All Together Consortium have secured £500,000 from the National Lottery Community Fund to deliver youth provision across the area via their membership over the next three years, with further support from two family trusts totalling £1m over the same period.
  - e) In Cumbria, Cumbria Youth Alliance has secured substantial funding from various sources. They have secured a five-year grant from the Lottery, over £200,000 from the Youth Futures Foundation, and £2 million in total commitment from a benefactor. They chair the Children and Young People's Voluntary Sector Reference Group, which distributes £200,000 annually for youth funding in Cumbria. In addition, they provide £30,000 per year in small grants to their network of delivery organisations
  - f) In Stockton, Youth United Stockton Alliance has secured £276,000 from the National Lottery Community Fund to support the delivery of a five-year Youth Offer Strategy across the area, including a focus on quality provision, income generation and workforce development.
  - g) Cheetham Hill in North Manchester has secured £1million investment over five years through the Youth Endowment Fund's place-based approached grant, the Neighbourhood Fund. Because this investment is managed through Young Manchester, in their role as infrastructure and partnership broker, it has been able to prioritise grassroots support and provide a platform and catalyst for change.
40. Below are quotes directly from local youth partnerships in other areas and the benefits they are seeing from the approach:
- a) "We have 3 consortium groups delivering a fund for youth social action projects across the city as a result of Young Southampton controlling the funding and monitoring it. Previously this would have been put out by the LA and would have been a competitive fund that organisations would have

applied for individually. It has already created partnerships between members when applying for new funds and has started some really positive work in connecting opportunities we currently have in the city and some that are coming." - YOUNG SOUTHAMPTON

- b) "The partnership has been able to feel it was not alone in its aspirations or challenges, the shared learning and support from across the capacity building pilot allowed the Youth Provision Partnership (YPP) to grow, reframe and change course from the experience of others on their journeys.

The benefits included collective funding bids, joint and shared plans and projects and enabling the YPP to articulate the 'Blackpool Model' of youth work and youth provision. None of this would exist without the time and space for people to come together, articulate views and agree on a shared strategy moving forward." - BLACKPOOL YOUTH PROVISION PARTNERSHIP

- c) "To put it bluntly, without the youth partnership foundation, we would never have got so quickly to a point of having a high-level strategic plan that has been endorsed by all key stakeholders and has enabled us to secure funding for the next two years and fund infrastructure support for the sector." - YOUTH UNITED STOCKTON ALLIANCE

41. We see the launch of the new youth strategy alongside a developing local youth partnership as a real opportunity to deliver on our commitment of making York a place where young people belong.

### **‘Give it a go week’ – Getting more young people involved**

42. In developing the strategy with youth sector partners there is a real appetite to deliver something practical at an early stage of developing our partnership. Partners have worked together to build a plan for a ‘Give it a go week’ to get more young people engaged in youth provision.
43. York has a successful programme of year-round events and festivals for visitors and residents. This proposed city wide programme would follow a similar model to a Residents Weekend but would shine a light on activities for young people, engage

people in new activities and showcase the positive difference youth work can make. Many young people have never experienced youth work and this festival would give more young people the opportunity to engage in positive activities.

44. The planning of this festival has helped youth providers clearly identify what is needed to help them to work together more effectively. This learning has been directly used to inform the development of the strategy and the commissioning of a 'host' organisation to act as a catalyst that can kick-start this work into action.
45. Through an open process we are identifying a host organisation that can enable delivery of the youth strategy and the youth partnership. Once a host organisation is appointed we expect an early visible outcome will be a city wide 'give it a go' week.
46. The host organisation will then continue to work over two to three years to:
  - a) Improve how we work together by supporting our 'Local Youth Partnership' to come together and put in place all of the foundations needed for the longer term (governance structures and plans)
  - b) Attracting more resource into the city to enable the youth partnership to provide youth provision for young people
  - c) Provide capacity to undertake tasks on behalf of the Local Youth Partnership that enables joint working and delivery of our strategic ambition and priorities.

**Current Activity : Youth Network provision, activities funded through ward arrangements and the Holiday Activities and Food (HAF) programme**

47. Alongside the development of the new youth strategy and local youth partnership there continues to be a range of activity taking place across the city for children and young people, enhanced by ward funding.
48. Youth provision in York is varied and the Youth Network, made up of around 40 different organisations are the main providers of youth work in the city. Each organisation is different, but all seek to

improve the health, wellbeing and attainment of young people. For example, Inspire Youth are a charity that deliver youth provision as outreach or focussed support, going to areas where there is identified need. North Yorkshire Youth deliver provision in the Tang Hall area and have recently secured lottery funding to deliver environmental youth work at Hull Road Park, collaborating with Conservation Volunteers and Choose to CIC. Door 84 based in the Groves offers a wide range of youth provision for 8 to 25 year olds alongside a wider community support offer. Haxby & Wigginton Youth and Community Association offer a variety of youth clubs and outreach work in the community. These organisations offer open access provision which is informed by young people themselves, supported by volunteers and professional youth workers.

49. Alongside regular youth clubs there are many organisations which offer sport and leisure opportunities, such as York Rugby League Foundation and York City Football Club Foundation (YCFCF). These organisations work across the city to deliver a range of sports opportunities from training camps and regular sessions to pop up parks activities. YCFCF has also delivered on some of the ward funded youth clubs, these have been particularly successful in areas where there is little other provision such as more rural areas within the city boundaries.
50. The Place at Westfield has seen the establishment of a community learning centre providing a safe space for children and young people to learn and grow and for adults to connect, access support and take part in lifelong learning or training. The Place is a venue, right in the heart of the Chapelfields estate, that provides support, fun and respite for the residents of Westfield. Delivered by the University of York, the main focus is on improving the lives of children and young people who live in the area.
51. There are also a number of youth providers who offer targeted provision and a range of support services. Young Carers support young people with caring responsibilities offering regular sessions, summer camps and trips. York MIND is currently providing Yorchoice drop in groups for young people aged 14 – 21, who feel they would benefit from a safe space to talk about mental health or find signposting for further help. This is alongside a range of other young peoples support and counselling. The Island, currently based in Huntington and with plans to build a new youth centre for the city, offer mentoring to young people, both one-to-one, group based mentoring and alternative education programs.

52. Fully inclusive provision in York is offered by SNAPPY, York Inspirational Kids and Accessible Arts and Media. These organisations offer activities and support children, young people and families who have a learning disability, autism or neurodiverse conditions. All are particularly active during school holidays, alongside regular sessions during term time.
53. The council has funded a variety of youth provision through the ward grant arrangements. This helps to meet elements of the expected recreational and leisure time provision for young people, as outlined in the statutory guidance. Recently this has included grants to support activity including drop in provision for young people, support for young parents, digital workshops for young people, activities to improve confidence, equipment and accessibility for Scouting organisations and grants to community and sports organisations to provide activities and improve the facilities on offer.
54. As well as grants, schemes have been commissioned with local leisure facility operators to offer free to access to gym, swimming and badminton sessions for young people. One ward has commissioned and managed free open access multi-provider activity programmes during school holidays most recently over the summer 2024 holiday period.
55. This is further complemented through support for children, young people and families through the Department for Education funded Holiday Activities and Food (HAF) programme. Through this programme for children and young people, activities are commissioned for the school term holiday periods and include a wide range of activities including physical activity, sports, arts and crafts, drama, dance, cultural and wellbeing.
56. Over the course of the HAF programme in York the following funding allocations have been received from the Department of Education:

<b>Financial Year</b>	<b>Grant Received</b>
2021/2022	£235,900
2022/2023	£407,000
2023/2024	£413,250
2024/2025	£417,430

Over the period of funding a varied programme of holiday activities with food have been delivered through grants programmes and direct delivery through the Communities Team in partnership with community organisations. The success of the programme has been the bespoke and very local approach taken. The programme has built on the experience of delivery and relationships formed with food and activity providers year on year. The employment of a dedicated HAF coordinator and the implementation of a centralised booking system greatly improved capacity to develop and the reach of the scheme. There is currently some uncertainty as to whether HAF funding will continue beyond March 2025.

During the financial year 2022/2023 an impressive 19,713 places were made available through HAF, to eligible children and young people. So far this year over the Easter and Summer school term holidays 17,375 places were made available. This year, particular effort was put into securing new activities which may appeal to secondary age young people and also connecting children and young people from asylum seeker and refugee communities, into integrated activities and ensuring adequate and appropriate provision.

57. The trend in attendance patterns across all years of the HAF programme delivery to date show that take up is much higher amongst Primary aged children. This could reflect that young people choose to 'hang out' with friends rather than attend organised activities. Also, that primary aged children may be attending sessions more frequently as part of parents strategies to balance work and childcare needs as well as finding activities to keep the children occupied during the longer holiday period. This year, particular effort was put into securing new activities which may appeal to secondary age young people and also connecting children and young people from asylum seeker and refugee communities, into integrated activities and ensuring adequate and appropriate provision.
58. The council also supports York Youth Council (YYC) to connect with decision makers and bring the voice of local young people into strategic planning and to connect with peers on a local, regional and national basis. The Youth Council supports an active member of the Youth Parliament who is proactively working to increase the presence and representative nature of the Youth Council. The YYC is increasingly working and connecting with Youth Councils across the combined authority area.

59. Council Officers have also been working with 'Together with Young People' (TWYP) a network of organisations who work with young people across York. Linked to work funded by Lankelly Chase, TWYP have undertaken an enquiry into how the system can perpetuate disadvantage faced by young people. It is an intersectional approach to bringing young people together into action inquiry. Providers are exploring together what systems are, how they affect young people and how systems can be challenged or improved. The network has explored real life issues and young peoples lived experience of accessing help or support. Young people have been looking at their power and how their voices can influence people in positions of power. TWYP have provided a variety of youth led action, networking events and media work to engage young people in the process. Findings from this work have been incorporated into the York Youth Strategy, reflecting coproduction with young people and youth voice.
60. The council's Sports and Active Leisure Team also works with over 300 community sports clubs based in the city of York. Over half of these having a junior section. The support includes governance, training, safeguarding, looking at new sessions, and grant funding. This helps to meet elements of the expected recreational and leisure time provision for young people, as outlined in the statutory guidance. The team have been working with colleagues managing the Raise York website to make sure that the information relating to these clubs is as up to date as possible. Next year the city will host group matches of the Women's Rugby World Cup 2025 at the York Community Stadium. We are focusing our efforts on increasing participation for women and girls, with new sessions starting in the Autumn 2024.

## **Consultation Analysis**

61. The Youth Council helped us to develop this strategy. Their input has been really important in making sure our strategy is something that young people have shaped and help us to deliver. Their feedback is below:
- a) The Youth Council welcomed the strategy and shared they felt it was really needed.
  - b) They liked the idea of everyone in the city working together.
  - c) The Youth Council want young people to have a seat at the table when decisions are being made and in holding partners to account for delivering the strategy.

- d) They shared the experience of young people sometimes feeling marginalised and they want the strategy to promote inclusion and belonging.
- e) Young people said the strategy needs to link with transport and that moving to different parts of the city can be difficult.

62. Throughout 2024 we have worked with local providers of youth services to develop the youth strategy and how we work together. These sessions have been facilitated by the regional youth work unit who have been supporting other areas across the region. The youth strategy has been heavily influenced by working closely with these partners.

63. The Children, Culture and Communities Scrutiny Committee have also been actively engaged in the development of the Youth Strategy and Local Youth Partnership and have constructively commented on the strategy. This feedback has been incorporated into the strategy, reflecting how we might work with the Youth Partnership to join up and promote the local youth offer more effectively.

## **Options Analysis and Evidential Basis**

64. **Option 1:** 'The Young People Belong in York' Youth Strategy is approved by Members, enabling us to meet the updated statutory guidance for local councils to secure sufficient educational and leisure time activities for young people and inform the developing Youth Partnership. This is the recommended option from Officers.
65. **Option 2:** The option exists to merely maintain current arrangements for the delivery of youth provision in York, through the informal youth network, however, this will not recognise the updated statutory guidance and will miss out on the opportunities provided by developing a Youth Partnership with clear and consistent focus, ambitions and objectives to deliver outcomes for young people in the city.

## **Organisational Impact and Implications**

### **66. Financial,**

A recurring revenue budget of £40,000 per annum is available to fund the delivery of targeted youth support. The proposals in this report do not commit the council to expenditure in excess of this budget. If additional external funding can be secured then further activity may be able to be supported.

### **67. Human Resources (HR)**

There are no HR implications associated with this report.

### **68. Legal**

The proposal in this report, to adopt a Youth Strategy, responds to the Council's statutory duty under S507(b) of the Education Act 1996 to secure sufficient educational and recreational leisure-time activities for qualifying young people.

Local authorities have discretion as to how they to meet the duty whether they are directly providing, funding, commissioning, coordinating, or maintaining oversight of the local youth offer. They do not have to directly fund services and can charge for some services. Local authorities can take steps to secure sufficient access to provision by acting as a local coordinator or by assisting provision by local organisations.

The draft strategy has been produced in compliance with the express consultation provisions contained within the Act and with due regard both to the new Statutory Guidance and the Council's obligations under the Equality Act 2010. These should continue to guide the Council in developing the Youth Partnership and curating and publicising the local youth offer.

### **69. Procurement**

Whilst there are no direct procurement implications relating to the Youth Strategy itself, should any priorities arise that require procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015, soon to be Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

## 70. **Health and Wellbeing**

Social and emotional skills are a key asset and resource for the positive development of young people. There is a good evidence base to show that mastering these skills supports the achievement of positive life outcomes, including good health and social wellbeing, educational attainment and employment and supports the avoidance of behavioural and social difficulties. There is also a substantive international evidence base which shows that these skills can be enhanced and positive outcomes achieved through the implementation of effective interventions for young people.

## 71. **Environment and Climate action**

Young people are likely to be disproportionately affected by the impacts of climate change; therefore embedding young people into the decision-making process is critical for successful implementation and supporting a just transition to a low carbon-future. We also see young people with higher levels of engagement in climate change issues than the general populations. Harnessing this engagement and enthusiasm will be required to achieve our ambitions. Providing opportunities for young people to participate in forums such as climate change strategy development, project design and delivery and forums such as York Climate Commission align with the vision of the Youth Strategy and support delivery of our Climate Change Strategy.

## 72. **Affordability**

By developing a youth strategy, we are also meeting our responsibilities to make sure every young person has access to the support and resources they need. We know from Healthwatch reports that the growth in child poverty in the city due to the pandemic and Cost of Living Crisis has resulted in a reduction in young people accessing leisure and culture activities across the city. This is not just about meeting statutory expectations; it's about showing that we care and are committed to making a positive difference in their lives. The youth strategy recognises that all young people can benefit from access to good quality youth services and as a city we want all young people to have this opportunity and to provide opportunities that help overcome poverty and social exclusion, now and for the future.

### **73. Equalities and Human Rights.**

- a) The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).
- b) By developing a youth strategy, we are recognising the rights of young people to feel included with the city and their communities. Youth provision provides a valuable opportunity to explore aspects of active citizenship and social inclusion, whilst also providing opportunities to contribute to the shaping of local priorities through social action. An EIA has been completed on the strategy. The youth strategy has been developed with consideration of the needs and inequalities of children and young people in the city and how partners can address these through the delivery of shared priorities.

### **74. Data Protection and Privacy**

The data protection impact assessment (DPIAs) screening questions were completed for recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.

### **75. Communications.**

There are no communications implications associated with this report.

### **76. Economy.**

As this report recognises, supporting young people to understand the opportunities that York's economy provides for them is key both to their outcomes and to those of businesses. Adopting the Youth Strategy would represent a positive impact on the economy, and

there will be many opportunities in implementation to strengthen the voice of young people in the development of employment opportunities in York.

## **Risks and Mitigations**

77. At the heart of the youth strategy is the importance of working together. We can see from other areas how by developing Local Youth Partnerships local providers have been able to attract more funding, share resources and improve their sustainability. It is very important to recognise that there is no single version of what a Local Youth Partnership should look like. It is the choice of the youth providers in York, how they want to work together and that this is likely to develop over time.
78. The council must be a trusted and reliable partner of youth providers but it is important to understand the council does not control the youth partnership. Where Local Youth Partnerships are working best is where partners are agreeing how to work together and working collaboratively.

## **Wards Impacted**

79. All.

## Contact details

For further information please contact the authors of this Decision Report.

### Author

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<b>Date:</b>	8.10.24

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<b>Report approved:</b>	Yes
<b>Date:</b>	8.10.24

## Background papers

Statutory guidance for local authorities on services to improve young people's well-being (27 September 2023)

<https://www.gov.uk/government/publications/statutory-guidance-for-local-authorities-youth-provision/statutory-guidance-for-local-authorities-on-services-to-improve-young-peoples-well-being>

## Annexes

**Annex 1:** Youth Strategy

**Annex 2:** Equalities Impact Assessment

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# Young People Belong in York

York's Youth Strategy  
2024-2028

Delivered in partnership with:



# Our strategy on a page

We have developed this strategy together with youth partners and young people.

## Our Ambition

York is a place that young people belong. Young people in York have places to go, things to do and someone to talk to.

## Why we need a strategy

Young People tell us they feel they don't belong in York and that there is a stigma towards young people.

We need to attract more money to the city to help grow youth provision and make it more sustainable.

York has some great youth provision but we know some young people miss out.

## How we will deliver this strategy

Over the next three years we are investing £120k (£40k per year) to build a Local Youth Partnership and to deliver youth provision. The Local Youth Partnership will:

### Build York's Youth Sector

- Develop a youth partnership that helps us to work together.
- To attract investment for youth work into the city and build sustainability.
- To create a city where young people feel they belong and feel safe.

### Build the workforce

- Equip youth workers with the skills and knowledge they need
- Create trusting relationships with young people and between partners.
- Develop standards to enable the delivery of exceptional services for young people.

### Joined up youth offer

- Understand what youth services young people need.
- Work together to deliver our local youth offer.
- Young People and families know what is available and how to access it.

## What this means for young people

### Our Priorities

Young people have safe places to be with their friends.

Young people have a range of activities they want to do.

Young people are supported by people with the right skills.

## Our journey to success – How will we know



Our Local Youth Partnership is created.

This attracts more resource to build youth provision.

Young people shape the youth offer.

New youth provision is created and existing provision is more sustainable.

More young people know what is available.

Young people tell us they have safe places to be with their friends.

# Why do we need a youth strategy?

Every young person deserves to grow up in a place where they feel safe, supported, and inspired to achieve their dreams. We want York to be a place where young people know they belong. We believe in the power of youth work and the importance of having places to go and things to do, all supported by people who genuinely care. Young people should have a vibrant youth offer, fit for the 21st century that:

Connects them  
with their  
communities

Offers young people  
opportunities in safe  
environments to take  
part in a wide range of  
activities

Supports the personal,  
social and economic  
development of  
young people

Improves young  
people's physical and  
mental health, and  
emotional wellbeing

Raises young  
people's aspirations,  
builds their resilience,  
and informs their  
decision-making

Promotes inclusion  
and diversity for all  
young people.

The Local Authority has a statutory responsibility to 'secure, so far as is reasonably practicable, sufficient provision of educational and recreational leisure-time activities for young people, and to make sure young people have a say in the local offer'. (Education Act 1996)

The YMCA has highlighted the national challenge faced by local authorities in ensuring sufficient youth provision. Research undertaken by the YMCA shows that nationally the level of spending on youth services by English local authorities in 2022/23 is 73% lower than in 2010/11. York is not immune to these challenges and like other areas are looking to find new ways of working to help meet the needs of young people.

Partnership working and the need to deliver place-based provision underpins the vision and ambitions that are set out in this strategy. Working with the York Youth Network, we have set ambitious plans to develop a Local Youth Partnership for the city, led at the local level with the goal of bringing together, supporting and sustaining youth work delivery. The partnership will take collaborative action to improve outcomes for children and young people by enabling access to high-quality provision locally.

The Youth Strategy reflects the city's drive for an early intervention and prevention approach, providing engaging and diversionary opportunities reducing the need for more expensive targeted provision.

## Did you know in York...

There are

**34,612**

children and young people living in york

**10,167**

are 0-5 years old

**9,771**

are 6-10 years old

**14,673**

are 11-17 years old



The majority (**86%**) of secondary/sixth-form pupils said that they have someone they can talk to if they have a problem or were worried about something.



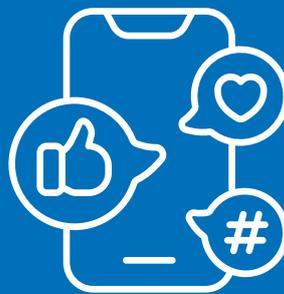
**66.05%** of the Talk About Panel agree their local area is a good place for children and young people to grow up.



The things that secondary/sixth-form pupils report worrying about the most are 'what might happen to them in later life' and 'their appearance and how they look'.



Around a quarter of secondary/sixth-form pupils reported that they had self-harmed in the past year and **46%** of those said that they had never asked anyone for help or support.



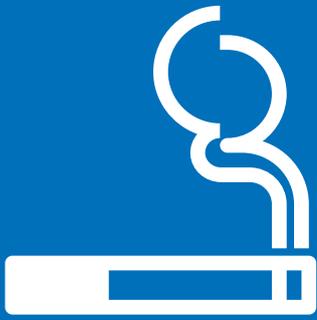
The majority (**91%**) of secondary/sixth form pupils said that they have a social media account. Around a fifth reported using the internet for more than 6 hours on a normal school day, rising to **37%** on a normal weekend day.



**71%** said that they had received messages from people that they don't know online and about a quarter said that they had been asked to do something that they didn't want to do online.



About a **quarter** of secondary/sixth-form pupils said that they have taken money without permission to spend on gambling.



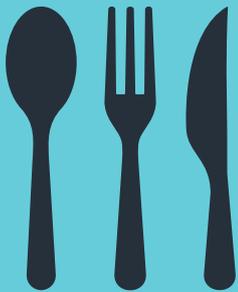
A **quarter** of secondary/sixth-form pupils said they have used/use e-cigarettes. Around a **fifth** said that an adult in their home smokes.



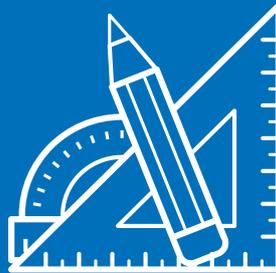
A **quarter** of secondary and sixth-form pupils reported that they have been bullied because of how they look. Around a fifth of pupils said that no one helped them deal with being bullied.



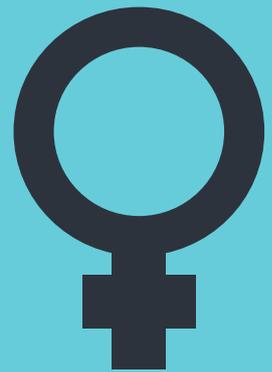
In July 2024 **1.4%** of young people in Year 12-13 are not in education, employment or training



There is a **23.6%** disadvantage gap between those who were eligible for Free School Meals and non- Free School Meal pupils at 15, attaining a Level 2 qualification by the age of 19, 2022/23.



There is a **43.6%** disadvantage gap between disadvantaged pupils (eligible for FSM in the last 6 years, children in care and adopted from care) and their peers achieving 9-4 in English & Maths at Key Stage 4, 2022/23.



There were **1.7** conceptions in those aged under 16 (per 1,000 females aged 13-15).



There were **160** first time entrants to the Youth Justice System aged 10-17 (per 100,000 10-17 year olds in York)

# What's it like to be a young person in York?

The Youth Council helped us to develop this strategy. Their input has been really important in making sure our strategy is something that young people have shaped and help us to deliver.

The Youth Council welcomed the strategy and shared they felt it was really needed.

- They liked the idea of everyone in the city working together.
- The Youth Council want young people to have a seat at the table when decisions are being made and in holding partners to account for delivering the strategy.
- They shared the experience of young people sometimes feeling marginalised and they want the strategy to promote inclusion and belonging.
- Young people said the strategy needs to link with transport and that moving to different parts of the city can be difficult. They shared they feel transport is designed to support commuting and not connecting communities.

The Short Warwick-Edinburgh Mental Wellbeing Scale (SWEMWS) was used to measure the mental wellbeing of secondary/sixth-form pupils in York. The Short Warwick-Edinburgh Mental Wellbeing Scale (SWEMWBS) is a simple questionnaire designed to measure how people feel about their mental health and well-being. Think of it like a happiness and life satisfaction quiz that helps people understand how they're doing mentally and emotionally. The minimum score on the scale is 7 and the maximum score is 35. If someone scores high, it usually means they feel happy, relaxed, and satisfied with their life most of the time. If someone scores low, it might mean they're feeling down or stressed and could benefit from talking to someone or finding activities that help them feel better.

- York secondary/sixth-form pupils scored 14.9 out of 35.
- Boys reported a slightly higher mental wellbeing score (15.7) compared to girls (14.1).
- There were very little differences between the age groups.

## Our Ambition

Our ambition through this youth strategy is that York is a place that young people belong. That young people in York have places to go, things to do and someone to talk to.

### Our Ambition

York is a place that young people belong. Young people in York have places to go, things to do and someone to talk to.

### Our Priorities

Young people have safe places to be with their friends.

Young people have a range of activities they want to do.

Young people are supported by people with the right skills.

## How we will deliver this strategy

### Value young people

We know that some young people feel stigmatised and don't feel they truly belong. This can make them feel isolated and undervalued. We need to change this by valuing young people as an important part of our city, both now and in the future. By recognizing their contributions and supporting them, we can create a community where every young person feels included and appreciated.

### Work Together

To make our youth strategy a success, we need everyone to work together. This includes the youth sector, the police, schools, local communities, local businesses/employers and the council. By working together, we can create a supportive network that listens to and values young people. With the combined efforts of these partners, along with health services, local businesses, and families, we can build a stronger, safer, and more exciting future for all young people in York.

We will create the pathways that allow young people to move from positive experiences, to gaining skills that can help lead to further opportunities to be engaged in the city through volunteering and building our cultural assets.

### Building and sustaining our offer

Working together also means being brave in sharing the resources that each partner has. We will work together to make shared bids to different grants and funding opportunities.

By moving away from a traditional funder-provider model to one of true partnership and collaboration, all partners can work together to grow and sustain our capacity to meet the needs of young people.

## Investing in building York's Youth Partnership

Over the next three years we are investing £120k (£40k per year) to build a Local Youth Partnership and to deliver youth provision.

The Local Youth Partnership will:



### Build York's Youth Sector

- Develop a youth partnership that helps us to work together.
- To attract investment for youth work into the city and build sustainability.
- To create a city where young people feel they belong and feel safe.



### Build the workforce

- Equip youth workers with the skills and knowledge they need
- Create trusting relationships with young people and between partners.
- Develop standards to enable the delivery of exceptional services for young people.



### Joined up youth offer

- Understand what youth services young people need.
- Work together to deliver our local youth offer.
- Young People and families know what is available and how to access it.

At the beginning of this strategy we are in the early stages of developing our youth partnership. This is something we are committed to doing together and recognise will take time.

# How will we know this is making a difference?

Young people tell us they have things to do and places to go.

Our Local Youth Partnership is established and has attracted new funding to York.

The Youth Partnership is sharing resources across the city to support positive activities for young people.

We reach and engage children who are missing out on support now.

Communities see young people positively and we reduce reported anti-social behaviour.



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



(01904) 551550



ycc@york.gov.uk



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It is available in the following languages:

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

Publication date: October 2024

For further information: West Offices, Station Rise, York YO1 6GA

## City of York Council

## Equalities Impact Assessment

## Who is submitting the proposal?

<b>Directorate:</b>	Communities and Children's		
<b>Service Area:</b>	Communities		
<b>Name of the proposal :</b>	Young People Belong in York – York's Youth Strategy		
<b>Lead officer:</b>	Pauline Stuchfield/Martin Kelly		
<b>Date assessment completed:</b>	31/07/2024		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Name</b>	<b>Job title</b>
Niall McVicar	Head of Innovation and Children's Champion	Joe Micheli	Head of Communities

**Step 1 – Aims and intended outcomes**

<p><b>1.1</b></p>	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>The purpose of the proposal is to assess how the City of York's youth strategy – ‘Young People Belong in York’ 2024-2028 will impact equality among children and young people. The youth strategy sets out strategic ambition and priorities for the ensuring sufficient youth services to meet the needs of young people.</p>
<p><b>1.2</b></p>	<p><b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)</p>
	<p>The local authority has a responsibility under section 507b of the Education Act 1996 (as amended by Education and Inspections Act 2006) to secure, so far as reasonably practical, sufficient educational and recreational activities which are for the improvement of young people's wellbeing, personal and social development, and sufficient facilities for young people aged 13 - 19 (or up to 25 for young people with additional needs).</p> <p>The guidance on the statutory responsibility had not been updated nationally since 2012. However, in September 2023 the Department for Culture Media and Sport (DCMS) published updated statutory guidance for local authorities under section 507b of the Education Act 2006.</p> <p>The revised statutory guidance requires local authorities to, so far as 'reasonably practicable', secure access for young people to a 'sufficient' quantity of youth services.</p> <p>The statutory guidance suggests that the educational leisure-time activities must include sufficient activities which are for the improvement of young people's personal and social development. These are the types of activities traditionally provided through youth work.</p>

<p>1.3</p>	<p><b>Who are the stakeholders and what are their interests?</b></p>
	<p>The key stakeholders of the youth strategy are:</p> <ul style="list-style-type: none"> <li>• Young People (Primary Stakeholders)</li> <li>• Parents and carers</li> <li>• Youth sector providers</li> <li>• Communities</li> <li>• Education (schools, colleges and universities)</li> <li>• North Yorkshire Police and Youth Justice</li> <li>• The council and elected members</li> </ul> <p>To make our youth strategy a success, we need everyone to work together. This includes the youth sector, the police, schools, local communities, and the council. By teaming up, we can create a supportive network that listens to and values young people. With the combined efforts of these partners, along with health services, local businesses, and families, we can build a stronger, safer, and more exciting future for all young people in York.</p>
<p>1.4</p>	<p><b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019-2023) and other corporate strategies and plans.</p>
	<p>The youth strategy sets out our strategic ambition and priorities.</p> <p><b>Our Ambition</b></p> <ul style="list-style-type: none"> <li>• York is a place that young people belong.</li> <li>• Young people in York have places to go, things to do and someone to talk to.</li> </ul>

	<p><b>Our Priorities</b></p> <ul style="list-style-type: none"> <li>• Young people have safe places to be with their friends.</li> <li>• Young people have a range of activities to do.</li> <li>• Young people are supported by people with the right skills.</li> </ul> <p><b>How will we know this is making a difference?</b></p> <ul style="list-style-type: none"> <li>• We will ask young people how well we have delivered the ambition and priorities in this strategy.</li> <li>• We have agreed our model of a local youth partnership and have established it.</li> <li>• As a partnership we will have agreed how we understand if what we are doing makes a difference.</li> <li>• We will have identified areas of greatest need and worked with young people to take action and provide support.</li> <li>• We will be able to demonstrate how this action has:             <ul style="list-style-type: none"> <li>○ Addressed risk or exploitation of young people.</li> <li>○ Addressed anti-social behaviour</li> </ul> </li> </ul>
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## Step 2 – Gathering the information and feedback

2.1	<p><b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.</p>	
	<b>Source of data/supporting evidence</b>	<b>Reason for using</b>
	Local Youth Partnerships Capacity Building Project – Final Report May 2023	To learn from other areas how they are working together to develop their own Local Youth Partnerships.

## ANNEX 2

York youth network	Multiple sessions to engage the existing network of York youth providers to help us develop the strategy and consider the development of a local youth partnership.
Feedback from young people	Feedback gathered from young people to help us understand what they need and to inform the development of the youth strategy.
Data and performance information for children and young people.	To inform the priorities of the Children and Young People's Plan.

### Step 3 – Gaps in data and knowledge

3.1	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>	
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>
	No known gaps in data or knowledge.	n/a

### Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	The purpose of the youth strategy is to improve outcomes for young people. The successful delivery of the youth should also deliver positive outcomes across people’s lives as they become adults.	+	H
Disability	The youth strategy is inclusive of all our children including those with an identified disability.  The positive impact of the strategy will include this group of children.	+	M
Gender	National research suggests gender differences in how young people engage in different types of youth provision. It is important the strategy does not exclude different genders or reinforce gender biases. Delivered well the strategy will have a positive impact.	+	M
Gender Reassignment	The youth strategy is inclusive of all our children including those identifying with gender reassignment. Delivered well the strategy will have a positive impact.	+	M

## ANNEX 2

<b>Marriage and civil partnership</b>	The strategy is not expected to impact on this characteristic.	0	
<b>Pregnancy and maternity</b>	The strategy is not expected to impact on this characteristic.	0	
<b>Race</b>	The youth strategy can play a role in engaging young people from communities that may be otherwise excluded. York's anti-racism strategy made a commitment that we would develop ways to engage black communities in youth provision.	+	M
<b>Religion and belief</b>	The strategy is not expected to impact on this characteristic.	0	
<b>Sexual orientation</b>	The youth strategy is inclusive of all our children all sexual orientations. The positive impact of the strategy will include this group of children.	+	M
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	The youth strategy is expected to have a positive impact on young carers by providing social activities and access to developing supportive relationships. It is important that the barriers young carers may face in accessing youth provision are addressed.	+	M
<b>Low income groups</b>	Delivery of the youth strategy would improve outcomes for children and young people living in low income groups.	+	M

## ANNEX 2

<b>Veterans, Armed Forces Community</b>	The youth strategy is inclusive of all our children. This includes children and young people from the armed forces community.	+	L
<b>Other</b>	The purpose of the youth strategy is to improve outcomes for young people. The successful delivery of the youth strategy should also deliver positive outcomes across people's lives as they become adults.	+	H
<b>Impact on human rights:</b>			
List any human rights impacted.	<p>The youth strategy impacts several children's rights as outlined in the United Nations Convention on the Rights of the Child (UNCRC).</p> <ul style="list-style-type: none"> <li>• Right to Education (Article 28)</li> <li>• Right to Non-Discrimination (Article 2)</li> <li>• Right to Life, Survival, and Development (Article 6)</li> <li>• Right to Be Heard (Article 12)</li> <li>• Right to Play, Leisure, and Cultural Activities (Article 31)</li> <li>• Right to Health (Article 24)</li> <li>• Right to Protection from Violence (Article 19)</li> <li>• Right to an Adequate Standard of Living (Article 27)</li> <li>• Right to Privacy (Article 16)</li> <li>• Right to Special Protection and Assistance (Article 20)</li> <li>• Right to Access Information (Article 17)</li> <li>• Right to Freedom of Expression (Article 13)</li> <li>• Right to Freedom of Association and Peaceful Assembly (Article 15)</li> <li>• Right to Education on Human Rights and Peace (Article 29)</li> </ul>	+	<b>M</b>

### **Use the following guidance to inform your responses:**

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p><b>High impact</b> (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact                  The proposal is institution wide or public facing                  The proposal has consequences for or affects significant numbers of people                  The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p><b>Medium impact</b> (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact                  The proposal is institution wide or across services, but mainly internal                  The proposal has consequences for or affects some people                  The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p><b>Low impact</b> (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact                  The proposal operates in a limited way                  The proposal has consequences for or affects few people                  The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

## Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<p><b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b></p>
<p>The assessment has found that there should be an overall positive impact from the implementation of the youth strategy. For some characteristics we have identified potential risk that poor implementation could result in a negative impact. As such the delivery of the plan will be monitored and direct feedback sought from these groups to ensure we are realising the positive changes we are seeking to make.</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<p><b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</b></p>
<p>- <b>No major change to the proposal</b> – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
  
  - **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
  
  - **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.
- 1.

**Important:** If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
<b>No major change to the proposal</b>	The youth strategy has been developed with consideration of the needs and inequalities of children and young people in the city and how partners can address these through shared priorities.

## Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	Action to be taken	Person responsible	Timescale
	Implement the youth strategy	Communities and the local youth network	2024-2028

## Step 8 – Monitor, remove and improve

8.1	<p><b>How will the impact of your proposal be monitored and improved upon going forward?</b> Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?</p>
	<p>The youth strategy and progress in its implementation will be regularly checked through joint working with York's youth network.</p> <p>Any funding provided to support Targeted Youth Work will be monitored to review how well it is impacting on identified needs.</p>

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<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	DASS Sara Storey
<b>Portfolio of:</b>	Cllr Steels Walshaw – Executive Member for Adult Social Care

## **Decision Report: York Mental Health Hub Commissioning Arrangements Options Paper**

### **Subject of Report**

1. The Connecting our City Project is a multi-agency project aimed at improving mental health and wellbeing in York. The Project team are hosted by City of York Council (CYC) and the Project has largely been funded through NHS Community Mental Health Transformation (CMHT) Funding.
2. CYC currently hold York's allocation of CMHT moneys and commission on behalf of the York mental health partnership (YMHP) (see Annex A Summary of Grants and Funding). We hold several contracts and grant agreements using the NHS transformation funding, primarily funding voluntary sector (VS) provision with the York Mental Health hub (located at 30 Clarence Street) and pathway to recovery team.
3. This includes peer support, social prescribing and carer support.
4. All agreements include clear milestones and outcomes. All providers submit quarterly reports to the Connecting our City Steering Group. The Project team also meet every 6 weeks with providers to monitor progress and address any issues or support required.
5. Due to the success of the mental health hub developments, additional NHS funding has been secured for up to 2 further hubs in the city. One of these is part of a national pilot funded by NHS England.
6. A decision is required on how to commission the current hub provision post April 2025 when most of the current agreements end and the Voluntary sector provision for the remaining two hubs. This decision is required to enable us to have staff recruited and in

post for the opening of hub 2 (24/7) currently estimated to be April 2025.

7. Timescales for the 24/7 hub, implemented by NHS England (NHSE), are extremely tight with expectation that provision is up and running within this financial year. Voluntary sector providers were a key part of the partnership expression of interest and form the majority of the staffing. These roles cannot be recruited until funding arrangements are confirmed. Any delay to recruitment risks an inability to deliver the project on time and potential claw back of funds by NHSE.
8. This was a partnership bid, developed and submitted by partners who form the staff base of the hub team. Therefore, there is an expectation that partners who were part of the successful bid will be the providers within the hub model.
9. Hub one opened in May 2024 after being prototyped and then paused and has recently re-opened and it still in a soft launch period, gradually taking new people into the service. As it is not fully operational, the provision is still in its infancy as is the current team. Disruption to providers at this stage would be ill-timed as there has not been sufficient time to allow the team or the model to establish, to agree staffing structures and service specification or for proof of concept.
10. Disruption to providers at this stage would inevitably result in losing key members of the team and ultimately the current hub having to pause work destabilising the system. York has been on an important journey of learning to develop this model and there has not yet been sufficient time to allow this to establish, to agree staffing structures, service specification or for proof of concept.
11. We require consistency of provision across all hubs to be able to measure the effectiveness and respond quickly to change.
12. Long term planning is currently underway to establish the needs of all three hubs so that a future integrated commissioning model can be developed. However, due to the current timescales and stage of hub development, we are seeking to establish an interim two-year arrangement with the existing voluntary sector providers to maintain consistency of provision across the city. This would be without inviting competition and the total value of all of the agreements is over £500,000. Therefore a decision is required at Executive level.

## Benefits and Challenges

13. There are benefits to CYC continuing to commission the mental health hub provision as CYC already holds the existing agreements and hosts the project team. The project team are responsible for developing the hub model and establishing future commissioning arrangements. This will also allow funding to be carried over financial years should there be recruitment delays ensuring maximum use of available funds for York. The Project Team are also hosted by CYC and monitor contracts and grant agreements from partners, which enables the team to evidence the impact of the roles within the model and collect data on the outputs.
14. The proposed grant agreements can be delivered within the required timeframes and will allow time and flexibility to embed the hub model and create a clear specification for after the 2-year period. After this 2-year period, we will review service and future requirements under either the Procurement Act 2023 or the Provider Selection Regime in order to determine the most appropriate commissioning route to ensure the best outcomes for the residents of York and the council achieves Value for Money.
15. Grants will need to comply with the council's Contract Procedure Rules (CPR 4) and a Best Value form completed to explain the decision for not inviting competition.
16. Grant agreements will need to be prepared by Legal Services and will need to be properly assessed to make sure they are in line with subsidy control principles – this will take time due to limited capacity and resource within the Legal Team.
17. The York Mental Health Hub developments are a high-profile project with significant system engagement across York. Uncertainty around funding arrangements for voluntary sector partners creates instability amongst the existing hub team and risks staff retention if decisions are delayed. This would compromise the ability of the hub to meet key performance indicators due to lack of capacity.
18. As hub one only opened in May 2024, after being prototyped, the provision is still in its infancy as is the current team. Disruption to providers at this stage would inevitably result in losing key members of the team and ultimately the current hub having to close. This risks destabilising the system.
19. The NHS England funded project is expected to be delivered within an extremely short timeframe and any delay to voluntary sector partner funding arrangements will delay recruitment and

- thus delivery of the project. This could result in NHSE clawing funding back as well as reputational damage.
20. Risk of challenge for directly awarding grants to existing providers has been mitigated as far as possible through the rationale of allowing sufficient time to embed and refine the hub model. The two-year agreements will allow for sufficient time to develop a robust model and specification as well as to confirm future funding and resource commitments. This will allow for a review of service and future requirements under either the Procurement Act 2023 or the Provider Selection Regime in order to determine the most appropriate commissioning route to ensure the best outcomes for the residents of York and the council achieves Value for Money.
  21. The funding for all hubs comes via the NHS.
  22. For all of the above options, the mental health hub is operating a 'co-located' model whereby employing organisations retain responsibility for staff, with staff reporting on a day to day basis to the hub manager. Therefore, staff employed through the grant agreements will be voluntary sector employees. There are no TUPE implications for CYC as any transfer as a result of a change in provider would be the responsibility of the individual organisations involved.

## Policy Basis for Decision

23. This decision complies with both the **Health and wellbeing** and **Cost of Living** priorities within the Council Plan. The project looks to improve access to mental health and wellbeing support, ensure open access, person centred and flexible support. Integrated models of care allow best use of resources, avoid duplication and avert more costly acute and crisis services. Offering flexible support within the community will increase accessibility for groups who are currently underrepresented within mental health services.
24. The model also seeks to address the **health inequalities** for people with a severe mental illness by improving access to physical health support, addressing the social determinants of mental health and building community connectedness.
25. Advice has been taken from both procurement and legal colleagues regarding compliance with the Contract Procedure Rules. Risk to the council is lower as the Contract Procedure Rule requirements for grants aren't as prescribed for the award of Grants as they are for the award of contracts.

## Financial Strategy Implications

26. These are all Health funding sources which are/will be passported to the Council to manage. Funding for two of the three hubs is recurrent funding. The 24/7 pilot funding is for 2 years. Discussions are happening at both a place and ICS level about how this model can be sustained after the 2-year period. Some of this will rely upon the realignment of existing resource within mental health services and transformation plans are already being developed to support this within the relevant organisations.
27. The recommended two-year agreements will allow for sufficient time to develop a robust model and specification and to refine the costs and workforce required.
28. The hub development work aligns with other developments in relation to integrated community service provision and Integrated Neighbourhood Teams for which joint funding arrangements are being developed.

## Recommendation and Reasons

29. Executive are recommended to:

- approve Option 3, namely the issuing of 2-year term grant agreements by CYC to the existing voluntary sector providers, without a competitive process, and to delegate authority to the Corporate Director - Adults and Integration, in consultation with the Chief Finance Officer and the Director of Governance, to take such steps as are necessary to determine the provisions of, award and enter into the resulting grant funding agreements.

**Reason(s):** This allows for a flexible interim arrangement in compliance with the Subsidy Control Act 2022, the Financial Regulations under Appendix 10a of CYC's Constitution and the Contract Procedure Rules under Appendix 11 of CYC's Constitution. This option can be delivered within the required timeframes. The two-year agreements will allow for sufficient time to develop a robust model and specification as well as to confirm future funding and resource commitments. This will allow for a review of service and future requirements under either the Procurement Act 2023 or the Provider Selection Regime in order to determine the most appropriate commissioning route to ensure the best outcomes for the residents of York and the council achieves Value for Money.

## Background

30. The Connecting our City Project is a multi-agency project aimed at improving mental health and wellbeing in York. The Project team are hosted by City of York Council (CYC) and the Project has largely been funded through NHS Community Mental Health Transformation (CMHT) Funding.
31. One of the key priorities for the Project was to establish a Trieste style mental health hub model for York. These hubs will offer a range of support in a flexible manner with a multi-agency team, that are able to be responsive and enable early intervention to prevent a decline in mental health. The Hub is able to support a person to develop a network of community assets to support them to thrive in their local communities.
32. The hub model was codesigned in April 2022 as part of a detailed process involving people with lived experience and a range of practitioners from across organisations in York. The model was then prototyped supporting a small number of individuals from January 2023 with a team including clinicians, social care, peer support, recovery workers, carer support and social prescribing.
33. A prototype report (see Annex B York's Hub Journey) was published which demonstrated significant benefits. For the individuals accessing support:
  - the team were able to offer support to people who have previously struggled to access what they needed;
  - 24 of the 33 people (72.7%) at the Hub achieved progress directly connected to their reasons for seeking support at the time;
  - 11 of 13 obtained ReQol scores had improved, meaning 84.6% of those from whom data was obtained had displayed reliable improvements;
  - Case studies demonstrated a dramatic reduction in use of crisis, A&E, and interactions with the police for those people being supported by the hub;
  - The physical space and community acted as an important enabler, means of belonging and social support in itself.
34. For the hub team:
  - They appreciated the permission to work flexibly and within a more flattened hierarchy;
  - People valued the team's flexible approach as well as being given options for formal or more informal support;

- The team empowered people to be able to better manage their own crisis through co-developing support;
  - The team have been able to work more in alignment with their own personal values;
  - Being a part of change was an appeal for the team.
35. A quote from an individual who received support:  
*“They're trying to get me to come and use it as like a Hub, like a place to build friendships and interact with and get support from people, whether it be people in the cafe or people in the office. If you're having a bad week, you can turn up and go 'D, can I just speak to you for 10 minutes please because I'm having a bit of a bad day or a bad week, and as long as he hasn't got appointments that happens. The relaxed nature of the place is its strength because it's not like you have to wait weeks and weeks to see someone you can literally drop in, reach out.”*
36. Alongside the successes, the hub experienced some key challenges and in September 2023 the hub was paused to allow time to establish a more robust governance structure and to recruit to a permanent fully staffed team. The hub reopened at the end of May 2024 at 30 Clarence Street and from September 2024 has integrated with the Mental Health Recovery Service (See Annex B – York's Hub Journey). Due to the challenges experienced within prototyping, we have been operating a phased approach to opening to ensure that the team can manage demand. However, the hub is already showing positive outcomes both for individuals and the system.
37. The aim of the mental health hub model is that individuals are able to access a range of support, that is flexible to meet needs at the point they need it. In order for us to be able to offer this support across the City and develop this as an integrated model of mental health support, we need to establish three hubs. Citywide hub coverage would allow the realignment of health and social care resources and ensure sustainability for this model.
38. Therefore, we were delighted to have had the opportunity to apply for national NHS England funding for a 24/7 mental health hub in the West of the City (Acomb, Holgate & Westfield). Yorks bid was successful, and we have secured £2.4m over two years for this pilot which sees investment in 6 sites across the country.
39. We have also submitted a bid for NHS Service Development Funding of £498k (recurring) which would allow us to establish a third hub. This funding is to be confirmed.
40. York's hub development journey and the partnership approach to this, continues to attract significant national and local interest. We

- have recently hosted visits to the current hub from key leaders within the Department for Health and Social Care (Director and Deputy Director of Mental Health) and Rachel Maskell MP.
41. To date, City of York Council have held York's allocation of CMHT moneys and commissioned on behalf of the partnership. Totalling £695k (recurring). We hold a number of contracts and grant agreements, as above, using the transformation funding, primarily funding provision with the York MH hub and pathway to recovery team. CYC holding this funding has supported significant flexibility and ensured maximum use of all available funding for York.
  42. These contracts and agreements were established during the prototype phases of both the hub and pathway to recovery. All providers were originally subject to an expression of interest process which included a project brief, expressions of interest being submitted, a partnership panel scoring submissions based on agreed criteria and interviewing providers.
  43. A decision is required on how to commission the current hub provision post April 2025 when most of the current agreements end and the Voluntary sector provision for the remaining two hubs. This decision is required to enable us to have staff recruited and in post for the opening of hub 2 (24/7) currently estimated to be April 2025.
  44. Timescales for the 24/7 hub, implemented by NHS England (NHSE), are extremely tight with expectation that provision is up and running within this financial year. Voluntary sector providers were a key part of the partnership expression of interest and form the majority of the staffing. These roles cannot be recruited until funding arrangements are confirmed.
  45. This was a partnership bid, developed and submitted by partners who form the staff base of the hub team. Therefore, there is an expectation that partners who were part of the successful bid will be the providers within the hub model.
  46. As hub one only opened in May 2024, after being prototyped, the provision is still in its infancy as is the current team. Supporting a multi-agency co-located team to operate seamlessly is complex. It has taken significant work and time to orientate the current team, develop operational procedures and working practices. This work is ongoing. Disruption to providers at this stage would inevitably result in losing key members of the team and ultimately the current hub having to close. This would destabilise the system. York has been on an important journey of learning to develop this model and there has not yet been sufficient time to allow this to establish, to agree staffing structures and service specification or for proof of concept.

47. We are seeking to explore the mechanism by which we can establish agreements for minimum of 2 years, with the existing VS providers, to allow us to embed the model across 3 hubs and prove concept as well as to establish a collaborative future commissioning and provision model.
48. Following the 2-year period, we will have a much clearer understanding of available funds and a robust specification for delivery of the model. This will allow for a review of service and future requirements under either the Procurement Act 2023 or the Provider Selection Regime in order to determine the most appropriate commissioning route to ensure the best outcomes for the residents of York.
49. A workshop to consider future commissioning models is planned for 24th October 2024. This workshop will consider the options below and recommend a future commissioning model which will be developed and planned over the 2-year period. An update following this workshop will be brought back to the joint commissioning forum.
50. A summary of the options that have been considered is below.

## **Consultation Analysis**

51. The development of the York Community Mental Health Hubs involved an in-depth codesign process with representation from clinicians, social work, local area coordination, voluntary sector, and over 50% lived experience and carers. The core principles that emerged from this process continue to guide the development of the York hub model, including the desire to embed lived experience leadership. Monthly conversation cafes provide ongoing dialogue and involvement as the project develops. The project also has a dedicated Coproduction Champion providing ongoing opportunities for involvement and engagement as well as a System Change Lead who works alongside voluntary sector colleagues to support and improve commissioning practice.

## Options Analysis and Evidential Basis

45.

### 1. Lead provider model commissioned by the ICB

*The ICB commissions the hub model through a lead provider model (contract variation to an existing contract) who then subcontract the different elements of the offer to VCSE providers.*

Pros	Cons	Summary/recommendation
<ul style="list-style-type: none"> <li>• Relatively straightforward as contract variation allowed up to 25% of existing contract.</li> <li>• Short timeframe.</li> <li>• Places the delivery within the mental health trust – sustainability, embedded within the system.</li> <li>• Largest source of resource has accountability for delivery - All clinical resources in Hub 1, future Hub 3 and post pilot Hub 2 including team manager currently come or are expected to come from existing contract and are not funded with transformation investment.</li> <li>• Commissioning/procurement teams in place</li> </ul>	<ul style="list-style-type: none"> <li>• Potentially would involve novating/transferring existing Voluntary and Community Social Enterprise (VCSE) agreements over prior to being able to establish longer term agreements (delay).</li> <li>• May result in changes in current procurement process followed – as a change of lead contracting authority from Local Authority to NHS procurement.</li> <li>• Any delays in recruitment etc could result in underspends being lost.</li> <li>• Potential future loss of partnership control over the multi-agency elements of delivery</li> </ul>	<ul style="list-style-type: none"> <li>• Potential future delivery option, but not able to be delivered within the immediate timeframe.</li> <li>• Insufficient flexibility across financial years for current funding arrangements.</li> <li>• <b>Not recommended as interim arrangement.</b></li> </ul>

<p><b>2. CYC commissions the hub offer</b></p> <p><b><i>CYC develops a lead provider service specification for the mental health hub and conducts a procurement for this service</i></b></p>		
<p><b>Pros</b></p>	<p><b>Cons</b></p>	<p><b>Summary/recommendation</b></p>
<ul style="list-style-type: none"> <li>• CYC already holds the existing agreements and hosts the project team.</li> <li>• CYC has the ability to carry funding over financial years should there be recruitment delays.</li> <li>• Commissioning/procurement teams in place.</li> <li>• Procurement process could potentially be waived due to time and provider requirements of the 24/7 hub grant fund.</li> </ul>	<ul style="list-style-type: none"> <li>• May require a Section 75 agreement which would cause delay.</li> <li>• May (subject to requirements of the applicable Procurement legislation, with new Procurement Act 2023 to commence from 24th Feb. 2025) involve a full procurement exercise which could be time consuming and may result in changes to providers and thus delays/recruitment challenges/partnership impact.</li> <li>• Estimated timeframe 9-12 months so would need to extend existing agreements – short term in line with their respective terms and conditions and (where applicable) procurement and subsidy control law. Assessment of each agreement’s legal and procurement status will also require time, potentially creating delay due to limited capacity and resource in both the Legal and Commercial Procurement Teams.</li> </ul>	<ul style="list-style-type: none"> <li>• Not deliverable within the current timeframes.</li> <li>• Largest source of resource would not sit with local authority commissioning and so offer could become fragmented.</li> <li>• Any waiving of procurement rules poses potential risk to CYC.</li> <li>• <b>Not recommended</b></li> </ul>

	<ul style="list-style-type: none"> <li>• Even if procurement process was waived due to nature of funding stream, the model is potentially not sufficiently developed to be able to provide clear specifications at this time and funding streams are not all recurring.</li> <li>• Project team could retain oversight in the short to medium term but potential risk to partnership control in the longer term.</li> <li>• Largest source of resource would not sit with local authority commissioning - All clinical resources in Hub 1, future Hub 3 and post pilot Hub 2 including team manager currently come or are expected to come from existing contract and are not funded with transformation investment. Change would require change in ICB / Mental Health Trust Contracts.</li> </ul>	
<b>3.CYC issues 2-year grant agreements to the existing VCSE providers (without a competitive process) as interim arrangement</b>		
<b>Pros</b>	<b>Cons</b>	<b>Summary/recommendation</b>
<ul style="list-style-type: none"> <li>• CYC already holds the existing agreements and hosts the project team.</li> <li>• CYC has the ability to carry funding over financial years should there be recruitment delays.</li> </ul>	<ul style="list-style-type: none"> <li>• Largest source of resource would not sit with local authority commissioning.</li> <li>• Grant agreements allow for less specification of delivery.</li> <li>• Would require guarantee of funding from NHS for 2-year period.</li> <li>• Grants will need to comply with the council's Contract Procedure Rules (CPR 4) and a Best</li> </ul>	<ul style="list-style-type: none"> <li>• Can be delivered within timeframe.</li> <li>• Risk to the council is lower as the Contract Procedure Rule requirements for grants aren't as prescribed for the award of Grants as they are for the award of contracts.</li> </ul>

- Commissioning/procurement teams in place.
- Maintain control over the different elements of the offer and preserve this multi-disciplinary element.
- Grant agreements allow time and flexibility to embed model and create clear specification for after the 2-year period.
- After the 2-years, we can review service and future requirements under either the Procurement Act 2023 or the Provider Selection Regime in order to determine the most appropriate commissioning route to ensure the best outcomes for the residents of York and the council achieves Value for Money. No delay for procurement.

Value form completed to explain the decision for not inviting competition.

- Grant agreements will need to be prepared by Legal Services and will need to be properly assessed to make they are in line with subsidy control principles – this will take time due to limited capacity and resource within the Legal Team.

- Allows for a flexible interim arrangement whilst the model is refined, and longer-term commissioning arrangements can be planned.
- **Recommended**

#### 4.Alliance - The Partnership forms an alliance which assumes legal responsibility for the transformation funding

Pros	Cons	Summary/recommendation
<ul style="list-style-type: none"> <li>• Tested collaborative model within region and nationally but not a recognised legal entity, would require a lead (typically VCSE provider) to commission.</li> <li>• (Subject to the lead provider) could carry funds should there be recruitment delays.</li> <li>• Relatively straightforward as contract variation allowed up to 25% of existing contract.</li> <li>• Short timeframe.</li> <li>• Places delivery within the partnership – sustainability, embedded within the system.</li> </ul>	<ul style="list-style-type: none"> <li>• Internal authorisations necessary for formation of partnership likely to cause delay.</li> <li>• Legal input required on drafting and negotiating partnership arrangements – time required, and capacity still an issue.</li> <li>• Formation of a partnership would still be subject to public procurement rules, so additional time would be required to assess the market or to properly set up without a tender exercise but is a way that complies with procurement law.</li> <li>• Potentially would involve novating/transferring existing VCSE agreements over prior to being able to establish longer term agreements.</li> <li>• Partnership control over how the ‘offer’ is delivered longer term may depend on level of autonomy and/or financial authority alliance is given entity/commissioner.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential future delivery option but not able to be delivered within the immediate timeframe.</li> <li>• <b>Not recommended as interim arrangement</b></li> </ul>

	<ul style="list-style-type: none"> <li>• Largest source of resource would not sit with alliance - All clinical resources in Hub 1, future Hub 3 and post pilot Hub 2 including team manager currently come or are expected to come from existing contract and are not funded with transformation investment. Change would require change in ICB / Mental Health Trust Contracts.</li> </ul>	
<p><b>5.CIC - The Partnership formally establishes itself as a Community Interest Company (CIC) and is commissioned by the ICB to deliver the hub model</b></p>		
Pros	Cons	1. Summary/recommendation
<ul style="list-style-type: none"> <li>• Partnership control over funding longer term.</li> <li>• Funding can be carried over financial years and reinvested into provision.</li> <li>• Fosters a sense of ownership and accountability of spend.</li> <li>• Ability to flexibly subcontract/commission elements of the provision.</li> <li>• Opportunity to pool and fully integrate resource.</li> </ul>	<ul style="list-style-type: none"> <li>• Time delay on process to apply for CIC (Community Interest Company) status.</li> <li>• Formation of a new CIC with partners will require time for internal authorisation at CYC with Executive and other committees (Shareholder Committee; Staffing &amp; Urgency Matters), adding delay to this option. For authorisations, governance arrangements will need to be drafted and produced for approval (see below).</li> <li>• Significant time demand on those running the CIC.</li> <li>• Significant infrastructure required within the CIC. All governance documents for the CIC will require input from Legal Services to ensure that the CIC is set up properly for CYC and partners to be able to</li> </ul>	<ul style="list-style-type: none"> <li>• Potential future delivery option but not able to be delivered within the immediate timeframe.</li> <li>• <b>Not recommended as interim arrangement</b></li> </ul>

	<p>award it contracts directly in accordance with the Procurement Regs/Procurement Act. This could create further delay and may incur additional cost if external support/advice is required.</p> <ul style="list-style-type: none"> <li>• Additional time required for production of new contracts for CIC.</li> <li>• Other potential legal issues – e.g., TUPE transfer of staff to new CIC; property arrangements; etc.)</li> <li>• Would need to be registered with CQC if deemed to be directly providing/delivering services.</li> <li>• Likely to need to continue with existing arrangements whilst this is developed – lack of long-term certainty for VCSE during this phase.</li> <li>• Establishing as a separate entity may add complexity into the wider system and to the balance of working as an agile, cross-sector partnership.</li> </ul>	
<b>6. Do Nothing</b>		
<b>Pros</b>	<b>Cons</b>	<b>Summary/recommendation</b>
	<ul style="list-style-type: none"> <li>• Current contracts would end in March and therefore provision within current hub would cease.</li> <li>• NHS England funding would be returned as unable to deliver the model within timeframes.</li> <li>• Inability to establish City-wide mental health hub offer</li> </ul>	Not an option as would not deliver the positive outcomes outlined

46. The current hub is based at 30 Clarence Street and integrated with the Recovery Service. Future hub locations still to be confirmed.
47. The teams will be using the TEWV recording system – Cito. CYC ICT have been informed of this and this has been reflected in the DPIA and Information Sharing Agreement. Dual recording is in place for adult social care staff. Patient Knows Best is utilised as a patient facing portal.
48. The funding for all hubs comes via the NHS. Two of the hubs are funded on a recurring basis. The 24/7 hub is 2-year funding and plans for sustainability after this point are being developed. Following the two years of the 24/7 hub pilot we intend to move to an integrated model of commissioning for the hubs. This will be closely aligned with changes to wider commissioning arrangements and other related developments such as the frailty hub.

## Organisational Impact and Implications

### 49. Financial:

The Grant agreements that will be extended are estimated as follows:

Agreement	Yr 1 (£000)	Yr 2 (£000)	Total (£000)
York Mind Peer Support	643	643	1,286
York mind social prescribing	337	337	674
York Carers Centre	291	291	582
York CVS	280	280	560

The value of the grant agreements can be met from the following sources:

Community Mental Health Transformation Fund: £695k recurrent funding

NHS England Funding 24.7 Pilot: £2.4m (funding for two years)

Service Development Funding (SDF): £498k recurrent (TBC)

These are all Health funding sources which are/will be passported to the Council to manage. There are other commitments against these funding pots but the financial modelling assures the preferred option is affordable within the resources available to the project pending final confirmation of the Hub 3 funding.

#### **50. Human Resources (HR):**

Based on the specific details of the report, there are no HR implications for CYC in terms of the recommended approach or those noted in options one, two and four. There may be potential TUPE implications in relation to option 5 depending upon the setup of the Community Interest Company and what activities it will cover. Should this option be taken forward further work would need to be undertaken to assess what, if any, implications there may be for City of York Council resources with any change managed in accordance with the council's workforce change policies.

#### **51. Legal:**

##### ***General implications applicable to all options:***

- All public service contracts will need to be commissioned in line with a compliant procurement route under CYC's Contract Procedure Rules ("**CPRs**") and the Public Contract Regulations 2015 ("**PCRs**") or the Procurement Act 2023 or the Provider Selection Regime ("**PSR**") (as applicable) ("**Procurement Law**").
- Any proposed extensions, modifications, and novations of existing contracts will need to be drafted in line with the relevant terms and conditions and compliant with Procurement Law (where applicable).
- All grant funding agreements will need to be properly assessed to make sure they are in line with subsidy control principles under the Subsidy Control Act 2022 before they are awarded and entered into.
- With the exception of Option 3, any of the other options could result in the transfer of CYC staff and/or third-party staff meaning there would be TUPE and/or pension implications from any relevant transfers.

***Option 1:***

- It is noted that this option could involve novating/transferring existing Voluntary and Community Social Enterprise agreements to either the ICB or the ICB's appointed contractor prior to being able to establish longer term agreements.

***Option 2:***

- If CYC were to commission its own lead provider for the Project, this would require an agreement under section 75 of the National Health Services Act 2006 between the partners. Section 75 agreements can include arrangements for pooling resources and delegating certain NHS and local authority health-related functions to the other partner(s) if it would lead to an improvement in the way those functions are exercised.

***Option 3:***

- The award of any grant funding by CYC to a third party is subject to CYC's Financial Regulations ("**Financial Regs**") and CYC's CPRs, as well as the Subsidy Control Act 2022. CYC is required to assess any proposed financial assistance and any application must only be granted if it is consistent with the Subsidy Control Act 2022.
- Any grant funding agreements must be drafted and concluded to ensure compliance with the CYC CPRs, the CYC Financial Regs, and the Subsidy Control Act 2022.
- It is unlikely that any grant funding agreements entered into will have Procurement Law implications. However, CYC cannot elect to award grant agreements where the sole purpose for doing so would be to avoid conducting a competitive tender process in accordance with Procurement Law.

**Option 4:**

- Formation of a partnership would require an agreement setting out the detailed governance arrangements of the partnership. It is noted that this option will involve the preparation of a service contract and could involve the novation of existing contracts, both of which would need to ensure compliance with the relevant Procurement Law, and (where applicable) any existing terms and conditions with regards to novation.

**Option 5:**

- Any new company set up to deliver the Hub offering would require a full business case to be presented to Executive and will need to ensure that the company is set up correctly in line with company law. If the intention is to directly award contracts to the company without undertaking a procurement process, the provisions of the *Teckal* exemption under Reg 12(1) of the Public Contract Regulations 2015 (or the Vertical exemption under Schedule 2 of the Procurement Act 2023), as well as Article 12 of the CYC Constitution, would also need to be applied. Such a company will also be bound by Procurement Law and will also be subject to the Freedom of Information Act 2000 as well as other public law provisions.

52. **Procurement: *Implications***

The commissioning of the York Mental Health Hubs is to deliver a number of mental health hubs for our customers in the city following a successful pilot scheme. The mental health services being commissioned through the hub are categorised as health care services within the Provider Selection Regime (“**PSR**”) which is a set of rules for procuring health care services and applicable to NHS, ICB’s and Local Authorities that came into force from 1<sup>st</sup> January 2024.

Therefore, the commissioning of further Mental Health Hubs in the city which for these new hubs are being funded by the NHS would fall within the current PSR rules that includes a number of options to commission services that are

categorised as health care services. This will require Adult Social Care commissioners working with Commercial Procurement, Legal and Finance colleagues to consider the series of commissioning options within the PSR rules which includes Direct Award processes options A-C, Most Suitable Provider process or the Competitive process.

The processes to consider the PSR options for the commissioning of the York Mental Health Hubs includes a PSR Governance process and series of tests, questions and evidence which are included within a PSR template report that will require an appropriate CYC representative(s) with delegated authority for consideration and decision to be taken. The PSR Governance process would be completed by ASC commissioners working alongside CYC colleagues to determine the most appropriate route to commission the York Mental Health Hubs in accordance with the applicable rules as defined within the PSR.

**53. Health and Wellbeing:**

This project looks to improve access to mental health and wellbeing support, ensure open access, person centred and flexible support.

**54. Environment and Climate action: n/a**

**55. Affordability: n/a**

**56. Equalities and Human Rights:**

Everyone has the right to the highest attainable standard of physical and mental health. We have an obligation to develop and implement legislation and policies that guarantee universal access to quality health services and to address the root causes of health inequalities, including poverty, stigma and discrimination. The right to health is indivisible from other human rights - including the rights to education, participation, food, housing, work and information. This model is person centred, and holistic, and will help the council to ensure equity of access to services, particularly for those who have protected characteristics.

A full Equalities Impact Assessment will be undertaken and can be found at Annex C

**57. Data Protection and Privacy:**

The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.

This is evidenced by completion of DPIA screening questions under the reference AD-10196.

**58. Communications:**

Communications will support the commissioning of this project through a thorough communications plan and timely responses to any press enquiries. It is also recommended that comms is engaged in providing assistance for a robust stakeholder engagement plan.

**59. Economy: n/a**

## **Risks and Mitigations**

60. The York Mental Health Hub developments are a high-profile project with significant system engagement from across York. Uncertainty around funding arrangements for voluntary sector partners creates instability amongst the existing hub team and risks staff retention if decisions are delayed. This would compromise the ability of the hub to meet key performance indicators due to lack of capacity.
61. As hub one only opened in May 2024, after being prototyped, the provision is still in its infancy as is the current team. Disruption to providers at this stage would inevitably result in losing key members of the team and ultimately the current hub having to close. This risks destabilising the system.
62. The NHS England funded project is expected to be delivered within an extremely short timeframe and any delay to voluntary sector partner funding arrangements will delay recruitment and thus delivery of the project. This could result in NHSE clawing funding back as well as reputational damage.

63. Risk of challenge for directly awarding grants to existing providers has been mitigated as far as possible through the rationale of allowing sufficient time to embed and refine the hub model. The two-year agreements will allow for sufficient time to develop a robust model and specification as well as to confirm future funding and resource commitments. This will allow for a review of service and future requirements under either the Procurement Act 2023 or the Provider Selection Regime in order to determine the most appropriate commissioning route to ensure the best outcomes for the residents of York and the council achieves Value for Money.
64. Grant agreements will include notification of termination of agreements and expectations on providers for managing this as well as reporting and evaluation requirements.

## Wards Impacted

65. All wards will be impacted once three hubs are open. The 24/7 hub will specifically be supporting people within Holgate, Westfield and Acomb wards.

## Contact Details.

For further information please contact the authors of this Decision Report.

### Author

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<b>Report approved:</b>	Yes
<b>Date:</b>	29.10.2024

## **Background papers**

None.

## **Annexes**

- Annex A: Summary of grants and funding
- Annex B: York's Hub Journey
- Annex C: Equalities Impact Assessment

## Annex A Summary of grants and funding

Summary of existing agreements for Hub 1

Organisation	Service/Activity	Start date	End Date	Y1 value 2022/23	Y2 value 2023/24	Y3 Value 2024/25	Y4 anticipated value 2025/26	Grant Contract	or
Carers Centre	Carer support in the Hub, Pathway to recovery team and older adults' wards at Foss Park	01/09/2022	31/03/2025	£50,000	£71,500	£71,410	£134,232	Grant	
York Mind	£50k P2R and £35,000 hub senior peer support role (uplifted for 2024/5)	01/09/2022	31/03/2025	£90,000	£85,000	£53,167	£91,142	Grant	
York Mind	Social Prescribing in the hub and P2R					£107,000	£107,000	Grant	
York CVS	Coproduction	01/03/2022	01/09/2024	£27,450	£63,030	£44,755	Already funded due to vacancies	Grant	
York CVS grant fund	Funding for 7 VCSE Groups and administration/coordination	01/04/2023	31/03/2025	£140,000	£140,000	£140,000	£140,000	Contract	

Summary of Commitments within 24/7 Hub Expression of Interest per year (2-year funding)

Role	Number of posts	Cost
Social Prescriber (York Mind)	2.0 WTE	£92,000
Senior Peer Support (York Mind)	3.0 WTE	£138,000
Peer Support (Daytime Running) (York Mind)	PT Roles	£120,000
Peer Support (Overnight) (York Mind)	PT Roles	£180,000
Carer Support (York Carers Centre)	PT Roles	£50,000

Summary of VCSE Commitments within the 3<sup>rd</sup> Hub (recurring funding NOT CONFIRMED)

Role	FTE Cost	FTE Required hubs	FTE required through SDF	Total	Total requested through SDF
Social prescriber (York mind)	46	6	3	276	138,000
Grants (York CVS)	140	2	1	280	140,000
S/N peer support (York Mind)	40	3	1	120	40,000

Peer support (York Mind)	30	6	2	180	60,000
Carer support (York Carers Centre)	44	3	2	132	88,000
Senior carer support (York Carers Centre)	37	1	0.5	37	18,500
Peer support manager (York Mind)	45	1	0.3	45	13,500

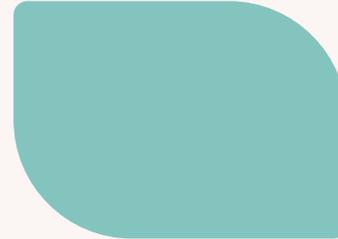
Approximate total proposed commitments for 3 hubs per year

Organisation	Provision	Amount
York Mind	Peer support	£ 642,645.00
York Mind	Social prescribing	£ 337,000.00
York Carers Centre	Carer support	£ 290,732.00
York CVS	VCSE Grant fund (funding disseminated via grants to a range of local groups)	£ 280,000.00

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# York's Community Mental Health Hub Journey

ANNEX B



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# York Mental Health Partnership

Our Vision for York is a City where:

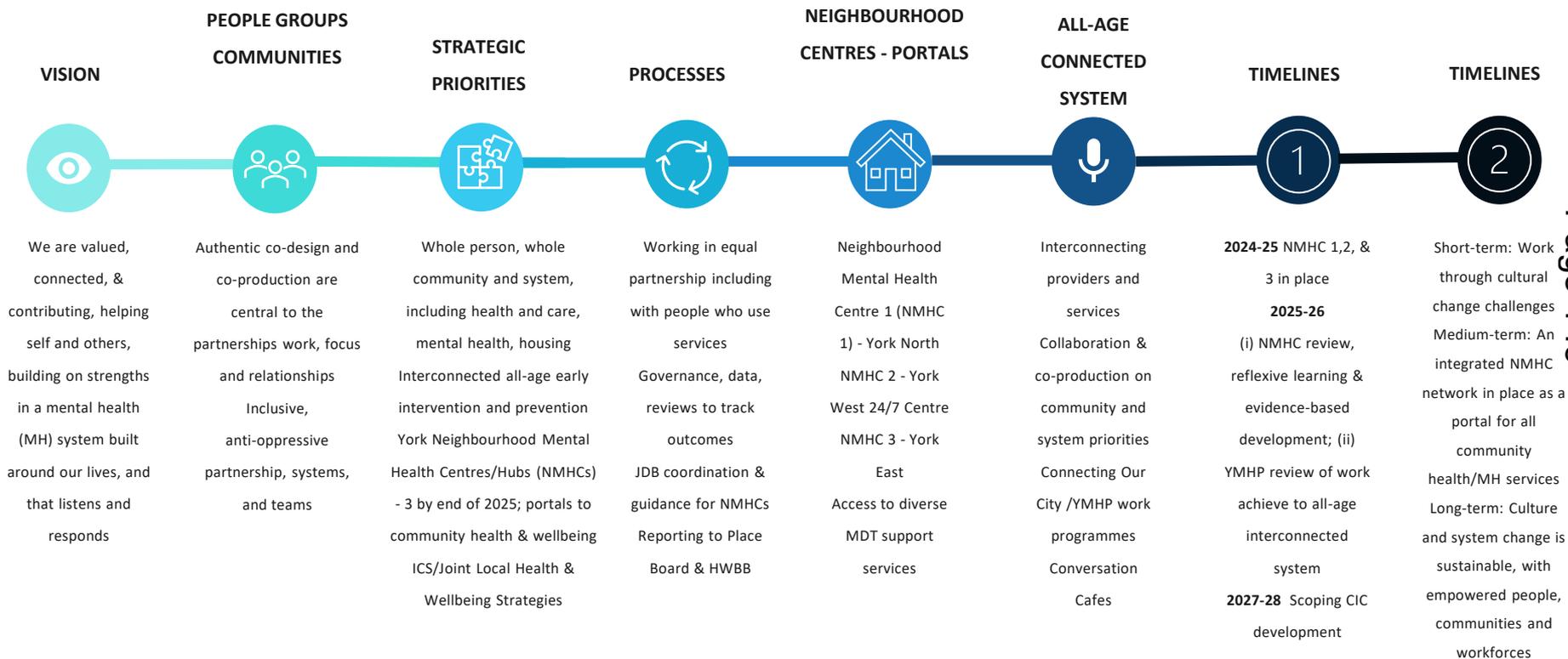
- We all feel valued by our community, connected to it, and can help shape it.
- We are enabled to help ourselves and others, build on our strengths, and can access support with confidence.
- We are proud to have a Mental Health Service that is built around our lives, listens to us, is flexible and responds to all our needs.



<b>Trusted Relationships</b> 	<b>Continuity of Care</b> 	<b>Open Access</b> 	<b>All Means All</b> 	<b>Co-Produced</b> 	<b>Promote belonging and citizenship</b> 	<b>Close to Primary Care and System Partners</b> 	<b>Neighbourhood Based</b> 	<b>Promote Freedom, Autonomy and choice</b> 	<b>Do no Harm</b> 
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# YORK MENTAL HEALTH PARTNERSHIP 2024-2028

Whole Person, Whole Life, Whole Community



# From the beginning....

## Ros Savage – Carer

The journey started in April 2016 at the first York Trieste Symposium

Our daughter had been with EIP for nearly a year. She was very distressed and totally detached from everyday life, our lives were chaotic, frightening, unpredictable.

Roberto presented a totally different way of caring for those with a serious mental illness.

- Freedom first
- An ever-open front door, no discharge and trust.
- Almost no compulsory detention.
- No locked doors
- No uniforms or lanyards.

Why am I still here?

The last 2 years have seen our daughter ricocheting round the York system . CMHT YORT, Crisis and admissions over 15 weeks (totalling over £50,000)

What if...  
 She had the power to make decisions and totally trusted and valued those caring for her.  
 Greeted by familiar staff.  
 All needs were understood and accommodated.

## Whole Person, Whole Life, Whole System

IMHCN vision “ A world which respects and values the differences between individuals, enabling people who experience mental health issues, with appropriate support, to lead fulfilling and productive lives using their strengths and resilience to contribute as full citizens and enrich our societies”.





# The Vision

# Every person in York should get the mental health support they need, to lead the lives they deserve

That's why our approach brings together three important elements:

## Community

The Hub is deeply connected to and supportive of the local community. This ensures that when someone needs help, there will be someone there for them no matter where they turn. The Hub is a conduit to local places, spaces, resources, offers and opportunities that enable people to be connected, find solutions, build new skills, meet new people, learn and grow.

## Team

A team of people with a range of skills and experience, including lived experience members and volunteers, who work together to provide mental health and wellbeing support that champions empowerment, inclusion and participation and addresses the range of challenges people face.

## Place

The Hub has a physical home within a community, that is accessible to those who need it. It's safe and welcoming, somewhere where people remember your name, and people want to spend time, however they are feeling. The Hub is a community space, one that is owned by those it serves and enriched by their participation.

# Co-designed Hub Principles

1

### A warm welcome

The hub feels warm, welcoming and is embedded as part of the community

2

### There in the good times and bad times

People are asked what they need when they're well in preparation for when they're not

3

### Flexible

The hub is flexible, working around people's needs and commitments to prevent further disruption to their lives



4

### Focus on strengths

A focus on what people and communities can do, not what they can't

5

### Relationships matter

Relationships are based on respect, trust and reciprocity

6

### Believing in better

Advocating to improve the conditions of people with unmet mental health needs, and influencing others in the city to do the same

7

### Understanding people

Understanding each other as individuals within our contexts rather than a set of symptoms to diagnose

9

### Dignity and Respect

Recognising people as experts in their own lives, and treating them with dignity and respect

8

### Inclusive

Accepting others without biases based on differences of any kind, and making sure everyone feels valued and accepted

10

### Accessible

Making sure that everyone can access the hub's services and community in a way that works for them

# How the journey began...

1

A group in York had a desire to do something different..

"I like the way the co-design process was set up, clear, helpful, positive, equal."

Key themes
Whole system redesign in place
Participation in work, community and social life
Service accountability to the community
Mentally different not 'mentally ill'
Exclusion of coercion, seclusion and closed doors
Embracing individual stories, freedoms and strengths

Visit to Trieste



A visit to Trieste showed York what different could look like

No lanyards!

Strengths first!

No stigma!

2

**Connecting Our City**  
A Network of Mental Health and Wellbeing Support Across York

The Connecting our City Partnership identified a mental health hub and network as a priority to start realising this vision

3

Building a strong design team

A team with a mixture of expertise and experience was brought together to go on a journey to design what a Trieste inspired Hub would look like in York

Welcome to the Co-Design Team

Co-designing a community mental health hub in York

**The Co-design Mindset**

- 1. **Shared Purpose:** All team members understand and are committed to the shared purpose of the project.
- 2. **Transparency:** All team members are open and honest about their own strengths, weaknesses, and experiences.
- 3. **Respect:** All team members respect each other's contributions and experiences.
- 4. **Collaboration:** All team members work together to solve problems and achieve the shared purpose.
- 5. **Accountability:** All team members are accountable to each other and to the shared purpose.

**Meet your facilitators**

**Gwenno Edwards**  
Service Designer  
Innovation Unit

I have the wonderful privilege of facilitating the co-design sessions with York. It's really looking forward to meeting all of you and working together to fix our creative mindset. It's because the knowledge we'll be working in the background to bring together the things that we discuss and make into a format that can be shared with other people outside of this group.

**Ayshah Aziz**  
Service Designer  
Innovation Unit

As a service designer on the project I'll be thinking 'we should have had' as a useful service. We're looking to get to add the methodology that will help us get there. It's really excited to get to know 'look all of you and to get stuck in to designing this hub. What will be important for me in this work will be ensuring that the needs of people who are currently underserved are considered.

**You might see these two later on in the project!**

**Stacey Hemphill**  
Senior Practitioner Lead  
Innovation Unit

Stacey is an Occupational Therapist, specialising in mental health. Stacey has a career based in people and is particularly interested in how lived experience can be used as an asset in co-design and co-delivery to develop solutions in practice and innovation systems for the good of the community.

**Nick Webb**  
Director of Mental Health  
Innovation Unit

Nick supports a number of pioneering projects in the UK to build systems of support for good mental health and wellbeing. Nick began his career in local government. He then managed the Cabinet Office Innovation in Cities fund in Leeds before joining the national office of Mind, where he led innovations in organisational development support for 100 local Mind associations.

They brought on the Innovation Unit to support the development of this work through co-design and their expertise in facilitation and system change

**Innovation Unit**  
Creating impact  
Reducing inequalities  
Transforming systems

4

Before the co-design workshops started the team created shared commitments...



Not making assumptions about people. Some of us have really varied experiences and backgrounds

Paying attention to power imbalances that might be in the room - making sure we're not perpetrating them

Remembering that listening is a gift!



Four co-design workshops to design what better looks like...

Explored the challenge to consider what better looks like

lets explore  
What if?

let's be  
radical



Let's  
develop  
these ideas





# Prototyping the Hub

# About the prototype

Prototyping is a disciplined approach to testing and learning using a small scale model. The Hub prototype ran over three months and helped us to:

- Understand the **potential impact** of the model
- **Learn what worked well and what might need to change** when setting up a permanent Hub

*"They're trying to get me to come and use it as like a Hub, like a place to build friendships and interact with and get support from people, whether it be people in the cafe or people in the office. If you're having a bad week, you can turn up and go 'D, can I just speak to you for 10 minutes please because I'm having a bit of a bad day or a bad week,' and as long as he hasn't got appointments that happens. The relaxed nature of the place is its strength because it's not like you have to wait weeks and weeks to see someone you can literally drop in, reach out."* Hub user

*"Loads of things appeal to me about [working in the hub], but it was the opportunity to try to change systems and to be creative and have an influence in house, that something could be developed which would be different for people."*  
Member of Hub team

*"Everyone is really friendly which is better than other professionals who are really serious. It's important to laugh at things that happen. M explained what I needed, about the trauma and brain basis of mental health problems... he's down to earth and listens."* Hub user

*"A relational approach is key I think. And it's, you know, as we develop that rapport and those relationships that's a good start and it's very it's very informal as well which is works really well...we've got these comfy chairs...it seems to have worked so far with people and just keeps them relaxed. And actually I think out of all the people I've worked with so far bar one, they've all been very comfortable...Because all the team already have that approach and are very invested in what we're doing. So we we don't have someone coming in and being all very formal and clinical cause everyone's the same, you know, the same approach."* Member of Hub team

# The Impact of the Prototype

## People receiving support

- The team has been able to offer support to people who have previously struggled to access what they need
- 24 of the 33 people (72.7%) at the Hub achieved progress directly connected to their reasons for seeking support at the time.
- 11 of 13 obtained ReQoI scores had improved, meaning 84.6% of those from whom data was obtained had displayed reliable improvements.
- The physical space and community acted as an important enabler and means of belonging and social support in itself.

## Hub team

- The team appreciated the permission to work flexibly and within a more flattened hierarchy.
- People have valued the team's flexible approach as well as being given options for formal or more informal support.
- The Hub team have empowered people to be able to better manage their own crisis through co-developing support.
- The team have been able to work more in alignment with their own personal values. Being a part of change was an appeal for the team.

# Key learning from the prototype

## Collective offer

The team were still developing their individual offers and their collective offer, which meant it wasn't always possible to describe and get the most impact out of the multi agency team

## Location

The Hub being located in a building with other offers led to some confusion for service users and cut into protected time for practice development and team culture

## Community

There was a lack of time to build connections with the community and other offers, which put more pressure on the team and made it hard to support people to move on

## Wider System

The role of the hub within the system and referral processes were still in development, which led the team to support a cohort of people whose needs were not appropriate for the Hub

## Partnerships and governance

The partners supporting the offer were still developing governance processes, this led to some conflicting approaches to operational and clinical issues and made it difficult to support non-restrictive practices around risk

## Staffing levels

Low staffing levels meant the team and manager were forced into firefighting mode, and lacked capacity to dedicate time to improving and iterating improving the offer



# Setting up a permanent Hub @ 30 Clarence Street

A&E Liaison

Crisis Resolution Home Treatment



A new skilled MDT to provide more care and support and hold more people and ensure they access the specialist care they need.



- Social Work
- Peer Support
- Carer Support
- Social Prescribing
- MH Practitioners
- Recovery Workers

General Practice

Talking Therapies

Housing

Local Area Coordinators

VCSE offers

Welfare and debt advice

Education

Employment

Social Care First Contact

First Contact Workers

Pharmacy



# York Mental Health Hub

## Support Offer

The Hub @ 30 Clarence Street is a team made up of social prescribers, peer support workers, mental health practitioners, carer support workers, social care worker, recovery workers and volunteers. The team provide mental health and wellbeing support to address the range of challenges people face, in a flexible manner to connect people with their local communities. It meets individuals in the Hub space or within their local communities to support them to achieve the goals they identify to improve their mental health.

## How is the Hub different to current mental health provision in York?

- By offering a range of support in a flexible manner the team is able to be more responsive and enable early intervention to prevent a decline in mental health.
- If we compare this to current services where there are limited alternatives to clinical input, the Hub is able to support a person to develop a network of community assets to support them to thrive in their local communities. It is a multi-faceted approach rather than a linear approach.
- The Hub has been able to see people who would normally be waiting on the Access Team waiting list for 5-6 months within a much quicker time-period with an aim to move towards open access
- The opportunities offered by partnership working mean that an individuals' social care needs can be met at the same time as a piece of anxiety management and then they can seamlessly move onto practising these skills whilst having support to access wider community activities.

# The Core Hub Team

-  **Hub Manager**
-  **Lived Experience Leadership**
-  **Senior Peer Supporter**  
**Peer Supporters**
-  **Carer Support**
-  **Social Prescribing Team Leader**  
**Social Prescriber**
-  **Support & Recovery Workers**
-  **Core mental health professionals**
-  **MH Social care worker**

Full time position  
Oversight of the team, the support, and the learning.

Shared leadership is an important integral part of the model. Embedded in the hub developments and governance structure.

Leadership from a Senior peer supporter and a bank of peer supporters offering one to one support as well as group work. Using their lived experience to support people.

Part time position  
Providing support for carers on a one to one and group basis.

Part time position  
Full time position

1 full time senior recovery worker  
2 full time recovery workers

2 Full time position  
Band 6 clinicians

Full time position

# Types of support

Phase 1 May-September

Individuals who were offered support from the Hub team had a variety of needs. The Hub team were able to respond to these needs through the varying skills present within the team



12 people have had social prescribing support to link them up with the wider community.



21 people have accessed peer support/peer support groups



27 people have had support to develop skills and an understanding of their mental health to improve their well-being



20 people have had carers in their lives who have been supported by the hub carer peer support worker



20 people have been able to identify and work towards existing goals with support from the recovery workers



5 people have had social care input



21 people have booked in for welcoming conversations

## How is the hub different to current mental health provision in York?

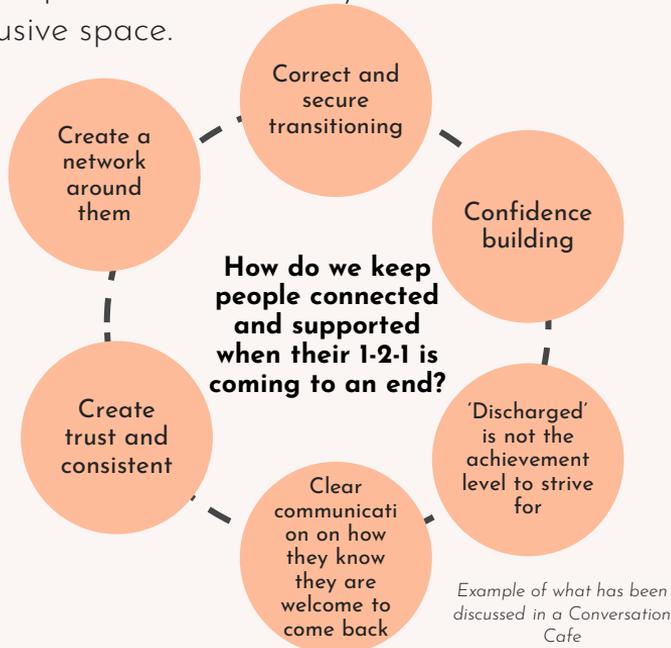
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- The opportunities offered by partnership working mean that an individuals' social care needs can be met at the same time as a piece of anxiety management and then they can seamlessly move onto practising these skills whilst having support to access wider community activities.

# Co production

Co production, co delivery and co design is core to our way of doing things and in developing and delivering the Hub offer.

## Conversation Café

We host a monthly Conversation Café that are a mechanism for the ongoing co production of our offer. It's a way of ensuring the radical visions for the Hub and the needs of the people using it remain central to its development and as a way for decisions to be made jointly within an inclusive space.



*"You've made a huge difference to my life"*  
Hub User

*"You have opened your hands and your hearts"*  
Hub user

*"At times it is challenging working with a range of organisations and negotiating the different ways of working; but the richness of the team approach, the opportunities it offers to people accessing the hub and the positive challenge to the traditional ways of working is refreshing"* Hub Team

*"I'm enjoying the freedom and opportunity the new role has given me; I feel I have progressed further with the reduced hierarchy has given me the confidence to work on my own initiative..."* Hub Team

*'...everyone brings something unique to the Hub & we all are trying to enact change. We all care about the people we support & we feel so much joy when we see them improving...'* Hub Team

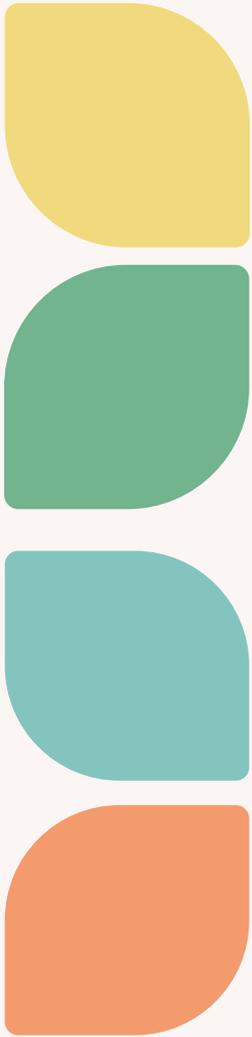
*"To be able to come here, it was an eye-opener. It was kind of lifesaving, that I can actually come here and be with somebody else and be able to relate to them my mental health and be able to talk it through. And to see me from what I was like to now, it's just completely different and it's mostly down to because of them."* Hub user

# Hub Vision for Positive Outcomes: Person, Staff, System

Person Level outcomes – Understand effectiveness at helping people improve lives and mental health	Staff Level outcomes – Understand how staff are experiencing delivering new practice and working together and with people	System Level outcomes – Understand any contribution to changes for the local healthcare system
People have choice and control over their own mental health	Staff are well supported in their roles and empowered to work differently	The Hub utilises and integrates with the expertise and resources of existing mental health services
People have opportunities to learn, work, volunteer and take part in leisure activities	Individuals, staff and the hub growing and strengthening their network	Mental health support is recognised as part of 'day to day' health and wellbeing <i>Proxy measure - Access from a variety of people</i> <i>People feel no apprehension in approaching the Hub - people approaching before crisis</i>
People feel connected, have positive relationships and have grown their network	Staff work together collaboratively and as a team	Integrating the expertise and resources of existing mental health services <i>Proxy measure - joint working</i> <i>Colocation of people in the Hub</i> <i>Connections made</i>
Individuals strengthening their network	Staff feel like they have agency and are able to use their own judgement	People with lived experience influence and shape service delivery
People feel supported and not judged	People value their work and feel they are making a meaningful contribution	Community assets are mapped and a wide variety of supports are available
People receive high quality support	Staff enjoy their jobs	

## In Practice - One Persons Hub Journey

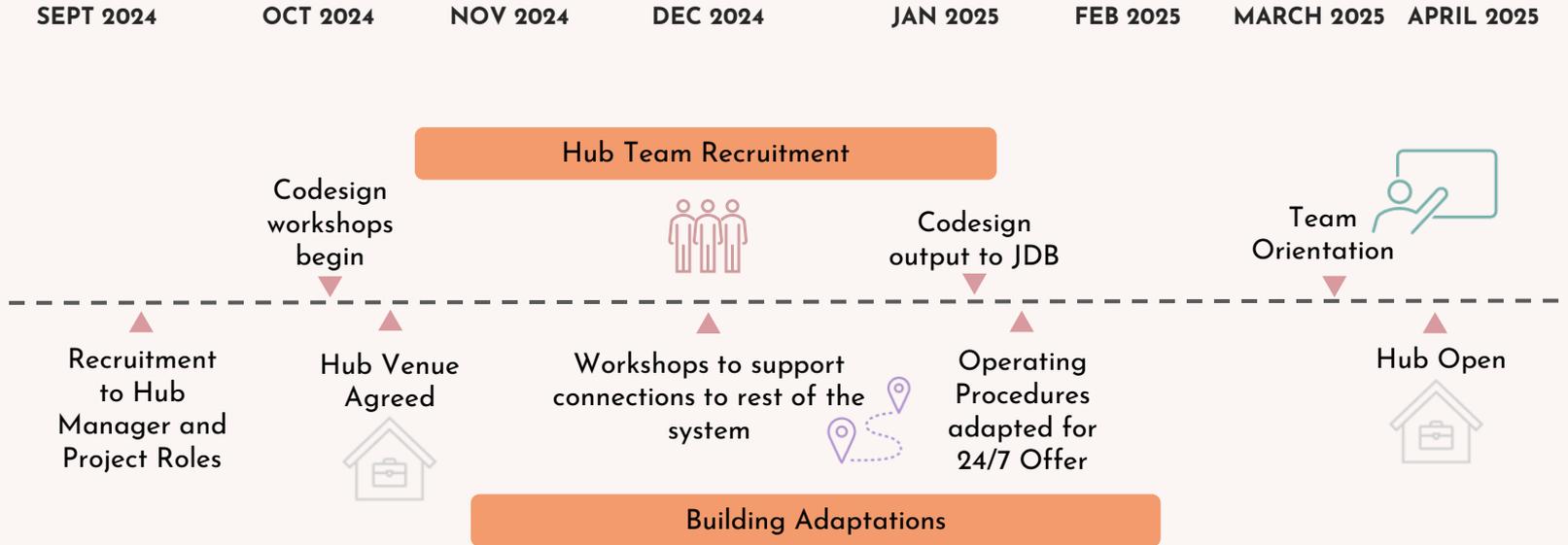




## A 24/7 Hub for York

- The 24/7 centre team will offer time, compassion, and a trauma-informed approach
- It will be based within the Acomb/Holgate/Westfield wards based on the principles, codesign and prototyping from the current hub.
- It will be an open access 24/7 neighbourhood mental health centre
- In addition to the multidisciplinary and multiagency team operating during core hours (8am-9pm), we will provide personalised support on an overnight basis, including for those in significant distress.
- We do not envisage repurposing premises for the inclusion of beds, but aim to have calm, comfortable spaces where people can be appropriately supported at all times of the day or night.
- The 24/7 centre will be codesigned and codeveloped in collaboration with people with lived experience, local residents and those with community connections.

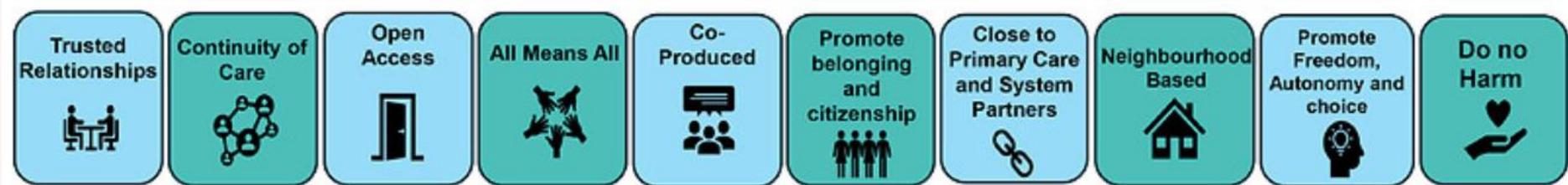
# York 24/7 Hub Draft Timeline





## Next Steps:

- To implement the vision and model from the 24/7 CMH Neighbourhood Centre workshops, coproduced by practitioners from statutory and voluntary sectors alongside carers and individuals with lived experience.
- Central recording system (Cito) accessible to all partners that works seamlessly with Patient Knows Best.
- To develop an integrated, joint commissioning arrangement for the Hub model to ensure the voluntary and charity sector have sustainable long-term funding.
- Moving away from a risk adverse workforce and culture.
- Ensure the fidelity of the codesign vision and model is embedded in decision making and practice.
- Establish 3 Hubs across the City that are fully integrated within Mental Health support in York.



**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Adult Social Care		
<b>Service Area:</b>	Transformation Team		
<b>Name of the proposal :</b>	York Community Mental Health Hub		
<b>Lead officer:</b>	Kate Helme		
<b>Date assessment completed:</b>	22/10/2024		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Kate Helme	Community Mental Health Programme Manager	City of York Council	Project oversight, commissioning, partnership, codesign, workforce development
Savanna Thompson	Community Mental Health Project Manager	City of York Council	Project oversight, partnership, codesign, workforce development
Rachel Parker	System Change Lead	York mind	Voluntary sector, commissioning, local strategic context

## Step 1 – Aims and intended outcomes

<p><b>1.1</b></p>	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>York's Mental Health Partnership was established in 2017 with a co-produced vision of a City where:</p> <ul style="list-style-type: none"> <li>• we all feel valued by our community, connected to it, and can help shape it.</li> <li>• We are enabled to help ourselves and others, build on our strengths, and can access support with confidence.</li> <li>• We are proud to have a Mental Health Service that is built around our lives, listens to us, is flexible and responds to all our needs.</li> </ul> <p>The partnership has secured NHS funding to adopt a partnership approach to mental health transformation, including the codesign, testing and setting up of a mental health hub model for York. This Project is entitled 'Connecting our City'.</p> <p>One of the key priorities for the Project was to establish a mental health hub model for York modelled on the world-famous Trieste offer. The Trieste offer represents a relational approach that is embedded within the community, highly accessible and that balances the social and medical determinants of mental health. These hubs will offer a range of support in a flexible manner with a multi-agency team consisting of social workers, social prescribers, peer-workers, a co-production lead and core mental health professionals. Working as a multi-agency team they are able to be responsive, person-centred and enable early intervention to prevent a decline in mental health. The Hub supports a person to develop a network of community assets, tailored to their interests and needs, that will support them to be independent and thrive in their local communities.</p>

	The purpose of this proposal is to establish the interim commissioning arrangements for the voluntary sector elements of the mental health hubs as they expand from one to three across the City.
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<b>1.2</b>	<b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)
	<p>This decision complies with both the <b>Health and wellbeing</b> and <b>Cost of Living</b> priorities within the 2023-2027 Council Plan. The project looks to improve access to mental health and wellbeing support, ensure open access, person centred and flexible support. Integrated models of care allow best use of resources, avoid duplication and avert more costly acute and crisis services. Offering flexible support within the community will increase accessibility for groups who are currently underrepresented within mental health services.</p> <p>The model also seeks to address the <b>health inequalities</b> for people with a severe mental illness by improving access to physical health support, addressing the social determinants of mental health and building community connectedness.</p> <p>Advice has been taken from both procurement and legal colleagues regarding compliance with the Contract Procedure Rules. Risk to the council is lower as the Contract Procedure Rule requirements for grants aren't as prescribed for the award of Grants as they are for the award of contracts.</p> <p>The NHS England Community Mental Health Transformation Framework describes how the Long Term Plan's vision for a place-based community mental health model can be realised, and how community services should modernise to offer whole-person, whole-population health approaches, aligned with the new Primary Care Networks. The Connecting our City project is the City of York's approach to implementing this framework.</p>

<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	<p>Primary partners: NHS Humber and North Yorkshire Integrated Care Board, Tees Esk Wear Valleys NHS FT, CYC Adult Social Care, York CVS, York Mind, York Carers Centre, Nimbuscare.</p> <p>All of the above have an interest in improving mental health and wellbeing in York. Most of the partners also have staff within the mental health hub.</p> <p>The hub also works with wider partners including CYC local coordinators, as well as housing, employment and benefits services who support with the wider social determinants that impact an individual's health.</p>

<b>1.4</b>	<b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p>To improve the outcomes of those accessing mental health support in the city by providing support that is strength based, person centred delivered by a multidisciplinary team from partners across the system (health, social care, voluntary sector etc.). Working more collaboratively with partners, will enable a system approach to better supporting individuals with mental health needs and in turn, reduce the demand on services.</p> <p>The project will help support the council's plans to build resilient communities by fostering collective responsibility for mental health across the system, empowering the workforce to work collaboratively and in new ways to better meet the needs of the community. Ability to support cross sector working, will upskill our current workforce who will be equipped to deliver high quality mental health support and respond to the evolving needs of the community. Nurturing skills to meet the city needs are core elements of both the Skills and Economic strategies.</p>

We aim to reducing health inequalities by decreasing mental health disparities among different social and economic groups providing targeted interventions in areas with high needs. Supported by data and health needs assessments we will identify priority areas and implement outreach opportunities in those communities.

This approach supports a number of ambitions outlined in the ten-year York Joint Health and Wellbeing strategy to build a collaborative health and care system, that promotes equality of health outcomes across the city and that prevents issues from escalating to 'avoid later harm'. Placing hubs in the heart of the community to aid recovery and offer support for those with multiple and complex needs also furthers the aims identified in the All-Age Commissioning strategy.

**The project will measure outcomes via the following:**

- Increase in ReQoL score (Recovering Quality of Life - a Patient Reported Outcome measure) for those accessing the hub
- Improvement in goal-based outcome measure for those accessing the hub.
- Improvement in ACQoL scores (Adult Carer Quality of Life Questionnaire) for carers supported by the hub.
- Reduction in use of services such as crisis/inpatient for those using the hub
- Increased connectedness to communities
- Those accessing the hub reporting positive experiences as per the coproduced evaluation framework
- Longer term reduction in access to crisis services and A&E, reduction in inpatient admissions and readmissions, reduction in referrals to secondary care and those needing secondary care having quicker access to specialist support.

## Step 2 – Gathering the information and feedback

2.1	<p><b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.</p>	
<b>Source of data/supporting evidence</b>		<b>Reason for using</b>
<p align="center"><b>Healthwatch report</b>  <a href="https://www.healthwatchnorthyorkshire.co.uk/report/2023-07-25/publics-experience-mental-health-services">https://www.healthwatchnorthyorkshire.co.uk/report/2023-07-25/publics-experience-mental-health-services</a>   <a href="https://www.healthwatchyork.co.uk/news/our-latest-report-breaking-point-a-recent-history-of-mental-health-crisis-care-in-york/">https://www.healthwatchyork.co.uk/news/our-latest-report-breaking-point-a-recent-history-of-mental-health-crisis-care-in-york/</a></p>		<p>Helps to understand local experience of mental health services and identify areas for development/improvement to inform the project</p>
<p align="center"><b>Neurodiversity and mental health survey</b></p>		<p>Has helped us to better understand the gaps in community based support for neurodiverse individuals and the priorities for developing support in these areas.</p>
<p align="center"><b>Conversation cafe notes</b></p>		<p>We hold monthly conversation cafes for people who have accessed the hub and anyone who is interested in the developments. These sessions are directly informed by issues and questions that have arisen through the hub or the wider project. Ideas/views and outcomes from these meetings directly inform the hub team and the project.</p>

<p>The Council Plan 2023 to 2027, <b>One City, For All</b>  <a href="https://www.york.gov.uk/council-plan-1/one-city-2023-2027">https://www.york.gov.uk/council-plan-1/one-city-2023-2027</a></p>	<p>Meets health and wellbeing and cost of living priorities</p>
<p><b>Hub Codesign output</b></p>	<p>We conducted an in-depth codesign process to inform the first mental health hub developments. We established a group of people with representation from a wide range of individuals with direct experience of mental ill health as well as practitioners from across health, social care and the voluntary sector. The principles and vision identified within these sessions continue to drive the developments of the mental health hub.</p> <p>We are now conducting a new codesign process with a group of individuals from the local acomb/holgate/westfield area representing the diverse community in this area. This process will help us to ensure the new 24/7 hub is designed in a way that is accessible and meets the needs of the local community.</p>
<p><b>Data/information on the Trieste Model</b></p>	<p>The York mental health hub model has been inspired by the Trieste model of mental health services which is recognised by the World Health Organisation. The Trieste Mental Health Department (MHD) is a public, community-based mental healthcare service of the Trieste Local Healthcare Agency, which aims to provide resources and encourage community-based health care services. MHD focuses on the elimination of discrimination, stigma and exclusion, as well as the</p>

	<p>promotion of full and complete rights of citizenship for people with mental illnesses. Recognised for years as one of the most advanced public mental healthcare services in the world, the Trieste MHD continues to remain a leader in innovative approaches to mental healthcare aimed at the emancipation and social reintegration of persons suffering from mental disorders.</p>
<p><b>Prototype Report</b></p>	<p>This report analysed the impact and outcomes of the prototype mental health hub and the findings have informed the developments of this model moving forward.</p>
<p><b>York Local Health and Wellbeing Strategy 2022-2032, <u>York Joint Health &amp; Wellbeing Strategy</u></b></p>	<p>Details the health and wellbeing priorities for the city will be and how these will be addressed</p>

### Step 3 – Gaps in data and knowledge

3.1	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>		
<b>Gaps in data or knowledge</b>		<b>Action to deal with this</b>	
<p>The mental health hub model has been prototyped and the learning from this implemented. However the current hub has only been open since June 2024 on a phased opening and we have not yet established an out of hours offer. Therefore there are some gaps in our understanding of impact for a Citywide offer and for the out of hours aspect of provision.</p>		<p>We are continuing to gather data on impact of the current hub alongside feedback from those accessing support. This will be continuously monitored by the Joint Delivery Board. The NHSE 24/7 hub pilot has a national evaluation partner who will be supporting robust data gathering and evaluation as part of the pilot.</p>	

### Step 4 – Analysing the impacts or effects.

4.1	<b>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.</b>		
<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive (+) Negative (-) Neutral (0)</b>	<b>High (H) Medium (M) Low (L)</b>

<p><b>Age</b></p>	<p>Positive impact of the Mental Health Hubs on individuals:</p> <ul style="list-style-type: none"> <li>• The service is open to all aged 18 and upwards.</li> </ul> <p>The recommendations of the executive report are intended to Improve the quality of life and independence for those impacted by mental illness within York; and achieve a sustainable model across the system.</p> <p><b>Mitigation:</b> There will not be any changes to the eligibility criteria based on age, with work ongoing to look at transitions for young people into adult services.</p> <p>The project governance structure will enable continual improvement of service and identify improvements from data captured and formal feedback mechanisms to ensure service provision aligns with the model expectations.</p> <p>All services commissioned and delivered under the Connecting Our Project are available for adult residents of York and are reviewed on a quarterly basis by the project steering group (partners from across the system).</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p>	<p><b>Positive (+)</b></p>	<p><b>Low (L)</b></p>
<p><b>Impairment</b></p>	<p>There are no barriers to accessing the hubs and we follow the NHS England principle of 'all means all'. A flexible, open access approach to mental health support should positively impact people with a mental illness, learning disability, autism, physical and sensory impairments, substance use disorder and long term condition.</p> <p>The Project has established working groups to focus on areas such as neurodiversity and mental health and physical health and seeks to ensure that hub developments are informed by the learning. The hub</p>	<p><b>Positive (+)</b></p>	<p><b>High (H)</b></p>

	<p>team work holistically with an individual to understand their needs, goals and wishes and adapt support accordingly. The hub offer is flexible and can adapt depending on people's needs.</p> <p>The hub model is underpinned by a number of core working principles which shape its systems, working practices and approach. This includes a commitment to relational and compassionate working that treats all people with dignity, equality and respect. A variety of informal and formal feedback mechanisms and governance structures are in place to ensure the quality of service delivery is maintained, that the working principles are being adhered to and that any needs for improvement are promptly addressed. (See section 5.1)</p> <p>The recommendations of the executive report are intended to improve the effectiveness and accessibility of mental health support to residents in the city and enable better data collection to understand the positive impact and address negative impact in service delivery.</p> <p><b>Mitigation:</b> Engagement with people with impairment in the co-design process of the mental health hub, ensuring their voices are heard in shaping services. Establish a mechanism for ongoing consultation with disabled service users to refine services over time. This could include attending conversation cafes. All levels of engagement will be appropriately adapted to ensure involvement and accessibility.</p> <p>A communications plan will be developed to include multiple formats and ensure all materials are accessible for the individual, carers and support network which will be regularly updated. Accessibility is factored into which physical locations are selected for the hubs.</p> <p>The project governance structure will enable continual improvement of service and identify improvements from data captured and formal</p>		
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	<p>feedback mechanisms to ensure service provision aligns with the model expectations.</p> <p>All services commissioned and delivered under the Connecting Our Project are available for adult residents of York and are reviewed on a quarterly basis by the project steering group (partners from across the system).</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p>		
<b>Gender</b>	<p>The service will continue to provide a person-centred approach to take into account individual needs. Any gender may require support for similar needs and issues which they need support with, the provision does not include priority need based on gender.</p> <p><b>Mitigation:</b> There will not be any changes to the eligibility criteria based on sex. There will be consideration of personal choice regarding pronouns for the individual supported and for Hub staff supporting individual.</p> <p>The project governance structure will enable continual improvement of service and identify improvements from data captured and formal feedback mechanisms to ensure service provision aligns with the model expectations.</p> <p>All services commissioned and delivered under the Connecting Our Project are available for adult residents of York and are reviewed on a quarterly basis by the project steering group (partners from across the system).</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p>	<b>Positive (+)</b>	<b>Low (L)</b>

<p><b>Gender Reassignment</b></p>	<p>No specific detrimental impact upon individuals undergoing gender dysphoria or reassignment. Culturally appropriate services will be delivered by the Hub team and providers.</p> <p><b>Mitigation:</b>          Ensure that service use by individuals who have undergone gender reassignment or identify in another way than their assigned sex at birth is monitored, to understand their experience and health outcomes. Track metrics such as satisfaction, mental health improvements, and accessibility issues.          Proactively engaging the mental health hub team in LGBTQIA+ gender reassignment communities, ensuring they are aware of the services available, feed into the developments to ensure the offer is inclusive and feel encouraged to access them.          Ensure that the mental health hub has clear policies against discrimination based on gender identity or gender reassignment. These policies should protect both staff and service users from transphobia or harassment.</p> <p>The project governance structure will enable continual improvement of service and identify improvements from data captured and formal feedback mechanisms to ensure service provision aligns with the model expectations.</p> <p>All services commissioned and delivered under the Connecting Our Project are available for adult residents of York and are reviewed on a quarterly basis by the project steering group (partners from across the system).</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p>	<p><b>Positive (+)</b></p>	<p><b>Medium (M)</b></p>
<p><b>Marriage and civil partnership</b></p>	<p>The service will continue to provide a person centred approach to take into account individual's needs. This includes putting in place support arrangements that wrap around the individual and partners, that are</p>	<p><b>Positive (+)</b></p>	<p><b>Low (L)</b></p>

	<p>tailored to their needs and that facilitates more seamless engagement with wider services where required – including wider health care, marital and civil partnership support where needed.</p> <p>The recommendations of the executive report are intended to Improve the quality of life and independence for those impacted by mental ill health within York; and enable future developments within the wider service provision to achieve a sustainable model across the system.</p> <p><b>Mitigation:</b> The project governance structure will enable continual improvement of service and identify improvements from data captured and formal feedback mechanisms to ensure service provision aligns with the model expectations.</p> <p>All services commissioned and delivered under the Connecting Our City Project are available for adult residents of York and are reviewed on a quarterly basis by the project steering group (partners from across the system).</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p>		
<p><b>Pregnancy and maternity</b></p>	<p>The service will continue to provide a person-centred approach to take into account individuals’ needs. This includes putting in place support arrangements that wrap around the individual, that are tailored to their needs and that facilitate more seamless engagement with wider services where required – including wider health care, pregnancy and maternity services where needed.</p> <p>The project governance structure will enable continual improvement of service and identify improvements from data captured and formal feedback mechanisms to ensure service provision aligns with the model expectations.</p>	<p><b>Positive (+)</b></p>	<p><b>Low (L)</b></p>

	<p>The hub model is underpinned by a number of core working principles which shape its systems, working practices and approach. This includes a commitment to relational and compassionate working that treats all people with dignity, equality and respect. A variety of informal and formal feedback mechanisms and governance structures are in place to ensure the quality-of-service delivery is modelled, that the working principles are being adhered to and that any needs for improvement are promptly addressed. (See section 5.1)</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p>		
<p><b>Race</b></p>	<p><b>Impact Identified:</b></p> <p>Positive impact of the mental health hub and no specific detrimental impact upon individuals related to ethnicity or race issues is anticipated. The service will provide a person-centred approach to take into account the individual's needs. This protected group are often subject to discrimination and are often underrepresented within traditional mental health services due to barriers to access or cultural stigma relating to mental health. This can include:</p> <ul style="list-style-type: none"> <li>• New refugees and asylum seekers</li> <li>• York Gypsy and Traveller communities</li> <li>• Black and Racially Minoritised Communities</li> <li>• People with English as a second language</li> </ul> <p>The recommendations of the executive report are intended to improve the accessibility and flexibility of mental health support and should therefore have a positive impact.</p> <p>The project is also investing in local voluntary and community groups that represent some of these communities for example the York</p>	<p><b>Positive (+)</b></p>	<p><b>High (H)</b></p>

	<p>Travellers Trust. Working in partnership with groups such as these will support the accessibility of the hub model.</p> <p><b>Mitigation:</b></p> <p>The project governance structure will enable continual improvement of service and identify improvements from data captured and formal feedback mechanisms to ensure service provision aligns with the model expectations.</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p> <p>The hub model is underpinned by a number of core working principles which shape its systems, working practices and approach. This includes a commitment to relational and compassionate working that treats all people with dignity, equality and respect. A variety of informal and formal feedback mechanisms and governance structures are in place to ensure the quality of service delivery is maintained, that the working principles are being adhered to and that any needs for improvement are promptly addressed. (See section 5.1)</p>		
<p><b>Religion and belief</b></p>	<p>The service will continue to provide a person centred approach to take into account the individual's needs. No specific detrimental impact upon individuals related to religion or belief issues is anticipated.</p> <p><b>Mitigation:</b></p> <p>Service specifications for all partners involved include a requirement for services to work with people with a range of needs including issues of diversity. All partners and staff working within the hub will be expected to support and match individuals' cultural needs such as language and support to access religious activities/requirements.</p>	<p><b>Positive (+)</b></p>	<p><b>Low (L)</b></p>

	<p>The hub model is underpinned by a number of core working principles which shape its systems, working practices and approach. This includes a commitment to relational and compassionate working that treats all people with dignity, equality and respect. A variety of informal and formal feedback mechanisms and governance structures are in place to ensure the quality of service delivery is modelled, that the working principles are being adhered to and that any needs for improvement are promptly addressed. (See section 5.1)</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p>		
<p><b>Sexual orientation</b></p>	<p>The service will continue to provide a person-centred approach to take into account the individual's needs. This protected group are often subject to discrimination and there is a risk that they would be disproportionately affected by a change in care away from agencies and individuals based within the hub with whom they have built up trust.</p> <p><b>Mitigation:</b></p> <p>Service specifications for partners who work within the hub include a requirement for services to work with people with a range of needs including issues of diversity. Transition arrangements will consider any individual need in relation to diversity and continuity of care will be actively considered as care packages are put in place.</p> <p>The hub model is underpinned by a number of core working principles which shape its systems, working practices and approach. This includes a commitment to relational and compassionate working that treats all people with dignity, equality and respect. A variety of informal and formal feedback mechanisms and governance structures are in place to ensure</p>	<p><b>Positive (+)</b></p>	<p><b>High (H)</b></p>

	<p>the quality of service delivery is modelled, that the working principles are being adhered to and that any needs for improvement are promptly addressed. (See section 5.1)</p> <p>The Council will comply with all relevant and forthcoming legislation, Equalities Act 2010, Human Rights Act 1998.</p>		
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	Positive impact of the mental health hub model on unpaid carers. Carer support is embedded within the multi-agency hub team. A key part of the hub developments has been about recognising the vital role carers play within someone's life and their care and support. Significant culture change has taken place within the offer to ensure that carers are actively identified and supported.	<b>Positive</b>	<b>High</b>
<b>Low income groups</b>	The location of the 24/7 hub has been identified on the basis of data on levels of deprivation in the city, where the inequalities are most stark. Furthermore, it is envisaged that through effective use of population health data that the centre will have a measurable impact on both physical & mental health outcomes with a level of community surveillance. One example of this is for self-harm, which is more prevalent in areas of deprivation in the city.	<b>Positive</b>	<b>High</b>
<b>Veterans, Armed Forces Community</b>	A key part of the Hub development is around providing trauma-informed care, which will support Veterans that may have experienced trauma related to their military service. Veterans often face challenges when transitioning from military to civilian life, which can lead to feelings of isolation, loss of purpose, or identity crises. The hub will provide support that helps veterans navigate this transition, including social prescribing, peer support, and carer support for their wider support network.	<b>Neutral</b>	<b>Low (L)</b>

<b>Other</b>	A dedicated co-production lead is in place to work in conjunction with wider partners, from probation services to organisations that support communities where health inequalities are particularly prevalent, such as the Traveller’s Trust. This ensures those accessing their services are aware of the hub offer, that any barriers of engagement are identified and addressed and that their needs are factored into the ongoing review and design.		
<b>Impact on human rights:</b>			
List any human rights impacted.	<p>The City of York Council and the York Human Rights City Steering Group established the Human Rights and Equalities Board with a remit to:</p> <ul style="list-style-type: none"> <li>• provide strategic direction for the council’s human rights and equalities work</li> <li>• tackle the issues raised within the York Human Rights City Indicator Report</li> </ul> <p>Any services being developed and put in place to provide person centred care must adhere to these principles. Insights and findings from the hub provision and users of the service will be fed back to the Human Rights and Equalities Board. In turn, recommendations from the York Human Rights indicator reports will continue to be reviewed and applied.</p>		

**Use the following guidance to inform your responses:**

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups

- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p><b>High impact</b> (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p><b>Medium impact</b> (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p><b>Low impact</b> (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

## Step 5 - Mitigating adverse impacts and maximising positive impacts

<p><b>5.1</b></p>	<p><b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b></p>
<ul style="list-style-type: none"> <li>- Diversity and inclusion training for current and new staff, this includes unconscious bias, cultural competency, and inclusive communication. This ensures all services delivered as part of the project are respecting the unique needs of all community members.</li> <li>- Equal access to support has been embedded within the project deliverables to ensure all community members have equal access to mental health support, who fit within eligibility criteria. This includes outreach to marginalised groups, offer of support within identified safe spaces for the individual, attending groups within the community and offering a range of ways to access information or support.</li> <li>- Investment in VCSE who have strong connections with marginalised communities. They adopt tailored, accessible approaches to ensure the communities they are working with can access support that meets their needs e.g. York Travellers Trust. Potential impact of this could be more people accessing support which had been previously underrepresented.</li> <li>- The project reports to the York Mental Health partnership, which forms part of an enhanced governance structure, with partnering organisations and lived experience representation. The structure has clear processes of escalation to foster positive relationships within the system and is regularly monitored to reflect the developments within the project.</li> <li>- Development of volunteer opportunities for individuals who have benefited from mental health support to give back, share their experiences, and assist others in similar situations. This includes the development of a peer support programme that engages members of the community with lived experiences of mental ill health to have paid opportunities to provide peer-led support groups and 1-1 sessions.</li> </ul>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<p>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</p>
<p>- <b>No major change to the proposal</b> – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>	
<p>- <b>Adjust the proposal</b> – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.</p>	
<p>- <b>Continue with the proposal</b> (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty</p>	
<p>- <b>Stop and remove the proposal</b> – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.</p>	
<p><b>Important:</b> If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.</p>	
<b>Option selected</b>	<b>Conclusions/justification</b>

<b>No major change to the proposal</b>	The impacts from the proposals are expected to be positive
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**Step 7 – Summary of agreed actions resulting from the assessment**

7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>		
<b>Impact/issue</b>	<b>Action to be taken</b>	<b>Person responsible</b>	<b>Timescale</b>
Need to ensure that data is gathered on the impact of the hub on protected characteristics and marginalised groups.	Ensure that robust data is gathered to help us to understand impact both from commissioned providers directly and via the hub recording system.	Kate Helme	Ongoing


**Step 8 - Monitor, review and improve**

<p><b>8. 1</b></p>	<p><b>How will the impact of your proposal be monitored and improved upon going forward?</b>          Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?</p>
	<p>The mental health hub model will continue to be closely evaluated to measure outcomes and impact and equalities information will be a part of this data collection. Commissioned providers report quarterly to the connecting our city steering group.</p> <p>The hub model approach is a reflective one which continually evolves on the basis of learning, reflective practice and the regular feedback from hub users and the monthly conversation cafes. All employers within the hub are committed to ongoing continuing professional development for staff.</p> <p>The project is supported by the Innovation Unit, a national social enterprise who provide external expertise and capacity as well as impartial evaluation and service design support informed by national best practice.</p> <p>The hub team is overseen by a Hub Manager who reports to the Joint Delivery Board on a monthly basis.</p>

	<p>The Joint Delivery Board sits alongside the Connecting our City Steering group which meets on a monthly basis to monitor the progress of the wider project as a whole. Findings are fed back to the Mental Health Partnership which maintains governance and oversight and which in turn reports to the York Health and Care Place Board. That way, any learning can be embedded both at service and strategic level and shared with wider partners where relevant.</p>
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<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	Director of Transport, Highways and Environment
<b>Portfolio of:</b>	Executive Member for Transport

## Decision Report: Local Transport Strategy Implementation Plan

1. To support the authority's new Council Plan, York needs a new Local Transport Strategy. In October 2023 Executive approved a consultation process, which took place between November 2023 and February 2024 – as “Our Big Transport Conversation”. Results were presented to Executive in March 2024 and overwhelmingly favoured a progressive transport strategy that is aligned with the council's EACH priorities. Economy, Place, Access and Transport (EPAT) Scrutiny discussed key transport schemes in York city centre in May. In July the visions and policies making up a Local Transport Strategy for York, and a Movement and Place Plan framework were endorsed by Executive and officers began work on an Implementation Plan for the first period of the new Local Transport Strategy (which is projected to run until 2040 – sharing the same timescale as the Local Plan). In September a draft Implementation Plan was taken to EPAT Scrutiny for consideration and discussion.
2. There were 8 registrations to speak at the Scrutiny meeting and a number of written representations were received in advance of the meeting. Particular concerns expressed were that the Implementation Plan should cover a longer period than the initial two-year span set out in the document, and that it needed to be more clearly aligned with the council's adoption of the social model of disability – particularly paying heed to the Department for Transport's “Inclusive Mobility” guidance (which shapes the specification of transport infrastructure). Other recommendations made were that the monitoring framework for the Plan should include “slight” road accidents alongside the “severe” and “fatal”

categories, and that council officers should seek support from the York and North Yorkshire Mayor in their bid to gain moving traffic enforcement powers.

3. Since the Scrutiny meeting, feedback has also been received from stakeholders including York Disability Rights Forum, York Civic Trust, Uber and a number of Councillors. Much of this was focussed on detailed design of schemes and emphasised the importance of engagement and co-design as schemes are developed. The draft Implementation Plan has also been discussed by the council's "transport expert advisory" group and at two meetings (on 27<sup>th</sup> September and 21<sup>st</sup> October) of the councillor Local Transport Plan steering group.
4. Comments gained during this engagement have been incorporated into the revised Implementation Plan (Annex A to this report) which Executive is now asked to consider.
5. Scrutiny, and the other groups, also discussed that there is significant uncertainty in local transport funding and governance structures going forward – with the new Government yet to specify its funding priorities and governance frameworks in relation to transport. The new York and North Yorkshire Mayoral Combined Authority will inevitably play an important part in York's Local Transport Strategy and is currently working to identify its transport priorities too. It is also possible that greater focus on devolution by central government will change the powers available to the MCA, City of York Council and other important partners such as Active Travel England. It was agreed that the Implementation Plan (IP) presented here should cover the period until the end of 2026 in detail, with the post-2026 period covered in outline, and a commitment to producing a new Implementation Plan for the post 2026 period produced in mid-2026 – at which point more clarity is expected about arrangements going forward. The 2026 Implementation Plan will also be shaped by the recommendations of the York Movement and Place Plan which is a key short term deliverable of the new Transport Strategy with completion anticipated by the end of 2025, the Framework for this was approved by Executive in July 2024.
6. Responding to public engagement and stakeholder feedback, the proposed Implementation Plan sets a significant change of direction for transport in York. The Plan reaffirms York's commitment to the city's "transport modal hierarchy", which prioritises active modes and public transport and was supported by 73% of respondents to

Our Big Transport Conversation. It specifies a set of schemes and measures, some funded and some for which funding will be sought, which will deliver towards meeting the priorities identified in the “Our Big Transport Conversation” consultation in Winter 2023/24.

## Policy Basis for Decision

7. In 2019, Full Council approved the York Narrative. Throughout 2019, the council worked with city partners to develop a narrative about the city. One that focused on who we are. One of the largest place branding consultations ever held told us that collectively residents and partners recognise that – “history isn’t what we are, it makes us who we are”, and that as a city our values are prioritising people, making history every day and pioneering with purpose ([www.yorknarrative.co.uk](http://www.yorknarrative.co.uk) ).
8. In 2022, the 10-Year Strategies were approved by Executive in November 2022 (Climate Change and following approval at the Economic Partnership, Economy) and Executive in December 2022 (Joint Health and Wellbeing) following approval from the Joint Health and Wellbeing Board.
9. In December 2022, the 10-Year Plan (known as York 2032 [www.york2032.co.uk](http://www.york2032.co.uk) ), 10-Year Strategies covering economy, health and climate, and Strategy and Policy Framework were all adopted by Full Council on behalf of the city.
10. The Council Plan 2023-2027 vision and priorities map to the York 2032 vision and priorities, with the Council Plan aiming to establish the conditions that would enable successful delivery of the ambition set in York 2032.
11. A Statutory Local Transport Plan is a requirement of the York and North Yorkshire Mayoral Combined Authority. A Local Transport Strategy for York sets out the city’s collective visions for transport based upon the extensive consultation undertaken. The Implementation Plan sets out which projects will be taken forward in the initial two year period of the Local Transport Strategy (with later direction in outline), and where the Council will concentrate its bidding activity for money to enact new (and currently unfunded) transport schemes and initiatives.
12. By developing an approach to start the journey to transform the city, and approve the Implementation Plan, the council will respond to the four core commitments, as below:

### **Equalities and Human Rights:**

- Our Big Transport Consultation which informed the Local Transport Strategy ensured broad participation to best represent the city, including discussions with the Youth Council and school children which helped us understand what would help young people feel safe on the transport network.
- “Package 1” of the Implementation Plan is specifically designed to improve York’s transport network for disabled people. Other sections of the Plan set out measures which will improve equalities by improving non-car modes of transport so that opportunity in York is less determined by access to a car than it is presently.

### **Affordability:**

- Providing different ways to make the city more affordable for residents includes bus concessions for young people, prioritising cycle and footpath improvements in areas of deprivation and, more generally, provides more mobility options for people who do not have access to a car – something which could be dictated by personal choice or age/ health/ affordability constraints.

### **Climate and Environment:**

- The policies within Local Transport Strategy are designed to accelerate a reduction in carbon emissions, with the target of reducing CO<sub>2</sub> emissions from transport by 71% by 2030, by reducing vehicle miles driven by 20%, doubling active travel and increasing bus use by 50%.
- The Implementation Plan commits to introducing more green spaces, improving local biodiversity and planting trees to cool streets.

### **Health and wellbeing:**

- The Implementation Plan provides an approach to citywide transformation that will reduce air pollution and enable more physical and social activity through promotion and facilitation of active and sustainable modes of transport. This is aligned with other Council priorities, such as those set out in York’s Air Quality Management Plans.
- The aligned Local Cycling and Walking Infrastructure Plan will develop more routes for active travel, enabling more people to choose to walk, wheel and cycle safely.

## **Financial Strategy Implications**

The Implementation Plan identifies the infrastructure projects and revenue schemes which will enhance the city's transport network. The majority of resources available for such investment historically has come from the Department for Transport. The Integrated Transport settlement has provided funds totalling £1.6m per annum and this funds investment across public transport, walking and cycling and road safety. The council has also been successful in receiving £18.5m to support Bus Service Implementation Plan (BSIP) including £10.5m for capital improvements.

We await decisions from the current government around likely funding levels that will support investment in Transport but going forward funding from Department for Transport will be directed through the York and North Yorkshire Combined Authority. The endorsement of the Transport Strategy and linked implementation plan will put the council in a strong position in being able to attract funding from Funders. The speed of delivery will be dependent on the quantum and timing of funding awarded.

There are dependencies between some parts of the Implementation Plan and other CYC major schemes – for example, Castle Gateway and Haxby Station. These aspects of the Implementation Plan would need to be re-examined in the event that the major schemes they are dependent on do not go ahead or go ahead in a modified form.

## **Recommendation and Reasons**

13. Executive is invited to approve the Local Transport Strategy Implementation Plan which forms Annex A to this report.
14. Reason: To implement the transport schemes and initiatives which will support the Transport Strategy adopted by Executive in July 2024.

## Options Analysis and Evidential Basis

15. The options therefore are:

- i. Approve the Implementation Plan in Annex A of this report.
- ii. Approve some of the schemes and initiatives in the Implementation Plan, but not the entire Plan.
- iii. Do not approve the Implementation Plan.

Before making decisions, Executive is invited to review and consider the risks set out at the end of the report.

Should option 2 or 3 be chosen, Executive will task officers to reconsider the proposals in the report and explore how to deliver York's adopted Local Transport Strategy through different ways.

## Organisational Impact and Implications

- **Financial:** There will be costs in determining a pipeline of schemes which long term will deliver the benefits set out in the strategy. The council will continue to use available resources from within BSIP and Integrated Transport capital block funding. We will work with YNYMCA to source funds that will support the development of pipeline projects which cover the medium to long term. Schemes that do come forward will require funding approved through usual budgetary processes.

The action plan identifies that whilst many of the short-term measures are funded, there do remain funding gaps in dealing with some of the initiatives. Much of this is planned to be funded from external sources, Funding will need to be identified in order to fully deliver the plan.

As part of the process in reprioritising schemes, if schemes where costs have been incurred developing are terminated, it will be necessary to write any capitalised costs back to revenue. This will need to be factored in any decision making. This is particularly pertinent to "trial" schemes which must be carefully designed to maximise their chance of becoming permanent, viable schemes to avoid chargebacks to revenue for schemes which are tried and then removed.

- **Human Resources (HR):** There are no HR implications contained within this report. Should an assessment be made that additional resources are required to deliver the transport strategy then these will be resourced in accordance with the council's establishment and recruitment procedures.
- **Legal:** In accordance with the Local Government Act 2000, the Local Authority (Functions and Responsibilities) (England) Regulations 2000 and the City of York Council Constitution, Full Council must approve, adopt, amend, monitor and /or review the plans, strategies and policies which together make up the Council's Policy Framework, including the Local Transport Plan. The recommendations in this report are in accordance with that requirement. The Constitution of the York & North Yorkshire Combined Authority requires the Mayor to approve the adoption, amendment, modification, revision, variation, withdrawal or revocation of a local transport plan and it is noted the Local Transport Strategy and associated Implementation Plan discussed in this report is intended to inform the new York & North Yorkshire Combined Authority's Transport Plan.
- **Procurement:** Whilst there are no direct procurement implications relating to this report, should any procurement arise following the Local Transport Strategy, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015.
- **Health and Wellbeing:** the Health and Wellbeing implications of the Local Transport Strategy will be substantial, with strong evidence that cities which support greater use of active travel methods and lower use of cars see health gains across a wide range of disease areas, including respiratory and heart health and cancers, as well as generalised mental health and wellbeing. When these shifts are achieved by equitable means, health inequalities are also reduced. The 'Objectives' and 'Policy Focus Areas' proposed in this report have been developed with extensive public health input and reflect the goals of the York Health and Wellbeing Strategy 2022-32.
- **Environment and Climate Action:** Climate implications are discussed in the body of the report. Transport contributes a third of Yorks carbon emissions and adversely affects air quality. A new Local Transport Strategy as outlined with Environment and Climate focused policies is a fantastic opportunity to deliver co benefits for the environment and slow climate impacts.

- The Local Transport Implementation is a vital enabler for our net zero and climate ready ambitions, with the measures set out in the plan aligning with our Climate Change Strategy objectives.
- **Affordability:** The Local Transport Strategy addresses Affordability as it seeks to reduce car dependency instead promoting more sustainable and affordable forms of transport.
- **Equalities and Human Rights:** In making changes to York Transport Network it will raise the tensions between different human rights and equality impacts. These have been identified in Annex B. As schemes are brought forward these tensions will need further exploration and analysis and this process will continue through the discovery and delivery phases of each intervention.
- **Data Protection and Privacy:** There are no data protection and privacy implications over those set out to Executive Member Decision Session in November 2023 where a Data Protection Impact Assessment was published.
- **Communications:** A Communications Plan is being prepared to communicate this new strategy to the city so that residents, businesses, stakeholders understand the strategy. At the same time internal comms and engagement is taking place to ensure that councillors and staff understand this new policy as it cuts across the council.
- **Economy:** The Local Transport Strategy will support York's economy as it is one of the key components of the Council Plan which the LTS will support.

## Risks and Mitigations

**Reputational (delivery):** The recommendations of this report commit the council to development of further policy in the shape of the Movement and Plan and a second Implementation Plan from 2026. Delivery risks and appropriate mitigations will be considered when these further Plans are submitted to Executive. The individual measures set out in the Implementation Plan will be assessed as they are brought forward for delivery. There are some risks of non-delivery – for example failure to address inequality or areas of poor air quality in York or fail to deliver on other council priorities for which transport is an enabler.

**Reputational (expectation):** The process to co-design the Movement and Place Plan, which forms an important project within the Implementation Plan, will raise expectations that there are opportunities to improve the city's transport network, freeing up space to improve residents' quality of life. Whilst opportunities undoubtedly exist, there are

risks of adverse consequences for some road users from some schemes which reallocate road space to active transport modes and buses. However, this risk needs to be weighed up against the adverse health risks, environmental damage and failure to mitigate and adapt to climate change if the transport network isn't improved. The Our Big Transport Conversation has made clear the majority of residents demand change to the current transport network and the Implementation Plan delivers against that feedback. Nonetheless, throughout the development and then delivery phase of the Plan, expectations will need to be carefully managed to ensure residents understand the funding and delivery challenges the council faces and potential timescales for achieving change. These risks are mitigated through a detailed Communications Plan to be developed for the Transport Implementation Plan.

**Financial:** Although some of the schemes in the Implementation Plan are funded, some are not or are partially funded. Where funding is not currently available it will be sought from a variety of sources, including the Department for Transport, Mayoral Combined Authority and funding agencies such as Active Travel England – as well as development gain and internal council funding sources. By setting out ambition in clear plans, the council will be able to respond to calls for bids as and when available, together with putting forward bids for the unspent HS2 funding.

**Political change:** With funding secured iteratively and statutory Implementation Plans developed throughout the decade ahead, there is the risk that subsequent administrations will prevent or change the direction of the work going forward. By drawing up a robust set of policies within the Local Transport Strategy and co-developing them with the city, including a cross-party steering group of councillors, we have ensured that the principles underpinning the Local Transport Strategy are embedded in the city's longer term strategy. In addition, by seeking Mayoral investment and commitment to in the Movement and Place Plan, it is intended to mitigate the risks associated with political change.

**Wards Impacted** All

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<b>Date:</b>	04/11/2024

### Annexes

Annex A: Local Transport Strategy Implementation Plan

Annex B: Equalities Impact Assessment

Annex C: Spreadsheet of potential measures and proposed programme

## Background papers

Executive approves York Narrative [Agenda for Executive on Thursday, 28 November 2019, 5.30 pm \(york.gov.uk\)](#) item 68

Executive approves City Centre strategic vision [Agenda for Executive on Thursday, 18 November 2021, 5.30 pm \(york.gov.uk\)](#) item 52

Council approve 10-Year Plan (York 2032) and Strategy and Policy Framework [Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\)](#) item 36

CCCSM Scrutiny September 2023: Resident Consultation and Engagement [Agenda for Corporate Services, Climate Change and Scrutiny Management Committee on Monday, 25 September 2023, 5.30 pm \(york.gov.uk\)](#) item 5

Council approve the Council Plan 2023-2027 [Agenda for Council on Thursday, 21 September 2023, 6.30 pm \(york.gov.uk\)](#) item 6

Council Plan [One city for all, 2023 to 2027 – City of York Council](#)

Economy, Place, Access, and Transport Policy and Scrutiny Committee [report on Economic Strategy and Tourism Strategy, 28 November 2023](#)  
[Economic Partnership Information on York 2032 Webpage \(including link to Terms of Reference\)](#)

CCCSM Scrutiny May 2024 10-Year Strategies stocktake [Agenda for Corporate Services, Climate Change and Scrutiny Management Committee on Monday, 13 May 2024, 5.30 pm \(york.gov.uk\)](#) item 4

Strategy and Policy Framework

<https://democracy.york.gov.uk/documents/s176207/Annex%20A%20The%20Strategy%20and%20Policy%20Framework.pdf>

Executive March 2024 Local Transport Strategy Update

<https://democracy.york.gov.uk/documents/s174352/Yorks%20new%20Local%20Transport%20Strategy%20Update%20Report.pdf>

Economy, Place, Access and Transport Scrutiny May 2024 Local Transport Strategy

<https://democracy.york.gov.uk/documents/s176522/LTS%20Report.pdf>

Executive July 2024

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=14499>

Economy, Place, Access and Transport Scrutiny September 2024

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1063&MId=14748>

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*York Local Transport Strategy 2024-2040*

*Our journey to be healthier,  
more sustainable and better connected.*

Implementation Plan for 2024-2026

## **Foreword**

Earlier this year we approved our Local Transport Strategy and set out our vision for a healthier, more sustainable and better connected city. It's now my pleasure to introduce our Transport Implementation Plan, which details the measures that will enable us to turn that vision into reality.

Within this plan you won't find lots of big shiny infrastructure projects; instead our plan recognises that we need to make better use of what we already have. Bus priority measures will produce regular, reliable bus services, cutting through congestion and providing a genuine alternative to taking the car. Reviewing speed limits will cut the number of deaths and serious injuries on our roads. Implementing a parking strategy will make best use of our highways, providing residents with car parking and encouraging visitors to use our Park & Ride. Defining a freight network will improve air quality, protect our heritage buildings and reduce the wear and tear on our roads. And repairing and maintaining our many miles of pavements and cycle paths will create year-round safe, connected routes for walking, wheeling and cycling, giving independence to those who don't have access to a car.

The measures outlined in this plan build the foundations for our forthcoming Movement and Place Plan, which will map out connected networks for all modes of travel and identify how best to balance the needs of streets as travel corridors and as places where people live, shop, go to school and enjoy their leisure. We will refresh the Implementation Plan in Spring 2026, adding in the measures needed to enact the Movement and Place Plan. But in the meantime we have an ambitious programme of work that will start us on a journey towards a more accessible, affordable, sustainable and healthy city. Let's get started!

Councillor Kate Ravilious

Executive Member for Transport

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Package 5: Safeguarding our environment

Package 6: Managing the road network for movement and place

Package 7: Reduce car dependency

Package 8: Improving freight and logistics

Package 9: Maintenance and enforcement

Package 10: Funding, monitoring and evaluation

Projects, schemes and timescales

A note on terminology: in this document we use the term “Walking, wheeling and cycling” to cover all forms of active travel, including wheelchair use, mobility aids, prams, scooters and various types of cycle including adapted cycles. “Walking, wheeling and cycling” is also used in this way by other government bodies, including the Department for Transport and Active Travel England.

## Introduction

In July 2024 City of York Council adopted a new Local Transport Strategy<sup>1</sup>. This document presents an initial Implementation Plan for that Strategy. The majority of the measures specified in this plan are intended to be implemented or well underway by the end of 2026, creating the necessary foundation for York's long term Local Transport Strategy - which will be informed by our Movement and Place Plan as it develops.

This Implementation Plan will be updated once the Movement and Place Plan network has been formulated (by the end 2025), to incorporate the the proposed network changes. An updated Implementation Plan will be published in Spring 2026.

In the meantime, we have identified as Medium Term measures those schemes and policies which we aim to implement between 2027 and 2030. As discussed below, the financial and regulatory contexts for that period are currently uncertain.

The Local Transport Strategy covers the period to 2040. This Implementation Plan, and the following Movement and Place Plan, will chart the steps needed to deliver the vision for 2040 set out in our Strategy, with safe and reliable networks for walking, wheeling, cycling and public transport. Providing these networks will make walking, wheeling, cycling and public transport the default ways of getting around York. In the process we will improve access and opportunities for people without a car, reduce air and noise pollution and improve the physical health and mental wellbeing of York's residents – in line with the EACH<sup>2</sup> priorities expressed in York's Council Plan. Falling car use, in response to the improvements we will make to walking, cycling, wheeling and public transport, will help deliver the targets in York's Climate Change Strategy<sup>3</sup>, including a 20% reduction in driven miles in York.

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<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=14499>

<sup>2</sup> <https://www.york.gov.uk/council-plan-1/one-city-2023-2027/2>

<sup>3</sup> <https://www.york.gov.uk/ClimateChange>

This Implementation Plan is being prepared during a period of uncertainty around future funding availability for local transport and future governance structures, with both the new York and North Yorkshire Mayoral Combined Authority and a new UK government only beginning to set out their plans and priorities. However, we are confident that our vision for York complements the emerging Mayoral vision for York and North Yorkshire, and the Government's vision for transport nationally, and therefore anticipate that funding will start to emerge for the kind of schemes we are looking to deliver. Our ambition to 2040 is very high – so this document articulates the key early enabling schemes, study programmes, evidence gathering and pilot projects which will inform scheme specification and delivery later. Our Strategy sets targets to achieve by 2040 (or in some cases earlier) and this document sets the initial targets to be achieved in the first years of the Strategy.

As such, this Implementation Plan builds the foundations for the wider strategy – but there will still be much work to do after this initial period to achieve the Council's longer term ambition to transform transport in York to make the city a healthier, more sustainable and better connected place to live.

## Our Strategy to 2040

### **The Local Transport Strategy Vision for 2040**

*Our vision for transport stems from our Council Plan and our four key priorities: Equality, Affordability, Climate and Health (the EACH priorities). Over the coming decades our city and its villages will need to accommodate a growing population whilst also adapting to a changing climate. Our local transport strategy will play a crucial role in addressing these challenges, both in defining how we move around, but also shaping the way that we use our streets and public spaces.*

*We want to create a York that is open and accessible to everyone, with affordable and healthy transport options no matter where you live. We also want our transport networks to enhance our wonderful city and its villages by actively improving the health of residents, supporting a thriving economy, enhancing green spaces and respecting York's heritage. And all of this needs to happen with an eye to the future; ensuring that our transport systems are resilient to the changes ahead and help to tackle climate change.*

*These challenges present us with an opportunity to reshape our transport system and shape a network that meets the needs of the people of York for decades to come.*

*In 2040 York residents will benefit from an accessible, affordable, sustainable and resilient transport network that continues to actively improve health and support a thriving economy for decades to come.*

To realise this Vision, we set ourselves the following ten objectives in our Local Transport Strategy:

1. Support an inclusive, accessible, affordable city
2. Support delivery of the Climate Change Strategy
3. Support delivery of the Economic Development Strategy
4. Improve health and wellbeing through healthy place shaping
5. Enhance safety and personal security
6. Improve the local environment by reducing air pollution and noise
7. Enhance the reliability of the transport system
8. Protect the city's heritage and enhance public spaces.
9. Accommodate the envisaged growth of the city in the most sustainable way
10. Future-proof our city.

We outline below what we expect our strategy to achieve in meeting these objectives.

What will York's new Local Transport Strategy mean on the ground?

- Segregated walk and cycle networks, and danger reduction measures so that over 40% of the trips in the city are by active travel
- Convenient, connected and, safe active travel for all, enabling everyone, including young, elderly, and disabled people the choice to travel sustainably.
- Our schools, colleges, city centre, retail centres and employment districts easily accessible by reliable, safe sustainable transport
- An exemplar city for accessibility, with genuine equality of access for disabled people, enabling all disabled people to use the modes of transport which best meet their access needs.
- High frequency, fast, reliable and affordable bus networks connecting the places people want to travel to and from
- The vast majority of the vehicles in use to be electric – including all buses and 90% of cars and vans, supported by widely distributed accessible charging infrastructure
- More rail use for longer journeys, including more visitors arriving by rail, coach, bus and by cycle
- Extensive network of Car Clubs so you don't have to own a car or van to have use of one
- Less vehicle traffic overall and much less vehicle traffic on our key active travel routes.
- Effective management of freight movements so that large vehicles are kept to appropriate routes
- Better air quality

Achieving our vision requires large scale change to York's transport network. In the Local Transport Strategy we recognised that an impasse has developed: respondents to our consultation recognised that congestion impacts negatively on everyone in York.

Much of York has a fixed size road network. Widening roads and enlarging junctions is often impossible in York, and even in the locations where this is an option it is rarely a solution for traffic congestion, with clear evidence that road expansion leads to more vehicle traffic (a term known as induced demand)<sup>4</sup>. In many places in the city large volumes of traffic impose air and noise pollution on residents to an extent which is increasingly unacceptable, breaching UK air quality thresholds in some places<sup>5</sup>. Measures to address these problems by reallocating road space to provide better routes for pedestrians, cyclists and wheelers, improve bus services and reduce car dependency are widely supported.

Fixing these problems requires ingenuity, bold decisions, and investment over the long term. We need to be ready for new funding opportunities, to be willing to put York forward as a place to pilot new ideas, and to make the case for sustained investment that will bring about the long-term change our city needs. We need to learn from best practice elsewhere and select and enact the schemes that can make the most beneficial difference in York.

Continuous networks of safe cycle and walking routes will be needed. Many of the city's existing facilities will have to be upgraded. We need to strengthen our bus services with new routes and better service frequencies. This will need to be supported by more extensive bus priorities to ensure services are reliable.

We will need to tackle the maintenance backlog on our pavements and roads. Charging infrastructure will be needed to support the replacement of petrol and diesel vehicles with electric vehicles. Upgrading the tired streets in York city centre will be a major project. Changes will be required across the city – in the villages and on our streets. How York works with the York and North Yorkshire Mayoral

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<https://assets.publishing.service.gov.uk/media/5c0e5848e5274a0bf3cbe124/latest-evidence-on-induced-travel-demand-an-evidence-review.pdf>

<sup>5</sup> York Air Quality Action Plan 4

Combined Authority, as well as other partners such as property developers, large organisations in York such as the Hospital and universities, and central government, will be crucial in supporting the ambition we have for the city.

As stated above, although this document identifies initial priorities, it is written at a time when funding and governance structures are fluid. There is an opportunity for York to capitalise on expected support for active travel and carbon reduction programmes from central government, with potential enhanced powers and increased funding for the new Mayoral Combined Authority. It is also possible that changes to housing targets and national planning policy will result in York's housing target increasing – which would require additional housing sites to be identified around the city – something which would see changes in the number, distribution and types of journey in the city.

As such, whilst this document sets out the actions necessary to start the journey towards our 2040 vision, a focus on delivery will be required to ensure funding and timely delivery of the specified measures, and an adaptable approach may be needed over time as the new Mayoralty and central government determine their priorities.

## Timelines, Targets and Trajectories

While our Strategy covers the period to 2040, funding beyond 2026 is currently uncertain. So, too, is the regulatory framework under which York's transport networks will operate. Although we might anticipate, for example, obtaining powers to change the ways in which public transport operates, or to implement measures on the ground, such as School Streets, which are already available in a number of other cities.

Given this uncertainty, we have listed our commitments and proposals in this document under three broad headings:

- Short term measures are those which we would like to implement in 2025 and 2026. We are reasonably certain that we have the available resources and funding to enact some of these measures, which form the programme set out at the end of this document.
- Medium term measures are ones which we aim to implement between 2027 and 2030, and which we see as essential to delivering our Movement and Place Plan and achieving our 2030 climate goals. Given the financial and regulatory uncertainties, we cannot commit to them as yet, but they will form the basis for our negotiations with the Mayor, central government, operators, developers and other funding bodies – and City of York Council's own internal planning processes.
- Long term measures are ones which we envisage might be adopted in the period from 2030 to 2040, and for which we will plan further in the coming five year period.

To aid us in specifying our measures, and to assess achievement against our objectives, we propose to collect data as set out in the table below. The table also sets out the targets we are seeking to achieve at the end of the period covered by the short term measures to which we have committed in this Implementation Plan (2027), for the end of the period covered by the medium term measures which we hope to implement (2030 – which is aligned with the Climate Change Strategy) and the final year of the Local Transport Strategy (2040).

Objective	Metric	Base	Measure	Target		
				2027	2030	2040
			Data needed for 2023			
Inclusive access	% within 20 min. of key activities	2024	Accessibility analysis	<b>80%</b>	<b>85%</b>	<b>95%</b>
	% with under-provision of buses	2014 = 17%		<b>10%</b>	<b>8%</b>	<b>5%</b>
Climate	Carbon emissions from transport	2005 = 100	Traffic data	<b>-60%</b>	<b>-71%<sup>A</sup></b>	<b>-90%</b>
	Car trips	2019=100	Roadside count data	<b>-10%</b>	<b>-20%</b>	<b>-20%</b>
	Bus journeys	2022=100	Ticket sales	<b>+25%</b>	<b>+50%</b>	<b>+60%</b>
	Active travel journeys	2022=100	Roadside count data	<b>+50%</b>	<b>+100%</b>	<b>+150%</b>
Economy	City centre footfall	2024	Footfall cameras	+10%	+15%	+20%
	Employment in York	2024		Aligned with Local Plan		
Health	Pedestrian/ cycle activity	2024	Bridge and cordon counts	+50%	100%	+150%
Safety	All fatal and serious casualties	2019 = 433 <sup>B</sup>	Stats 19 road safety data	<b>-30%</b>	<b>-40%</b>	<b>-100%<sup>C</sup></b>
	Active travel casualties (including slights)	2024		<b>-30%</b>	<b>-40%</b>	<b>-70%</b>
Local environment	NO <sub>2</sub> emissions	2024	AQM data	<b>-25%</b>	<b>-35%</b>	<b>-50%</b>
	PM <sub>2.5</sub> emissions		AQM data	<b>-10%</b>	<b>-13%</b>	<b>-20%</b>
Reliability	Travel times on network	2024	Bus journey time data	-5%	-10%	-20%
	Ratio of (peak - inter-peak travel time) to inter-peak travel time			-20%	-30%	-40%
	Number of junctions at capacity	2024	Monitoring	-30%	-40%	-60%
	Queue lengths on critical links	2024	Monitoring	-20%	-30%	-50%
Heritage	Traffic flows (including freight movements) past key sites or in and around the city centre	2024	Bridge counts and cordon counts	-20%	-30%	-50%

Future growth	% journeys in new developments sustainable	2024	Developer travel plan monitoring	50%	60%	65%
Resilience	Number of bus network "void days" per year. Riverside paths out of use days per year	2024	Bus data/ monitoring			

# Our Measures

## Our Approach to Determining Priorities...

...is to first put in place the foundations that enable us to tackle the most pressing problems – as identified through Our Big Transport Conversation. This process is also informed by York’s “transport modal hierarchy”, which has been in use since 1989 with ongoing use endorsed by 73% of respondents in Our Big Transport Conversation<sup>6</sup>, as summarised below.

People with protected characteristics who are pedestrians, wheelchair users, wheelers etc. Other pedestrians.
Cyclists with protected characteristics and other cyclists
Public transport users with protected characteristics and other public transport users
Disabled car drivers and passengers
Powered two wheelers
Commercial and business users
Car drivers and passengers
Parked vehicles on the highway

When applying the transport hierarchy there will be some instances where compromises have to be made to accommodate differing needs, or to work within space constraints. The transport hierarchy provides a strong guide but can't be used as an absolute rule.

<sup>6</sup> Our Big Transport Conversation: report to Executive March 2024.

In applying the hierarchy, we always give priority to disabled people, to allow them to travel, wherever possible, by the modes of transport which they are best able to use. We are committed to Equalities and Human Rights, and to the Social Model of Disability. In doing so, we aim to reflect the four core principles of human rights and the Human Rights Act 1998:

- *Dignity* – intrinsic value of people because they are human rather than because they are economically or otherwise ‘useful’
- *Autonomy* – each person should be allowed and supported to make choices about their lives; a person should be placed at the centre of all decisions affecting their life
- *Equality* – of all, irrespective of differences
- *Solidarity* – a need for society to provide appropriate social support to make sure everyone can enjoy their human rights.

In the short term we are fortunate in already having funding in place to deliver a series of important schemes and initiatives. However, for some additional schemes we are now looking to deliver in the short term we will need to obtain fresh funding or review Council budgets to support changed priorities. In some cases we are proposing initiatives which are new to York. Whilst some of these new initiatives support our Local Transport Strategy so well they can be immediately adopted, others need to be piloted. Where this is the case we will pilot schemes then monitor their impact to assess whether they should continue – and be expanded to other areas – or be adapted or withdrawn.

Many of our longer term aspirations will generate benefits not just in transport but also health, place-making, the economy, mitigating climate change, assisting with delivering the growth seen in the Local Plan – and many other things. Where this is the case careful planning is required to support Strategy delivery later. An early priority is production of York’s “Movement and Place Plan”<sup>7</sup> This will be crucial in setting out which transport schemes and initiatives in York will support the Council’s wider objectives, as set out in the Council Plan.<sup>8</sup>

In the public engagement over Winter 2023/4 it was made clear to us that York’s transport problems are complex. In our Local Transport Strategy we identified 10 “Policy Focus Areas”<sup>9</sup> roughly structured around different modes of transport and priorities, such as creating healthy places and reducing car dependency. In practice some of the transport schemes which we now propose have the ability to address problems experienced by users of more than one mode of transport, and give benefits across more than one of our Policy Focus Areas – for example, improvements for pedestrians and cyclists also (through lower car use and increased physical activity) helped to reduce pollution and improve health. We have developed ten Packages of measures, one aligned to each Policy Focus Area, and have indicated where a measure can be expected to contribute to other Policy Focus Areas.

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<sup>7</sup> York Movement and Place Plan Framework – Executive Papers July 2024

<sup>8</sup> York Council Plan 2023-2027

<sup>9</sup> Policy Focus Areas presented to CYC Executive October 2023, July 2024

**Our ten Packages**

Package 1: Accessibility

Package 2: Walking, wheeling and cycling

Package 3: Shaping healthy places

Package 4: Improving public transport

Package 5: Safeguarding our environment

Package 6: Managing the road network for movement and place

Package 7: Reduce car dependency

Package 8: Improving freight and logistics

Package 9: Maintenance and enforcement

Package 10: Funding, monitoring and evaluation

## Package 1: Accessibility

During the preparation of this Implementation Plan we received detailed feedback from disabled groups in York (particularly following the September 2024 EPAT meeting). Our Accessibility package is designed to support the Accessibility and Equality elements of the 2023-27 Council Plan, and the feedback we received emphasised the importance of engagement through the scheme design process. This will be at the heart of our proposed schemes and measures.

### The Accessibility Package: Our Short Term Commitments

Scheme	Addresses PFA	Funding currently available?
Additional blue badge spaces	1, 3	Yes
Adapted cycle parking and disabled cycle access	1, 2, 3, 5, 6, 7, 8	Yes
Barrier removal programme	1, 2, 3, 5, 6, 7, 8, 9, 10	Yes
Seating programme	1, 2, 3, 5, 7	Partial
Better travel information for accessible and sustainable travel	4, 6, 7	Partial
Inclusive design training	All	Yes
Pavement enhancement programme	All	Partial

In the short term we will focus on additional provision of city centre blue badge parking, including the repurposed Castle car park. Our target is to have blue badge parking available within 150m of significant trip attractors, ideally nearer. We will also provide 5% of all cycle parking for a range of adapted cycles in the city centre, including the secure hub referred to in PFA2, and district centres, and we will work with employers and other partner organisations to achieve this across York.

We will continue with our existing barrier removal programme – which is improving access to off-road paths, quiet routes and snickleways across the city. We will provide training in accessible design for the Council

highways and transport staff to assist scheme delivery and also ensure that the transport consultants we use also have these skills. We will provide more seating across York (our target is to have seating every 50m), with an early focus on the city centre and district and village centres. We will work with partners on projects to widen the availability of adapted cycles and training for new users.

We will provide training in accessible design for the Council highways and transport staff to assist scheme delivery and also ensure that the transport consultants we use have these skills.

Many of the interventions which will make York more accessible are described in the other sections of this Implementation Plan. These include a “bus buddy” scheme and seeking funding to provide a replacement to the Dial and Ride service which was lost last year (set out in the “Improving Public Transport” section). We will also look to improve the number and quality of wheelchair spaces on our buses and get more wheelchair accessible taxis and private hire vehicles operating in York. Measures to improve pedestrian crossings are set out in the “Improving Walking, Wheeling and Cycling” section – which also includes a commitment to a major upgrade of York city centre to improve its accessibility, and commitments to improving village and district centres in York. Community audits to ensure people have the local services they need close to hand are set out in the “Shape Healthy Places” section of the Implementation Plan. Equalities training for our teams, including our travel planning team (Itravel) will also improve accessibility across York.

### **The Accessibility Package: Our Medium and Long Term Proposals**

In the medium to long term York’s emerging Movement and Place Plan (Policy Focus Area 6) will shape schemes and initiatives to make York a more accessible city. This will be delivered through a mix of technical assessment and engagement between now and the end of 2025. A key workstream will be to review and implement recommendations from the MIMA Study<sup>10</sup> of 2024 and Martin Higgitt Associates<sup>11</sup> study of 2021. Seeking funding for these will be a key activity in the medium term.

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<sup>10</sup>

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=14499>

<sup>11</sup><https://democracy.york.gov.uk/documents/g12797/Public%20reports%20pack%20Thursday%2018-Nov-2021%2017.30%20Executive.pdf?T=10>

## Package 2: Improve Walking, Wheeling and Cycling

Enabling active travel – that is walking, wheeling and cycling – is a key element of York’s Local Transport Strategy. Calculations (overleaf) made during preparation of the Local Transport Strategy presented to the Council’s Executive in July<sup>12</sup> demonstrate that, to achieve York’s Climate Change commitments, the proportion of trips in the city undertaken by pedestrians, wheelers and cyclists will need to increase from around 30% now to 45% by 2040. Because the absolute number of trips in York increases over this period (because the city’s population will increase), so this represents an approximate doubling in the number of walk, wheel and cycle trips. Our programmes to transform active travel will affect all of York – including its villages, suburbs, district centres, employment areas and large trip generators such as the Hospital.

Walking, wheeling and cycling promote physical and mental health and are exceptionally efficient uses of York’s limited road space. For many local journeys these are also the fastest ways of getting around and the cost of travelling by walking, wheeling and cycling is very low. Walking, wheeling and cycling are also able to cater for journeys where the origins and destinations are dispersed – unlike fixed route public transport, it is possible to connect any two places in York using these modes (with the exception of locations in the footstreets where cycling is currently not permitted). Walking, wheeling and cycling are also the modes of transport used most often to access public transport – through walking and cycling to bus stops, park and ride terminals and railway stations.

The adoption of new technology is also transforming the ways people travel actively. E-cycles make it easier for people to travel longer distances – and/ or carry cargo and smaller children. They also open up new opportunities for disabled people and the market of adapted e-cycles is expanding. We also need to anticipate and plan for greater use of electric scooters – which can be a good way to cover shorter distances or make connected journeys.

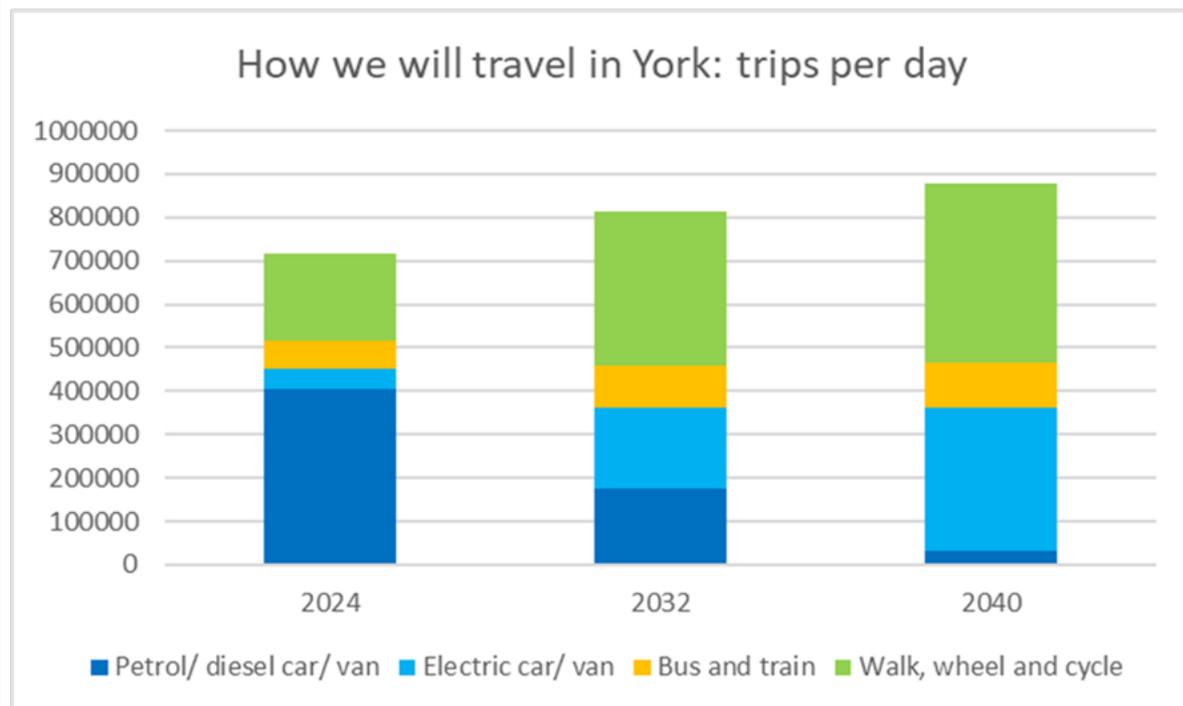
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Note: our target is to reduce distance driven by 20% during a time when the number of trips taking place in York will increase as the city grows. This graph shows a representation of that change applied to the number of trips in York per day.

### How we travel needs to change

This Strategy takes us to 2040. By then we can expect 90% of York's car and van fleet to be electric or hybrid, with only 10% still diesel or petrol. To achieve our carbon targets by 2030 we need, by 2030, to increase the number of people travelling by bus and train by 50% and double the number of trips taken on foot or by cycle. In the process we need to reduce the number of miles driven by 20% by 2030.



### The Active Travel Package: Our Short Term Commitments

Scheme	Addresses PFA	Funding currently available?
Review capital programme to deliver highest priority schemes	1, 2, 3, 4, 5, 6, 7, 9, 10	Yes
Enhance maintenance	1, 2, 3, 5, 6, 7, 9	Partially
Mobility audits	All	Partially
Pilot radials, village and district schemes	1, 2, 3, 4, 5, 6, 7, 9	No
Pilot village	1, 2, 3, 4, 5, 6, 7, 9	No
Pilot neighbourhood	1, 2, 3, 4, 5, 6, 7, 9	No
Better travel information and support for active travel	1, 2, 5, 7, 9	Yes
School Streets	1, 2, 3, 5, 7, 9	Partially
Home zones	1, 2, 3, 5, 7, 9	No

The Local Cycling and Walking Infrastructure Plan (to be published in late 2024) will specify priority networks for walking, wheeling and cycling. These will form the basis for future investment in the active travel network, and will be reflected in the Movement and Place Plan.

In the short term we will review and reprofile schemes within our capital programme (guided by our Local Cycling and Walking Infrastructure Plan) and deliver the highest priority schemes for walking, wheeling and cycling at pace. The reviewed programme will be published in late 2024, and will include the improvements to the Riverside route (between Scarborough Bridge and Jubilee Terrace) which has been funded by Active Travel England and is a priority because it will become the key active travel route when Leeman Road is closed next year. We will continue to deliver our programme to remove barriers on the off road

cycle network – continuing the work which has already improved access to strays such as Hob Moor for wheelers and users of adapted cycles. We will deliver better cycle parking in the centre of York and team up with a provider to install cycle hangars in residential areas. We will implement temporary cycle parking for special events (such as the York Christmas Market) where attracting people by cycle will help manage congestion and, funding permitting, we will provide a secure cycle parking hub in York city centre to reduce thefts of e-cycles and adapted bikes – something which discourages many from buying or using e-cycles.

We will expand our existing programmes to improve crossings on all parts of the priority network, including greater priority and reduced delay at signalised crossings, countdown signals at major crossings, priority at crossings of side roads and removal of barriers and guardrails. Mobility audits will identify the barriers to active travel for disabled residents and look to overcome them through measures such as providing more dropped kerbs, better road crossings and more benches. The priorities in this programme will be informed by the very useful information collected in Our Big Transport Conversation. This identified particular problems for pedestrians and cyclists on some of the key junctions on the Inner Ring Road, such as Blossom Street/ Queen Street, Bootham/ Gillygate and Skeldergate Bridge/ Tower Street. It also identified problems with the Rougier Street – Tower Street cross-city route which will be tackled by the scheme outlined in the City Centre Package. The Castle Gateway project will provide a pedestrian and cycle bridge across the Foss to improve active travel the south east of the city centre.

We will set aside dedicated budget to upgrade and maintain our footways, keeping them clear of vegetation, and lobby for powers to control pavement parking. We will also increase maintenance spend on our off road footpaths and cycleways. We will produce a Rights of Way Improvement Plan and develop our Highway Design Guide by the end of 2025 which will set common standards for footpaths and cycle facilities in new developments and when existing installations and infrastructure are being updated.

We will seek funding to develop comprehensive active travel measures along one radial route and the neighbourhoods adjacent to that route to showcase the kind of transformation that can be achieved across the entire city by the end of this transport strategy. This will include continuous protected cycle infrastructure along the radial route, priority ‘Copenhagen style’ crossings of side streets, dropped kerbs to enable

wheeled access along pavements, clear safe walking, wheeling and cycling routes to schools with pedestrian crossings, and if we are granted the relevant Government legislation, the trial of 'School streets'. We will also look to implement 'home zone streets' with communities that would like to enhance the residential feel and safety of their neighbourhood.

We will also seek funding to develop a village "pilot" where active travel and public transport links are greatly improved and upgrade active travel infrastructure to a district centre in one of York's suburbs. We will also try and pilot a travel hub in a district centre.

We will also seek funding for a comprehensive upgrade of our footstreets – improving surfaces to improve amenity and access for disabled people. We will upgrade the information provided to pedestrians and cyclists through an update of the existing York Cycle Route Map, and develop maps centred around every secondary school in York, outlining the sustainable travel options to reach school, to be given to every student starting at that school. And we will seek funding to deliver a walking, wheeling and cycling buddy scheme, supporting people with route finding and gaining confidence using these modes of travel, to enable them to choose active modes of travel for everyday journeys (see Package 7: Reducing Car Dependency).

We will provide our highways and transport team with training in Inclusive Mobility principles, and provide an in-depth understanding of the latest guidance around active travel infrastructure, including Inclusive Mobility and LTN1/20 (see also Package 9: Maintenance).

We will continue to investigate "micro-mobility" schemes with the intention of replacing the TIER mobility scheme which came to an end earlier this year.

## **The Active Travel Package: Our Medium Term Proposals**

The Movement and Place Plan (Package 6) and LCWIP will inform development of walking, wheeling and cycling networks in the medium term. After learning the lessons of pilot schemes in the next two years, we anticipate roll out of schemes more generally across York. We would also like to see the start of works to reconstruct and improve our footstreets and will work to obtain funding for this.

We also anticipate greater use of e-bikes in future and expect to provide infrastructure to support this (e.g. more secure parking, charging equipment etc).

## **The Active Travel Package: Our Long Term Aspirations**

In the long term 45% of all trips in York will be by walk, wheeling or cycling and these will be the most used modes for local personal travel. We will have built a comprehensive network of lit, well maintained walk, wheel and cycle routes around York. It will be easy and safe for active travellers of all ages and abilities to travel around the city and e-bikes will carry people over longer distances. E-cargo bikes will play a large part in servicing the shops and businesses in York city centre and beyond. In places where people travelling actively mix with vehicles, the active travellers will be prioritised.

Further active travel measures can be found throughout the Implementation Plan, including:

- The Accessibility Package
- The Shaping Healthy Places
- The Improving Public Transport Package
- The Reducing Car Dependency Package
- The Movement and Place Plan Package
- The Freight Package

### Package 3: Shaping Healthy Places

Key to York's new Local Transport Strategy will be "Shaping Healthy Places". By this we mean providing places in the city which are easy and safe to walk, wheel and cycle around, have the facilities and services which people need close at hand, thus reducing the need to travel further, and at the same time provide good public transport for longer journeys. The resulting reductions in traffic levels will assist in reducing air and noise pollution.

All packages in the Implementation Plan contribute to shaping healthy places in York. The Movement and Place Plan in particular will identify priorities and chart a course to provide healthy places. The Movement and Place Plan will be complemented by a new Highway Design Guide and Transport Supplementary Planning Document to the Local Plan – both of which will have a key role in shaping healthy places, both in existing development and new developments.

#### The Shape Healthy Places Package: Our Short Term Commitments

Scheme	Addresses PFA	Funding currently available?
Community Audit and bus network review	All	Yes
City Centre Hub	1,2,3,4,5,6,7,8	No
Supplementary Planning Document on sustainable transport	1,2,3,4,5,6,7,8,9	Yes
Healthy Streets exemplars programme	All	No
Speed reduction programme	All	Partial

In the **short term** we will adopt a “Healthy Streets” policy for much of our regeneration and development work, so that we enable and prioritise active travel for local journeys. Part of this will be to undertake an audit of what facilities are provided in each neighbourhood in York. This work, which has already been started through the preparation of York’s Local Cycling and Walking Infrastructure Plan will be augmented with a bus network review. The audit and bus network review will allow us to see where facilities and links are missing – and we can then prioritise actions to address this.

The Walking, Wheeling and Cycling package sets out our aspiration to provide a city centre hub for secure cycle parking. The hub will include mobility scooter/ wheelchair puller unit hire, pushchairs, parcel lockers, travel information and cycle hire and cycle repairs.

By the end of 2025 we will produce a Supplementary Planning Document for Transport, designed to embed the principles set out in York’s Local Plan and Local Transport Strategy in new developments.

We will develop exemplar healthy streets through our other programmes – particularly the city centre sustainable transport route (see the Improving Public Transport package). We will also identify locations for potential home zones and seek funding to deliver projects there. We will seek funding to enhance the place based improvements within The Groves for walkers, wheelers and cyclists, locking in the benefits of removing through-traffic from this area. The Improving Walking, Wheeling and Cycling package include commitments to pilots on radial routes, villages, district centres and an enhanced programme of School Streets.

We will complement this activity with our commitment to Vision Zero – which aims to reduce deaths and serious injuries on our road network to zero by 2040. Important enabling measures will be the city centre sustainable transport route, reduced vehicle speeds and provision of continuous and often segregated facilities for cyclists – these measures being outlined in greater detail in the public transport and active travel packages. We will use Health Impact Assessments on our major transport projects and apply ‘decide and provide’ methodologies to our transport projects and planning applications.

A key enabling measure will be speed reductions. York currently has 20 mph limits in much of its built-up area. We will look to expand this to cover remaining residential areas, new developments, the city centre, villages and retail parks. Work has already started on this through a pilot scheme in Bishopthorpe.

## Package 4: Improving Public Transport

Public transport in York is currently comprised of bus, rail and taxi/private hire vehicles. Many of our visitors arrive by coach and there is small scale public transport for tourists from York's riverboat providers and a road train between the city centre and the National Railway Museum.

Presently there are around 14 million bus trips a year in York (nearly 40,000 a day) and 10 million rail trips to/ from York and Poppleton stations. Our targets envisage a 50% increase in bus use by 2030.

In York the bus is the most effective way of carrying people over medium distances – 2 to 5 miles – between fixed destinations. Meanwhile, a legacy of cuts to rail services has left many surrounding towns and villages off the rail network – so bus is also important for trips between York and Tadcaster, Pickering, Stamford Bridge, Pocklington and Wetherby.

York enjoys rail connections throughout the UK with much of the country within a two-hour journey of York. There are significant upgrade projects in hand for both the East Coast Mainline and Transpennine Route and York needs to plan for a significant forecast increase in the number of rail passengers to and from York.

There are currently 190 licensed hackney carriages in York and 435 private hire vehicles. Around 45 of each type are wheelchair accessible. In practice there are also varying numbers of Uber vehicles licensed outside York, but operating in the city, particularly on days with high demand, such as race days.

## The Public Transport Package: Our Short Term Commitments

Scheme	PFA	Funding currently available?
Bus network review	1, 3	Yes
City Centre Sustainable Transport Route	1, 2, 3, 4, 5, 6, 7, 8, 9	Yes
Park and ride hubs	1, 2, 4, 5, 7, 10	Yes
Bus priority schemes	1, 2, 6	Yes
Fare initiatives	1, 4, 5, 7, 10	Yes
Dial-a-Ride replacement	1, 4, 5	No
Haxby Station	2, 4, 5, 7	Partially

**In the short term** we will deliver a “city centre sustainable transport route”. This route will run from the Station frontage via Rougier Street, George Hudson Street, Micklegate, Ouse Bridge, Clifford Street and Tower Street (a route where two-thirds of people are already travelling by bus or active modes<sup>13</sup>) and will see very substantial reductions in through private traffic with active travel, public transport and essential journeys prioritised using a traffic filter. This will provide safer walking and cycling routes into the heart of York city centre and improve bus service reliability, which is currently compromised by congestion in this area of the city. It will also enhance air quality along this corridor, particularly on Rougier St which is currently one of the three areas of York that breaches UK air quality standards. This project will proceed alongside the work to regenerate the Castle Gateway area, which will see Castle Car Park transformed into a public space, resulting in a substantial reduction in vehicle traffic to this area, whilst providing good quality parking for Blue Badge holders. Making this change also aligns with policies adopted in 2019<sup>14</sup> and 2021<sup>15</sup>.

<sup>13</sup> CYC Scrutiny May 2024

<sup>14</sup> 2019 car reduction Full Council motion

<sup>15</sup> Our City Centre, November 2021

Individual improvements will allow buses to be turned around at the Railway Station and the roundabout at the junction of Tower Street and Skeldergate Bridge. This will increase flexibility for operating buses in central York, cutting out many time-consuming movements made currently to turn buses around. It will reduce the number of buses on Skeldergate and Nunnery Lane and allow the bus stops of Clifford Street/ Tower Street to be reorganised and distributed more efficiently and logically for passengers.

We will also continue with our Bus Service Improvement Plan (BSIP) package<sup>16</sup>. We will improve the park and ride terminals, upgrading them to “multi-modal hubs” offering overnight parking and improved cycle parking facilities for people wishing to cycle to park and ride terminals and travel forward on the bus. We will work with bus and coach operators to increase the number and variety of bus services which call at the park and ride terminals, enhancing links beyond the City of York boundary and enabling longer distance sustainable travel to and from cities and towns outside York. We will improve or rebuild the terminal buildings at the two oldest park and ride terminals – Grimston Bar and Rawcliffe Bar. We will also continue with our capital programme to upgrade bus stops and shelters across York and provide more real time information in York’s suburbs and villages. We will work with the Mayor and bus operators to continue funding for York’s high quality roadside bus timetable information and real time information.

We will set challenging targets for increasing bus service reliability. We will also look to provide additional bus priority where it confers a benefit to buses. Our initial focus will be on the approaches to York city centre where services are concentrated – for example on Blossom Street and Clarence Street, with further potential bus priorities on our busy radials and at approaches to key junctions, potentially including some of those crossing the A64 and A1237.. We will enforce our existing bus priorities, including better enforcement of the access restrictions on general traffic on Stonebow, Pavement and Piccadilly.

We will continue to provide the current reduced fares for young people whilst we have BSIP funding available. We will work with the Mayoral Combined Authority, however, to continue this initiative after the initial funding has been exhausted and we will support continuation of the maximum bus fare policy which is currently funded by the

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<sup>16</sup> York Bus Service improvement Plan October 2021

Department for Transport. We will continue with our project to develop full multi-operator tap-on-tap-off fares, building on the co-ordination work done by Transport for the North. The renewal of the current park and ride operating contract also offers an opportunity to consider how it can be best used to support York's new Transport Strategy.

We recognise that the failure of York's Dial-a-Ride operation in 2023 was a huge loss to many members of our community and we will continue to investigate ways to replace this lost provision, building on the work already done by the councillor led task and finish group<sup>17</sup>. We will also work with the taxi and private hire trades to increase the numbers of wheelchair accessible and low emission vehicles in use in York, and with the bus industry to increase the number of wheelchair spaces on buses.

Our short term rail projects are focused on completion of the York Station Frontage project, which is already underway; and securing funding to provide the proposed new station at Haxby. We will also work with the rail industry towards reinstating through trains between Leeds and Scarborough and providing a 30 minute frequency service between York and Scarborough. With the Mayoral Combined Authority we will continue to input into the development of Great British Railways so that any changes in service benefit York. We will also work with the elected Mayors in West and South Yorkshire – and the other mayoralities – to improve cross boundary public transport, particularly rail.

During “Our Big Transport Conversation” there was support for using York's rivers more for public transport, including “park and sail” services. Accordingly, we will work in partnership to promote the existing tourist service which brings passengers into central York from Acaster Malbis in the Summer. We will also work with the coach industry to ensure provision for coach visitors is good, recognising the value they bring to York's tourist economy and their efficient use of roadspace.

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<https://democracy.york.gov.uk/documents/s177195/Dial%20and%20Ride%20Report%20for%20EPAT%20-%20Final.pdf>

## **The Public Transport Package: Our Medium Term Proposals**

**Our medium term aim:** is to position York's bus service to carry 50% more passengers by 2030. We recognise that this will only be achieved by making the service more competitive – with a fully electrified fleet, high customer standards, reasonable fares, high service speeds and reliability. Our aim is to see core bus services in York operating at a 10 minute frequency during the day with 20 or 30 minute frequencies in the evenings, on Sundays and on lesser used services.

We will consider whether the most effective way to provide bus services in York is through the current bus partnership, a “partnership plus” approach<sup>18</sup> or a franchised network. Whatever is decided will be enacted in partnership with the Mayoral Combined Authority and is also likely to involve services operating in North Yorkshire.

We will work with developers through the Local Plan process, based on the Sustainable Transport SPD, to consider how best to serve the new developments around York with buses.

We will see the completion of Haxby Station and, with the Mayoral Combined Authority, will consider the potential for other new stations around York.

## **The Public Transport Package: Our Long Term Aspirations**

In the longer term we will work with the Mayoral Combined Authority to not only provide an excellent conventional bus network but also assess the case for guided bus and light rail systems (possibly using emerging very light rail technology) to connect York city centre with large new developments and/ or existing large trip generators such as the University.

Further public transport measures can be found in:

- The Accessibility Package
- The Reducing Car Dependency Package
- The Movement and Place Plan package

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<sup>18</sup> Such as the Leicester Enhanced Bus Partnership

## Package 5: Safeguarding Our Environment

Many places in York are affected by noise and air pollution caused by transport activity, with three areas in York city centre where UK air quality thresholds are breached<sup>19</sup>. The city has been effective in some of its initiatives to improve air quality – in particular the adoption of electric buses for around 65% of all bus journeys in York. Some Council services have also converted to electric vehicles and there is an expectation that electric or hybrid cars will make up around 90% of the vehicle fleet in York by the end of this Strategy in 2040 – through drivers replacing their internal combustion engine vehicles with electric alternatives.

York has a developing network of electric vehicle charging points, including in the city centre and at the park and ride sites two rapid charging hyperhubs have also been provided<sup>20</sup>. We expect that private providers will increasingly involve themselves in charge point provision. Over the coming year we will complete the update of our EV charging strategy and seek ways to bring widespread coverage, using our parking strategy to help us balance competing needs of highway space. In the longer term there are other potential technology advances – such as inductive charging.

### The Safeguarding our Environment package: Our Short Term Commitments

Scheme	PFA	Funding currently available?
Electrify remaining bus network	3, 4, 5	No
Traffic signal measures to improve air quality	3, 5, 6	Yes
EV charging strategy roll out	5	No
Garden City Programme: biodiversity strategy for highways assets	3, 5, 6	Partially

<sup>19</sup> Air Quality Action Plan 4

<sup>20</sup> City of York Council EV Charging Strategy

**In the short term** we will continue with our programme to electrify the bus network, aiming to completely electrify the network by 2028. Policies set out in other Packages will all contribute to the 20% reduction in car miles sought for 2030 – which will itself reduce pollution levels in York.

We will pursue initiatives where there are particular air quality problems – for example, in Rougier Street, Blossom Street/Holgate junction and Gillygate, by using traffic signals to mitigate the worst queuing in air quality management areas in the short term. Whilst the enhancement of York's Outer Ring Road in the longer term has the potential to assist in improving air quality – through reassignment of traffic away from the city centre to the improved ring road – we will nonetheless bring other measures forward in the short term, such as the City Centre Sustainable Transport Route. We will also investigate the potential for the existing bus clean air zone to be extended to other vehicles to improve air quality in the places where it is currently in excess of UK thresholds.

We will continue with our EV charging programme. We are currently seeking funds to do this through the Mayoral Combined Authority, but it is likely to be a more general area of activity over the coming years. We will trial charging in residential areas and evaluate its success and scope for further installations in York.

We will embody the principles of the emerging Movement and Place Plan in how we manage our highways. Potential interventions will be reallocation of highway space, traffic reduction, traffic filters and using traffic signals to manage flows on some corridors. Potentially this could include “traffic gating” to maximise efficiency and use of park and ride services, and improve air quality in the city centre.

We will make the most of our highways assets to reduce air and noise pollution and enable nature to thrive. Within York's adopted public highways are many hectares of verges, roundabout centres and central reservations. All of our park and ride sites are surrounded by large areas of land, with several also having substantial bodies of water and/or woodland. Many car parks incorporate areas of planting and there are many planters on roads and footways across York, as well as many thousands of street trees. The City Walls are a green cordon around the city centre. We will pursue a Garden City programme to maximise the contribution these assets can make to pollution reduction, biodiversity

and sustainable urban drainage whilst retaining appropriate road safety and access. We will work with local communities and organisations to progress sustainable planting and create healthy and climate resilient spaces that enable walking, wheeling, cycling and public transport use.

We will seek opportunities to enhance our green infrastructure during our routine highway maintenance and repair schemes, for example adding sustainable urban drainage, planting trees and creating pocket parks as havens for people and nature to thrive.

### **The Environment Package: Our Medium and Long Term Proposals**

**In the medium and long terms** we will implement the full set of pollution reduction measures identified in our Movement and Place Plan. This will be set out in the 2026 Implementation Plan.

Further measures to tackle pollution can be found in:

- The Accessibility Package
- The Walking, Wheeling and Cycling Package
- The Improving Public Transport Package
- The Reducing Car Dependency Package

## Package 6: Managing the Road Network for Movement and Place

The Plan presented to Council in February 2023<sup>21</sup> set out that the last substantial replanning of York's transport networks took place in the 1970s and 1980s. Whilst York benefits from that work – for example in the shape of the park and ride service and off-road cycle routes in the city – it is time to update the road network to reflect the needs and priorities of the 2020s. These include addressing the climate crisis, reducing pollution and casualties, using sustainable transport to resolve health and social inequalities and reflecting the agreed hierarchy of users. Social attitudes to traffic and vehicles have also changed, with car ownership falling in younger age groups<sup>22</sup>. New technologies provide challenges and opportunities, and York has grown as a city in absolute terms.

Better management of the road network will redress the imbalance between the use of streets for movement and their role as places to stroll, shop and socialise. In doing so it will support the work of Packages 1, 2, 3, 4 and 5.

### The Movement and Place Package: Our Short Term Commitments

Scheme	PFA	Funding currently available?
Produce Movement and Place Plan, Highway Design Guide and Transport SPD	All	£150k initial grant to scope study
Gillygate Scheme	2, 3, 4, 5, 6, 7, 8	Yes
Capital programme review	All	Yes
Support YNYMCA study programme	All	Yes

<sup>21</sup> City of York Council Executive February 2023

<sup>22</sup> See ST15 Sustainable Transport Study – York Local Plan Examination Library, 2022

Accordingly, we will develop a Movement and Place Plan<sup>23</sup> to map out how we will manage the road network in future and how our transport networks could change in York to deliver our objectives and targets in the short, medium and long term. This programme has already begun, with a report<sup>24</sup> presented to Executive in July 2024 which set out six “packages”<sup>25</sup> for the Council which are reflected in this Implementation Plan. We have already obtained funding in principle from the York and North Yorkshire Mayoral Combined Authority to fund the further study, and related public engagement work, and will deliver the Plan by the end of 2025. It will be accompanied by a number of other important studies and plans, particularly:

- A Highways Design Guide which will set out how roads and footways in York are provided – both in new development and when existing roads and junctions are rebuilt. It will incorporate new guidance on accessible infrastructure and design for walking, wheeling and cycling. It will also set out construction standards for new roads and bridges to ensure they can be adopted as public highway by the Council when new developments are complete. It will also include a Highways Infrastructure Asset Management Plan and Highway Safety Manual.
- A Transport Supplementary Planning Document (SPD) for the Local Plan which will set out how transport is provided for new developments, including standards for bus services and active travel infrastructure

The Movement and Place Plan, Highway Design Guide and SPD will be completed by the end of 2025 if full funding for the work is agreed with the MCA.

In advance of delivering the Movement and Place Plan we will demonstrate the place-making benefits that can be achieved by reallocating road-space. This will include our City Centre Sustainable Transport corridor scheme, which will be developed as an exemplar of

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<sup>23</sup> Presented to CYC Executive, July 2024

<sup>24</sup> <https://democracy.york.gov.uk/documents/s177493/Annex%20F%20Summary%20of%20Movement%20and%20Place%20Framework.pdf>

<sup>25</sup> See page 108 of document. The 6 packages are “School Streets (covered under PFA3), “Better buses” (PFA4), “Overnight transformation” (PFA6), “Missing Link” (PFA2), “Chase funding” (PFA10) and “Work with large employers” (PFA7).

place-making, creating opportunities for local businesses to thrive, beautiful spaces that encourage people to relax and linger and celebrating the exceptional history and heritage of our city.

We will work with stakeholders including York Minster to explore the place-making potential in Duncombe Place by reducing vehicle traffic movements in this area during footstreet hours.

We will also progress a study looking at the options for altering traffic movements on the western side of York's Inner Ring Road – focusing on the quadrant bounded by Gillygate, Bootham, Wigginton Road, Clarence St and Gillygate, with a particular focus on addressing poor air quality in this area. This is likely to form a part of the Movement and Place Plan unless it can be funded separately.

We will use traffic signals to manage vehicle movement on the approaches to the city centre to achieve place benefits and improve air quality in areas where it is currently poor. We will also demonstrate how simplifying movements on our network (such as banning certain turns) might reduce traffic congestion or free up road space for cycle facilities, better footways or bus priorities. The speed reduction programme (see Package 3) will also assist here. We will consider how we use our urban traffic management and control (UTMC) system, and potential new bus priorities (see Package 4) to achieve the outcomes sought by our new Transport Strategy.

We will also review our existing capital and maintenance programmes to align them effectively with our readopted modal transport hierarchy. Where we are piloting new approaches – for example in managing freight or new cycling infrastructure – we will use trial projects where we collect data to assess whether the intervention being made has scope for use in other areas. The trials will be assessed using a mixture of methods, including data collection, modelling and public engagement.

The York and North Yorkshire Mayoral Combined Authority is also committed to a study programme to determine its own priorities. This can be expected to cover transport between the towns and cities in North Yorkshire – particularly York to Harrogate and York to Scarborough. The MCA will also consider options for developing rail services and buses across its area and will, ultimately, produce its own Local Transport Plan – although the timescales for this are not currently known.

We will take a vision-led approach to transport planning, designing our city for the future we want to see. Strategic development sites will have their transport and place-making needs assessed and modelled using the ‘Decide and Provide’ approach, with options such as light-rail and high quality active travel infrastructure together with good local facilities being planned from the outset to provide everyone with good living standards, independence and opportunities, and less need to travel longer distances. This approach is aligned with the emerging changes to NPPF<sup>26</sup> – on which central government is currently consulting.

### **The Movement and Place Package: Our Medium and Long Term Proposals**

In the medium and long terms our activity in this area will be focused on delivering the measures specified by the Movement and Place Plan. Detail of this will be set out in the 2026 Implementation Plan update.

There will also be a need to consider future transport technology in York – for example connected and autonomous vehicles, drone deliveries and new modes of transport such as e-scooters. It might be appropriate, however, for this to be considered, at least initially, at Mayoralty or national levels before a local approach is determined.

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<sup>26</sup> National Planning Policy Framework Consultation 2024

## Package 7: Reducing car dependency

Around one-third of households in York do not own a car, rising to over 50% of households in some areas closer to the city centre.

Nonetheless, having access to a car currently continues to confer significant advantages. Over the course of this Transport Strategy we will transform York into a city where opportunity is not determined by car ownership – with the full range of travel opportunities to work, training, education, health, shopping and so on available to all, irrespective of whether people have access to a car or not. Measures within this Package are designed to contribute directly to the target, in our climate strategy, of reducing driven miles by car by 20% by 2030.

While aiming to reduce car dependency, we fully accept that for some people, and particularly blue badge holders, and for some journeys, there is no reasonable alternative to using a car. We will protect the needs of such car users; indeed, by reducing the level of car use generally, their journeys should become easier.

### The Reducing Car Dependency Package: Our Short Term Commitments

Scheme	PFA	Funding currently available?
Scale up sustainable transport planning activities	1, 2, 3, 4, 5, 6, 7, 9, 10	Partially
Travel buddy schemes	1, 2, 3, 4, 5, 7	Partially
Sustainable travel events	1, 2, 3, 4, 5, 6, 7, 9, 10	Partially
Car Clubs programme	1, 3, 5, 6, 7	Partially
Community audit and bus network review	All	Partially

We will continue to focus staff resource on promoting sustainable transport, utilising grants and developer contributions where available to provide advice to residents, employers and developers about how to make the most of active modes and public transport. This will involve an expanded programme of travel plans for individuals, schools, businesses and new developments. An early focus will be to work with the Hospital to enable more active and sustainable travel and reduce congestion on Wigginton Road.

We will seek funding to support a travel buddy team, providing support to people who want to gain confidence in walking, wheeling, cycling and using public transport. Initially we will focus this support on school and college students, in particular providing assistance with the transition from primary to secondary school, reducing the need for school taxi travel and increasing independence of students. We will also partner with volunteer civic and charitable organisations to offer additional measures such as supported 'cycle buses' for children to be able to cycle safely and independently to primary school.

We will also support sustainable travel events such as street parties, community walks and cycle rides, and car free days. We are delighted to be hosting the Active City conference in summer 2025 and will plan sustainable travel events to showcase some of the challenges and opportunities we have in York, to take advantage of the expertise and advice that this prestigious national conference will bring to York.

We will partner with businesses and resident communities that wish to host regular sustainable travel events such as monthly street markets.

As set out in the Walking, Wheeling and Cycling Package, we will pursue a programme of School Streets so that the travel needs of children travelling to school are prioritised. We will also work across sector – for example with the health sector on initiatives such as social prescribing of cycles and loan of e-bikes for health professionals.

We will continue with our current car club initiative, so that people who need to use a car but choose not to own one, can access cars. Over the coming year we will procure further car-club packages to provide more extensive coverage across the city and out to villages, including access to a wider variety of vehicles including vans.

Non-transport programmes will also play an important role in reducing car dependency – for example continual improvements to broadband connectivity in York and our villages will assist those able to work from home, and we will work with partners, for example the NHS, to provide options which do not require travel – such as online medical consultations. We will also work with property developers to ensure travel plans for new developments are effectively specified and delivered.

As set out in the Shape Healthy Places package, our work will be guided by a “community audit” which will identify what services and facilities – for example, primary schools, GP surgeries and food shopping – are present in each ward, district, village or community in the city. This will identify areas where services and facilities are not available and should be provided locally – or transport upgrades may be required to provide access. Alongside the Community Audit we will undertake a Bus Network Review to identify missing links in the bus network.

Parking strategy: We will develop a consistent and equitable strategy for parking across the city, which balances the needs to provide access and to reduce levels of car use. Initially we will focus on a 2km radius from the city centre. Within that area, we will review parking capacity on and off street, within the Council’s ownership and managed by the private sector, the demand for that parking and the charges for that parking. We will then specify the parking provision which is needed, and the charges which should be levied to ensure that demand does not exceed capacity, and that parking charges reflect and match the cost of travel by other means – particularly park and ride or bus for the city centre. In doing so we will take inspiration from strategies developed for other locations such as the kerbside strategy being used in Lambeth in London<sup>27</sup>. We will review residents’ parking policies, reviewing pricing and the way we implement residents’ parking to make it more streamlined.

By 2026 we will have implemented new parking charges, and modified the provision of Council-owned parking space in and around the city centre.

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<sup>27</sup> <https://www.lambeth.gov.uk/streets-roads-transport/lambeth-kerbside-strategy>

## **The Reducing Car Dependency Package: Our Medium Term Proposals**

**In the medium term** we will continue to support greater use of walk, wheeling, cycling and public transport by reallocation of York's limited road space to those modes of transport. This will involve implementing specific proposals in the Movement and Place Plan and Highway Design Guide, as outlined in Package 6.

A key part of our policies to reduce car dependency will relate to new developments and ensuring that they are planned to maximise walking, cycling and public transport use – and have these services from the outset where this is feasible. As set out in Package 3, our new Transport SPD will be central in this, and will specify parking standards for new developments which help promote sustainable travel.

## **The Reducing Car Dependency Package: Our Long Term Aspirations**

**In the long term** we see the improvements to walking, cycling and public transport in York reducing car dependency because people will choose to travel by car less – as a result of the alternatives being convenient, affordable and attractive. Inevitably there will continue to be some car use, and by maximising use of alternatives we will ensure that York's road network is decongested, freeing up the roads for everyone who needs to use them.

Further measures to reduce car dependence can be found in:

- The Accessibility Package
- The Walking, Wheeling and Cycling Package
- The Shaping Healthy Places Package
- The Improving Public Transport Package
- The Safeguarding our Environment Package

## Package 8: Improving Freight and Logistics

Whilst essential to York, freight deliveries in the city are not inconsequential. Its large, heavy freight vehicles emit a disproportionately high amount of CO<sub>2</sub> and pollutants in York. Large vehicles can damage streets, kerbs and structures, result in more wear and tear on our roads, and can be intimidating to pedestrians and cyclists.

The large building projects in York – particularly new developments and York Central – will generate significant numbers of freight deliveries – for example, of building materials and equipment. The shops and businesses in the city centre, and organisations such as the Hospital and York’s colleges and universities will attract many freight trips. Freight trips are also required to dispose of waste – trade and domestic, landfill and recyclables. The need to manage impacts of freight trips will be an ongoing activity for the Council.

### The Freight Package: Our Short Term Commitments

Scheme	PFA	Funding currently available?
Identify freight network	2, 3, 4, 5, 6. 8. 9	Yes
Set up freight forum	2, 3, 4, 5, 6. 8. 9	Yes
Transshipment Centre	2, 3, 4, 5, 6. 8. 9	Partially
Freight clean air zone	2, 3, 4, 5, 6. 8. 9, 10	No

Whilst the Movement and Place Plan will look in detail at freight trips in York, there are a number of strategy elements which are essential foundations which can be planned, and in some cases delivered, in advance of the Movement and Place plan being implemented.. These include ensuring that:

- Through freight trips are removed from the built-up area of York and its villages
- Where freight deliveries need to access built up areas of York, these take place using the smallest and least polluting vehicles which are practical given the freight being delivered
- Freight trips are, as much as possible, kept to the routes best able to handle them
- Obstructions to other traffic by unloading/loading vehicles are minimised
- In the city centre environs, as much freight as possible is delivered by cargo cycles and small electric vehicles. This will imply trans-shipment for some freight (transfer from a large vehicle to a small vehicle outside of the city centre).

In the short term we will designate a “freight network” for medium (3.5T) and large (7.5T) vehicles. The Council’s powers to enforce such a network are currently circumscribed and we will take advice as to what is possible and work with bodies such as the Mayoral Combined Authority and central government to lobby for changes to traffic law on this issue. We will also set up a freight forum and invite industry partners and experts to advise and partner with us on developing a freight strategy and network for the city.

We will also continue to enforce unloading/loading restrictions where traffic is obstructed and we will implement a scheme allowing cargo delivery cycles access to the city centre footstreets during footstreet hours.

iTravel will assist in developing freight delivery plans for two major employers in the city.

In 2021 the Council won funding from central government to pilot a transshipment hub for York city centre but this project has proved difficult to deliver to date, partly because of the challenge of attracting a commercial partner. We are actively seeking ways of delivering this project, and are taking advice from other cities where successful similar pilots have been delivered, to identify alternative ways of delivering the scheme and working with commercial partners.

We will investigate the potential for a clean air zone applied to freight vehicles and assess whether this is a scheme that can be delivered in the short term.

### **The Freight Package: Our Medium and Long Term Proposals**

In the medium term we intend York to be a city where heavy freight movements in the built up area are limited to those which are essential. We will create an environment where pollution, noise and road wear and tear from freight vehicles is as low as possible, with operators using electric or other low pollution vehicles.

## Package 9: Maintenance and Enforcement

York has many kilometres of roads and hundreds of bridges and other highways structures, with the Council typically spending around £10m per year on maintenance. In some years there are also exceptional maintenance items which can be particularly costly and/ or disruptive.

Enforcement of traffic regulations is essential, and is increasingly being done using technology. But, while the Council can enforce parking regulations, it has only very limited powers for enforcing restrictions on pavement parking, and moving vehicle offences including speeding and red light running. All of these are hazardous for other road users, and in many cases deny access for disabled people.

### The Maintenance and Enforcement Package: Our Short Term Commitments

Scheme	PFA	Funding currently available?
Review maintenance activity	All	Yes
Footways improvement programme	All	Partially
Staff training in Inclusive Design and LTN1/20	1, 2, 3, 5, 6.	Partially
Moving traffic offences	All	Yes

In the short term we will review the way the Council undertakes its maintenance activity to ensure that it aligns with the readopted hierarchy of transport modes and prioritises resource to support sustainable modes of travel. We will seek capital funding to purchase the appropriate equipment and machinery necessary for maintaining the active travel network, such as a mini-gritter and a narrow road-sweeper capable of accessing segregated cycle infrastructure.

We will seek funding for a footways improvement programme, using our LCWIP to guide where we prioritise our spending, with the aim of developing at least one exemplar key walking route with high quality footways, sufficient dropped kerbs, benches and pedestrian crossings to enable more people to choose to walk and wheel.

We will increase the proportion of maintenance expenditure devoted to footways and cycleways and impose higher standards of maintenance of surfaces, signs and markings on both to reflect the importance of these modes of transport in York. Where appropriate we will use highway maintenance projects as opportunities to improve provision – perhaps by improving a pedestrian crossing, enhancing accessibility or adding facilities for cyclists. Where this is the case we will consider alternative designs for roads and junctions and their costs relative to like-for-like replacement before making a commitment.

We will continue to maintain traffic signals and bus priorities in order to keep bus services moving. We will increase our maintenance of bus stops, shelters and fixed and real-time information. We will provide staff training for York’s transport engineers to improve skills and knowledge about design for active and sustainable transport modes – in particular on equalities, Inclusive Mobility and LTN 1/20 compliant design

We will work with partners, particularly the Police, powers to remove parked vehicles from pavements, cycle lanes and bus lanes, and at locations where parking disrupts traffic movement or poses a safety risk.

The City of York Council does not currently have the powers to enforce “moving traffic offences” – with these remaining with the Police. Accordingly, we will lobby Government for York to be given powers to enforce moving traffic offences. This will be an important aspect of the Movement and Place Plan. We will also continue to enforce against other obstructions on footways such as A-boards and advertising.

**Package 10: Monitoring, evaluation, development and funding**

Scheme	PFA	Funding currently available?
Digital pedestrian and cycle counters	1, 2, 3, 6, 7, 9, 10	No
Monitoring and evaluating data	1, 2, 3, 6, 7, 9	Partial
Annual monitoring report and review	1, 2, 3, 4, 5, 6, 7, 8, 9	Yes
Financial assessment	1, 2, 3, 4, 5, 6, 7, 8, 9	Yes
Comms support team	All	Partially

Earlier in this document we set a series of targets for York's new transport strategy. We will collect data and monitor progress against them, evaluating our performance and adjusting our forward plans against targets as we progress.

The majority of our targets rely on data that we already gather. However, some of the targets will require additional equipment or a greater density of measures than we currently collect. In particular we do not currently collect data on the level of walking across the city. We will seek capital funding to purchase digital pedestrian and cycle counters, to be situated in locations across the city (guided by the information in our Local Cycling and Walking Infrastructure Plan). We will also seek funding for additional support to assist with monitoring and evaluating all the data against our targets.

Transport is subject to external shock – most recently the impacts of the covid pandemic and high fuel prices as a result of the Ukraine – Russia war. We will be conscious of the influence of external factors on transport going forward and will ensure the evaluation of our plans consider these.

As we work our way through the Implementation Plan we will produce an annual statement of progress each spring, listing both key inputs (such as changes in staff resources or spending on transport in York), outputs (such as schemes constructed, routes upgraded, buses electrified etc)

and outcomes (such as changes in traffic levels, cycling and walking and bus and train use and performance against our objectives. A key role for the Monitoring Report will be to evaluate progress against each of our policies and assess the effectiveness of the various pilot schemes outlined in this Plan. By assessing these schemes we will reach judgements about whether they have successfully achieved the objectives set for them and – consequently – whether the Implementation Plan needs to be amended to address any shortfalls. We will also produce a common framework for evaluating our transport schemes and measures. This will allow transparent assessment of scheme success against the objectives of our Local Transport Strategy.

Once the Movement and Place Plan is drawn up we will update our Implementation Plan and start to incorporate the necessary schemes required to support the Movement and Place Plan. This Plan enables us to put in place the foundations for the Movement and Place Plan and, funding and resource permitting, the majority of the schemes in this Plan will be completed by the end of 2026.

We are hopeful that there will be greater clarity about the availability of funding for transport investment by this point, and in particular the powers which will be available to both City of York Council and the York and North Yorkshire Mayoral Combined Authority.

We intend, by Spring 2025 to assess the funding requirements of the Implementation Plan and to acquire advice on future funding of transport projects in York. In practical terms this assessment cannot commence until after the Comprehensive Spending Review at the end of October as this is likely to set out the government's financial strategy for the remains of the current Parliament. However, the city is not entirely reliant on central government funding or funding devolved to the MCA, so the assessment will also consider other ways of funding, including fiscal measures such as tourist taxes, reallocation within our own council budget, changes to parking fees and charges, clean air zones and funding from new property development.

Finally, we recognise that communications are a vital element of implementing our transport strategy. We will seek funding to engage a team dedicated to supporting the transport strategy who can assist with writing funding bids, devising and managing consultation and engagement activities to enable co-development of our schemes, and produce material to promote opportunities and keep residents, businesses, organisation and visitors up to date with travel news.

## Projects, Schemes and Programmes

A sifting process has been undertaken to identify schemes which support the objectives of York’s Local Transport Strategy, have funding in place for delivery before the end of 2026, or which have a reasonable chance of obtaining delivery funding (for example, by reallocating funds between existing budgets). Schemes which meet the required thresholds are taken forward to delivery within this Implementation Plan.

The table below shows a timescale for enacting the principal capital schemes in the Plan. Many are already underway – for example the works on the Station Frontage and York Central.

### Local Transport Strategy: Funded Capital Schemes 2024-26 Implementation Plan

Our Funded Capital Schemes	Policy Fit	Funding fit	Status	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
				2024/5	2024/5	2025/6	2025/6	2025/6	2025/6	2026/7	2026/7	2026/7	2026/7
York Central			Underway										
Station Frontage			Underway										
Castle Gateway			Underway										
City Centre Sustainable Transport Route			New or expanded project										
Riverside paths			Underway										
Speed Reduction and 20mph programme			New or expanded project										
School streets			New or expanded project										
Pavement enhancement programme			New or expanded project										
Park and ride hubs			Underway										
Barrier removal programme			Underway										
Seating programme			New or expanded project										
Additional city centre blue badge spaces			New or expanded project										
Adapted cycle parking			Underway										
Biodiversity strategy for highways assets			New or expanded project										
EV charging strategy roll out			Underway										

## ANNEX A

The same process has also been used to identify a series of revenue initiatives (e.g. support of activities rather than building projects). These initiatives play a crucial support role to our capital programmes – particularly promoting use of sustainable transport or making the most out of our existing facilities and equipment (for example, our traffic signals).

Our Initiatives	Policy fit	Funding fit	Next step	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
				2024/5	2024/5	2025/6	2025/6	2025/6	2025/6	2026/7	2026/7	2026/7	2026/7
Signals measures to improve air quality			New or expanded project										
Signals measures to improve pedestrian crossings			New or expanded project										
TSAR schemes			Underway										
Parking Strategy			New or expanded project										
Young peoples' bus fare concessions (to 3/25)			Underway										
Micromobility schemes			New or expanded project										
Better travel info and support for active travel			New or expanded project										
Sustainable travel maintenance			Underway										
Sustainable travel events			New or expanded project										
Travel buddy schemes			New or expanded project										

We have also identified a series of bidding priorities for new projects which are currently unfunded or have insufficient funding for full delivery. These are:

Schemes and programmes we will seek capital funding for	Policy fit	Funding fit	Next step
York Outer Ring Road			In review (CYC)
Haxby Station			In review (HMG)
Pilot sustainable transport neighbourhood			Seek funding
Pilot radial road sustainable transport route			Seek funding
Pilot village			Seek funding
City centre hub			Seek funding
Bus network electrification			Seek funding
Freight transshipment hub for city centre			Underway
Digital pedestrian and cycle counters			Seek funding

It should be noted that, at the time of writing this document, City of York Council is working with funding bodies to obtain funding for two major projects which are currently under review (the A1237 Outer Ring Road and Haxby Station). Depending on the outcome of the review it may be necessary to rescope these projects.

## ANNEX A

There are also a series of initiatives we are seeking funding for. We will consider our options for funding these schemes, including engaging with outside funding bodies where required.

Initiatives we will seek revenue funding for	Policy fit	Funding fit	Next step
Young peoples' bus fare concessions (after March 2025)			Seek funding
Dial and ride replacement			Seek funding
Car clubs programme			Seek funding

The Local Transport Strategy will also be supported by a number of studies and pieces of research, which will include:

Our Studies	Policy fit	Funding fit	Next step
Movement and Place Plan			Underway
Community audit and bus network review			New study
Highway Design Guide			Underway
Transport Supplementary Planning Document			Underway
City Centre Spatial Strategy (led by Regeneration)			Underway
Local Transport Strategy funding options study			New study
Parking Strategy Review and Respark review			Identify funding
Gillygate Air Quality Improvements study			Identify funding
Identify freight network			Identify funding
Freight Clean Air Zone			Identify funding
York and North Yorkshire MCA study programme (support role)			Underway
Local Transport Strategy Implementation Plan 2 (from 2026)			New study

## ANNEX A

There are also a number of internal staff development processes/ systems changes which will be required to support delivery of the Local Transport Strategy,

<b>Internal Processes/ Staff</b>
Inclusive Mobility design training (and LTN 1/20)
Capital programme review
Communications support team
Set up Freight Forum
Monitoring and evaluating data/ common evaluation framework
Moving Traffic offence powers

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**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Environment, Transport and Planning		
<b>Service Area:</b>	Transport		
<b>Name of the proposal:</b>	Local Transport Strategy Implementation Plan 2024-26		
<b>Lead officer:</b>	Julian Ridge, Transport strategy lead officer		
<b>Date assessment completed:</b>	24 <sup>th</sup> October 2024		
<b>Names of those who contributed to the assessment (this has been developed over several months):</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Claire Foale	Interim Director City Development	CYC	Policy development
James Gilchrist	Director Environment, Transport and Planning	CYC	Environment, Transport, Planning
Sam Blyth	Strategy and Partnerships Manager	CYC	Policy development
Laura Williams	AD Communities and Equalities	CYC	Equalities lead

Katie Peeke-Vout	Interim Head of Regeneration	CYC	Regeneration
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**Step 1 – Aims and intended outcomes**

<b>1.1</b>	<b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.
	The new Local Transport Strategy proposes transport policies to be followed to 2040, in pursuit of the objectives of York’s Council Plan and Ten Year Strategies. The Implementation Plan considered in this EIA sets out a programme of schemes which will either be implemented between late 2024 and the end of 2026 – or will be priorities for which the council will seek funds so that they can be delivered as projects.
<b>1.2</b>	<b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)
	Yes. There is a general need to align the LTS with other York policies, including Local Plan, Ten Year Strategies, Climate Change, Health etc, and other guidance such as the Department for Transport’s guidance on Inclusive Mobility and Local Transport Note 1/20 (on cycle infrastructure design).

1.3	<b>Who are the stakeholders and what are their interests?</b>
	There is a very wide range of stakeholders, including York residents, visitors, business etc. Some groups have particular requirements of the transport network which need to be met – for example, people with protected characteristics.
1.4	<b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p><b>Health and Wellbeing:</b> the Health and Wellbeing implications of the Local Transport Strategy will be substantial, with strong evidence that cities which support greater use of active travel methods and lower use of cars see health gains across a wide range of disease areas, including respiratory and heart health and cancers, as well as generalised mental health and wellbeing. When these shifts are achieved by equitable means, health inequalities are also reduced. The ‘Objectives’ and ‘Policy Focus Areas’ proposed in the LTS have been developed with extensive public health input and reflect the goals of the York Health and Wellbeing Strategy 2022-32. The Implementation Plan aligns with them.</p> <p><b>Environment and Climate Action:</b> Climate implications are discussed in the LTS. Transport contributes a third of Yorks carbon emissions and adversely affects air quality. A new Local Transport Strategy as outlined with Environment and Climate focused policies is a fantastic opportunity to deliver co benefits for the environment and slow climate impacts. The Implementation Plan shows how schemes will assist in meeting these objectives.</p> <p><b>Affordability:</b> The Local Transport Strategy addresses Affordability as it seeks to reduce car dependency instead promoting more sustainable and affordable forms of transport.</p>

	<p><b>Equalities and Human Rights:</b> In making changes to York Transport Network it will raise the tensions between different human rights and equality impacts. As individual measures are brought forward these tensions will need further exploration and analysis and this process will continue through the delivery phase of each intervention.</p> <p>The Implementation Plan includes a commitment to train CYC staff in inclusive mobility and cycle infrastructure design. This will assist CYC in delivering better and more effective transport infrastructure for disabled people, in line with the council’s adoption of the social model of disability.</p>
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**Step 2 – Gathering the information and feedback**

<b>2.1</b>	<b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data/supporting evidence</b>	<b>Reason for using</b>
	Our Big Transport Conversation	Feedback from Our Big Conversation which has taken place over the last two years has provided rich insight into how people use the city centre.
	Feedback from groups as plans have been discussed	Helpful insight and feedback some of which has been incorporated into the Implementation Plan and will be referenced during scheme delivery.

**Step 3 – Gaps in data and knowledge**

3.1	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>		
<b>Gaps in data or knowledge</b>		<b>Action to deal with this</b>	
Scheme implementation: the Local Transport Strategy proposes a series of policies for transport in York. Implementing schemes and initiatives will inevitably have a range of positive and adverse impacts which will need to be considered as individual schemes are bought forward.		Impacts will be considered in EIAs for individual schemes and initiatives as they are bought forward.	

**Step 4 – Analysing the impacts or effects.**

4.1	<b>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?</b> Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive (+) Negative (-) Neutral (0)</b>	<b>High (H) Medium (M) Low (L)</b>
<b>Age</b>	The proposals should have a positive impact on age characteristics as they will promote modes of transport which are disproportionately used by people who are not car available. This includes young people and older people – who are often disproportionately reliant on active and sustainable modes of transport.	+	H

## ANNEX B

<b>Disability</b>	Many of the proposed policies will have a beneficial impact on disabled people, including a series of specific policies in “Policy Focus Area 1: Accessibility”. This includes improving the knowledge/ training in inclusive design for CYC staff working on transport schemes.	+	H
<b>Gender</b>	Measures will improve personal security through future provision of better walk and cycle routes and bus stops and shelters.	+	M
<b>Gender Reassignment</b>	Neutral impact	0	
<b>Marriage and civil partnership</b>	Neutral impact	0	
<b>Pregnancy and maternity</b>	Neutral impact	0	
<b>Race</b>	Neutral impact	0	
<b>Religion and belief</b>	Neutral impact	0	
<b>Sexual orientation</b>	Neutral impact	0	
<b>Other Socio-economic groups including :</b>			
<b>Carer</b>	Measures are intended to reduce traffic congestion in York by attracting non-essential car trips to active and sustainable transport modes. The reduction of congestion as a result of this will beneficially impact those, such as carers, who have to undertake essential car journeys.	+	M
<b>Low income groups</b>	Measures will beneficially impact low income groups by improving active and sustainable transport modes so that there is a	+	H

## ANNEX B

	reduction in the need to own and maintain a car. Improving these modes will also benefit people in low income groups who are already less likely to own a car.		
<b>Veterans, Armed Forces Community</b>	Neutral.	0	
<b>Other</b>			
<b>Impact on human rights:</b>			
List any human rights impacted.	<p><b>Right to life:</b> beneficial impact through improved health outcomes and lower pollution because of reduced vehicle use in York/ greater physical activity.</p> <p><b>Freedom of movement:</b> enhancement of active and sustainable transport modes will provide greater freedom of movement for those who do not have access to a car. This will have beneficial impacts on other human rights – for example access to education.</p>	+	<b>H</b>

### Step 5 - Mitigating adverse impacts and maximising positive impacts

<b>5.1</b>	<b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is being done to optimise opportunities to advance equality or foster good relations?</b>
<p>At a policy level there are no direct impacts – either beneficial or adverse. However, the new Strategy is a key enabler for a series of transport schemes and interventions which will have a range of positive impacts. These impacts will be scheme specific and will be identified as schemes progress. The commitment to improved staff training will bring benefits in better scheme design for disabled people.</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:	
<b>Option selected</b>	<b>Conclusions/justification</b>	
Executive to continue to be invited to accept the recommendations	The additional work / consultation identified above is designed to support the adverse impact of the recommendations.	

## Step 7 – Summary of agreed actions resulting from the assessment

7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>		
<b>Impact/issue</b>	<b>Action to be taken</b>	<b>Person responsible</b>	<b>Timescale</b>
Scheme specific impacts	Individual schemes and initiatives will be subject to EIA.	Scheme/ initiative promoters	As schemes and initiatives are developed.

**Step 8 - Monitor, review and improve**

8. 1	<b>How will the impact of your proposal be monitored and improved upon going forward?</b> Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	The council will continue to work closely with the communities affected by the Local Transport Strategy's programme as set out in the Implementation Plan. This EIA will remain "live" as listening and learning to communities continues to inform mitigations and next steps. The IP includes detailed monitoring and evaluation proposals which will provide feedback for assessing the progress against the Strategy's objectives, including relating to Equalities.

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**Measures Spreadsheet**

1. This spreadsheet has been produced to assess and correspond the individual policies in the LTS (adopted Jul
2. Potential measures, which could be followed in York, are shown against the relevant policy. Inevitably there is
3. Sheets are arranged by Policy Focus Area and correspond to the relevant sections of the Local Transport Stra
4. In the final sheet of this spreadsheet measures have been grouped into broader "Packages"
5. The packages are assessed for their "fit" with the Policy Focus Areas of the Local Transport Strategy.
6. Packages which are funded are then identified
7. Packages for which CYC will need to seek funding are identified separately
8. Studies are identified, as are key other requirements (for example, staff training)
9. In the final "timeline" spreadsheet, programmes are identified for capital schemes and revenue initiatives
10. This spreadsheet will be updated as the schemes in the Implementation Plan are funded and delivered

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Table 1

Policy Focus Area		1	Accessibility
Policy number	Policy	Timescale	Potential measure
1.1	Provide Blue Badge parking spaces near significant trip attractors	Short term	Increase city centre BB parking provision and ensure good dispersal to enable access to all areas of city centre
			Review needs outside city centre
		Medium term	Provisions in all district centres based on review
		Long term	
1.2	Provide cycle parking spaces near significant trip attractors	Short term	Secure cycle parking in residential streets and near key trip attractors (eg Cycle Hoop)
			Increase city centre provision including at least one secure cycle parking hub
			Accessible city centre cycle parking provision for disabled cyclists including access routes
		Medium term	Map out cycle parking demand outside of city centre and develop a programme to deliver cycle parking at all key trip attractors
		Long term	

1.3	Accessible design	Short term	Accessible design training for transport and highways team. Also build into our requirements of transport consultants.
			Dropped kerbs and pavement condition programme (prioritise works in a key walking zone identified in the LCWIP)
			Removing/adapting barriers programme
		Medium term	Obtain statutory powers to prohibit parking on pavements
			City Centre upgrade scheme (including 2019 motion - only essential vehicle journeys within city centre - define as within city walls)
		Long term	
1.4	Accessible public transport	Short term	Explore options for replacement for dial a ride service
			Review of bus network and audit of bus stop provision
			Support for those with learning difficulties and neuro-divergent people - bus buddy scheme
			Continue programme of improved information at stops
		Medium term	
Long term			
1.5	Provide seating	Short term	City centre seating scheme with aim to provide seating every 50m
			Provision of seating every 50m along the upgraded pavement in key walking zone (see policy 1.3)
		Medium term	Provision of seating every 50m in one or more district centres
		Long term	

Table 2

Policy Focus Area		<b>2</b>	<b>Improve walking, wheeling and cycling</b>
Policy number	Policy	Timescale	Potential measure
<b>2.1</b>	<b>Transport Hierarchy</b>	short term	LTN1/20 training for transport and highways team. Make LTN1/20 expertise a requirement when engaging transport consultants.
		medium term	Confirm revised hierarchy, publicise it, and ensure that it is applied to all city regeneration and transport design, implementation and maintenance Embed transport hierarchy in Transport SPD
		Long term	
<b>2.2</b>	<b>Walking and wheeling network</b>	short term	Identify priority walking/wheeling networks by 3/25 - LCWIP/ Movement and Place Plan Develop exemplar walking route with good surfaces, dropped kerbs, seating etc (use evidence from LCWIP to select route).
		medium term	City centre upgrade programme Address Hot spots identified by respondents with a disability in the Big Conversation - Holgate Road, railway station, approaches to and from Lendal, Ouse and Skeldergate bridges. Pavement and Stonebow as priorities. Skeldergate Bridge/Tower Street Junction - reconfigure to prioritise pedestrian routes across the junction.
		Long term	

2.3	Update pedestrian and cycle crossings	Short term	Blossom St pedestrian crossing priority trial.
			Implement further ped priority at other key junctions and crossings across the city (list already drawn up during transport hierarchy meetings/ identified in OBTC)
			Pedestrian crossing programme to remove walk/wheel barriers. Focus on routes to schools and key active travel routes
			Expanded zebra crossing programme
			Demonstration radial corridor scheme with raised side road 'Copenhagen style' crossings
			Implement second key walking zone as identified in LCWIP
		Medium term	Create cycle crossing with sensors at key junctions such as Fishergate bar
			Re-programme traffic signals at city centre junctions to provide a total pedestrian phase after each vehicle phase - priorities to be identified through OBTC feedback/ LCWIP
			Address Hot spots identified by respondents in the OBTC around the "Inner Ring Road" - railway station, Gillygate, Fishergate and Walmgate Bar
			Implement 2 further LCWIP key walking zones
Long term			
2.4	Upgrade footstreets for wheelchair accessible surfaces	Short term	Dropped kerb and pavement condition programme
		Medium term	Obtain funding for and implement major footstreet upgrade
		Long term	

2.5	Create priority cycling network	Short term	Consider opportunities for mandatory cycle lanes on road within 2km of city centre
			Radial corridor demonstrator scheme - protected cycle infra (LCWIP to help identify best corridor, plus review existing active travel schemes to use ATE funding)
			Approve and publicise new strategic active travel network from LCWIP by 3/25 - use this to guide spend of developer S106 contributions on upgrading/creating active travel infra
			Print new cycling map by 3/25 + school maps
		Medium term	Roll out cycle infrastructure along other radial corridors
Long term			
2.6	Upgrade cycle network	Short term	Maintenance programme for strategic active travel network. Reallocate budget to ensure the strategic network is maintained to good standard including cutting back vegetation, clearing debris, flood clearing, re-painting, resurfacing, Active travel measures in neighbourhoods off the radial demonstrator corridor. Especially focused around safe travel to school. Eg increased ped crossings, school streets etc.
			Adopt LTN1/20 as CYC policy to guide cycle infrastructure provision
			Provide active travel connection to serve one village (use LCWIP, propensity to cycle tool and review of existing active travel schemes to determine where)
			Remove remaining cycling barriers
			Review ATE funded schemes and use remaining funding to implement priority schemes at pace.
		Medium term	Priority cycle routes on all radials
			Connect all villages
			Improve cycle priority on Piccadilly
Complete Foss Bridge			

		Long term	
		Long term	
		Long term	
2.7	Community support	Short term	Increase schools bikeability training
			Cycle loan scheme
			Walk/cycle/bus buddies
		short term	Comms - develop a virtual hub to promote sustainable travel events and provide active travel info and advice all in one place.
			Fund a dedicated community support police officer to deal with cycle theft
			Mobile cycle parking for events - eg Xmas market.
		Long term	
		2.8	E-bikes and micromobility options
Secure cycle parking and e-bike charging in city centre			
Secure cycle parking lockers across the city (eg Cycle Hoop with card access)			
Medium term	Maintain a pool of e-cycles that can be loaned to key workers etc		
Long term			

Table 3

Policy Focus Area		3	Shape Healthy Places
Policy number	Policy	Timescale	Potential measure
3.1	Review locations for key facilities	Short term	Complete key facilities audit for each community and village centre to understand needs. Map out existing provision and missing provision. Use to guide developer S106 funding spend.
		Medium term	
		Long term	
3.2	Provide communications, mobility and delivery hubs	Short term	Provide demonstrator community hubs at new developments
			City centre travel information hub
		Medium term	Provide demonstrator community hubs and additional facilities at four more centres, based on 3.1
		Long term	

3.3	Produce supplementary planning document	Short term	Complete Sustainable Transport SPD
			Apply SPD to all strategic site planning applications received
		Medium term	Apply SPD principles to York Central
		Long term	
3.4	Embed healthy streets approach	Short term	Include principles in new Highway Design Guide
			City Centre Sustainable Transport Route - healthy streets principles apply to Micklegate, Skeldergate, Rougier St, Clifford St, Ouse Br etc.
			Repurpose Castle Car Park through Castle Gateway project and redesign for people, leisure
		Medium term	Extend clean air zone to all buses, tour buses, coaches, road trains etc
			Implement and enforce zero emissions zone for freight deliveries within the footstreets area
			Central York Clean Air Zone for all vehicles
		Long term	Implement and enforce city wide zero emissions zone for freight deliveries

3.5	Create safe streets	Short term	Identify 5 pilot locations for implementation of "Home Zones" in neighbourhoods off the demonstrator radial corridor through resident consultation. If funding permits implement these Home Zones.
			Identify 5 pilot locations for implementation of School Streets. If funding permits implement these school streets.
		Medium term	Obtain statutory powers to prohibit parking on pavements
			Implement widespread roll out of home zones and school streets
Long term			
3.6	Vision Zero	Short term	Adopt Vision Zero with clear interim targets and basis for application by 3/25.
			20mph city
		Medium term	
Long term			

3.7	Health Impact Assessments	Short term	Adopt HIAs and basis for application.
			Social prescribing
		Medium term	
		Long term	
3.8	Decide and provide	Short term	Adopt Decide and Provide and specify basis for application.
			Use decide and provide as basis for strategic modelling scenarios
		Medium term	
		Long term	

Table 4

Policy Focus Area		4	Improving Public Transport
Policy number	Policy	Timescale	Potential measure
4.1	Create bus network	Short term	Complete bus access/connectivity review by 3/25
			Consider options for reintroducing Hospital bus service from park and ride site.
			Integrated transport hub pilot scheme
			Review Enhanced Partnership
			Additional Real Time Information Screens BSIP
			Tactical Small Scale Bus Priority Schemes (Small Scale Schemes to Relieve Bottlenecks eg re-paint yellow box markings, new keep clear signs etc.) BSIP
			Bus Stop Upgrades (Lighting, Painting, Timetable Case Replacement etc.) BSIP
		Medium term	Consider alternatives to EP, including franchising, with Mayor
			All principal services to be at least 10 min daytime and 3/h; 2/h Sundays and evenings
			Provide direct bus services to Hospital, major employment and retail centres
		Long term	

4.2	Efficiency and reliability	short term	Implement City Centre Sustainable Transport Corridor (BSIP)
			Implement BSIP bus priorities
			Enforce existing restrictions in Piccadilly/Pavement
			Consider options for buses in York Central
		Medium term	
		Long term	
4.3	Community transport	Short term	Seek replacement for dial a ride service
		Medium term	Provide dial a ride from P&R sites for smaller villages
		Long term	

4.4	Park 'n' Ride services	Short term	BSIP interchange package
		Medium term	
		Long term	
4.5	Rail Strategy	Short term	Reinstate through Scarborough trains
			Improve regional links, working with Mayor
			Half hour frequency trains between York and Scarborough
		Medium term	Assess role of BRT, Very Light Rail and identify potential networks
		Long term	

4.6	Rail station redesign	Short term	All buses to serve station
			New PT information hub at station
		Medium term	
Long term			
4.7	Enable multi-modal journeys	Short term	Cycle parking and e-bike/scooter hire near key bus stops
			Integrated timetables for connections with trains or connecting buses
		Medium term	Ticketing Reform - Development of Tap on Tap off tickets with cross-operator function
Long term			

4.8	Integrated fares policy	Short term	Fares Support - Young Persons Fare Reductions (Target to increase travel by this group by 40% by end March 2025) BSIP
			Coordinate fares with parking charges so that P&R cheaper for families than driving
			Marketing - Travel Behaviour Change Campaign BSIP
		Medium term	
		Long term	
4.9	Wheelchair accessible taxis	Short term	Early action to ensure more taxis low emission and wheelchair accessible
		Medium term	Policy on regulating taxi and PHV movements to ensure provision matched effectively to demand
		Long term	

4.10	Water based access	Short term	Promote existing route from Acaster Malbis in Summer
		Medium term	
		Long term	

Table 5

Policy Focus Area		5	Safeguarding our environment by cutting carbon, air pollution and noise
Policy number	Policy	Timescale	Potential measure
5.1	Expand EV charging facilities	Short term	Review charging capacity requirements given anticipated take-up by 2030 and devise plan to achieve capacity
			Map out which streets are viable for on-street charging
		Medium term	Complete one demonstrator of on-street charging, based on experience in Aberdeen and Oxford
			Achieve target for EV capacity by 12/27
		Long term	
5.2	Incentivise EV/hybrid replacement	Short term	Review Res Park charging regime to reflect policy targets
			Review car club/share offer. Expand across the city.
		Medium term	
		Long term	

5.3	Expand clean air zone	Short term	Consider options for further bus fleet electrification/ conversion from diesel
			City Centre Sustainable Transport Route
			Implement traffic signal trial on Gillygate
		Medium term	Extend clean air zone to all buses, tour buses, coaches, road trains etc
			Include HGVs in CAZ
			Implement and enforce zero emissions zone for freight deliveries within the footstreets area
			Consider options for Inner Ring Road through Movement and Place Plan
		Long term	Implement and enforce city wide zero emissions zone for freight deliveries
5.4	Carbon impact of infrastructure projects	Short term	Develop appraisal procedures to cover this by 3/25.
		Medium term	Apply procedures to all infrastructure project appraisals
		Long term	

5.5	Develop green infrastructure	Short term	Develop a Garden City Programme which seeks opportunity to enhance green infra during routine road maintenance and repairs scheme, including prioritisation of natural barriers first, sustainable urban drainage schemes, wildflower and
			Include Garden City Programme in relevant Supplementary planning documents such as the Climate SPD.
		Medium term	Apply green infrastructure principles at two pilot sites where development led by Council
		Long term	
5.6	Convert CYC fleet to EV	Short term	Set targets for this.
		Medium term	Apply targets
		Long term	

5.7	Green transport infrastructure	Short term	Introduce planters as part of schemes which free up highway space and implement a policy of using natural barriers in preference to bollards where possible.
			Break up areas of hard landscaping adjacent to roads and convert to free draining planters/community gardens. Possibly in conjunction with Ward based groups, CYC Eco coordinators, partners and adjoining land owners.
			Seek opportunity to enhance green infrastructure during routine road maintenance and repairs scheme.
		Medium term	Devise city-wide programme for biodiversity in highways land, including park and ride sites and car parks.
		Long term	
5.8	Sustainable transport use by visitors	Short term	Manage car park charges in the city centre to support reduced fares/service enhancement on the Park and Ride services
			Establish a green tourism strategy with relevant stakeholders, including a coach visitor strategy
			E-cycle and e-scooter hire
		Medium term	Integrated sustainable transport and visitor attractions ticket (ie all buses, cycle hire, major attractions, valid for 24/48/72 hours etc)
		Long term	

Table 6

Policy Focus Area		6	Manage the road network for Movement and Place
Policy number	Policy	Timescale	Potential measure
6.1	Develop movement and place plan	Short term	Complete M&PP network design by summer 25
			Complete Movement and Place Plan as a whole, including Highway Design Guide and Transport SPD, by end 2025
		Medium term	
		Long term	
6.2	Identify place opportunities	Short term	One case study to demonstrate emphasis on Place. Rougier Street to Tower Street corridor or Inner Ring Road West
			Eliminate all but essential vehicle journeys from city centre (inside city walls and Inner Ring Road)
		Medium term	Repurpose Inner Ring road in line with OBTC and significantly reduce traffic on it
		Long term	

6.3	Managing network to improve air quality, enact transport hierarchy	short term	Use traffic signals throughout network to reinforce bus priority		
			Consider use of traffic gating on outer radials - for example to divert traffic to park and ride		
			Consider locations where simplifying junction movements could be used to reduce pollution, free up space for sustainable modes or improve traffic flow		
			Continue to expand intelligent traffic management systems to all key junctions		
		Medium term	Improve Duncombe Place/ approaches to Minster and other key junctions in city centre (e.g. Piccadilly, Stonebow, Tower Street)		
		Long term			
		6.4	Default 20 mph limit	Short term	City centre (within Inner Ring Road) 20mph
					Inner ring road 20mph
Medium term	Implement 20mph city scheme				
Long term					

6.5	Maintain highway assets	Short term	Adjust weighting used to prioritise highway repair/resurfacing to reflect transport hierarchy and strategic active travel network.
			Prioritise bus and active travel routes for repair/resurfacing/maintenance
		Medium term	Climate resilience
		Long term	
6.6	Decide and provide	Short term	Assess transport needs of strategic development sites using Decide and Provide approach, as specified in Transport SPD
		Medium term	
		Long term	

6.7	Future technologies	Short term	Continue application of STEP programme to benefit from connected vehicles
		Medium term	Critical review of risks of new technologies such as automated vehicles
		Long term	

Table 7

Policy Focus Area		7	Reduce car dependency
Policy number	Policy	Timescale	Potential Measure
7.1	Encourage walking, wheeling and cycling to school and work	Short term	Expand Travel Plan programmes for schools and businesses
			New Travel Plan programmes for Hospital, retailers, Racecourse, universities
			Walk/cycle/bus buddies offer and sustainable travel map for all children moving to secondary school
		Medium term	Develop new Travel Plan programmes for residents
			Continue and intensify school and business Travel Plan programmes
		Long term	

7.2	Reduce transport footprint of organisations	Short term	Engage with York Hospital Trust to review and improve bus options serving Hospital. Consider park and ride services.
			E-cycle trial loan scheme
			Engage with other significant employers across the city on travel planning.
		Medium term	
		Long term	
7.3	Public campaigns	Short term	First car-free day in city centre
			Support street closures for local events - eg monthly Fossgate footstreet day
			Support sustainable travel events - eg Kidical Mass
		Medium term	At least one car-free day per year
		Long term	

7.4	Car share/car clubs	Short term	Strategy for expanding car clubs
			Reprocure car club contract taking into account new car club strategy.
		Medium term	Access to car clubs in most villages and suburban areas.
Long term			
7.5	Parking strategy for council car parks	Short term	Develop parking strategy for city centre
			Manage car park charges in the city centre to support reduced fares/service enhancement on the Park and Ride services, making it cheaper for a family to use P&R than drive
			Implement parking strategy at all Council car parks inside and within 400m of IRR
		Medium term	Consider scope for improved bus priorities and active travel provision using highway space which could be released by removing on street parking
		Long term	

7.6	Residential parking scheme review	Short term	Res park review.
		Medium term	
		Long term	
7.7	Review private owned parking	Short term	Review of private parking options within car park strategy
		Medium term	Carry out study of Workplace Parking Levies in major employment areas
		Long term	

7.8	Set maximum levels of parking for new developments	Short term	Include in Sustainable Transport SPD
		Medium term	Apply new standards to all planning applications
		Long term	
7.9	Publicise sustainable options	Short term	New i-Travel York programme to support and enable residents, commuters and visitors to travel less and more sustainably
			Continue to actively market bus services
		Medium term	
		Long term	

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Table 8

Policy Focus Area		8	Improve Freight and Logistics
Policy number	Policy	Timescale	Potential measure
8.1	Implement Freight and Logistics strategy	Short term	Re-establish Freight Forum
			Develop freight strategy
			Demonstrator delivery hub outside of city centre
		Medium term	Implement and enforce 3.5T GVW limit within City Centre (footstreets)
			Implement and enforce zero emissions zone for freight deliveries within the footstreets area
		Long term	Implement and enforce city wide zero emissions zone for freight deliveries
8.2	Provide transhipment facilities	Short term	Identify locations for transhipment facility on edge of the footstreets area
			Consider permitted scheme for cargo bikes in footstreets
		Medium term	Implement exemplar transhipment facility on edge of the footstreets area
			Implement additional transhipment facilities on edge of the footstreets area
			Assess potential for parcels hub at York Station
		Long term	

8.3	7.5T freight network	Short term	Develop proposal for 7.5T network
		Medium term	Implement 7.5T network
Long term			
8.4	loading bays	Short term	Review for whole city
		Medium term	
		Long term	
8.5	Delivery and service plans	Short term	Pilot freight delivery plans with two major employers in the city
		Medium term	Wider application of FDPs
Long term			

Table 9

Policy Focus Area		9	Effective maintenance and enforcement and management of streetworks
Policy number	Policy	Timescale	Potential measure
9.1	Maintain footstreets	Short term	Assess financing requirements and seek funding
			Draw up dropped kerbs and improved pavement surfacing programme
		Medium term	Implement programme alongside major upgrade
		Long term	
9.2	Define key walking and wheeling network	Short term	Map out key network as part of Local Cycling and Walking Infrastructure Plan and Movement and Place Plan
			One demonstrator route to new maintenance standards
			Priority action programme elsewhere
		Medium term	
		Long term	

9.3	Define key cycling network	Short term	Map out key network as part of Local Cycling and Walking Infrastructure Plan and Movement and Place Plan
			One demonstrator route to new maintenance standards
			Priority action programme elsewhere
		Medium term	Renew markings throughout priority network
		Long term	
9.4	Maintain bus stops	Short term	see PFA4
		Medium term	
		Long term	
9.5	Maintain main and secondary roads	Short term	Remark cycle lanes where eroded by motor vehicles - example Jewbury; or by streetworks
			Adjust weightings to highway maintenance/repairs programme to prioritise sustainable travel (including active travel)
		Medium term	
		Long term	

9.6	Use parking enforcement powers	Short term	Increase CEO capability/ capacity
			Improve enforcement within footstreets after hours
		Medium term	Obtain statutory powers to prohibit parking on pavements
		Long term	
9.7	Use moving vehicle enforcement powers	Short term	Enforce restrictions in Piccadilly/Pavement/Coppergate
			Reach agreement with Mayor for enforcement of 20mph limits and other moving traffic offences
		Medium term	Enforce restrictions as vehicle/bus filters implemented across the city
			Obtain statutory powers for wider moving vehicle enforcement using ANPR
		Long term	

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Table 10

Policy Focus Area		10	Monitoring the transport network and financing the changes
Policy number	Policy	Timescale	Potential measure
10.1	Strategic modelling tools	Short term	Assess costs and benefits and ability to reach Implementation Plan targets
			Ensure that real time model is fit for purpose and effectively used in intelligent traffic management
		Medium term	
		Long term	
10.2	Monitoring and evaluation plan	Short term	Specify metrics for each objective
			Set targets for each metric and for modal travel
			Active travel monitoring - install real-time cycle and pedestrian counters in strategic locations
			Collect and collate data for all metrics from 2019 to 2024 by 3/25
			Collect and collate data for all metrics annually and compare with targets
			Establish online facility for public to identify problems experienced as users or would-be users
		Medium term	
		Long term	

10.3	Share annual monitoring results	Short term	Publicise data for 2019-2024 and compare with targets
		Medium term	Repeat process in 2026 and subsequent years
			Critical review of progress with LTS and IP, and specification of changes needed in mid 2026
Long term			
10.4	Identify capital and revenue funding requirements	Short term	Review of funding requirements is needed as part of Implementation Plan
			Commence review of additional funding sources
			Agree levels of Mayoral funding
		Medium term	Complete review of additional funding sources
Long term			
10.5	Maintain project pipeline	Short term	Establish procedures for before/after evaluation of all key policy measures by 3/25
			Conduct evaluations of all major measures in 2025 and publicise findings
		Medium term	Continue evaluations each year
		Long term	

LTS Implementation Plan  
assessment of potential  
schemes and initiatives

Policy Focus Area	Description	Supports Policy Focus Area:										Policy score	Scale of impact on beneficiaries	Level of impact across York	Key enabling scheme?	Fundamental impediment (e.g. no legal powers)	Sample BCR (based on literature/ evidence base - source given)		Proposed next step
		1	2	3	4	5	6	7	8	9	10								
	1 Barrier removal programme	Y	Y	Y	Y	Y	Y	Y	Y	Y		9	High	Medium	Y	N	No assessment available		Continue existing programme
	1 Seating programme	Y	Y	Y	Y	Y	Y	Y	Y		5	High	High	Y	N		2.9	New programme	
	1 Pavement enhancement programme	Y	Y	Y	Y	Y	Y	Y	Y	Y	10	High	High	Y	N		2.9	New programme	
	1 Additional city centre blue badge spaces	Y	Y								2	High	Medium	N	N	NA		New programme	
	1 Adapted cycle parking	Y	Y	Y	Y	Y	Y	Y			7	High	Medium	N	N	No assessment available		Continue existing programme	
	1 Adapted cycle training	Y	Y	Y	Y	Y	Y	Y			7	High	Medium	N	N	No assessment available		New programme	
	2 Sustainable travel maintenance	Y	Y	Y	Y	Y	Y	Y			7	High	Medium	Y	S		2.9	Expand existing programme	
	2 Better travel info and support for active travel	Y	Y	Y	Y	Y	Y	Y	Y	Y	10	Medium	Medium	Y	N		4.5	Expand existing programme	
	2 School streets	Y	Y	Y	Y	Y	Y				6	High	Medium	Y	N		2.9	Expand existing programme	
	2 Pilot radial	Y	Y	Y	Y	Y	Y	Y			8	High	Medium	Y	N		5.5	Seek funding	
	2 Pilot village	Y	Y	Y	Y	Y	Y	Y			8	Medium	Medium	Y	N		2.9	Seek funding	
	2 Pilot neighbourhood	Y	Y	Y	Y	Y	Y	Y			8	Medium	Medium	Y	N		2.9	Seek funding	
	2 Home zones	Y	Y	Y	Y	Y	Y	Y			6	Medium	Medium	N	N		2.9	Seek funding	
	3 Community audit and bus network review	Y	Y	Y	Y	Y	Y	Y	Y	Y	10	Low	Medium	Y	N	NA - study		Progress study	
	3 Speed reduction programme	Y	Y	Y	Y	Y	Y	Y	Y	Y	10	High	High	Y	S	No assessment available		New programme	
	3 Healthy streets exemplars programme	Y	Y	Y	Y	Y	Y	Y	Y	Y	10	High	Medium	Y	N	No assessment available	2.9	Seek funding	
	3 City centre hub	Y	Y	Y	Y	Y	Y	Y			8	Medium	Medium	N	N	No assessment available		Seek funding	
	4 BSIP fares initiatives	Y	Y	Y	Y	Y	Y				5	High	Medium	Y	N		4.0	Continue existing programme	
	4 Park and ride hubs	Y	Y	Y	Y	Y	Y	Y			6	High	Medium	Y	N	No assessment available		Continue existing programme	
	4 City Centre Sustainable Transport Route	Y	Y	Y	Y	Y	Y	Y	Y		9	High	High	Y	N		4.2	Continue existing programme	
	4 Haxby Station	Y	Y	Y	Y						4	High	High	Y	N	NA		Continue existing programme	
	4 Dial and ride replacement	Y	Y	Y	Y						3	High	Medium	N	N	No assessment available		Seek funding	
	5 Signals measures to improve air quality and ped crossings	Y	Y	Y	Y	Y	Y	Y			6	High	High	Y	N	NA		Continue existing programme	
	5 Electrify bus network	Y	Y	Y							3	Medium	Medium	Y	N		2.0	Seek funding	
	5 Biodiversity strategy for highways assets	Y	Y	Y	Y						3	Medium	Medium	N	N	No assessment available		Expand existing programme	
	5 EV charging strategy roll out	Y	Y	Y	Y	Y	Y	Y			1	High	Medium	N	S	No assessment available		Continue existing programme	
	6 Movement and Place Plan, HDG, Transport SPD	Y	Y	Y	Y	Y	Y	Y	Y	Y	10	Low	Medium	Y	N	NA - study		Progress study	
	6 Gillygate Scheme	Y	Y	Y	Y	Y	Y	Y			7	High	High	N	N	NA - study		Progress study	
	7 Parking review	Y	Y	Y	Y	Y	Y	Y	Y	Y	10	High	High	Y	N	NA		Progress study	
	7 Sustainable travel events	Y	Y	Y	Y	Y	Y	Y	Y		9	Medium	Medium	Y	N		4.5	New programme	
	7 Travel buddy schemes	Y	Y	Y	Y	Y	Y				6	High	Medium	N	N		4.5	New programme	
	7 Car clubs programme	Y	Y	Y	Y	Y	Y				5	Medium	Medium	N	N	No assessment available		Seek funding	
	8 Freight Clean Air Zone	Y	Y	Y	Y	Y	Y	Y			8	High	High	Y	Y	No assessment available		Consider delivery options	
	8 Transhipment Centre	Y	Y	Y	Y	Y	Y				7	Medium	Medium	Y	Y	No assessment available		Consider delivery options	
	8 Identify freight network	Y	Y	Y	Y	Y	Y				7	Medium	Medium	Y	Y	NA		Consider delivery options	
	10 Digital pedestrian and cycle counters	Y	Y	Y	Y	Y	Y	Y			7	Medium	Medium	N	N	NA		Seek funding	

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## Our Studies

Movement and Place Plan  
 Community audit and bus network review  
 Highway Design Guide  
 Transport Supplementary Planning Document  
 City Centre Spatial Strategy (led by Regeneration)  
 Local Transport Strategy funding options study  
 Parking Strategy Review and Respark review  
 Gillygate Air Quality Improvements study  
 Identify freight network  
 Freight Clean Air Zone  
 York and North Yorkshire MCA study programme (support role)  
 Local Transport Strategy Implementation Plan 2 (from 2026)

Policy fit	Funding fit	Next step
Green	Yellow	Underway
Green	Green	New study
Green	Yellow	Underway
Green	Green	Underway
Green	Green	Underway
Green	Green	New study
Green	Yellow	Identify funding
Green	Yellow	Identify funding
Green	Red	Identify funding
Green	Green	Underway
Green	Green	New study

## Internal Processes/ Staff

Inclusive Mobility design training (and LTN 1/20)  
 Capital programme review  
 Communications support team  
 Set up Freight Forum  
 Monitoring and evaluating data/ common evaluation framework  
 Moving Traffic offence powers



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	Debbie Mitchell Director of Finance
<b>Portfolio of:</b>	Cllr Katie Lomas - Executive Member for Finance, Performance, Major Projects, Human Rights, Equalities and Inclusion

## **Decision Report: Capital Programme – Monitor 2 2024/25**

### **Subject of Report**

1. The purpose of this report is to set out the projected outturn position for 2024/25 including any under/overspends and adjustments, along with requests to re-profile budgets to/from current and future years.
2. The Capital Monitor report is one of a number of reports taken to Executive on a regular basis to provide details of expenditure and how that impacts the financial standing of the council.

### **Benefits and Challenges**

3. The capital programme is key in delivering the Council Plan. Members are able to prioritise capital expenditure to deliver improvements across all service areas notably Schools, Housing, Transport and Regeneration as well as supporting Climate Change ambitions.
4. The programme does involve significant levels of council borrowing which impacts the level of revenue expenditure. The cost of delivering the capital programme is therefore dependent on levels of external funding, inflation levels and interests rates.

## **Policy Basis for Decision**

5. The Capital Budget is set as part of the Council's budget setting in February 2024. The capital programme is set alongside decisions to deliver a balanced revenue position.

## **Financial Strategy Implications**

6. The Finance and Performance Monitor 2 report elsewhere on this agenda again outlines the council's financial position. The identification of slippage particularly in relation to Council funding will reduce council borrowing costs and support the annual revenue expenditure.

## **Recommendation and Reasons**

7. Executive is asked to:
  - Recommend to Full Council the adjustments resulting in a decrease in the 2024/25 budget of £10.384m as detailed in the report.
  - Note the 2024/25 revised budget of £123.770m as set out in paragraph 10 and Table 1
  - Note the restated capital programme for 2024/25 – 2028/29 as set out in Annex 1.

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

## **Background**

8. The 2024/25 capital programme was approved by Council on 22 February 2024 and updated for amendments reported to Executive in the 2023/24 outturn report, which resulted in an approved capital budget for 2024/25 of £215.874m.
9. At Monitor 1 report (September 12<sup>th</sup>, 2024) there was a decrease of £81.72m resulting in a revised capital programme of £134.154m.
10. A decrease of £10.384m is detailed in this monitor resulting in a revised capital programme for 2024/25 of £123.770m. There is an increase of £0.500m due to additional funding being awarded / approved and a re-

profiling of budgets to future years totalling £10.884m. This is mainly due to a review of the phasing of the capital programme across the School's capital programme and Transport and Drainage schemes to reflect latest programmes.

11. The report does highlight particular financial pressures across the Major Transport Schemes which have arisen due to delay and high levels of inflation that have arisen particularly following the pandemic and war in Ukraine. These projects (particularly York Outer Ring Road and Station Gateway) are being reviewed and options will be provided to Executive as to scope and timeframe of scheme delivery in the coming months.
12. Table 1 outlines the variances reported against each Directorate area and a summary of the key exceptions and implications on the capital programme are highlighted in the paragraphs that follow.

Department	Current Approved Budget £m	Projected Outturn £m	Adjustment £m	Reprofile £m	Total Variance £m	Paragraph Ref
Children's services	17.140	14.578	<b>0.500</b>	<b>(3.062)</b>	<b>(2.562)</b>	18 – 29
Adult Social Care	0.959	0.959	-	-	-	30 – 33
Housing Services	45.355	44.861	-	<b>(0.494)</b>	<b>(0.494)</b>	34 – 49
Communities (Incl. Climate Change)	6.745	6.745	-	-	-	50 – 59
Transport, Environment & Planning	54.069	46.941	-	<b>(7.128)</b>	<b>(7.128)</b>	60 – 92
City Development	2.090	2.090	-	-	-	93 – 98
Property Services	3.327	3.127	-	<b>(0.200)</b>	<b>(0.200)</b>	99 – 100
ICT	2.923	2.923	-	-	-	101 – 102
Corporate Services	1.546	1.546	-	-	-	-
<b>Total</b>	<b>134.154</b>	<b>123.770</b>	<b>0.500</b>	<b>(10.884)</b>	<b>(10.384)</b>	

**Table 1 Capital Programme Monitor 2 2024/25**

13. As a result of the changes highlighted above the revised 5 year capital programme is summarised in Table 2.

<b>Gross Capital Programme</b>	<b>2024/25 £m</b>	<b>2025/26 £m</b>	<b>2026/27 £m</b>	<b>2027/28 £m</b>	<b>2028/29 £m</b>	<b>Total £m</b>
Children's services	14.578	8.923	1.031	-	-	24.532
Adult Social Care	0.959	0.705	0.728	0.752	0.776	3.920
Housing Services	44.861	28.584	15.301	14.638	14.350	117.734
Communities (Incl. Climate Change)	6.745	0.250	-	-	-	6.995
Transport & Environment	46.941	52.055	40.203	38.733	25.798	203.730
City Development	2.090	26.795	10.274	3.866	1.454	44.479
Property Services	3.127	0.475	0.275	0.275	0.275	4.427
ICT	2.923	3.170	2.820	2.820	2.820	14.553
Corporate Services	1.546	0.370	0.369	0.200	0.200	2.685
<b>Revised Programme</b>	<b>123.770</b>	<b>121.327</b>	<b>71.001</b>	<b>61.284</b>	<b>45.673</b>	<b>423.055</b>

**Table 2 Revised 5 Year Capital Programme**

**Funding the 2024/25 – 2028/29 Capital Programme**

14. The revised 2024/25 to 2028/29 capital programme of £423.055m is funded from £160.677m of external funding and £262.378m of internal funding. Table 3 shows the projected call on resources going forward.

	<b>2023/24 £m</b>	<b>2024/25 £m</b>	<b>2025/26 £m</b>	<b>2026/27 £m</b>	<b>2027/28 £m</b>	<b>Total £m</b>
<b>Gross Capital Programme</b>	<b>123.770</b>	<b>121.327</b>	<b>71.001</b>	<b>61.284</b>	<b>45.673</b>	<b>423.055</b>
Funded by:						
External Funding	53.805	39.866	32.127	26.058	8.821	<b>160.677</b>
Council Controlled Resources	69.965	81.461	38.874	35.226	36.852	<b>262.378</b>
<b>Total Funding</b>	<b>123.770</b>	<b>121.327</b>	<b>71.001</b>	<b>61.284</b>	<b>45.673</b>	<b>423.055</b>

**Table 3 – 2024/25 to 2028/29 Capital Programme Financing**

15. The Council controlled figure is comprised of a number of resources that the Council has ultimate control over. These include Right to Buy receipts, revenue contributions, supported (government awarded) borrowing, prudential (Council funded) borrowing, reserves (including Venture Fund) and capital receipts.
16. In financing the overall capital programme, the Director of Finance will use the optimum mix of funding sources available to achieve the best financial position for the Council. Therefore, an option for any new capital receipts would be to use these to replace assumed borrowing, thereby reducing the Councils' borrowing levels and associated revenue costs.

## **Consultation Analysis**

17. The capital programme was developed under the capital budget process and agreed by Council on 22 February 2024. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

## **Options Analysis and Evidential Basis**

### **Children and Education Services**

18. The total approved budget within the Children's Services and Education Capital Programme for 2024/25 is £17.140m.
19. There are a small number of adjustments to report at this monitor, plus an update on the maintenance schemes being carried out in maintained schools in 2024/25.
20. A number of amendments to the St Oswald's Primary expansion scheme are proposed. This scheme was added to the Childrens Capital programme in 2023/24. At that point an outline budget of £1.4m was set for the scheme. Following further examination and an understanding of the need to deliver a scheme that accommodates a larger school population on site, it has become clear that a more significant scheme is required. It is therefore proposed that the scheme budget be increased to £2m, the increase to be funded by adding further identified Section 106 contributions for developments that have been agreed in the catchment area of the school that will impact intake of pupils in the future. The

existing scheme in the programme is funded from Basic Need, however a total amount of £1.1m of Section 106 has been identified which is available to fund the expansion. Amending the scheme to reflect this will result in a £2m scheme funded by £900k of Basic Need and £1.1m of Section 106.

21. The Basic Need no longer required can be transferred back to the unallocated Basic Need scheme. However, as not all of the Section 106 referred to has been received and some may not be available by the time the scheme progresses, a further amount of additional unallocated Basic Need equal to the unbanked contributions will be earmarked to fund in lieu of the outstanding contributions if required. At this point £550k is held with a further £300k expected shortly, thus an amount of £250k of Basic Need will need to be held for this purpose.
22. The main project works are now expected to begin in March 2025 therefore the work will mainly occur in the 2025/26 financial year. An amount of £800k of the 2024/25 budget is proposed to be reprofiled into 2025/26 to reflect this.
23. The result of the above change takes the amount of unallocated Basic Need in 2024/25 to £1,067k. As no further major schemes requiring Basic Need funding are expected to begin in this financial year it is proposed that an amount of £700k is re-profiled into 2025/26 at this monitor.
24. The Huntington School science lab replacement scheme, funded from Basic Need, is due for completion in early October 2024. The second phase of the reorganisation and security work at Clifton Green Primary is now complete.
25. The major scheme for expansion at Hob Moor Oaks Academy Special School has now been split into two phases, planned to take place over the summers of 2024 and 2025. The budget for Phase 2 (estimated at £500k) therefore requires reprofiling into 2025/26.
26. A number of schemes have been carried out or are in progress at maintained schools, funded within the Maintenance programme.
27. Projects that have been completed over the summer are a major kitchen refurbishment at Wigginton Primary school, the first phase of mains pipework replacement at Westfield Primary, the third phase of roof work at Headlands Primary and a window replacement scheme at Elvington Primary.

28. A major rewire and pipework replacement scheme is in progress at Ralph Butterfield Primary and is due to be completed by the end of September 2024. A kitchen refurbishment and roof works at Yearsley Grove Primary are also due for completion by this date.
29. As reported above, the maintenance schemes for 2024/25 are now substantially complete and planning is underway for the 2025/26 programme of urgent maintenance. An underspend is predicted to the overall programme with the final position available later in the financial year. At this point it is proposed to re-profile a total of £1,062k into 2024/25 across all the maintenance schemes, including the budgets for school building and M&E works to be included in the budget for 2025/26 schemes.

### **Adult Social Care**

#### **Telecare Equipment (£275k)**

30. Sensors and other telecare equipment are installed in vulnerable customers' homes to deal with specific assessed risks. The sensors are linked to our Community Alarm system and trigger alerts automatically ensuring speedy response from the response service. The equipment provides customers with 24 hour monitoring of their circumstances, which can help to keep them in their own homes and communities, improving their wellbeing and avoiding / reducing the need for formal care packages.

#### **Major Items of Disability Equipment (£157k)**

31. This budget funds equipment for vulnerable individuals, including ceiling track hoists, stair climbers, specialist beds, etc. The supply of equipment is an essential component of prevention, enabling people to continue to live safely in their own homes rather than moving to residential care. It also contributes to successful community reablement and is a key component of hospital discharge packages.

#### **Disabled Facilities Grant (£261k)**

32. CYC provides equipment to vulnerable individuals which enables them to remain in their own homes and communities. DFGs are mandatory grants, but the maximum grant offered does not always cover the cost of adaptations. This budget can be used to top up the grant funding. It also enables the council to look at relocation packages where it is more reasonable and practicable to adapt another property.

33. It is currently anticipated that all these budgets will be fully spent in the financial year.

### **Housing Services**

#### Disabled Facilities (£2,076k)

34. This budget is used to undertake adaptations to privately owned properties in order to help owner occupiers and tenants living in the properties to be able to live independently within the property in the future. The budget is financed through monies allocated from the Better Care Fund and CYC's budget.
35. It is currently predicted that the 2024/2025 budget will be fully spent.

#### CYC Adaptations Budget (£701k)

36. This budget is used to undertake adaptations to Council properties in order to help council tenants living in the properties to live independently within the property in the future. The budget is financed through monies allocated from the HRA budget. A range of adaptations are undertaken, ranging from minor adaptations such as the installation of handrails, steps and other equipment, to more major adaptations such as stairlifts, through floor lifts, level access showers (wet rooms) etc.
37. Expenditure for the current year is behind where we would normally expect to be, due to delays with procurement for contractors to carry out the major adaptation works. However, works started again in September and it is anticipated that there will be full spend this year.

#### Major Repairs (£11,280k)

38. Contractual issues have slowed progress in Planned investment so far this year. It proved necessary to terminate one of the council's contractors due to poor performance and this has left multiple workstreams without the desired progress. It has been necessary to rely on a single contractor to deliver Home Modernisation, Voids, Damp and Retrofit. Plans have been put in place to move the Damp element but at present, Building Maintenance services have struggled to meet the required level of progress and maintain a consistent high standard whilst working in Voids, Home Modernisation and Damp with the retrofit strand yet to commence. SHDF wave 2 phase 1 is still ongoing as we try to get works completed and lodged without the Principal Contractor in place.

39. In terms of delivery and projection towards year end
- Damp - 15 completed with a max of another 80 completed (provisionally moved £500k to fire due to the likely underspend). This is due to the contract not commencing yet and a requirement of the use of decants on many properties due to extent of works and home modernisation also being overdue.
  - Roofs - 4 completed and 24 to be delivered this calendar year.
  - Early kitchen and bathroom replacements- demand higher than what was anticipated so funds will be moved into this area as the year goes on.
  - Voids - 30 completed to date with the lowest number of voids in planned investment since 2022. Plans are in place to reduce this further with target of reducing rent loss by 75% on capital voids by year end.
  - Fire remedial has commenced since this reporting period and will easily complete in year. Provisionally moved £500k towards this budget due to number of outstanding FRA actions.
  - Windows - 86 properties delivered to date with 118 to be completed in total before the winter period.
  - 112 blocks/properties receiving external repairs.

### Housing Delivery

40. On 8th August 2024 the Council entered into a construction contract with Equans to deliver the refurbishment and retrofit works at Bell Farm. This is a significant milestone for the project and the project started on site in September 2024.
41. Ordnance Lane has received planning permission for the updated 100% affordable housing design on 1st August 2024. It is expected that the main works tender for a Principal Contractor will be issued to the market in September. Meanwhile onsite, the enabling works with contractor Rhodar have commenced and the bus depot has been demolished. This work utilises the OPE Brownfield grant funding and the contract is expected to complete in late 2024. An engagement event was held on the site with over 40 local residents attending and overwhelmingly positive feedback received.
42. Work continues to deliver 112 homes across Duncombe Barracks and Burnholme with Principal Contractor, Caddick Construction. On Duncombe Barracks the timber frame works have concluded and the properties are now weathertight with internal fit out commenced across

the site. The homes have all successfully achieved the airtightness test required to achieve Passivhaus standard which is a very important milestone for the project. Burnholme also continues to progress well with internal fitout ongoing across many terraces on the site. Work has begun to deliver the new public realm to the eastern boundary which will provide play equipment and the planting of many new trees. Handovers on both sites are anticipated from Spring 2025.

43. The first engagement event took place at Willow House in July to kickstart this new and exciting development and wider regeneration project. Local residents came to review the work undertaken so-far and had plenty of ideas about how the area could be changed. The RIBA 1 works will conclude in August and then there are several further events planned for September including the recruitment of a youth panel and a community panel too, to help inform the proposals.
44. Glen Lodge is making good onsite progress with contractor Hobson Porter. Strip out works are complete and work is underway to increase the accessibility of all ground floor flats by widening doorways and making certain flats open plan. Recent feedback from residents in the extension and bungalows has been extremely positive in relation to how quiet and considerate the contractor has been so far.
45. The Housing Delivery programme continue to deliver low-cost home ownership through two grant funded schemes; Homes England's Second-Hand Shared Ownership and YNY Devolution funded Second Hand Shared Ownership with retrofit. All 15 homes which form part of the Homes England project have now been acquired. Both projects are expected to complete by Autumn 2024. The Housing Delivery Team has also led on the acquisition and works of 10 homes utilising the Local Authority Housing Fund to meet the temporary accommodation needs within the city. All homes are now either acquired and occupied or under offer.

LA Homes Energy Efficiency / Social Housing Decarbonisation Fund  
(Ginnels Phases 1 and 2)

46. For this element of the SHDF programme, 95 properties are planned to have energy efficiency retrofit insulation works completed during 2024/25, which will complete the capital works programme. A further 40 are in the Bell Farm project, which is monitored separately.

47. SHDF wave 2 phase 1 has been impacted by the termination of the contractor referred above. The Project Manager is working with sub-contractors to progress the works.

Alex Lyon House and Honeysuckle House

48. These schemes are funded through York and North Yorkshire MCA Net Zero Fund.
49. Due to the delays in procuring a designer for the Air Source Heat Pump Projects at Honeysuckle and Alex Lyon House it is proving difficult to meet the deadlines of the year as per funding agreement. Officers are negotiating with the MCA to see if the date can be extended. The designer's initial findings may require a redesign of the scheme and more details will be provided in monitor 3.

**Communities (Incl. Climate Change)**

Future Libraries Investment Programme

50. The three library projects have been combined and are reported within a single FLIP (Future Libraries Investment Programme). The capital budget this year is £2,657k plus a Libraries Improvement Fund grant of £250k from the Department for Culture, Media & Sports (DCMS). The total budget for the scheme overall is £8,228k.
51. Construction works at the new Clifton Explore Library Learning Centre are now complete, fitout has been done and tenants are moving in during early September, in preparation for the library to open on Monday 23 September 2024.
52. Public consultation has taken place on the refurbishment of Acomb Library in early 2024 and the results fed into an external funding bid to Arts Council, under the Library Improvement Fund and the Council have been successful in achieving a grant of £250k towards the overall project budget. The development of a detailed feasibility is now currently on hold until the Future Library Programme budget can be consolidated to have a clear budget for Acomb. By the end of 2024, the Acomb project will be scoped and early in 2025 reported to Executive to sign off the final vision, business case and refurbishment plans.

### Energise Roof Works

53. Phase 1 of the works under Energise roof are complete which has eliminated the majority of problems that were occurring at the site. Greenwich Leisure Limited have commissioned a further roof inspection and report to address any final issues.

### Mansion House Repairs

54. The Mansion House Repairs scheme has an approved budget of £1,273k for 2024/25. Buttress Ltd have been appointed as specialist architects for the listed building. As principal architects they are designing specification for the refurbishment works. This will result in a construction tender in Q2 to enable a January 2025 start to the physical works with an expected completion date of September 2025. The budget will be re-profiled at M3 when we will have more information on the spending profile.

### Changing Places Toilets

55. £244k was awarded to provide two facilities, one at Oaken Grove, Haxby and the refurbishment of Silver Street in the city centre. All monies have now been received from the Department of Levelling Up. These schemes are now complete and fully handed over and operational.

### Crematorium Waiting Room

56. The scheme at the crematorium is currently being reviewed to ensure that works at the crematorium can be contained within the budget. The outcome of any such review will be reported to future monitoring reports.

### Register Office Phase Two

57. J Mark Construction has been appointed as the contractor to undertake the refurbishment of the toilets at the Register Office which should be completed in the next few months.

### Climate Change

58. The Climate Change programme has a budget of £1,727k for 2024/25, including £227k slippage from last year. £104k is required for potential match funding of the Harewood Whin scheme from the MCA's Net Zero Fund. £400k may be required for additional car parking at the Northern Forrest (assessment is to be made following the public site opening on 30th August 2024). £95k has been allocated for LED improvements at West Offices and Hazel Court scheduled to take place between July and December 2024. The rest is available as potential match funding for PSDS applications.

59. Key achievements include:

- Initiation of Net Zero Fund Projects, including:
  - i. Phase 2 feasibility of Solar PV at Elvington Lane and Onshore Wind at North Wigginton has commenced.
  - ii. Installation of LED improvements at Hazel court and West Offices is 90% complete.
  - iii. Installation of LED replacement of 985 streetlights is 50% complete.
  - iv. Designs completed for replacement heating system at Honeysuckle House and Alex Lyon House, resident engagement underway.
- Technical consultants appointed to support to delivery of the Local Investment in Natural Capital (LINC) pilot for York; aiming to increase the value of the city's green spaces.
- Recruitment underway for the regional Net Zero Accelerator (City Leap) project with North Yorkshire Council and the Combined Authority.
- Expression of interest submitted to the White Rose Forrest for £250k funding for phase 2 of the Green Streets tree planting.
- Solar for Schools installation expanded with 8 York schools now having panels fitted.
- Micro-woodland site selection completed with £85k funding for planting in Dec-March.

## **Transport, Environment & Planning**

### **Major Projects**

60. Following City of York's planning committee on Tuesday 19 March 2024, and referral to the Secretary of State, the **York Outer Ring Road** planning application was approved on 12th April 2024. Members will recognise that funding awards for the scheme were provided in the last decade and following very significant inflation in the construction sector the current planned scheme cannot be delivered within the current funding envelope. A review is currently being undertaken to review affordability, cost reviews and the business case. This will be the subject of a report back to Executive with options to progress in the coming months.

61. The **York Station Gateway** scheme continues to progress, with Package 1 (Utility Diversionary Works) completed in September 2023, and Package 2 (Highways Works) midway through construction with a completion date forecast for summer 2025.
62. The construction contract for the Package 3 (Station Works) is being tendered by LNER with works, subject to costs, expected to commence in 2025 with a programme of approximately two years.
63. A further highways Package 4 (Bus Loop Road Works) is currently expected to commence in spring 2025 together with the relocation of the station electrical substation with both these works packages expected to be completed later in 2025.
64. Meanwhile, any new multi-storey car park that is funded and delivered by Network Rail is programmed to commence delivery in autumn 2024 with an eighteen-month delivery programme.
65. Due to inflation and scheme slippage, there are financial pressures identified in completing the scheme in full. Officers are reviewing the scheme and options will be brought forward to Members in the coming months.
66. **Haxby Station** - A planning application was submitted for the new rail station and associated works in February 2024 and is still pending determination, expected by the end of the 2024. The announced full capital funding committed from the DfT and Treasury earlier in the year is now subject to a Governmental review, due to the project having been previously included within the DfT's 'Restoring Your Railways' programme, which has now been cancelled by the Chancellor, officers are therefore reviewing the business case.

Transport

67. A number of schemes in the Transport Capital Programme have already been completed or will be progressed in the next few months, including the installation of new real-time screens at bus stops across the city through the Bus Service Improvement Plan (BSIP); the replacement of the footbridge on the Rufforth-Knapton Public Right of Way (following installation of a temporary bridge earlier this year); raising the level of the shared-use path between Butcher Terrace and the Millennium Bridge so it is more accessible during flood events, improving flood resilience of the active travel network; and measures to improve road safety across the city. The final payment to First York from the government's Zero Emission Bus Regional Areas (ZEBRA) grant for the conversion of the York bus fleet to all-electric buses has been made, which has funded the completion of works at the York depot to support the new bus fleet and delivering the one of the first Carbon Neutral Bus Depots in the UK.
68. The proposed Union Terrace Hyper Hub was approved at Planning Committee in August, and the next stage of design work can now be progressed to develop the scheme for implementation in future years. As a result, the forecast spend in 2024/25 has been reduced to £25k, with the remaining funding slipped to 2025/26.
69. Funding has been allocated for upgrades to electric vehicle charging points in Monk Bar and Bishopthorpe Road car parks, but the work at the Bishopthorpe Road car park has been delayed due to land ownership issues that need to be resolved. The forecast spend has been reduced to £25k to allow the Monk Bar car park works to be progressed in 2024/25.
70. In addition to the CYC funding allocated for the Traffic Signals Asset Renewal (TSAR) programme, the council was awarded grant funding from the government's Traffic Signal Obsolescence Grant (TSOG) and Green Light Fund (GLF) grant for upgrades to traffic signal equipment across the city. This work is being progressed separately to the main TSAR programme, and the £561k grant funding has been reprofiled across 2024/25 and 2025/26 to reflect the expected timescales for the upgrade works.

Highway Schemes (including footways)

71. The Capital Highway Resurfacing Programme is nearing completion with just one scheme left to complete in Q2/Q3. The A1079 Hull Road scheme at Grimston Bar Roundabout eastern approach, began with drainage works which started late July (as soon as East Riding's work at Stamford Bridge was complete). The resurfacing work followed towards the end of September, and this should all be completed by the middle of October.
72. Several of the schemes that have been valued have come in under budget, which gives further scope to manage the costs of the more difficult schemes, as we progress through the later part of the programme at A1079 Grimston Bar.
73. The Surface Dressing schemes are now complete.
74. The Large Patching programme commenced in early July. The majority of the schemes were completed before the end of the summer holidays. The patching scheme at York Road Dunnington were delayed due to East Riding Council works at Stamford Bridge. The York Road Dunnington scheme will now be tied into the A1079 Hull Road at Grimston Bar Roundabout resurfacing scheme in October.
75. The Footway schemes at Holroyd Avenue, Giles Avenue and Lamplugh Crescent have been successfully delivered within budget. Wigginton Road started in early September, and the remaining schemes are programmed to be delivered within the financial year.

Drainage

Pre-Carriageway Schemes

76. Grimston Bar – New gullies have been installed opposite Bore Tree Baulk, Repairs to pipework have been made between the lights on York Road back to Bore Tree Baulk. Apron gullies around junction have been improved. Further work is planned to replace a pipe form the junction of York Road for around 50m away from York which should stop the manhole overflowing through winter.

Minor Capital Schemes – Investigation and Repairs

77. Towthorpe Moor Lane - A Culvert has been replaced on Towthorpe Moor Lane and the ditch maintained which should reduce flooding on the road at the Strensall Road end.
78. Sledmere Crossing A166 – further drainage work is currently taking place at Sledmere Crossing trying to reduce the splashing of private property, this will also involve collaborative work with the IDB laying a new pipe to drain into.
79. There is upcoming work planned at Strensall Road, Thanet Road and Tower Street, Hull Road and Peckitt Street with a further 10 schemes yet to be permitted but aimed to complete before the end of the financial year.

Sink Holes

80. A sink hole at Trafalgar Street has been investigated and repaired, another on Main Street Poppleton has been investigated and Yorkshire Water are going to repair.
81. Bewlay Street Sink Hole has been completed.

Castle Mills Lock Gate

82. The EA Collaborative Delivery Framework (CDF) has been identified as an appropriate procurement model for the works. The scheme will be procured through this framework on a design and build basis working with BAM Nuttall Ltd. It is likely that the full scheme will be carried forward into the next financial year, although some spend on design and the procurement of the materials will need to be incurred in this financial year.
83. The updates costs for the scheme are likely to be in excess of the £1.1m budget but it is proposed to continue with the complex scheme and manage overspends across the Highways budgets over 2024/25 and 2025/26.

Bridges

84. The bridge programme is in progress with the main focus being repairs to Bishopthorpe Bridge which should be completed this financial year. Works on Lendal Bridge have been identified and options for the delivery of these works are being developed.

### City Walls

85. This year's work will be focussing on monitoring and maintenance of the city walls, which is fundamentally required to inform of future years interventions and gauge the current risks to monuments.
86. Preventative maintenance works, including pointing, walkway repaving and stone replacement works will be concentrated on the area's most in need of repair, to avoid long term deterioration.
87. Investigations were undertaken into the stability of tower 31, Harlots Towers, a structural engineer's report highlighted a serious deformation to one wall leading to an internal beam which supports the walkway potentially becoming unsafe. Remedial temporary supports were installed while a medium-term fix is agreed with historic England, in the long term further works are likely needed to prevent further movements to the wall and prevent the walkway from collapsing.
88. As part of the Station Gateway project safety barriers have been installed into the crenels above station arches, these are to deter visitors from leaning out over the city walls to view the new road and bus stops lay out at the foot of the walls.
89. The City Walls team is also undertaking heritage conservation projects for alternative teams within the Council, and team members are being deployed to support other Highways services where required.

### Fleet

90. All purchases are in line with the council's Vehicle Management Policy. Although a large proportion of the capital budget has needed to be slipped into 2025/26 due to long lead times from point of order of 12 months or more, we are aiming to have 90%+ of the original budget committed to replacement fleet purchases.
91. It is proposed to slip a further £1,000k of fleet purchases into 2025/26 during at this time.

### Flood Alleviation

92. The York Flood Alleviation Scheme (FAS) is funded by the UK Government with the aim of reducing the risk of flooding to homes and businesses in York. Situated on low-lying land where the River Foss joins the River Ouse, the city of York has always been prone to flooding. In recent years, however, the onset of climate change along with changes upstream in the way land is managed have caused these floods to become more severe. Funding for delivery of flood alleviation works at Germany Beck is currently on hold due to the lack of resource to progress the scheme. The scheme received planning permission early in 2024 but the Flood Risk Manager Post has been vacant through the 2024/25 financial year to date, delivery will be commenced in 2025/26 once recruitment to the post has taken place. Full budget of £3,254k will be slipped into 25/26 alongside Flood Scheme contributions budget of £1,500k.

### City Development

93. The project funding position for York Central was reprofiled in Monitor 1 to reflect an updated funding agreement with project partners. The key change was that the £35m CYC contribution towards IP2 site infrastructure work has moved to later in the delivery programme, therefore CYC capital programme expenditure has been put back to 2025/26 onwards.
94. General progress on the project remains positive. The planning application for the Government Property Agency building was approved by Planning Committee in July 2024.
95. The delivery of the main **York Central highway infrastructure** by Homes England is progressing with the phase 1 delivering the alternative route around the National Railway Museum expected to be complete by end of 2024/early 2025 allowing the stopping up of Leeman Rd to be certified. The majority of the site preparation and drainage and utility diversion work is complete and road construction commenced. Landscaping and footway construction has commenced on the main site and is continuing on Station Rise on the city side of Leeman Rd tunnel. Phase 2 of the scheme to connect the road through to Water End is expected to be complete in mid 2026. Approximately 80% of the ground improvement works have been completed for the embankment between Water End and the Railway and ground improvement works have commenced on the opposite side of East Coast Main Line within the main site area. Piling for the new footbridge adjacent to the existing Water End road bridge is complete and foundation construction has commenced. Planning consent for the first office building on the development has been approved by the Planning Committee. The

main developer for the site, McLaren Property and Arlington Real Estate, has been appointed by Homes England and will be commencing work in the Museum Square area in early 2025. The initial phase of the NRM redevelopment has commenced with the re-roofing of Station Hall and preparatory works for the new Central Hall ongoing including the provision of a new substation.

96. Castle Gateway – In November 2023 Executive agreed the way forward to deliver some of the masterplan proposals, and work has now commenced to revise designs for the Castle / Eye of York and assess the potential for the delivery of Affordable Housing at Castle Mills. The strategic importance of St George’s Field as a parking location was acknowledged and proposals for improving parking provision there, with coach drop off facilities, are being progressed. The proposals, including a business case, must be reported back to Executive for approval prior to delivery.
97. A key part of the revision to the Castle and Eye of York is going back out to public engagement. Due to the pre-election period for the General Election and the summer holidays, this has been delayed. The programme has also been updated following input from our design team on the stages of work required to inform the final design and secure planning. The programme, and therefore budget for delivery, has therefore needed to be re-phased taking it into the following financial years.
98. The total UKSPF 20224/25 budget remains at £3,248k, but there has been a minor adjustment of the final allocation reducing capital by £15k and increasing revenue by £15k. This adjustment is reflected in this monitor report.

### **Property Services**

99. Works on the LED replacement scheme at West Offices and Hazel Court are well underway and is anticipated to be completed this year. Design work on Swinegate’s heating system are completed and works due to start imminently. Various works to CYC schools commissioned and completed over the summer. Works commissioned and underway for demolition of 14 New Road. Works scheduled to roofs and windows at Shambles have been tendered and are due to commence this financial year.

100. It is proposed that £200k of the £222k Asbestos Removal budget is slip to next year to align with the anticipated spend. Property surveys are being undertaken this year, but no areas of major expenditure are currently earmarked.

### **Corporate Services - IT**

101. The ICT capital programme has a budget of £2,803k for 2024/25 which includes £294k slippage from last year. At Monitor 2 there are plans to spend all the allocation during the year and a nil variance is reported.
102. Key purchases completed or in hand to date include:
- 300 laptops to enable and sustain hybrid working.
  - SNOW (software asset management) hosting, support and maintenance for 2 years from May 24
  - Elements of the infrastructure tech refresh programme
  - Canon Print contract extension.

## **Organisational Impact and Implications**

103. The report has the following implications:
- **Financial** - are contained throughout the main body of the report. Given the forecast financial position of the Council and the need to reduce expenditure, there will be a review of the capital programme. This review will need to identify ways in which capital expenditure can also be reduced.
  - **Human Resources (HR)** - There are no direct HR implications as a result of this report. Any variations to the capital programme that have staffing implications will follow appropriate consultation and HR policies and procedures.
  - **Legal** - Whilst this report itself does not have any further legal implications, the schemes within the capital programme themselves will be in receipt of legal advice where necessary.
  - **Procurement** – Whilst there are no direct procurement implications relating to the report itself, procurement will be a main tool used to deliver schemes in the capital programme. Any services or works required, will be procured in accordance with the Public Contract Regulations 2015, soon to be Procurement Act 2023 and the Council's Contract Procedure Rules. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

- **Health and Wellbeing**, reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents. The impact of any reductions in the capital programme will be carefully monitored so that implications can be considered and mitigated where possible.
- **Environment and Climate action**, as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct environment and climate action implications as a result of this report.
- **Affordability**, as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct affordability implications as a result of this report.
- **Equalities and Human Rights** — as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct equalities and human rights implications as a result of this report. All individual schemes will be subject to Impact Assessments in the usual way.
- **Data Protection and Privacy**, *As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data protection impact assessment (DPIA).*
- **Communications**, the information set out in this report does not have any specific communications implications. The finance and performance monitor report elsewhere on this agenda includes details of the communications activity in relation to the overall council finances.
- **Economy**, there are no direct implications related to the recommendations.

## Risks and Mitigations

104. There are a number of risks inherent in the delivery of a large scale capital programme. To mitigate against these risks the capital programme is regularly monitored as part of the corporate monitoring process, and the project management framework. This is supplemented by internal and external audit reviews of major projects.

## Wards Impacted

105. All wards are impacted by the issues detailed in the report.

## Contact details

For further information please contact the authors of this Decision Report.

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<b>Date:</b>	31/10/2024

### Background papers

- [Capital Budget Report Executive 25th January 2024](#) and Full Council 22 February 2024
- [Capital Programme Outturn 2023-24](#)– Executive 18 July 2024
- [Capital Programme Monitor 1](#)– Executive 12<sup>th</sup> September 2024

### Annexes

- Annex 1 – Capital Programme 2024/25 to 2028/29

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## Annex 1 - Capital Programme by Year 2024/25 to 2029/30

	2024/25	2025/26	2026/27	2027/28	2028/29	Capital Programme 2024/25- 2028/29 £000
	£000	£000	£000	£000	£000	£000
<b><u>CHILDRENS SERVICES</u></b>						
Basic Need	367	3,775	125	0	0	4,267
DfE Maintenance	1,818	700	700	0	0	3,218
SEND - St Paul's Nursery ERP Expansion	1,668	0	0	0	0	1,668
SEND - Applefields Extension (Phase 3)	1,121	470	0	0	0	1,591
Schools Essential Mechanical & Electrical Work	900	681	0	0	0	1,581
St Oswald's Classrooms	600	1,400	0	0	0	2,000
Hob Moor Oaks Classrooms	600	500	0	0	0	1,100
Huntington Science Labs	1,100	0	0	0	0	1,100
Schools Essential Building Work	600	381	0	0	0	981
SEND - Specialist SEMH Expansion	946	0	0	0	0	946
Mainstream Schools SEND fund	475	300	0	0	0	775
SEND - Huntington School ERP	252	510	0	0	0	762
Clifton Green Primary - Re-organisation and Security	626	0	0	0	0	626
NDS Devolved Capital	206	206	206	0	0	618
Danesgate Outdoor Learning Area	600	0	0	0	0	600
Children in Care Residential Commissioning Plan	592	0	0	0	0	592
Improving School Accessibility	420	0	0	0	0	420
Fulford School Expansion 2020 Phase 1 and 2	405	0	0	0	0	405
Early Years Expansion Premises Investment	334	0	0	0	0	334
Expansion and Improvement of Facilities for Pupils with SEND	326	0	0	0	0	326
Danesgate Extension 2022	204	0	0	0	0	204
Family Hubs Capital Investment	167	0	0	0	0	167
Early Years Additional Places (Lowfield Green)	104	0	0	0	0	104
Healthy Pupils Capital Fund	93	0	0	0	0	93
Millthorpe School	49	0	0	0	0	49
SEND - Haxby Road ERP Expansion (Lakeside site)	5	0	0	0	0	5
<b><u>ADULT SOCIAL CARE</u></b>						
Telecare Equipment and Infrastructure	275	283	291	300	309	1,458
Disabled Support Grant	261	270	280	290	300	1,401
Major Items of Disability Equipment	157	152	157	162	167	795
Proof of Concept for robotics & AI within social care	161	0	0	0	0	161
OPA - the Centre@Burnholme including enabling works	62	0	0	0	0	62
S106 Sports Development	26	0	0	0	0	26
OPA-Ashfield Estate Sports Pitches	17	0	0	0	0	17
<b><u>HOUSING (HRA &amp; GF)</u></b>						
Major Repairs & Modernisation of Local Authority Homes	11,280	11,341	11,027	11,243	11,400	56,291
LA Homes - Burnholme	6,980	7,789	0	0	0	14,769
Disabled Facilities Grant (G/fund)	2,076	2,375	2,565	2,565	2,100	11,681
Bell Farm Modernisation	2,296	2,494	0	0	0	4,790
Duncombe Barracks	3,687	955	0	0	0	4,642
Local Authority Homes - Phase 2	2,785	900	0	0	0	3,685
Assistance to Older & Disabled People	701	640	650	660	680	3,331
Local Authority Homes - Project Team	1,000	1,370	889	0	0	3,259
Glen Lodge Refurbishment	3,204	0	0	0	0	3,204
LA Homes - Hospital Fields/Ordnance Lane	1,932	0	0	0	0	1,932
LA Homes Energy Efficiency Programme	1,548	0	0	0	0	1,548
Shared Ownership Scheme	1,217	0	0	0	0	1,217
Resettlement Housing	1,209	0	0	0	0	1,209
Home Upgrade Grant (G/fund)	1,202	0	0	0	0	1,202
Alex Lyon House - Renewable Heating Upgrade	1,051	0	0	0	0	1,051
Housing Environmental Improvement Programme	332	170	170	170	170	1,012
Willow House Housing Development	500	500	0	0	0	1,000
Honeysuckle House heat pump communal heating upgrade	844	0	0	0	0	844
Lowfield Housing	555	0	0	0	0	555
Water Mains Upgrade	360	50	0	0	0	410
Tang Hall Library Site Enabling Works (G/fund)	54	0	0	0	0	54
Chaloners Road Site Enabling Works	48	0	0	0	0	48
<b><u>COMMUNITIES (INCL CLIMATE CHANGE)</u></b>						
Future Libraries Investment Programme	2,907	0	0	0	0	2,907
Climate Change schemes including Northern Forest	1,727	250	0	0	0	1,977
Mansion House	1,273	0	0	0	0	1,273
Crematorium Waiting Room	221	0	0	0	0	221
Castle Museum Repairs	200	0	0	0	0	200

## Annex 1 - Capital Programme by Year 2024/25 to 2029/30

	2024/25	2025/26	2026/27	2027/28	2028/29	Capital Programme 2024/25- 2028/29 £000
	£000	£000	£000	£000	£000	£000
Westfield Multi Use Games Area	192	0	0	0	0	192
Changing Places (Toilets)	121	0	0	0	0	121
Energise Roof	58	0	0	0	0	58
Registry office Phase 2 Refurbishment	46	0	0	0	0	46
<b>TRANSPORT, HIGHWAYS &amp; ENVIRONMENT</b>						
York Outer Ring Road - Dualling	1,114	9,164	22,394	19,563	5,603	57,838
Highway Schemes	8,235	7,905	7,905	7,905	7,905	39,855
Replacement Vehicles & Plant	3,808	5,169	3,392	7,323	8,510	28,202
WYTF - Station Frontage	9,108	5,189	0	0	0	14,297
Integrated Transport	5,043	2,799	1,570	1,570	1,570	12,552
Bus Service Improvement Plan	9,729	0	0	0	0	9,729
Innovative Flood Resilience	1,605	1,490	1,937	0	0	5,032
WYTF - Castle Gateway Development	0	4,473	50	0	0	4,523
Drainage Investigation & Renewal	721	900	900	900	900	4,321
Haxby Station	473	3,500	0	0	0	3,973
Special Bridge Maintenance (Struct maint)	1,048	615	622	617	605	3,507
Flood Alleviation Schemes including Germany Beck	0	3,254	0	0	0	3,254
York City Walls - Repairs & Renewals (City Walls)	324	300	505	505	505	2,139
Askham Bar Hyperhub (Levi)	50	1,993	0	0	0	2,043
Essential Bridge Maintenance (Lendal Bridge)	507	1,500	0	0	0	2,007
Replacement of Unsound Lighting Columns	559	578	578	0	0	1,715
Flood Scheme Contributions	0	1,500	0	0	0	1,500
Castle Mills Lock	400	700	0	0	0	1,100
Access Barrier Review	273	200	200	200	200	1,073
Built Environment Fund - Hostile Vehicle Mitigation	750	0	0	0	0	750
Waste Vehicle Replacement	725	0	0	0	0	725
Garden Bin Replacement	150	150	150	150	0	600
Smarter Travel Evolution Programme	120	467	0	0	0	587
Street Lighting LED Conversion	352	0	0	0	0	352
National Cycle Network 65 Targeted Repairs	307	0	0	0	0	307
EV Charging Asset Replacement	75	206	0	0	0	281
ZEBRA	237	0	0	0	0	237
Highways Drainage Works	200	0	0	0	0	200
Fordlands Road Flood Defences	188	0	0	0	0	188
Public Realm & Waste Equipment	163	0	0	0	0	163
River Bank repairs	148	0	0	0	0	148
Flood Sign Renewal and Rainfall monitoring	135	0	0	0	0	135
Fleet & Workshop Compliance	105	0	0	0	0	105
Highways - Tadcaster Road	100	0	0	0	0	100
Knavesmire Culverts	81	0	0	0	0	81
Better Play Areas	55	0	0	0	0	55
TCF - Tadcaster Road Improvements	50	0	0	0	0	50
Air Quality Monitoring	3	3	0	0	0	6
<b>CITY DEVELOPMENT</b>						
York Central Infrastructure	400	25,850	7,400	3,866	1,454	38,970
Castle Gateway (Piccadilly Regeneration)	491	945	2,874	0	0	4,310
Improvements to City Centre & High Streets (UKSPF)	660	0	0	0	0	660
Rural Prosperity Fund	400	0	0	0	0	400
Guildhall	127	0	0	0	0	127
Built Environment Fund - Shopping Area Improvements	12	0	0	0	0	12
<b>PROPERTY SERVICES</b>						
Asset Maintenance + Critical H&S Repairs	433	275	275	275	275	1,533
West Offices - LED Lighting	881	0	0	0	0	881
West Offices Data Centre	380	0	0	0	0	380
Commercial Buildings LED Lighting Renewal	354	0	0	0	0	354
LCR Revolving Investment Fund	300	0	0	0	0	300
Hazel Court - LED Lighting	258	0	0	0	0	258
Removal of Asbestos	22	200	0	0	0	222
Commercial Property Acquisition	146	0	0	0	0	146
West Offices - Major repairs	100	0	0	0	0	100
Hazel Court welfare facilities	95	0	0	0	0	95
Photovoltaic Energy Programme	81	0	0	0	0	81
Fire Safety Regulations - Adaptations	77	0	0	0	0	77
<b>ICT</b>						

## Annex 1 - Capital Programme by Year 2024/25 to 2029/30

	2024/25	2025/26	2026/27	2027/28	2028/29	Capital Programme 2024/25- 2028/29 £000
	£000	£000	£000	£000	£000	£000
IT Development plan	2,803	3,170	2,820	2,820	2,820	14,433
IT Superconnected Cities	120	0	0	0	0	120
<b>CORPORATE SERVICES</b>						
Project Support Fund	370	370	369	200	200	1,509
Capital Contingency	1,176	0	0	0	0	1,176
<b>GROSS EXPENDITURE BY DEPARTMENT</b>						
<b>CHILDRENS SERVICES</b>	14,578	8,923	1,031	0	0	24,532
<b>ADULT SOCIAL CARE</b>	959	705	728	752	776	3,920
<b>HOUSING (HRA &amp; GF)</b>	44,861	28,584	15,301	14,638	14,350	117,734
<b>COMMUNITIES (INCL CLIMATE CHANGE)</b>	6,745	250	0	0	0	6,995
<b>TRANSPORT, HIGHWAYS &amp; ENVIRONMENT</b>	46,941	52,055	40,203	38,733	25,798	203,730
<b>CITY DEVELOPMENT</b>	2,090	26,795	10,274	3,866	1,454	44,479
<b>PROPERTY SERVICES</b>	3,127	475	275	275	275	4,427
<b>ICT</b>	2,923	3,170	2,820	2,820	2,820	14,553
<b>CORPORATE SERVICES</b>	1,546	370	369	200	200	2,685
<b>TOTAL BY DEPARTMENT</b>	<b>123,770</b>	<b>121,327</b>	<b>71,001</b>	<b>61,284</b>	<b>45,673</b>	<b>423,055</b>
<b>TOTAL GROSS EXPENDITURE</b>	<b>123,770</b>	<b>121,327</b>	<b>71,001</b>	<b>61,284</b>	<b>45,673</b>	<b>423,055</b>
<b>TOTAL EXTERNAL FUNDING</b>	53,805	39,866	32,127	26,058	8,821	160,677
<b>TOTAL INTERNAL FUNDING</b>	69,965	81,461	38,874	35,226	36,852	262,378

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<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	Debbie Mitchell Director of Finance
<b>Portfolio of:</b>	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion

## 2024/25 Finance and Performance Monitor 2

### Subject of Report

1. This report sets out the projected 2024/25 financial position and the performance position for the period covering 1 April 2024 to 30 September 2024. This is the second report of the financial year and assesses performance against budgets, including progress in delivering the Council's savings programme.
2. This report outlines the Council's continued challenging financial position with a forecast overspend for 2024/25 of £2.7m which is a huge improvement on the c£11m forecast overspend we have previously seen at this stage in the financial year. There has also been an increase in the forecast for Adult Social Care, and the forecast also assumes we can release some earmarked reserves to offset the overall position.
3. However, this is still a forecast overspend and therefore, whilst it is incredibly positive that the position is much improved, there remains a great deal of work still to do. It remains clear that the Council cannot afford to keep spending at this level. The general reserve is £6.9m and, whilst we have other earmarked reserves that we could call on if required, continued overspending will quickly see the Council exhaust its reserves.

4. 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, both within the current financial year and over the next 3 years, to safeguard the Council's financial resilience and stability. The impact that this work is having can be clearly seen in this latest forecast 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.
5. If we continue to take action and make any difficult decisions now, this will ensure the future financial stability of the Council and that we can continue to provide services for our residents. It is vital that mitigations are delivered, and the forecast overspend is reduced.
6. The Council implemented a garden waste subscription scheme in August 2024 (this was charged on a pro-rata basis). In 2025, the garden waste subscription service will run for the full 40 week season for 40 weeks (operating from Monday 3rd March to Friday 5th December). The Council will contact subscribers early in the New Year to advise of the 2025 subscription fee and with instructions on how to purchase their licences. As this is before budget council it is necessary to agree the fee in advance. For the 2025/26 financial year, it is proposed that the charge for 2024/25 will be £49. This is expected to produce an additional £100k compared to the current fee which will support overall savings. The service also hope to expand the subscription scheme in 2025 to some new build housing estates that were never previously served by a kerbside garden waste collection service (e.g. Langley Gate development etc).
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. This set of indicators are the high-level measurable element of our performance framework, and in newly available data up to Q2 there has been positive performance in areas such as; **Health inequalities in wards** where we have seen further improvements in the expected level of development in children at 2-2.5 years, the number of **children in temporary accommodation** continues to be lower than previous years, our **building services indicators** continue to show a positive direction of travel with a high percentage of repairs completed on first

visit alongside the low number of void properties and an increasing percentage of dwellings with an energy rating in the A-C band in the EPC register, and the **number of FOIs, EIRs, and Complaints** responded to in-time show positive performance at responding to customers in timely manner.

9. Alongside the Council plan indicators there are a number of areas of positive performance from across the Council. Nearly 39,000 eligible households in York have now subscribed to the new **Garden Waste Subscription scheme**, which is 55% of eligible households and above the initial target of 33,000 households. The cities **Purple Flag Status** was renewed in Summer 2024, recognising the high standards in safety, diversity, cleanliness and vibrancy and recent **Tourism data** is very positive and shows that hotel room occupancy was 85% in July and footfall in the city centre was over 750,000 visits in August. The **Corporate Improvement Framework** which builds on existing strengths with a view to continuous improvement being central to how the council operates has shown recent positive trends in the continued reduced spend on agency staff, a high percentage of FOIs, EIRs, and Complaints responded to in-time, and a wide variety of ideas received in response to the new staff ideas system.
10. To support our most vulnerable residents we have been **Preparing for statutory inspections** such as any future CQC inspection of the Adult Social Care system in York. New performance management information has been made available to the service on waiting lists and timescales for assessments to help the service on its improvement journey, and there has been positive feedback from customers shown by the **low numbers of complaints** received in this area and improved **Joint working**, where there has been an increase this financial year in the number of people in receipt of adult social care packages that are jointly funded under Continuing Health Care or Vulnerable Person Unit provision by the NHS and CYC, to around 250 people.
11. **Population predictions** and data from POPPI/PANSI show that there is going to be a higher % of older people and individuals with learning needs in York in forthcoming years. In response to this and other challenges, City of York Council has agreed **Specialist housing for disabled adults or adults with learning disabilities** where 14 new homes in Acomb to meet the need for specialist housing for disabled adults or adults with learning disabilities in the community have been agreed, and a new **SEND Hub** for children and young people with special educational needs at Clifton Children's Centre was approved in September. The hub will bring together professionals from education,

health and social care to provide families with advice and support, reducing unnecessary assessments and waiting times, and help to tackle the rising requests for EHCP assessments in York (188 in the first 5 months of 2024-25) and the number of children and young people with an EHCP (1,436 at the end of June 2024).

12. Over £2.4m has been secured to help fund a new 24/7 adults **Mental health hub** in York over the next two years, run by a team of NHS and volunteer staff, offering support with no referral required. This will help to tackle a number of areas; recent data shows a reduction in the number of suicides in York in the most recent three-year period, compared to the previous period, and the overall number of households in temporary accommodation in York has reduced during 2023-24 with York continuing to perform positively compared to benchmarked authorities. **Childcare reforms** have been announced and a report was presented to Executive in September 2024 on the commissioning of new and expanded places for childcare reforms to help parents with early years childcare and provide more children with access to high quality early years education. In 2023, **KS4 data** showed strong performance for York pupils compared with national averages and a high proportion of 5 year olds achieved a good level of development compared to national and regional averages. However, challenges remain as the **gap between disadvantaged pupils** and their peers at KS4 widened in York and nationally, and a legacy of Covid-19 is that school attendance of disadvantaged groups continues to be slower to recover.
13. We are listening to residents within **Our Big Budget Conversation**, a consultation on budget priorities taking place over 4 stages during 2024-25 with stage 2 concluding at the end of Q2 with over 1000 responses. The annual **Tenant Satisfaction survey** was sent to all council tenants in September 2024, where over 7000 households have been asked about their views on services. York remains committed to improving stock condition and tenant experiences, and results from the 2023-24 Regulator for Social Housing return are due for publication on the York Open Data platform in November 2024.
14. Annex 2 is a Council Plan Progress Report providing an update of activity against each of the plan's seven priorities in the year since the approval of the Council Plan (September 2023 to September 2024). Progress Reports 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 report complements the Finance and

Performance Monitor, providing a narrative for the steps that the Council is taking to meet its ambitions.

## **Benefits and Challenges**

15. This report is mainly to note the latest financial projections and current performance. The main challenge is delivering on agreed savings whilst also identifying further reductions in expenditure. The main benefit of approving the recommendations will be the ongoing financial stability of the Council.

## **Policy Basis for Decision**

16. This report is mainly to note the latest financial projections and current performance. The ongoing financial resilience and stability of the Council will be essential to ensuring that Council priorities can continue to be achieved.

## **Financial Strategy Implications**

17. This report sets out the projected financial position and identifies a range of actions that are necessary in order to reduce expenditure, both within the current financial year and over the next 3 years to safeguard the Council's financial resilience and stability.

## **Recommendation and Reasons**

18. Executive is asked to:
  - Note the finance and performance information.
  - Note that work will continue on identifying the savings needed to fully mitigate the forecast overspend.
  - Agree the annual Garden Waste Subscription Scheme charge for 2025/26 at £49.

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

## Background

### Financial Summary and Mitigation Strategy

19. The current forecast is that there will be an overspend of £2.7m. This is despite the additional budget allocated through the 2024/25 budget process and ongoing action being taken by managers across the Council to try and reduce expenditure. Of particular concern, is the increase in forecast overspend across Adult Social Care, where the predicted outturn has increased by £2.4m. Paragraph 57 below outlines the actions being taken within the directorate to mitigate against this increased forecast overspend.
20. If the Council continues to spend at the current level, and no action is taken, then we will continue to overspend and will exhaust our reserves and any other available funding. The current level of expenditure is unaffordable and therefore we must continue the work started in the previous financial year to identify and take the necessary actions to reduce expenditure.
21. As outlined in previous reports to Executive, we have continued to see recurring overspends across both Adult and Children's Social Care. However, the underspends and mitigations that have allowed us to balance the budget at year end have generally been one off. Whilst the use of reserves to fund an overspend is appropriate as a one-off measure, it does not remove the need to identify ongoing savings to ensure the overall position is balanced. The budget report considered by Executive in February 2024 also included an assessment of risks associated with the budget, which included the need to secure further savings and effectively manage cost pressures.
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. On 30<sup>th</sup> October, the Chancellor announced the first budget of the new Government. Whilst we will need to await the draft local government settlement in December for detailed allocations of any funding to York, there was a confirmation that there are plans to reform local authority funding (especially distribution) in 2026/27 “to ensure it reflects an up to date assessment of need and local revenues”. This is both an opportunity and a risk to our medium term finances, given our position as one of the lowest funded councils in the country.
24. Given the scale of the financial challenge, and the expected impact on budgets in future years, it is vital that every effort is made to balance the overall position. It is recognised that this will require difficult decisions to be made to protect services for vulnerable residents.
25. Corporate control measures are in place, but it is possible that they will not deliver the scale of reduction needed within the year. Other savings proposals, including service reductions, may also be needed. Officers will continue to carefully monitor spend, identify further mitigation, and review reserves and other funding to make every effort to reduce this forecast position. However, it is possible that it will not be reduced to the point that the outturn will be within the approved budget. The Council has £6.9m of general reserves that would need to be called on if this were the case. As outlined in previous reports, any use of the general reserve would require additional savings to be made in the following year to replenish the reserve and ensure it remains at the recommended minimum level.
26. The delivery of savings plans continues to be a clear priority for all officers during the year. Corporate Directors and Directors will keep Executive Members informed of progress on a regular basis.

## Financial Analysis

27. The Council's net budget is £149m. Following on from previous years, the challenge of delivering savings continues with c£14m to be achieved to reach a balanced budget. The latest forecasts indicate the Council is facing net financial pressures of £2.7m and an overview of this forecast, on a directorate by directorate basis, is outlined in Table 1 below.

Service area	Net budget £'000	2024/25 Forecast Variation £'000
Children & Education	28,659	1,111
Adult Social Care & Integration	45,307	3,286
Transport, Environment & Planning	23,464	-610
Housing & Communities	6,614	790
Corporate & Central Services	44,648	-132
<b>Sub Total</b>	<b>148,692</b>	<b>4,445</b>
Contingency	576	-576
Use of earmarked reserves		-1,089
<b>Total including contingency</b>	<b>149,268</b>	<b>2,780</b>

Table 1: Finance overview

## Reserves and Contingency

28. 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.
29. Should the mitigation outlined in this report not deliver the required level of savings in the current financial year then this reserve is available to support the year end position. However, in light of the ongoing financial challenges being faced by all Councils it is now more important than ever to ensure the Council has sufficient reserves. Therefore, should it be the case that we need to draw down a substantial amount from this general reserve in 2024/25, growth will

need to be included in the 2025/26 budget to ensure that reserves can be maintained at an appropriate level.

30. 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. A review has identified c£1m of reserves that can be released to support the in year position.
31. As in previous years a contingency budget is in place, and this is currently assumed to be available to offset the pressures outlined in this report.

## **Loans**

32. 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 both loans at 4% plus base rate therefore interest of 9% is currently being charged. All repayments are up to date.

## Directorate Analysis

### Children and Education

33. The forecast directorate outturn position is an overspend totalling £1,111k and the table below summarises the latest forecasts by service area.

	2024/25 Budget	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Children's Safeguarding	24,510	1,033	4.2
Education & Skills	14,047	135	1.0
School Funding & Assets	-5,732	-35	-0.6
Director and Central Budgets	-4,166	-22	-0.5
<b>Total Children and Education</b>	<b>28,659</b>	<b>1,111</b>	<b>3.9</b>

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 July it was still 243. Placement budgets are predicted to be overspent by a total of £914k. 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 could continue to worsen the position. Total growth of £1,647k has been allocated to the placements budgets in 2024/25.
35. Safeguarding Interventions is predicted to underspend by 67k due to staffing vacancies. In addition, legal fees are predicted to overspend by £135k.
36. An overspend in Disabled Children's Services of £476k is mainly overspends on direct payments. A specific project for direct payments is being carried out, and this is predicted to clawback some of previous payments made and reduce ongoing costs.

37. Innovation and Children`s Champion is predicted to underspend by - £160k (-£137k in 2023/24). This is due to the ability to fund some expenditure from the Family Hubs grant & Family Seeing Grant.
38. The Home to School Transport budget, which has been in an overspend position for a number of years, has been allocated £730k of growth for demographic pressures and contract inflation.
39. At this point in the financial year, an overspend of £50k is predicted. This is a change from Monitor 1 as there has been an amendment to the projected taxi expenditure to take account of the increased number of days in the 2024/25 financial year when transport will be required. This is due to the Easter break for 2025 being wholly in the financial year 2025/26. The impact of this is an extra five days of transport in 2024/25 at an estimated cost of £65k. This increase has been offset by a lower than assumed taxi cost by £15k in July 2024.
40. The projected outturn includes an estimate of likely contractual inflation from 1st September 2024, and the final increase will be dependent on the relevant indices at that point. In addition, at this point in the financial year, the financial impact of changes for the new academic year are not known until all eligible pupils have their travel arrangements confirmed in September so this position could change once all new academic year information on cost is available.
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, resulting in a predicted overspend of £65k based on current staffing assumptions.
42. The Educational Psychologists Service is now predicted to overspend by £57k. This is a change from the position previously reported (an underspend of £65k due to continuing vacancies in the team) and is because of the need to commission external agency support to clear a backlog of assessments at a cost of £122k.
43. The Effectiveness and Achievement Service and the Skills Service are both predicted to outturn at or very close to budget.
44. An overall underspend of £49k is now predicted within the Virtual School and Inclusion service, due to a vacancy, 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 as at 1 April 2024 was a deficit of £291k. The initial year end projection for 2024/25 is for a cumulative deficit of approximately £780k, although this is subject to change as new academic year details of provision are confirmed. This increased deficit is despite the LA expecting to receive almost £1.5m of further Safety Valve funding during the year and is indicative of the increasing pressures and demands being placed on LAs to provide for High Needs pupils.
47. 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.
48. 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 commits 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, this third 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 meet the target of eliminating the cumulative deficit by the end of 2025/26 as set out in the original agreement. Officers are working hard to avoid this position, but it is becoming increasingly challenging to achieve.

Adults

51. The projected outturn position for Adult Social Care is an overspend of £3,286k and the table below summarises the latest forecasts by service area. This projection is based on customer numbers and costs in the first two months of the year. The projection assumes that £898k of previously agreed savings will be made by the end of the year.

	2024/25 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Direct Payments	4,841	5,781	119.4
Home and Day Support	2,844	1,078	37.9
Supported Living	15,689	2,650	16.8
Residential care	15,244	821	5.4
Nursing care	5,149	160	3.1
Short term placements	861	-132	-15.3
Staffing (mostly social work staff)	7,218	397	5.5
Contracts and Commissioning	2,353	-53	-2.2
In House Services	4,837	116	2.4
Be Independent & Equipment	982	459	46.7
Other	-14,650	-2,530	-17.3
Recharges	-61	14	23.0
<b>Total Adult Social Care</b>	<b>45,307</b>	<b>3,286</b>	<b>7.2</b>

52. The forecast position for Adult Social Care is an overspend of £3,286k. This is based on customer numbers and costs to the end of August. The projection assumes that agreed savings of £898k will be made by the end of the year. The forecast overspend has increased by £925k compared to Quarter 1.

53. The main reasons for this increased forecast are additional customers in Learning Disability Supported Living and Older People residential placements. There have also been increased homecare hours provided. In addition, it has been assumed that £1.2m of savings will now not be achieved in the current financial year.
54. ASC has received total growth of £7m in 2024/25. £2.8m of this growth has been allocated to external care budgets to cover demographic pressures, £1.4m has been allocated to fund inflationary pressures, £800k to reducing growth needed by managing demand and £500k has been allocated to fund savings which are unlikely to be achieved this year. In addition to this £300k has been set aside to fund Preparing for Adulthood (PFA) customers coming through from Children's Services and £200k to tackle the current review backlog where it is expected that there are savings to be crystallised.
55. The Council has received several requests from providers for higher rates of inflation than have currently been agreed. These requests will be considered on a case by case basis, and if agreed, will put further pressure on the budget. This possibility needs to be balanced by the risk of provider failure / withdrawal from the market which would incur costs on finding new placements for customers, etc.
56. The projected overspend is largely due to the incomplete delivery of prior year savings targets carried through from previous years' budgets.
57. The directorate is taking the following action to improve the financial position;
  - The reablement contract has been retendered and is starting to be implemented. This is designed to support more people to go through the reablement service in a shorter time frame, at lower cost, resulting in more people with lower or no care needs. Contract monitoring arrangements are being put in place to make the most of the contractual arrangements that promote good performance and enable the reduction in payment should the provider not deliver. Occupational Therapy expertise has a key role to play in maximising independence and reducing level of need: Therapy led reablement is known to be effective and additional occupational therapy is planned to be deployed to support this.

- The provision of support to people overnight by internal adult social care provision is under review with a view to remodelling support and reducing costs while ensuring we continue to meet our duty to meet eligible needs.
- Further work is being undertaken in relation to continuing health care funding. This includes developing a consistent approach with other local authorities in the ICB, improved engagement in the process by CYC including developing joint training and processes to support resolution of disputes.
- The Adult Social Care practice assurance process continues to be developed with an emphasis on embedding the strength-based approach to practice and supporting decision-making at the earliest opportunity. This process will be linked with our Workforce Development colleagues to assure any learning identified informs future practice. The Assurance Forum will look to ensure that Community and individual networks and community based resources have been considered. This also gives consideration of a range of issues including: alternatives to high cost provision, the prevention of expensive off-framework provision, ensures full use of in house and block provision, the use of equipment and technology, and where possible, the reduction of proposed paid for care.
- A working group has been established to carry out a detailed review of Direct Payments which should lead to a reduction in the overspend on these budgets.

58. The following sections describe any significant variations to budgeted costs, customer numbers and income. The variations are generally due to not fully meeting previous years' savings targets plus significant price pressures in the market. Some variations are large due to having small numbers of individuals within those budgets whose individual needs can vary significantly.

### **Direct Payments (£1,204k overspend)**

59. The main overspend is on the Learning Disability (LD) direct payments budget, which is expected to overspend by £1,191k. This is due to the average cost of a direct payment being £137 per week more than in the budget (£868k), and the average cost of transport for direct payment being £41 per week more than budget (£228k). In addition the average weekly health income received per customer is less £575 less than in the budget (£270k).

60. A working group has been established to carry out a detailed review of Direct Payments which should lead to a reduction in the overspend on these budgets.

### **Home and Day Support (£1,078k overspend)**

61. The Community Learning Disability budget is expected to overspend by £136k due to underachievement of Continuing Health Care (CHC) income (£266k), which is partially offset by additional S117 income and additional income from customers contributing to their care (-£101k).
62. The Community Learning Disability (LD) Transitions budget is expected to overspend by £120k due to an increase in the weekly costs compared to budget (£260k), which is offset by an increase in the weekly funding received from CHC and customers contributing to their own care (-£142k).
63. The Community Older People budget is expected to overspend by £515k largely due to the average homecare hours per week being 601 more than budget (£756k), offset by an increase in customer contributions being received (£247k). These figures include an additional contingency added for Springfield homecare customers (£200k). This was under-projected at Q1 as there has been a change in the way that invoices are processed which has meant delays in payments being made. This has brought the estimated cost of Springfield customers back in line with the amounts paid in 2023/24.
64. The Community Physical & Sensory Impairment (PSI) budget is expected to overspend by £245k, due to 2 more customers on exception contracts than in the budget (£101k) and a reduction of £311 in the average weekly health income being received per customer (£178k). This is offset by a lower than budgeted expenditure on day support (£16k).

### **Supported Living (£2,650k overspend)**

65. Supported Living are settings where more than one customer lives, with their own tenancy agreements, where their needs are met by a combination of shared support and one to one support. Supported Living providers received a mid-year inflationary increase in 2023/24 which was covered by the MSIF grant and the pressures shown below are in part due to the full year effect of this increase.

66. The Learning Disability Supported Living budget is projected to overspend by £1,902k. The average cost of a placement is £124 per week more than in the budget (£1,201k), there are two more customers than budgeted for (£235k) and expenditure on voids is expected to be around £235k this year.
67. The Physical & Sensory Impairment Supported Living schemes budget is projected to overspend by £463k. This is due to the average cost of a placement being around £375 per week higher than in the budget (£959k), partially offset by having eight fewer customers in placement than assumed in the budget.
68. The Mental Health Supported Living schemes budget is projected to overspend by £289k. This is due to the average cost of a placement being around £195 per week higher than in the budget (£33k).

### **Residential care (£861k overspend)**

69. The OP Residential Care budget is expected to overspend by £1,496k. There are 11 more customers than in the budget (£584k) and the average cost per customer is £144 per week higher (£2,062k). This is offset by 5 additional customers with S117 contributions (-£193k), an increase in the income received per S117 customer (-£78k), 20 more customers contributing to their costs of care (-£474k) and an increase in the average contributions received per customer of £35 per week (-£456k).
70. The MH Residential Care over 65 budget is expected to underspend by £358k. There are 3 less customers in placement (-£162k) and the average cost of care per customers is £385 per week less than in the budget (-£241k).
71. The MH Residential Care working age budget is expected to overspend by £187k. There is a decrease in the average weekly income received from S117 contributions which is £174 per week less than in budget (£299k). In addition there are two additional customers in placement (£160k), offset by a decrease in the weekly average cost per placement of £93 per week (£-273k).
72. The LD Residential Care over 65 budget is projected to underspend by £156k. This is due to having 2 fewer customers than assumed in the budget.

73. Additional Funding from the ASC Discharge fund will also be added into the Residential Care Budget (£-500k).

### **Nursing Care (£160k overspend)**

74. LD Permanent Nursing Care budgets are projected to overspend by £194k, due to having 4 more customers in over 65 placements than assumed in the budget.
75. Mental Health Nursing Care budgets are expected to overspend by £243k. There are currently 3 more customers in placement than budgeted (£525k), partially offset by 3 more customers receiving health income (-£323k).
76. OP Permanent Nursing Care is projected to underspend by £412k. The average cost of a placement is £231 a week less than in the budget (-£1,377k), and there are two more customer receiving health contributions (-£132k). This is offset by having two more customers in placement (£119k), a reduction in the average customer contributions received of £68 per week (£317k) and a reduction in the average health income received per customer of £550 a week (£574k).
77. The P&SI Nursing budget is expected to overspend by £135k, largely due to the average weekly cost per customer being higher than assumed in the budgeted.

### **In House Services and Staffing**

78. The Council employs a variety of staff to advise and assess residents' and customers' social care needs. We also directly provide care and support to individuals and have teams which provide home care both overnight in the community 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 customer groups.

### **Staffing (£397k overspend)**

79. There are staffing overspends in the Hospital Discharge Team, Mental Advocacy Team, and the Social Work Team. Mostly due to these teams being over establishment and using agency staff. This is partially offset by vacancies elsewhere in the service.

**Contracts and Commissioning (£53k underspend)**

80. Based on activity to date there is likely to be an underspend on the Carers commissioned services budget by the end of the year.

**Be Independent & Equipment (£459k overspend)**

81. Be Independent provide equipment to customers to allow individuals to remain independent and active within their communities. They also provide an alarm response service means tested as to whether a customer pays for it.
82. There is still a budget gap of £180k arising from when the service was originally outsourced which has yet to be fully addressed. Staffing is expected to overspend by £110k largely due to an unfunded regrade of some of the posts in the team and to having a review manager post above establishment. The vehicle hire budget is projected to overspend by £26k and there has been an increase in rental costs for the premises which will be fully absorbed by the service and not recharged to Mediquip this year (£30k). In addition, there is expected to be an underachievement of income based on current customer numbers (£21k) and the decision to end equipment sales (£48k).

**In House Services (£116k overspend)**

83. There are projected overspends at 22 The Avenue, Flaxman Avenue, and Yorkcraft. This is partially offset by the expected underspend on staffing in the PSS service due to vacancies and reduced use of agency staff.

Transport, Environment and Planning

84. The directorate is forecasting an underspend at quarter 1 of £610k and the table below summarises the latest forecasts by service area.

	2024/25 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Transport	7,078	-381	-5
Fleet	-127	0	0
Highways	5,008	-100	-2
Parking Services	-8,348	-70	-1
Waste	14,536	-139	-1
Public Realm	3,422	-23	-1
Emergency Planning	145	0	0
Planning Services	89	97	109
Public Protection	809	12	1
Community Safety	715	-6	-1
Management	137	0	0
<b>TOTAL</b>	<b>23,464</b>	<b>-610</b>	<b>-3</b>

85. The Transport, Environment and Planning Directorate is projecting an underspend of £610k after the second quarter.

86. Within Transport there was an underspend of £381k across the service. There is a forecast underspend against the Concessionary Fares budget of £325k as numbers of concessionary passengers have not fully returned to pre pandemic levels although the saving is lower than 2023/24.
87. Car park income at the end of August remains within 1% of budget as transactions have reduced by 7% but income per transaction increased by 12%. This has meant total income is c4% higher than 2023/24 in line with budget. Respark and season ticket income is ahead of budget and therefore the current forecast is that total income will be on budget. This will continue to be monitored closely as the budget is c £2m higher than last year.
88. There is a forecast underspend of £139k across waste disposal and collection. Income from selling spare capacity at Allerton Waste Recovery Plan is forecast to be £200k higher than forecast as overall council waste tonnages remain relatively static.
89. Across Waste Collection operational costs are forecast to be £50k below budget as vehicle repairs and the cost of hire was below budget as the fleet is relatively new.
90. The garden waste subscription service was introduced in August 2024. There have been over 36,600 subscribers to the new scheme which has given revenue of £736k which is £164k below budget but given the part year impact, the performance is very strong.
91. Within the Highways area there is an anticipated underspend of £100k as electricity prices have reduced for unmetered supply to a lower level than assumed in the budget.
92. Across planning services there is a shortfall in income from building control as the service has at this time very limited staffing resources and primarily only able to provide the statutory service.

Housing and Community Services

93. The directorate is forecasting an overspend at quarter 2 of £790k and the table below summarises the latest forecasts by service area.

	2024/25 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Housing Services	-126	1	0.8
Healthy & Sustainable Homes	352	-11	-3.4
Communities	6,783	321	4.7
Customer Services	-230	79	34.3
Policy & Strategy	357	400	112.0
<b>TOTAL</b>	<b>7,097</b>	<b>+790</b>	<b>11.1</b>

94. The Housing and Community Services Directorate is forecasting an overspend of £790k after the second quarter. The primary reason for the overspend relates to the delivery of two key savings across the Directorate. These are detailed further in the paragraphs below.
95. As reported at monitor 1 the main potential pressure under Communities relates to a £300k library saving. The council is undertaking due process to work with Explore to consider options that can be included into the contract that will deliver a saving. The process does require time to review provision levels as well as consultation and agreement from the partners. There remains an aspiration to gain a full saving from the process but the timeline and level of in year saving is in question.
96. Within Policy and Strategy, the agreed saving of £500k from advertising is not going to be delivered within this financial year. Mitigations in staffing costs have improved the position however a restructure is required to achieve recurring savings.
97. Elsewhere in the Directorate it is expected that expenditure will be broadly delivered within budget.

Housing Revenue Account

98. 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).

	2024/25 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Repairs & Maintenance	10,867	0	0
General Management	7,790	-61	-1
Special Services	3,912	-240	-6
Other Expenditure	19,870	1,095	6
Dwelling rents	-37,933	100	0
Non-Dwelling Rents	-533	-32	-6
Charges for Services	-2,385	+208	+9
Other Income	-1,318	-1,005	-76
<b>Total</b>	<b>270</b>	<b>65</b>	<b>+24</b>
Debt Repayment	8,400	0	0
<b>Revised Position</b>	<b>8,670</b>	<b>65</b>	<b>1</b>

99. There is a forecast underspend across special services primarily due to savings from Glen Lodge as the refurbishment scheme is delivered. This is offset from reduced income in the Charges for Service line.
100. Across other expenditure there is a forecast increase in the depreciation charge (£700k) which provides the Major Repairs reserve. There is also an increase in interest costs following a loan being taken out in 2023/24 to fund Housing Delivery projects (£293k).
101. Rent incomes are reporting an overspend due to the lost income from the Bell Farm and Glen Lodge refurbishment schemes however the

underlying position is an improvement over previous years due to less loss of income from void properties.

102. Within other income given the continued level of interest rates remaining at 5% it is estimated that interest earned will be c £1m above budget which will fund the depreciation and interest payment overspends.
103. The high level of working balance is available to start repaying the £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 is due to be repaid at 31st March 2025. These are to be funded from general HRA reserves.
104. The HRA working balance position as at 31st March 2024 was £30.0m and the latest forecast balance at 31st March 2025 is estimated to reduce to £21.4m.

#### Corporate & Central Services

105. The forecast outturn position for the remaining areas of the Council is a net underspend of £132k and the table below summarises the latest forecasts by service area.

	2024/25 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Director of Finance	3,878	0	0
CO HR & Support Services	11,047	-89	-0.8
Director of Governance	3,795	-43	-0.1
City Development	710	0	0
Public Health	13	0	0
Other Corporate & Treasury Mgt	25,204	0	0
Contingency	576	-576	-100
<b>Total</b>	<b>45,223</b>	<b>-708</b>	<b>-1.45</b>

106. Within the corporate services directorates it is forecast at that expenditure can be broadly contained within budgets.
107. There remains £576k set aside as a contingency and this is assumed to be used to offset other financial pressures across the council.

### **Performance – Service Delivery**

108. 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](http://www.yorkopendata.org.uk)
109. 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.
110. 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**

111. **Number of children in temporary accommodation** – at the end of 2023-24, there were 45 children in temporary accommodation in York which, although an increase from 39 children the previous quarter, is a reduction from 63 at the end of 2022-23. 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 Q1 2024-25 will be available in November 2024.
112. **%pt gap between disadvantaged pupils and their peers achieving 9-4 in English and Maths at KS4** – The gap at age 16 widened in York and Nationally to 43% in summer 2023. A legacy of Covid-19 is that school attendance of disadvantaged groups has been slower to recover, and has been worse than for the same group nationally. The work currently being undertaken through the Attendance Graduated

Response is seeing improvements in attendance. Data for 2023-24 will be available in December 2024.

113. **% of reception year children recorded as being overweight (incl. obese)** – The participation rates for the National Child Measurement Programmes (NCMP) in York for 2022-23 were 97.2% for reception aged children and 95.1% for Year 6 pupils. Data for 2023-24 will be available in November 2024.
- The 2022-23 NCMP found that 19.9% of reception aged children in York were overweight (including obese), compared with 21.3% in England and 22.5% in the Yorkshire and Humber region. York has the second lowest rate of overweight (including obese) for reception aged children in the Yorkshire and Humber region.
  - Of Year 6 children in York, 32.5% were overweight (including obese) in 2022-23 compared with 36.6% in England and 38.1% in the Yorkshire and Humber region. York has the lowest rate of overweight (including obese) for Year 6 children in the Yorkshire and Humber region.
114. **% of adults (aged 16+) that are physically active** – The latest data from the Adult Active Lives Survey for the period from mid-November 2022 to mid-November 2023 was published in April 2024. Data for 2024-25 will be available in April 2025. In York, 515 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. Positively:
- 69.8% of people in York did more than 150 minutes of physical activity per week compared with 63.4% nationally and 61.7% regionally. There has been no significant change in the York value from that 12 months earlier.
  - 18.8% of people in York did fewer than 30 minutes per week compared with 25.7% nationally and 27.7% regionally. There has been no significant change in the York value from that 12 months earlier.
115. **Percentage of people who use services who have control over their daily life – Disabled People** – In 2022-23, 78% 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 the same as the percentage in the Y&H region as a whole. It is higher than the corresponding percentage who gave one of these responses in England as a whole (77%). It has slightly decreased in

York from the 2021-22 figure (79%). Data for 2023-24 will be available in December 2024.

116. **Percentage of people who use services who have control over their daily life – Older People** – In 2022-23, 77% 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 higher than the corresponding percentages experienced by older people in the Y&H region and in England as a whole (both 74%). It has also increased in York from the 2021-22 figure (71%). Data for 2023-24 will be available in December 2024.
117. **Overall satisfaction of people who use services with their care and support** – Data at LA and national level for 2022-23 was published in December 2023, and the data shows that there has been a slight increase 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 2021-22 (up from 65% to 67%). The levels of satisfaction experienced by York’s ASC users in 2022-23 were slightly higher than those in the Y&H region (66% said they were “extremely” or “very” satisfied with the care and support from their LA) and in England as a whole (64% gave one of these answers). Data for 2023-24 will be available in December 2024.
118. **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. New data will be available in December 2024.
- 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%).

119. **Children and young people in care per 10k, excluding short breaks** – At the end of September 2024, 232 children and young people were in York’s care, with a steady reduction from 262 in March 2023. As a rate per 10k population, this is below the national average 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. However, at the end of September, 15 of York’s children in care were UASC, compared to 18 in March 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.
120. **Children subject to a Child Protection Plan** – 139 children were the subject of a Child Protection Plan at the end of September 2024. As a rate per 10k population, York remains below the most recently released National average. The number of children subject to a Child Protection Plan in York is within York’s expected range (133-150).

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

121. **% of working age population qualified to at least L2 and above** – In 2023-24, 90% 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 (86.5% and 85.1% respectively). This result ranks the city of York first regionally. This latest figure is a slight decrease from 2022-23 (94.2%). It should be noted that there has been a slight change in methodology from 2022-23. Data for 2024-25 will be available in May 2025.
122. **% of working age population qualified to at least L4 and above** – In 2023-24, 53.8% 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 (47.3% and 41.2% respectively). This result ranks the city of York fourth regionally. The 2023-24 figure is a decrease from 2022-23 (60.3%) but higher than in previous years. Data for 2024-25 will be available in May 2025.

123. **% 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 2022-23, 70.2% of York's Year 11s achieved grades 9-4 in English and Maths (considered a standard pass), compared to 65.3% Nationally. Data for 2023-24 will be available in December 2024.
124. **% of children who have achieved a Good Level of Development at Foundation Stage –** In 2022-23, 69.7% of our 5-year-olds achieved a Good Level of Development compared to 67.2% Nationally, and 66.2% in Yorkshire and Humber. Data for 2023-24 will be available in December 2024.

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

125. **Universal Credit Claimants –** At the end of September 2024 there were 13,714 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 10% of the working population in York, compared to 19% regionally and 17% 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 converting over from other schemes, with this picture becoming clearer in 2024-25 as DWP predicts/plans for all people to have moved over to Universal Credit.
126. 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 health-related legacy benefits (e.g. Employment and Support Allowance) 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 (29.8% in York, 25% regionally and 23.6% nationally). Our partners within DWP have praised the Council for its positive housing benefit performance over the last 12 months with processing times indicative of a positive customer experience.
127. **Earnings gap between the 25 percentile and the median (£) –** In York, the latest figures show that earnings continue to be low, although this gap has reduced by 7.3%, in 2023, to £152.20. This is the lowest gap since 2018-19. Nationally, there has been an increase of 1.4% to £163.20 and regionally an increase of 4.7% to £139.50. Data for 2024-25 will be available in December 2024.

128. **Housing affordability (median house prices to earnings ratio) –** Owning a home in York remains largely unaffordable. In 2023, full-time employees, in York, could expect to spend around 9.3 times their annual earnings buying a home, compared to 8.3 times annual earnings in England and 6.1 times annual earnings in the region. In York this has increased by 3.8% on last year whilst at the national and regional level, these ratios are similar to 2022, and represent a return to the pre-coronavirus (COVID-19) pandemic trend. Data for 2023-24 will be available in March 2025.
129. **% of vacant city centre shops –** At the end of September 2024, there were 50 vacant shops in the city centre which equates to 7.9% of all city centre shops. This is much lower than the latest national benchmark in 2023-24 of 14% and the York figures have remained stable for a number of years.
130. **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.
131. **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). Data for 2023-24 will be available in May 2025.
132. **% of working age population in employment (16-64) –** In Q1 2024-25, 77.8% of the working age population were in employment, which is higher than the national and regional figures (75.5% and 73.1% respectively) and the York performance gives the city a ranking of second regionally. The figure for Q1 2024-25 in York remains fairly high overall but is lower than the figures seen for the previous two years.
133. **% 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% worked for an Accredited Good Business Charter employer in 2022-23, which are

both higher than in the previous year (14% and 12% respectively). Data for 2023-24 will be available in November 2024.

134. **Survival of Newly Born Businesses post 1 year** – In York, 175 businesses were created in Q3 2023-24, up 6% on a year ago. There were 160 business closures in the same quarter, down 8% on the year before. The survival rate post 1 year has been consistently above 94% in York for the last 4 years, with the latest figure of 94.4%. The York figures have been consistently higher than the National and Regional rates. Data for 2022-23 will be available in November 2024.

### **Performance - Transport: Sustainable accessible transport for all**

135. **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.
136. **Index of Cycling activity** – Prior to the pandemic, cycling levels in the city were around 41% (2019) above the baseline taken in 2009. The latest data shows that cycling levels in 2023 were 13% above the baseline. 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 consultation 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 2025.

137. **Index of pedestrians walking to and from the City Centre** – From a baseline in 2009-10 (36,919), there has been a 25% increase in the number of pedestrians walking to and from the city centre in 2023-24. This is 1%pt higher than in 2022-23 and remains high compared to previous years. 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.
138. **% 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 mid 2025.
139. **The number of CYC electric vehicle recharging points** - There were 103 CYC electric recharging points at the end of Q2 2024-25, which is the same as at the same point in the previous year.
140. 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 146 at the end of Q1 2024-25 which is a reduction from 221 at Q1 2023-24. The number of those which were rapid chargers was 36 at the end of Q1 2024-25 which is a reduction from 42 at Q1 2023-24. 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 71.4 for York compared to 55.9 Regionally and 97.4 Nationally.
141. **% of Principal/Non-principal roads where maintenance should be considered** – In 2023-24, the percentage of principal roads in York, from local figures, where maintenance should be considered was 11% (the same as in 2021-22). 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 and this is slightly lower than the latest available benchmarks in 2022-23 (National average 4% and Regional average 3%).

142. The percentage of non-principal roads in York, from local figures, where maintenance should be considered was 25% in 2023-24 (slightly higher than 23% in 2021-22). 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 which is lower than the latest benchmarks in 2022-23 (National average 6% and Regional average 3%). Data for 2024-25 will be available in June 2025. Please note SCANNER surveys were not carried out in York in 2021-22 and 2022-23.

### **Performance - Housing: Increasing the supply of affordable housing**

143. **Number of new affordable homes delivered in York** – During 2024-25, it is expected that affordable housing completions will be significantly below the identified level of need. 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.
144. There remains a significant 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. Inclusive of applications with a resolution to approve from Planning Committee, there are over 1,000 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. The remainder are at Outline stage, with more uncertainty on timescales and final delivery levels, including the York Central affordable housing contribution.

145. The new 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. Data for the first half of 2024-25 will be available in November 2024.
146. **% 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.
147. The % of properties on the register for York with an EPC rating of A-C at the end of August was 45.3%. This measure has increased incrementally month on month since CYC began reporting on the information 18 months ago when 42% of properties were rated A-C. The largest changes in York continue to be in the middle categories with around 3% less properties rated D-E and around 2.5% more rated C. Data is based on the last recorded certificate for 61,666 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 2023-24, 58.5% of certificates were rated A-C for York compared to 59.7% Nationally and 55.3% Regionally.
148. **Net Additional Homes** – Between 1st April 2023 and 31<sup>st</sup> March 2024, a total of **462 net additional homes** were completed. This total comprises two elements:
- There has been a total of 529 net housing completions. This represents 69 more completed homes compared to the previous twelve-month monitoring period. The main features of the housing completions that were carried out are:
    - 480 homes (90.9%) were completed on housing sites (Use Class 3). Of this, 390 were new build homes (81%).
    - 8 homes were demolished during the monitoring period.
    - Individual sites that saw the construction of five or less dwellings during the monitoring period contributed just 56 (10.6%) homes.

- Significant sites providing housing completions (Use Class C3) over the monitoring period have been Germany Beck (117), The Cocoa Works, Haxby Road (Phase 1 Blocks B and C) (107), Former Civil Service Club, Boroughbridge Road (79) and the Former Vacant Site, Eboracum Way (62).
- A net total of 29 (5.5%) off campus, privately managed student 'cluster flats' were completed at Aubrey House Foss Islands Road.
- 143 (27.1%) net additional homes were a result of changes from other uses to residential homes.
- A loss of 66 net equivalent homes resulted from the closure of three care homes within the authority area during the twelve-month monitoring period.

149. **Net Housing Consents** – Planning applications determined during the full monitoring period of 1<sup>st</sup> April 2023 to 31<sup>st</sup> March 2024 resulted in the approval of **658 net additional homes**. This compares to 1,559 net approvals granted the previous year. However, a further 513 homes were approved at Planning Committee during the monitoring period and are still awaiting legal agreement sign off.

150. The main features of the housing approvals are:

- 577 of all net homes consented (87.7%) were granted on housing sites (Use Class C3).
- Significant sites granted approval for housing (Use Class C3) includes Land at New Lane, Huntington (300), Os Field South of & Adjacent to 1 Tadcaster Road, Copmanthorpe (158), Land East of Middlewood Close, Rufforth (21) and Clifton Without County Junior School, Rawcliffe Drive (15).
- 59 homes were approved on sites of 5 or less homes.
- A net total of 33 new homes across three sites were granted 'prior approval', the most significant of which was at Gateway 2, Holgate Park Drive (31).
- 44 net new retirement homes were allowed on appeal at 11 The Village, Wigginton.

- A further 513 homes have been approved through a resolution to grant consent at Planning Committee over the last twelve months and are currently subject to the execution of a section 106 legal agreement. These sites include:
  - Land to the East of Millfield Industrial Estate, Main Street, Wheldrake (139).
  - Enterprise Rent-a-car, 15 Foss Islands Road (133).
  - Paddock lying between Park Lodge and Willow Bank, Haxby Road (117).
  - Land to the South-East of 51 Moor Lane, Copmanthorpe (75).
  - Tramways Club, 1 Mill Street (35).

151. **Number of homeless households with dependent children in temporary accommodation** – The overall number of households in temporary accommodation has reduced during 2023-24, from 73 in Q1 to 63 at the end of Q4. The number of those with dependent children has fluctuated between 26 and 30 households throughout the year and was 29 households at year-end. Although the council would like these to reduce further, some progress has been made from the peaks seen at the end of 2022-23.
152. Of the 29 households with children in temporary accommodation at quarter end, 27 were recorded as accommodated in hostels and two within Local Authority or Housing Association housing stock. York continues to report no households with children housed in Bed and Breakfast accommodation at quarter end.
153. During 2023-24, an upward trend in overall numbers can be seen both nationally and regionally, however York has been moving in the opposite direction. When looking at the total number of households in temporary accommodation per household in area (000s), York continues to perform positively compared to benchmarks (0.71 in York compared to 4.9 Nationally, 1.4 Regionally and 17.8 in London). It should be noted that these figures are snapshot figures and therefore may fluctuate between the snapshot dates. Data for Q1 2024-25 will be available in November 2024.
154. **Number of people sleeping rough** – Every Thursday, Navigators carry out an early morning street walk checking known rough sleeping hot spots and responding to intel or reports of rough sleepers. The monthly figure is based on the number of rough sleepers found bedded down on the last Thursday of each month. The latest figure shows that there were 20 people sleeping rough in York in September 2024, which is a slight decrease from 22 people in September 2023.

155. **% of dwellings failing to meet the decent homes standard** – Data submitted through the Local Authority Housing Statistics Return shows 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 but is below the regional and national benchmarks for that year (2.4% properties in Yorkshire and the Humber and 8.4% in England). The latest benchmarking is due in November 2024.
156. 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.
157. **% of repairs completed on first visit** – The percentage of repairs completed on the first visit was 86.6% in Q2 2024-25, which is the highest figure seen for a number of years.
158. **Number of void properties** – Numbers of standard void properties reduced throughout 2023-24 from 73 at the start of the year to 52 at the end of March 2024. Despite 2024-25 starting with 62 voids in April, the latest data for September 2024 shows a reduction to 48 properties. There was only 1 major works voids at the end of September 2024 which is a large decrease on the 6 major works voids in September 2023.
159. **% 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. There are no national benchmarking figures available, as yet, however Leeds have released their results and they have a 67% satisfaction rate. Data for 2024-25 will be available in February 2025.

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

160. **Percentage of household waste sent for reuse, recycling or composting** – The latest provisional data for the amount of household waste sent for reuse, recycling or composting was 44.8% within Q1 2024-25, which is a decrease from 46.4% during Q1 2023-24. The figures are broadly similar for total household waste collected (246.2kg per household from the same time last year (246.7kg)), reuse, recycling or composting waste per household (110kg from 111kg in 2023-24) and residual (approx. non-recycling) household waste has remained at 136kg per household. The increase in the number of households accounts for the decrease in the overall recycling figures.
161. **Level of CO2 emissions across the city and from council buildings and operations** – The City continues its journey to net zero by 2030 with Carbon emissions across the city reducing over recent years, from 936 kilotonnes of carbon dioxide equivalent in 2018, to 816 in 2020. Emissions from councils buildings and operations have also been reducing, from 3,658 tonnes of carbon dioxide equivalent in 2020-21 to 3,462 in 2022-23. Data for 2021 and 2023-24 will be available in November 2024.
162. **% of Talkabout panel satisfied with their local area as a place to live** - The first biannual resident satisfaction survey taken by the Talkabout panel took place during Q1 2024-25. Results from the Q1 2024-25 Talkabout survey showed that 85% of the panel were satisfied with York as a place to live, up 5% from the previous survey. 81% were satisfied with their local area, consistent with results from Q3 2023-24. A slight decline in satisfaction with the local area can be seen over recent years but York continues to perform well against the latest national figure of 76% (Community Life Survey 2021-22). Data for Q3 2024-25 will be available in January 2025.
163. **% of Talkabout panel who give unpaid help to any group, club or organisation** - Results from the Q1 2024-25 Talkabout survey found that 64% of panellists had given unpaid help to any group, club or organisation within the last 12 months. This is a slight increase from Q3 2023-24 (60%), and higher than the latest national figure of 55% taken from the government's Community Life Survey 2021-22. Data for Q3 2024-25 will be available in January 2025.

164. **Number of trees planted (CYC)** – During 2023-24, CYC planted 40 standard trees in the city’s parks and on highways. In addition, 1,200 trees (whips) were planted by the council’s ‘York Green Streets’ project, fully funded by a grant from White Rose Forest (secured in February 2024) including three years aftercare to support successful establishment. This forms part of the Council Plan 2023-2028 commitment to support biodiversity and nature by planting 4,000 new trees. The YGS project team is itself 100% externally funded by a £150,000 Forestry Commission grant to 31 March 2025. A further £40,000 has been secured from DEFRA to plant two new micro-woods in York’s urban area in the 2024-25 planting season in Holgate and Clifton Without wards.
165. Full year data for 2024-25 will not be available until May 2025, but numbers are likely to be comparable to last year as York Green Streets planted c1,800 trees (whips and standards) in April 2024.
166. **% of Talkabout panel who think that the council are doing well at improving green spaces** - The results for Q1 2024-25 showed that 37% of respondents agreed the Council and its partners are doing well at improving green spaces, consistent with results from Q3 2023-24. Data for Q3 2024-25 will be available in January 2025.

### **Performance - How the council will operate**

167. **FOI and EIR – % of requests responded to in-time (YTD)** – 98% of requests were responded to in-time during the year up to the end of September 2024 which is the highest figure seen for a number of years.
168. **% of 4Cs complaints responded to in-time** – In 2023-24, there had been a large decrease in the number of corporate complaints received compared to 2022-23 (1,310 in 2023-24 compared to 1,866 in 2022-23). This decrease has continued into 2024-25 with 554 corporate complaints received in the first half on 2024-25 (compared to 848 in the first half of 2023-24). The percentage of corporate complaints responded to in time during Q2 2024-25 was 73.7% which is a large increase from 51.8% in Q1 2024-25.
169. **% 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 Q1 2024-25 show that the majority of the panel report having a ‘good’ (29%) or ‘satisfactory’ (37%) experience when they last contacted the Council,

with 11% reporting an 'excellent' experience and 23% reporting a 'poor' experience. Data for Q3 2024-25 will be available in January 2025.

170. **Average sickness days per full time equivalent (FTE) employee –** At the end of August 2024, the average number of sickness days per FTE (rolling 12 months) had increased slightly to 11.6 days from 11.1 in August 2023. Recently released benchmarks show that the CIPD public sector benchmark is 10.6 days per FTE, putting us in line with national trends.
171. **York Customer Centre average speed of answer –** Phones were answered, on average, in 1 minute and 5 seconds during Q2 2024-25 by the York Customer Centre. This is slightly higher than previous quarters but the September figure was 31 seconds showing that the speed of answer is going in the right direction.

## Consultation Analysis

172. Not applicable

## Options Analysis and Evidential Basis

173. Not applicable

## Organisational Impact and Implications

174. 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**

175. 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.
176. The current financial position represents a significant risk to the Council's financial viability and therefore to ongoing service delivery. It is important to ensure that the mitigations and decisions outlined in this paper are delivered and that the overspend is reduced.

## **Wards Impacted**

177. All.

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## Annexes

**Annex 1:** Q2 Performance Tables - City Outcomes and Council Delivery Indicators 2023-2027

**Annex 2:** Council Plan Monitor

## Annex 1 - Performance - City Outcomes and Council Delivery Indicators 2023-2027

Financial Health (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Forecast Budget Outturn (£000s Overspent / -Underspent) - CYC Subtotal (excluding contingency)	£3,896 (Q1 2024/25)	£4,445 (Q2 2024/25)	➔	Quarterly	Not available	Q3 2024/25 data available in January 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Health and wellbeing: A health generating city (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Income Deprivation Affecting Children Index (IDACI)	0.12 (2022/23)	0.1 (2023/24)	↓ Good	5 yearly	National Rank 2023/24: 253	2024/25 data available in December 2024
Number of children in temporary accommodation - (Snapshot)	63 (2022/23)	45 (2023/24)	↓ Good	Quarterly	Not available	Q1 2024/25 data available in November 2024
%pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4	32.00% (2021/22)	43.60% (2022/23)	↑ Bad	Annual	National Data 2022/23 43.30%	2023/24 data available in December 2024
% of reception year children recorded as being overweight (incl. obese) (single year)	22.70% (2021/22)	19.90% (2022/23)	➔	Annual	National Data 2022/23 21.31%	2023/24 data available in November 2024
Slope index of inequality in life expectancy at birth - Female - (Three year period)	6.2 (2019/20)	5.7 (2020/21)	➔	Annual	Regional Rank 2020/21: 3	2021/22 data available TBC
Slope index of inequality in life expectancy at birth - Male - (Three year period)	8.3 (2019/20)	8.4 (2020/21)	➔	Annual	Regional Rank 2020/21: 3	2021/22 data available TBC
% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excl. gardening)	70.4% (2022/23)	69.8% (2023/24)	➔	Annual	National Data 2023/24 63.4%	2024/25 data available in April 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Health and wellbeing: A health generating city (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Percentage of people who use services who have control over their daily life - Disabled People (ASC User Survey)	79% (2021/22)	78% (2022/23)	➔	Annual	Not available	2023/24 data available in December 2024
Percentage of people who use services who have control over their daily life - Older People (ASC User Survey)	71% (2021/22)	77% (2022/23)	↑ Good	Annual	Not available	2023/24 data available in December 2024
Overall satisfaction of people who use services with their care and support	65.10% (2021/22)	66.50% (2022/23)	➔	Annual	National Data 2022/23 64.40%	2023/24 data available in December 2024
Health Inequalities in wards	See below	See below	➔	Annual	Not available	See below
Absolute gap in mortality ratio for deaths from circulatory disease (under 75) between highest and lowest York ward (5 year aggregated)	153.8 (2019/20)	141.1 (2020/21)	➔	Annual	Not available	2023/24 data available in April 2025
Gap in years in Life Expectancy at birth for Males between highest and lowest York ward (5 year aggregated)	10.2 (2019/20)	11.7 (2020/21)	➔	Annual	Not available	2023/24 data available in April 2025
Gap in years in Life Expectancy at birth for Females between highest and lowest York ward (5 year aggregated)	8.2 (2019/20)	11.1 (2020/21)	➔	Annual	Not available	2023/24 data available in April 2025
Absolute gap in hospital admission ratio for self-harm between highest and lowest York ward (5 year aggregated)	133.2 (2019/20)	119.6 (2020/21)	➔	Annual	Not available	2023/24 data available in April 2025

Absolute gap in hospital admission ratio for alcohol-related harm (narrow definition) between highest and lowest York ward (5 year aggregated)	70.7 (2017/18)	88.8 (2020/21)	➡	Annual	Not available	2023/24 data available in April 2025
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)	13.65% (2022/23)	10.53% (2023/24)	⬇️ Good	Annual	Not available	2024/25 data available in August 2025
Absolute gap in % of Year 6 recorded overweight (incl. obesity) between highest and lowest York ward (3 year aggregated)	24.40% (2021/22)	24.68% (2022/23)	➡	Annual	Not available	2023/24 data available in December 2024
Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data)	38.98% (2022/23)	39.30% (2023/24)	➡	Annual	Not available	2024/25 data available in August 2025
Number of children in care, excluding Short Breaks - (Snapshot)	243 (Q1 2024/25)	232 (Q2 2024/25)	➡	Quarterly	National Data 2022/23 71	Q3 2024/25 data available in January 2025
Number of children subject to a Child Protection Plan - (Snapshot)	141 (Q1 2024/25)	139 (Q2 2024/25)	➡	Quarterly	National Data 2022/23 43.2	Q3 2024/25 data available in January 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Education and Skills: High quality skills and learning for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of working age population qualified - to at least L2 and above (New methodology from 2022/23)	94.2% (2022/23)	90% (2023/24)	➡	Annual	National Data 2023/24: 86.5%	2024/25 data available in May 2025
% of working age population qualified - to at least L4 and above (New methodology from 2022/23)	60.3% (2022/23)	53.8% (2023/24)	➡	Annual	National Data 2023/24: 47.3%	2024/25 data available in May 2025
% of pupils achieving 9-4 or above in English & Maths at KS4 (C or above before 2016/17)	75.30% (2021/22)	70.20% (2022/23)	➡	Annual	National Data 2022/23 65.30%	2023/24 data available in December 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Education and Skills: High quality skills and learning for all (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of children who have achieved a Good Level of Development (GLD) at Foundation Stage - (Snapshot)	70.90% (2021/22)	69.70% (2022/23)	➡	Annual	National Data 2022/23 67.20%	2023/24 data available in December 2024
Number of children who are eligible for a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	2,197 (2022/23)	2,320 (2023/24)	➡	Annual	Not available	2024/25 data available in July 2025
% of children who are eligible for a free school meal in the primary sector (excluding Danesgate)	15.88% (2022/23)	16.99% (2023/24)	➡	Annual	National Data 2023/24 24.29%	2024/25 data available in July 2025
Number of children who are eligible and taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	1,760 (2022/23)	1,938 (2023/24)	➡	Annual	Not available	2024/25 data available in July 2025
% of children taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	12.72% (2022/23)	14.19% (2023/24)	➡	Annual	Not available	2024/25 data available in July 2025
Number of children who are eligible for a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,621 (2022/23)	1,729 (2023/24)	➡	Annual	Not available	2024/25 data available in July 2025
% of children who are eligible for a free school meal in the secondary sector (excluding Danesgate)	14.26% (2022/23)	15.15% (2023/24)	➡	Annual	National Data 2023/24 24.12%	2024/25 data available in July 2025
Number of children who are eligible and taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,159 (2022/23)	1,299 (2023/24)	➡	Annual	Not available	2024/25 data available in July 2025

% of children taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	10.20% (2022/23)	11.38% (2023/24)	➡	Annual	Not available	2024/25 data available in July 2025
Total number of children who are eligible for a free school meal - (York LA Local Measure) - (Jan Census snapshot)	3,985 (2022/23)	4,246 (2023/24)	➡	Annual	Not available	2024/25 data available in July 2025
Total number of children who are eligible and taking a free school meal - (York LA Local Measure) - (Jan Census snapshot)	2,987 (2022/23)	3,289 (2023/24)	⬆ Good	Annual	Not available	2024/25 data available in July 2025
Total number of active EHCPs overseen by SEND Services (Snapshot)	1,436 (Q1 2024/25)	1,447 (July 2024)	➡	Monthly	Not available	Q2 2024/25 data available in November 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Economy: A fair, thriving, green economy for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Universal Credit: Claimants	13,248 (Q1 2024/25)	13,714 (Q2 2024/25)	⬆ Bad	Quarterly	Not available	Q3 2024/25 data available in January 2025
Earnings gap between the 25 percentile and the median (£) (York)	£164.20 (2022/23)	£152.20 (2023/24)	⬇ Good	Annual	Not available	2024/25 data available in December 2024
Housing affordability (median house prices to earnings ratio)	8.85 (2021/22)	9.3 (2022/23)	⬆ Bad	Annual	National Data 2022/23 8.14	2023/24 data available in March 2025
% of vacant city centre shops	8.40% (Q1 2024/25)	7.94% (Q2 2024/25)	➡	Monthly	National Data 2023/24 14%	Q3 2024/25 data available in January 2025
Business Startups - (YTD)	796 (February 2023)	767 (February 2024)	➡	Quarterly	Not available	TBC
GVA per head (£)	33,571 (2021/22)	37,313 (2022/23)	⬆ Good	Annual	Regional Rank 2022/23: 2	2023/24 data available in May 2025
% of working age population in employment (16-64)	78.0% (2023/24)	77.8% (Q1 2024/25)	➡	Quarterly	National Data Q1 2024/25 75.50%	Q2 2024/25 data available in January 2025
% of Total Employees working for an Accredited Good Business Charter employer	12.10% (2021/22)	13.40% (2022/23)	➡	Annual	Not available	2023/24 data available in November 2024
% of Total Employees working for an Accredited Living Wage employer	14.5% (2021/22)	16% (2022/23)	➡	Annual	Not available	2023/24 data available in November 2024
Survival of Newly Born Businesses post 1 year	94.00% (2020/21)	94.40% (2021/22)	➡	Annual	Not available	2022/23 data available in November 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Transport: Sustainable accessible transport for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
P&R Passenger Journeys	2m (YTD Dec 21)	2.4m (Prov) (YTD Dec 22)	⬆ Good	Quarterly	Not available	TBC
Local bus passenger journeys originating in the authority area (excluding P&R)	5.54m (YTD Dec 22)	7.26m (Prov) (YTD Dec 22)	⬆ Good	Quarterly	Not available	TBC
Area Wide Traffic Levels (07:00 -19:00) (Excluding A64) from 2009/10 baseline (2.09m)	2.08m (2022/23)	2.02m (2023/24)	➡	Annual	Not available	2024/25 data available in September 2025
Index of cycling activity (12 hour) from 2009 Baseline (31,587)	115.00% (2022)	113.00% (2023)	➡	Annual	Not available	2024 data available in June 2025
Index of pedestrians walking to and from the City Centre (12 hour in and out combined) from 2009/10 Baseline (37,278)	124.00% (2022)	125.00% (2023)	➡	Annual	Not available	2024 data available in September 2025
% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus - excluding cars, Lift, Motorcycle, Train)	60% (2022)	78% (2023)	➡	Annual	Not available	2024 data available June 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Transport: Sustainable accessible transport for all (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The number of CYC electric vehicle recharging points in York	103 (Q1 2024/25)	103 (Q2 2024/25)	→	Quarterly	Not available	Q3 2024/25 data available in January 2025
% of Principal roads where maintenance should be considered (Local Recording)	11% (2021/22)	11% (2023/24)	→	Annual	Not available	2024/25 data available in June 2025
% of Principal roads where maintenance should be considered (Scanner - NI - 130-01)	NC	2% (2023/24)	→	Annual	National Data (Scanner DfT Comparison) 2022/23 4%	2024/25 data available in June 2025
% of Non-principal classified roads where maintenance should be considered (Local Recording)	23% (2021/22)	25% (2023/24)	→	Annual	Not available	2024/25 data available in June 2025
% of Non-principal classified roads where maintenance should be considered (Scanner - NI 130-02)	NC	4% (2023/24)	→	Annual	National Data (Scanner DfT Comparison) 2022/23 6%	2024/25 data available in June 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Housing: Increasing the supply of affordable housing (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Number of new affordable homes delivered in York	122 (2023/24)	49 (Q1 2024/25)	→	Quarterly	Not available	Q2 2024/25 data available in November 2024
% of dwellings with energy rating in A-C band in the EPC Register - Snapshot	45.1% (Q1 2024/25)	45.3% (August 2024)	↑ Good	Monthly	National Data 2023/24 59.7% Regional Data 55.3%	Q2 2024/25 data available in November 2024
Net Additional Homes Provided - (YTD)	459 (2022/23)	528 (2023/24)	↑ Good	Bi-annual	Not available	2024/25 mid-year data available in December 2024
Net Housing Consents - (YTD)	1,559 (2022/23)	658 (2023/24)	↓ Bad	Bi-annual	Not available	2024/25 mid-year data available in December 2024
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	35 (2022/23)	29 (2023/24)	↓ Good	Quarterly	Not available	Q1 2024/25 data available in November 2024
Number of people sleeping rough - local data - (Snapshot)	22 (Q1 2024/25)	20 (Q2 2024/25)	→	Monthly	Not available	Q3 2024/25 data available in January 2025
HMO's as % of properties in York	NA	NA	→	Annual	Not available	TBC
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Housing: Increasing the supply of affordable housing (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of dwellings failing to meet the decent homes standard	1.60% (2022/23)	1.90% (2023/24)	→	Annual	Not available	2024/25 data available in September 2025
% of Repairs completed on first visit	86.08% (Q1 2024/25)	86.6% (Q2 2024/25)	→	Quarterly	Housemark Median 2022/23 86.02%	Q3 2024/25 data available in January 2025
Number of Void Properties - Standard Voids - (Snapshot)	59 (Q1 2024/25)	48 (Q2 2024/25)	↓ Good	Monthly	Not available	Q3 2024/25 data available in January 2025
Number of Void Properties - Major Works Voids - (Snapshot)	3 (Q1 2024/25)	1 (Q2 2024/25)	↓ Good	Monthly	Not available	Q3 2024/25 data available in January 2025
Number of Void Properties - Capital Projects Voids - (Snapshot)	19 (Q1 2024/25)	16 (Q2 2024/25)	→	Monthly	Not available	Q3 2024/25 data available in January 2025
Number of Void Properties - Total Voids (Excludes Not Offerable) - (Snapshot)	81 (Q1 2024/25)	86 (Q2 2024/25)	→	Monthly	Not available	Q3 2024/25 data available in January 2025
Number of Void Properties - Not Offerables - (Snapshot)	77 (Q1 2024/25)	79 (Q2 2024/25)	→	Monthly	Not available	Q3 2024/25 data available in January 2025
% of tenants satisfied that their landlord provides a home that is well maintained	NC	63.58% (2023/24)	→	Annual	Not available	2024/25 data available in February 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Sustainability: Cutting carbon, enhancing the environment for our future (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The average of maximum annual mean Nitrogen Dioxide concentration recorded across three areas of technical breach (at points of relevant public exposure) - Calendar year	44.1 (2022/23)	38.8 (2023/24)	➡	Annual	Not available	2024/25 data available in April 2025
Percentage of household waste sent for reuse, recycling or composting	46.45% (Prov) (Q1 2023/24)	44.77% (Prov) (Q1 2024/25)	➡	Quarterly	National Data 2022/23 41.70%	Q2 2024/25 data available in January 2025
Carbon emissions across the city (tonnes of carbon dioxide equivalent) - (Calendar Year)	912 (2019)	816 (2020)	⬇️ Good	Annual	Not available	2021 data available in November 2024
% of Talkabout panel satisfied with their local area as a place to live	79.68% (Q3 2023/24)	81.00% (Q1 2024/25)	➡	Bi-annual	Community Life Survey 2021/22 76%	Q3 2024/25 data available in January 2025
% of Talkabout panel who give unpaid help to any group, club or organisation	60.17% (Q3 2023/24)	64.42% (Q1 2024/25)	⬆️ Good	Bi-annual	Community Life Survey 2021/22 55%	Q3 2024/25 data available in January 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Sustainability: Cutting carbon, enhancing the environment for our future (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Level of CO2 emissions from council buildings and operations (tonnes of carbon dioxide equivalent)	3,633.3 (2021/22)	3,462.4 (2022/23)	➡	Annual	Not available	2023/24 data available in November 2024
Number of trees planted (CYC)	1,099 (2022/23)	1,240 (2023/24)	⬆️ Good	Annual	Not available	2024/25 data available in May 2025
% of Talkabout panel who think that the council are doing well at improving green spaces	36.84% (Q3 2023/24)	36.70% (Q1 2024/25)	➡	Bi-annual	Not available	Q3 2024/25 data available in January 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

How the Council will operate (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
FOI & EIR - % Requests responded to In time - (YTD)	97.64% (Q1 2024/25)	98.06% (Q2 2024/25)	⬆️ Good	Monthly	Not available	Q3 2024/25 data available in January 2025
% of 4Cs Complaints responded to 'In Time'	51.79% (Q1 2024/25)	73.66% (Q2 2024/25)	⬆️ Good	Monthly	Not available	Q3 2024/25 data available in January 2025
The % of the Talkabout panel reporting an 'excellent' experience when they last contacted the council about a service	10.92% (Q3 2023/24)	11.07% (Q1 2024/25)	➡	Quarterly	Not available	Q3 2024/25 data available in January 2025
The % of the Talkabout panel reporting a 'good' experience when they last contacted the council about a service	34.86% (Q3 2023/24)	29.07% (Q1 2024/25)	➡	Quarterly	Not available	Q3 2024/25 data available in January 2025
The % of the Talkabout panel reporting a 'satisfactory' experience when they last contacted the council about a service	34.51% (Q3 2023/24)	37.02% (Q1 2024/25)	➡	Quarterly	Not available	Q3 2024/25 data available in January 2025
The % of the Talkabout panel reporting a 'poor' experience when they last contacted the council about a service	19.72% (Q3 2023/24)	22.84% (Q1 2024/25)	➡	Quarterly	Not available	Q3 2024/25 data available in January 2025
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	11.11 (August 2023)	11.64 (August 2024)	➡	Monthly	CIPD (Public Sector) 2022/23 10.6	Q2 2024/25 data available in November 2024
York Customer Centre average speed of answer	00:00:42 (Phone) (Q1 2024/25)	00:01:05 (Phone) (Q2 2024/25)	➡	Monthly	Not available	Q3 2024/25 data available in January 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

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# Council Plan Progress Report: September 2024

An annual snapshot of activity to deliver the Council Plan



# Vision

Over the next four years, the council will establish the conditions that would make the city of York **a healthier, fairer, more affordable, more sustainable and more accessible place, where everyone feels valued**, creating more regional opportunities to help today's residents and benefit future generations.

If you would like this document in an alternative format, please call (01904) 551550 or email [ycc@york.gov.uk](mailto:ycc@york.gov.uk).



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# Executive Summary

This Council Plan Progress Report provides an update of activity to deliver the Council Plan actions over the last year, helping residents hold the council to account for delivery and to share successes and achievements for the city.

The Council Plan 2023-2027, One City for All, sets the vision for the council and the Four Core Commitments that underpin decision making and service design.

The Four Core Commitments are the outcomes that support delivery of our vision and guide our decision making and service planning. They are:

## Equalities and Human Rights - Equality of opportunity



We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities.

## Affordability - Tackling the cost-of-living crisis



We will find new ways so everyone who lives here benefits from the success of the city, targeting our support at those who need it most, supporting communities to build on their own strengths and those of the people around them.

## Climate - Environment and the climate emergency



We know the race to net zero is more urgent than ever and we will understand the impact our actions have on the environment. We will prepare for the future, adapting our city to extreme climate events and enhancing our environment for future generations to enjoy.

## Health - Health and wellbeing



We will improve health and wellbeing and reduce health inequalities, taking a Health in All Policies approach, with good education, jobs, travel, housing, better access to health and social care services and environmental sustainability. We will achieve better outcomes by targeting areas of deprivation, aiming to level opportunity across the city.

The Council Plan has seven priorities, with the Four Core Commitment outcomes running through each.

- A.** Health and wellbeing: A health generating city, for children and adults
- B.** Education and skills: High quality skills and learning for all
- C.** Economy and good employment: A fair, thriving, green economy for all
- D.** Transport: Sustainable accessible transport for all
- E.** Housing: Increasing the supply of affordable housing
- F.** Sustainability: Cutting carbon, enhancing the environment for our future
- G.** How the Council operates

To deliver our ambitious vision we identified over 100 different actions responding to the seven priorities.

We know we cannot deliver all of these without working together to harness the city's income generating and investment potential, rather than relying on the council resources alone. By working hand in hand with partners, investors, businesses, communities, residents and the voluntary sector, we can make the biggest difference, focusing on our critical priorities.

## York 2032 Strategy and policy framework

### Our vision

York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success.

**A city where history meets the future.**

### Our priorities

#### Health and Wellbeing

All York residents (young, old and future residents) will enjoy happier, healthier, longer lives, in homes that meet their needs, able to actively participate in their communities, with access to the right support at the right time.

#### Education and Skills

All ages will have access to learning throughout their lives to equip them with the skills to succeed commercially, socially, locally and nationally.

#### Economic Growth

York's economy will be vibrant and inclusive, with businesses supported to grow and prosper and talent nurtured, retained and supported. Our economy will be developed to be well balanced with a mix of different sectors providing opportunities for young and old.

#### Transport

York's transport networks will be inclusive and sustainable, connecting neighbourhoods and communities.

#### Sustainability

York will be carbon neutral and contribute to the regional ambition to be carbon negative, with iconic green spaces to enjoy today and the environment protected for future generations to enjoy.

**Setting the vision:** City strategic ambitions are co-developed in partnership. The strategic ambitions are set for 10 years with 5 year review points, delivered with partners on behalf of the city. By their nature, they are aspirational, inspirational and encourage experimentation.

### Our goals

## Movement and Place Plan 2023-2040

### Health and Wellbeing Strategy 2022 - 2032

The POLICY FRAMEWORK Policies set the context. Policies typically include SMART objectives and / or targets. The Council's Executive approve council policy and related budget, with city partner's own governance arrangements responding to their own strategies and policies. Council Policies are called Plans, for example the Local Plan, the Local Transport Plan, the Council Plan, etc.

### Economic Growth Strategy 2022 - 2032

The POLICY FRAMEWORK Policies set the context. Policies typically include SMART objectives and / or targets. The Council's Executive approve council policy and related budget, with city partner's own governance arrangements responding to their own strategies and policies. Council Policies are called Plans, for example the Local Plan, the Local Transport Plan, the Council Plan, etc.

### Climate Change Strategy 2022 - 2032

**Establishing objectives:** In 5-10 year cycles with a review point in each Administration

**ACTION PLANS:** Action plans set out the city partner's actions to deliver the vision and goals in the 10 year Plan and related 10 year strategies. City Partners own actions plans will respond (in part) to the priorities.

**Delivering action:** Action plans are informed by citizens engagement and are reviewed regularly.



## Monitoring the council plan

### Council Plan Progress Report

This is the 1st Council Plan Progress Report since Council approved the new Council Plan in September 2023.

It provides an update of actions set against the seven priorities delivered over the period September 2023 – September 2024.

Subsequent Council Plan Progress Reports will provide an annual update of activity against each of these seven priorities, providing a narrative of the journey which the Council is taking to achieve its ambitions for the city.

This Council Plan Progress Report complements the quarterly Finance and Performance Monitor which sets out progress against key performance metrics.

The data shown in the following report is the most recent data available. Not all Council Plan performance metrics are shown within this report, but these are available within the Performance monitor and available at [YorkOpenData](#).

### CP Snapshot

Every six months, the council will also share a snapshot of progress against its priority actions, set against the four core commitments. This is to demonstrate the steps the council is taking to lead to a fairer, more affordable, more sustainable and healthier city.

[Snapshot of progress on the Council Plan – City of York Council](#)

## A health generating city, for children and adults

### What we've done ...

#### Partnership working

City of York Council meets regularly with partners across health and care services to coordinate activity to support people to live healthier, independent lives. A key part of this is the York Health and Care Partnership, chaired by the Council's Chief Operating Officer and consisting of key health and wellbeing partners across the city. The partnership meets monthly and takes a systems approach to health and wellbeing in the city.

In the last year, the Council has worked constructively with partners to make strides in ensuring York continues to be a safe, welcoming place to live. This includes the launch of a Domestic Abuse Strategy, revised governance arrangements for and the re-initiation of the Human Rights and Equalities Board, an action plan developed in response to the Anti-racism and Inclusion Strategy and an action plan to support the Gypsy and Traveller Community. There has also been significant work to align the work of partners to keep residents safe, including the development of a Community Safety Strategy developed with the Safer York Partnership.

The specialist mental health housing strategy including homelessness pathways and an extension to the SASH contract was approved in November 2023, while new funding of £234.9k was awarded from the Government's Rough Sleeper Initiative to support people sleeping rough off the street.

#### Health and wellbeing at all ages

The All-Age Commissioning Strategy was approved in September 2023. This takes a Community Development Model of health promotion to support those in need to access services close to them and supporting independence and a strength-based approach of people.

The Children and Young People's Plan has been approved, setting out our assurance and ambition plans and a city-wide strategic framework for all our partners, reflecting the key things that matter most to children, young people, parents and partners.

Family Hubs and Raise York have been successful in providing high quality, whole-family, joined up family support services with over 5,000 unique users at the Family Hub centres (Hob Moor, Avenues, Clifton) and over 8,000 visits to the Raise York website. Services utilised include midwifery, healthy child service and story time.

We worked with care experienced young people to develop an updated Corporate Parenting Strategy, outlining our ambitions and long-term aspirations for care experienced young people as they become adults.

Following an inspection in August 2023, Ofsted found that “Care leavers are very well supported by staff, with whom they have stable and trusted relationships. They are supported effectively into adulthood by workers who are emotionally invested in them.

### Health in All Policies

As a core commitment, health and wellbeing is seen throughout Council activity, whether that is the development of a Movement and Place Framework to potentially reconfigure how the road network can focus on people with more sustainable and active travel routes to move around the city, the new Air Quality Action Plan 4 to build on air quality improvements in the city, through to free school meals pilots in Westfield and Burton Green Primary Schools, a £100k fund which supports the delivery of projects which support those communities in York which are most in need, and continued work with the Poverty Truth Commission.

Work continues to support people to improve their health and wellbeing. This includes funding to tackle substance misuse, support and grow the drug and alcohol recovery system, grant funding to support smoking cessation in addition to continued application of schemes that address some of the wider determinants of health such as the York Financial Assistance Scheme, Household Support Fund, and Early Support Fund that provide support to some of our most vulnerable residents. The Warms Places Grant was also launched to provide warm places for people struggling to cover energy costs over winter.



UK Shared Prosperity Funding has also been utilised to support York Community Energy to provide outreach to households across the city. This includes support with installing energy-saving measures and helping York residents to apply for retrofit grants. Together with the retrofit one stop shop being developed following award of £3.3m from Innovate UK to the Council and partners, this will support people to live in more sustainable, warmer homes.

**What we plan to do over the next three months**

- Develop a York Youth Justice Service Plan
- Produce a Community Dementia Model
- Consider the establishment of a Joint Committee between City of York Council and the Humber and North Yorkshire Integrated Care Board
- Finalise a Homelessness and Rough Sleeper Strategy 2024-29

## Areas of Positive Performance

### Council delivery



### Number of children subject to a Child Protection Plan



### City outcomes



### Absolute gap in % of children who reach expected level of development 2-2.5 years of age between highest and lowest York ward (4 yr aggregated)



# High quality skills and learning for all

## What we've done ...

City of York Council has taken action to provide opportunities from early years to adult education.

### Supporting children and young people

In May 2024, an Executive Decision saw approval for the tender and capital funding to provide for the creation of early years and childcare places at Lowfield Green.

The Children and Young People's Plan is now live and sets out ambitious plans and a strategic framework for partners to address the things that matter most to children, young people, and parents.

The Early Talk for children's speech and language programme won a national Learning Award at the Children and Young People Now Awards.

The Free School Meals pilot at Westfield and Burton Green Primary Schools continue to provide access to nutritious meals that support children's development, encourage attendance and support family household budgets.



The Council has also been successful in securing £10k from the Department for Education to support the commissioning of specialist after school provision for children with complex needs. York is the only local authority to successfully secure this funding via a strategic support partner and is the first in the country to test the market for specialist provision.

In September 2024, Executive approved the creation of a new SEND Hub in Clifton to bring practitioners together across different disciplines and agencies within a single physical environment. This will enhance the service offer, improve partnership practice, and ensure greater accessibility for families to specialist early advice.

### Skills for Life

Work has continued to support multiple routes into employment for all residents. This includes the SEND Supported Internship Hub launched in September 2023, promotion of health and care careers via the York Health and Care Partnership and the launch of the Construction York Skills Initiative which aims to equip York residents, particularly those from disadvantaged, underrepresented and underemployed groups, with relevant skills, qualifications and experience to progress in green construction skills.

York Learning's published accountability statement details a closer working alignment between the Council Plan and the opportunities available through the funding of adult learning. The statement details how provision will increase opportunity for adults to be able to navigate cost of living issues whilst also developing a range of essential and transferable skills, how it will develop opportunities for families to work, learn and play together, and how it will support greater community cohesion and civic pride.

The Reducing Inequalities, Supporting Employment (RISE) programme is a groundbreaking support programme that offers one-to-one advice and employability support, empowering those involved to overcome both personal and professional challenges.

City of York Council has worked with partners, including the York and North Yorkshire Combined Authority on the development of adult skills provision offering support and guidance to plans ahead of devolution of the Adult Education Budget. The Council have also been integral to the work that has seen the approval of an Adult Strategic Skills Plan for the region.

### What we plan to do over the next three months

- Consider a York Learning Strategic Plan 2024-25
- Develop a York Youth Strategy

## A fair, thriving, green economy for all

### What we've done ...

#### Developing the city

York remains a fantastic place to live, work and visit. Aligned to this is the Our City Centre regeneration work which has developed, and is consulting, on a new masterplan for the Castle and Eye of York area to make the area more accessible, family friendly and more vibrant. York Central is one of the biggest brownfield development opportunities in Europe with strategic developers McLaren Property and Arlington Real Estate now in place. Highway infrastructure for the site is well progressed with planning approval for a government hub to bring 2,600 civil services jobs to the city and the revitalisation of National Railway Museum's Central Hall.

Following consultation with residents and businesses, improvements to Acomb Front Street, funded through the UK Shared Prosperity Fund, have been approved with work beginning in October 2024. The improvements will see an increased ability to hold events and community activities, wider and more accessible public crossings, removal of two-thirds of the bollards, four accessible Blue Badge car parking locations, and more seating, bins, a community notice board and planting.

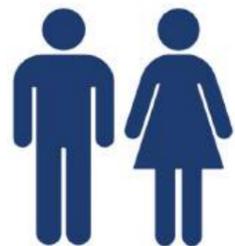
## Areas of Positive Performance

**Council delivery**  
Free School Meal eligible children who took a Free School Meal on Census Day



### City outcomes

% of working age population qualified - to at least L2 and above



% of working age population qualified - to at least L4 and above





### Working at a regional level

The establishment of the York and North Yorkshire Combined Authority, and the election of its first Mayor in May 2024, creates significant opportunities to secure funding for York. This has led to the development of a York pipeline of projects, aligned to the Council Plan and the Combined Authority's Regional Economic Framework, which was approved in July 2024. At time of writing, over £18m has been secured for all projects within York including for Council projects such as work on the city centre, skills, cultural passports, transport, brownfield housing and net zero projects with further investment in the pipeline.

### Good business

The Council continues to promote the Good Business Charter and Living Wage Foundation. We celebrated Living Wage Week and have uploaded Good Business Charter case studies onto the Council's website. We also continue to support businesses to start up and flourish through the UK Shared Prosperity Fund. Over 1,000 York businesses have had support through the funding, which has led to business growth, securing jobs and investment in the city and removing over 200 Tonnes of CO2 from the city's carbon footprint.

### Skills for the future

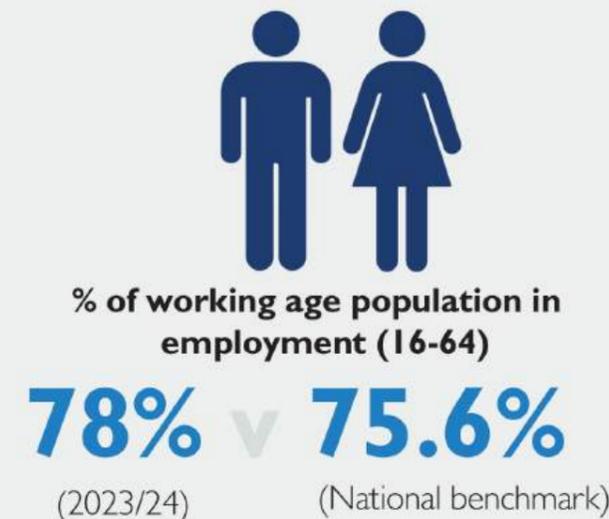
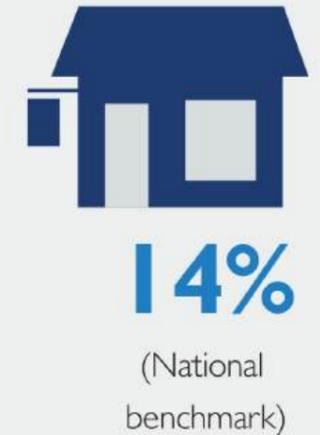
Recognising the need for skills development, particularly linked to the green construction sector, such as retrofitting, the Council has launched the Construction York Skills Initiative. This aims to equip York residents, particularly those from disadvantaged, underrepresented and underemployed groups, with relevant skills, qualifications and experience to progress in construction. Our Retrofit training project, in partnership with North Yorkshire, is upskilling Council, social landlord and supply chain employees to undertake the retrofitting of social housing.

### What we plan to do over the next three months

- Review feedback from engagement on Castle and Eye of York consultation
- Work with the York and North Yorkshire Combined Authority to secure additional funding for York priorities

## Areas of Positive Performance

### City outcomes



# Sustainable accessible transport for all

## What we've done ...

### A new plan for transport in York

Following Our Big Transport Conversation, the Local Transport Strategy was approved by Executive in July 2024. This included provision for a Movement and Place Plan which will reconsider how people navigate the city with a focus on reallocating road space to create a real sense of place with safe and connected networks for walking, wheeling, wheelchair users, cycling, public transport, cars and freight.

Planning Permission for the Dualling of the York Outer Ring Road was obtained on 19 March 2024.

The York Station Gateway project including the demolition of the Queen Street Bridge is well advanced and will improve transport interchange to and from York Station making it more foot friendly and with Urban Realm fit for the 21st century.



### A more accessible city centre

A report by independent access consultants MIMA and the Centre for Applied Human Rights at the University of York has made clear recommendations on how to shape a more accessible city centre.

Following consultation with disabled residents, the Blue Badge city centre restrictions were lifted on 4 January 2024 at Goodramgate and at Blake Street on 8 March 2024. Meanwhile, the draft implementation plan for the Local Transport Strategy includes actions to review and expand Blue Badge car parking in the city centre and ways to enable access for disabled cyclists to the city centre, plus installation of accessible cycle parking.

### Sustainable transport

To support ambitions to help more people travel on sustainable public transport, 24 single deck and 29 double deck electric buses (owned and operated by First Bus) were purchased with the support of a £10.2M grant from CYC via the Department for Transport's Zero Emission Bus Regional Areas Scheme. This also included support to install charging infrastructure and upgrade the power connection to the First Bus James Street depot, which is now fully electric. The buses were delivered from August 2023 with all vehicles in service following the completion of the power upgrade in April 2024.

Fare initiatives have provided over 250,000 reduced price tickets for young people (16 and under). Ticket prices are capped at £1 for a single fare; or free for children travelling with an adult. To further improve the customer experience, 175 new or replacement real time information screens, which include audio announcement facilities, have been or are being installed across the city. Refurbishment work of 50 bus shelters is also taking place.

York's Air Quality Action Plan 4 was approved by Executive in July 2024 with the ambition of building on work that has seen air quality improvements across the city centre Air Quality Management Area and wider city compared to 2022.

A public charging strategy was approved by Executive in July 2023, setting out plans to grow and maintain electric vehicle charging infrastructure in the city.

### What we plan to do over the next three months

- Further develop the Local Transport Strategy Implementation Plan
- Further develop the Movement and Place Plan
- Further develop the Local Cycling and Walking Infrastructure Plan

## Areas of positive performance

### Council delivery

The number of City of York Council electric vehicle recharging points in York



Area Wide Traffic Levels (07:00 - 19:00) (Excluding A64) from 2009/10 baseline

2.02m

(2023/24)



2.08m

(2022/23)

Index of pedestrians walking to and from the City Centre (%) from 2009/10 baseline



125% v 124%

(2023)

(2022)



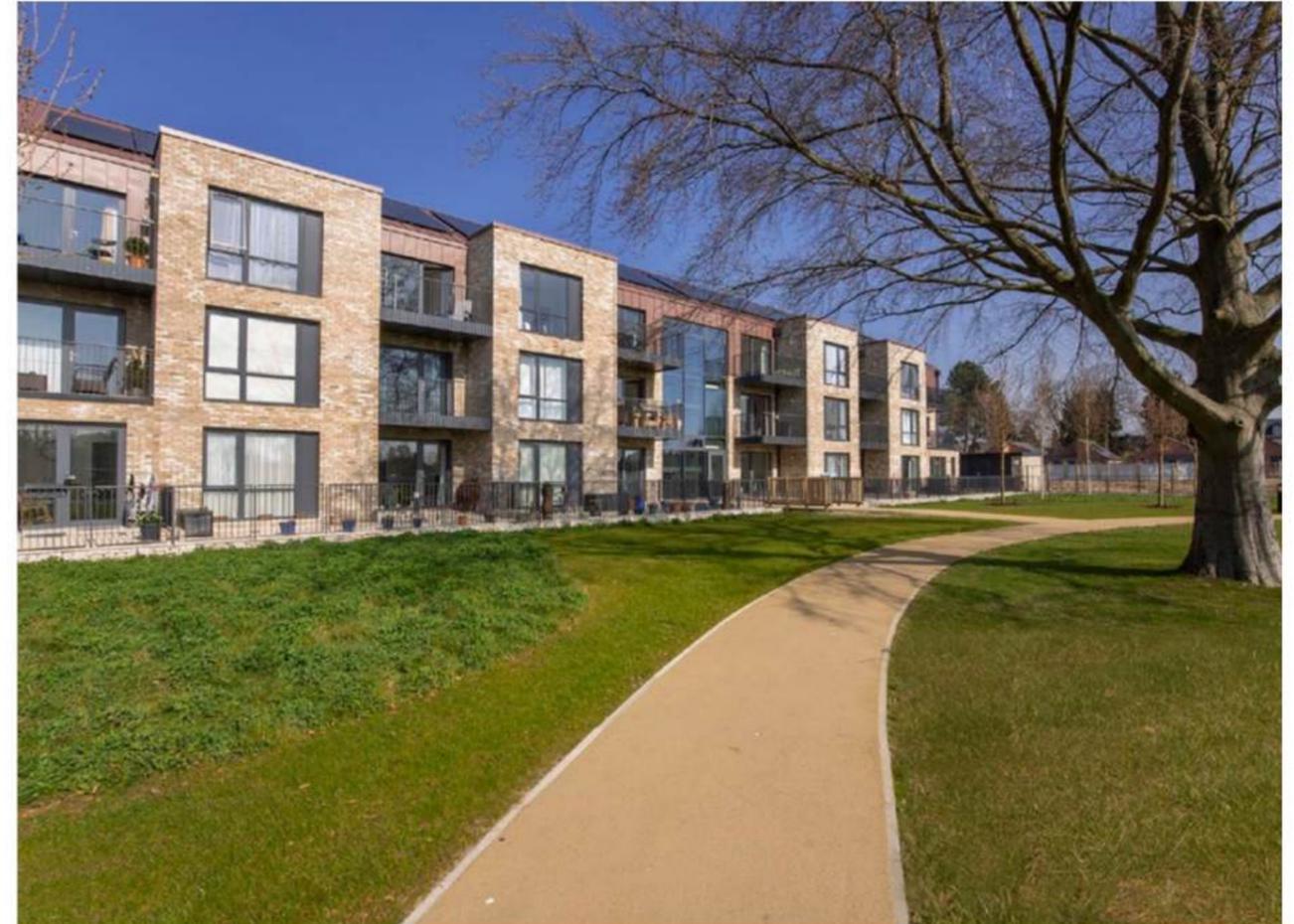
% of customers arriving at York Station by sustainable modes of transport

78% v 60%

(2023)

(2022)

## Increase the supply of good quality affordable housing



### What we've done ...

#### Affordable housing

The Housing Delivery Programme continues to make progress. In November 2023, Executive approved proposals to deliver 100% affordable housing at Ordnance Lane. Building on the resident consultation, a resubmitted planning application was approved in August 2024 with site preparation now underway with construction due to start in 2025. This revised site plan includes an increase in affordable homes from 85 to 101. Willow House is also progressing with submission of planning applications anticipated in Spring 2025.

Construction continues to progress on two Passivhaus sites, Duncombe Barracks and Burnholme. Duncombe will deliver 34 new homes and Burnholme 78 new homes. Both sites are 60% affordable housing.

The Council has agreed to sell Lowfield Green Plot B for 100% affordable housing for people aged 55 and over. In addition, we have agreed to sell a parcel of land next to the new Clifton Library site for 100% affordable housing.

City of York Council is working constructively with the York and North Yorkshire Combined Authority to secure funding via the Brownfield Housing Fund and has recently secured funding for the Lowfield Phase 2 and Ordnance Lane projects with funding of over £3 million.

### Sustainable housing

Work has also progressed to improve current social housing via the Social Housing Decarbonisation Fund Wave 2 (with funding secured from the UK Government) with 95 properties planned to have energy efficiency retrofit insulation works completed in 2024/25. A further 40 are due energy efficient improvements in the Bell Farm project which is monitored separately.

Innovate UK awarded the Council and partners £3.3m to develop a retrofit one-stop-shop. The proposal includes two demonstrator homes, based in council houses and working with suppliers to make it easier for householders to know how and what to commission to retrofit their homes.

Grant funding, via the Combined Authority's Net Zero Fund, for Alex Lyon House and Honeysuckle House have led to upgrading heating and installing renewable generation and energy storage systems to 61 supported housing apartments.



### Housing those in need

In November 2023, an additional £1.3m of grant funding was secured through the Local Authority Housing Fund to support the purchase of an additional 10 homes, 7 homes for Afghan resettlement households and a further 3 homes to contribute towards meeting wider temporary accommodation needs in the city. To date, all homes are either under offer and progressing through the conveyancing process or purchased and in occupation.

Finally, Homeshare York continues to provide an ongoing opportunity for younger and older residents with a partnership established with Age UK York to provide a stronger connection to potential householders.

### What we plan to do over the next three months

- Soft launch of the digital platform for the Retrofit One Stop Shop

## Areas of positive performance

### Council delivery

#### Number of City of York Council Housing Voids

**77** v **102**  
(August 2024) (2022/23)

#### % of Repairs completed on first visit

**87.7%** v **79.7%**  
(August 2024) (2022/23)



### City outcomes



#### Net additional homes provided

**528** v **459**  
(2023/24) (2022/23)



#### Number of new affordable homes delivered in York

**122** v **109**  
(2023/24) (2022/23)

# Cutting Carbon, Enhancing the environment for future generations

## What we've done ...

### Progress to net zero

City of York Council continue working with partners across the city to meet net zero by 2030.

The York Climate Commission was refreshed in January, with representatives from 80 organisations considering how best to deliver net zero carbon and become a climate resilient city. Subsequently, the Commission has organised into seven working groups, covering topics from buildings and retrofit to the future economy.

Meanwhile, an Energy Hackathon was hosted with public sector, energy suppliers, researchers, technology innovators and community groups to discuss the outcome of York's Local Area Energy Plan and identify opportunities for accelerating the low carbon transition at lowest cost.

Approval was given by the Department of Energy, Skills and Net Zero of the business case to deliver the regional Net Zero Accelerator (City Leap) project with North Yorkshire Council and the Combined Authority, with an award of £2m to explore delivery models to achieve the outcomes of the York Local Area Energy Plan at scale and pace.



Nearly £3m in funding has been secured from the York and North Yorkshire Combined Authority's Net Zero Fund for York projects. These include streetlighting and commercial building LED conversion and the initiation of a feasibility study for solar / green energy park at Harewood Whin.

Internally, the Council has installed new LED lighting at Hazel Court and West Offices and expanded the number of Council buildings to receive a heat decarbonisation plan.

### Our natural environment

Turning to the natural environment, York Community Woodland has opened to the public, with 210,000 trees and over 5km of new tracks and trails. Two micro-woodland sites have been identified in Holgate and Rawcliffe, with approval to commence planting this winter. Over the last 12 months, 2,550 new trees at 13 sites across the city as part of the Green Streets Programme have been planted, including at school playing fields and public open spaces.

In November 2023, approval was given for including climate resilience in the Council's Climate Change Strategy Action Plan, including using financial contributions received through planning for preparations for York to be climate ready by 2030.

The Millennium Bridge flood resilience scheme raised part of the path by 60cm to level it out and installed piping under the path to allow flood water to drain under the route. This will enable Millennium Bridge to continue to be used by residents when the River Ouse is in flood. The Ousewem project is an integrated, catchment-scale, long-term approach to safeguarding communities working in close collaboration with North Yorkshire Council that includes exploring the potential of natural-based solutions, natural flood management and land management changes spanning the rivers Swale, Ure, Nidd and Ouse catchment areas.

The Local Investment in Natural Capital programme, a £2m regional programme funded by the Department for Environment, Food and Rural Affairs, is delivering a pilot in York to test the feasibility of establishing an urban Green Asset Bank to increase investment in our natural assets whilst the Council continues to work with appropriate bodies on drainage and wastewater issues.

### What we plan to do over the next three months

- The York Climate Action Plan Refresh has been completed. The new updated action plan will be presented to the Executive Member in November.
- Progress the Harewood Whin project.
- Continued stakeholder engagement for the Year 2 Green Streets tree planting.



# Areas of positive performance

## Council delivery

Number of trees planted by City of York Council

**1,240** v **1,099**  
(2023/24) (2022/23)



## City Outcomes



% of Talkabout panel who give unpaid help to any group, club or organisation

**64.4%** v **61%**  
(Q1 2023/24) (2022/23)



Household waste sent for reuse, recycling or composting (%)

**45%** v **42%**  
(Q1 2024/25) (2021/22 national benchmark)



Average of maximum annual mean nitrogen dioxide concentrations recorded across three areas of technical breach (at points of relevant public exposure)

**38.8** v **44.1**  
(2023/24) (2022/23)

# How the council operates

## What we've done...

### Open and honest

The Council has been open about the significant financial challenges it faces, driven by less income, rising costs, and an aging population. We need to save £30 million over the next three years. Through "Our Big Budget Conversation" we continue to engage with residents, communities, businesses, and partners on their priorities – whether it is about making savings and raising more income.

We responded to the LGA Peer Review in February 2024 through the development of Corporate Improvement Framework. This is the foundation of continuous improvement that will ensure a more effective and efficient organisation.

### Building relationships

The Council has constructive relationships with partners at a local, regional and national level. A regular calendar of partnership meetings takes place with the Council either as the lead organisation or as a key member. These support the wider ambitions of the city in addition to delivering the Council Plan.





A key relationship is with the York and North Yorkshire Combined Authority. This relationship will enhance York's role at a national level and has already seen funding amounting to over £18m for all projects within York at time of writing.

The York Community Fund was launched in July 2024. This is a partnership between Two Ridings Community Foundation, the Joseph Rowntree Foundation, City of York Council, York CVS and York Together collaborating to enable York people and communities to survive and thrive.

### Supporting our staff

Our excellent staff are critical, without them we cannot achieve our ambitions for the city. The workforce strategy has been updated which is accompanied by a revised action plan. The strategy and action plan cover key strategic themes including Leadership and Management, Resilience and Wellbeing, Resourcing for a strong Foundation and Equality, Diversity and Inclusion. Actions covering staff wellbeing, training and development and recruitment and retention activity ensure that we both develop and maintain a healthy workforce but continue to be an employer of choice. The Workforce Strategy and action plan has been communicated to the wider workforce and progress is monitored by the Corporate Management team on a quarterly basis.

We have been a Dementia Friendly Employer since 2017. Refreshed communications and training information has been communicated to the workforce and an informal target of 300 employees to be signed up as Dementia Friends by March 2025 has been set.

## Areas of positive performance

### Council delivery



**% of 4Cs  
Complaints  
responded to  
'In Time'**  
**86%**  
(2023/24)

**FOI & EIR - % Requests  
responded to In Time**

**89%** v **86%**  
(2023/24) (2023/24)

### What we plan to do over the next three months

- Recruit a Head of Equity, Diversity and Inclusion



For more information about how the council is performing against its key actions and statutory services, please see the performance and finance monitor which is reported quarterly to Executive.

Performance and Annual Report – City of York Council

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



It is available in the following languages:

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

Publication date: April 2024

For further information: West Offices, Station Rise, York YO1 6GA

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<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 November 2024
<b>Report of:</b>	Debbie Mitchell Director of Finance
<b>Portfolio of:</b>	Cllr Katie Lomas - Executive Member for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion

## **Decision Report:** Treasury Management Mid-Year Review and Prudential Indicators 2024/25.

### **Subject of Report**

1. The purpose of this report is to provide a regular update to the Executive Member for Finance on Treasury Management activity for the first half of the 2024/25 financial year and to provide the latest update of the Prudential Indicators which are included at Annex A to this report.

### **Benefits and Challenges**

2. Treasury Management is the effective management of the Council's cash flow. Doing this effectively protects the Council from risks and ensures the ability to meet spending commitments as they fall due.

### **Policy Basis for Decision**

3. The CIPFA (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management 2021 requires that full Council be updated with, review and approve, as a minimum three reports annually. These reports are the Treasury Management Strategy Statement setting out policy for the forthcoming year, a mid-year review report, and an annual report detailing the treasury activities and performance for the previous year. Quarterly reports are also required to provide an update on treasury management activities and can be assigned to a designated committee or member as deemed appropriate.

4. This report is the Treasury Management mid-year report covering the period 1<sup>st</sup> April 2024 to 30<sup>th</sup> September 2024 and detailing the activities and performance so far, and the monitoring and update of the Prudential Indicators. This report ensures this Council is implementing best practice in accordance with the Code.

## **Financial Strategy Implications**

5. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.

## **Recommendation and Reasons**

6. Executive is asked to note:
  - The 2024/25 Treasury Management activity to date up to the period ending 30<sup>th</sup> September 2024.
  - The Prudential Indicators outlined in Annex A (updated where applicable) and note the compliance with all indicators.

Reason: To ensure the continued effective operation and performance of the Council's Treasury Management function and ensure that all Council treasury activity is prudent, affordable and sustainable and complies with policies set.

7. It is a statutory duty for the Council to determine and keep under review the affordable borrowing limits. During the first half of the 2024/25 financial year, the Council has operated within the Treasury and Prudential Indicators set out in the Council's Treasury Management Strategy Statement for 2024/25.
8. There are no policy changes to the Treasury Management Strategy Statement 2024/25 for members to agree and approve; the details in this report update the Treasury Management position and Prudential Indicators in the light of the updated economic position and budgetary changes already approved.

## Background

9. This mid-year Treasury Management report has been prepared in compliance with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management, and covers the following:
- A brief economic update for the first half of the 2024/25 financial year.
  - A review of the Treasury Management Strategy Statement and Annual Investment Strategy.
  - A review of the treasury position at 30<sup>th</sup> September 2024.
  - A review of the Council's investment portfolio.
  - A review of the Council's borrowing strategy.
  - A review of compliance with the Treasury and Prudential Limits.
  - An update to the prudential indicators (set out at Annex A).

## Economic Update

10. The first half of the 2024/25 financial year saw:
- The Bank of England announce a base rate cut of 0.25% from 5.25% to 5% on 1<sup>st</sup> August 2024. The Bank of England's Monetary Policy Committee (MPC) voted by a majority of 5–4 in favour of the cut.
  - Consumer Prices Index (CPI) inflation at 2.2% in July and August after hitting the 2% target in June. Inflation is expected to increase to around 2.5% towards the end of 2024, but this is seen as a temporary pick up as declines in energy prices from last year fall out of the annual comparison.
  - Services CPI remaining elevated at 5.6% in August above its long-run average of 3.5%. Core CPI Inflation was 3.6% in August.
  - A further easing of wage growth as the headline 3myy rate fell from 4.6% in June to 4% in July.
  - Gross Domestic Product (GDP) growth stagnating in June and July, pointing to a mild slowdown in GDP growth.
  - 10 year gilt yields falling to 4% in September.
11. In its latest monetary policy meeting ending on 18<sup>th</sup> September 2024, the Bank of England's MPC voted by a majority of 8–1 to maintain the base rate at 5.00% continuing their gradual approach to removing policy restraint. It has been reiterated by the MPC that Monetary policy will need to continue to remain restrictive for sufficiently long until the risks to inflation returning sustainably to the 2% target in the medium term have dissipated further so that inflation does not become embedded above the 2% target. The Committee advised it continues to monitor closely the risks of inflation persistence and will decide the appropriate degree of monetary policy restrictiveness at each forthcoming meeting. In line with this message, Markets are predicting the next base rate cut to come at the November meeting.

## Interest Rate Forecast

12. Current interest rates and the future direction of both long term and short term interest rates have a major influence on the overall Treasury Management strategy and affects both investment and borrowing decisions.
13. Table 1 is Link Groups Interest Rate forecast at 1<sup>st</sup> August 2024 for both the bank base rate and long-term Public Works Loans Board (PWLB) Certainty borrowing rates (gilt yields plus 80 bps).

	Bank rate %	PWLB borrowing rates % (including certainty rate adjustment)			
		5 year	10 year	25 year	50 year
Dec 2024	4.50	4.50	4.60	5.00	4.80
Mar 2025	4.00	4.30	4.40	4.80	4.60
Jun 2025	3.50	4.10	4.30	4.70	4.50
Sep 2025	3.25	4.00	4.10	4.50	4.30
Dec 2025	3.25	3.90	4.10	4.50	4.20
Mar 2026	3.25	3.90	4.10	4.40	4.20
Jun 2026	3.25	3.90	4.00	4.40	4.20
Sep 2026	3.00	3.90	4.00	4.40	4.20
Dec 2026	3.00	3.90	4.00	4.30	4.10
Mar 2027	3.00	3.80	3.90	4.30	4.10

**Table 1 – Link’s interest rate forecast as at 1<sup>st</sup> August 2024**

14. Market expectations are that there will be gradual cuts to the base rate in the next couple of years. With the MPC voting to hold rates at 5% in September 2024, November 2024 is seen as the next likely cut to bank rate. Prior to the November MPC meeting the Chancellors Autumn Budget is due to take place on 30<sup>th</sup> October 2024 which could have a bearing on how the UK economy, and the direction of bank rate, will proceed.

## Treasury Management Strategy Statement 2024/25

15. Full Council approved the Treasury Management Strategy Statement for 2024/25 on 22<sup>nd</sup> February 2024. Details can be viewed here <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MID=13928#A167008> and here <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=13934&Ver=4>.
16. There are no investment policy changes and the details in this report do not amend the Statement.

## Overall Treasury Position 30<sup>th</sup> September 2024

17. Table 2 shows the Councils net Treasury debt and investment position for the period ending 30<sup>th</sup> September 2024, shown with the 2023/24 financial year end position.

	30/09/24	30/09/24	31/03/2024	31/03/2024
	Principal	Average Rate	Principal	Average Rate
General Fund Borrowing	£185.79m	3.51%	£175.79m	3.42%
Housing Revenue Account (HRA) Borrowing	£149.26m	3.32%	£149.26m	3.31%
<b>Total Borrowing</b>	<b>£335.05m</b>	<b>3.43%</b>	<b>£325.05m</b>	<b>3.37%</b>
Other Long-term Liabilities	£40.66m		£41.74m	
<b>Total External Debt</b>	<b>£375.71m</b>		<b>£366.79m</b>	
Investment balance	£22.76m	5.07%	£5.04m	4.86%
<b>Debt less Investments</b>	<b>£352.95m</b>		<b>£361.75m</b>	

**Table 2 Summary of the current Treasury position 30<sup>th</sup> September 2024**

## Investment Portfolio

18. The Treasury Management Strategy Statement includes the Council's Annual Investment Strategy outlining the Council's investment priorities as follows:

- Security of capital
- Liquidity
- Yield

Environmental, Social & Governance (ESG) criteria, will be considered as a fourth criteria after the fulfilment of the three core investment priorities.

19. The Council's investment policy is governed by MHCLG guidance and sets out the approach for choosing investment counterparties based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.). The Council will also consider environmental, social and governance factors when placing investments after the core investment priorities of security, liquidity and yield have been assessed.

20. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Councils risk appetite. The Council had no liquidity difficulties during the first half of the 2024/25 financial year.

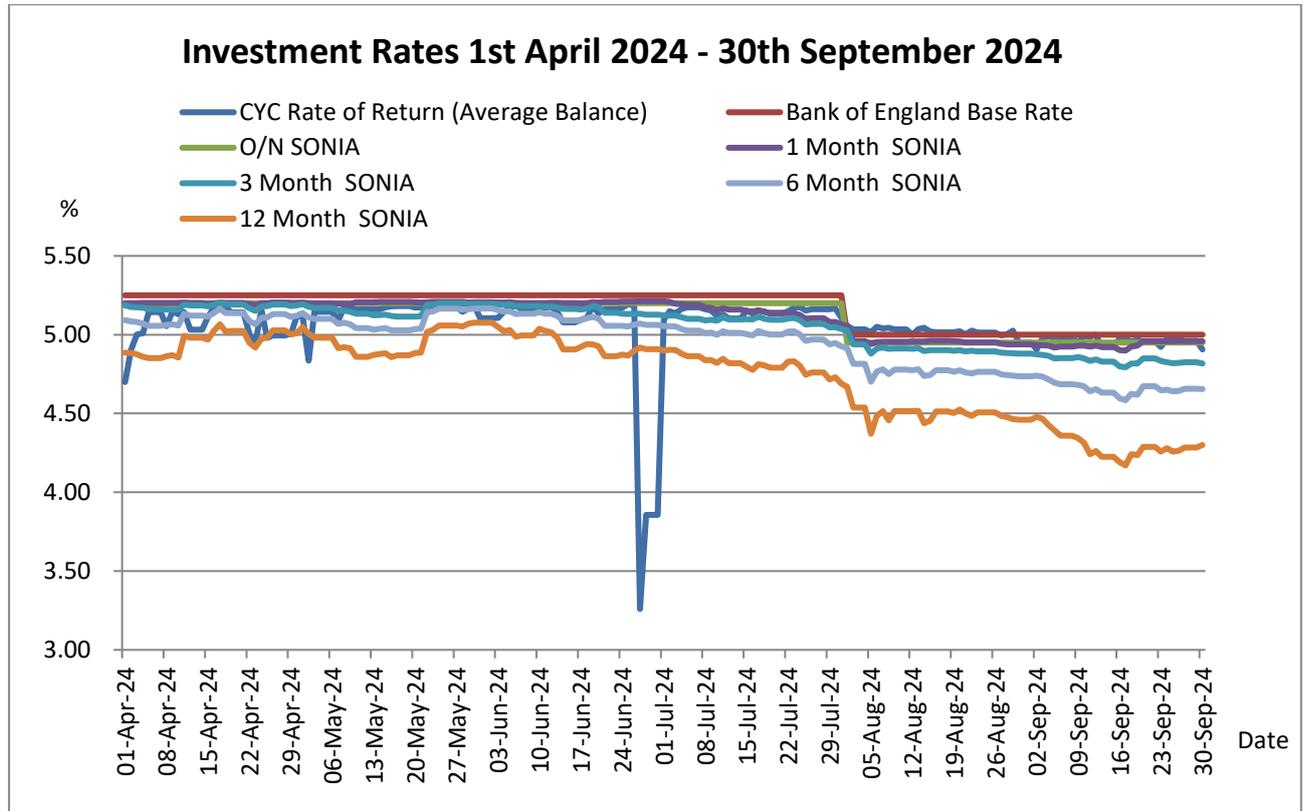
21. Investment returns the Council earns on its surplus cash is dependent on the level of cash held for investment purposes, cash backed reserves and cash flow requirements which is due to the timing of precept payments, receipt of grants, receipt of developer contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. Cash balances are therefore only available on a temporary basis depending on cash flow movement.
22. During the first half of the year up to 30<sup>th</sup> September 2024, the level of cash balances has been roughly similar when compared to the same period last year due to a similar profile of receipts and payments.
23. The average level of cash balances available for investment purposes in the first half of the year up to 30<sup>th</sup> September 2024 was £32.02m (£30.90m for period ending 30<sup>th</sup> September 2023). The average rate of return earned on cash balances in this period was 5.07% (4.66% for period ending 30<sup>th</sup> September 2023).
24. The Council uses a benchmark indicator to assess the Councils investment performance, and this is the average Sterling Overnight Index Average (SONIA). SONIA is based on actual transactions reflecting the average of the interest rates that banks pay to borrow sterling overnight.
25. The Council's average rate of return for the period 1<sup>st</sup> April 2024 to 30<sup>th</sup> September 2024 is in table 3.

	<b>2024/25 (Quarter 1-2)</b>	<b>2023/24 (Quarter 1-2)</b>	<b>2023/24 (Full year)</b>
Average CYC Rate of Return	5.07%	4.66%	4.86%
<b><u>Benchmark</u></b>			
Average Overnight SONIA	5.12%	4.73%	4.96%

**Table 3: CYCs investment rate of return performance vs. SONIA benchmark**

26. The average rate of return achieved for invested cash during the first half of 2024/25 has remained below the average overnight SONIA rate due to the Council keeping cash in highly liquid Money Market Funds which provide instant access to cash.
27. Figure 1 shows the average SONIA rates for a number of investment durations compared with the Bank of England base rate and the Council's rate of return achieved in the first half of 2024/25. It shows that the Councils average rate of return is tracking lower than, but broadly in line with, both

Bank base rate and overnight SONIA rate. This is expected as cash has been held in liquid funds.



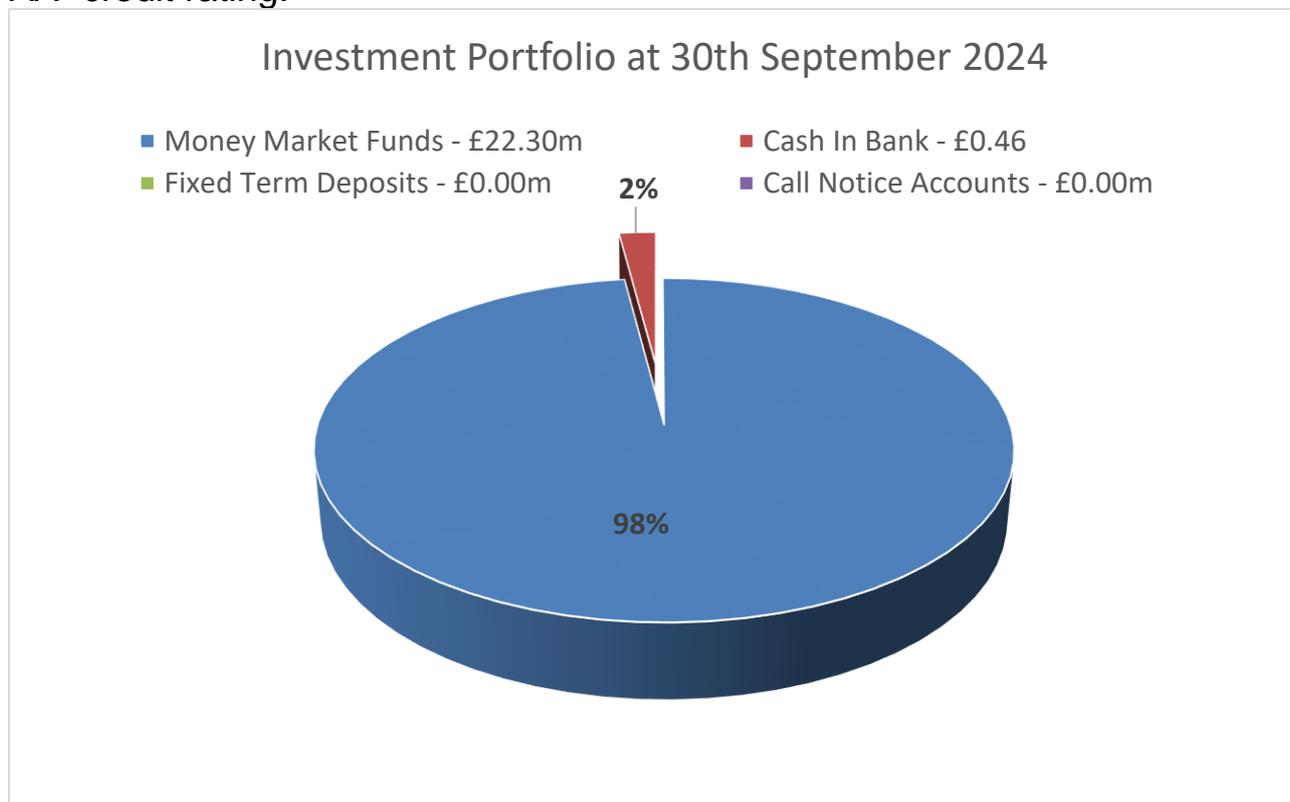
**Figure 1 CYC Rate of Return vs Bank of England base rate and SONIA up to 30<sup>th</sup> September 2024**

28. Table 4 shows the current fixed term investments at 30<sup>th</sup> September 2024.

<b>Institution Type</b>	<b>Principal Balance 30/09/24</b>	<b>Average Balance 01/04/24-30/09/24</b>	<b>Average Rate</b>
Fixed Term Deposits	£0.00m	£0.00m	0.00%
Call / Notice	£0.00m	£0.00m	0.00%
Money Market Funds	£22.30m	£31.48m	5.16%
Cash in bank	£0.46m	£0.55m	0.00%
<b>Total Investments</b>	<b>£22.76m</b>	<b>£32.03m</b>	<b>5.07%</b>

**Table 4: Investment Portfolio by type at 30<sup>th</sup> September 2024**

29. Figure 2 shows the investments portfolio held corporately by the Councils Treasury Management team split by cash in bank, deposits in short term call accounts, fixed term investments and Money Market Funds. Money Market Funds used have an AAAm credit rating and the cash in bank account has an AA- credit rating.



**Figure 2 Investment Portfolio by type at 30<sup>th</sup> September 2024**

30. The Council is using its cash balances to delay taking on long-term borrowing. The overall effect of using cash balances to support the Council's under-borrowed CFR position is that as cash balances are used there is less cash available for longer term investment and cash balances are held in more liquid funds meaning lower interest returns.
31. Opportunities that arise for notice and fixed investments which could generate higher yields are considered in terms of the Councils short to medium term cash flow requirement and it's under borrowed CFR position.

## **Borrowing Requirement and Debt**

32. The Council undertakes long-term borrowing in accordance with the investment requirements of the capital programme and all borrowing is therefore secured for the purpose of its asset base.
33. Under regulation, the Council can borrow in advance of need and Markets are therefore constantly monitored and analysed to ensure that advantage is taken of favourable rates and the increased borrowing requirement is not as dependant on interest rates in any one year.

34. The level of borrowing taken by the Council is determined by the Capital Financing Requirement (CFR) which is the Council's underlying need to borrow for capital expenditure purposes. Borrowing needs to be affordable, sustainable, and prudent.
35. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised.
36. Table 5 shows the Council's underlying need to borrow to finance capital expenditure (the CFR).

	<b>31 March 2025 Projected (30<sup>th</sup> Sep 2024)</b>	<b>31 March 2025 Budget (As at TMSS)</b>	<b>31 March 2024 Actual (As at Outturn)</b>
CFR General Fund	£342.21m	£399.76m	£313.16m
CFR HRA	£149.33m	£149.33m	£147.34m
CFR Other Long-term Liabilities	£43.29m	£43.21m	£41.74m
<b>Total CFR</b>	<b>£534.83m</b>	<b>£592.30m</b>	<b>£502.24m</b>

**Table 5 Capital Financing Requirement at 30<sup>th</sup> September 2024**

37. The borrowing strategy takes into account the borrowing requirement, the current economic and market environments, and is also influenced by the interest rate forecasts.
38. During the first half of 2024/25, the Council has maintained its under-borrowed position. This meant that the capital borrowing need, (the CFR) has not been fully funded with loan debt, and cash supporting the Council's reserves, balances and cash flow has continued to be used as an interim measure to fund the capital programme. The under-borrowed position can be seen on the Council's Liability Benchmark graph as shown by the gap between the loans outstanding and CFR.
39. While this strategy is still prudent in 2024/25 as long-term borrowing rates have remained elevated across the curve, where debt is required to finance the capital programme the Treasury team will look at temporary and short-term borrowing options if internal borrowing cannot be maintained. Where there are opportunities to draw down long term debt at more favourable rates, through either PWLB or market borrowing, these will be considered in order to try to minimise the longer-term impact of debt costs.

40. In the first half of 2024/25 the Council took new debt to replace used cash balances. Short term debt was taken from the PWLB which will require refinancing in early 2025/26 (see Table 7). This has increased the Council's refinancing interest rate risk as a greater proportion of its overall debt will mature in late 2024/25 and early 2025/26 (see figure 4) but this is still within the approved maturity limits set as part of Prudential Indicator 8. The decision to take short term debt from PWLB was felt prudent as forecasted borrowing rates showed a decrease in the second half of 2024/25. If this occurs, then borrowing rates should be cheaper when refinancing this short-term debt.

## Borrowing Portfolio

41. The Councils long-term borrowing started the year at a level of £325.05m. The current borrowing portfolio position as at 30<sup>th</sup> September 2024 is £335.05m.

Institution Type	30 <sup>th</sup> September 2024			31 <sup>st</sup> March 2024		
	No. of Loans	Principal	Average Rate	No. of Loans	Principal	Average Rate
<b><u>Public Works Loan Board</u></b> PWLB – Money borrowed from the Debt Management Office (HM Treasury)	60	£327.70m	3.44%	59	£317.70m	3.38%
<b><u>Market Loans</u></b> LOBO Loans – Lender Option Borrower Option	1	£5.00m	3.88%	1	£5.00m	3.88%
<b><u>West Yorkshire Combined Authority</u></b> WYCA – Zero interest loans the purpose of which are to help to fund York Central infrastructure projects.	4	£2.35m	0.00%	4	£2.35m	0.00%
<b>Total Borrowing (GF &amp; HRA)</b>	<b>65</b>	<b>£335.05m</b>	<b>3.43%</b>	<b>64</b>	<b>£325.05m</b>	<b>3.37%</b>

**Table 6 Current borrowing position at 30<sup>th</sup> September 2024**

42. During the first half of 2024/25 financial year one new loan was taken totalling £10.00m. This is detailed in Table 7 below. This borrowing was anticipated because of continued capital expenditure, the increasing CFR and the decrease in cash balances as a result of internal borrowing.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	30/04/2024	30/04/2025	£10.00m	5.39%	1.00
			<b>£10.00m</b>		

**Table 7 New loans up to 30<sup>th</sup> September 2024**

43. During the first half of 2024/25 no existing loans have matured. The next loan maturity is due on 13<sup>th</sup> October 2024.

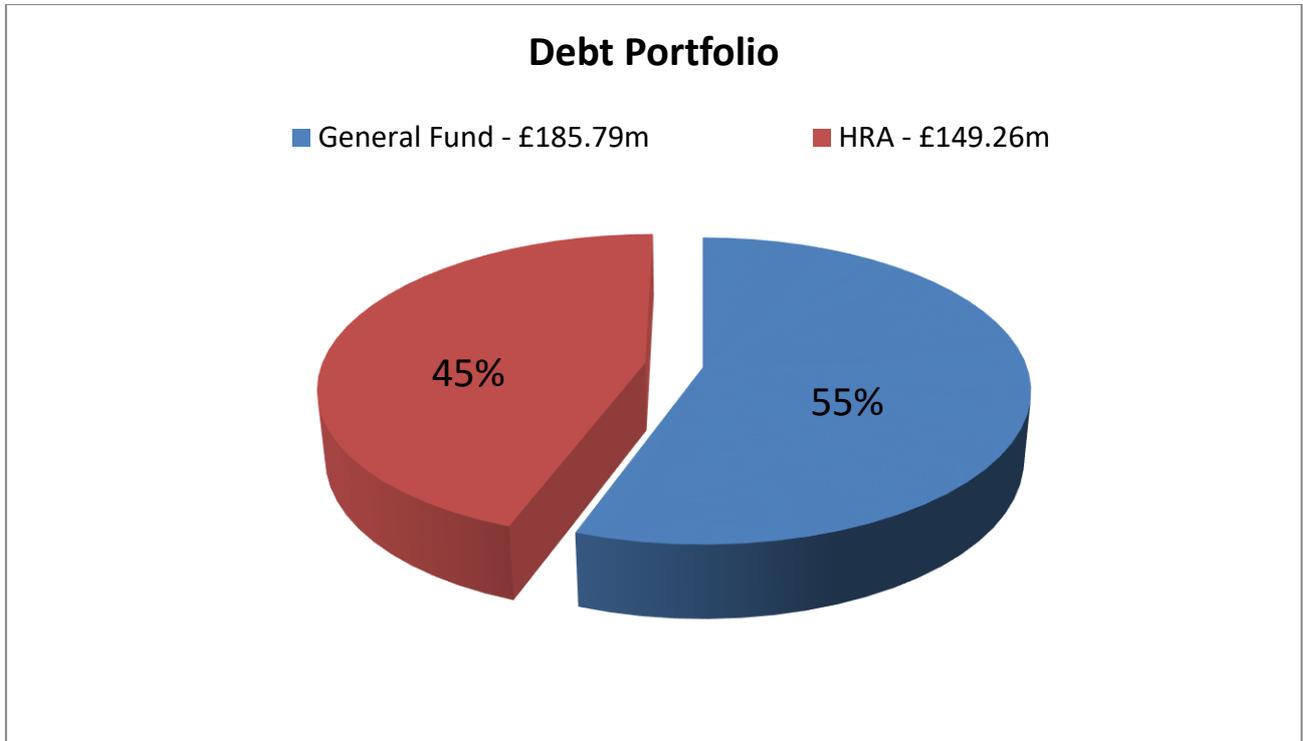
44. There are 9 scheduled repayments of long-term borrowing that will occur this financial year totalling £43.40m. These are detailed in Table 8 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	13/10/2009	13/10/2024	£3.00m	3.910%	15.00
PWLB	23/11/2000	05/11/2024	£1.00m	4.750%	23.95
PWLB	03/04/2001	05/11/2024	£1.00m	4.750%	23.59
PWLB	29/01/2024	29/01/2025	£10.00m	5.350%	1.00
PWLB	28/02/2024	28/02/2025	£10.00m	5.460%	1.00
PWLB	27/03/2024	27/03/2025	£5.20m	5.390%	1.00
PWLB	27/03/2024	27/03/2025	£4.80m	4.990%	1.00
PWLB	28/03/2012	31/03/2025	£4.00m	2.870%	13.01
PWLB	28/03/2012	31/03/2025	£4.40m	2.870%	13.01
			<b>£43.40m</b>		

**Table 8 Maturing loans in 2024/25**

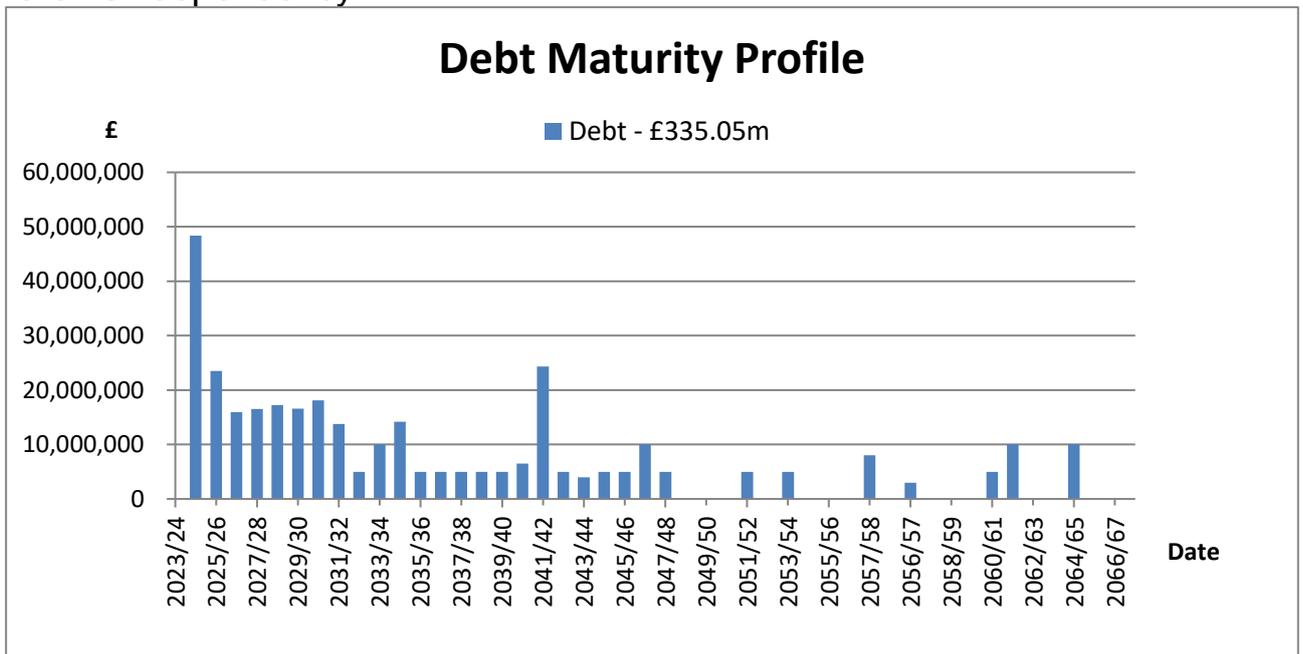
45. No loan rescheduling was done during the first half of the 2024/25 financial year.

46. The Councils £335.05m of fixed interest rate debt, is split between £149.26m for HRA (£119.65m self-financing debt) and £185.79m for General Fund as shown in Figure 3.



**Figure 3 General Fund and HRA debt at 30<sup>th</sup> September 2024**

47. Figure 4 illustrates the 2024/25 maturity profile of the Council’s debt portfolio at 30<sup>th</sup> September 2024. The maturity profile, aside from a total of £40,000,000 PWLB debt all taken with 1 year maturities in the final quarter of 2023/24 and the first quarter of 2024/25, shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency.



**Figure 4 – Debt Maturity Profile at 30<sup>th</sup> September 2024**

48. The timing of when that debt is drawn down depends on the progress of the capital programme. Where greater value can be obtained in borrowing for shorter maturity periods the Council will assess its risk appetite in conjunction with budgetary pressures to minimise total interest costs. Temporary borrowing, including inter authority borrowing, is another borrowing option. Longer-term borrowing could also be undertaken for the purpose of certainty, where that is desirable, or for smoothing the maturity profile of debt repayments.
49. It is anticipated that the total of £40m PWLB loans with 1 year maturities will be re-financed in the second half of 2024/25, likely on the same 1 year maturity basis, while waiting for further falls in interest rates for longer term debt durations as the current market and Link Group forecasts show. This is because cash balances will be utilised during the second half of 2024/25 and the Council will need to cover its under-borrowed position. While there is an element of interest rate risk, it is felt this is the most prudent course of action in the current interest rate environment and a better option for the longer-term Treasury Management budget meaning that higher interest rate loans mature sooner.
50. Table 9 shows PWLB Certainty borrowing rates available for selected loan durations between 1st April 2024 and 30<sup>th</sup> September 2024 at the highest, lowest and average rates.

	<b>PWLB Certainty borrowing rates by duration of loan</b>				
	<b>1 Year</b>	<b>5 Year</b>	<b>10 Year</b>	<b>25 Year</b>	<b>50 Year</b>
High	5.61%	5.14%	5.18%	5.61%	5.40%
Low	4.78%	4.31%	4.52%	5.08%	4.88%
Average	5.24%	4.76%	4.88%	5.35%	5.14%

**Table 9 – PWLB Borrowing Rates 1<sup>st</sup> April 2024 to 30<sup>th</sup> September 2024**

## **Compliance with Treasury Policy and Prudential Indicators**

51. The Prudential Indicators for 2024/25 included in the Treasury Management Strategy Statement (TMSS) are based on the requirements of the Council's capital programme and approved at Budget Council on 22<sup>nd</sup> February 2024 and can be viewed here <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MID=13928#A167008> and here <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=13934&Ver=4>.

52. The Treasury Management budget was set in light of the council's expenditure plans and the wider economic market conditions, based on advice from Link Group.
53. It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits" included in the Prudential Indicators. During the first half of financial year 2024/25 the Council has operated within the Treasury limits and Prudential Indicators set out in the TMSS for 2024/25.
54. An update of the Prudential Indicators is shown in Annex A.

## Consultation Analysis

55. Treasury Management strategy and activity is influenced by the capital investment and revenue spending decisions made by the Council. Both the revenue and capital budgets have been through a corporate process of consultation and consideration by the elected politicians.

## Options Analysis and Evidential Basis

56. The Treasury Management Mid-Year Review and Prudential Indicators detail the Treasury Management portfolio at 30th September 2024 and is for the review of the Executive Member for Finance to show compliance with Treasury policy and ensure the continued performance of the Treasury Management function.

## Organisational Impact and Implications

57. The Treasury Management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

- **Financial** - The financial details of the Treasury Management quarterly report are contained in the body of the report.
- **Human Resources (HR)** - n/a
- **Legal** – Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA

Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.

- **Procurement** - n/a
- **Health and Wellbeing** - n/a
- **Environment and Climate action** - n/a
- **Affordability** - The financial implications of the Treasury Management Strategy are contained in the body of the report and set out in the Financial Strategy and Capital Strategy reports also on this agenda.
- **Equalities and Human Rights** - n/a
- **Data Protection and Privacy** - n/a
- **Communications** - n/a
- **Economy** - n/a.
- **Specialist Implications Officers** - n/a

## Risks and Mitigations

58. The Treasury Management function is a high-risk area because of the volume and level of large money transactions. As a result, there are procedures set out for day-to-day Treasury Management operations that aim to reduce the risk associated with high volume high value transactions as set out as part within the Treasury Management Strategy Statement at the start of each financial year. As a result of this the Local Government Act 2003 (as amended), supporting regulations, the CIPFA Prudential Code and the CIPFA Treasury Management in the Public Services Code of Practice (the code) are all adhered to as required.

## Wards Impacted

All

## Contact Details

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<b>Date:</b>	31/10/2024

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<b>Date:</b>	31/10/2024

## Background Papers

- Treasury Management Strategy Statement and Prudential Indicators for 2024/25 to 2028/29 and Annexes A, B, C and D to that report.  
<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=13934&Ver=4>.

## Annexes

- Annex A – Prudential Indicators 2024/25 Mid-Year Review (30.09.24)

## Glossary of Abbreviations used in the report.

CIPFA	Chartered Institute of Public Finance & Accountancy
CFR	Capital Financing Requirement
CPI	Consumer Prices Index
CYC	City of York Council
DLUHC	Department for Levelling Up, Housing and Communities
GDP	Gross Domestic Product
GF	General Fund
HRA	Housing Revenue Account
MHCLG	Ministry of Housing, Communities and Local Government
MPC	Monetary Policy Committee
MRP	Minimum Revenue Provision
PWLB	Public Works Loan Board
SONIA	Sterling Overnight Index Average
TMSS	Treasury Management Strategy Statement

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## Prudential Indicators 2024/25 Mid-Year Review (30.09.24)

	Prudential Indicator		2024/25	2025/26	2026/27	2027/28	2028/29	
1	<b>Capital Expenditure</b> To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF	£82.2m	£94.5m	£58.3m	£49.2m	£33.4m	
		HRA	£41.5m	£26.2m	£12.7m	£12.1m	£12.3m	
		Other LT	£3.3m	£0.5m	£0.5m	£0.5m	£0.5m	
		<u>Total</u>	<u>£127.0m</u>	<u>£121.2m</u>	<u>£71.5m</u>	<u>£61.8m</u>	<u>£46.2m</u>	
2	<b>CFR</b> Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF	£342.2m	£391.0m	£407.5m	£419.8m	£432.8m	
		HRA	£149.3m	£149.3m	£149.3m	£149.3m	£149.3m	
		Other LT	£43.3m	£41.9m	£40.6m	£39.3m	£38.0m	
		<u>Total</u>	<u>£534.8m</u>	<u>£582.2m</u>	<u>£597.4m</u>	<u>£608.4m</u>	<u>£620.1m</u>	
3	<b>Liability Benchmark</b> The Liability Benchmark is based on current capital plans and cash flow assumptions, therefore giving the Council an indication of how much it needs to borrow, when it is likely to need to borrow, and where to match maturities to its planned borrowing needs. The liability benchmark makes no assumption about the level of future prudential borrowing in unknown capital budgets.	<p style="text-align: center;"><b>Liability Benchmark</b></p> <p>The chart displays the Total Amount (£'000) over time from 2024 to 2094. The Y-axis ranges from £0 to £700,000. The X-axis shows years from 2024 to 2094. The chart includes several data series: PWLB Loans (blue bars), LOBO Loans (dark blue line), Variable rate loans (light blue line), Net Loans Requirement (forecast net loan debt) (red dashed line), Market Loans (excl LOBO loans) (orange line), Short Term inc LA Temporary Borrowing (&lt;1 year) (yellow line), Existing Loan Debt Outstanding (black line), and Loans CFR (dark blue line). The total amount starts at approximately £300,000 in 2024, peaks at nearly £600,000 around 2028, and then steadily declines to near zero by 2094.</p>						
4	<b>Ratio of Financing Costs to Net Revenue Stream</b> An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net	GF	13.39%	15.51%	16.52%	16.86%	17.14%	
		HRA	13.48%	13.05%	12.59%	12.28%	11.97%	
		<u>Total</u>	<u>13.41%</u>	<u>15.03%</u>	<u>15.76%</u>	<u>15.98%</u>	<u>16.16%</u>	

	Prudential Indicator		2024/25	2025/26	2026/27	2027/28	2028/29	
	revenue stream is the income from rents. <i>Note that financing costs include debt and other long-term liabilities such as PFI and Leases.</i>							
5	<b>External Debt</b> To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt  Invest  Net Debt	£404.3m  £5.0m <hr/> £399.3m	£460.0m  £5.0m <hr/> £455.0m	£482.3m  £5.0m <hr/> £477.3m	£504.0m  £5.0m <hr/> £499.0m	£527.7m  £5.0m <hr/> £522.7m	
6 a	<b>Authorised Limit for External Debt</b> The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.	Borrowing CFR / Other long-term liabilities	£602.3m  £30.0m <hr/> £632.3m  (£632.3m set at 2024/25 Strategy)	£592.2m  £30.0m <hr/> £622.2m  (Based on current CFR projection)	£607.4m  £30.0m <hr/> £637.4m  (Based on current CFR projection)	£618.4m  £30.0m <hr/> £648.4m  (Based on current CFR projection)	£630.1m  £30.0m <hr/> £660.1m  (Based on current CFR projection)	

	Prudential Indicator		2024/25	2025/26	2026/27	2027/28	2028/29	
6 b	<p><b>Operational Boundary for External Debt</b></p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p>	Borrowing CFR / Short Term Liquidity Requirement	£534.8m	£582.2m	£597.4m	£608.4m	£620.1m	
			£67.5m	£10.0m	£10.0m	£10.0m	£10.0m	
			<u>£602.3m</u>	<u>£592.2m</u>	<u>£607.4m</u>	<u>£618.4m</u>	<u>£630.1m</u>	
			(£602.3m set at 2024/25 Strategy)	(Based on current CFR projection)				

	Prudential Indicator		2021/22	2022/23	2023/24	2024/25	2025/26	
7	<b>Maturity Structure of Borrowing</b> To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.	Maturity profile of debt against approved limits	<b>Maturity Profile</b>	<b>Debt (£)</b>	<b>Debt (%)</b>	<b>Approved Minimum Limit</b>	<b>Approved Maximum Limit</b>	
			Less than 1 yr	£61.4m	18%	0%	30%	In line with the TMSS Lobo loans are shown as due at their next call date as this is the date the lender could require payment.
			1 to 2 yrs	£10.5m	3%	0%	30%	
			2 to 5 yrs	£49.7m	15%	0%	40%	
			5 to 10 yrs	£70.3m	21%	0%	40%	
			10 yrs and above	£143.2m	43%	30%	90%	
			Total	£335.1m	100%	-	-	
7	<b>Upper Limit for Total Principal Sums Invested for Over 364 Days</b> The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year.	Limit / (Current investments greater than 364 days maturing in year)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	