



Meeting: **SCRUTINY COMMITTEE**  
Date: **THURSDAY, 21 NOVEMBER 2019**  
Time: **5.00 PM**  
Venue: **CIVIC CENTRE, DONCASTER ROAD, SELBY, YO8 9FT**  
To: **Councillors Shaw-Wright (Chair), W Nichols (Vice-Chair),  
R Sweeting, A Lee, J McCartney, N Reader, M Topping and  
P Welburn**

## Agenda

### 1. **Apologies for Absence**

### 2. **Disclosures of Interest**

A copy of the Register of Interest for each Selby District Councillor is available for inspection at [www.selby.gov.uk](http://www.selby.gov.uk).

Councillors should declare to the meeting any disclosable pecuniary interest in any item of business on this agenda which is not already entered in their Register of Interests.

Councillors should leave the meeting and take no part in the consideration, discussion or vote on any matter in which they have a disclosable pecuniary interest.

Councillors should also declare any other interests. Having made the declaration, provided the other interest is not a disclosable pecuniary interest, the Councillor may stay in the meeting, speak and vote on that item of business.

If in doubt, Councillors are advised to seek advice from the Monitoring Officer.

### 3. **Minutes (Pages 1 - 10)**

To confirm as a correct record the minutes of the meeting of the Scrutiny Committee held on 26 September 2019.

### 4. **Chair's Address to the Scrutiny Committee**

### 5. **Scrutiny Committee Work Programme 2019-20 (Pages 11 - 16)**

To discuss and amend the Work Programme for 2019-20.

**6. Life in Times of Change: Health and Hardship in North Yorkshire: The 2019 Director of Public Health Report for North Yorkshire (S/19/15) (Pages 17 - 58)**

The Committee are asked to receive the annual 2018-19 report of the Director of Public Health for North Yorkshire.

**7. Community Engagement Forums (S/19/16) (Pages 59 - 64)**

The Committee are asked to receive the report of the Head of Community, Partnerships and Customers on the Council's Community Engagement Forums (CEFs).

**8. Police Co-Location and Contact Centre (S/19/17) (Pages 65 - 68)**

To consider the attached information report on the Police Co-Location at the Civic Centre and the future move of the Contact Centre.

**9. Draft Council Plan 2030 (S/19/18) (Pages 69 - 86)**

The Committee is asked to consider and comment on the Draft Council Plan 2030; the draft plan was considered by the Executive on 3 October 2019 and Policy Review Committee on 15 October 2019.

**10. Financial Results and Budget Exceptions Report to 30th September 2019 (S/19/19) (Pages 87 - 118)**

The Scrutiny Committee is asked to consider the report of the Chief Finance Officer which sets out Financial Results and Budget Exceptions Report to 30 September 2019, which was considered by the Executive at its meeting on 7 November 2019.

**11. Treasury Management Quarterly Update Q2 - 2019-20 (S/19/20) (Pages 119 - 132)**

The Scrutiny Committee is asked to consider the report of the Chief Finance Officer which reviews the Council's borrowing and investment activity (Treasury Management) for the period 1 April to 30 September 2019 (Q2) and presents performance against the Prudential Indicators.

*Janet Waggott*

**Janet Waggott, Chief Executive**

<p><b>Date of next meeting (5.00pm)</b> Thursday, 23 January 2020</p>
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Enquiries relating to this agenda, please contact Victoria Foreman on vforeman@selby.gov.uk or 01757 292046.

### **Recording at Council Meetings**

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## Minutes

### Scrutiny Committee

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Venue:	Committee Room - Civic Centre, Doncaster Road, Selby, YO8 9FT
Date:	Thursday, 26 September 2019
Time:	5.00 pm
Present:	Councillors A Lee, J McCartney, N Reader, Shaw-Wright, R Sweeting and M Topping  Councillor Richard Musgrave, Lead Executive Member for Place Shaping
Officers present:	Stuart Robinson – Head of Business Development and Improvement, June Rothwell – Head of Operational Services, Sarah Thompson – Housing and Environmental Health Service Manager, Martin Grainger – Head of Planning, Keith Cadman – Head of Commissioning, Contracts and Procurement, Peter Williams – Head of Finance, Aimi Brookes – Contracts Team Leader, Laura Cobb – Partnerships Project Officer, Fiona Derbyshire – Planning Enforcement Officer, Victoria Foreman – Democratic Services Officer
Others present:	Martin Blakey, Wildlife Habitat Protection Trust and David Craven, Yorkshire Wildlife Trust
Public:	0
Press:	0

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#### **14 APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors W Nichols and P Welburn.

#### **15 DISCLOSURES OF INTEREST**

There were no disclosures of interest.

## 16 MINUTES

The Committee considered the minutes of the meeting held on 4 July 2019.

### **RESOLVED:**

**To approve the minutes of the Scrutiny Committee meeting held on 4 July 2019 for signing by the Chair.**

## 17 CHAIR'S ADDRESS TO THE SCRUTINY COMMITTEE

There was no Chair's address.

## 18 SCRUTINY COMMITTEE WORK PROGRAMME 2019-20

The Democratic Services Officer asked the Committee to consider and comment on their Work Programme for 2019-20.

### **RESOLVED:**

**To note the Work Programme for 2019-20 as circulated.**

## 19 YORKSHIRE WILDLIFE TRUST AND WILDLIFE HABITAT PROTECTION TRUST: BARLOW COMMON ACTIVITY REVIEW APRIL 2018 TO APRIL 2019 AND HAMBLETON HOUGH ANNUAL REPORT 2018-19 (S/19/8)

The Committee welcomed to the meeting Martin Blakey from the Wildlife Habitat Protection Trust and David Craven from Yorkshire Wildlife Trust, who were present to introduce the annual reports for Barlow Common and Hambleton Hough for 2018-19.

Members noted that whilst there were a number of dog walkers that used Barlow Common, there was not an issue with dog fouling at the site. A community clean up initiative was also being planned for the access track to the site.

The Committee acknowledged that forest schools at Hambleton Hough had been a success, and that the area would be completely replanted with native species by next year. There were some ongoing issues being caused by the clearing of the area, with problems regarding access and working with local residents, who disagreed with some of the plans for the site. It was noted that in the autumn an external contractor would be working on clearing the steeper parts of the site.

The Chair and the Committee thanked the representatives from the Wildlife Habitat Protection Trust and Yorkshire Wildlife Trust for attending and providing the updates.

**20 LEISURE CONTRACT ANNUAL REVIEW APRIL 2018 - MARCH 2019 (S/19/9)**

The Committee received the report of the Contracts Team Leader which asked Members to consider and comment on the Leisure Contract Annual Review 2018-19.

Members noted that the report was the ninth formal annual review of the Leisure Contract with Inspiring healthy lifestyles (IHL) and covered the period April 2018 to March 2019. The review covered the work at Selby Leisure Centre, Tadcaster Leisure Centre and Selby Park as well as the outreach work of the Wellbeing Team.

Officers went on to explain that the year of the review was the fourth full year of operation of Selby Leisure Centre. The year saw an increase in combined overall visits to the Selby and Tadcaster sites, although it was slightly below target. Whilst there was a slight decline in visits to Selby, Tadcaster performed very strongly and visits were above target. As well as centre based activities the outreach and wellbeing teams continued to make significant impacts, particularly around the GP referral and adult weight management programmes.

The Committee asked Officers about external funding and whether any work being done to encourage deprived communities to use the leisure facilities, such as summer sport activities, similar to those undertaken in Sherburn. Officers explained that outreach work was done to encourage sporting activity, especially around youth engagement, and confirmed that they would request some information on this for Members from IHL's Outreach Manager. Members also noted that activity camps had been run in Selby during the summer at reduced rates.

Members enquired as to why visits to the leisure centre in Tadcaster were up, but down in Selby. Officers explained that as the report was for 2018-19, it reflected the good weather experienced in summer 2018, which meant there was a reduced take-up of indoor activities. Members acknowledged the importance of ensuring there was footfall in the leisure centres throughout the day, and not just at peak times. The Committee were pleased to note that attendance had gone back up again in Quarter 1.

Lastly, Members asked if there was a way to measure the number of leisure centre users that were coming in from outside of the District; Officers confirmed that they would ask IHL if this information was available.

**RESOLVED:**

- i. To note the Leisure Contract Annual Review 2018-2019.**
- ii. To ask Officers to provide a report in the future about the sources of external funding.**

- iii. **To ask Officers to request information from IHL's Outreach Manager about activities for deprived communities.**
- iv. **To ask Officers to request information from IHL about the number of leisure centre users from outside of the Selby District.**

## **21 PLANNING ENFORCEMENT AND SECTION 215 NOTICES (S/19/10)**

The Committee received the report of the Planning Enforcement Officer which explained Local Planning Authority's (LPA's) power to issue as well as the scope of Section 215 Notices and discussed the practical implications and effectiveness of doing so. It also provided data on the use of such notices within the Planning Enforcement team and other authorities.

Members had requested a report asking about performance in Planning Enforcement and detailing what action has been taken under Section 215 (s.215) of the Town & Country Planning Act (1990). Research had been undertaken of the legislation, the Council's use of Section 215 and benchmarking data collected from nearby authorities, as well as service performance being examined.

Officers explained that there had been a reduction of around 300 historical planning enforcement cases, and the number of formal complaints had reduced. The Committee noted that a sub-group would be set up to monitor planning enforcement, with a proposed membership of the Chair of Planning Committee, the Head of Planning and a Planning Enforcement Officer; although Officers confirmed that they were open to suggestions as to membership of the group. The Chair of the Committee confirmed that he would speak to Officers about this after the meeting.

Members of the Committee expressed their frustrations in relation to recurring enforcement issues, such as contractor parking at a development in Eggborough and ongoing problems at Wistow Road in Selby. There was a perceived lack of action on such cases by Members.

Officers acknowledged that there were ongoing problems with some cases, but that enforcement action was taken and that the national guidance encouraged resolution in such matters through the submission of planning applications and within the planning process.

Members explained the frustrations experienced by both residents and Councillors who were dealing with ongoing issues and asked Officers to consider these points of view when dealing with enforcement matters.

The Committee noted that whilst the performance of planning enforcement had improved, it was a difficult area in which to quantify performance, and that the number of Section 215 notices issues should



not be used as a measure. Officers explained that Section 215 notices could be useful as a threat of action, thereby making subsequent negotiation more effective.

Officers also explained that the Planning Enforcement Management Plan had been written in order to give clarity to the process, and that should the view of Members be that it requires amendment, this could be looked at. With regards to planning enforcement, improvements had been made but it was acknowledged that there was still work to do. There had been a high backlog of cases which had taken time to work through and Officers were doing all they could to improve the situation.

The Executive Member for Place Shaping explained to the Committee that the number of planning applications submitted to the Council for consideration had grown exponentially over the past few years, and as such, these applications generated more complaints and enforcement issues. The Executive Member went on to say that his experience of the planning enforcement team had been positive and that they had been focusing on the most important issues; public interest, confidentiality and clarity were key, with Officers often having a difficult job in keeping different parties informed at the same time.

Committee Members acknowledged that the situation had improved, but that public perception was key, and they often wanted issues resolved as quickly as possible, and may not always understand why it is such a complicated process. Officers explained that they did their best to describe the process of resolution and to prioritise action, and were open to comments and changes to the policy if required.

Members noted that the planning enforcement and planning teams were encouraged to work collaboratively, and that the correct legal support was also essential to the team's ability to resolve cases. Officers confirmed that current staffing levels were at the levels that the service had budgeted for, including extra contingency support. There were current vacancies in the planning team but these were being recruited to at present.

The Committee asked for confirmation from Officers of the number of cases resolved prior to 2018; it was agreed that this figure would be checked and circulated to Members after the meeting.

In relation to Section 215 notices, Officers explained that in order to work out the costings for direct action to be taken as a result of Section 215 Notices, a number of matters needed to be considered, including the potential need for tenders, availability of local firms to undertake the process, the scale of the work and cost recovery.

Some Members felt that Section 215 Notices should be used more regularly by the Council for enforcement matters, and that the appropriate legal support and budgets should be identified to undertake the work internally; it was also agreed by the Committee that there should be more

communications work about planning enforcement, especially successful cases.

**RESOLVED:**

- i. To note the report.**
- ii. To suggest that Officers consider the membership of the Planning Enforcement Sub-Group in consultation with the Chair of Scrutiny Committee.**
- iii. To ask Officers to supply the Committee with details of the number of planning enforcement cases resolved prior to 2018, after the meeting.**
- iv. To ask Officers to undertake more communications work around planning enforcement.**

**22 DRAFT HOUSING REVENUE ACCOUNT (HRA) BUSINESS PLAN AND ACTION PLAN 2020-2025 (S/19/11)**

The Committee received the report of the Housing and Environmental Health Service Manager which asked Members to consider and comment on the draft version of the HRA Business Plan and its accompanying Action Plan 2020-2025. The HRA and Action Plan were considered by the Executive on 5 September 2019 and approved for consultation with key stakeholders.

Members noted that the HRA detailed the Council's ambitions over the next five years and beyond as to how it managed and looked to improve its housing stock, ensuring as much as possible that the needs of residents were met now and in the future.

Officers explained that the HRA Business Plan provided tenants, the Council and Members with priorities and direction as to how it would manage Council owned social housing in the Selby District. The plan outlined key responsibilities for the Council and set out priorities for spending. The plan took into account the views of tenants and formed a key element of the over-arching Housing Strategy, including an understanding of the demand versus resource of social housing and reviewing the Council's long-term financial position.

Members learnt that HRA self-financing commenced in April 2012, which allowed local housing authorities to fully retain the money they received in rent in return for taking on a proportion of national social housing debt. This allowed them to plan and provide services to current and future tenants. Although this system provided the freedom to develop and deliver a less constrained vision for council housing, it was noted that it should be done in a prudent, viable and measured way with a number of checks and balances built into the system.

The Committee acknowledged that the Council's plan was consequently

to drive the development of more new homes and for all housing in the District to be of a quality, type and size which met the needs of local communities. The new objectives were:

- **Objective 1:** To ensure good quality housing within the District which helped to meet the needs of the local community.
- **Objective 2:** To provide a first rate housing management service which made the best use of existing stock.
- **Objective 3:** To deliver a financially sustainable service which demonstrated value for money and ensured that investment was targeted to Council priorities.

Members expressed concerns around maintenance of homes to a decent homes standard, and emphasised the importance of recruiting a maintenance workforce that could address the work that needed doing. Officers acknowledged that recruitment of trade workers had been difficult due to the Council being unable to pay the market rate for services, and past issues with the management of performance. A new housing system was currently being implemented which would improve monitoring, and contracts were being reviewed in order to streamline the improvement works that were required. Apprentice schemes were already being used successfully and it was hoped that this would continue to expand in the coming years.

Members asked a number of questions about the housing service, including its sustainability, the number of Council homes lost each year to Right to Buy, and the use of sustainable and renewable materials. Officers confirmed that they were looking closely at thermal and energy efficiency, including the phasing out of electric and solid fuel systems. Gas systems were still being fitted in Council homes, but Members were assured that improvements to insulation were also being considered.

Lastly, Officers explained that whilst off-site construction or modular homes had been looked at, there were still significant issues with this type of construction, and at present it was not cheaper than the traditional building methods.

**RESOLVED:**

**To note the Draft Housing Revenue Account Business Plan and Action Plan 2020-2025.**

**23 CORPORATE PERFORMANCE REPORT QUARTER 1 - 2019/20 (APRIL TO JUNE) (S/19/12)**

The Committee received the report of the Head of Business Development and Improvement which asked Members to consider the information as set out in the report, as part of their role in reviewing and scrutinising the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas.

Members noted that the quarterly Corporate Performance Report provided a progress update on delivery of the Council's Corporate Plan 2015-20 as measured by a combination of progress against priority projects/high level actions and performance against KPIs.

Officers explained that in Quarter 1 52% of KPIs were showing improvement over the longer term, or had maintained 100% performance, and 65% of KPIs were on target; a further 15% of KPIs were within five percent of target.

Officers were asked to supply the Committee with a copy of the minutes from a sub-regional meeting aimed at connecting areas of deprivation (including Flaxley Road and Abbots Road) with employment opportunities, as mentioned in the performance monitoring report.

**RESOLVED:**

- i. To note the Council's performance in Quarter 1 (April to June).**
- ii. To ask Officers to supply the Committee with a copy of the minutes from a sub-regional meeting aimed at connecting areas of deprivation (including Flaxley Road and Abbots Road) with employment opportunities.**

**24 FINANCIAL RESULTS AND BUDGET EXCEPTIONS REPORT TO 30 JUNE 2019 (S/19/13)**

The Committee received the report of the Head of Finance which asked Members to consider and comment on the content of the report; financial information contained in the report enables the Council to monitor its financial and budgetary position and to ensure that budget exceptions are brought to the attention of Councillors.

Members noted that at the end of quarter 1, the General Fund indicated an outturn deficit of £291, driven by a shortfall on planned savings. The cost of services was showing a small surplus, although this was made up of a number of variances detailed in the report. The HRA was indicating an outturn surplus of (£112k) due to lower external borrowing requirements, partially offset by lower savings expected in the current financial year from the implementation of the new housing system.

Officers explained that General Fund savings were showing a forecast shortfall of £311k, whilst the HRA was forecasting savings to be £195k lower.

The Committee noted that the capital programme was forecasting an underspend of £766k, of which £214k was General Fund and £552k Housing Revenue Account. In the general fund, the majority related to Disabled Facilities Grants and a delay in the procurement of new Microsoft licences. The HRA was principally the phasing of the Empty

Homes Programme which was expected to deliver over three years, with £750k of spend anticipated in this financial year.

Members also noted that the Programme for Growth was progressing well with projects delivering over multiple years.

The Committee asked Officers to supply some further information about the industrial units for rent as mentioned in the report, specifically where they were and their size, as well as the negotiations on the remaining lease time left on the Market Cross site, where the Contact Centre were currently based but would be vacating shortly.

**RESOLVED:**

- i. To note the Council's financial results and budget exceptions to 30 June 2019 (Quarter 1).**
- ii. To ask Officers to supply further information to the Committee about the Council's industrial units, specifically where they were and their size, as well as the negotiations on the remaining lease time left on the Market Cross site.**

**25 TREASURY MANAGEMENT QUARTERLY UPDATE Q1 - 2019-20 (S/19/14)**

The Committee received the report of the Chief Finance Officer which asked Members to consider and comment on the content of the report; the information contained in the report was required in order to comply with the Treasury Management Code of Practice.

Members noted that the report reviewed the Council's borrowing and investment activity (Treasury Management) for the period 1<sup>st</sup> April to 30<sup>th</sup> June 2019 (Q1) and presented performance against the Prudential Indicators.

Officers explained that on average the Council's investments totalled £58.4m over the quarter at an average rate of 0.95% and earned interest of £138k (£95k allocated to the General Fund; £43k allocated to the HRA), which was £29k above the year to date budget. Whilst cash balances were expected to reduce over the year, should interest rates remain static, forecast returns could be in the region of £494k, a budget surplus of £59k. However, a no deal Brexit could lead to a cut in the Bank Rate and therefore the position would be kept under review.

The Committee noted that the capital programme was forecasting an underspend of £766k, of which £214k was General Fund and £552k Housing Revenue Account. In the general fund, the majority related to Disabled Facilities Grants and a delay in the procurement of new Microsoft licences. The HRA was principally the phasing of the Empty Homes Programme which was expected to deliver over three years, with

£750k of spend anticipated in this financial year.

Members were informed that addition to investments held in the NYCC investment pool, the Council had £4.94m invested in property funds as at 30/06/19 with a net rate of return of 3.5% and achieved net income of £24.6k in Q1.

The Committee acknowledged that long-term borrowing totalled £59.3m at 30 June 2019, with £1.6m relating to the General Fund and £57.7m relating to the HRA. Interest payments of £2.5m were forecast for 2019/20, which was a saving of £0.3m against budget. The Council had no short term borrowing in place as at 30 June 2019, and the Council's affordable limits for borrowing were not breached during this period.

**RESOLVED:**

**To note the Council's borrowing and investment activity (Treasury Management) for the period 1 April to 30 June (Quarter 1) and performance against prudential indicators.**

The meeting closed at 6.30 pm.

**Scrutiny Committee Work Plan for 2019-20**

Please note that any items 'called in' will be considered at the next available meeting. Councillor Call for Action will also be considered at the next available meeting. **PROVISIONAL DATES FOR 2019-20** – 24 October, 19 December, 20 February, 23 April

Date of meeting	Topic	Action required
4 July 2019	Annual Report 2018-19	To consider and approve the Scrutiny Committee Annual report for 2018-19.
	Work Programme 2019-20	To consider the Scrutiny Committee's Work Programme for 2019-20.
	Corporate Performance Report – Q4	To provide a progress update on delivery of the Council's Corporate Plan as measured by a combination of progress against priority projects/high level actions and performance against key performance indicators.
	Treasury Management Monitoring Report - Q4	To consider the Council's Treasury Management Activity for Q4 and the performance against the prudential indicators.
	Financial Results and Budget Exceptions - Q4	To consider the financial results and budget exceptions report for Q4. This report now also includes the Programme for Growth quarterly update.
	Review of Community Centres	To agree the scope and methodology of the review and establish a Task and Finish group, in partnership with the Council's Tenant Scrutiny Panel, to help facilitate a review of Community Centres which would include a district-wide consultation.
	New Scrutiny Guidance	To consider the new Scrutiny Guidance from the Government and in the context of scrutiny at Selby.

	Vale of York CCG and Yorkshire Ambulance Service	To hear from the Vale of York CCG and YAS about their work and the provision of patient transport services.
	Yorkshire Water – Brayton Barff	To hear from Geoff Lomas from Yorkshire Water about their plans for Brayton Barff.
<b>26 September 2019</b>	Work Programme 2019-20	To consider the Committee's work programme for 2019-20
	6-monthly Emergency Planning Incidents Update	To receive an update on incidents to which the Council's Emergency Response Team have dealt with. <b>No update at present, this item has been removed from the September agenda.</b>
	Barlow Common and Hambleton Hough Annual Reports 2018-19 – Yorkshire Wildlife Trust and Wildlife Habitat Protection Trust	To consider the annual reports by the Yorkshire Wildlife Trust and Wildlife Habitat Protection Trust for Barlow Common (YWT) and Hambleton Hough (WHPT). In attendance: David Craven (YWT), Andrew Gibson (YWT) and Martin Blakey (WHPT).
	Corporate Performance Report - Q1	To provide a progress update on delivery of the Council's Corporate Plan as measured by a combination of progress against priority projects/high level actions and performance against key performance indicators.
	Financial Results and Budget Exceptions - Q1	To consider the financial results and budget exceptions report for Q1. This report now also includes the Programme for Growth quarterly update.
	Treasury Management - Monitoring Report - Q1	To consider the Council's Treasury Management Activity for Q1 and the performance against the prudential indicators.
	Leisure Annual Review	To discuss the Annual Review of the Council's leisure services.



	Olympia Park Development (6 Monthly)	To receive an update on the Olympia Park Development. <b>No update at present, this item has been removed from the September agenda.</b>
	Housing Development Programme (6 Monthly)	To receive an update on the Housing Development Programme, including changes to North Yorkshire Home Choice. <b>No update at present, this item has been removed from the September agenda.</b>
	Housing Revenue Account Business Plan	To consider and comment on the proposed Housing Revenue Account Business Plan.
	Council use of Section 215 of the Town and Country Planning Act 1990 Regulations and Planning Enforcement Monitoring and Performance	To examine the level of use of Section 215 of the Town and Country Planning Act 1990 Regulations and Planning Enforcement in general within the District.
<b>21 November 2019</b>	Police Co-Location and Update on the Contact Centre Move	To consider the impact of the Police co-location after six months of operation and issues experienced, and an update on the future contact centre move.
	Draft Council Plan 2030	To consider and comment on the Draft Council Plan 2030.
	CEFs – Evaluating Effectiveness	To consider the CEFs and evaluate their effectiveness and what they're delivering. CEF Chairs, Development Officers and NYCC have been invited to attend.
	NYCC Director of Public Health Annual Report 2018-19	To consider the annual report of the Director of Public Health from NYCC.
	Financial Results and Budget Exceptions - Q2	To consider the financial results and budget exceptions report for Q2. This report now also includes the Programme for Growth quarterly update.

	Treasury Management - Monitoring Report - Q2	To consider the Council's Treasury Management Activity for Q2 and the performance against the prudential indicators.
	Work Programme 2019-20	To consider the Committee's work programme for 2019-20.
<b>23 January 2020 – will need to move to Friday 24 January if MP Nigel Adams attends</b>	MP Nigel Adams	The MP for Selby and Ainsty will be invited to the meeting to discuss local issues. <b>Mr Adams' assistant has provisionally agreed his availability, which will be confirmed nearer the time, Ministerial commitments depending.</b>
	Economic Development Framework Update	To receive an update on the progress of the Council's Economic Development Framework. <b>If there is no update to give, this item can be removed from the agenda.</b>
	6-monthly Emergency Planning Incidents Update	To receive an update on incidents to which the Council's Emergency Response Team have dealt with. <b>If there is no update to give, this item can be removed from the agenda.</b>
	North Yorkshire Safeguarding Adults and Children Boards Annual Reports 2018-19	To consider the annual reports of the North Yorkshire Safeguarding Adults and Children Boards for 2018-19.
	Scrutiny Committee Work Programme 2019-20 and Planning for 2020-21	To consider and plan the Committee's work plan for 2018/19 and planning for 2020-21.
<b>Special Meeting: 4 February 2019</b>  <b>CONFIRMED</b>	Blue Light Services	<p>A special themed meeting on blue light services – Police, Fire, and Ambulance, around how the Council can work better with these services.</p> <p>Confirmed as attending:</p> <ul style="list-style-type: none"> <li>• Andrew Blades, Group Manager York and Selby District, NY Fire and Rescue Service</li> <li>• Supt. Lindsey Robson (Butterfield), York and Selby Commander, NY Police Service</li> <li>• Rachel Pippin, Interim Sector Commander, Yorkshire</li> </ul>

		Ambulance Service
<b>20 February 2020 – Provisional Date (TBC)</b>	Education in Selby District	A special themed meeting around education in Selby District and what the Council can do to work better with local schools and colleges that young people from Selby District attend. Attendees to be invited from Selby College, Pontefract College, York College, Ebor Academy Trust, Hope Learning Trust York, NYCC Education Services.
<b>19 March 2020</b>	Corporate Performance Report – Q3	To provide a progress update on delivery of the Council's Corporate Plan as measured by a combination of progress against priority projects/high level actions and performance against key performance indicators.
	Housing Development Programme (6 Monthly)	To receive an update on the Housing Development Programme, including changes to North Yorkshire Home Choice. <b><i>If there is no update to give, this item will be removed from the agenda.</i></b>
	Financial Results and Budget Exceptions – Q3	To consider the financial results and budget exceptions report for Q3. This report now also includes the Programme for Growth quarterly update.
	Treasury Management - Monitoring Report – Q3	To consider the Council's Treasury Management Activity for Q3 and the performance against the prudential indicators.
	Olympia Park Development (6 Monthly)	To receive an update on the Olympia Park Development. <b><i>If there is no update to give, this item can be removed from the agenda.</i></b>
	Visitor Economy Strategy and Action Plan – Annual Review	To consider the annual review of the Visitor Economy Strategy and Action Plan.

	Tour de Yorkshire 2019 – Evaluation	To evaluate the impacts and successes of the 2019 Tour de Yorkshire on the District.
	Scrutiny Committee Work Programme for 2020-21	To consider and agree the Committee’s work plan for the next municipal year, 2020-21.
<b>23 April 2019</b>	Community Partnerships	To consider the report on Community Partnerships.
	Local Enterprise Partnership, Northern Powerhouse and HS2	To consider the work of the Local Enterprise Partnership and its links to HS2 and the Northern Powerhouse.

**Other issues to be added to the work plan as appropriate in 2019-20 and 2020-21:**

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- Public Engagement
- Police Complaints Handling by the PCC: Report from Police, Fire and Crime Panel – tie in with work of the Police, Crime and Fire Panel (PFCP) on examining this; add to work plan when PFCP look at the matter in 2019-20.
- Recycling Task and Finish Group Findings – ***N.B. Task and Finish Group currently meeting.***
- Loneliness – future theme for the Committee to consider, older and younger people.
- Safety Advisory Group – suggested as a future topic at mid-cycle briefing; what they do, who is involved, how they offer advice to groups and what advice they offer.

**‘Deep Dives’/‘Scrutiny in a Day’ Reviews**

- Review of Safer Selby Hub and Anti-Social Behaviour – ***suggested in 2018-19***
- Exploring the case for the provision of a temporary travellers site in the District – ***suggested in 2018-19***
- Council Funded Community Centres – ***N.B. working group set up, initial meeting date established on 24 October 2019***
- CEFs



**Report Reference Number:** S/19/15

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**To:** Scrutiny Committee  
**Date:** 21 November 2019  
**Ward(s) Affected:** All  
**Author:** Dr Lincoln Sargeant, Director of Public Health for North Yorkshire

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**Title:** Life in times of change; health and hardship in North Yorkshire: The 2019 Director of Public Health Report for North Yorkshire

**Summary:** To present the 2019 annual report of the Director of Public Health for North Yorkshire for comment and consideration by the Scrutiny Committee.

**Recommendation:** To note the content of the report of the Director of Public Health and consider how Selby District Council will respond to the Director for Public Health's recommendations.

**Reason(s) for recommendation:** To scrutinise the performance of the Council's partner organisations and other agencies delivering services within the Selby District.

## 1. The Report

There is a mandatory requirement for the Director of Public Health to produce an annual report setting out the health priorities for the local population. We are presenting "Life in times of change; health and hardship in North Yorkshire", the 2019 Director of Public Health Annual Report for North Yorkshire (attached at Appendix A). This year Dr Sargeant has looked at poverty from a public health perspective. The report provides a review of the health of our population and focuses on some of the areas where we can take collective actions and protect people from the worst effects of poverty.

Based on this work, Dr Sargeant has made seven recommendations for Selby District Council to consider:

### 1.1 Support deprived areas

North Yorkshire County Council, the Borough and District Councils should lead coordinated plans focused on areas of deprivation through collaboration with local communities and residents to reflect their priorities for reducing poverty and shaping

healthy places. Selby District has one lower super output area, Selby West) in the most deprived 10% nationally.

### The eleven most deprived neighbourhoods in North Yorkshire, 2015

LSOA Code	LSOA name (2011)	Ward containing LSOA	Rank of 42,844 LSOAs in England	Rank (NY)	Seven domains – national decile (1 is most deprived)						
					Employment	Income	Health Deprivation and Disability	Education, Skills and Training	Crime	Living Environment	Barriers to Housing and Services
E01027874	Scarborough 007D	Woodlands	313	1	1	1	1	1	3	8	3
E01027819	Scarborough 012B	Eastfield	318	2	1	1	1	1	1	7	3
E01027806	Scarborough 006B	Castle	319	3	1	1	1	1	1	1	5
E01027847	Scarborough 006D	North Bay	751	4	1	1	2	1	1	1	4
E01027804	Scarborough 010A	Castle	1,005	5	1	1	1	3	1	1	5
E01027817	Scarborough 012A	Eastfield	1,714	6	1	1	1	1	3	6	4
E01027907	Selby 005C	Selby West	2,057	7	1	1	2	1	4	9	5
E01027740	Harrogate 013F	Woodfield	2,283	8	1	1	1	3	4	7	6
E01027820	Scarborough 012C	Eastfield	2,515	9	1	1	2	1	5	6	6
E01027805	Scarborough 006A	Castle	2,561	10	1	2	2	2	1	1	8
E01027869	Scarborough 001C	Whitby West Cliff	2,792	11	1	2	1	4	2	1	5

## 1.2 Tackle rural poverty

Local authorities in North Yorkshire should continue to advocate for an inclusive, vibrant and sustainable rural economy as integral to the local industrial strategies being developed by Local Enterprise Partnerships and City Region deals.

North Yorkshire County Council, the Borough and District Councils should consider developing a coordinated Rural Strategy that highlights rural-specific needs including employment, connectivity and affordable housing.

## 1.3 Reduce childhood inequalities

All agencies working with children and families should be alert to the risk and impact of childhood poverty and ensure they take account of hidden and indirect costs that may hinder a child's full participation in the services they offer. Plans that are drawn up to support children and families should reflect this assessment and should include actions to mitigate the impact of poverty identified.

As part of the Joint Strategic Needs Assessment, North Yorkshire County Council and Clinical Commissioning Groups in North Yorkshire should undertake specific investigation into child poverty to provide an updated picture of the scale and distribution of child poverty across North Yorkshire to inform strategies and service delivery.

#### **1.4 Work with military families and veterans**

Military and related agencies should ensure that service and veteran-specific issues identified in the needs assessment are addressed.

All agencies should identify and trail military service champions within their organisations to ensure that military veterans are not disadvantaged when accessing local services such as health and housing in keeping with the commitments of the Armed Forces Covenant.

#### **1.5 Create safe environments for high-risk groups**

All agencies working with people with multiple health and social problems should consider a 'housing first' approach that provides a safe and stable environment which is sensitive and flexible to the needs and individual circumstances of the person.

#### **1.6 Develop priorities to mitigate the impact of changes to the benefit system**

As part of the Joint Strategic Needs Assessment, North Yorkshire County Council and Clinical Commissioning Groups in North Yorkshire should undertake specific investigation to understand the impact of changes to the benefit system, cuts and sanctions on people, in terms of their mental and physical health and the use of services to set new strategic priorities in local plans to mitigate these impacts.

#### **1.7 Improve community engagement**

North Yorkshire County Council, the Borough and District Councils should work with voluntary and community sector partners to strengthen the involvement of local communities in shaping plans for reducing the impact of poverty in areas of deprivation.

All agencies should identify or appoint community champions and senior sponsors to promote a culture of community engagement in their organisations.

### **2. Alternative Options Considered**

None for this report.

### **3. Implications**

None for this report.

#### **3.1 Legal Implications**

None for this report.

#### **3.2 Financial Implications**

None for this report.

### **3.3 Policy and Risk Implications**

None for this report.

### **3.4 Corporate Plan Implications**

None for this report.

### **3.5 Resource Implications**

None for this report.

### **3.6 Other Implications**

None for this report.

### **3.7 Equalities Impact Assessment**

None for this report.

## **4. Conclusion**

The Scrutiny Committee discharges the Council's statutory overview and scrutiny functions and as such has responsibility to scrutinise partner organisations and other agencies delivering services within the Selby District. The Committee's comments and observations on the Director of Public Health for North Yorkshire's 2019 annual report are welcomed.

## **5. Background Documents**

None.

## **6. Appendices**

Appendix A – Report of the Director of Public Health for North Yorkshire, 2019

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# Life in times of change

health and hardship in North Yorkshire

## *Want*



*Squalor*

*Ignorance*

*Idleness*

*Disease*





# Foreword



*A few days before he died, a man visited his friends and had dinner with them. A woman came to him, and anointed his feet with expensive ointment. It was a controversial move, one that sparked a fierce backlash amongst his companions; they reckoned the money would have been better given to the poor than wasted in this way. Acknowledging an ancient tradition of preparing a body for burial, the man rebuked the woman's critics and told them that while they would soon be grieving his death, the poor would always exist. Jesus' words give witness to an age-old narrative of poverty.*

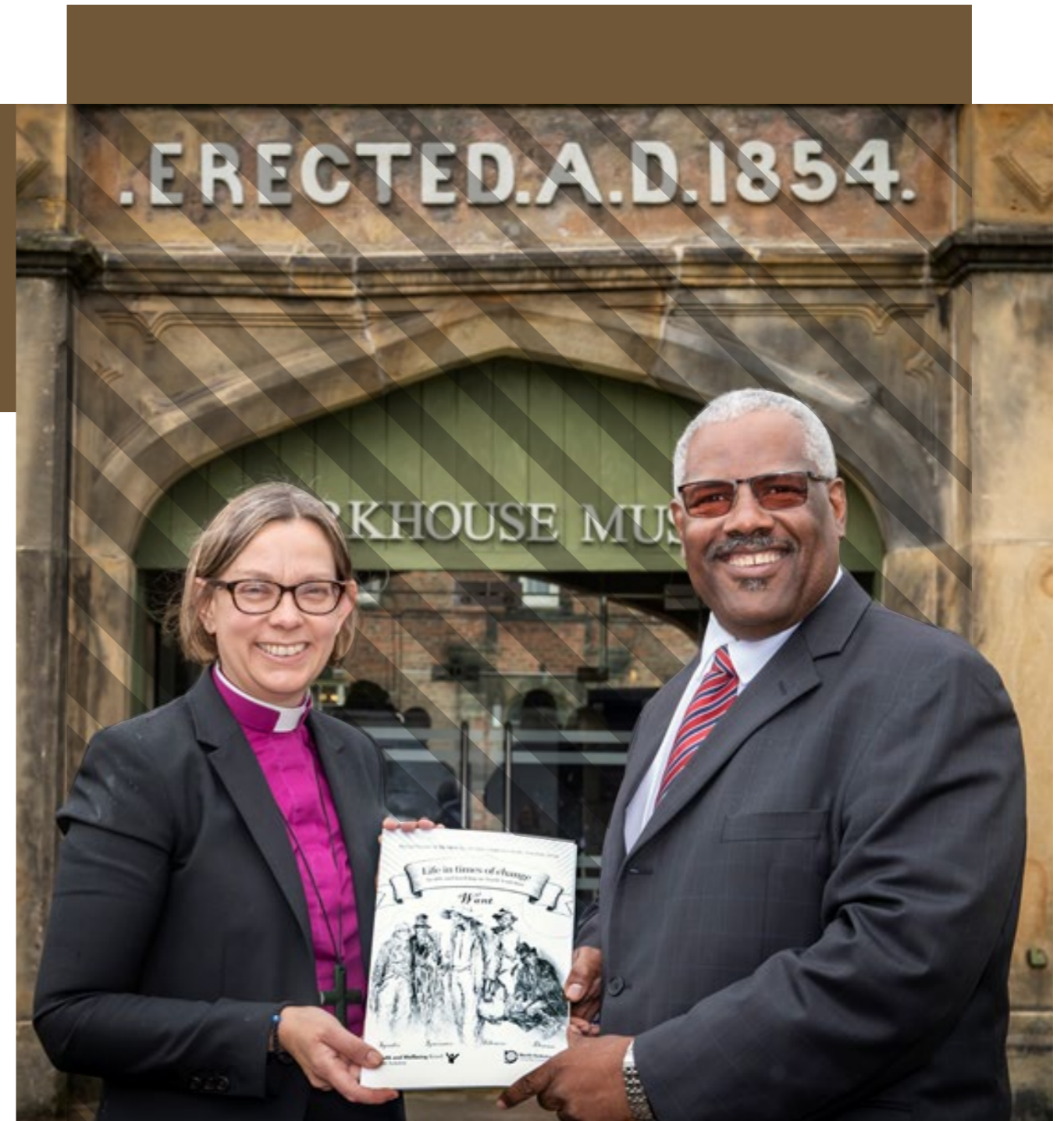
Is poverty inevitable? What are its causes, and if and how can it be addressed? Bold questions without easy answers it seems. This report examines the issues in some depth, and invites us to consider where we fit into the picture it presents. Part of the difficulty in contemplating such an invitation comes from reading words on a page, and feeling a step removed from the range of problems it describes. What has struck me from the travels I have made around the region in my role as Bishop of Ripon is how poverty turns up in unexpected places, often hidden and silently borne. By a focus on public health, this report shines a light on a complex tapestry of issues that makes for salutary reading. It names a reality that we cannot ignore.

We get a sense of the longevity of the problem by the historical approach that the report takes. Workhouses represented a particular approach that sought to give 'the poor' a place to live with 'benefits'. While the institution of the workhouse acknowledged that people in poverty needed help, the result was a stark resignation of life that was forever limited rather than a hope that life could be lived in all its fullness. The emergence of the welfare state saw a move that held out the potential for life to be transformed. That remains the building block of social care to this day and yet, fractures are appearing. Inequality reveals poverty in a way that exacerbates the same sorts of issues that reach far back into human history, telling an age-old narrative of the haves and the have-nots. Attitudinal undercurrents remain, and old habits die hard. Faced with such depth of challenge, what should an appropriate response

be? Dr Lincoln Sargeant's report rightly points out the variety of contexts in our region: coastal, rural (in all its variety), market towns, a spa town, a city, and of course the substantial military presence which is increasingly integrated into the wider civilian community. It will never be a case of attempting to impose a 'top-down' approach, or a 'one size fits all' mentality. The current political landscape is beset by anxiety and uncertainty; the horizon is far off, and does not inspire confidence that the persistence of poverty or its underlying causes will receive top billing (despite the rhetoric). This points to the need to upskill at a local level by listening to particular needs and aspirations. Communities can hold great strength, but to be effective, it takes courage and trust. Strong local networks where people are valued and supported can have an immensely positive impact on public health. It's a simple example, but the Parkrun movement demonstrates the power of community: organised, tasked, supportive and encouraging, with goals to aim for. Physical and mental wellbeing uplifted.

Above all, what Dr Sargeant points to is a need for creative and dynamic partnerships, confidence at the local level, and a purposeful use of resourcing. It invites a strategic and joined-up conversation approach to building strategy. The good news is that we can be part of this. Are we up for the challenge, and can we recognise our potential to join in?

**The Right Rev'd Dr Helen-Ann Hartley, Bishop of Ripon in the Anglican Diocese of Leeds.**



**Dr Helen-Ann Hartley, Bishop of Ripon, and Dr Lincoln Sargeant, Director of Public Health - at the Ripon Workhouse Museum**



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# Introduction



The Ripon Workhouse Museum is one of the best preserved Victorian workhouses in the country. It gives us valuable insights into how a previous generation addressed the issues of poverty, which despite some progress, still remains a feature of life in North Yorkshire today. The Victorian workhouse was the response to a system of poor relief that was perceived to be broken and about to collapse under the pressure of increasing numbers of poor people and the associated welfare costs to support them.

Poor relief had been organised locally through parishes and there was inevitably variation in the support offered from one parish to the next. The solution seemed to be to centralise the system and establish national standards for efficient delivery of poor relief. It is interesting to note that the workhouse in Ripon was not built until 20 years after the New Poor Law of 1834 – an example of Yorkshire people wishing to maintain control over their own affairs.

The workhouse did ensure that inmates had access to secure housing, food, basic healthcare and education for children that was not always available for the poor who remained in their own

homes. Despite these benefits, however, our perception of the workhouse is predominantly negative. This is partly because the workhouse gave expression in bricks and mortar to some widely held beliefs about poverty.

The Victorian mind-set drew a distinction between the deserving and undeserving poor. The able-bodied poor had themselves to blame for their circumstances and therefore should be discouraged from being a burden on the public purse. Consequently workhouses were deliberately designed to be harsh and were built and operated to mimic prisons. It is one thing to hold these opinions about poverty privately, but when they gained the force of law and poverty was effectively treated as a crime, few could stomach the lack of compassion and fairness that was apparent in how workhouses functioned.

Workhouses did not solve the problem of vagrancy. Mental illness and addiction were major contributors and were not well understood. The system was more compassionate to those with physical illnesses and disabilities. Neither did the workhouse discourage worklessness. We know that there



were widespread changes to the economy that left many people without jobs or skills to access other employment. The able-bodied shirkers that the system was designed to address turned out not to be as common as the popular imagination might have suggested. Furthermore, the workhouse would generate its own scandals and examples where they failed the deserving poor would multiply - providing plots for authors such as Charles Dickens.

Poverty remains a public health issue in North Yorkshire in 2019. Locate the areas with the greatest concentration of poor people and there is a strong chance you will find that these are the areas that have higher than average levels of ill health and early death. We have an NHS that is free to all but we know not everyone can access health services with the same ease. Before he or she can access free healthcare, the single parent living on their own who finds their child is unwell must consider the costs of taking the day off from work and arranging childcare.

We have free education but the quality varies across the county. If we are not able to provide local examples of educational attainment leading to social mobility, the challenge of motivating our pupils to excel at school becomes harder.

The cost of maintaining a warm home varies across the county and will limit the ability of some families to engage fully in the social life of their communities as well as threatening their physical and mental health.

Poverty is more than material deprivation. It is about the basic conditions that each of us needs to play our full part in society without shame. We need access to an income that is adequate to maintain a reasonable standard of living but also the opportunities to make a contribution to our families, communities and wider society. We need the basic conditions to maintain our independence and control our destiny. We are poor without them.

This report looks at poverty from a public health perspective. Our vision for North Yorkshire is that all have a chance to thrive and can benefit from an economy that allows “everyone to fulfil their ambitions and aspirations”, but 1 in 10 children live in households that are currently excluded from that vision through poverty. That exclusion not only harms children and their families but undermines our collective wellbeing.

In providing a review of the health of our population, I will focus on some of the areas where we can take collective actions to promote an inclusive economy that works for everyone and highlight the support that public services can offer to protect people from the worst effects of poverty. My thanks to those who contributed to this report and I look forward to working with you to make a difference to the health and prosperity of people in all our communities in North Yorkshire.

**Dr Lincoln Sargeant, Director of Public Health for North Yorkshire - October 2019**

# Chapter 1: Poverty – a very wicked problem?



**“A wicked problem is a social or cultural issue or concern that is difficult to explain and inherently impossible to solve. Examples of wicked problems in today’s society include things like income disparity, poverty, hunger, health care, obesity and terrorism.”**

Poverty, by its very nature, is a wicked problem. Explaining poverty is not easy or straightforward - and poverty is difficult to define and hard to measure. It is multi-faceted and cuts right across our major institutions – political, public, social and economic. Poverty is everywhere – in towns and villages, the countryside and along the coast. Poor people live in wealthy places and vice-versa, and poverty affects every demographic you can think of – including age, gender, ethnicity, and disability – and affects every aspect of daily life for those who are experiencing it (Alston, 2018).

Poverty also divides opinion, there are lots of truths about poverty and lots of inaccuracies too. Poor people are often seen as work-shy and portrayed unkindly. They can be desperate to take part in activities in their communities, but quite often they can’t afford to, and they can feel ashamed. Some poor people deny their own poverty and try to project a wealthier image so they can fit in.

Poverty can also make you ill, and illness can trap people into further poverty. However, not all poor health is caused by poverty and the wider issues that surround it. Sometimes unhealthy options are more accessible for poor people, but we can help to empower them by improving the options available to live healthy lives and reduce the impact of the harmful effects of poverty.

**Scottish philosopher and economist, Adam Smith (1723-1790), was one of the earliest social commentators. He used the example of affording a linen shirt to explore perceptions of poverty:**

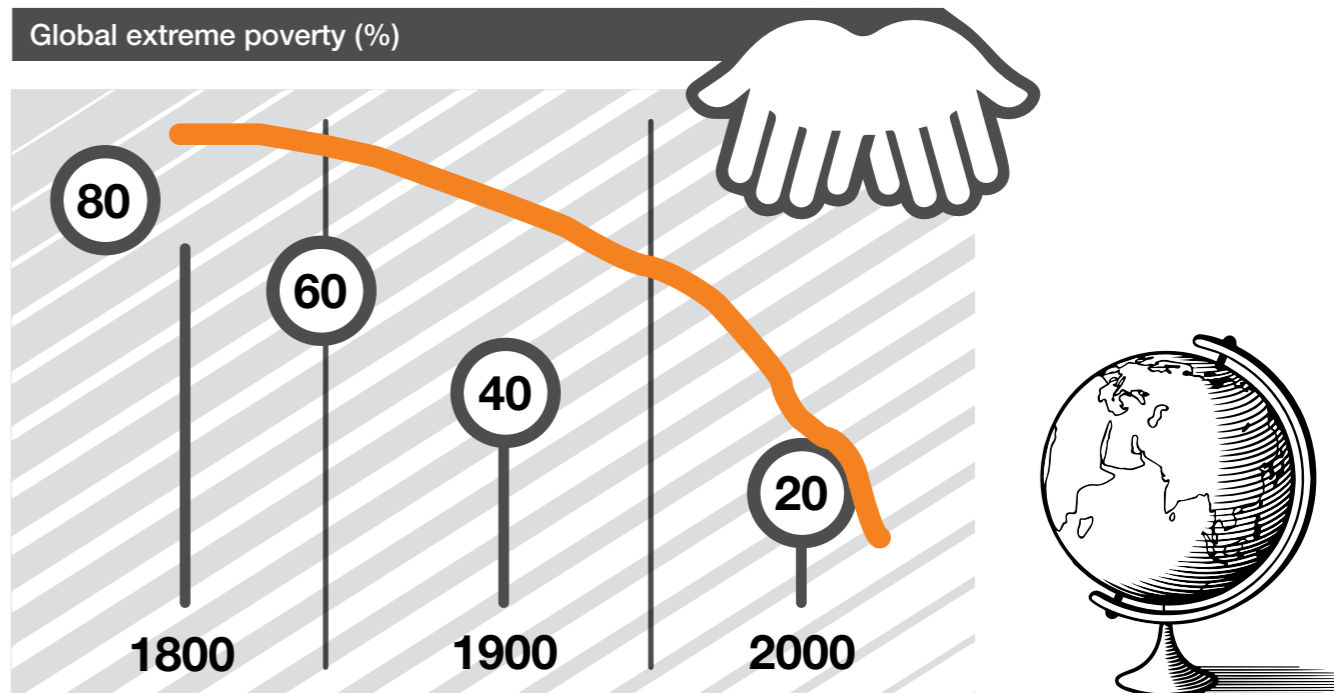
**“Adam Smith uses the example of a linen shirt. His point being that one can live just fine without one. Yet if you’re in a society where not being able to afford one marks you out as poor, then in that society, if you cannot afford a linen shirt, then you are poor by the standards of that society”. – Tim Worstall, 2018**



Whatever we might think about poverty today, whether personally, professionally or politically, we should all agree that we cannot just keep on saying that poverty is complex – a wicked problem. In order to tackle poverty systematically, effectively and fairly, we need to recognise the problem in the first instance and understand what

poverty is, and how we can measure it by scale, distribution, and the effects on our health.

That is the focus of this chapter. It is important to note that the story of poverty is not all negative. In fact, over the past 200 years there has been huge progress towards the reduction of poverty.



In 1800, 85% people around the world were living in extreme poverty (on less than £1.60 a day in today’s terms), but by 1996 this rate had gone down to 50% of the global population and today it is estimated that there are less than 1 in 10 people who are living in extreme poverty (Rosling, 2018).

**“If you do get a job here it’s normally not that great for like pay anyways, like cos obviously, I don’t know ... we do like arrange stuff and then it just never happens, cos we don’t have the money”**

**“Money for myself it is fairly difficult because I don’t have any”**  
- Quotes from the Growing up in North Yorkshire survey

## Great searching of heart: A brief history of poverty

*“That in this land of abounding wealth, during a time of perhaps unexampled prosperity, probably more than one-fourth of the population are living in poverty, is a fact which may well cause great searching of heart”* (Rowntree, 1899).

Seebohm Rowntree (1899), son of the chocolate manufacturer Joseph Rowntree, undertook an early, detailed study of poverty in York. He discovered that a large proportion of the people who were living in households experiencing chronic economic hardship were doing so because of lack of income. Rowntree’s pioneering research was based on a measure of poverty which took the basic costs of food and housing needed to sustain ‘physical efficiency’. He captured the extent of poverty at a time when the country as a whole was generating unprecedented levels of wealth for the nation. The Joseph Rowntree Foundation was set up as a result of his investigation and provides valuable social commentaries.

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Although pioneering, these surveys were quite basic in some ways and in spite of some striking similarities between now and then, they no longer reflect some of the dimensions of poverty that we see today.

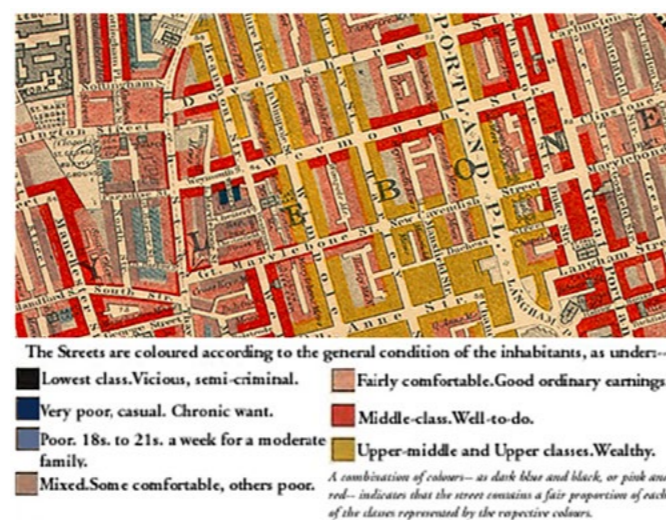
Some of the most notable differences relate to demographic changes in the population and family structures. In the past, for example, large family households accounted for many of those who were poor but this is not prominent today. Instead one-parent households are now among the groups at highest risk of poverty.

However, despite the changes that have taken place, there is still a striking similarity between poverty in the past and poverty today. Just as Rowntree’s pioneering work showed, the main causes of poverty are still largely due to unemployment and relatively low household income.



These causes in turn are influenced by how society responds to internal and external factors in shaping political and economic policies. A discussion of the political and economic choices, such as that society takes in its approach to generating and distributing wealth, is beyond the scope of this report but these choices have profound consequences.

### Life and labour of the people in England - Charles Booth 1889. ▼



## From physical efficiency to relative poverty and material deprivation: How is poverty defined and measured

In 1979 Peter Townsend developed the standard definition of poverty: *“Individuals, families and groups in the population can be said to be in poverty when they lack the resources to obtain the types of diet, participate in the activities and have the living conditions and amenities which are customary, or are at least widely encouraged and approved, in the societies in which they belong. Their resources are so seriously below those commanded by the average individual or family that they are, in effect, excluded from ordinary patterns, customs and activities”.*



There is also a further important distinction between relative poverty and material deprivation. Material deprivation is related to, but differs significantly from, relative poverty because deprivation relates to the wider material conditions experienced by people who are living in poverty, without taking household income into account. Poverty, on the other hand, relates to the lack of income and other financial resources which results in material deprivation. In other words, material deprivation is the consequence of relative poverty resulting from low household income.

Townsend’s definition makes the important distinction between **relative** and **absolute** types of poverty: poverty is not something that should only be understood in absolute terms - it is also something which is relative to the place where people live. The definition of relative poverty we use today is more about income and resources, and having the ability to feel part of, and take part in, all of the activities which are shared by the general population. It is much less about the basic necessities needed to sustain Rowntree’s ‘physical efficiency’.

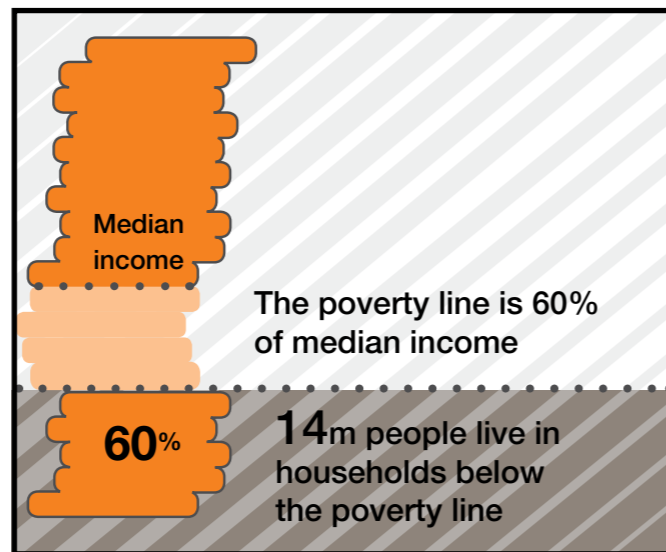


## Official measurements of poverty and the value of the national poverty line

The UK Government publishes an annual survey of income poverty called Households Below Average Income (HBAI). The HBAI survey sets the UK poverty line at 60% of the average (median) UK household income.

Any household with a combined income of less than 60% of the national average is officially categorised as living in poverty.

**Based on a household with two adults and two dependent children, the current annual value of the Government's HBAI poverty line, after housing costs have been deducted, is set at £22,100.**



Households Below Average Income (HBAI) adapted from Child Poverty Action Group (2019)

The latest report from the Social Metrics Commission (2019) report on UK poverty estimates there are approximately 14.3 million people living in relative poverty in the UK today – equivalent to more than 1 in 5 of the total population.

The report looks at how UK poverty has changed over the past few years, as well as over the longer term. Key findings from the report show that child poverty has been rising since 2011/12 - 4.6 million children now live in poverty in the UK. The vast majority of this rise has taken place in working families.

Four million UK workers are also living in poverty – a rise of more than half a million over five years, and in-work poverty has been rising even faster than employment, driven almost entirely by increasing poverty among working parents. Pensioner poverty has also risen in recent years, especially amongst those living in rented accommodation, in particular the private rented sector.

## Overview of the number of people in poverty and the poverty rates for different groups 2017/18

Group	Number in poverty
People in poverty	14,300,000
People in persistent poverty	7,000,000
Children in poverty	4,600,000
Working-age adults in poverty	8,300,000
Pensioners in poverty	1,300,000
Disabled people in poverty	3,700,000
Working-age adults in poverty lone parents	1,000,000
Working-age parents in poverty in couple families	2,800,000
Working-age adults in poverty in workless households	2,800,000
Children in poverty in workless households	1,200,000
Full-time workers in poverty	2,800,000
Part-time workers in poverty	1,800,000

Source: Households Below Average Income (HBAI) and Family Resources Survey (FRS) 2016/17 (JRF Analysis, 2018)


The average household disposable income in 2019 in the UK is £28,400 per year or £546 per week (ONS, 2019). The UK poverty line is currently valued at £22,100 per year or £425 per week, based on two adults and two children (DWP, 2018). Job Seekers Allowance (JSA) is currently £3,800 annually or £73.10 per week for one adult, and for two adults living together it is £5,972 annually or £114.85 per week. Therefore, a household with two parents on JSA and two dependent children in receipt of child benefits (currently set at £34.40 per week for two children), would only receive £7,761 per year in total household income. This places all non-working families in receipt of Job Seekers Allowance below the official UK poverty line and below the deep

poverty line. The Households Below Average Income (HBAI) and Social Metrics Commission (SMC) measures give slightly different estimates. When taken together they suggest that small changes in circumstances can result in people and families falling below the average living conditions accepted by society and finding themselves excluded from ordinary activities.

Those at the greatest risk of poverty are workless households, single parents and disabled people. Both measures highlight that for any household where one or two working age adults are in receipt of Job Seekers Allowance with no other household income source, they would be living in deep or persistent poverty.



**The deep poverty line is measured at 40% of the annual average income, which is £14,733, based on the same family structure of two adults with two dependent children.**



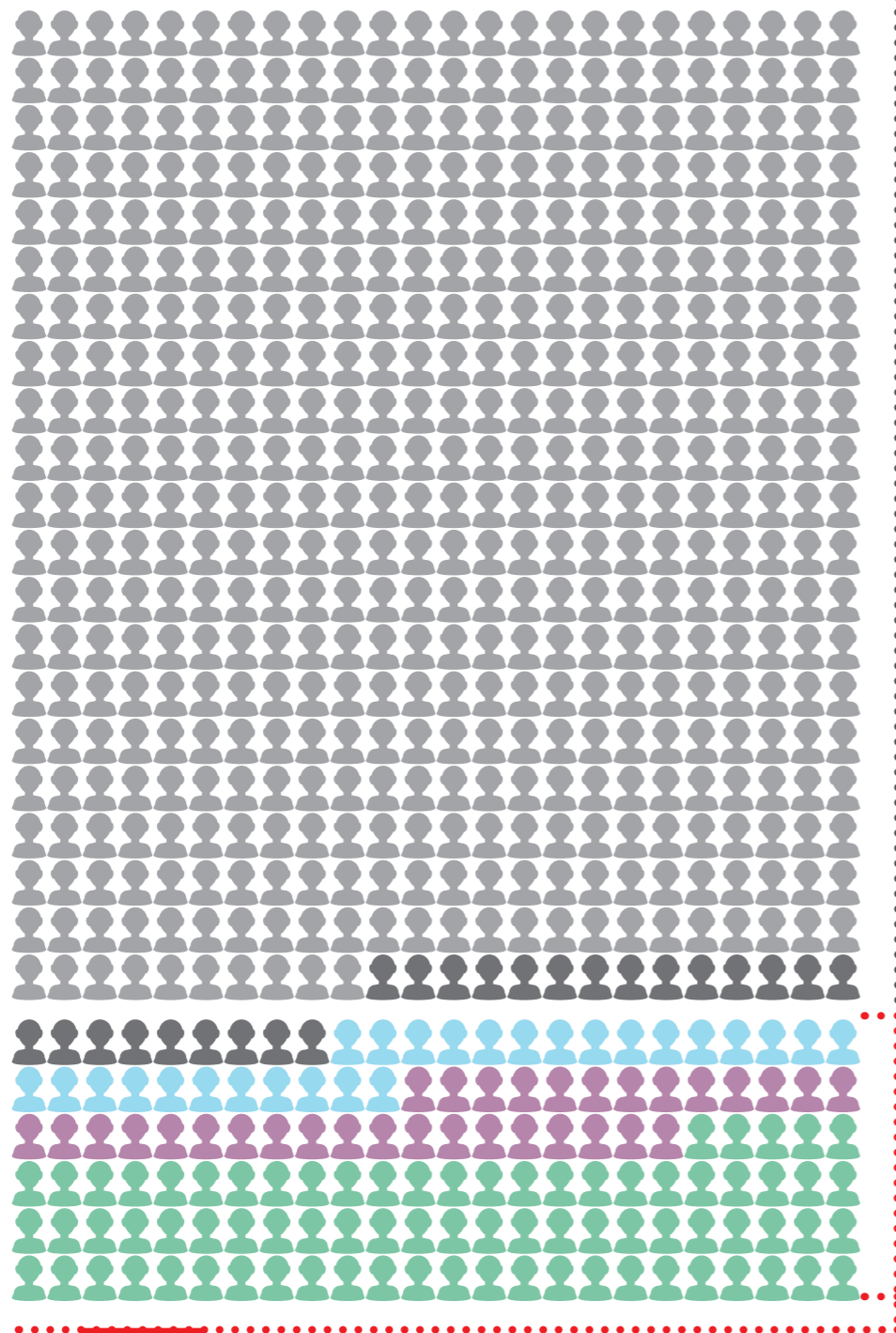
The Social Metrics Commission (2019) has developed a new framework for measuring poverty which improves the way we understand the nature and experience of poverty by different families. It is still based on the idea that living in poverty is about not having the resources to meet family needs and take part in society in general, but it improves on previous measures in many ways. This includes taking account of additional resources other than income, such as savings; and additional costs, such as childcare. The framework acknowledges that more work may be needed on rural poverty issues such as transport and access to services, and fuel poverty. Under the Social Metrics Commission's new measure there are 14.3 million people in poverty in the UK, including 7 million people living in persistent poverty (in poverty for 2 of last 3 years).

## Poor UK



Total UK population  
**66.6m\***

The different levels of poverty in the UK and the value of the UK poverty line. More than one-in-five of the UK population lives in poverty - that is 14,300,000 people (21%).



### 2.5m people

Living above the poverty line - within 10%.

### 2.6m people

Living just below the UK poverty line - within 10%

### 3.3m people

Living between 10% and 25% of poverty line.

### 8.4m people

Living in deep poverty - below 25%.

Date sources; Social Metrics Commission 2019  
\*UN population estimate 2018

**14.3m People**  
Living below the poverty line

## How does poverty affect health?

One of the most frequently asked questions about poverty and health is 'how does poverty affect health'? Lack of money in itself does not cause someone to be poorly, but the indirect influence of poverty does have a marked effect on health.

In public health we talk about the 'wider determinants' of health. In summary, this is the relationship between where you are born, grow, live, work and age, and how these factors affect your overall health and how long you will live (life expectancy). These wider determinants of health, which include economic characteristics such as unemployment and household income, have been found to have a greater influence on population health than healthcare and lifestyle behaviours.

It is the interaction of multiple factors that matters the most and these in turn are often related to behaviours; such as consuming too much alcohol or unhealthy food; lack of exercise; or exposure to high levels of stress.

## What makes us healthy?

Good health matters, to individuals and to society. But we don't all have the same opportunities to live healthy lives.

To understand why, we need to look at the bigger picture:



The healthy life expectancy gap between the most and least deprived areas in England is over **18** YEARS

Find out more: [health.org.uk/what-makes-us-healthy](http://health.org.uk/what-makes-us-healthy)



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These lifestyle factors, which are inextricably linked with the wider determinants such as household income, can lead to ill health. In other words, a person's opportunity for good health is the sum of the social, political, cultural, commercial, environmental and, critically, the economic conditions they are exposed to.



### Inequalities in health

Public Health England (PHE) and NHS England define health inequalities as “the preventable, unfair and unjust differences in health status between groups, populations or individuals that arise from the unequal distribution of social, environmental and economic conditions within societies, which determine the risk of people getting ill, their ability to prevent sickness, or opportunities to take action and access treatment when ill health occurs.”

We also talk about ‘variations’ or ‘inequalities in health’, which usually, but not always, result from the wider determinants of health such as material deprivation and poverty. Major government-commissioned reviews such as The Black Report (1980) and The Marmot Review: Fair Society, Healthy Lives (2010) have highlighted the strong link between outcomes for health and the wider socio-economic determinants.



## The Marmot Review

Fair Society, Healthy Lives set out the scale and distribution of health inequalities in England and the actions required to reduce them. It outlined six policy objectives for reducing health inequalities:

- Give every child the best start in life
- Enable all children, young people and adults to maximise their capabilities and have control over their lives
- Create fair employment and good work for all
- Ensure healthy standard of living for all
- Create and develop healthy and sustainable places and communities
- Strengthen the role and impact of ill-health prevention.

The review noted that delivering these policy objectives will require action by central and local government, the NHS, the third and private sectors and community groups, but that national policies will not work without effective local delivery systems focused on health equity in all policies.

Effective local delivery requires effective participatory decision-making at local level. This can only happen by empowering individuals and local communities.

One of the best examples of inequality in health is the variation in life expectancy. There has been a continual rise in life expectancy in the UK since the 19th Century – and much of this improvement is the result of the introduction of various public health measures.



*Males born in 1841 could expect to live to just 40 years, and 42 years for females, but by 1920 life expectancy at birth had increased up to 55 years for males and 59 years for females. When the Welfare State was introduced in 1948 life expectancy for males was 66 years and 70 years for females. Today, life expectancy change to for males is 79.6 years and 83.1 years for females.*

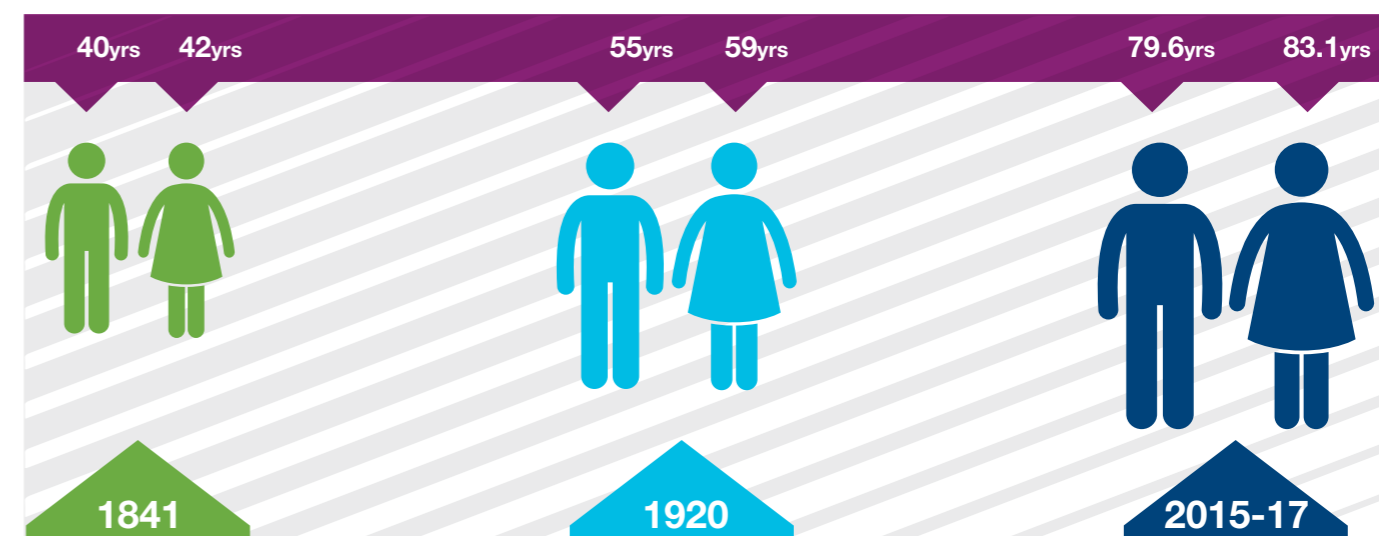
Despite the improvement over time, there are significant inequalities in life expectancy between people from different socio-economic backgrounds. Poverty is associated with reduced life expectancy by almost a full decade. For example, men living in the least deprived 10 percent of areas in England can expect to live almost a full decade longer (9.3 years) than men born in the most deprived 10 percent of places – for females the gap is 7.4 years.

Research shows the strong correlation between income inequality and variations in health. In 2009 Wilkinson and Pickett published The Spirit Level. It highlighted the fact that for each of eleven different health and social problems, including life expectancy, outcomes are strongly associated

with, and significantly worse in, more unequal societies. New research by the same authors, (2019) also explains how income inequality affects us individually and how it shapes the way we think, feel and behave, often with marked effects on our health status.

In summary, poverty kills. It sets the context for how 1 in 5 people in the UK live and dictates the options they have relative to others in society. In this chapter, I have given an overview of the leading causes and consequences of poverty. In the next two chapters I will look at the current health profile in North Yorkshire and the local picture of poverty including how it has changed over time and its impact on the county's residents.

### Life expectancy



# Chapter 2: Health in North Yorkshire today

## The state of health in North Yorkshire today

North Yorkshire is England's largest county by area. It covers over 3,100 square miles (8,000 km<sup>2</sup>); is three times the size of Luxembourg; and is larger than 32 other countries.

This means that it is varied in nature, from larger towns including Harrogate and Scarborough, through to many smaller towns and villages. It has picturesque, sparsely populated upland areas in the North York Moors and Yorkshire Dales National Parks, coastal towns and rural, agricultural communities. It is also home to Western Europe's largest military garrison based in and around Catterick.

The map below shows North Yorkshire split into four groups

by size of built up area. Groups A, B and D are all approximately equal in size of population, with around 135,000 residents in each of these areas.

The light blue shaded areas (group C) have a combined population of 206,000, illustrating that more residents live in villages and small towns of between 4,000 and 10,000 than other types of communities. There are as many people in rural areas, shown as white as there are in the two largest towns of Harrogate and Scarborough, shaded purple.

North Yorkshire has a total population of 614,500 residents, of whom 149,000 (24.2%) are aged 65 and above. This is the 13th highest proportion and

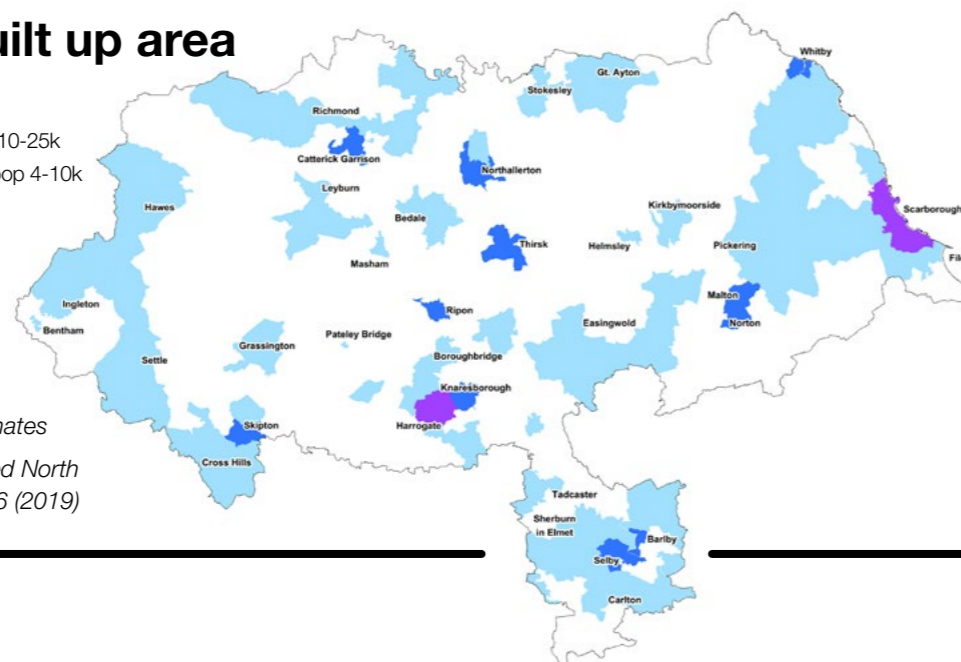
16th highest number of this age group among England's 152 upper tier local authorities. There are also 19,600 (3.2%) residents aged 85+.

North Yorkshire is the third least densely populated upper tier local authority in England; only Northumberland and Cumbria have fewer residents per square kilometre. Amongst a set of similar areas, known as statistical neighbours, North Yorkshire has the lowest population density by a considerable margin.

Four of the seven districts within the county – Ryedale, Richmondshire, Craven and Hambleton - are in the 10 least densely populated lower tier local authority areas in England.

### Population by built up area

- Group A = Large Towns pop>50k
- Group B = Medium sized towns, pop 10-25k
- Group C = Small towns and villages, pop 4-10k
- Group D = Not a built up area



Source: ONS, 2017 population estimates  
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### Population density, North Yorkshire and statistical neighbours, 2017

Local authority	Population density (people per km <sup>2</sup> )
North Yorkshire	76.1
Devon	119.9
Lincolnshire	126.5
Somerset	160.9
Dorset	167.1
Suffolk	199.2
Cambridgeshire	212.8
Gloucestershire	236.8
Warwickshire	285.9
Nottinghamshire	392.3
Staffordshire	332.4
West Sussex	428.1

Source: ONS, Population estimates mid-2017

This combination of low population density with a higher than average proportion of residents beyond retirement age presents significant challenges in providing equitable access to services in local communities.

Overall, health in North Yorkshire is better than average for England. Life expectancy (LE) at birth is significantly higher for males and females, but the rate of change appears to be reducing. In five years, from 2006-08 to 2010-12, LE in North Yorkshire increased by 1.1 years for males and by 0.9 years for females. The following 5-year period (2010-12 to 2014-16) saw LE increase by 0.7 years for both males and females. Nationally, this slowdown in the rate of increase is seen and is more pronounced in deprived communities.

The charts to the right show changes in LE for North Yorkshire districts, ranked by LE in 2006-08. These show that the most recent increases have tended to be larger for the most recent time period (shaded darkest) in areas with lowest LE, to the right of each chart.

Despite this, Scarborough continues to have the lowest life expectancy in North Yorkshire, but the continued improvement in areas

with low LE suggests that our work to tackle health inequality is having some impact.

Healthy life expectancy in North Yorkshire - the number of years someone can expect to live in good health from birth to death - is significantly higher than the England average for females, but not significantly different for males. Health inequality measures tend to be lower than average, but this county-level data masks differences within North Yorkshire.

With reference to the recommendations from the Marmot Review on reducing health inequalities there are some successes as well as areas for improvement.

### Changes in life expectancy, male and females, North Yorkshire districts, 2006-08 to 2014-16



## Getting the best start in life

The overall health and wellbeing of children in North Yorkshire is better than the England average. The infant mortality rate is significantly lower than the England average, and has halved from 2009-11 to 2015-17.

Despite continued reductions and lower than average rates of smoking in the general population, the proportion of women who smoke throughout pregnancy in North Yorkshire is significantly higher than England. However, the smoking at time of delivery figure has improved in the past two years, reducing from 14.2% in 2015/16 to 11.7% in 2017/18. The England average is 10.8%.

In 2017/18, 72.5% of local children achieved a good level of development at the end of the school reception year. This is similar to the England average (71.5%), with more than 1,600 children failing to reach a good level. However, for those children with free school meal status, only 49.4% achieved a good level of development, significantly lower than the England average (56.6%). Of the 1,600 children who did not reach a good level of development, about 250 had free school meal status.

In the 2017/18 academic year, rates of excess weight in children continued to increase. Obesity rates tend to fluctuate annually, since different children are measured each year, but there is an overall increasing trend. Over 2 in 10 (22.3%) Reception year children measured had excess weight, and more than 3 in 10 (31.6%) in Year 6.

In North Yorkshire, hospital admissions for injuries to children remain significantly higher than the England average. In 2017/18, there were nearly 1,200 hospital admissions for unintentional and deliberate injuries in children aged 0-14 years in North Yorkshire - a rate of 123 per 10,000, compared with 96 per 10,000 for England overall. Based on data for England, admissions for injury in this age group are higher in more deprived areas.

Nationally, the rate of young people being admitted to hospital as a result of self-harm is increasing, and this is also the case in North Yorkshire. In 2017/18, in North Yorkshire there were 460 hospital admissions for self-harm for those aged 10-24 years old, with a rate significantly higher than England.

## Maximising capabilities and having control

Performance of children who have taken GCSEs is now measured using an "Attainment 8 score". This score is calculated on the best eight GCSE scores, including English and maths with an additional weight for subjects included in the English Baccalaureate.

In 2017/18, for North Yorkshire the average Attainment 8 score was 48.5, significantly higher than England (44.5). We know that the attainment of looked after children (LAC) is often lower than their non-looked after peers, in part due to the impact of previous life experiences. For these children in care, the Attainment 8 score for North Yorkshire was 20.0 compared with 18.9 for England, highlighting the work of LAC services and the Virtual School in North Yorkshire in helping these young people to achieve their potential.

The number of fixed period exclusions from secondary schools in North Yorkshire is increasing. There were over 4,000 fixed period exclusions in 2016/17, compared with 2,500 just two years previously. The rate, expressed as 11.2% of children, is significantly higher than the England average (9.4%), but some children may have experienced more than one exclusion in a year.

In 2017, there were 730 young people aged 16 and 17 who were not in education, employment or training (NEET), or whose activity is not known, 6.5% of this age group and significantly higher than England overall (6.0%).

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The infant mortality rate in North Yorkshire (1.96 per 1,000 live births) is lower than the England average (3.92 per 1,000 live births).

Smoking whilst pregnant has reduced from 14.2% in 2015/16 to 11.7% in 2017/18.

72.5% of local children achieved a 'good' level of development at the end of Reception in 2017/18.

Over 2 in 10 (22.3%) of children in Reception and more than 3 in 10 (31.6%) of children in Year 6 had excess weight in 2017/18.

Hospital admissions for injuries in children are higher than the England average. In 2017/18 there were 1,200 hospital admissions for children in North Yorkshire for unintentional and deliberate injuries.

In 2017/18 there were 460 admissions to hospital for self-harm in 10-24 year olds which is higher than the England average.

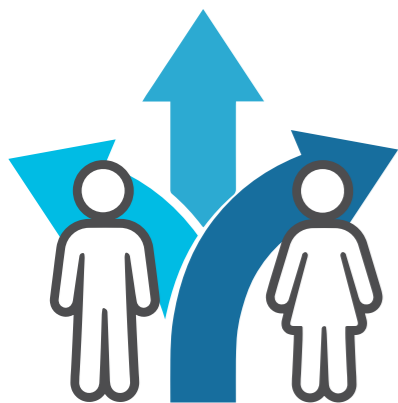
In 2017/18 the average 'Attainment 8' score in North Yorkshire was 48.5 which is significantly higher than the England average (44.5).

There were 4,000 fixed period school exclusions in 2016/17 at a rate of 11.2% compared to the England average of 9.4%.

In 2017, 730 young people in North Yorkshire were not in education, employment or training.



## Having opportunities for all



Employment in North Yorkshire is high. In 2018, 78.4% of people aged 16-64 were in employment, compared with 75.4% for England and 73.6% for Yorkshire and the Humber. However, full-time jobs in North Yorkshire are less common than nationally (63.1% v 67.5%) and part-time jobs are more common (36.9% v 32.5%).

The table below shows the seven highest industries for employee jobs in North Yorkshire. Compared with Great Britain, North Yorkshire has a higher rate of jobs in accommodation and food services, and manufacturing. As a rural county, North Yorkshire has about 3.6% of the workforce employed in agriculture, forestry and fishing, 4.5 times higher than England overall at the 2011 census.

Employee jobs by industry\*, North Yorkshire, 2017

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Industry	North Yorkshire		Great Britain
	Number of jobs	%	%
Wholesale & retail trade; repair of motor vehicles	42,000	15.7	15.2
Accommodation & food services	33,000	12.3	7.5
Manufacturing	32,000	11.9	8.2
Health & social work	30,000	11.2	13.3
Education	23,000	8.6	8.9
Professional, scientific & technical	22,000	8.2	8.4
Administrative & support services	21,000	7.8	9.1

\*excludes farm-based agriculture, self-employed, government-supported trainees and HM forces. Source: www.nomisweb.co.uk

In 2018 the Social Mobility Commission reviewed the latest information on social mobility for the UK, based on the analysis of the national Social Mobility Index.

In simple terms, the Index compares the life chances that a child from a poor family will do well at school and then go on to get a good job and buy a nice house to identify

the best (hot-spots) and worst places (cold-spots) in England for providing opportunities for children from poor families to perform well in adult life.

For North Yorkshire, the highest performing district for social mobility in 2017 was Craven and the lowest was Scarborough district. One of the most important conclusions that can be drawn from the

data for North Yorkshire is the clear east-west divide which exists across the county and the strong links with many other related issues such as child poverty, material deprivation and inequalities in health.

The North Yorkshire Coast Opportunity Area was set up to tackle issues around social mobility in the county's only overall social mobility cold-spot.

## NORTH YORKSHIRE COAST OPPORTUNITY AREA



## Having healthy and sustainable places and communities

In North Yorkshire, people are living longer, healthier lives compared to England as a whole. However, there are significant variations between districts, communities and population groups.

North Yorkshire's Public Health team is addressing health inequalities through its service provision and work with partners, and also through its understanding of the wider determinants and their impact on the health and wellbeing of the local population.

Key determinants include low income, childhood factors and poor housing, which often translate

into ill-health and service need through poor mental health and unhealthy behaviours.

### Smokefree Places

North Yorkshire boasts a wealth of natural resources including two national parks and a number of Areas of Outstanding Natural Beauty (AONB). As part of our aim to inspire a smokefree generation we have started a Smokefree Places grant funding scheme. This has supported smokefree play-parks in Scarborough, Harrogate and Ryedale.

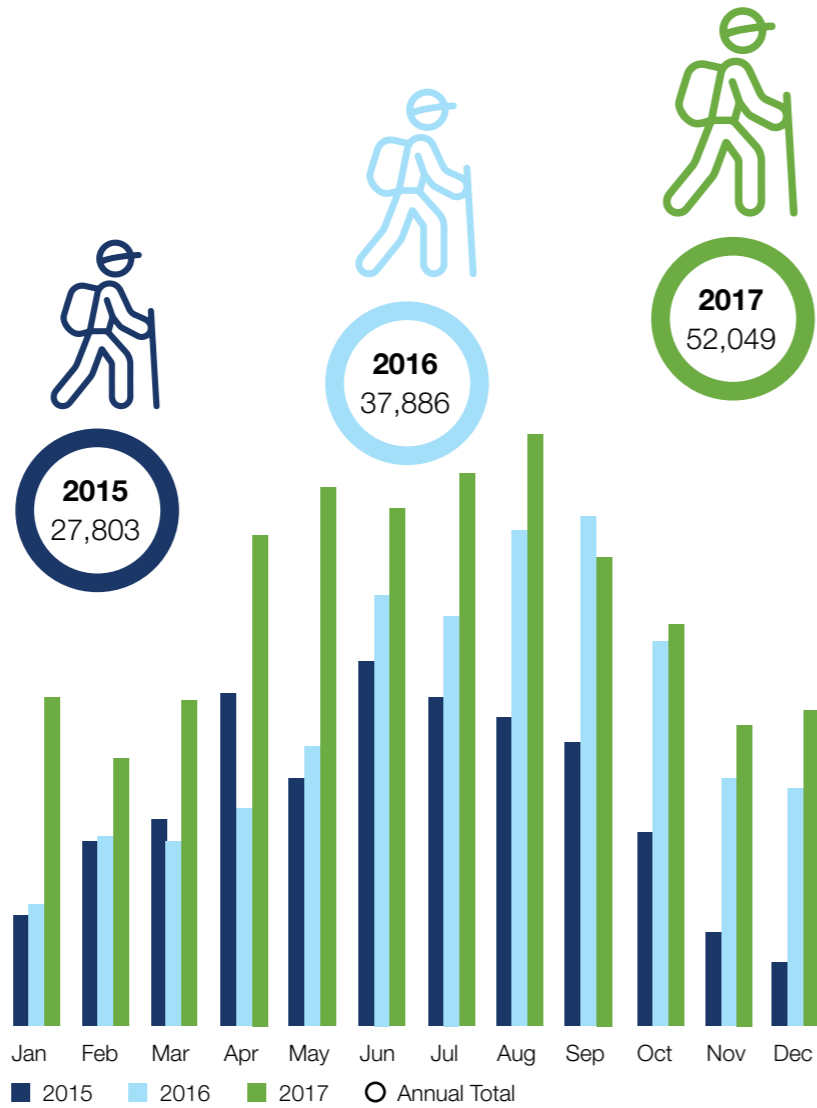


**Discoveries on Your Doorstep**

The Scarborough and Selby Trails are a collection of walks with things to see and activities to do along the way for everyone in Scarborough and Selby. They are designed to encourage people to get outside and experience the history, nature and culture within their local area.

The project has currently been rolled out in Scarborough (Barrowcliff/ Northstead, Castle, Eastfield, and Falsgrave/Mere) and Selby (Flaxby Road and Abbots Road). The next roll out will be in Ripon with new trails identified there. Footfall counters show the increase in route use as illustrated by one of the trails in Selby after the launch in late summer 2016.

In 2017/18, 69.5% of adults in North Yorkshire were classed as physically active. The rate is significantly higher than the England average (66.3%).



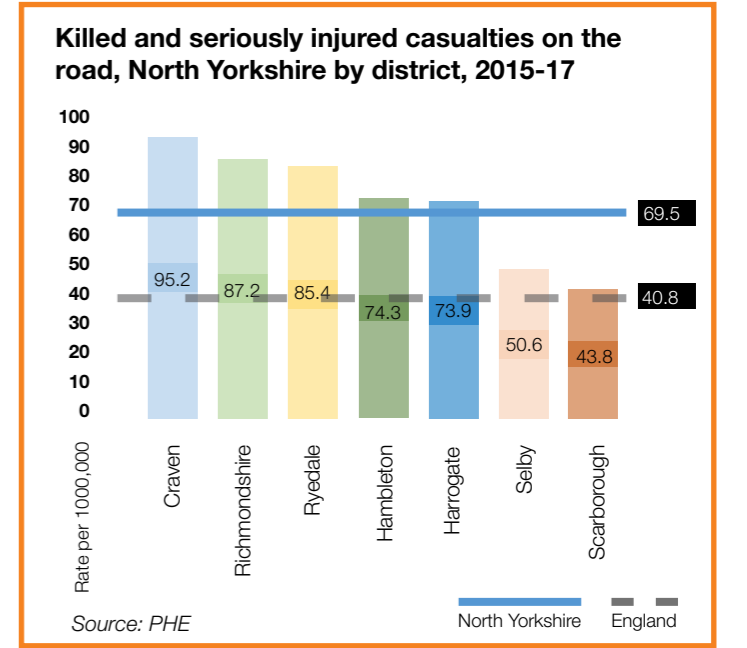
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**Road safety in rural North Yorkshire**

The rate of people being killed and seriously injured (KSI) casualties on roads in North Yorkshire is significantly higher than the England average (70 v 41 per 100,000). There were 1,271 people KSI on North Yorkshire's roads in the three years 2015-17.

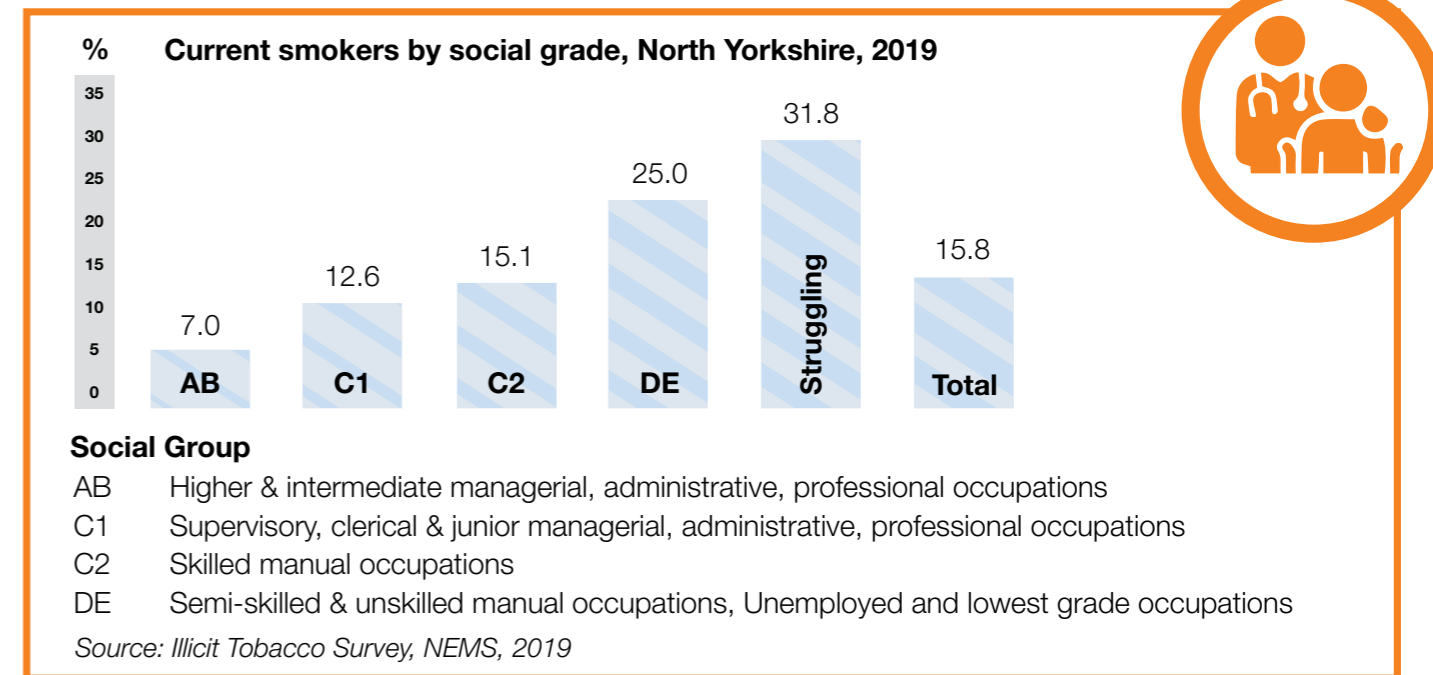
North Yorkshire no longer has the highest rate of road casualties, but this is due to the large number of road casualties killed and injured in the Westminster Bridge terror attack in March 2017. All districts within North Yorkshire, apart from Scarborough, have KSI rates which are significantly higher than England. Scarborough is not significantly different from the England average.



**Ill health prevention**

North Yorkshire has a lower prevalence of adults who smoke (12.0%) than the England average (14.4%), but also lower rates of quitting (1,379 versus 2,070 per 100,000 smokers).

A 2019 survey found that people from lower socio-economic groups and those classifying themselves as struggling financially were more likely to be current smokers compared to other North Yorkshire residents. There were also higher purchases of illicit tobacco in these groups.



Flu is a highly infectious disease which can sometimes lead to serious complications, particularly in people that have long-term health conditions, the over 65s, and children. The flu vaccine is the best way of protecting against flu, along with hand

washing. The vaccination rate in North Yorkshire for people aged 65 and over (73.6%) is significantly higher than England (72.6%). The rate in North Yorkshire has been significantly higher than England since 2012/13, but many people still remain at risk.

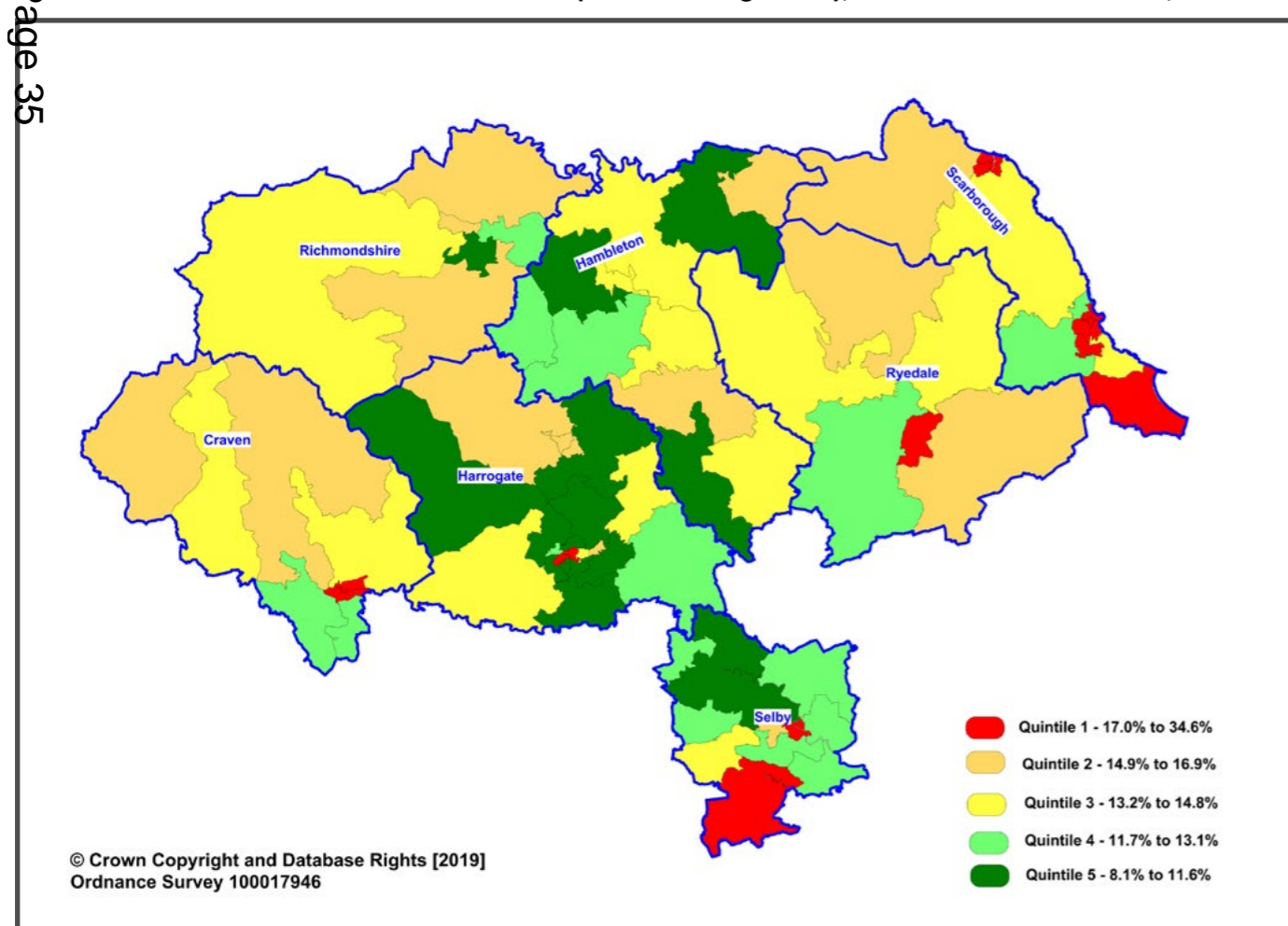
# Chapter 3: Poverty in North Yorkshire

## North Yorkshire's most deprived areas

As previously described, current poverty levels are defined as people living in households with income more than 60% below the national median. Unfortunately, data are not routinely available for local authorities for this measure. The Office for National Statistics (ONS) produced experimental statistics, modelling the number of households expected to be in poverty in 2013/14.

These showed a range of between 8.1% of households in part of Harrogate to 34.6% in part of Scarborough to be living in poverty. In total, this amounts to 92,000 people in North Yorkshire in poverty, some 15% of the population, compared with 22% nationally. The uncertainty in this measure means it could be as few as 65,000 or as many as 127,000 people.

Households below 60% of median income (after housing costs), North Yorkshire MSOAs, 2013/14



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The words 'poverty' and 'deprivation' are often used interchangeably. In the opening chapter of this report I explained that people can be in poverty because they have insufficient money to meet their needs - but they can also be classified as deprived due to a lack of any number of resources, not just financial. Due to the lack of robust poverty measures at a local level, I will consider deprivation, and income deprivation in particular, as proxy measures for poverty in the county.

The Index of Multiple Deprivation (IMD) is an area-based, relative measure of deprivation. It is made up of 37 indicators in seven domains of deprivation, weighted by their importance, and is calculated for every lower layer super output area (LSOA) in England.

LSOAs are neighbourhoods with a minimum population of 1,000, maximum of 3,000 but more typically with 1,500 residents when defined.

Index of Multiple Deprivation 2015, domains and weighting	
Domain	Weighting
Income Deprivation	22.5%
Employment Deprivation	22.5%
Education, Skills and Training Deprivation	13.5%
Health Deprivation and Disability	13.5%
Crime	9.3%
Barriers to Housing and Services	9.3%
Living Environment Deprivation	9.3%

Source: Department for Communities and Local Government



IMD 2015 ranks LSOAs from the most deprived to the least, but does not necessarily indicate the absolute differences between areas. An LSOA with an IMD score of 40 is not 'twice as deprived' as an area with a score of 20.

As an area-based measure, IMD 2015 provides a broad indication of what is typical for an

area, but this does not necessarily apply to all individuals within a particular LSOA. For example, the LSOA "Westminster 018C" is almost exactly in the middle of the distribution, ranked 16,419 of 32,844 LSOAs in England. However, this LSOA also contains Buckingham Palace, the most notable resident of which is unlikely to be considered 'averagely deprived'.

According to IMD 2015, there are 11 LSOAs, or neighbourhoods, in North Yorkshire which are amongst the most deprived 10% (decile) of areas in England. These areas are considered to have the highest and most concentrated levels of poverty in the county, although it is recognised that poverty exists throughout North Yorkshire.

Nine of the 11 LSOAs are in Scarborough Borough, and one each in Harrogate Borough and Selby District. The following table shows these 11 LSOAs with their national decile for each of the seven domains of IMD.

The eleven most deprived neighbourhoods in North Yorkshire, 2015

LSOA Code	LSOA name (2011)	Ward containing LSOA	Rank of 42,844 LSOAs in England	Rank (NY)	Seven domains – national decile (1 is most deprived)						
					Employment	Income	Health Deprivation and Disability	Education, Skills and Training	Crime	Living Environment	Barriers to Housing and Services
E01027874	Scarborough 007D	Woodlands	313	1	1	1	1	1	3	8	3
E01027819	Scarborough 012B	Eastfield	318	2	1	1	1	1	1	7	3
E01027806	Scarborough 006B	Castle	319	3	1	1	1	1	1	1	5
E01027847	Scarborough 006D	North Bay	751	4	1	1	2	1	1	1	4
E01027804	Scarborough 010A	Castle	1,005	5	1	1	1	3	1	1	5
E01027817	Scarborough 012A	Eastfield	1,714	6	1	1	1	1	3	6	4
E01027907	Selby 005C	Selby West	2,057	7	1	1	2	1	4	9	5
E01027740	Harrogate 013F	Woodfield	2,283	8	1	1	1	3	4	7	6
E01027820	Scarborough 012C	Eastfield	2,515	9	1	1	2	1	5	6	6
E01027805	Scarborough 006A	Castle	2,561	10	1	2	2	2	1	1	8
E01027869	Scarborough 001C	Whitby West Cliff	2,792	11	1	2	1	4	2	1	5

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The table shows that all of the 11 LSOAs are in the most deprived decile nationally for employment deprivation. This domain is built from claimant measures for: Jobseeker's Allowance (JSA); Employment and Support Allowance (ESA); Incapacity Benefit; Severe Disablement Allowance; and Carer's Allowance, suggesting that there is much lower than average job availability and much higher than average rates of ill health preventing people from working, either due to their own ill health or caring for someone else.

Nine of the eleven LSOAs are in the most deprived 10% nationally for the Income domain, with two LSOAs in the second most deprived decile. This is probably the best measure of poverty and is based on adults and children in families in receipt of a range of benefits and allowances. One LSOA (Scarborough 007D) is ranked 99th of the 32,844 LSOAs in England, making 99.7% of the country less income deprived than this neighbourhood.

The Health Deprivation and Disability domain includes measures of years of potential life lost; comparative illness and disability ratio; acute morbidity; and mood and anxiety disorders. It is likely that poor health and disabilities can be both a cause and consequence of deprivation.

Seven of the LSOAs are in the most deprived decile for Education, Skills and Training Deprivation. One LSOA (Selby 005C) is the 73rd most deprived in England for the Children and Young People sub-domain, which includes 8 LSOAs in the most deprived decile. Five (Scarborough 007D; 012A; 012B; 012C and Selby 005C) are in the most deprived decile for Adult Skills sub-domain.

The Crime domain measures the risk of personal and material victimisation and is made up of indicators recording violent crimes, burglaries, thefts and criminal damage. The five LSOAs in the most deprived decile for this domain are all located in Scarborough Borough, with four in Scarborough town itself.

The Living Environment Deprivation Domain measures the quality of the local environment. The indicators fall into two sub-domains – 'indoors' and 'outdoors'. The indoors living environment measures the quality of housing, whilst the outdoors living environment contains measures of air quality and road traffic accidents.

The 11 LSOAs in North Yorkshire are divided into two distinct groups, with five LSOAs in the most deprived decile for the Living Environment domain, driven by the Indoors sub-domain. The measures in the indoor domain consider housing in poor condition and those without central heating. The remaining five LSOAs are in deciles six to nine nationally for this domain.

The Barriers to Housing and Services Domain measures the physical and financial accessibility of housing and local services. The indicators fall into two sub-domains: 'geographical barriers', which relate to the physical proximity of local services, and 'wider barriers' which includes issues relating to access to housing, such as affordability. Nine of the 11 LSOAs are in Scarborough Borough, and one each in Harrogate Borough and Selby District.

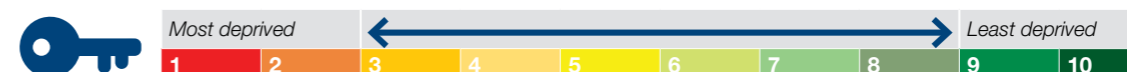
The Barriers to Housing and Services Domain deciles range from three to eight for these 11 LSOAs. The sub-domain 'geographical barriers' tends to have ranks in less deprived deciles when compared with the Wider Barriers sub-domain. This means most of these LSOAs have local services available within, or close to, the areas, but difficulties may exist with overcrowding, housing affordability and homelessness as measured in the Wider Barriers sub-domain.

The LSOAs which are closest to the most deprived 10%, but outside that range are:

LSOA name	Ward containing LSOA	IMD 2015 rank
Scarborough 010B	Ramshill	3907
Scarborough 008C	Central	5140
Scarborough 007C	Woodlands	5328
Scarborough 009B	Falsgrave Park	5334
Scarborough 004A	Colburn	5380

To be amongst the most deprived 10% in England, the rank would have to drop to 3,284. The LSOA Scarborough 010B is closest to that boundary, and poverty measures should be continued to be monitored to ensure these most at risk LSOAs do not become more deprived relative to other areas.

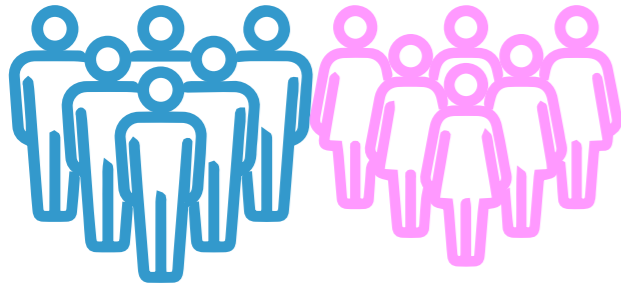
LSOA name	Ward containing LSOA	Barriers to Housing and Services	Geographical Barriers Sub-domain	Wider Barriers Sub-domain	Living Environment	Indoors Sub-domain	Outdoors Sub-domain
Scarborough 007D	Woodlands	3	5	2	8	6	9
Scarborough 012B	Eastfield	3	5	2	7	6	8
Scarborough 006B	Castle	5	9	2	1	1	4
Scarborough 006D	North Bay	4	9	2	1	1	7
Scarborough 010A	Castle	5	8	2	1	1	5
Scarborough 012A	Eastfield	4	4	3	6	6	5
Selby 005C	Selby West	5	6	3	9	7	9
Harrogate 013F	Woodfield	6	7	3	7	7	5
Scarborough 012C	Eastfield	6	7	3	6	4	8
Scarborough 006A	Castle	8	8	4	1	1	4
Scarborough 001C	Whitby West Cliff	5	8	2	1	1	6





## The changing face of poverty in North Yorkshire

### Population

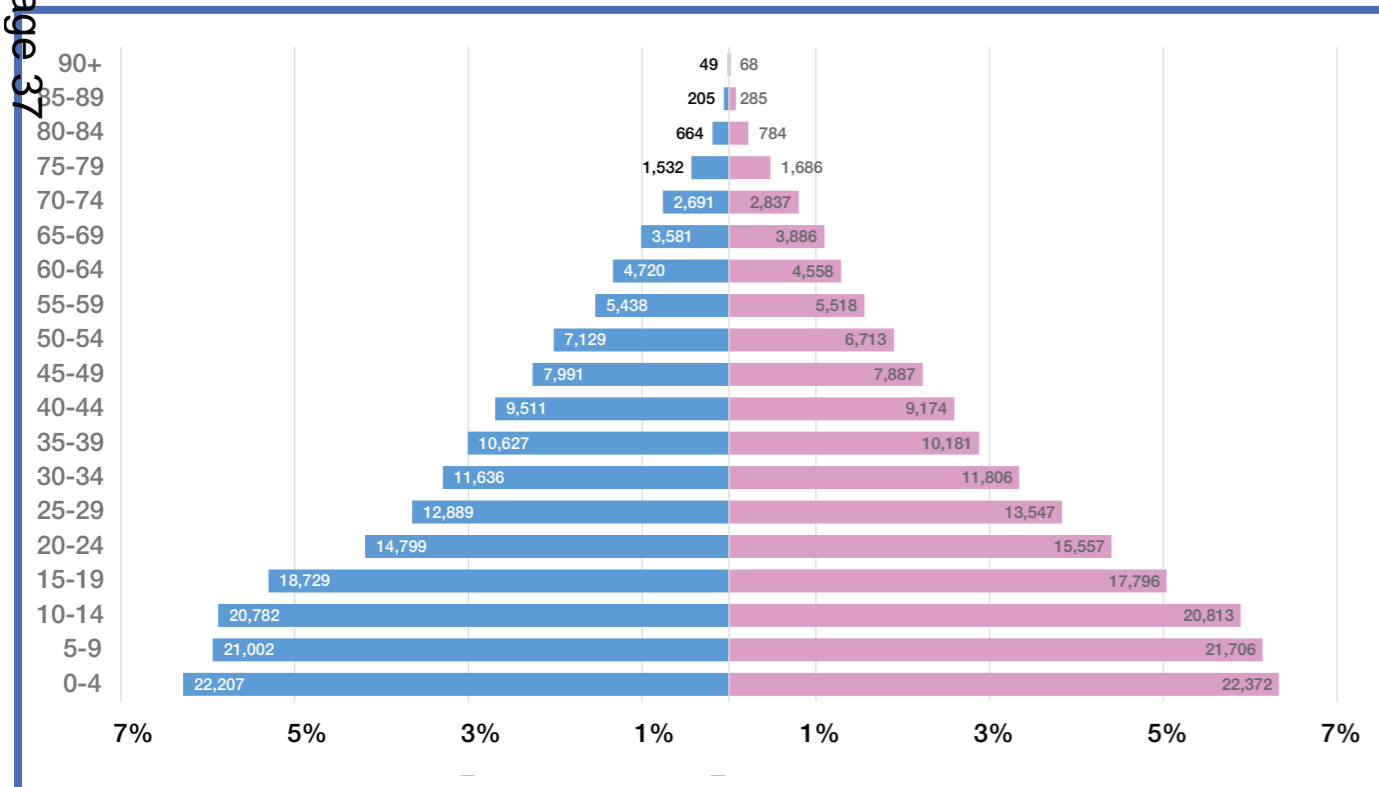


The population pyramids show the dramatic societal change over 125 years. In 1891, the population structure was much closer to a pyramid, with a wide base and narrowing towards the apex. This structure is typical of a population with a high birth rate, high infant mortality and sustained mortality rates through all age groups.

In 1891, the population of the North Riding of Yorkshire was 353,000: the latest population estimates for area covered by North Yorkshire County Council show a population of over 611,000.

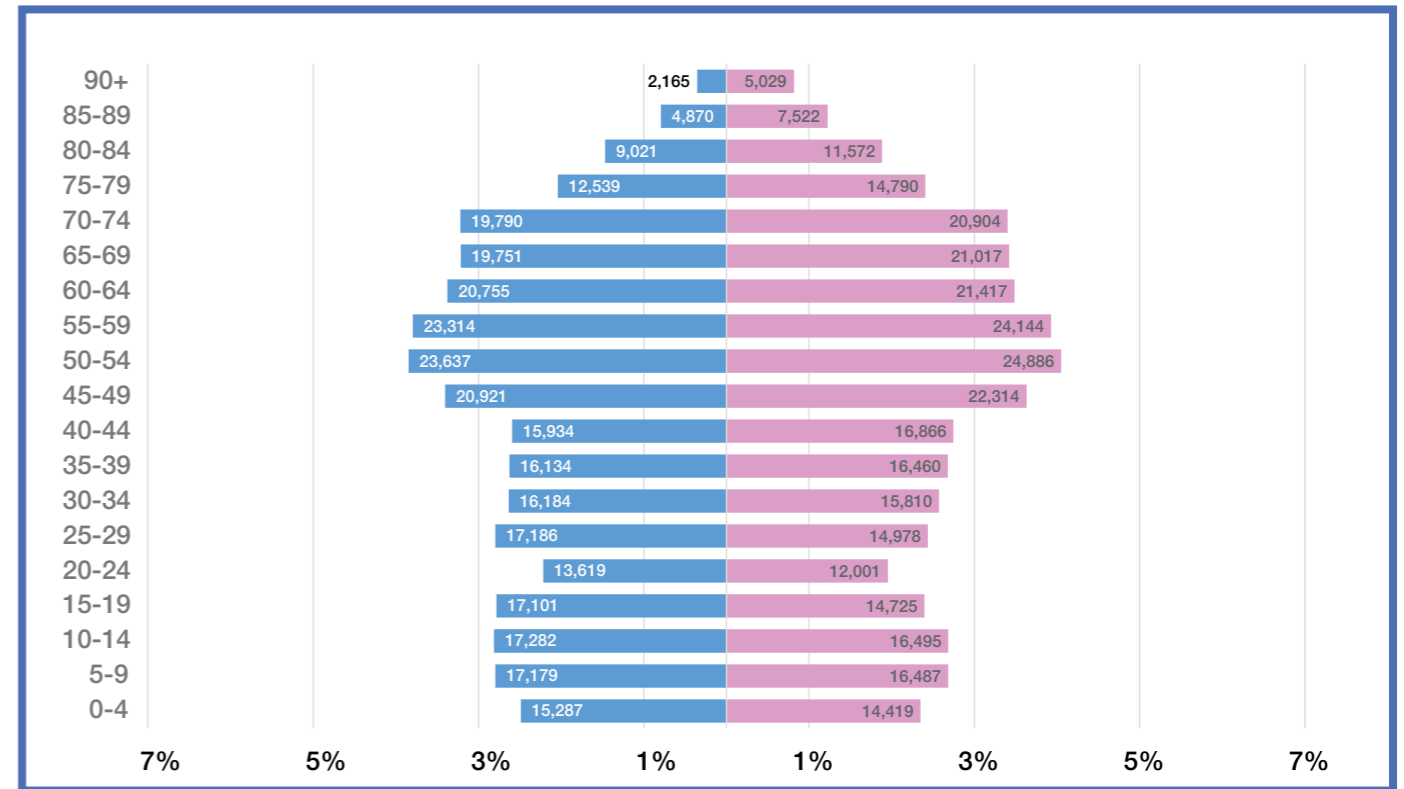
In contrast, the 2018 pyramid is top heavy, illustrative of a low birth rate, low infant mortality and low mortality rates up to age 74. There is a noticeable 'pinch' at age 20-24 as young adults move out of North Yorkshire for higher education and work.

### Age profile, North Riding 1891 Census



■ Male ■ Female

### Age profile, North Yorkshire ONS mid-year population estimates 2018



■ Male ■ Female

There is a challenge in comparing population over time. Despite the nation's best efforts using a census every ten years, administrative boundaries change as populations evolve. This report takes the 1891 census data and medical officer reports for North Riding of Yorkshire as an approximation of modern day North Yorkshire. They do, however, include some towns, such as Middlesbrough and Redcar, which are not part of the present day county. By the same token, Harrogate, Ripon, Skipton and Selby were historically in the West Riding but now are part of North Yorkshire.

In 1891, 36% of North Riding's population was aged under 15 but in 2017, for North Yorkshire, it was just 16%. In modern times, generally poverty falls more heavily on families with young children, who have had less time to accumulate wealth, than on pensioners.

In the 21st century, increased benefits for older people and the 'triple pension lock' have, to an extent, shielded older people from the impacts of austerity policies of the past decade, so that the proportion of pensioners experiencing poverty is about half that of children, [North Yorkshire JSNA County Profile 2019, p4.](#)

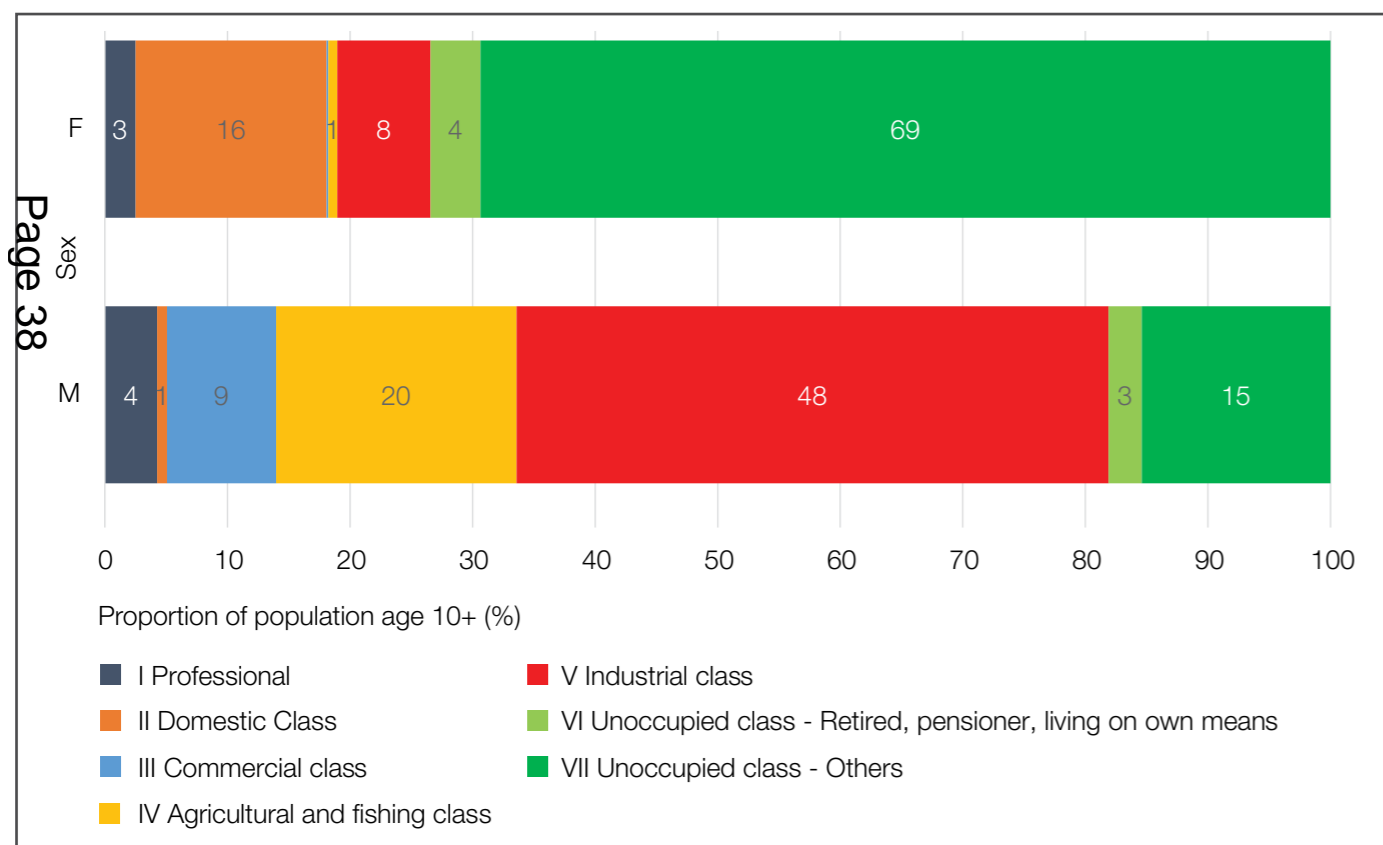
## Employment

In the 19th century, there was little in the way of financial support and income largely came from employment. At that time, societal norms tended to exclude married women from the workforce and they were more often occupied at home, looking after families and domestic matters.

The 1891 census shows nearly 70% of North Riding women as 'unoccupied' and of those employed, more than half were in domestic

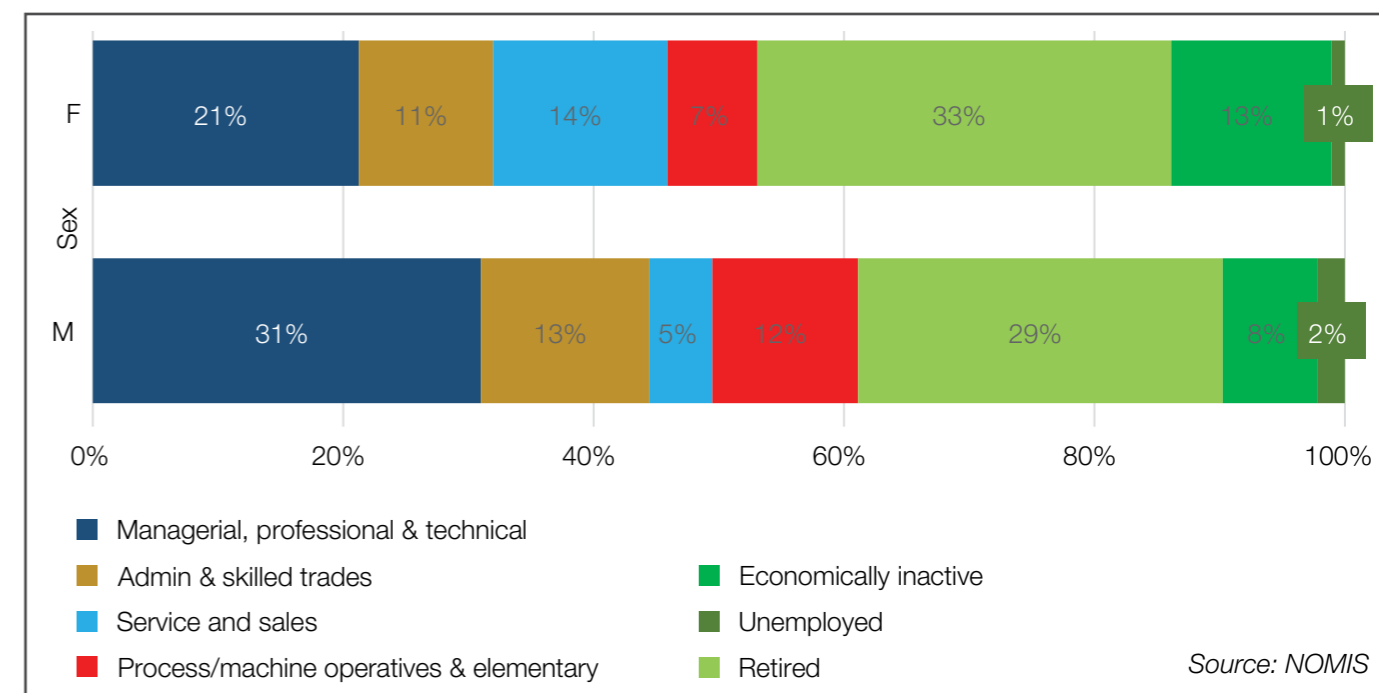
service. For males, nearly half were employed in the "industrial class" and almost 20% in "agriculture and fishing". Only 2.7% of men are described as "retired, pensioner or living on own means" with 15% described as "unoccupied". This category may well include people without work, those in precarious work arrangements, and those unable to work due to poor health or old age. It is likely that many of the people in poverty in 1891 are drawn from this occupational group.

Occupation class by sex, age 10+, North Riding, 1891



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Occupation class by sex, age 16+, North Yorkshire, 2018



In North Yorkshire today, a similar proportion of males (78.4%) but almost three times the 1891 rate of females (74.7%) aged 16-64 are in employment. Jobs are categorised using the Standard Occupational Classification (SOC) 2010.

These show that there has been a considerable shift away from industrial, agricultural and domestic work towards managerial, professional and technical employment (SOC groups 1-3), which make up the largest proportion of jobs in the county. There has been a large increase in the retired population.

In 2017/18, the unemployment rate for North Yorkshire was 3% of adults aged 16-64. This compares favourably with the 15% snapshot of unoccupied males in 1891, but is not directly comparable due to the inclusion of children aged 10-15 and older people aged 65+ in the historic figures, and the uncertain differences between unoccupied and unemployed (people actively seeking work).

### Carers

In the UK approximately 22% of carers (1.2 million) live in relative poverty compared with 16% of the general population. This proportion increases the more caring people provide, with 37% of carers living in relative poverty who provide at least 20 hours of care per week. Even those who don't live in poverty report hardship, with nearly 40% of carers saying that they struggle to make ends meet (Carers UK, 2019). Families also often face lower income as caring responsibilities reduce their ability to work. According to Care UK, nearly a half of working-age carers live in a household where no one is in paid work.

Local analysis of the Survey of Adult Carers in England (SACE) conducted in October 2018 shows a similar pattern in North Yorkshire. Overall, about 40% of survey respondents experienced financial difficulties caused by their caregiving role, with 9% saying their caregiving role causes them a lot of financial difficulties. A higher proportion of females (11%) reported a lot of financial difficulties than males (5.3%). Considering hours spent caring per week, 11% of those who care for more than 50 hours per week report experiencing financial hardship, higher than those who spend less than 50 hours caring per week. Working age caregivers (aged 18-64) are statistically more likely to report experiencing financial difficulties because of caregiving compared with those aged 65+.

## Poverty

In the 19th century, workhouses were the forerunners of the present day welfare state, providing food, shelter, work and education for those in most need. The 1891 census shows 1,511 “pauper inmates” of workhouses in North Riding on 5 April, census day. This gives a rate of 4.3 pauper inmates per 1,000 population.

### Pauper inmates of workhouses as a proportion of the population, North Riding, 1891

Age group	Rate per 1,000
0-14	3.1
15-34	1.7
35-64	4.9
65+	25.7

Source: 1891 census

About two-thirds of pauper inmates were males (4.6%). Over 30% of the pauper inmates were aged 65 and older, highlighting the role the workhouse played in providing a safety net for people in later life, when perhaps they were less able to continue with physical labour.

More than one-quarter (26.5%) were aged under 15, but this is lower than the 36% of this age group in the total population. The lowest rate is seen in the younger working-age population: the rate is nearly three times higher in the 35-64 age group, illustrating the cumulative toll of injury and illness in the working age population. Over 400 (27.0%) were widowed (250 males and 150 females), five times the rate seen in the general population (5%).

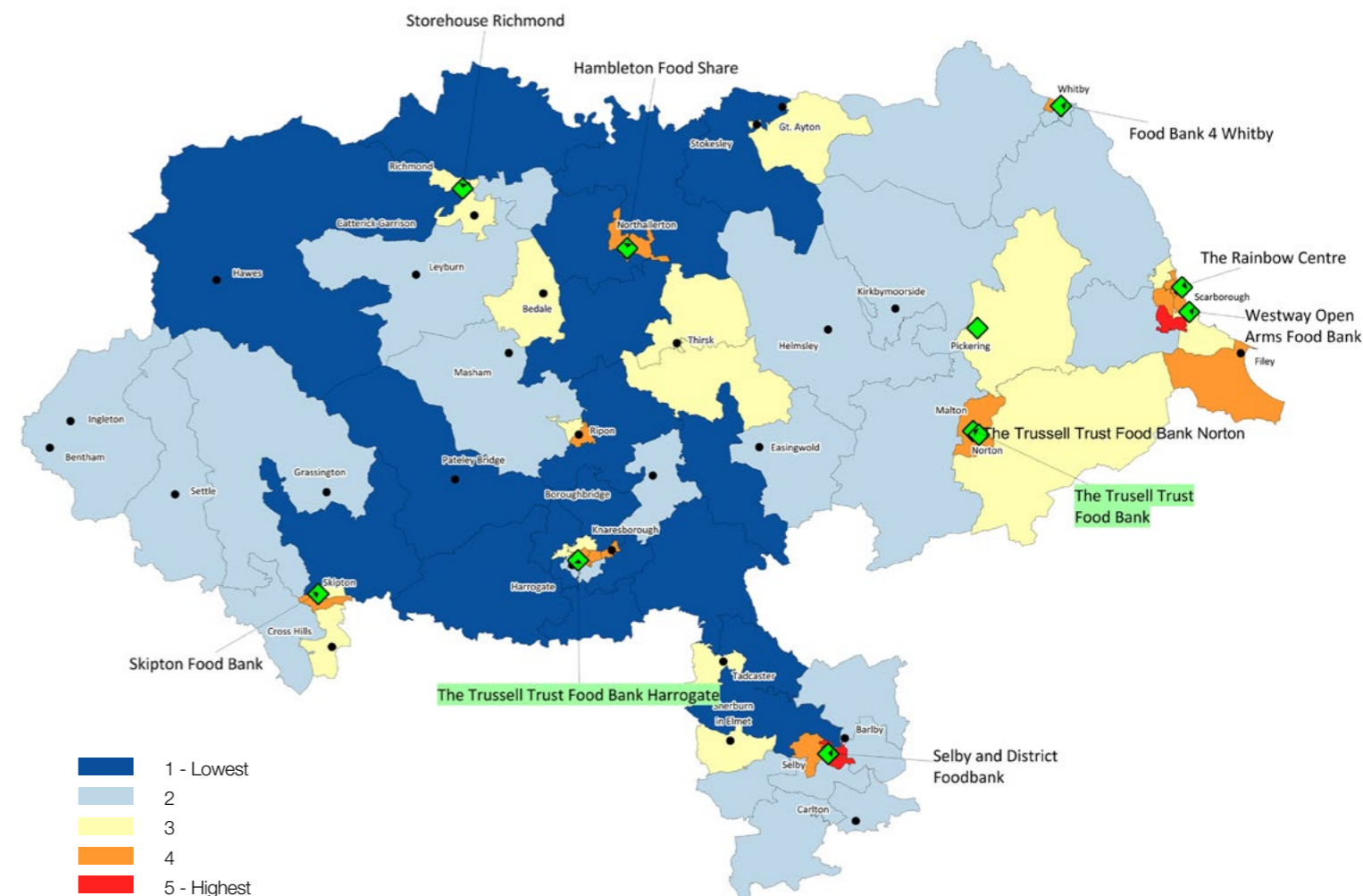
In the 19th century, extreme poverty made residents report to workhouses. A 21st century comparison of the most extreme poverty may be food bank use. Data from the largest food bank scheme nationally shows 7,841 emergency food packages distributed in North Yorkshire in 2018/19. On average, people received two packages annually, so it is likely that 3,921 people received emergency food packages from the Trussell Trust. Independent Food Aid Network UK research show that 39.2% of food

banks operate independently of the Trussell Trust, so it is likely that around 6,450 people in North Yorkshire received emergency food aid in 2018/19. This is 10.5 per 1,000 population - more than twice the rate of people in workhouses in 1891.

North Yorkshire Local Assistance Fund (NYLAF) is provided by North Yorkshire County Council to support vulnerable adults and help families under great financial pressure. It supports about 5,000 people annually with food vouchers: more than 80% receive a voucher for one week, with the remaining 20% receiving the maximum two vouchers in a year. This broadly aligns with estimates of food bank usage, but is difficult to say whether people in need are using both sources of support.

The census data for 1891 is, of course, a single day snapshot, compared with an annual total for food bank use, so we are comparing a moment in time measure in 1891 with an annual period measure for 2018/19. We know that children and older adults were often workhouse inmates for a year or more, but teenagers and younger adult workers tended to have shorter stays. This would have the effect of increasing the annual rate per thousand, conceivably to a similar level to current food bank use. The map below shows locations of food banks in North Yorkshire in 2018, together with an area-based measure of food insecurity, showing that higher levels of food insecurity tend to be in North Yorkshire’s towns.

## Areas at greatest risk of food insecurity



### Food insecurity in the UK

According to a report from the House of Commons Environmental Audit Committee in January 2019: “A 2018 report by the Food and Agriculture Organisation (FAO), averaging data from 2015 to 2017, estimated that 2.2 million people in the UK were severely food insecure. This is the highest reported level in Europe and means that the UK is responsible for one in five of all severely food insecure people in Europe. In June 2017, UNICEF found that in the UK approximately 19% of children under age 15 live with an adult who is moderately or severely food insecure, of whom half are severely food insecure. The Food Foundation suggest that this makes the UK “one of, if not the, worst performing nations in the European Union”.



Data source; Identifying populations and areas at greatest risk of household food insecurity in England, Applied Geography 91 (2018) (Smith, Thomson, Harland, Parker & Shelton C Crown copyright and Database Rights [2018] Ordnance Survey 100017946

## Life expectancy

There is no local data available for life expectancy in 1891. For England, life expectancy for men was 44.1 years and for women it was 47.8 years. Low life expectancy in the 19th century partly resulted from the higher number of infant deaths. Surviving early childhood was a struggle, with poor sanitation, communicable diseases and lack of effective medicines. However, once a child reached five years of age, he or she was much more likely to reach a greater age.

The most recent data for North Yorkshire show life expectancy of 80.6 years for males and 84.2 years for females, both significantly higher than England (79.6y and 83.1y, respectively). However, the county-level values mask some variation.

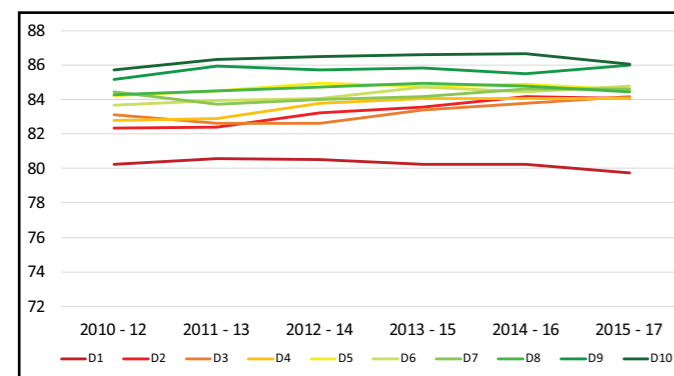
The charts below show life expectancy by deprivation deciles within North Yorkshire. The deciles are calculated using the 373 LSOAs in North Yorkshire, and there are 37 or 38 LSOAs in each decile group. The 11 LSOAs covered

in this report are contained within the most deprived decile in the county, shown in dark red.

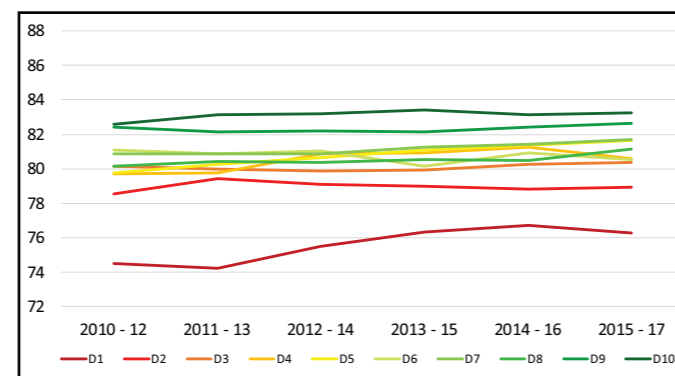
These charts show that male life expectancy is lower than female, for all levels of deprivation. They also show that, in general, life expectancy increases as deprivation decreases. However, the striking feature is that the most deprived neighbourhoods in North Yorkshire are adrift from the general distribution. They have significantly lower life expectancy than even the second-most deprived 10% of the population.

For males, the gap has narrowed somewhat since 2010-12, but statistically significant differences remain: for females, the gap is increasing. A broadly similar pattern is seen for life expectancy at 65. Residents in North Yorkshire's most deprived neighbourhoods are less likely to reach retirement and, if they do, they continue to have shorter life expectancy than their peers.

**Female life expectancy at birth by deprivation decile, North Yorkshire, 2010-12 to 2015-17**



**Male life expectancy at birth by deprivation decile, North Yorkshire, 2010-12 to 2015-17**



**“Of all the forms of inequality, injustice in health is the most shocking and the most inhuman because it often results in physical death”** (Martin Luther King Jr. to the second convention of the Medical Committee for Human Rights in Chicago on March 25, 1966)

## Deaths in infancy

Infant deaths have a disproportionately large impact on life expectancy measures compared with deaths in later life. The 1906 Medical Officer Report for North Riding records an infant mortality rate of 127.68 per 1,000 births registered, with a total of 892 deaths of infants aged less than one year. In the three years 2015-17, there were 33 infant deaths in North Yorkshire, approximately 11 per year.

By comparing the two time periods, a dramatic reduction in infant mortality is apparent. In 1906, the North Riding infant mortality rate was 4% lower than the England rate. In 2015-17, the North Yorkshire rate was half the England rate.

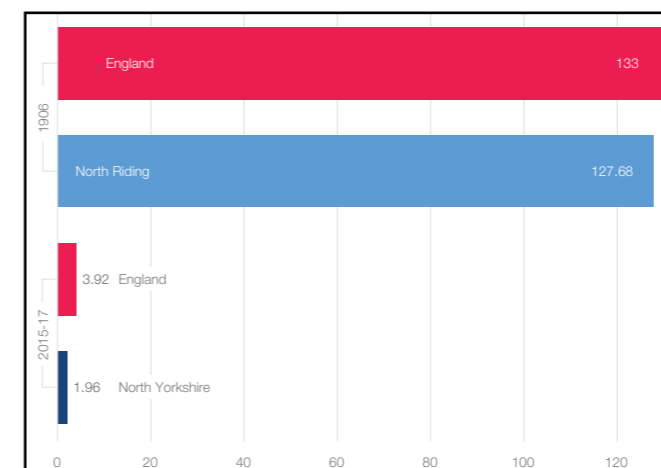
Fortunately, there are too few infant deaths in North Yorkshire for meaningful analysis by deprivation status, but by observing the pattern across England, we might expect higher rates of infant mortality in the most deprived neighbourhoods in North Yorkshire. There were twice as many infant deaths in the county's 11 most deprived LSOAs

during 2008-17, as would be expected if infant deaths were evenly distributed in the county. This also shows that the national distribution of infant mortality is reflected in North Yorkshire.

By splitting the whole population into ten groups of equal size (deciles) according to deprivation scores, in the past 15 years, England data shows the least deprived group has experienced about half the infant mortality rate of the most deprived group.

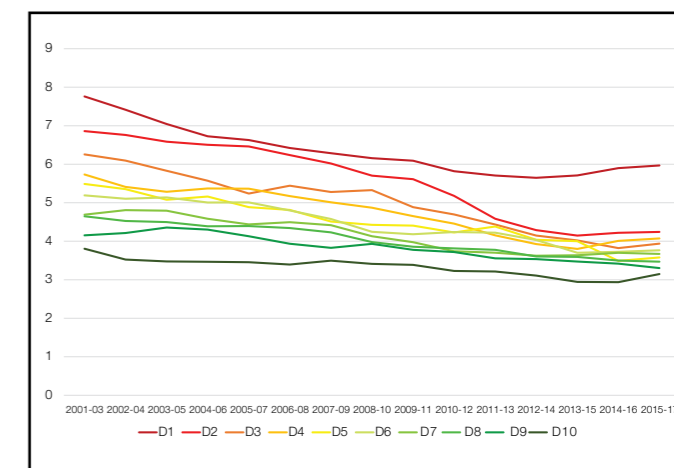
Perhaps the most striking feature of this data is the even distribution of the deciles in 2001-03, continuing up to 2008-10. However, from that point, infant mortality in deciles 2 to 10 tended to improve and cluster together, while the most deprived populations tended to diverge from the rest. For the past seven years, the most deprived 10% of communities in England have not seen improvements in infant mortality which are apparent in the other 90% of the population.

**Infant mortality, North Yorkshire, North Riding and England, 1906 and 2015-17**



Infant deaths per 1,000 births (registered births for 1906, live births for 2015-17)

**Infant mortality by deprivation decile, England, 2001-03 to 2015-17**



## Housing

The analysis of IMD 2015 data showed deprivation to be more greatly affected by housing quality than access to services. The 11 most deprived LSOAs have generally low levels of home ownership (between 20% and 50%) compared with North Yorkshire (69.6%). There are two distinct groups, with six LSOAs having high proportions of socially rented houses and five with high proportions of private rented accommodation, in Castle and North Bay wards in Scarborough and Whitby West Cliff ward. The LSOA Selby 005C has 63.1% socially rented homes.



Castle and Whitby West Cliff wards have 10% or more homes with no central heating.

Homelessness is multidimensional, with no single cause. One of the main influences for homelessness is structural factors around housing. The housing market trends and policies are influenced by changes in the labour-market and are likely to be delayed and mediated by welfare arrangements. Poverty plays a central role in shaping risk of homelessness in the UK.

Individual vulnerabilities, such as poor mental health, support needs, and “risk taking” behaviours implicated in some people’s homelessness are themselves often, though not always, also rooted in the pressures associated with poverty and disadvantage. Deteriorating economic conditions could be expected to generate more “individual” and “interpersonal” vulnerabilities to homelessness over time. Housing and welfare policies affecting low-income households have a far more profound impact on homelessness trends than general economic climate (Fitzpatrick et al, 2019).

Homelessness was a significant influence on admissions to workhouses in the 19th century. The present measure of statutory homelessness is defined as a household which has become unintentionally homeless and which must be considered to be in priority need. The measure therefore excludes some people.

The Homeless Reduction Act introduced in 2017 brought new duties to prevent and relieve homelessness. The Act extended the period in which a household could be described as



In North Yorkshire the proportion of socially rented homes (11.2%) is lower than the England average (17.7%), and of private rented homes in North Yorkshire (16.8%) is the same as the England average.

LSOA Harrogate 013F - Woodfield ward, Harrogate district - has a high proportion of one person households aged 65 and over, compared with the ten other most deprived LSOAs. LSOAs in the Scarborough borough wards of North Bay, Woodlands, Castle and Eastfield all have a rate which is lower than the averages in both North Yorkshire and England.

Eight out of the 11 most deprived LSOAs have a higher proportion of households with no central heating, compared with North Yorkshire (3.0%) and England (2.7%). All eight LSOAs are in Scarborough borough with 3 LSOAs in Eastfield ward and 3 in Castle ward. LSOAs Scarborough 006D, 010A, 006B and 001C, in North Bay,



‘threatened with homelessness’ from 28 days to 56. Regardless of priority need the Act ensures a duty to prevent homelessness and relieve homelessness for all eligible applicants. Public services are also required to notify the local housing authorities if they come into contact with someone who is or may be at risk of becoming homeless under ‘duty to refer’.

In 2017/18, North Yorkshire had 323 statutorily homeless households, 1.2 per 1,000 households and ranged from 2.2 per 1,000 in Richmondshire and Scarborough to 0.3 per 1,000 in Craven. In England, the rate was 2.4 per 1,000.

People with mental health conditions are more likely to be homeless or live in unsecured housing. There are also disproportionately high rates of

homelessness amongst ex-service personnel. The government’s annual count of rough sleeping showed 22 rough sleepers in North Yorkshire on the night of the survey in autumn 2018. There were 8 in Scarborough and 7 in Harrogate, with smaller numbers in other districts. Accurately counting or estimating the number of people sleeping rough within a local authority is inherently difficult given the hidden nature of rough sleeping. There are a range of factors that can impact on the number of people seen or thought to be sleeping rough on any given night. This includes the weather, where people choose to sleep (e.g. some may be in short-term accommodation or ‘sofa surfing’), the date and time chosen, and the availability of alternatives such as night shelters.

## Gypsies and Irish travellers

Gypsy, Roma, Traveller and Show people (GRTS) are often absent from surveys and other data collection methods. However, there are sources which provide a partial picture of the inequalities that these communities face.

The 2011 census showed 588 people from Gypsy and Traveller communities in North Yorkshire, about 0.1% of the population. The largest numbers were in the districts of Selby (158 people), Hambleton (132 people) and Harrogate (107 people) and with smaller communities elsewhere the county. The Ministry of Housing, Communities and Local Government counts Traveller caravans every 6 months. In January 2019, there were about 390 caravans in North Yorkshire, an increase from 290 in January 2016.

Life expectancy is much shorter among the Gypsy or Irish Traveller ethnic group than for other ethnic groups, typically 10 years less than average. The group is less likely to have registered with a GP and has higher levels of infant mortality, chronic sickness, disability and poor dental health. In addition, the Gypsy or Irish Traveller ethnic group has low levels of educational attainment, economic activity (in particular for females) and there is some evidence of

higher levels of domestic abuse than in the general population. The Gypsy or Irish Traveller ethnic group reported poorer general health than the overall population, both nationally and within North Yorkshire. At the 2011 census, about 5% of the county’s general population reported ‘bad/very bad’ health, but among the Gypsy or Irish Traveller ethnic group the figure was more than double that, at 12%. Similarly, in the general population, 82% reported ‘good/very good health’ while the figure was only around 74% for those in the Gypsy or Irish Traveller ethnic group.

The 2011 census also identified that there is a higher rate of lone parent families among the Gypsy or Irish Traveller ethnic group than in the overall population – around 18% in North Yorkshire compared with around 8% in the general population of the county. In Selby district, more than 1 in 4 Gypsy or Irish Traveller households are lone parent families (26% of households).

Members of GRTS communities are more likely to be caring for a dependent relative than the general population. They are also more likely to experience social exclusion.

## Summary

The health of people in North Yorkshire is, in many ways, improved from the workhouse era. However, analysis of present day food bank usage and support from North Yorkshire Local Assistance Fund suggests that a similar proportion of people in 21st century North Yorkshire live their lives in a precarious position.

We can readily identify neighbourhoods in which poverty is currently more concentrated. There are drivers of poverty such as lack of access to education, employment and housing which, when combined with ill health, adversely affect health outcomes and reduce life expectancy and healthy life expectancy for some in our population. Knowing where these drivers are predominant enables us to work with communities and alongside partners using a targeted approach to reduce adverse health outcomes and tackle inequality.

Poverty is also distributed throughout the county. The most recent estimates suggest about 92,000 people in North Yorkshire fall into the government's definition of poverty. At 15% of the population, this is considerably lower than the England average, but results in poverty which can be hidden from view in area-based measures where people live with the challenges of poverty amongst less disadvantaged neighbours.

Using the objectives set out by Sir Michael Marmot in *Fair Society, Healthy Lives*, we have identified indicators where North Yorkshire can improve - and those areas where success has already been achieved. The next chapter outlines the policy choices society has made in tackling poverty and the impact these have had.



# Chapter 4: From the workhouse to the workplace – poverty then and now

## The then – hard times indeed

Poor relief was a long-established tradition, rooted in values of compassion for the “less fortunate” and the workhouse was an acceptance of the state’s responsibility to support the poor. However, life in the workhouse was harsh.

The severity of life in the workhouse was deliberate and intended to be a deterrent, so that only the truly destitute need apply, as described in my introduction. This reflected society’s attitudes to poverty, which meant that the workhouse system made a basic distinction between those who were regarded as the deserving poor and those who were thought to be the undeserving poor. Life was especially harsh for those who were considered to be undeserving.

Workhouse culture mirrored the wider culture of the day, which valued status and wealth. Wealth determined power relations in society, and the well-to-do held the dominant roles - including the distribution of charity.



**The poor had to submit to the benevolence of their “betters”.**

Today we accept that the quality of our relationships is crucial to survival, success and wellbeing, but families that entered the workhouse were segregated. Shame became the primary social emotion attached to living in the workhouse, and contributed to the terrible stigma associated with poverty.

Chief amongst the undeserving poor was the able-bodied idler (who probably never really existed). In spite of the myth of the undeserving poor, it is no exaggeration to say that daily life in the workhouse for the so-called able-bodied idler was hard, pitiless and quite pointless, all at the same time.

Employment was exclusively manual in nature and mainly consisted of exhausting, labour-intensive tasks such as breaking rocks and boulders, and crushing bones down in order to make fertiliser. One investigation about the conditions

of the poor in the workhouse concluded that, “Starving paupers were reduced to fighting over rotten bones they were supposed to be grinding, to suck out the marrow” (to stay alive).

It is likely that many of the able-bodied had mental health problems and alcohol addiction. Then, as now, mental illness and addiction can be linked to poverty and debt, both as cause and effect. Healthy people maintain a balance between their individual needs for autonomy and achievement and their equally vital need for social connection and belonging.

While some in the workhouse benefited from the organisation and rhythm of life it offered, for others it was traumatic. There was little recognition or treatment for mental health problems and the harsh environment took away the autonomy of inmates, provided little scope for achievement, and undermined their sense of place and status in society.

Elderly inmates undertook some work but concessions were granted according to levels of frailty. Less able-bodied inmates undertook alternative employment, such as craftwork – lace-making for example was quite common and could also generate income for the workhouse.

Successive reforms improved conditions in the workhouse over time and eventually the workhouse converted into a last refuge for the elderly and the infirm, and those who were ill, rather than the able-bodied poor. New legislation was implemented in 1929 to convert the workhouse infirmaries, which they had become, into the first municipal hospitals, run by local authorities.

The workhouse institution was abolished by law in 1930, although many continued to operate until they were truly abolished by the National Assistance Act in 1948, following the creation of the new welfare state.



## Tackling the five giant evils - the transition to the Welfare State



Squalor Ignorance Want Illness Disease

The creation of the welfare state was the result of a national government report, published in 1942 by William Beveridge – usually referred to as the Beveridge Report. The Beveridge Report set out proposals for widespread social reform to tackle the ‘five giant evils’ of want, disease, ignorance, idleness and squalor, through a new revolutionary system of social welfare (Fraser, 2017). This report focuses on want – poverty – and the four subsequent annual reports will consider the other giants.

The welfare state was pioneering and set out to tackle – and even try to eradicate – poverty through a large scale programme of social expenditure on health, education, housing, work and unemployment. A new system of social security was implemented to provide income security for the poorest people at times of unemployment.

Social security was funded through expansion of taxation called National Insurance. A further report by Beveridge in 1944 set out aspirations for full employment in the UK.

Overall, the welfare state was transformative and, in one way or another, it improved the lives of virtually every person in the United Kingdom, especially in the early decades when its effectiveness was

rarely challenged (Esping-Anderson, 1990). It created a safety net to protect the poor and, while there were benefits that were subject to means-testing, the distinctions between the deserving and undeserving poor were less apparent. The principle was that everyone contributed through their taxes – and everyone benefited when they needed help from the state. Until the oil shocks during the 1970s, both Conservative and Labour governments attempted to follow an economic approach based on a key goal of full employment.

During the 1950s and 1960s the welfare state expanded, with extensions to unemployment, child and disability benefits; housing developments and benefits; pensions; and the extension of education and health services.

In the 1960s and 1970s, there was an increasing separation in ideology between political parties. Those on the right wanted a reduction in state expenditure and services, and preferred targeting over universalism; and the left redefined and re-identified mass poverty.

With the oil crises, high inflation and battered currency of the 1970s, the scene was set for a shift away from reducing unemployment to managing inflation and interest rates. Efforts to restrain and reduce the welfare state became more active. There was an increasing move to change from unemployment benefits towards reskilling individuals for new jobs, using coercion if necessary. However the welfare budget continued to increase – from 6% of national income post-war, to 20% in the 1970s and 25% in the 1990s.

Today, there is still substantial expenditure on the welfare state, but with a slowing of life expectancy, increasing levels of poverty and destitution and widening health inequalities, there is concern about the effectiveness of the welfare state but no clear consensus on political or economic directions of travel.

### Debt and bereavement

*An unexpected change in circumstances can push someone into poverty. The poorest in society are disproportionately affected by changes because they lack financial resilience. As this case study from North Yorkshire County Council’s Living Well team illustrates, they may find themselves in difficult financial circumstances because of the contributions they make in unpaid work such as caring. The poor make contributions that are sometimes not recognised or valued. Like anyone, the right support at the right time can make a great difference.*

Kirsty recently lost her Mum and Dad after caring for them for 20 years. She found herself alone and unable to cope with the financial implications of her parents’ deaths and this affected her mental health quite severely. Kirsty was previously supported by the North Yorkshire County Council Living Well team for other reasons and returned to them due to the recent bereavement.

Kirsty required support to apply for Universal Credit and improve her financial situation. She also needed assistance with moving to a smaller property, and required support organising her Mum’s funeral, and emotional support to manage the change in her circumstances.

Kirsty had bereavement counselling, saw her GP about her mental health and was advised to continue to ring the Mental Health Crisis team if or when she wasn’t coping. She applied for a grant which helped towards her Mum’s funeral.

Debt  
Health  
Housing  
Job  
Bills

### Bereavement

The team supported her successful application for Universal Credit and helped her liaise with the Job Centre. She now sees them fortnightly and is looking forward to working in the future.

Kirsty was supported to liaise with a housing provider so she could downsize and they began to look for a smaller, more suitable property which allows dogs as this is important to her. She was helped to apply for a water meter to be installed to reduce her water bills.

She applied for Discretionary Housing Payments as she was unable to afford the rent on her own income in her parents’ house. She was also awarded a grant through the Smallwood Trust charity to allow her to pay off debts and help her to pay for a removal van when the time comes.

Although Kirsty is still struggling she is in a much better place. She has improved financial circumstances and is no longer in any debt. Her mental wellbeing has begun to improve and her general mood and outlook is more positive. The Living Well team has also improved her future job opportunities by arranging support from a job coach.



## The now – return to hard times?

Before the industrial revolution of the 18th and 19th centuries, Britain was a mainly rural, agrarian society with people being supported in small communities. During the industrial revolution, with increasing urbanisation and movement of people to towns and cities, and employment by industrial leaders, new means of support were needed and the workhouses emerged.

Economic depression between the World Wars resulted in high unemployment and increasing inequality. The Second World War resulted in substantial social mixing; it eliminated unemployment, brought women into the workforce, and resulted in widespread pressure for change. This led to the birth and growth of the welfare state.

Page 48  
 Like the Industrial Revolution and the post-war era, we live in a period of major social change characterised by an accelerating pace of technological change; globalisation; environmental crisis; large scale migration and mixing; and the uncoupling of wellbeing from economic growth. One of the defining challenges of our times is the current inequality in income between the ultra-rich and the middle income earners. Other defining challenges include climate change.

Big income differences make class and status divisions more powerful and inequalities make problems with social gradients worse. Inequality also leads to increases in anxiety about social status; heightens consumerism; affects social mixing and is associated with poorer mental health and wellbeing across the entire society (Wilkinson and Pickett, 2009).



In more unequal societies there are:

- higher crime rates;
- more imprisonment;
- lower age of criminal responsibility;
- less trust;
- lower levels of empathy; and
- poorer life expectancy.

Today, the Department for Work and Pensions (DWP) is responsible for financial assistance and support for the unemployed. Formed in 2001 from the former Department of Social Security (DSS), the DWP is the largest government department in the UK, and one of the public sector's largest employers.

One of the main duties of the DWP is the administration of working-age benefits, including Job Seekers Allowance (JSA), which is managed locally through Job Centre-Plus. JSA replaced the previous state benefits of Income Support and Supplementary Benefit. JSA is an unemployment benefit paid to people who are out of work and actively seeking employment. The Allowance is a payment which is meant to cover the costs of all living expenses of the recipient during periods of unemployment.

All claimants must state that they are actively seeking employment during this time, and must provide proof of this when they attend a Job Centre every two weeks, to 'sign-on.' If any of the conditions of the agreement are broken, without an acceptable explanation, the allowance can be reduced, or stopped, as a penalty. This is called a 'sanction'.



There is increasing evidence to show that benefit sanctioning is ineffective. There is a growing concern that certain groups are disproportionately vulnerable to sanctioning, including one-parent families (and their children); care leavers; disabled people; and those with ill health. Evidence was presented to the UN Special Rapporteur on UK Poverty to illustrate the harsh and arbitrary nature of benefit sanctions (Alston, 2018) and a recent book by Adler (2018) characterised sanctions as being cruel, inhuman and degrading. A further detailed study by Dwyer (2018) presents new evidence about the harsh consequences for vulnerable benefit claimants who are sanctioned.

The DWP also provides support to people with disability under the "Access to work" schemes ([www.gov.uk/access-to-work](http://www.gov.uk/access-to-work)). An employer can recover costs for any adaptations that need to be made to allow an individual to initiate work or return to work. This includes physical and mental health disabilities.

Commentators have observed that the payment and process of administering welfare benefits in the UK is neither kind nor generous – and is not intended to be so (Esping-Anderson, 1990), and this can bring shame and humiliation on the recipient (Alston, 2019). The monetary value of JSA is low and, by design, will inevitably result in all recipients being placed well below the official poverty threshold for the United Kingdom.

In 2019, a new state benefit called Universal Credit is being rolled out across the country. In March 2019 the Work and Pensions Secretary, Amber Rudd, announced that benefit claimants in Harrogate will be the first to move from old style benefits to Universal Credit. Universal Credit is replacing a number of other state benefits, including JSA, with a single payment to support

the unemployed and those on low incomes. While some research suggests certain claimants do have positive experiences with Universal Credit, an increasing body of evidence makes clear that there are many instances in which Universal Credit is being implemented in ways that negatively impact on claimants' mental health, finances, and work prospects (Cheetham, et al; 2018). The Universal Credit system is designed with a five week delay between when people successfully file a claim and when they receive benefits. Further research suggests that the waiting period before benefits are paid, which can often takes up to 12 weeks, pushes many people who may already be in crisis into serious hardship – often requiring them to sacrifice food or heat (Parliamentary Report, 2018).

The pilot, rolling out in Harrogate from July 2019, aims to learn as much as possible about how to help people move onto Universal Credit.

***“The switch needs to be done carefully which is why we are taking a step-by-step approach to this starting in Harrogate. I want to be sure that the switch to Universal Credit is a hassle free process for claimants and everyone receives the personalised service they deserve.” – Amber Rudd***

Alongside support with financial assistance there have been various national schemes to help the unemployed return to work – although most of these have been judged to be ineffective and have ceased. One of the most recent schemes was the national Work Programme, which required participants to undertake 30 hours of unpaid work each week. The scheme, which has ceased, was compulsory and benefit sanctions were enforced if recipients declined to take part.

## Child poverty



The number of children experiencing symptoms of food insecurity, or whose family income is evidently insufficient to afford a healthy diet amounts to between 2.5 and 4 million; between 20% and 30% of all children in the UK (Stone and Hirsch, 2019). Estimates from 2017 suggest 21,290 children were living in poverty in North Yorkshire. The 2019 End Child Poverty analysis shows Northstead 41%; Ramshill 40%; Castle 40%; North Bay 40%; Eastfield 39% as the five wards with highest child poverty (after housing costs).

The Children's Future Food Inquiry report suggests that one in three children (4.1 million) are living in poverty in the UK. For their families to be able to afford the Government's recommended

diet, they would have to spend an estimated 35% of their income on food, once their housing costs have been taken care of.

The odds are stacked against low income households: for many a healthy diet is not affordable, and less healthy food is available everywhere and heavily marketed to parents and children alike.

In 2019, as part of the national Childhood Obesity Trailblazer Programme work was done to understand influences on childhood obesity at a school in one of the deprived areas in the county. Parents reported a willingness to improve their children's diet, but sometimes struggled with the expense of doing so.

The discovery work also highlighted that people living in the most deprived areas had fewer fresh food choices, and more convenience offers.

Deprivation can affect activity levels, as disadvantaged students have their only hot meal of the day at school, meaning they do not have time for lunch club activities. After school clubs were not shown to be popular with the most disadvantaged students as they prioritised getting home to 'hang out' with friends. The divide in social status and wealth was found to be a concern amongst teachers as there was a perception that "you don't get involved with stuff, otherwise you will get insulted. 80% of the students don't feel like that, but 20% do, and it tends to be the disadvantaged kids".

Every two years North Yorkshire County Council undertakes a large scale, independent survey of children and young people in North Yorkshire. The survey, called Growing Up in North Yorkshire (GUNY), is one of the largest of its kind in the country.

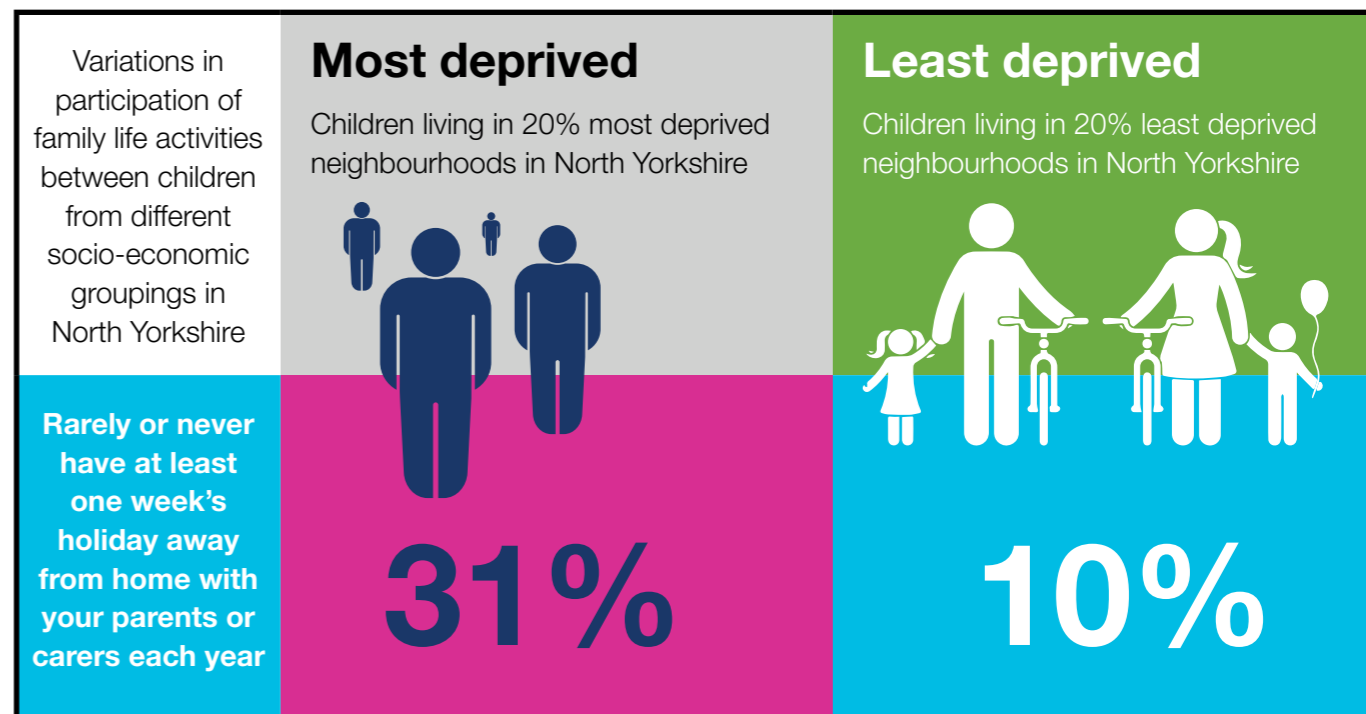
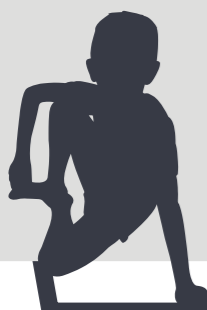


**The overall picture of family life in North Yorkshire is positive and affectionate. However, some children and young people report never having been on a family holiday (or even a day trip); being taken out as a treat for lunch or supper to a local restaurant; or celebrated a birthday with cake or a balloon.**

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*Many teachers commented that pupil's "colour of complexions look pale and haunted" and "their food intake affects their behaviour at school negatively. You can tell when a child hasn't had tea the night before and no breakfast in the morning as they act out and have a significant negative mood".*

*"It's easier as a low income family to fill a child on a four sausage rolls for £1 deal and know they're going to be full, rather than eating better and be starving". – Parent in North Yorkshire*



## Veterans - soldier poverty in North Yorkshire

### The poor transitions of military veterans to civilian life in North Yorkshire (Shared Intelligence, NYCC, 2019).

North Yorkshire has a large - and growing - military presence across the county. There are more than 10,000 serving personnel, and more than 40,000 ex-military veterans living in North Yorkshire. Armed forces veterans account for approximately 7% of the total population.

The large majority of military veterans who live in North Yorkshire are older, retired soldiers, but there are more than 12,000 working-aged veterans, mainly but not entirely with army backgrounds, who also live in the county. Many of these veterans will go on to make successful transitions to civilian life and find work in the local labour market. However, there is strong evidence to suggest that many working-aged veterans will also be unemployed; or under-employed; or engaged in low-paid occupations that bring little job satisfaction or financial stability, after leaving their military careers (Shared Intelligence, 2019).

Recent research on the armed forces community in North Yorkshire shows large numbers of working-aged veterans concentrated in poor parts of the county. They are unemployed or at an increased risk of in-work poverty resulting from jobs in a low-paid, unskilled economy. There are particularly high numbers of younger, working-aged veterans living in places like Scarborough and Selby. Quite often, young people who grow up in these communities will join the armed forces due to the general poor job opportunities in the area, but will usually go back to their home towns after leaving the military.

The challenges faced by working-aged military veterans are varied. While ex-military officers will often go on to find rewarding work elsewhere (often combining this with a part-time reservist role), civilian life for the non-commissioned ex-soldier is usually more difficult.

Evidence shows that early service leavers in particular will be significantly more likely to experience poor transitions to civilian life. Current support for young ex-soldiers is poor, and many military veterans will be ill-prepared for the transition to their new life. Many younger veterans are discharged for medical reasons and will need to claim a range of welfare benefits after leaving the army. Many will also be in need of additional support with housing, training and health, as well as employment and welfare.

The economic uncertainty surrounding the vast majority of younger, working-age ex-soldiers can have a marked effect on their health. Younger veterans, under the age of 24 for example, are at much higher risk of mental illness and suicide. Life for the young ex-soldier in civilian society is often characterised by isolation and loneliness, resulting in risky behaviours and poor lifestyle choices.

In recognition of the social and economic challenges experienced by military veterans, the Ministry of Defence has recently set up the Defence Transition Service. It delivers specialist support for serving personnel who are most likely to face challenges as they adjust to civilian life.

## Fuel poverty

In England, fuel poverty is measured using the Low Income High Costs (LIHC) indicator. Under the LIHC indicator, a household is considered to be fuel poor if their fuel costs are above average (the national median level), and if they pay that cost, they will be left with a residual income below the official poverty line. Fuel poverty occurs when a household cannot afford to keep their home adequately warm at a reasonable cost. It is often associated with older people; however 45% of fuel poor households have one or more child under the age of 16 living at home.

Fuel poverty is caused by three main factors: low income; high fuel prices; and poor energy efficiency in the home. It is estimated that 30% of winter deaths are caused by cold homes. In North Yorkshire 10.1% (26,600) of households are living in fuel poverty. Fuel poverty exists throughout North Yorkshire, but is highest in Scarborough and Ryedale.

North Yorkshire experiences particular challenges because housing tends to be older, and more difficult to make energy efficient. Many homes have solid walls so are more difficult to insulate and a large proportion of homes are off the mains gas network, meaning higher costs for heating fuels. More generally in rural areas, there is a lower take up of benefits and energy advice and grants.

Reducing fuel poverty is a priority for the North Yorkshire Winter Health Strategic Partnership, which sits under the county's Health and Wellbeing Board. There are a number of programmes in place, including the Warm and Well single point of contact which provides support to residents around fuel poverty and reducing cold homes.

**Warm & Well**  
in North Yorkshire



Steve, aged 88, lives alone in a bungalow that he owns. His wife died recently after a long illness where Steve was her carer. His income is from state pension, a private pension and an invalid pension from the Marines. In total this comes to less than £15,000 a year.

Steve has gas central heating, which is working correctly. The main issue is that his bungalow is very cold and does not retain the heat. There is no cavity wall insulation and very little in the loft. Steve's gas and electric is supplied by N-power, which has recently raised prices by £20 a month. He has never switched supplier.

Steve had already been in touch with the Ex-Forces Support project in North Yorkshire and they had started the process of pairing him up with a befriender.

After finding out about Steve's situation, the Warm & Well team referred him to Citizens Advice Hambleton to do an energy comparison; he swapped suppliers and was able to save £360 annually, which works out at £30 a month. They also taught Steve how to access his energy account online. Steve was also referred to YES Energy Solutions, a Community Interest Company dedicated to reducing CO2 and alleviating fuel poverty. They have contacted him to arrange someone to visit his property for an assessment.

## North Yorkshire Local Assistance Fund (NYLAF)

When many local authorities around the country have agreed to close down their local welfare assistance programmes altogether, or significantly reduce their funding for welfare assistance, North Yorkshire County Council continues to retain its own local service and is one of very few local authorities in the country which spends the full Government recommended amount each year on welfare assistance. In the past six years the North Yorkshire Local Assistance Fund (NYLAF) has supported tens of thousands of people with awards in kind, in order to meet the costs of basic needs such as heating and food. Since 2013 the NYLAF has made more than 20,000 emergency food awards alone and has spent around three million pounds on this non-statutory service.

The Social Fund that used to provide financial support for people in times of crisis was abolished by national Government in 2012 and replaced by new Local Welfare Assistance Schemes in England. The schemes are administered by local authorities and provide the same types of emergency provision that were previously covered by the national Social Fund.

North Yorkshire’s approach to the provision of welfare assistance is targeted at particular vulnerable groups, homeless people or those with mental health issues. Applications from local residents for support to buy food have increased significantly in recent years – in 2013/14, for example, there were 1,354 applications but by 2017/18 this had increased threefold to more than 4,000.

The service has been independently praised for the assistance it provides and highly acclaimed for the way in which it is discharged by the County Council:

*“Part of the value of the Fund to both partners and recipients is the speed and civility of the administration, so that even when the application was rejected the applicant did not feel demeaned by the process. Not only did this allow partners to provide an emergency service but was in itself supportive to applicants, most of whom appeared to be dealing with low self-esteem and other mental health issues” (NWA, 2018, p.7.).*

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North Yorkshire Local Assistance Fund



### NYLAF recipient

John is 34 years of age, lives alone and has no partner or children. He left school at 16 and had been self-reliant from that time, having worked from that age until just over a year ago when he developed a physical problem that required surgical treatment. John was advised that he should not return to his usual form of work which was related to farming and was largely physical in nature. However, because he lives in a very rural area there was no other work and he had debts building up from prior to his illness (e.g. telephone and television bills, outstanding rent). He did attempt to go back to physical work however this exacerbated the medical problem and he required a further operation. He was now completely unable to return to his employment.

John continues to seek other employment. However he is in significant pain and requires pain killers and sleeping pills. This makes many types of work difficult for him.

John has a car which is old and recently required attention. In order to keep the car on the road he sold most of his possessions as without transport he felt that it would be impossible to gain employment due to a lack of public transport. He has borrowed from family and friends and feels extremely anxious about being unable to repay them. When John was changed to Universal Credit the waiting period caused him extreme difficulty as he had already exhausted his options for support although he was at pains to tell the interviewer he was grateful for the support now received from Universal Credit as it ‘allowed him to keep a roof over his head’.



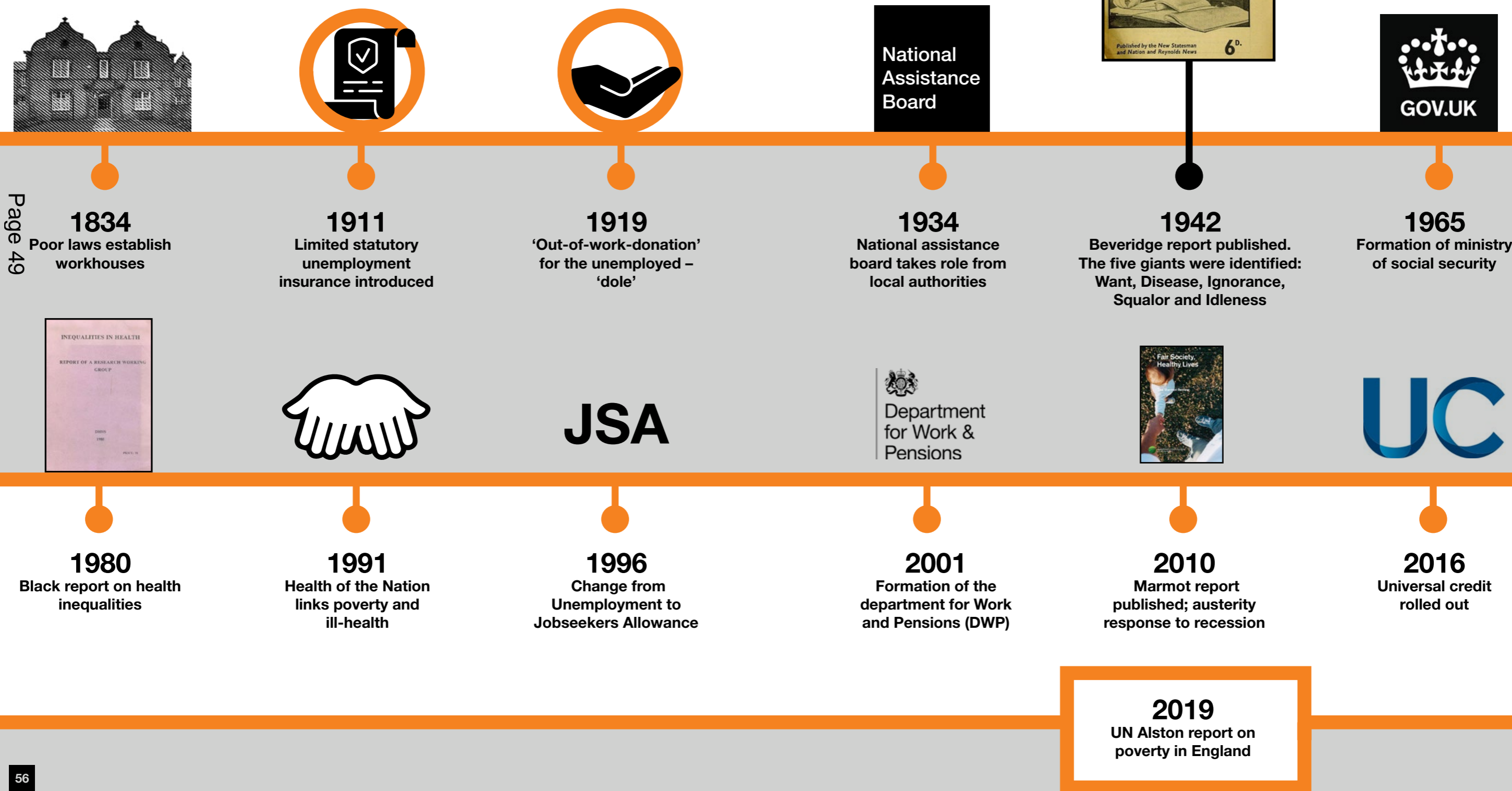
Although John was very reluctant to seek help or to tell people how hard he was finding it a friend told him about the North Yorkshire Local Assistance Fund. At that stage John had no money and no food.

He had received support from a foodbank but there was a limit on the number of times he could seek assistance there. In addition he said he ‘felt badly’ about asking for help, feeling ‘stigmatised’ despite the situation he was in being of no fault of his own.

John was full of praise for the help he was given from the Local Assistance Fund. Help arrived very quickly and the next day John received a £25 Tesco voucher which he described as being a ‘lifeline’ and ‘game changer’: indeed on receipt of the voucher he said that he broke down and wept. His message was that he was full of gratitude and could not thank staff enough not only for the provision of the support received but the way in which it had been delivered to him.

This chapter highlights the changes in attitudes towards poverty over time as illustrated by the workhouse and development of the welfare state. The recent approach to welfare reforms and introduction of Universal Credit are informed by austerity policies and suggest that our current response is closer to that of the workhouse era than to the 1940s when the welfare state was conceived and implemented.

## Social security and employment – the birth and growth of the welfare state



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# Chapter 5:

## Review of progress on the 2018 report recommendations



### Reduce Health Inequalities

This annual report aims to broaden understanding of the principle driver of health inequalities: poverty. The significant challenge of reducing the number of Lower Level Super Output Areas (LSOAs) within the most deprived 20% of LSOAs in England as measured by the Index of Multiple Deprivation (IMD) scores, and having none in the most deprived 10% by 2025, is an ambition that is gaining traction among stakeholders across the county.

Examples of work focused on areas of deprivation include:

- The Ambition for Health Partnership aims to transform health and social care services in Scarborough, Ryedale, Filey and Bridlington by responding to the needs of residents. Local health profiles which describe inequalities have informed priorities, including a focus on children and young people linking with the North Yorkshire Coast Opportunity Area; mental health; and cardiovascular disease. The Partnership has also introduced new initiatives to tackle smoking in pregnancy.
- A commitment to reduce health inequalities runs through the Selby Health Matters action plan, which has used local data to identify priority areas for action. The Governing Body of the Vale of York Clinical Commissioning Group has also restated their commitment to helping deliver the action plan and to ensure that their commissioning of services reduces health inequalities and improves population health.
- Humber, Coast and Vale Sustainability and Transformation Partnership (STP) has identified cardiovascular disease prevention as a priority. It has formed a task group focused on delivering the national ambitions as well as key local priorities around smokefree NHS settings.

The 2018 Director of Public Health for North Yorkshire's Annual Report was titled "Back to the Future". It looked back at the progress made in improving the health of North Yorkshire's residents since public health responsibilities moved to the County Council in 2013.

Three key areas of focus were recommended for priority action based on this review and feedback from stakeholders:

- Reduce health inequalities
- Improve public mental health
- Embed a public health approach

Some work has also focused on groups that have worse outcomes due to challenges in access. This may be a result of rural deprivation or disabilities.

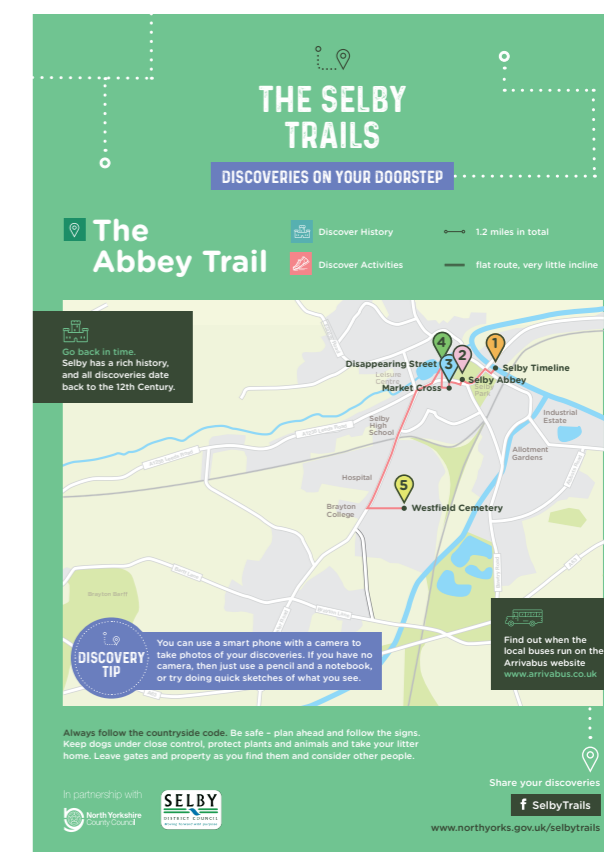
- The Winter Health Partnership continues to deliver the Warm and Well project. The project has secured over £600,000 in grant funding during the last two years to reduce fuel poverty and excess winter deaths for people living in cold homes.
- The Learning Disability Partnership Board has worked with the Public Health team to support service improvements for people living with learning disabilities, in response to national evidence about poor health outcomes and early deaths. This has included promoting uptake of annual health checks and access to cancer screening services, as well as supporting the North Yorkshire Learning Disabilities Mortality Review (LeDeR) steering group.

In addition, there are initiatives that are aimed at improving overall population health which have been rolled out in a targeted way. These include:

- Discoveries on Your Doorstep (The Scarborough Trails and The Selby Trails) are a collection of walks with things to see and activities to do along the way. A roll out of this project is planned for Harrogate district, aligning with local policies around air quality and active travel. Improving the condition and awareness of public paths in Harrogate district has the potential to increase the number of children and young people walking to and from school, and reduce air pollution in identified air quality management areas.
- The County Council bid successfully for national Childhood Obesity Trailblazer funding to deliver a three-month 'discovery phase' that explored specific problems and drivers of childhood obesity in two target district areas, Scarborough and Selby. The overarching aim of the project is to influence the factors that contribute to childhood obesity in North Yorkshire and reduce inequalities in childhood obesity that exist within the county.

The project vision statement is to 'Inspire vibrant, progressive, inclusive environments within School Zones\* in North Yorkshire which support and empower local schools and communities to lead active, healthier and positive lives.' (\*the school and surrounding environment [one mile radius])

The two key elements of the project are to change the food and physical activity environments – creating environments and policies that support healthier eating and active lifestyle; and support behaviour change – providing information, tailored messages and support to young people and a broader School Zone Community.



## Improve public mental health

The recommendation to improve public mental health builds on the work started in 2015, when Hope, Control and Choice – the mental health strategy for North Yorkshire - was launched.

A comprehensive Joint Strategic Needs Assessment (JSNA) deep dive investigation into the mental health needs of the population of North Yorkshire is ongoing. This includes co-producing evidence of need with specific marginalised groups, including people from the LGBT+ community. This is due to be published in Spring 2020.

North Yorkshire County Council has been awarded organic hub status by Time to Change. This initiative is a partnership between people with lived experience of mental health problems and a wide variety of stakeholders across North Yorkshire, underpinned by the values of service-user leadership. It will complement ongoing work to raise awareness and to reduce stigma and discrimination around mental health problems.

NYCC and its partners have a newly developed North Yorkshire Pathway of support for children and young people with self-harming behaviour and/or suicidal ideation. This is an online tool that contains information and guidance for parents, and professionals working with children and young people. It also provides support and advice for children and young people who identify themselves as using self-harm as a coping strategy; and/or want support as a result of disclosing self-harm, suicidal ideation and/or previous suicide attempt.

*The Five Year Forward View for Mental Health set out clear recommendations on suicide prevention and reduction, and made a commitment to reduce suicides by 10% nationally by 2020/21. In 2018/19, local communities that were worst affected by suicide were given additional funding to develop suicide prevention and reduction schemes. The funding, which has been allocated to Sustainability and Transformation Partnerships (STPs) in a phased approach will help to ensure people know that high quality confidential help is available within their community. Additional money has been provided to Integrated Care Systems (ICSs) to achieve the zero suicide ambition.*

The North Yorkshire Suicide Prevention lead is working with STPs/ICSs to ensure the funding available through NHS England is aligned to the North Yorkshire Suicide Prevention Plan priorities including delivery of mental health and suicide prevention training and grass roots funding for local community projects. In 2018/2019 phase one funding was allocated in the HRW CCG area, with phase 2 funding allocated to Humber Coast and Vale and West Yorkshire areas in 2019/2020.

Additional money has been given to develop a postvention offer across the ICS footprint. Postvention is an intervention conducted after a suicide, largely taking the form of support for the bereaved (family, friends, professionals and peers). Family and friends affected by a suicide may be at increased risk of suicide themselves.

Promoting improved physical health in people with mental illness is key. Living Well Smokefree, the new stop smoking service for North Yorkshire, has a key focus on people with mental health problems. Tees, Esk and Wear Valleys Foundation NHS Trust, the main mental health service provider in North Yorkshire, is working to become smoke free.

There are many actions that are not labelled “mental health” but contribute to improving population mental health including:

- Exploring the impact of Adverse Childhood Experiences and how all partners develop “trauma informed” practice
- The North Yorkshire Workplace Wellbeing Charter includes mental health promotion
- Securing “Age Friendly” status for North Yorkshire, which aims to make changes to ensure North Yorkshire is a great place to grow old in
- The NYCC Stronger Communities Investment Prospectus delivers a range of projects aimed at promoting mental health

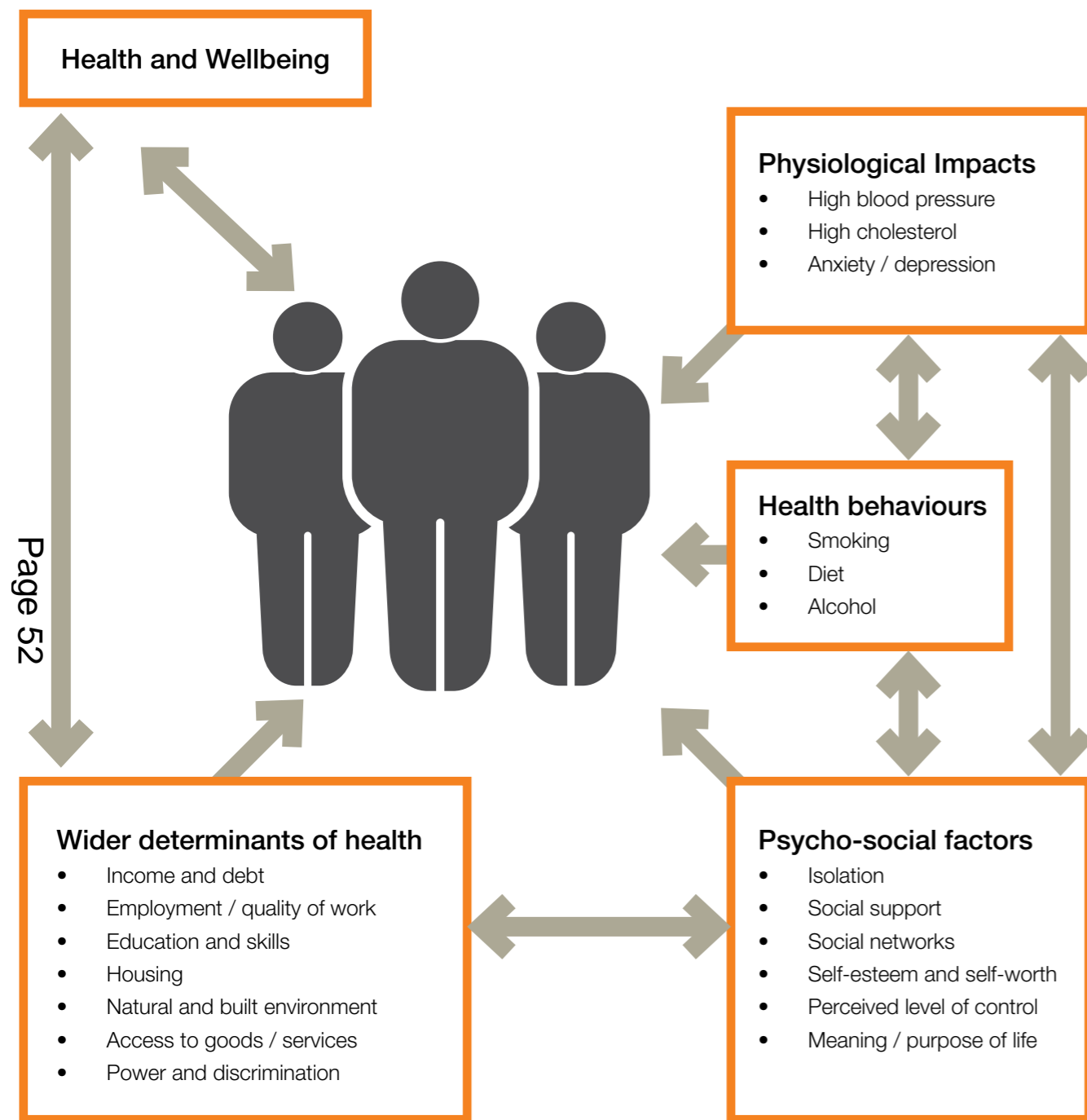
## Embed a public health approach

Some examples of how partners are embedding a public health approach to their work include:

- Population profiles for CCGs and Districts are used by partners to inform priority setting and actions to meet need
- Renewed emphasis on population health management by NHS partners
- Partners delivering the North Yorkshire Growth Plan taking account of the impact of population health and health inequalities in future planned developments
- District and borough councils developing plans to ensure localities are healthy places to live and work
- NYCC Public Health team working with colleagues in primary care to identify opportunities and approaches to promote population health through primary care
- Partners signing up to Making Every Contact Count (MECC) approach
- A virtual network of partners established to co-ordinate public health campaigns and other communications
- Focused review of Non Elective Admissions highlighting the role of social care in reducing unplanned admissions
- Facilitating all social care staff to receive a flu vaccine with increased uptake compared to previous years
- Evaluation workshop for partners working in Scarborough communities



### System map of the causes of health inequalities



Source: Place-based approaches for reducing health inequalities, Public Health England, 2019

## Chapter 6: Conclusion and recommendations



Poverty reduces both quality and length of life. The fact that poverty affects some people and places disproportionately more than others is unfair. Furthermore, poverty defines the social context into which some children are born, which means they start life at a disadvantage. While individual triumphs over adversity are possible, the “rags-to-riches” story tends to be rare and exceptional. It is only right that every child should have the same chances irrespective of the circumstances of their birth.

The rise of food banks in recent years indicates a re-emergence of destitution where people lack sufficient income to meet their basic needs. Data shows that some of those who find themselves needing to rely on the compassion of others are in full time employment. They are hard-working, conscientious citizens who nevertheless find that they cannot make ends meet despite their best efforts. They do not want handouts. They want instead an economy that is fair and does not trap people in poverty through low paid, unstable work and a rising cost of living that outpaces wages. They want to know that if they face difficulty they will have access to benefits that will help them to overcome the challenges with dignity.

We have looked at two responses to poverty – the workhouse and the welfare state. The former focused on the individual and took little account of the economy and social context that was causing worklessness and poverty. The result was a system that punished the able-bodied poor. The welfare state was founded on very different principles. The Beveridge report recommended three key measures: a national health service, universal children’s allowances and the full use of the state’s powers to maintain employment and reduce unemployment.

A key conclusion of Marmot’s review was that health inequalities result from social inequalities. Evidence shows that focusing solely on the most disadvantaged will not reduce health inequalities sufficiently. Actions need to be universal but with a scale and intensity that is proportionate to the level of disadvantage. Marmot was clear that national policies were needed to reshape the way the economy works to reduce poverty. However, national policies have to be underpinned by local delivery that is informed by empowered communities and citizens. These principles inform my recommendations for action.





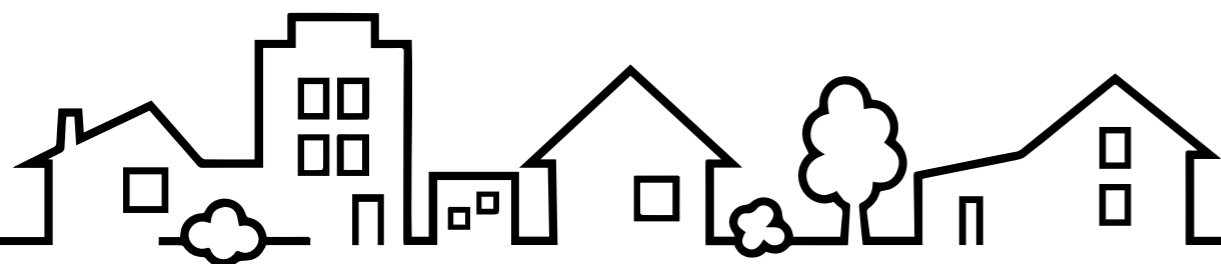
## Recommendation - support deprived areas

There are 11 Lower Level Super Output Areas (LSOA), out of 373 in the county, with Index of Multiple Deprivation scores (IMD 2015) amongst the most deprived 10% in England and a further 12 LSOA amongst the more deprived 10-20% in England. Many of these are located in the coastal town of Scarborough but they exist in other places as well.

The evidence indicates that interventions to increase income in these LSOAs will help to lift these away from the most deprived group. These might include supporting people into employment and better paid, more stable jobs; improving opportunities for in-work progression through skills training, and increasing uptake of benefits to which people are entitled. The changing face of work due to increased digitalisation, artificial intelligence and technology advances needs to be monitored to prevent adverse impacts on employment opportunities in the county.

### Recommendation

*North Yorkshire County Council, the Borough and District Councils should lead coordinated plans focused on areas of deprivation through collaboration with local communities and residents to reflect their priorities for reducing poverty and shaping healthy places.*



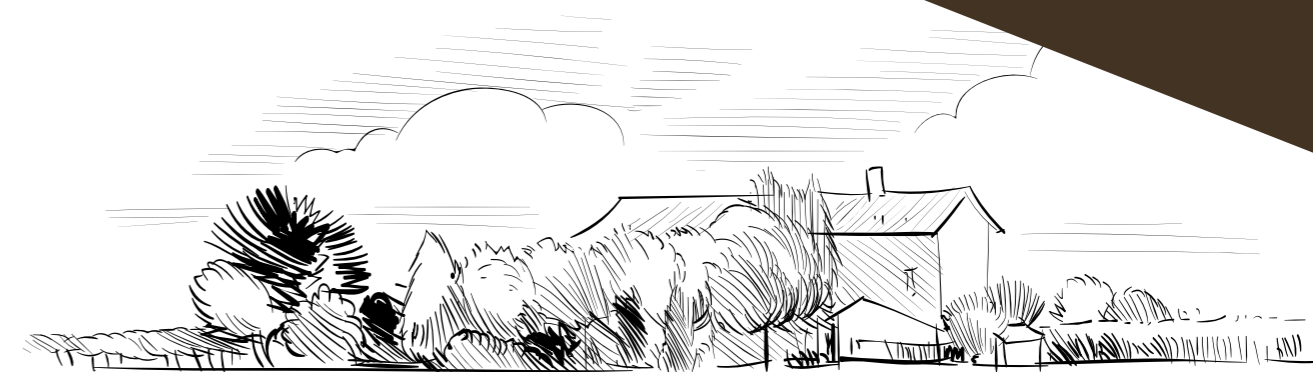
## Recommendation - tackle rural poverty

Rural locations are associated with transport issues, decreased access to services and opportunities, and fuel poverty. These concerns are especially challenging in a county with a high proportion of older residents. 43% of the North Yorkshire population live either in the countryside or in small villages with less than 4,000 residents. This compares with 6% of the population of Teesside or West Yorkshire. Rural poverty may often be hidden in the statistics. The integral links between the rural economy of North Yorkshire and that of neighbouring city regions of Teesside and West Yorkshire needs greater emphasis.

### Recommendation

*Local authorities in North Yorkshire should continue to advocate for an inclusive, vibrant and sustainable rural economy as integral to the local industrial strategies being developed by Local Enterprise Partnerships and City Region deals.*

*North Yorkshire County Council, the Borough and District Councils should consider developing a coordinated Rural Strategy that highlights rural-specific needs including employment, connectivity and affordable housing*





## Recommendation - reduce childhood inequalities

The impacts of prolonged austerity and cuts to welfare benefits have driven an increase in levels of childhood poverty. Children in workless families are especially at risk but many poor children are in families where parents work. Single parent families are particularly hit by welfare cuts.

### Recommendation

*All agencies working with children and families should be alert to the risk and impact of childhood poverty and ensure they take account of hidden and indirect costs that may hinder a child's full participation in the services they offer. Plans that are drawn up to support children and families should reflect this assessment and should include actions to mitigate the impact of poverty identified.*

Actions may include support for managing household budgets, facilitating access to employment and training opportunities including provision for childcare, and signposting and making referrals to debt and benefits advice to maximise income where appropriate.

*As part of the Joint Strategic Needs Assessment, North Yorkshire County Council and Clinical Commissioning Groups in North Yorkshire should undertake specific investigation into child poverty to provide an updated picture of the scale and distribution of child poverty across North Yorkshire to inform strategies and service delivery.*



## Recommendation - work with military families and veterans

Catterick Garrison is the largest military base in Western Europe, housing 6,500 service personnel in 2019. It is scheduled to expand to 9,000 service personnel from 2023. There are over 50,000 veterans in North Yorkshire. Lack of opportunities for spousal employment and the transition from military to civilian life can increase the risk of poverty. This is identified in the recent armed forces and veterans needs assessment. The new Ministry of Defence (MODs) Defence Transition Service (DTS) aims to support ex-armed service veterans as they transition into civilian life in North Yorkshire.



### Recommendation

*Military and related agencies should ensure that service and veteran-specific issues identified in the needs assessment are addressed.*

*All agencies should identify and train military service champions within their organisations to ensure that military veterans are not disadvantaged when accessing local services such as health and housing in keeping with the commitments of the Armed Forces Covenant.*



## Recommendation - create safe environments for high-risk groups

Deprivation and inequality can be concentrated in particular groups of people – such as those who are addicted to drugs; are homeless; have a disability; or experiencing mental ill health. Often these factors co-exist and place individuals at high risk for poverty and its negative consequences. Some families and individuals may have multiple interventions by different services which are not coordinated. Safe and stable housing is often a prerequisite for the targeted and individualised approaches that may be more beneficial for these groups compared to universal services which may not be sensitive to their multiple complex needs.

### Recommendation

*All agencies working with people with multiple health and social problems should consider a 'housing first' approach that provides a safe and stable environment which is sensitive and flexible to the needs and individual circumstances of the person.*

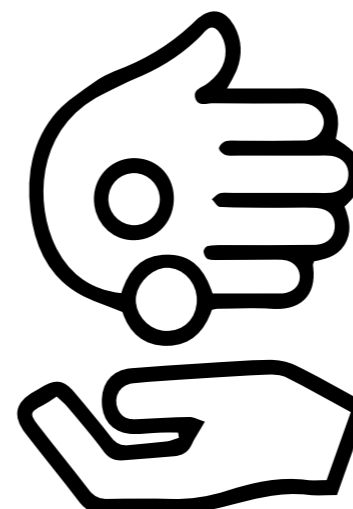


## Recommendation - develop priorities to mitigate the impact of changes to the benefit system

Navigating the benefits system is often challenging for people who are vulnerable. There are elements of how the system works including sanctions which causes loss of income at a time of greatest need. These sanctions appear to disproportionately target single parents, those with long-term health conditions or disabilities and keep people locked in poverty. The way in which the benefits system is operated at times has more in common with the workhouse than with the aspiration of Beveridge, that benefits should support people to live dignified lives. There appears little real evidence to support the notion that a harsh benefits regime will motivate people out of poverty. In fact, it appears to be having the opposite effect.

### Recommendation

*As part of the Joint Strategic Needs Assessment, North Yorkshire County Council and Clinical Commissioning Groups in North Yorkshire should undertake specific investigation to understand the impact of changes to the benefit system, cuts and sanctions on people, in terms of their mental and physical health and the use of services to set new strategic priorities in local plans to mitigate these impacts.*





## Recommendation - improve community engagement

Working with people and communities to create a shared future is more effective than doing things for them or to them. This principle is supported by a growing body of evidence that community participation leads to sustainable poverty reduction, especially where attention is given to training and building capacity in the community.

Poverty can undermine social networks and approaches that seek to build social capital in communities can increase the resources available to people to tackle the problems they face. The aspiration of working with communities is to design, reshape and deliver services equally with those who use them to create better outcomes.

### Recommendation

*North Yorkshire County Council, the Borough and District Councils should work with voluntary and community sector partners to strengthen the involvement of local communities in shaping plans for reducing the impact of poverty in areas of deprivation.*

Actions may include identifying influential community members reflecting different perspectives; providing training and support for communities to develop local plans; and facilitating communities to work with relevant agencies to co-produce plans and services.

*All agencies should identify or appoint community champions and senior sponsors to promote a culture of community engagement in their organisations.*

Co-production	Doing with in an equal and reciprocal partnership
Co-design	
Engagement	Doing for engaging and involving people
Consultation	
Informing	
Educating	Doing to trying to fix people who are passive recipients of service
Coercion	



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The full report can be found at  
[www.nypartnerships.org.uk/DPHAR](http://www.nypartnerships.org.uk/DPHAR)

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# Agenda Item 7



**Report Reference Number: S/19/16**

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**To:** Scrutiny Committee  
**Date:** 21 November 2019  
**Author:** Angela Crossland, Head of Community, Partnerships and Customers  
**Lead Executive Member:** Councillor David Buckle, Lead Executive Member for Communities and Economic Development  
**Lead Officer:** Dave Caulfield, Director of Economic Regeneration & Place

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**Title:** Community Engagement Forums (CEFs)

**Summary:**

This report and accompanying links update the Scrutiny Committee on the role of CEFs.

CEF Board members and other service representatives have been invited to attend to give a wider perspective on the role and effectiveness of CEFs.

**Recommendations:**

- To consider feedback from the Scrutiny Committee on the role and function of the CEFs in conjunction with key CEF representatives.

**Reasons for recommendation:**

To provide update to the Scrutiny Committee on the Community Engagement Forums and how they support the Council Corporate Plan (2018) objective: 'to make Selby District a great place to make a difference'

## 1. Introduction

- 1.1. There are 5 Community Engagement Forums in the Selby District. The accompanying overview presentation gives an outline of the purpose and functions of CEFs, the geographical areas they cover and the priorities local representatives have identified in their bespoke Community Development Plans (CDPs). All information for each CEF is publically available on the Council's website at <https://www.selby.gov.uk/cefs>

In brief:

- CEFs are made up of local councillor representatives from parish/town, district and county local authorities from the wards which the CEF serves. There are

also 'co-opted' community members on each Partnership Board. Each CEF differs in its range of representation.

- Each CEF has the support of a Community Development Officer (CDO). For Central CEF this is Groundwork North Yorkshire. For Eastern, Southern, Tadcaster & Rural and Western CEFs this is Selby District AVS. This is a contracted provision to the value of £4k pa per CEF. The current contracts run until 31<sup>st</sup> August 2020.
- The Community Development Officers assist the CEF members to engage their local residents to identify their local priorities as part of a Community Development Plan and to consider how to deliver the plan alongside local services and local community groups.
- Internal Selby District Council (SDC) resource is limited to a secretariat role through Democratic Services to minute and arrange the Partnership Board, Forums and grant administration. The Head of Community, Partnership and Customers supports through formal grant decision records, partnership liaison, attendance at CEF chairs meetings and through contract monitoring. Local Neighbourhood Officers attend the quarterly forums to ensure any relevant council service issues raised by residents can be addressed. Where a relevant topic is being discussed (i.e. planning development, policy engagement) then relevant officers will attend. Some are engaged by the public more than others.
- The Board is allocated funding of £20k pa per CEF to then be able to either develop projects of its own, lever in other investment or to support community grant funding in line with the Funding Framework.
- Open public forums are held on a quarterly basis and include the opportunity to hear from local public and community services/groups as well as to feedback local issues. North Yorkshire County Council Highways and North Yorkshire Police Neighbourhood Team representatives attend each forum as a standard offer and where operations allow. Some are engaged by the public more than others.
- Due to the rural nature of most CEF wards, CEF members complete 'roadshows' taking the forums to different community venues to ensure a wider connection with the geographical area.

1.2. There will be some members of the CEF boards, Community Development Officers and officers from different services available at the scrutiny committee meeting for active dialogue.

## 2. Impact and Effectiveness

2.1. An Annual Report is produced each year by the Community Development Officer to identify progress on each CEF Community Development Plan and how local funding has been spent. They can be found on the Council website under each individual CEF area.

The Annual Reports outline examples of impact in the community, including feedback from grant beneficiaries. There is evidence of the forums that have been completed on a 'roadshow' basis and how they link to localised issues (i.e. planning consultation, flood resilience, crime) as well as important information on local community service support and activities to get involved with (i.e. Energy Doctor, District Vision, Fairburn Community Café, Church Fenton Village Shop).



- 2.2. Examples of how CEFs have made an impact include:
- The establishment of a U3A in Tadcaster after an interactive forum on the topic.
  - Selby Park Run set up – averaging 150-200 runners per week from the district and beyond; focused on ‘couch to 5k’ encouraging wider population health and well-being activity.
  - Fairburn Community Café - Funding support to pump prime an initiative which engages with other groups in the area, providing all age activity to increase social networks.
  - Church Fenton Village Shop and Pub – Funding support to pump prime a local volunteer business initiative to continue local service provision of vital commercial, social and leisure services.
- 2.3. The 2018-19 Annual Reports are due to be submitted to Full Council in December 2019 and will identify further impacts and use of local funding.
- 2.4. The reports also indicate that moving the ‘roadshows’ around the district areas and tuning into what local people like to hear about has improved engagement. In the majority of areas, attendance at CEF forums attracts in the region of 15-20 attendees. At best, forums have seen around 50 attendees (Tadcaster being most successful). This depends on the topic at hand and its relevance to the area at that particular time. Central CEF however is an exception and does struggle to get public engagement in the same way with attendance extremely limited. However there are other community engagement mechanisms in the central area such as Selby Big Local and Tenant and Resident Participation that also create a localised voice and influence point for specific areas and communities.
- 2.5. Invariably, community engagement in this way can attract limited involvement at times unless there is a ‘hook’ for communities to engage with. Communities of interest (i.e. those with a common goal) can often develop activities and change for themselves (whether geographical or topic specific), looking for minor support with funding or knowledge. General engagement is usually a reactive approach to issues such as a sudden crisis (i.e. flood) or major change (i.e. new building, significant change to/stopping services). CEFs do accommodate such agendas but also try to maintain a proactive approach to helping shape ideas, activities and service delivery in local areas as well as provide an avenue to engage and formally consult on public service policies or agendas.
- 2.6 Communication and digital approaches  
Social Media and Communication analysis would suggest that word of mouth and local area leafleting/newsletters have been most productive in raising awareness and gaining attendance at forums keeping engagement very localised and relevant. Analysis of Twitter and Facebook use over the last quarter would suggest that community activity and events in general trend well on Facebook (i.e. Selby 950, classic car rally, Cawoodstock) as well as ‘hot topics’ such as recycling. Announcements from CEF activity do not trend as well. Twitter similarly shows higher activity around business engagement (place branding i.e. Church Fenton creative development) and information on events (i.e. Tour de Yorkshire, Selby 950) but CEFs are not active material.  
The council has a small following on Instagram which makes it currently difficult to track trends until this method of communication matures.

### 3. Review of the CEF model

3.1. The CEF model has been in place since 2009/10 and has seen a number of evolutionary changes in that time. Some of this has been to the structure of the funding and contractual arrangements. CEFs in general have evolved at different paces and with some offering more community representation than others.

3.2. In order to maintain a view on the effectiveness of CEFs, CEF chairs and Vice Chairs met in September 2018 and completed an evaluative workshop facilitated by Skyblue Research Ltd, funded and supported by NYCC Stronger Communities.

3.3. The workshop was structured in five sections using an “ABCDE” format. Brief summaries of each section are given below.

- **Achievements** of CEF in the recent past:

A diverse array of achievements were discussed, including improvements to the funding process, signposting groups to other support, responsive funding via the grants they decided upon and building capacity within the network. All felt proud to be supporting their community, but recognised they did it in different ways. It was suggested that achievements could be celebrated more, and that different media could be used to communicate greater impact.

- **Blockers** to CEF ambitions and aspirations:

Emerging themes included communication (between CEFs and other stakeholders) and the balance of Partnership Board membership between councillors and co-opted members to consider the CEFs truly community led, fully engaged and using the diverse skills and energy of local residents and businesses. CEF geographical boundaries, ‘control’ of the board and reviews of the constitution were also mentioned here. Forum attendance varied in each locality and all felt that this was linked in general to relevance of topic or the CEF’s profile in those areas.

- **Changing landscape** affecting CEFs positioning in future:

This section concerned the changing context of communities and government, with regard to austerity, the new civil society strategy, and the forthcoming local elections. It was felt that CEFs could take on a more strategic view of shaping and investing in service delivery to their local place. In addition, greater alignment between different local partners could enhance benefits. Interestingly there is not perceived to be a lack of locality funding, rather the way it could be galvanised.

- **The Difference** that CEFs have made or could make:

Participants welcomed a new data tool called Local Insight, offering heatmaps of a range of metrics at a local level to see where strengths and gaps in local communities lie (i.e. housing, access to services, crime levels). There was also general consensus that it would be beneficial to present Community Development Plans in a bright, clear, simple format. This would be readily

understood by the communities served, and by potential funding applicants. A future workshop looking in more detail at how outcomes and impact are measured and reported was suggested for consideration.

- **Extraordinary results** that CEFS might be able to achieve together:  
A number of shared future opportunities were identified. Communication was mentioned, both in terms of marketing to the community (and online channels), and standardised reporting enabling stronger stories about value to be delivered. Collaboration was discussed – both between the various CEFs, and in terms of greater strategic alignment with other local community development stakeholders and funders. Opportunities for economies of scale were identified for social media resourcing, and potentially also around the CEF support functions. It was also suggested that role descriptions for Board members be revisited to achieve a better skills mix, and composition of more “doers” as well as thinkers and innovators.

#### 4. Future Considerations

4.1. The above workshop and discussions highlighted areas for the CEF Chairs and subsequent boards to consider further development. This work is reviewed through the quarterly CEF Chairs meeting:

- **Achievements** – Consider some form of annual event to thank and celebrate CEFs, beneficiaries, and community activity. *(not yet established)*
- **Boundaries** – CEF chairs to consider adjustments to geographical boundaries of the CEFs (particularly Barlby). *(discussed by CEF Chairs)*
- **Community Development Plan formatting** – CEFs and CDOs to trial a simpler and more visually engaging format for future CDPs, similar to the Big Local example. *(CDPs presently under review by Community Development Officers)*
- **Collaboration** – explore locality budgets, look at potential synergies with Stronger Communities and Big Local as a *minimum*, extending to other local/regional/national funders. *(For Partnership Boards and Community Development Officers to consider)*
- **Control & constitution** – together with CEFs, SDC to consider appetite for formally relinquishing more control to CEFs, particularly with regard to the proportion of councillors on Partnership Boards. *(for further discussion)*
- **Data** – officers to establish logins to Local Insight mapping tool for each CEF. Community Development Officers to support CEFs to utilise this tool, particularly when reviewing CDPs. CEF members to consider robust evidence of community need when developing CDPs, and in funding applications. *(Log-ins distributed)*

- **Engagement** – in addition to existing activity, all CEFs to specifically consider online channels. Actions could include assigning a PB member with responsibility for social media, or wider collaboration and direction. (*social media/communications analysis ongoing*)
- **Future session** – NYCC Stronger Communities and SDC to consider a second workshop to explore outcomes and impact in more detail linked to a slightly more detailed discussion around the future changing landscape affecting CEFs. (*to discuss and shape the scope*)

## **5. Legal/Financial Controls and other Policy matters**

### **5.1. Legal Issues**

None identified.

### **5.2. Financial Issues**

As identified, the current CEF funding budget equates to £20,000 per annum, per CEF. The funds are to be used in line with the Constitution Part 4 – CEF Procedure Rules. This identifies that funding shall be managed in line with the application criteria, Funding Framework and governance arrangements for the CEF.

### **5.3. Impact Assessment**

The very nature of CEFs is to engage the range and diversity of our local resident populations, to assess local strengths and needs and to develop a community led plan to meet those needs. Benefits to a wide range of community representatives has been evidenced through the separate community development plan priorities, the wide range of community interest or identity groups that have benefitted from CEF support and the movement of forums around the CEF areas to address issues such as rurality. Reviewing who engages, which groups benefit and how residents are reached is a continual process of the CEFs alongside Community Development Officer support.

## **6. Background Documents**

Community Engagement Forums overview presentation

*Contact Officer:*

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**Report Reference Number: S/19/17**

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**To:** Scrutiny Committee  
**Date:** 21 November 2019  
**Status:**  
**Ward(s) Affected:** All  
**Author:** Drew Fussey; Customer; Business and Revenue Service Manager  
**Lead Executive Member:** Councillor David Buckle; Lead Executive Member for Communities and Economic Development  
**Lead Officer:** June Rothwell; Head of Operational Services

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**Title:** Police Co-location – 6 months on

## **Summary:**

North Yorkshire Police (NYP) officially moved to Selby District Council (SDC) Civic Centre in May 2019. The co-location forms part of the Council's strategic long-term plan to work closely with our partners in the public sector family. It provides a significant return on the Council's capital investment in the project and generates sustainable revenue income. It also releases capital for NYP via the sale of the land and will reduce NYP estate service costs.

## **Recommendations:**

The Scrutiny Committee is asked to consider the contents of the report and make any comments on the impact of the police co-location

## **Reasons for recommendation**

The Committee is asked to consider the information as set out in the report as part of their role in reviewing and scrutinising the Council.

### **1. Introduction and background**

- 1.1** In April 2019 NYP relocated from Selby Police Station on Portholme Road, co-locating with the Council at the Civic Centre, Doncaster Road on a 30 year lease. Doing so ensured Selby town retained a 24/7 police presence, rather than being served by Officers based in York.
- 1.2.** It also presented an opportunity for both organisations to make savings. NYP pay a rental sum to the Council in accordance with the terms of the lease. They also pay a service charge covering the variable cost such as

insurance, heating, lighting, cleaning, etc. which is reviewed annually. NYP will benefit from the sale of the land and reduced estate operating costs.

- 1.3 In addition to the financial benefits both organisations are able to strengthen their partnership working to prevent and detect crime and antisocial behaviour and reduce the risk of harm.

## **2. The report**

- 2.1 Following informal discussions with NYP on the 1 October 2015 the Executive supported, in principle, proposals to the co-location with NYP.

- 2.2 The proposal from NYP required a ground floor extension to accommodate the police lockers, store rooms and provide additional shower facilities. The Council took the opportunity to include a first floor to the extension to meet the growing need for space as more partners approached the Council seeking to co-locate. The proposal also included extending the public car park and a car park for NYP operational vehicles. The proposal was approved by the Executive on the 12 July 2016.

- 2.3 Following approval the project faced significant legal obstacles due to the number of stakeholders (6) involved including 2 NHS trusts, Yorkshire Ambulance Service, NHS Property Services in addition to NYP and the Council. This led to a number of delays with numerous legal documents needing to be agreed by different combinations of legal teams each instructed by the individual stakeholders.

- 2.4 With the legal agreements in place and the terms of the lease agreed work commenced on site in October 2018 and was completed in April 2019. NYP community teams started operating from the Civic Centre in mid-April with all police resources relocated to the Civic Centre including a staffed reception in May 2019.

## **3. NYP operating from the Civic Centre**

- 3.1 To manage the significant change, and ensure that cultural and operational issues were minimised the Project Officer established a co-location staff group, bringing together staff from both organisations. This ensured that any issues raised have been dealt with quickly via the project lead officer supported by the Co-location Staff Group.

- 3.2 The Co-location Staff Group (CSG) has been meeting monthly for over a year with representation from all Council service areas, NYP, the Registrars and NHS staff including union representation. The purpose of the group is to identify and address issues and concerns regarding the co-location. The group have been proactive raising a wide variety of relevant issues raised by colleagues that concern the colocation from the perspective of both staff and the public. Such issues as personal safety, information sharing, privacy and

security have been discussed, across to the more practical of enough fridge space and tidiness of the Honey Pots with 24/7 use. The group have also been instrumental in resolving these issues and communicating back to their colleagues any action or information needed to help smooth the human (customers and staff) side of the co-location.

#### **4. Implications**

##### **4.1 Legal Implications**

Not applicable

##### **4.2 Financial Implications**

The colocation enables the Council to generate a return on capital investment and generate a revenue income via rent and service charge to NYP that reduces the operational running costs of the Civic Centre.

##### **4.3 Policy and Risk Implications**

There are no policy implications

Risk to reputation and customer satisfaction: there have been no complaints reported to the Council or the Police. Anecdotally the Police report the public comments have been positive when attending the civic centre.

##### **4.4 Corporate Plan Implications**

The co-location of the NYP within the Civic Centre supports delivery of the Corporate Plan priorities to 'enjoy life', 'make a difference' and delivering Great value.

##### **4.5 Resource Implications**

There are no direct resource implications beyond project time to deliver the project and staff time to ensure a smooth as possible co-location.

##### **4.6 Other Implications**

The Corporate Security Plan has been revised with input from the police, NHS, and NYCC emergency planning service. The plan is comprehensive and provides clear guidance and procedures to follow across a wide range of security risks. The revised plan is currently being finalised prior to communication to staff and partners to embed the procedures and will be reviewed annually.

##### **4.7 Equalities Impact Assessment**

NYP completed a Design and Access Statement as part of the planning application.

## **5. Conclusion**

- 5.1** The co-location is part of the Council's strategic long-term plan to work closely with our partners in the public sector family. The first six months have seen a relatively smooth transition with formal no complaints from the public. The Council and police are looking forward to strengthening their working relationship which will help ensure the best use of resource whilst reducing crime, the fear of crime and antisocial behaviour in the district.

## **6. Background Documents**

1 October 2015 Executive Report  
12 July 2016 Executive Report

## **7. Appendices**

### ***Contact Officer:***

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**Report Reference Number:** S/19/18

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**To:** Overview and Scrutiny Committee  
**Date:** 21 November 2019  
**Ward(s) Affected:** All  
**Author:** Victoria Foreman, Democratic Services Officer  
**Lead Executive Member:** Cllr Mark Crane, Leader of the Council  
**Lead Officer:** Stuart Robinson, Head of Business Development and Improvement

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**Title:** Draft Council Plan 2030

**Summary:**

The Committee is asked to consider and comment on the Draft Council Plan 2030; the draft plan was considered by the Executive on 3 October 2019 and Policy Review Committee on 15 October 2019.

**Recommendation:**

**The Committee is asked to consider the following proposed approaches:**

- **To retain the Council 2030 vision of Selby district as “a great place”;**
- **To retain four priorities but amend the focus of those priorities as set out in paragraph 2.2;**
- **The objectives as outlined in paragraph 2.3;**
- **The headline priority actions as highlighted in appendix A; and**
- **The delivery principles as set out in paragraph 2.6;**

**and to either agree them or suggest changes, including the reasons for the suggested revisions.**

**Reasons for recommendation**

The Committee is asked to consider the information as set out in the report as part of their role in contributing to the development of policies contained in the Budgetary and Policy Framework of the Council. The Council Plan sets the overarching policy direction for the Council including the long term vision, priorities and the high level actions to deliver on those priorities. The current Plan runs to 2020 so it is timely to review, revisit and refresh the plan now so as to ensure current budget discussions are aligned with the revised priorities. Comments are invited from the Policy Review Committee as part of the work on the development of the new Council Plan.

## **1. Introduction and background**

1.1 Please see section 1 of the report considered by the Executive on 3 October 2019, attached to this report at Appendix A.

## **2. The Report**

2.1 Please see section 2 of the report considered by the Executive on 3 October 2019, attached to this report at Appendix A.

## **3. Alternative Options Considered**

None.

## **4. Implications**

### **4.1 Legal Implications**

Please see section 3.3 of the report considered by the Executive on 3 October 2019, attached at Appendix A to this report.

### **4.2 Financial Implications**

Please see section 3.2 of the report considered by the Executive on 3 October 2019, attached at Appendix A to this report.

### **4.3 Policy and Risk Implications**

Not applicable.

### **4.4 Corporate Plan Implications**

The Council's Plan sets out long term plans to make Selby District a great place to do business, enjoy life, make a difference, supported by the Council delivering great value. An effective scrutiny function is essential to fair and transparent decision making, which underpins the work of the Council. This Overview and Scrutiny Committee contributes to the scrutiny and development of policies contained in the Budgetary and Policy Framework of the Council.

### **4.5 Resource Implications**

None applicable.

### **4.6 Other Implications**

Not applicable.

### **4.7 Equalities Impact Assessment**

Please see section 3.1 of the report considered by the Executive on 3 October 2019, attached at Appendix A to this report.

**5. Conclusion**

- 5.1** The Overview and Scrutiny Committee discharges elements of the Council's statutory overview and scrutiny functions; the Committee's comments and observations on the Draft Council Plan 2030 are welcomed.

**6. Background Documents**

None.

**7. Appendices**

Appendix A – Executive Report – 3 October September 2019

**Contact Officer:**

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Report Reference Number: E/19/19

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**To:** Executive  
**Date:** 3 October 2019  
**Status:** Non key decision  
**Ward(s) Affected:** All  
**Author:** Stuart Robinson, Head of Business Development and Improvement  
**Lead Executive Member:** Cllr Mark Crane, Leader of the Council  
**Lead Officer:** Stuart Robinson, Head of Business Development and Improvement

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**Title:** Draft Council Plan 2030

**Summary:**

This report provides Executive Members with an update on the development of the next Council Plan, specifically of the draft council priorities, objectives and headline priority actions for 2020-30, and seeks Executive permission to consult stakeholders on the draft proposals.

**Recommendation:**

It is recommended that Executive Members consider and agree the following proposals to form a CONSULTATION DRAFT Council Plan:

- retain the Council 2030 vision of Selby district as “**a great place**”;
- retain four priorities but amend the focus of those priorities as set out in paragraph 2.2
- objectives as outlined in paragraph 2.3;
- headline priority actions as highlighted in appendix A;
- delivery principles as set out in paragraph 2.6;

and agree the outline proposals for consultation as set out in paragraphs 2.7 and 2.8.

**Reasons for recommendation:**

The Council Plan sets the overarching policy direction for the Council including the long term vision, priorities and the high level actions to deliver on those priorities. The current Plan runs to 2020 so it is timely to review, revisit and refresh the plan now so as to ensure current budget discussions are aligned with the revised priorities.

**1. Introduction and background**

- 1.1 Our Council Plan sets out our big ambitions for our district. It focuses our work on delivering the things that are important

- 1.2 The current [Corporate Plan 2015-20](#) was launched in 2015 and [updated in 2018](#). The Plan expires in 2020.
- 1.3 The current Corporate Plan set out a **vision**: “to make Selby district **a great place**” supported by three key priorities: **to do business**; **to enjoy life**; and **to make a difference**. These were underpinned by a Council **delivering great value** which was formally incorporated as the fourth priority at the 2018 update.
- 1.4 The remainder of this report focuses on proposals to refresh the Plan. Building on informal discussions with members of the Executive, the proposals have been informed by the following:
- progress on delivering the Corporate Plan 2015-20 – including the quarterly performance reports;
  - a desire to continue good work and plans already in place – an evolutionary approach;
  - contextual information on what it is like to live in the Selby district as presented in the “State of the District 2019”;
  - feedback from others, including external reviews (e.g.: IIP; LGA) and the views of stakeholders (e.g.: staff survey; residents; businesses);
  - service plans; and
  - the national policy context.

## 2. The Report: Proposals

### 2.1 Plan Duration

It is proposed that the next Council Plan set the ambition and direction up to **2030**. This longer term perspective will provide certainty and align more effectively to other long term planning documents such as the Local Plan.

By necessity, the detailed delivery of the Council Plan will be focus on the short and medium term and will be updated every 3 years. The first Delivery Plan will cover 2020-23.

### 2.2 Vision

It is proposed to retain the current vision of the Selby district as “**a great place**”.

This helps maintain a sense of continuity from the previous Plan and builds on wording that resonates with stakeholders.

### 2.3 Priorities

The following priorities are proposed:

- “a great place **to live**”

This prioritises the current focus on housing; not only building new homes but ensuring the quality of council homes, neighbourhoods and towns.

- “a great place **to enjoy**”

This provides a new focus on a cleaner, greener and safer environment agenda mirroring the increased national emphasis on this area.

- “a great place **to grow**”

Building on the previous priority “to do business”, “to grow” shifts the intent to a more inclusive statement that will resonate with both businesses and residents alike.

- “with **a Council delivering great value**”

This places the Council central to making the district a great place and ensures a priority focus on the elements that make a great organisation.

## 2.4 Objectives

SMART objectives help stakeholders to understand the key focus of each priority. They help demonstrate what 'good' looks like in pursuing the priorities and help the Council create a performance framework to measure, monitor and manage performance in delivering against the priorities.

At this stage it is not proposed to ascribe numbers/targets to these objectives but it is recommended that this is done in advance of implementation.

Priority	Objective
a great place... <i>to live</i>	improved housing supply
	better quality council homes
	improved town centres
a great place... <i>to enjoy</i>	improved environmental quality
	safe neighbourhoods
	more sustainable transport
a great place... <i>to grow</i>	more investment
	more well paid jobs
	higher skills levels
a great place... <i>with a council delivering great value</i>	digitally enabled customer service
	good quality services
	financially sustainable

Once these broad outlines are agreed, these objectives will be developed to include elements such as 'how much', 'how many' and 'by when', see Appendix A.

## 2.5 Headline Priority Actions

To achieve the above objectives and deliver on the priorities it is necessary to agree the Priority Actions that will get us there.

The proposed Headline Priority Actions are included in the draft Plan at Appendix A along with more specific actions that will form the delivery plan for the first 2 -3 years. These are a combination of current Priority Actions and emerging actions arising from service plans.

**Executive is asked to consider these actions fully and provide suggestions on any alternatives.**

Successful delivery of these short, medium and longer term actions will be critical to achieving the Council's ambitions. On that basis, these areas will be priority areas for funding and will be the focus of increased scrutiny over the coming months and years. Appendix C shows an example of a more detailed plan to support the delivery of Headline Priority Actions.

It is expected that the actions will be periodically refreshed as current actions are delivered and new priority actions emerge.

## 2.6 Principles

The priorities, objectives and actions set out *WHAT* we want to achieve; our Principles will guide us in terms of *HOW* we might go about delivering the priorities.

A number of these Principles allow us to maintain a continued focus on a number of themes previously identified as Priorities, such as engaging with our communities and supporting the health agenda.

Proposed principles are as follows:

- **Collaboration** – we cannot be experts in everything and so we will be outward-focused and work with others to get things done for our residents.
- **Community-centred** – building on our previous priority “to make a difference”, we will empower and involve people in decisions about their area and their services.
- **Self-sufficient** – again, building on “to make a difference”, we will facilitate people to use self-service channels to widen access to services.
- **Tech-enabled** – in line with our digital strategy, we will use the most appropriate digital tools to deliver better services to residents
- **Wellbeing-led** – building on aspects of our previous priority “to enjoy life”, we will consider the impact on residents health in our decision-making, e.g. implementing the ‘Health in all Policies’ approach we have been working towards with Selby Health Matters – taking account of health and well-being in everything we do.

We will embed these Principles in our decision-making by ensuring each Report to Executive, Council or other decision-making forum makes reference to our Principles.

## 2.7 Consultation and Engagement

This report seeks permission to consult on the DRAFT Council Plan 2030 – and the strategic framework therein.

A full consultation plan is currently being developed and will include options such as:

- a (series of) short online survey(s) similar to the recent consultation on recycling options;
- discussions with CEFs and similar community groups (such as the Tenant and Resident Panel, Selby Big Local);
- sharing with specific stakeholder groups such as the county Council, Parish Councils, strategic partners (e.g. Police, Health), business representatives; and
- a communication campaign.

The above options will demonstrate that there has been a continual process of informing, involving, engaging and ultimately consulting a number of stakeholders.

## 2.8 Timetable

The Council Plan is part of the budget and policy framework. Executive is required to publicise a timetable for making proposals to Council for the adoption of any part of the budget and policy framework.



The Executive must allow six weeks for the Policy Review Committee, and any other consultees indicated by the Executive in its timetabling proposals, to consider the Executive's draft policy proposals.

At the end of that period, Executive will draw up and approve firm proposals before they are referred to Council for decision. An outline timetable is set out below:

<b>Date</b>	<b>Activity</b>
3 October	Executive confirms Consultation Draft Plan and proposals to consult
13 Oct – 25 Nov	Six week Consultation
16 October	Policy Review Committee – consider Draft Plan
21 November	Scrutiny - consider Draft Plan
25 November	Consultation concludes and Draft Plan finalised
5 December	Executive – agree Final Plan proposals to go to Council
17 December	Council – approves the Council Plan

### **3. Implications**

#### **3.1 Equality Implications**

A draft Equality, Diversity & Community Impact Assessment (EDCI) screening document has been completed. To date, there are no negative impact scores identifying as high impact/priority and at this stage a full Impact Assessment is not required. The EDCI screening document will continue to be reviewed and updated as the Council Plan is developed. Furthermore, each priority action will be subject to EDCI screening as detailed delivery proposals emerge.

#### **3.2 Financial Implications**

It is important to fully resource the delivery of the Council Plan. This will require choices to be made if new priority actions are to be funded at a time of limited budgets. Development of Council budgets for 2020/21 and beyond will be aligned to the progression of the draft Plan.

#### **3.3 Legal Implications**

The Council Plan is a central plank of the Council's budget and policy framework. Council is responsible for the adoption of the budget and policy framework. Once in place, it is the responsibility of the Executive to implement it.

### **4. Conclusion**

#### **4.1 The draft Council Plan 2030 sets the proposed strategic policy framework for the next ten years. It will guide the Council's short, medium and long term resourcing priorities and provide a framework against which the success or otherwise of delivery will be tested.**

A period of consultation will now take place during which the proposals will be tested before bringing the final draft back to Council for approval in December.

### **5. Appendices**

- 5.1 Appendix A Proposed Consultation Draft Council Plan
- Appendix B Plan on a Page
- Appendix C Example of a detailed Priority Action

**Contact Officer:**  
**Stuart Robinson, Head of Business Development & Improvement**

## **APPENDIX A Selby District Council Plan 2030**

The Council Plan sets out our ambitions for the district for the next ten years. It sets out our vision of Selby as “**a great place**”; our priorities; and how we plan to deliver those priorities.

We have set four key ambitions for Selby district in 2030; they are that Selby district is:

- **a great place to live;**
- **a great place to enjoy;**
- **a great place to grow;** and that
- **Selby District Council delivers great value.**

The Plan sets out our approach to delivering our ambitions:

- **we will work collaboratively with others** – recognising that we are not experts in everything and, therefore, choose not to do everything ourselves;
- **we continue to be close to our communities** – involving more people in decisions about their area and their services;
- **we will encourage self-sufficiency** – giving residents the tools and convenience to help themselves;
- **we will maximise the use of digital technology** - to deliver better services to residents; and
- **we will support the wellbeing of our residents** – considering how our decisions impact on healthy life choices and the impact on the environment of our decision-making

Delivery of the Council Plan will be underpinned by detailed three year delivery plans. These will set out the specific actions that the Council will deliver in that period in order to reach the stated ambitions by the end of the decade. These Delivery Plans will be the basis for performance monitoring and reporting.

The first Delivery Plan will cover the period 2020 – 2023.

# A great place to LIVE

## Narrative

The Selby district is a great place to live – with a Council providing the leadership, the local planning framework, the commitment to both facilitating house building and building our own affordable homes and delivering a programme of council home improvements to ensure the district has enough homes of the right size and quality to enable our residents to live locally to fulfil their ambitions and aspirations. At the same time, working with residents and businesses to ensure our town centres and villages are places people want to live, visit and invest in.

<b>Objective</b>	<b>Measure of success – by 2030 there will be:</b>
Improved housing supply	XXXX additional homes in the district. XXX additional affordable homes in the district
Better quality council homes	XX% of council owned homes will meet the minimum ‘decent homes’ standard XX% of council owned homes meet the Selby ‘decent homes plus’ standard
Improved town centres	a XX% increase in footfall within Selby town, Tadcaster and Sherburn in Elmet a X% increase in the proportion of the population that is of working age

## Delivery Priorities for the first three years

**Accountable Director**

**Enable the delivery of increased housing supply** through close working with strategic partners to ensure alignment with infrastructure, transport and environmental approaches and, with landowners and developers, promote sustainable development.

J Slatter

- Deliver the Selby District Action Plan element of the Regional Housing Strategy
- Maximise the number of available homes in through delivering the Empty Homes Strategy

**Increase the number of affordable homes** in the Selby district through delivery of our housing development programme - including the strategic acquisition of existing homes - to ensure all households in the district have access to sustainable accommodation that supports them to fulfil their ambitions and aspirations.

J Slatter

- Create and implement a Selby District Council Housing Development Programme to help ‘step up’ housing delivery across Selby District
- 

**Invest in improving the quality of Selby District Council housing stock** through implementing the revised HRA Business Plan

J Slatter

- Deliver the housing improvement programme element of the HRA Business Plan 2025 to ensure good quality council housing which helps meet the needs of our local community
- 

**Develop a long-term programme of market town regeneration** to support the development of vibrant town centres and places in Selby, Tadcaster and Sherburn and the provision of high quality leisure, service and accommodation offers.

D Caulfield

- Develop and implement Key Town Masterplans and partnership action plans for:
  - Selby (focusing on the station area through the Transforming Cities Fund, High Streets HAZ and town -centre);
  - Tadcaster; and
  - Sherburn-in-Elmet

# A great place to ENJOY

## Narrative

The Selby district is a great place for residents and visitors to enjoy – with a the Council providing the leadership, commitment to local environmental standards and close working with local partners to ensure the Selby district is clean, attractive, actively considers reducing its carbon footprint and is safe for residents, businesses and visitors – now and into the future.

<b>Objective</b>	<b>Measure of success – by 2030 there will be:</b>
Improved environmental quality	a XX% reduction in the tonnes of carbon per capita to X.X a XX% reduction in the amount of household waste collected per household a XX% increase in the proportion of household waste that is recycled
Safe neighbourhoods	a XX% reduction the number of incidents of anti-social behaviour per 1000 residents to X.X a XX% reduction the number of recorded crimes per 1000 residents to X.X
Improved sustainable transport	a XX% increase in the proportion of journeys made in the district by active and sustainable travel.

## Delivery Priorities for the first three years

**Accountable Director**

**Deliver improved environmental standards** through working closely with delivery partners (Amey) to reduce household waste, improve recycling and uphold the cleanliness of Selby district streets and public spaces.

J Slatter

- Respond to emerging DEFRA Waste Strategy and Implement the revised approach to Recycling Collections to reduce landfill
- Review the Environmental Service Contracts secure improved environmental standards
- Strengthen enforcement to reduce environmental crime

**Enhance community safety** and feelings of community wellbeing through working closely with strategic partners, building on co-location with the Police and enhancing town centres and public spaces.

tbc

- Review the Community Safety Hub and implement recommendations

**Respond to our developing understanding of the impacts of climate change** to foster local resilience and assurance through identifying and promoting low carbon – including aiming for the Council to be Carbon neutral by 2050 - and working with strategic partners to explore the economic potential of a M62 low carbon energy corridor.

tbc

- Implement the recommendations of the Low Carbon Working Group
- Identify and promote public and private sector low carbon projects, initiatives and funding schemes to support the District's transition to a low-carbon economy;
- Work with the LEP and neighbouring councils to explore the economic potential of a M62 Low Carbon Energy Corridor linking key energy assets across Yorkshire & the Humber
- Implement the New Street Air Quality Action Plan and learn lessons for improving air quality across the district.
- Review and consider available options to prioritise investment in solar and/or green energy

**Protect and promote Green Infrastructure** to support wider health and socio-economic benefits through the setting of minimum standards and promotion of sustainable transport

D Caulfield

- Complete a Green (and Blue) Infrastructure study that sets minimum standards for provision
- Work with others to increase the use of active and sustainable travel through the Transforming Cities Fund
- Improved cycling and walking connections through developing and implementing Local Cycling and Walking Infrastructure Plans and improving the appeal and use of cycling and walking corridors

- Work with local partners to maintain and enhance local parks, play areas and open spaces.

## A great place to GROW

### Narrative

The Selby district is a great place to grow - with the Council providing the leadership, the local planning framework, the support to enable others to invest in the district and our own direct delivery to ensure Selby district has a strong and sustainable economy that delivers benefits for the residents of the district.

<b>Objective</b>	<b>Measure of success – by 2030 there will be:</b>
Increased investment	a XX% increase in private sector investment into the district to XXXXXXX
	a XX% increase in the total business floor space to XXXXX
More well paid jobs	a XX% increase in the number of working age adults who are in work to XXXXX
	a XX% increase in the average weekly wage for full time employment to £XXXX p.w.
Higher skill levels	a XX% increase in the proportion of working age adults educated to NVQ Level 4 or above to XX%
	a XX% reduction in the proportion of working age adults with no qualification

### Delivery Priorities for the first three years

### Accountable Director

**Deliver a new Local Plan for the Selby District** to set out the strategic priorities for development of the district - including those covering housing, commercial, public and private development, transport infrastructure and protection for the local environment.

D Caulfield

- Deliver the Local Plan by 2023

**Enable a growing visitor economy** underpinned by a sustained focus on enhancing the district's cultural offer.

D Caulfield

- Accelerate delivery of Phase 3 of the 'Selby District Visitor Economy Strategy 2018-22 – and beyond'
- Develop and implement the Selby District Cultural Development Framework

**Support enterprise and business growth** that benefits the residents of the district through development of the necessary infrastructure and support to attract new business investments and support local business to grow.

D Caulfield

- Work with partners to improve infrastructure in the district, e.g. through an Infrastructure Masterplan for Sherburn-in-Elmet
- Deliver the key strategic sites and place making schemes as set out in the Selby District Economic Development Framework 2022...and beyond
- Support new enterprise space and effective sign posting to encourage SME growth in the district's town centres and rural locations;
- Establish a 'Key Account Management' approach to build effective with major partners and business.

**Support the local workforce to reach their potential:** increasing apprenticeship and vocational training, removing health and transport barriers and supporting those out of work to drive productivity and growth.

D Caulfield

- Produce a skills needs assessment to benchmark current/future skills needs across priority growth sectors, and develop appropriate training interventions
- Utilise planning obligations and funding bids to increase employment and training opportunities for residents in the district on key development schemes.
- Support unemployed adults into work, e.g. through encouraging local businesses to provide work experience/ volunteering placements; working with local training providers; and improving accessible transport options;
- Implement projects to connect key employment sites to housing areas, town centres and

## A Council delivering great value

### Narrative

Selby District Council is delivering great value – a Council that supports and develops its staff, maximises the benefits from digital technology, invests resources wisely and uses its assets effectively to ensure the Council is financially sustainable and delivers high quality services to residents.

<b>Objective</b>	<b>Measure of success – by 2030 there will be:</b>
Digitally enabled customer service	all core services accessible online XX% of all customer transactions are delivered digitally
Good quality services	all core services performing in the top 25% of comparable councils no core services costing more per resident than the 25% highest cost comparable councils
Financially sustainable	all planned savings delivered annual revenue spend is within +/- 2% of planned

### Delivery Priorities for the first three years

### Accountable Director

**Adopt a digital first approach to delivering on customer needs**, utilising digital technology to provide help, advice, information and easy access to services in a way that suits our customers.

J Slatter

- Deliver Digital Strategy 2020
- Develop the Selby District Council Customer Strategy 2030 and implement
- Deliver Contact Centre move

**Support and develop a workforce to deliver our ambitions** with the right people in the right roles with the right skills and supported by digital technology.

J Slatter

- Deliver People Plan 2020

**Implement a strategic approach to the use of our physical and financial assets** to ensure they support the future sustainability of the Council and realisation our ambitions.

J Slatter &  
D Caulfield

- Develop and implement the Asset Strategy 2030
- Deliver the Programme for Growth

**Ensure service delivery maximises value for money for residents**, keeping service design and delivery under review, encourage innovation and improvement and maximise the benefits of a mixed economy of provision to keep costs down, build in resilience and maintain standards.

J Slatter &  
D Caulfield

- Re-procure contracts for waste and street cleaning.
- Explore further opportunities to build on existing Better Together arrangements with North Yorkshire councils



# APPENDIX B – COUNCIL PLAN 2030 ON A PAGE

Our VISION is...

The Selby district is *a great place*

Our STRATEGIC PRIORITIES are...

a great place to  
**LIVE**

a great place to  
**ENJOY**

a great place to  
**GROW**

a great place with a Council delivering  
**GREAT VALUE**

Our OBJECTIVES for successful delivery are...

- improved housing supply
- better quality council homes
- improved town centres

- improved environmental quality
- safe neighbourhoods
- improved sustainable transport

- increased investment
- more well paid jobs
- higher skills levels

- digitally enabled customer service
- good quality services
- financially sustainable

Our HEADLINE DELIVERY PRIORITIES for the first three years (accountable officer in brackets) to deliver those objectives are...

- **Enable the delivery of increased housing supply** through close working with strategic partners and with landowners and developers to promote sustainable development. (J Slatter)
- **Increase the number of affordable homes** in the Selby district through delivery of our housing development programme - including the strategic acquisition of existing homes - to ensure all households in the district have access to sustainable accommodation that supports them to fulfil their ambitions and aspirations.(J Slatter)
- **Invest in improving the quality of Selby District Council housing stock** through implementing the revised HRA Business Plan. (J Slatter)
- **Develop a long-term programme of market town regeneration** to support the development of vibrant town centres and places in Selby, Tadcaster and Sherburn and the provision of high quality leisure, service and accommodation offers.(D Caulfield)

- **Deliver improved environmental standards** through working closely with delivery partners (Amev) to reduce household waste, improve recycling and uphold the cleanliness of Selby district streets and public spaces. (J Slatter)
- **Enhance community safety** and feelings community wellbeing through working closely with strategic partners, building on co-location with the Police and enhancing public spaces. (tbc)
- **Respond to our developing understanding of the impacts of climate change** to foster local resilience and assurance through identifying and promoting low carbon – including aiming for the Council to be Carbon neutral by 2050 - and working with strategic partners to explore the economic potential of a M62 low carbon energy corridor.(tbc)
- **Protect and promote Green Infrastructure** to support wider health and socio-economic benefits through the setting of minimum standards and promotion of sustainable transport. (D Caulfield)

- **Deliver a new Local Plan for the Selby District** to set out the strategic priorities for development of the district - including those covering housing, commercial, public and private development, transport infrastructure and protection for the local environment.(D Caulfield)
- **Enable a thriving visitor economy** underpinned by a sustained focus on enhancing the district’s cultural offer.(D Caulfield)
- **Support enterprise and business growth** that benefits local residents through development of the necessary infrastructure and support to attract new business investments and support local business to grow.(D Caulfield)
- **Support the local workforce to reach their potential:** increasing apprenticeship and vocational training, removing health and transport barriers and supporting those out of work to drive productivity and growth.(D Caulfield)

- **Adopt a digital first approach to delivering on customer needs**, utilising digital technology to provide help, advice, information and easy access to services in a way that suits our customers.(J Slatter)
- **Support and develop a workforce to deliver our ambitions** with the right people in the right roles with the right skills and supported by digital technology.(J Slatter)
- **Implement a strategic approach to the use of our physical and financial assets** to ensure they support the future sustainability of the Council and realisation our ambitions. J Slatter/D Caulfield
- **Ensure service delivery arrangements maximise value for money for residents**, keeping service design and delivery under review, encourage innovation and improvement and maximise the benefits of a mixed economy of provision to keep costs down, build in resilience and maintain standards.(J Slatter/D Caulfield)

In delivering these priorities we will be guided by our PRINCIPLES...

**Collaborative**  
“we will be outward-focused and work with others to get things done”

**Community-centred**  
“we will empower and involve people in decisions about their area and their services”

**Self-sufficient**  
“we will facilitate people to use self-service channels to widen access to services”

**Tech-enabled**  
“we’ll use the most appropriate digital tools to deliver better services to residents”

**Wellbeing-led**  
“we will consider the impact on encouraging healthy life choices in our decision-making”

Our staff will demonstrate the following VALUES...

**Customer focused**  
“I’m happy that people get the help they need”

**Business-like**  
“I feel like everything I do at work adds value”

**One team Selby**  
“I feel I am an important part of something bigger”

**Flexible**  
“I feel energised and positive about change”

**Forward thinking**  
“I feel encouraged to come up with new ideas and that I am listened to”

**Trustworthy**  
“I am treated fairly and honestly, so that’s how I treat others”



APPENDIX C EXAMPLE OF DELIVERY PRIORITY ACTION PLAN

PRIORITY	PRIORITY ACTION	ELT LEAD	PORTFOLIO LEAD	MILESTONES/DELIVERABLES	TIMESCALE
GROW	Develop a new Local Plan for the Selby District in line with district priorities	M Grainger	Cllr Musgrave	Draft Issues and Options Consultation Document Prepared	Dec-19
				Consult on Draft Issues and Options Document	Feb-20
				Draft Local Plan Prepared	Dec-19
				Consult on Draft Local Plan	Feb-21
				Publication Version of Local Plan Prepared	Dec-21
				Consult on Publication Version of Local Plan	Feb-22
				Prepare Proposed Modifications	Jun-22
				Formal Submission to Secretary of Stage for Examination	Jun-22
				Adopt new Local Plan	Mar-23

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**Report Reference Number:** S/19/19

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**To:** Scrutiny Committee  
**Date:** 21 November 2019  
**Author:** Victoria Foreman, Democratic Services Officer  
**Lead Executive Member:** Councillor Cliff Lunn, Lead Member for Finance and Resources  
**Lead Officer:** Karen Iveson, Chief Finance Officer

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**Title: Financial Results and Budget Exceptions Report to 30th September 2019**

**Summary:**

The Scrutiny Committee is asked to consider the report of the Chief Finance Officer which sets out Financial Results and Budget Exceptions Report to 30 September 2019, which was considered by the Executive at its meeting on 7 November 2019.

**Recommendation:**

**The Scrutiny Committee is asked to consider the content of the report and make any comments on the Council's financial results and budget exceptions.**

**Reasons for recommendation**

The Committee is asked to consider the information as set out in the report as part of their role in reviewing and scrutinising the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas. The financial information contained in the report enables the Council to monitor its financial and budgetary position and to ensure that budget exceptions are brought to the attention of Councillors.

**1. Introduction and background**

**1.1** Please see the summary and introduction and background sections of the report considered by the Executive on 7 November 2019 attached to this report at Appendix A.

**2. The Report**

**2.1** Please see section 2 of the report considered by the Executive on 7 November 2019 attached to this report at Appendix A.

**3. Alternative Options Considered**

None.

## **4. Implications**

### **4.1 Legal Implications**

Please see section 5 of the report considered by the Executive on 7 November 2019 attached at Appendix A to this report.

### **4.2 Financial Implications**

Please see section 5 of the report considered by the Executive on 7 November 2019 attached at Appendix A to this report.

### **4.3 Policy and Risk Implications**

Not applicable.

### **4.4 Corporate Plan Implications**

The Council's Corporate Plan sets out long term plans to make Selby District a great place to do business, enjoy life, make a difference, supported by the Council delivering great value. An effective scrutiny function is essential to fair and transparent decision making, which underpins the work of the Council. This scrutiny function includes reviewing and scrutinising the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas. The financial information contained in the report enables the Council to monitor its financial and budgetary position and to ensure that budget exceptions are brought to the attention of Councillors.

### **4.5 Resource Implications**

None applicable.

### **4.6 Other Implications**

Not applicable.

### **4.7 Equalities Impact Assessment**

Not applicable.

## **5. Conclusion**

- 5.1** The Scrutiny Committee discharges the Council's statutory overview and scrutiny functions and as such has responsibility for reviewing the Council's performance; the Committee's comments and observations on financial results and budget exceptions are welcomed.

## **6. Background Documents**

None.

## 7. Appendices

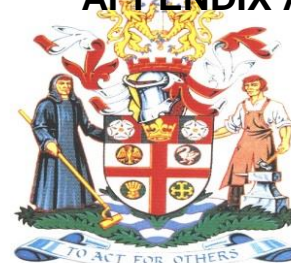
Appendix A – Executive Report – 7 November 2019

Appendix B – Appendices A to D of the Executive Report – 7 November 2019

### **Contact Officer:**

Victoria Foreman  
Democratic Services Officer  
[vforeman@selby.gov.uk](mailto:vforeman@selby.gov.uk)  
01757 292046

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**Report Reference Number:** E/19/24

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<b>To:</b>	Executive
<b>Date:</b>	7 November 2019
<b>Status:</b>	Key Decision
<b>Ward(s) Affected:</b>	All
<b>Author:</b>	Peter Williams, Head of Finance
<b>Lead Executive Member:</b>	Councillor Cliff Lunn, Lead Member for Finance & Resources
<b>Lead Officer:</b>	Karen Iveson, Chief Finance Officer

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**Title: Financial Results and Budget Exceptions Report to 30th September 2019**

**Summary:**

At the end of quarter 2, the General Fund is indicating an outturn deficit of £298k. This continues to be driven by a shortfall on planned savings. The cost of services is showing a breakeven outturn position at the half year, although this is made up of a number of variances detailed in the report. The HRA is indicating an outturn surplus marginally higher than at Q1 of (£118k). This is due to lower external borrowing requirements partially offset by lower savings expected in the current financial year from the implementation of the new housing system.

General Fund savings are showing a forecast shortfall of £363k which is an increased position from Q1 which was £311k. The HRA is forecasting savings to be £195k lower. Details of the planned savings and their status can be found in Appendix B.

The capital programme is currently forecasting an underspend of (£13.870k); (£11.975k) GF and (£1.895k) HRA. In the general fund, the majority relates to the removal of any future New Build Projects (Loans to SDHT) in the current year, Disabled Facilities Grants and a delay in the procurement of new Microsoft licences plus there have been some additional savings made on IT programmes. The HRA is principally Roof Replacements, the Kitchen Bathroom & Rewire programme and the phasing of the Empty Homes Programme which is expected to deliver over three years, with £750k of spend anticipated in this financial year. Headlines can be found in the report below with a more detailed analysis in Appendix C.

Programme for Growth is progressing well with projects delivering over multiple years. Progress on these projects is shown in Appendix D with an update in the report below.

## Recommendations:

That the Executive endorse the actions of officers and note the contents of the report.

## Reasons for recommendation

To ensure that budget exceptions are brought to the attention of the Executive in order to approve remedial action where necessary.

### 1. Introduction and background

1.1 The revenue budget was approved by Council on 21 February 2019, this report and associated appendices present the financial performance as at 30 September 2019 against the budget.

### 2. Main Report

#### General Fund Revenue

2.1 Details of forecast variances against budget are set out at Appendix A.

<b>General Fund Account – Q2 2019/20</b>	<b>Budget</b>	<b>Forecast</b>	<b>Variance</b>
	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>
Corporate SVS & Commissioning	6,738	6,844	106
Economic Regeneration & Place	4,235	4,305	70
Corporate	(1,335)	(1,470)	(135)
Legal & Democratic Services	1,022	1,003	(19)
<b>Net Service Expenditure</b>	<b>10,660</b>	<b>10,681</b>	<b>21</b>
Contribution to / from reserves	(1,415)	(1,502)	(87)
Council Tax	(5,595)	(5,595)	0
Business Rates	(2,532)	(2,532)	0
Collection Fund Deficit Share	23	23	0
<b>Shortfall/(Surplus)</b>	<b>1,141</b>	<b>1,075</b>	<b>(66)</b>
Savings Target	(1,141)	(777)	363
<b>Net Revenue Budget</b>	<b>0</b>	<b>298</b>	<b>298</b>

2.1.2 The main forecasted variances against the General Fund deficit are:

- A £363k shortfall on planned savings as outlined in the planned savings section of this report and in more detail in Appendix B.
- As reported at quarter 1, planning income was low and this trend has continued into this quarter. As a result, the outturn for this income stream



is projected to fall short of budget by £150k. This will be closely reviewed throughout the year.

- A 5% vacancy factor was introduced this year to accommodate for natural staff turnover. This is currently expected to be achieved and is ahead at the end of quarter 2. This additional Q2 saving has been included in the forecast at (£171k).
- There is expected to be a £51k shortfall in industrial unit rental income due to a number of vacant units. These are currently being marketed and are due for a number of improvements from capital budgets.
- The waste service is forecasting a shortfall overall of £63k, mainly due to the continuing low rate received per tonne for recyclable materials which is driving a £102k adverse variance. The reduction in the price received per tonne means that this income is no longer covering the cost of bulking. This is mostly partly offset by savings on rounding and income from new bins.
- The lifeline service is forecasting an adverse variance of £34k due to lower customer numbers than anticipated at this stage. This is marginally higher than was expected at quarter 1. Marketing is underway and numbers are gradually increasing.
- New burdens grants of (£42k) which were not confirmed at the time the budget was set are to be received in 19/20.
- Drainage board levies were budgeted based on an estimate but actual charges once confirmed are lower by (£17k).
- Savings on business support costs, land charges investment interest and external audit fees have helped to further mitigate the shortfall.

## 2.2 Housing Revenue Account (HRA)

Housing Revenue Account – Q2 2019/20	Budget £000's	Forecast £000's	Variance £000's
Net Revenue Budget	8,835	8,531	(304)
Dwelling Rents	(11,840)	(11,849)	(9)
<b>Shortfall / (Surplus)</b>	<b>(3,005)</b>	<b>(3,318)</b>	<b>(313)</b>
Savings Target	(214)	(19)	195
<b>Net Surplus / (Deficit) transferred to Major Repairs Reserve</b>	<b>3,219</b>	<b>3,219</b>	<b>0</b>
<b>Net Revenue Budget</b>	<b>0</b>	<b>(118)</b>	<b>(118)</b>

2.2.1 The main forecasted variances against the HRA surplus are :-

- External borrowing is expected to be lower due to work programmes being funded from grants and internal borrowing in the short term. It is anticipated that external borrowing will be needed in the future, but a saving of approximately (£300k) is expected this year.
- There was an original savings target in the HRA this year of (£214k), to date savings on the new housing system and procurement partnership

(£19k) have been achieved bring the revised savings target down to (£195k)

- Housing Rents are anticipated to be £9k higher than target for the year due to improved empty home performance and lower right to buy sales at the half year, with 7 so far against an annual estimate of 20.

## **2.3 Planned savings**

2.3.1 The General Fund savings target for the year is £1,141k. The Council has a strong track record for delivering the savings and efficiencies needed but it is increasingly challenging to identify and deliver savings against a reducing cost base. The savings within the current plan are therefore in large part considered higher risk, with some dependent on a number of external factors. Council recognised the risk within the plan when the Medium Term Financial Strategy was approved in September 2018 and resolved to hold back a level of reserves to mitigate the risk of delayed/non delivery over the medium term. Forecasts at quarter 2 for 2019/20 indicate an increased shortfall against the in-year target with £777k of savings expected to be made against a target of £1,141k. This is an increase from quarter 1 of £52k and is recognising some of the additional risk that was highlighted. The key areas to note are as follows:

- Planning savings of (£100k) were set. A review of the service is currently underway but early expectations are that this will show approximately a (£67k) saving. As this is not expected to be implemented until later in the year, a (£15k) saving has been recognised for the current year.
- Asset rationalisation target of (£76.5k) is dependent on the move of the contact centre from Market Cross. Negotiations are ongoing, with the move of the contact centre set to go ahead later in the year. We expect to achieve additional (£20k) of income from other sources but currently do not expect to achieve the Market Cross saving in the current year. The Council is considering alternative options for the premises
- There was a saving in the budget from the acquisition of commercial property of (£50k) in relation to the £3.5m pot for commercial acquisitions which forms part of the P4G programme. This pot was expected to make a return, however, the commercial properties acquired so far will not generate an ongoing income stream this year. There are no additional purchases anticipated in the immediate future which would generate income in this financial year.
- The digital programme continues to progress and was targeted with generating (£200k) of savings in the current year. (£137k) of savings have been delivered, but further savings will be in 20/21 as programmes such as flexible working and the housing system progress.
- The environmental saving target of (£40k) is now unlikely to be delivered in year. However it will be tied in with the investment in a standard rear

loading collection fleet and area based working and a range of opportunities to increase the efficiency of contract delivery which are being explored currently. There is potential to exceed the target in future years through maximising operational efficiencies which will be captured as part of the formal contract variation to deliver cashable savings in 2020/21 and beyond.

- The work that we were delivering for another District Council has been discontinued. There are no further projects currently to deliver services to other organisations.
- Property funds are expected to generate (£193k) of income in the year compared to a target of £200k.
- Loans to the Housing Trust agreed at the end of 2018/19 are generating an additional (£80k) of income for the year. The target of (£100k) is based on additional loans being made in year, but at the present time whilst potential house building opportunities are being scoped, it is not anticipated that further loans will be made in the current year.
- Details of all planned savings can be found in Appendix B.

2.3.2 The original HRA savings target for 2019/20 was £214k, to date £19k has been identified with the target being revised down to £195k. The majority of this saving is driven by the new Housing and Asset Management System. There have been delays in the development of the new software modules by the supplier which has resulted in phase 2 (where most savings are expected to be implemented) slipping into early 2020/21.

## **2.4 Capital Programme**

2.4.1 The capital programme shows a forecast underspend of (£12m) in the General Fund, the variance is made up of :-

- The budget for New Build Projects (Loans to SDHT) has been reduced to reflect that no further projects are anticipated in this financial year meaning a carry forward of £11.6m to fund future loans.
- A budget of £630k available to spend on Disabled Facilities Grants this year which includes £228k carried forward from previous years. Spend has increased this year however delays in referrals for Occupational Therapists mean that it is expected that it will not be possible to deliver up to this value in a single year, spend of £500k is expected.
- A delay in the procurement of Microsoft Licences means that the carry forward of £85k from last year will no longer be required. The licences will commence from this year at a cost of £85k per annum.
- Underspends in year of (£126k) on IT projects including Channel Shift phase 3 Website and Intranet, End user devices, Disaster Recovery improvements and the implementation of a new cash receipting system. All of these projects will be continue into 2020/21.

2.4.2 The capital programme in the HRA is forecasting an underspend of (£1.9m). The variance is made up of :-

- The roof replacement programme has been delayed as data continues to be gained from the stock condition survey, the in year spend is expected to be (£1.0m) under budget
- The Empty Homes Programme which is expected to deliver over the next two years, so the programme value has been forecast to reflect this, with £750k of the £1.3m budget expected to be spent in this financial year.
- The kitchen, bathroom, electrical rewire & co-detection programme has been delayed while the specifications and contracts have been rolled together, the in-year spend is expected to be (£326k) under budget.

### **3.0 Programme for Growth (PfG)**

- 3.1 The programme has a multi-year programme budget (£7.7m) to fund a number of projects over the next 2-3 years. The good progress reported to Executive in the 2018/19 budget outturn report (30th May 2019) continues into the second quarter of 2019/20 with £806k spent to date and other spend committed for delivery across a range of projects in 2019/20. The multi-year project budget is forecast to be fully spent in the remaining years of the programme.
- 3.2 A key issue in 2018/19 was to ensure that the PfG was properly aligned with the recently adopted Economic Development Framework and 2 year Action Plan for 2019 and 2020 including having the right resources in place in the Economic Development & Regeneration service to ensure this can be delivered. Executive (January 2019) approved the proposed re-allocation of PfG resources to help deliver the EDF Action Plan. We have made some progress in recruiting into this service despite a challenging market, with a number of new appointments started or due take up post in the coming months, although some posts are still vacant.
- 3.3 A project by project progress report can be found in Appendix D. Good progress overall continues to be made across a range of PfG projects. There has been some slippage on some projects (as outlined in Appendix D). Some key highlights demonstrating progress are outlined below:
- 3.4 Health Living Concepts Fund - The Selby Health Matters group have now finalised a 3 year action plan to support delivery of local initiatives for which this fund will support. The Fund has jointly funded work with North Yorkshire County Council on Local Cycling and Walking Infrastructure Plans. This is due to be completed by November 2019. Public Health and Inspiring Healthy Lifestyles colleagues are currently preparing a project outline to develop a 'health in all policies' approach to tackle childhood obesity through a 'Healthy School Zone' project which the fund would support.
- 3.5 Visitor Economy (Tourism and Culture) – the 2 key staff appointed to oversee the 3 year action plan agreed by Executive are playing a key role in delivery of a number of PfG projects such as Celebrating Selby 950 and the cycling

events. They helped secure significant match funding from the Arts Council England (£70k), Heritage Lottery Fund (£45k) and Drax (£20k) which has enabled an exciting and engaging programme of work to be delivered for Selby 950. Successful events such as Selby Sings (involving 250 school-children singing in the Abbey) and the St Germain parade (involving 450 in its preparation and many more watching in the town centre) have generated significant regional and local media coverage and positive local feedback. The Selby Treasures project in November will bring a series of pop-up museum events, where local people will be invited to bring an object that tells the story of their link with the town, leading to an exhibition in the Abbey 2020. The 3 day illumination project (Pilgrim) planned for the Abbey in November has gained international social media attention. The legacy is already being created e.g. the Arts Council are already wanting to invest in further projects in the district. Furthermore, Selby has now been included on a Visit Britain touring route called 'The Explorer's Road' for the east of England and a new route for Chinese visitor's will include Selby from November.

- 3.6 Growing Enterprise – this project helps to match-fund small business support with the Leeds City Region LEP and unlock support for small businesses through the Ad:Venture and Digital Enterprise. It jointly funds our SME Business Advisor post who has secured significant grant aid and expert support for local businesses in the district.
- 3.7 Marketing Selby's USPs – this award-winning 'place-branding' project has helped to tell a positive story of the district as a place to do business and to live. Through use of a range of case studies and media partnerships it continues to secure significant coverage for Selby District about the key things we are achieving and our key projects, from regional and local audiences e.g. recent media coverage around Create Yorkshire, Selby 950, award nominations.
- 3.8 Tour De Yorkshire - despite the challenging weather the Council, working with a range of partners, delivered a successful finish for Selby in front of the Abbey on its 950th anniversary. There was international coverage and significant media attention on the town which also created interest in the Selby 950 events and repeat visits by the media for the parade in July. Recently, Tadcaster has hosted a successful start for the Yorkshire Para-cycling International 2019, which saw 50+ para-cyclists set off from the town and involved support from Selby District Disability Forum. The District also welcomed to the womens' junior and mens' under 23 UCI cycling world championships.
- 3.9 Making our assets work – this budget is funding required investigations and actions to bring forward a number of Council owned sites for redevelopment eg ground conditions investigations for Bondgate

- 3.10 Town Masterplanning – the work is being led by People and Places (Chris Wade) to support town centre revitalisation by developing long term strategies and action plans. The work continues to progress well and has been well received. Progress includes: the completion of significant survey work and consultations in Selby town centre, involving both businesses and customers; help with our successful submission of a bid for the High Street Heritage Action Zone. Further engagement from October will finalise the delivery plan for Selby town centre and agree multi-partner governance arrangements for overseeing delivery of the plans. Work in the other towns will now start with initial consultation and survey work in Sherburn now started. Tadcaster will follow in early 2020.
- 3.11 This budget also supports development of the Transforming Cities Fund proposals to improve the Selby Station area, which are the subject of a major public consultation during October. The public response will be reported to Executive in November 2019 and the Council will discover in March 2020 whether it has been successful with its funding bid.

#### **4. Alternative Options Considered**

Not applicable

#### **5. Implications**

Not applicable

##### **5.1 Legal Implications**

There are no legal issues as a result of this report.

##### **5.2 Financial Implications**

The financial implications are highlighted in the body of the report and appendices.

##### **5.3 Policy and Risk Implications**

There are no specific policy or risk implications beyond those highlighted in the report.

##### **5.4 Corporate Plan Implications**

The financial position and performance against budget is fundamental to delivery of the Council's Corporate Plan, achieving value for money and ensuring financial stability.

##### **5.5 Resource Implications**

Not applicable.

## **5.6 Other Implications**

Not applicable.

## **5.7 Equalities Impact Assessment**

Not applicable.

## **6. Conclusion**

6.1 At the end of quarter 2, the outturn is indicating an increasing deficit in the General Fund driven by lower planned savings and a surplus in the HRA as a result of lower external borrowing requirements.

6.2 At this stage, the capital programme is largely forecast to spend, with just a small number of projects resulting in lower spend than anticipated, the majority of which will deliver in future years.

## **7. Background Documents**

Not applicable.

## **8. Appendices**

Appendix A – General Fund and Housing Revenue Account Revenue budget exceptions

Appendix B – General Fund and Housing Revenue Account Savings

Appendix C – General Fund and Housing Revenue Account Capital Programme

Appendix D – Programme for Growth

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**GF Management Accounts 2019-20**  
**Results as at 30th September**  
 General Fund

	Previous Year	Latest	Year to Date		Annual Total	Variances		Comment
	Actuals	Approved				Year to date	Full Year	
	Actual	Budget	Actual	Budget	Forecast	Actual	Forecast	
	£k	£k	£k	£k	£k	£k	£k	
<b>Income</b>								
Investment Income	-454	-300	-196	-196	-341		-41	Additional income achieved in investment interest due to buoyant cash balances and favourable investment returns.
Recharges	-3,024	-10,172			-10,180		-8	Additional allocation of Bank Charges to the HRA
Customer & Client Receipts	-6,523	-5,899	-3,041	-3,451	-5,505	410	394	There are a number of income shortfalls including Planning Income £152k due to large applications not coming forward as anticipated, Recycling income which is currently forecasting a £102k shortfall due to the low rate received per tonne for recyclable materials now not covering the costs of bulking. The Warden Lifeline Service is currently predicting a £34k shortfall in income, numbers of customers grow slowly but a marketing plan is being implemented to promote the service offer. Land charges income is anticipating a £16k shortfall, which is broadly in line with last years performance due to demand, there is an anticipated shortfall in industrial unit rents of £59k due to occupancy levels and lettable condition and Assets Team Trading activities £50k due to capacity issues in the team. Income from the sale of bins for new developments is predicted to exceed budget by (£10k) and Taxi Licence income should exceed budget by (£12k).
Government Grants	-14,442	-11,792	-5,750	-5,707	-11,848	-43	-56	In conjunction with benefit payments below, lower demand for benefits and the introduction of Universal Credit continues to see a reduction in subsidy received, this is offset by reduced benefit payments below and impacts at over £4.1m. DWP new burdens grants total (£34k) including Universal Credit Admin changes and (£8k) DWP grant contributions towards the impact of legislative changes to our benefit systems.
Other Government Grant	-1,811	-1,955	-977	-977	-1,955			
Other Grants/Contributions Etc	-112	-35	-35	-35	-35			
Budget Savings Required		-1,141			-777		363	Refer to App B planned savings for more information
<b>Total Service Income</b>	<b>-26,365</b>	<b>-31,293</b>	<b>-9,999</b>	<b>-10,366</b>	<b>-30,640</b>	<b>367</b>	<b>653</b>	
<b>Expenditure</b>								
Employees	8,138	8,558	4,060	4,196	8,398	-136	-161	A vacancy factor of £353k was set for the 2019/20 budget which is currently being exceeded.
Premises	743	764	327	321	771	6	7	A number of small variances make up this forecasted overspend, including the costs to purchase new litter bins which will be recovered from parishes.
Supplies And Services	8,687	10,127	3,819	4,068	10,038	-249	-89	Supplies & Services is made up of a number of variances, the main ones being (£29k) on the overall waste collection service, particularly from the recycling service but costs offsetting this include the costs for skips for street waste and flytipping and additional round and disposal costs, this will be closely monitored. Savings are anticipated for Development Management office & specialist costs (£15k), Business Support Office costs (£9k) and partner payment to NYCC for their share of income (£25k) due to the reduced income forecasts mentioned in customer & client receipts, Land Charges (£8k), Scrutiny & Standards Board Savings (£19k) and reduced External Audit Fees (£11k). These savings are offset by costs for increased hours from the NY Regional Strategy Officer £8k, and Bank Charges £17k.
Transport	164	145	64	70	136	-6	-9	Small saving currently anticipated on car allowances.
Benefit Payments	13,670	11,195	5,574	5,573	11,195	1		There continues to be a reduction in housing benefit claims caseload as Universal Credit rolls out reducing significantly the level of payments compared to last year.
Support Services		7,723			7,723			
Third Party Payments	149	-2	-9	-10	-1	1	1	Impact of actual inflation on the Leisure Services contract against budgeted estimate.
Drainage Board Levy	1,685	1,720	852	860	1,704	-8	-17	Inflation increases anticipated when setting the budget were higher than actual levies.
External Interest Payable	82	75	32	32	75			
Contingency		385			385			
<b>Total Service Expenditure</b>	<b>33,318</b>	<b>40,691</b>	<b>14,719</b>	<b>15,110</b>	<b>40,424</b>	<b>-391</b>	<b>-267</b>	
Total Accounting & Non Service Budgets	-6,952	-9,398	-4,636	-4,623	-9,485	-13	-88	Additional funds required from P4G Reserve to cover salaries.
<b>Net Total</b>			<b>84</b>	<b>121</b>	<b>298</b>	<b>-37</b>	<b>298</b>	

**HRA Management Accounts 2019-20**  
**Results as at 30th September**

HRA

	Previous Year	Latest	Year to Date		Annual Total	Variances		Comment
	Actuals	Approved	Actual	Budget	Forecast	Year to date	Full Year	
	£k	Budget				Actual	Forecast	
		£k	£k	£k	£k	£k	£k	
<b>Income</b>								
Investment Income	-163	-135			-153		-18	Additional income achieved in investment interest due to buoyant cash balances and the property investment returns.
Garage Rents	-102	-103			-105		-2	
Housing Rents	-11,891	-11,840	-2,997	-2,960	-11,849	-37	-9	Surplus currently anticipated improved performance in turning round void properties is having a positive impact on rent income. Work continues to address long term void properties to get them back in to rental including procuring contractors for specific works. Sales to date have some influence but are broadly in line with assumptions made for the year (7 sales to date against 20 estimated annually).
Customer & Client Receipts	-173	-147	-44	-31	-144	-12	4	Hostel and Temp Accommodation rent income anticipated to be below budget by (£7k), due to occupancy levels at Ousegate Hostel, partially offset by recharge income.
Recharges	-9	-18	-6	-9	-18	3		
Savings		-214			-19		195	£12k planned savings identified in supplies & services for the NY Procurement Partnership and £7k on maintenance savings from the new housing system. Remainder of savings anticipated in 2019/20.
<b>Total Service Income</b>	<b>-12,338</b>	<b>-12,457</b>	<b>-3,051</b>	<b>-3,000</b>	<b>-12,288</b>	<b>-51</b>	<b>169</b>	
<b>Expenditure</b>								
Employees	36	37	15	18	35	-4	-2	Small saving anticipated on cleaner salaries.
Premises	684	826	259	317	819	-58	-7	Savings anticipated on the running costs of the community centres offset property service depot at the Vivars.
Supplies And Services	1,031	1,058	481	454	1,079	27	21	Budget shortfall is likely due to the use of sub-contractors covering vacant posts due to difficulties in recruitment £37k, £20k costs to turn round void property offset partially by savings on responsive adaptation work (£30K) and Resource Accounting (£8) including annual purchase of the HRA Business Plan Model.
Support Services	2,814	2,840			2,840			
Transport	114	113	41	41	113	-1		
Debt Management Expenses	6	6			6			
External Interest Payable	2,413	2,713	64	64	2,413		-300	Until schemes are finalised for the housing development programme, no new borrowing will be taken. Interest rates rises may prompt action to increase borrowing to mitigate future interest costs.
Contingencies		75			75			
Provision for Bad Debts	107	260	1		260	1		
<b>Total Service Expenditure</b>	<b>7,205</b>	<b>7,928</b>	<b>860</b>	<b>895</b>	<b>7,640</b>	<b>-35</b>	<b>-288</b>	
Total Accounting & Non Service Budgets	5,133	4,529			4,529			
<b>Net Total</b>			<b>-2,191</b>	<b>-2,105</b>	<b>-118</b>	<b>-86</b>	<b>-118</b>	

Savings Plan

Strategic Category	General Fund - Potential Saving	Original Risk in Budget	2019/20 Target £000's	Forecast £000's	2019/20 Remaining Target £000's	Update/Comments
Growing resources	Income generation	High	12	0	12	At the current time, income streams have not been increased beyond inflation and no new income streams have been introduced. This will be kept under review, and options where additional income can be generated will be considered.
Growing resources	Asset rationalisation	Medium	76.5	20	56.5	Additional income has been generated from a number of sources. The remainder of this saving however is dependent upon the move from Market Cross. The move of the contact centre is anticipated to happen in the near future, but the negotiations on the lease at Market Cross are still ongoing and other alternatives such as sub-letting and alternate uses are being considered.
Growing resources	New SDHT Loans	High	100	80	20	In 19/20 loans include Riccall, Ulleskelf, and Ousegate, all of which contribute towards this target. The revised and expanded Housing Development Programme agreed by Executive in January 2018 identifies a significant role for the SDHT in delivery which will provide further loan opportunities for SDC, although the timing of these new opportunities will only become clearer as the programme progresses. At the present time, no additional loans are anticipated in the current year, meaning that £80k of new interest will be generated in the current year against the target of £100k.
Growing resources	Commercial property acquisition	High	50	0	50	The current programme for growth has £3.5m earmarked for commercial property acquisition which will generate a direct return on investment. To date this has been used to acquire two vacant former banks, but these are not expected to make an ongoing revenue stream in the current financial year. There have been no further acquisitions at this stage, this will be updated as and when new acquisitions occur.
Growing resources	Property Fund Investment		200	193	7	An investment was made in October 2018 into 2 property funds with an estimated net return of 4% per annum. At the end of Q2, this investment has made 4% but the invested sum has reduced meaning that overall returns are forecast to be £193k. This will be kept under review as returns for the full year are subject to fund performance.

Strategic Category	General Fund - Potential Saving	Original Risk in Budget	2019/20 Target £000's	Forecast £000's	2019/20 Remaining Target £000's	Update/Comments
Growing resources	Increase cap on investment income - NEW		50	50	0	£300k cap included in MTFS - potential to reassess and increase if outlook for interest rates remains high but reducing balances will counteract so this brings some risk. Balances and expected rates to date in 2019/20 suggest that this is low risk for that year. Thereafter this will be kept under review and confirmed as cashflow forecasts are updated and interest rates are known.
<b>Total Growing Resources</b>		<b>0</b>	<b>488.5</b>	<b>343</b>	<b>145.5</b>	
Transforming	Process improvements /on-line transactions	Medium	200	137	63	The Channel shift project is currently being delivered and savings from this are starting to be recognised. There have been savings made through natural turnover where the benefits of digitalisation have lead to increased efficiency plus additional savings generated from reduction in paper and postage as a result of increased usage of IT. Further benefits from this are expected to be achieved as the projects continue to roll out, but some of this will be in the next financial year.
Transforming	Planning service review	Low	100	15	85	A review is currently taking place. The current expectation is that £40k of annual efficiencies can be found in the service and this will be updated once the review is completed. The review is being undertaken with a view to maximising efficiency whilst ensuring no detriment to service delivery, and the final confirmed position achieved will reflect this aim. Any savings generated from the review will be introduced part way through 19/20, so a full year saving is not expected in the current year.
<b>Total Transforming</b>		<b>0</b>	<b>300</b>	<b>152.032</b>	<b>147.968</b>	
Commissioning	Environmental contract	Medium	40	0	40	The environmental saving target of (£40k) is now unlikely to be delivered in year. However it will be tied in with the investment in a standard rear loading collection fleet and area based working and a range of opportunities to increase the efficiency of contract delivery which are being explored currently. There is potential to exceed the target in future years. This provides the opportunity to maximise operational efficiencies which will be captured as part of the formal contract variation to deliver cashable savings in 2020/21 and beyond.
Commissioning	Procurement partnership	Low	12	12	0	Selby has exited from the North Yorkshire Procurement Partnership in April 2019, which will achieve £12k saving. Approved by the Executive 4/10/2018.
Collaboration	Work carried out for third parties	High	30	0	30	This work with another District Council has now ceased. There is currently no third party support being provided to others.
Commissioning	Contract renewals	Medium	10	10	0	A saving is still expected from this, and a clearer picture will be available as these contract renewals are completed.
<b>Total Collaboration &amp; Commissioning</b>		<b>0</b>	<b>92</b>	<b>22</b>	<b>70</b>	

Strategic Category	General Fund - Potential Saving	Original Risk in Budget	2019/20 Target £000's	Forecast £000's	2019/20 Remaining Target £000's	Update/Comments
Technical/housekeeping	Remove contributions to pension reserve - NEW	Low	100	100	0	This mitigates above inflationary rises in future pension contributions - risk to be managed within base budget from 2019/20.
Technical/housekeeping	Reduce contingencies - NEW	Low	160	160	0	£260k is included in the revenue budget to cover unforeseen items - £110k for operational items and £150k for additional commissions from the Executive. This option would reduce the operational contingency to £100k (the minimum advisable for operational purposes) and draw down funding from the Contingency reserve for additional Executive Commissions as part of the annual budget process. The Contingency reserve would be topped up through windfalls/in-year surpluses.
<b>Total Technical/Housekeeping</b>		<b>0</b>	<b>260</b>	<b>260</b>	<b>0</b>	
<b>To be delivered not budgeted</b>		<b>-</b>	<b>1,141</b>	<b>777</b>	<b>363</b>	

Strategic Category	HRA - Potential Saving	Risk	2019/20 Target £000's	Forecast to Achieve Q1 £000's	2019/20 Remaining £000's	Update/Comments
Transforming	Process improvements /on-line transactions	Medium	194	7	187	The new housing/asset management system is in the process of being implemented. There have been delays in the development of the new software modules by the supplier which has resulted in phase 2 (where most savings are expected to be implemented) slipping into early 2020/21. The savings that will be recognised this year related to the saving on maintenance costs.
Commissioning	Commissioning & collaboration	High	8	0	8	Opportunities will continue to be considered for savings on contracts, but there is no current view on where this saving may be generated from.
Commissioning	NYCC Procurement Partnership	Low	12	12	0	Selby has exited from the North Yorkshire Procurement Partnership in April 2019, which will achieve £12k saving. Approved by the Executive 4/10/2018.
<b>To be delivered not budgeted</b>		<b>-</b>	<b>214</b>	<b>19</b>	<b>195</b>	

General Fund	Annual Budget	Year to date Budget	Year to date Actual	Year to date Variance	Forecast	Forecast Variance	Comments
Transforming Customer Services	110,000	55,000	0	-55,000	110,000	0	Final designs from NHS still to be approved by HoS. The project is expected outturn on budget.
Selby Park Improvement Work	21,060	10,530	14,114	3,584	21,060	0	Work to upgrade to the lighting provision within the park is now complete. Final contractor invoices are being received and a final project spend is anticipated by the end of September.
Industrial Units - Road Adoption	325,000	325,000	0	-325,000	325,000	0	Further information being sought from NYCC Highways regarding detailed specification requirements and contribution to enable formulation of an estimate of costs. Budget costings received from contractor. This budget has been rolled forward for a number of years and a decision is now required as to whether to invest in upgrading the highway provision to adoptable standard.
GIS System	37,131	18,566	0	-18,566	37,000	-131	19/20 £37k budget to be used to cover the business case of an upgrade to the GIS system. The upgrade will allow for seamless data available in the field and enable mobile working around site planning visits. This will maximise the benefits of the digitalisation project.
Benefits & Taxation System upgrade	8,675	4,338	2,000	-2,338	8,200	-475	This budget is linked to software upgrade supporting Channel Shift Phase 1. An order to purchase Northgate CA-LL Landlord portal £4k has been placed, this will be used alongside the CAB/CAR channel shift modules that have already been purchased. Carry forward to be used for Software upgrades for legislative changes and E-billing implementation delayed from 18/19.
IDOX Planning System	13,728	6,864	6,130	-734	13,500	-228	To support the IDOX suite of software applications for upgrades and patches as part of the IDOX Roadmap. This will ensure that we remain PSN compliant throughout 2019/20. Also this will support the software recommendations that form part of the Planning Service Review currently ongoing throughout 2019/20. A Commitment has been made to procure £4k for the Uniform and £2k server upgrade and leaving the TLC and Public Access upgrades until 20/21.
ICT - Infrastructure Costs	4,597	2,298	0	-2,298	4,597	0	To be used for improvements to the ICT Infrastructure in respect of projects in the digital strategy.
ICT - Annual Software Licence	170,000	85,000	61,279	-23,721	85,000	-85,000	To be used to purchase Microsoft Licenses in 19/20. Procurement was delayed whilst soft market testing was undertaken and agreement found with NYCC. £62k has now been committed to Microsoft Enterprise Licence Agreement July 2019, this is expected to increase up to £85k for year end once all licence requirements have been identified. This will then be a recurring cost for 3 years. £85k to be carried forward due to the delay in starting the project.

**2019/20 Selby District Council Capital Programme - To 30 September 2019**

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General Fund	Annual Budget	Year to date Budget	Year to date Actual	Year to date Variance	Forecast	Forecast Variance	Comments
ICT - Servers	25,000	12,500	0	-12,500	25,000	0	Servers are being upgraded to align to Microsoft licencing requirements before year end.
ICT - Software	85,194	42,597	0	-42,597	85,000	-194	Budget committed to the Digital Foundations Project. Our Microsoft partner, Phoenix has now been procured via the KCS framework committing the £85,000 budget to implement our Microsoft software. Phoenix will invoice us for payment at the end of each stage of the software project.
Committee Management System	3,000	1,500	0	-1,500	3,000	0	ModernGov software now live as of April 19, £3k carry forward requested to cover final costs that are still awaited.
Cash receipting System	36,100	18,050	0	-18,050	22,500	-13,600	Income Management Software replacement project. A commitment has been made to procure £22,500 for the software migration from Northgate PARIS to CIVICAPAY. The migration will not take place until Q4. The remaining capital will be used for training and consultancy on the new software.
Northgate Revs & Bens	40,075	20,038	13,697	-6,341	40,000	-75	Budget required for system upgrades following legislative changes in relation to e-billing. Currently awaiting costs for the Benefits/Information@Work integration before commitment. Scanstation to be delivered during Q2 19/20.
Asset Management Plan - Leisure & Parks	19,002	9,501	0	-9,501	19,002	0	Work will be commencing shortly on the landlord planned maintenance works. In addition, additional works have been identified and completed at Selby Park as a result of a recent asbestos survey.
Committee Room Microphone system	40,000	20,000	0	-20,000	40,000	0	Specification is written and tenders are being invited. Decision on Supplier will be made in Q3. Timescales and costs will be established once a preferred supplier has been identified.
Portholme Road Culvert	419,141	209,570	207,783	-1,787	419,141	0	The programme of works was scheduled for 9 weeks but was delayed a further 3 weeks due to issues with utilities which had been discovered during excavation of the road. The culvert work is complete and subject to final highway surfacing a final valuation is due in October. The Project is expected to remain on budget.

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<b>General Fund</b>	<b>Annual Budget</b>	<b>Year to date Budget</b>	<b>Year to date Actual</b>	<b>Year to date Variance</b>	<b>Forecast</b>	<b>Forecast Variance</b>	<b>Comments</b>
Police Co-Location Project	49,334	20,667	40,868	20,201	49,334	0	The works to complete the Police Co-Location programme are complete (snagging to be concluded).
Industrial Units Maintenance	50,000	25,000	0	<b>-25,000</b>	50,000	0	A formal report to Executive is required before any funds from this budget can be committed. It is currently anticipated that such report will be presented to the Executive in Q3.
Car Park Improvement Programme	727,987	363,994	197,891	<b>-166,103</b>	727,987	0	Work to Audus street and South Parade car parks is now complete. A decision regarding the future direction of improvements for Back Micklegate and Micklegate car parks is still awaited
ICT - Channel Shift 2 Website & Intranet	57,500	28,750	0	<b>-28,750</b>	57,500	0	Channel shift Phase 2 (Customer portal) project which is due to be delivered in 19/20 as per the business case and project plan. The Citizens Access Portal for Revs & Bens. Project has commenced as is expected to be delivered Q3.
ICT - Channel Shift 3 Website & Intranet	18,000	9,000	0	<b>-9,000</b>	0	<b>-18,000</b>	Channel shift Phase 3 (Housing management CX integration) project which is due to be delivered in 19/20 as per the business case and project plan. this will follow the implementation of Channel shift phase 2 (Customer portal project) expected to be during 2020/21.
ICT - Disaster Recovery Improvements - Software / Hardware	47,688	23,844	21,974	<b>-1,870</b>	30,000	<b>-17,688</b>	Design changes have enabled lower costs for this project. The Microsoft project will drive further Disaster Recovery improvements and these will be identified by Q3. £17.6k to be carried forward for improvements aligned to Microsoft requirements in 2020/21.
ICT - End User Devices - Software / Hardware	126,995	63,498	17,400	<b>-46,098</b>	50,000	<b>-76,995</b>	Budget is required for replacement hardware in relation to the digital workforce strand of the digital strategy. Spend forecast in Q2 and Q3. End user devices are being procured on a lease model, £77k will be carried forward into 2020/21 to pay for the continuing lease agreement.



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<b>General Fund</b>	<b>Annual Budget</b>	<b>Year to date Budget</b>	<b>Year to date Actual</b>	<b>Year to date Variance</b>	<b>Forecast</b>	<b>Forecast Variance</b>	<b>Comments</b>
ICT - Digital Workforce - Telephones - Mobile Working	100,000	50,000	0	<b>-50,000</b>	100,000	0	Budget is required for replacement hardware in relation to the digital workforce strand of the digital strategy. Spend forecast in Q3 and Q4. Devices for mobile working are being purchased on a lease model. Year 1 will fully utilise this budget.
South Milford Retaining Wall	15,000	7,500	0	<b>-7,500</b>	15,000	0	We are currently trying to establish with the parish priest whether approval for the improvement works to the wall will need to go through a Faculty application (similar to Listed Building Approval). Once this position has been confirmed we will be better placed to advise on likely timescales for completion of the works.
New Build Projects (Loans to SDHT)	12,690,612	3,172,653	1,059,670	<b>-2,112,983</b>	1,059,670	<b>-11,630,942</b>	These are schemes delivered by SDHT through loans from SDC. Tadcaster scheme - Delivered 5 properties. Ulleskelf scheme - Handover has taken place in 18/19 on 12 properties. Riccall scheme - Handover has taken place in 18/19 on 5 properties. Ousegate, Selby scheme - Handover of all 12 properties has taken place in 19/20. Further work is to be done on costings on packaging up smaller sites for development to deliver value for money.
Private Sector - Home Improvement Loans	42,407	21,204	20,649	<b>-555</b>	42,000	<b>-407</b>	Expecting to fully spend the RAS budget this year. Additional applications relating to defective boilers are expected due to changes in funding available through the Better Homes energy efficiency service. The year to date spend has already surpassed last year's total spend. This is a repayable loan and any repayments received throughout the year are recycled and offsets some of the spend.
Disabled Facilities Grants (DFG)	630,445	315,222	19,903	<b>-295,319</b>	499,580	<b>-130,865</b>	Q2 approved / committed spend is £199k against a predicted outturn of £500k leaving £131k yet to be allocated. Referrals have dropped to an average of 1 per week (20 received YTD), NYCC are working with all the other Housing Authorities to test new pathways to reduce the NYCC backlog due to the lack of OT's at NYCC.
	<b>15,913,671</b>	<b>4,942,684</b>	<b>1,683,358</b>	<b>-3,259,326</b>	<b>3,939,071</b>	<b>-11,974,600</b>	

Housing Revenue Account	Annual Budget	Year to date Budget	Year to date Actual	Year to date Variance	Forecast	Forecast Variance	Comments
Kitchen - Decent Homes	305,076	5,000	4,278	-722	280,000	-25,076	SDC performance specification for works now virtually complete. Kitchen programme will be packaged with bathroom, rewires and CO detection programmes to provide more attractive proposition to the market at tender. Currently awaiting information from Efficiency North to enable completion of documentation for tender process. Tender programme slightly delayed due to finalisation of new EN Framework for these type of works. Now anticipate works will commence on site in January 2020 and will continue into 2020/21.
Housing & Asset Management System	132,375	7,500	6,522	-978	130,000	-2,375	Forms part of the Housing software replacement project that will continue throughout 2019/204 Phase 1 of the Housing system will be LIVE in Q3.
Pointing Works	575,461	400,000	390,287	-9,713	575,461	0	Phase 3 of the pointing programme is progressing well. Works to the value of circa £295,000 have been commissioned with the remaining budget held back as in previous years for pointing works associated with the leaseholder roofing scheme at Hillside, Tadcaster.
Electrical Rewires	240,000	40,000	39,787	-213	100,000	-140,000	Rolled in to programme with Kitchens and bathrooms. Now anticipate works will commence on site in January 2020 and £140k expected to be carried forward into 2020/21.
Bathroom Replacements	134,400	7,500	6,689	-811	70,000	-64,400	Rolled in to programme with Kitchens and rewires. Now anticipate works will commence on site in January 2020 and £64k expected to be carried forward into 2020/21.
Asbestos Surveys	120,000	20,000	15,243	-4,757	120,000	0	Asbestos surveys continue to be commissioned for all properties identified for inclusion within the pointing, kitchen, bathroom and rewire programmes. Further work is required to identify properties for inclusion within window and door programmes which will then also be added to the asbestos survey programme. Updated asbestos survey information is also being requested for all void properties, as well as properties requiring heating installation and upgrade. As delivery of the capital investment programme begins in earnest, it is anticipated expenditure related to removal of asbestos containing material will increase.
External Cyclical Repairs (Painting & Windows)	418,966	120,000	120,057	57	418,966	0	90% of properties identified as part of our Phase 2 programme of improvements have now been surveyed and the contractor has been given the go ahead to commence production and installation. As the programme of works will address all properties previously identified on what was known as the 'mop up list' the team are now pro-actively seeking properties for inclusion in this and future programmes in line with our aspirations to move towards a cyclical programme of elemental replacement.

## 2019/20 Selby District Council Capital Programme - To 30 September 2019

Housing Revenue Account	Annual Budget	Year to date Budget	Year to date Actual	Year to date Variance	Forecast	Forecast Variance	Comments
Central Heating System Replacements	601,773	150,000	138,019	-11,981	601,773	0	Work is currently underway to identify properties for inclusion within the central heating upgrade programme. The focus of the programme will be on 'just in time' replacement of systems which are approaching the end of their lifecycle; although we are also taking advice from our contract partner as to replacement of any models where parts are becoming difficult to obtain. As at the end of Q2, 105 system changes have been programmed, of which 27 are completed.
Roof Replacement	1,111,805	0	2,195	2,195	100,000	-1,011,805	Following completion of the Section 20 consultation process for the replacement of the roofs on the Hillside estate, SDC were notified by one of the leaseholders of a potential issue not covered within the scope of works. We have commissioned an independent survey of the property in question and surveys of one property of each design type. This will confirm changes in the scope of the work. The contract prices received will need to be updated once this work is complete Data gained from the stock condition surveys continues to build a programme of roof replacement works and we are now looking to engage our external QS resources to review and upgrade our detailed performance specification in this area. The continued process of identifying and finalising the works required at Hillside are however likely to mean there will be significant underspend in CY in this budget. We are currently discussing options for whether other programmes can be pulled forward to address this position and monies realigned (within existing budgets) in future years.
Damp Works	348,110	120,000	106,355	-13,645	348,110	0	Work to deliver damp related improvements continue to be addressed as they are identified.
External Door Replacements	354,263	177,134	187,434	10,300	354,263	0	90% of properties identified as part of our Phase 2 programme of improvements have now been surveyed and the contractor has been given the go ahead to commence production and installation. As the programme of works will address all properties previously identified on what was known as the 'mop up list' the team are now pro-actively seeking properties for inclusion in this and future programmes in line with our aspirations to move towards a cyclical programme of elemental replacement.
Window replacements	333,300	166,650	506	-166,144	333,300	0	As per Door replacements
Void Property Repairs	145,000	72,502	79,088	6,586	145,000	0	Although difficult to predict when void properties requiring major elemental replacement will come in, there are already a number of such properties within the team's void programme currently. We are continuing to work through the backlog of void properties which require major elemental replacement and are making good headway in getting the numbers down and properties back in to use.
Fencing Programme	60,830	30,417	44,182	13,765	60,830	0	We are continuing to pro-actively address legacy fencing issues, replacing dilapidated concrete post and wire fencing with timber fencing; whilst also picking up new requirements as they are reported to us by our customers.

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Housing Revenue Account	Annual Budget	Year to date Budget	Year to date Actual	Year to date Variance	Forecast	Forecast Variance	Comments
St Wilfrid's Court	113,000	56,500	0	-56,500	113,000	0	The programme scoping meeting identified requirement for significantly more investment than is available in the current budget, necessitating a separate bid for 2020/21. The current budget will therefore be utilised to address some of the higher priority issues identified during visit, as well as any essential health and safety related works. Work to scope the priority issues identified and develop a specification which can be used to secure tender submissions continues. It is anticipated this is likely to be ready to issue to the market in mid October, with works commencing early January 2020.
Laurie Backhouse Court	38,231	19,116	33,483	14,367	33,532	-4,699	Works to replace the lift carriage are now complete.
Environmental Improvement Plan	145,710	72,855	21,525	-51,330	145,710	0	Work to deliver environmental improvements at Prospect Place, Wistow are now almost complete. We continue to await further information of the project identified by colleagues in the Contracts team to enable accurate forecasting of the balance of spend.
Housing Development Project	3,479,400	1,739,700	0	-1,739,700	3,479,400	0	Programme for the development of up to 10 HRA properties on small sites, Starts on these sites is not anticipated until later in 2019. Work including asbestos surveys and garage clearance is being progressed.
Usegate Hostel	55,804	27,902	795	-27,107	55,804	0	Work to address the issues identified in the Fire Risk Assessment have been delayed due to contractor availability. Works are now scheduled to commence in September.
Footpath Repairs	184,062	92,031	0	-92,031	184,062	0	This budget / contractor is linked with Estates Enhancements Work to upgrade the first batch of priority footpath repairs is now underway, with the first 200m of path due to be completed in September.
Estate Enhancements	224,412	112,208	0	-112,208	224,412	0	Linked to the footpath repairs programme.
Community Centre Refurbishment	78,000	39,002	0	-39,002	78,000	0	Work to address the issues identified in the Fire Risk Assessment have been delayed due to contractor availability. Works are now scheduled to commence in September
Sheltered homes adaption	249,799	124,900	51,806	-73,094	249,799	0	This funding is used to support a programme of installation of wet rooms in appropriate void properties. Work to address the issues identified in the Fire Risk Assessment have been delayed due to contractor availability. Works are now scheduled to commence in September.

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Housing Revenue Account	Annual Budget	Year to date Budget	Year to date Actual	Year to date Variance	Forecast	Forecast Variance	Comments
Empty Homes Programme - Improvements to Property	1,300,000	650,002	110,000	-540,002	750,000	-550,000	This supports the Empty Homes Programme and is available to purchase Empty properties that will be brought back in to use and let through the HRA and former council properties sold through the Right to Buy. This is part of a 3 year programme to fund the purchase of 20 properties and includes S106 and Homes England Grant funding. We aim to purchase 6 properties in 2019/2020. We are currently progressing with the Compulsory Purchase of a long term empty property and are considering a number of voluntary purchase options. In Q2 we completed our first acquisition and purchased a former council property that had been sold through the Right to Buy. This property will now be added to the HRA and let at an affordable rent. We aim to complete on a further 4 properties in Q3.
Aids and adaptations programme	0	0	5,853	5,853	0	0	As with Sheltered homes, this funding is used to support a programme of aids and adaptations in appropriate void properties.
Fire Risk Assessments	100,000	50,002	15,130	-34,872	100,000	0	A contract for provision of fire risk assessments for all our communal areas and industrial stock has now been let. A joint visit with the provider has taken place to a number of sites and our contract partner is now working up a programme for completion. Our Fire Risk Assessors have now completed a further 79 assessments in Q2 and continue to work through the assessment programme at pace. As the reports are received, we are beginning to get a picture of the type and scale of works required and are actively working to pull together a specification which can be used to secure pricing for completion from the market.
Co Detection Programme	226,600	113,302	0	-113,302	130,000	-96,600	SDC performance specification for works now virtually complete. CO detection programme will be packaged with kitchen, bathroom and rewire programmes to provide more attractive proposition to the market at tender. Currently awaiting information from Efficiency North to enable completion of documentation for tender process. Tender programme slightly delayed due to finalisation of new EN Framework for these type of works. Now anticipate works will commence on site late October 2019
Communal Area Refurbishment	230,000	115,001	0	-115,001	230,000	0	The delays and additional works encountered in bringing forward the kitchen, bathroom, rewire and CO detection programmes has impacted our QS/ME consultants ability to devote sufficient time to development of the communal area refurbishment programme. Consequently, it is now anticipated that this programme will commence in November 2019.
Energy Efficiency Programme	150,000	75,000	0	-75,000	150,000	0	We have now identified the first seven properties which will be included in the energy efficiency programme and installation of air source heat pumps and other thermal efficiency measures is now underway.
Sewage Pump replacement programme	120,000	60,000	0	-60,000	120,000	0	We are continuing to work with relevant experts to develop appropriate solutions for each site. We are currently anticipating works to commence on site at the beginning of October 2019.
	<b>11,576,377</b>	<b>4,529,224</b>	<b>1,379,234</b>	<b>-2,886,815</b>	<b>8,951,422</b>	<b>-1,894,955</b>	
<b>Total Capital Programme</b>	<b>27,490,048</b>	<b>9,471,908</b>	<b>3,062,592</b>	<b>-6,146,141</b>	<b>12,890,493</b>	<b>-13,869,555</b>	

Project	Lead Officer	Multi-Year Project Budget	Position @ 30 September 2019			Update
			In Year Spend 19/20	Forecast	Forecast Variance	
Healthy Living Concepts Fund	Angela Crossland	116,791	23,750	116,791	0	The Selby Health Matters group have now finalised a 3 year action plan to support delivery of local initiatives for which this fund will support. 2019/20 P4G allocation is the final year contribution to this fund. Current projects underway are the Local Cycling and Walking Infrastructure Plan which has a committed amount from the fund of £47.5k. The work commenced in Dec 2018 and is due to conclude by end 2019. Current work with Selby Health Matters and IHL to shape two projects. One on developing active travel information and supporting walking and cycling. Budget outline £10k for this. One on a 3 year healthy schools zone pilot nutrition and activity project to tackle childhood obesity. Budget outline £35k for this. Further meeting to shape the schools project outline due 23.10.19.
Visitor Economy (Tourism & Culture)	Angela Crossland	477,229	58,020	477,229	0	Budget represents a 3 year programme which will be complete by 1/10/22. Year 1 was about creating the foundations. Whilst the initial period has seen very little expenditure, the foundations for delivery have been put in place, including quality officers being recruited into the delivery posts. These are helping with the delivery of the two major cycle races. The team have also led on securing funding to support some of the Selby 950 celebrations (see project below) and in delivering the programme. The emphasis of the work to date has been on: <ul style="list-style-type: none"> <li>• Developing baseline and evaluation data to build a picture of what events and activities bring to local business and audiences.</li> <li>• Establishing strong business and community relationships to continue activity, strengthen visitor products and build legacy partnerships and capacity in the district's visitor, heritage and creative sectors;</li> <li>• Establishing baseline data on audiences, visitors and how these demonstrate the strength and response to our district offer.</li> </ul> It is anticipated that the 2019/20 financial year will see a sustained period of delivery. It is anticipated that expenditure will include £32,905 on data capture, monitoring & evaluation (including social and economic impact studies for Selby 950); £6000 on business events and networking; £20,000 on Visitor Economy place branding and marketing; £1500 to service the Tourism Advisory Board; £7500 on our partnership with Visit York to ensure Selby District businesses receive maximum benefit; £3000 to test Visitor Information Points and £5000 for niche trail maps.
Celebrating Selby 950	Angela Crossland	62,949	7,223	62,949	0	The budget represents SDC's contribution to the major programme of events to celebrate Selby 950 being led by SDC in partnership with other key stakeholders in the town and is also partially funded by external funders. Match funding has successfully been awarded by ACE (£70k), HLF (£45k) and Drax Group plc (£20k) which has enabled an exciting and engaging programme of work to be delivered in 2019/20. Successful events such as Selby Sings (involving 250 school-children singing in the Abbey) and the St Germain parade (involving 450 in its preparation and many more watching in the town) have generated significant regional and local media coverage and positive local feedback. Most of the artists contracts are in place, now that permission has been given by the funders and is expected to be complete by February 2020.
Retail Experience - Tadcaster Linear Park	Angela Crossland	150,273	0	150,273	0	The Tadcaster Riverside Park project is a long running project currently at design and costings phase with Amey Enterprises. Recent work has been to finalise the design costings. Phase 2 is to put the contract and operational arrangements in place to deliver the project in 2019. The procurement exercise underway with results expected October 2019. Some key risks identified to deliverability include final cost outline and major EA works identified for the river bank. Further decisions required on the progress of the project.
Growing Enterprise	Iain Brown	62,550	(377)	62,550	0	Budget to support one of the 10 priorities in Economic Development Framework (EDF) 2 year delivery programme as approved at the January 2019 Executive. It helps to match-fund small business support with the Leeds City Region LEP and unlock support for small businesses through the Ad:Venture and Digital Enterprise.

Project	Lead Officer	Multi-Year Project Budget	In Year Spend 19/20	Forecast	Forecast Variance	Update
Marketing Selby's USP	Mike James	34,895	12,798	34,895	0	<p>This is the final stage of the 18-month Place Branding project. The project objectives are to support investment and jobs by telling a positive story of the district as a place to do business. We've been delivering this through a series of stories - relating back to our Economic Framework objectives - and working with others, such as the LEPs, to maximise the reach of our material to the relevant audiences. We undertook a full project review following the election and have an updated delivery plan to take us to the end of December 2019.</p> <p>The project continues, along the following themes:</p> <ol style="list-style-type: none"> <li>1. Targeting marketing - a number of media partnerships have been set up to help push key updates about the business and lifestyle 'offer' of the district. These reach targeted business audiences, as well as working with local media to highlight the positive impacts of growth on jobs and opportunities for existing residents.</li> <li>2. Creation of a new business-specific web microsite - this helps to better support business interactions.</li> <li>3. Working with LCR LEP to include Selby district's offer as part of MIPIM 2020 - subject to final confirmation of the approach.</li> <li>4. Continuing to build a library of case studies that tell the story of the district's business offer, which can be used to support all types of communication and marketing activity about the area.</li> </ol>
Tour De Yorkshire	Angela Crossland	149,954	149,825	149,954	0	SDC contribution to hosting the finish of the first stage of Tour de Yorkshire (TdY) in May 2019 in Selby Town. This has given the town a massive publicity boost in the year of the Abbey's 950 celebrations. The Leeds City Region Business Rates Pilot Pool has agreed to fund the £100k start fee for the Selby event in line with the funding provided for other starts and finishes across the LCR. Project now complete and final closedown payments in process.
Retail Experience - STEP	Angela Crossland	78,148	928	78,148	0	Town centre revitalisation and strategy work is underway. Noticeboard element of street scene work to be completed by end 2019 in line with car park refurbishment. Open House event plan scheduled for October 2019. Work to deliver on priorities in line with the town centre strategy and revitalisation action plan. Anticipate that plans for local delivery will align with reprioritisation for town centres as part of new Corporate Plan period 2020+
Towns Masterplanning (Regeneration)	Angela Crossland	119,727	8,600	119,727	0	<p>Work has been commissioned in 2019/20 from the People and Places consultancy (Chris Wade) to develop town centre revitalisation plans and prepare for Future High Streets Fund applications throughout 2019 (£15-20k commission) The first stage of work has been completed in 2019/20 including significant survey and engagement work in Selby Town centre. Further work on this across the three towns will continue into Summer/Sept 2019. Sherburn work commenced early October 2019 and Tadcaster due late 19/20. Work will identify where match fund and further commission is needed and establish the further multi-partner governance model needed to deliver the strategies and action plans for each town centre.</p> <p>Identified work around a places and movement study with Highways is required and would be supported from this funding allocation. Circa £30k. Anticipate that plans for local delivery will align with reprioritisation for town centres as part of new Corporate Plan period 2020+</p>
Strategic Sites Masterplanning	Iain Brown	153,317	(39,952)	150,000	(3,317)	Funded due diligence work on Olympia Park, Portholme Road, Edgerton Lodge and Selby Station Masterplan. Future projects will include strategic infrastructure response to Sherburn Employment sites, improvements to the area around the railway station in Selby. Expenditure will include consultancy work to support the Transforming Cities Fund bid for Selby Station.
Access to Employment	Iain Brown	40,000	0	40,000	0	Projects within this budget will be targeted at supporting social mobility to give unemployed people in areas of higher deprivation in Selby District access to current and future employment opportunities e.g. connecting people to employment opportunities at Sherburn, the former Kellingley Colliery, Church Fenton etc.
UCI Road World Championships	Angela Crossland	65,000	6,295	74,000	9,000	The Leeds City Region Business Rates Pilot Pool has agreed to fund the £25k start fee for the Tadcaster event in line with the funding provided for other starts and finishes across the LCR. Project now complete and final closedown payments in process.
Empty Homes	June Rothwell Simon Parkinson	88,455	32,506	88,455	0	Overall the project is progressing well and the Empty Homes Officer has directly helped bring empty homes back into use in line with the targets set by offering advice and assistance to owners. Homes England Grant funding has been secured to support the options of voluntary and compulsory purchase. A total of £390,000 has been secured, subject to individual business cases for the properties, to purchase and repair the empty homes, bringing them to a habitable standard. This indicative funding is to bring back in to use 10 empty properties up to 2020, providing up to £39,000 per property. We can also use the funding to purchase 'right to buy' buy backs and this is something we will consider on a case by case basis. We are currently pursuing our first Compulsory Purchase Order. The process is long and quite complex but a successfully CPO will send the message that this is a priority for us.

Project	Lead Officer	Multi-Year Project Budget	In Year Spend 19/20	Forecast	Forecast Variance	Update
Selby District Housing Trust	June Rothwell Phil Hiscott	34,850	0	34,850	0	This fund is to support SDHTs role in the more ambitious HDP approved by Executive in January 2018. A new officer has now been appointed to support the SDHT. The Trust have taken occupation of an additional 17 new affordable homes in 2018/19 delivered through new build and Section 106 acquisitions and a further 12 Section 106 acquisitions in Q1 2019/20.
Stepping Up' Housing Delivery	June Rothwell Phil Hiscott	9,919	5,994	9,919	0	The Project will support the implementation of the Housing Development Programme approved by the Executive in January 2018.
Olympia Park	Iain Brown	290,985	81,130	290,985	0	Following further detailed information about costs and technical issues at the Olympia Park development site in Selby, Selby District Council, the landowners and developers involved have reluctantly concluded that conditions attached to a government grant towards site costs cannot now be met. Despite the best endeavours taken by the Council, its advisers and Olympia Park Development (OPD), the project in its current form cannot be delivered within the timescales required to access the grant offered towards infrastructure costs. In September 2017, the Council secured funding in principle from Homes England through the Housing Infrastructure Fund (HIF). The £8.878m grant support from Homes England was offered on the basis that it be used to fund site assembly and upfront infrastructure works (including a new access road into the Olympia Park site) by 31 March 2021. The investment was offered on the understanding that the infrastructure unlocks the delivery of 1,190 homes on the site by 2038. A legal 'Grant Determination Agreement' was required by the end of September 2019 to access the grant offered by Homes England. Over the last two years, all those involved in this major project including landowners, existing businesses, developers and the District and County Council have undertaken extensive work to enable the site to be brought forward for development. This has included extensive technical work by Olympia Park Developments Ltd (ODP) in order to find specialist solutions to flood risk, remediation and the preparation of development plateaus for new housing and employment space; and a new access road off the A63 bypass. Recent work by ODP has revealed that the access road cannot be delivered in a cost effective manner within the necessary timescales to draw down the HIF investment. There are many reasons for this – none of which were foreseeable at the time the application for funding was made. These include changes in legislative requirements around building in areas that could potentially be affected by flooding, which have further impacted on the financial viability and deliverability of the proposed development and put into question the ability to deliver the number of housing units required. Everyone involved remains fully committed to effective use of the site in the future to support existing businesses and enable the delivery of appropriate new employment space and homes. The Council and OPD now have the benefit of significant detailed technical information regarding the site and continue to work together to unlock its significant potential for development, particularly given the close proximity to the town centre and railway station.
Making our Assets work	Iain Brown / Phil Hiscott	86,593	2,058	86,593	0	The budget is targetted at at funding due diligence work to bring the Council's own land assets to the market. These include small garage sites, Portholme Rd, Egerton Lodge, Barlby Rd depot and Bondgate.
Housing development Fesibility Work	Phil Hiscott	100,194	93,424	100,194	0	Housing development feasibility project to identify viability of sites for development.
Asset Strategy	June Rothwell	80,000	0	80,000	0	£80k budget moved from SF0415
Summit Indoor Adventure Activity Refresh	Keith Cadman	0	(2,502)	(3,131)	(3,131)	Works completed during 2018/19 to change the activity mix at the summit after the identification of activities that needed a refresh. In year spend relates to the final costings being processed.
Commercial property acquisition fund	Iain Brown	3,039,424	0	3,039,424	0	This budget will be used to acquire strategic development sites consistent with the Councils regeneration and commercial development opportunities, in some instances this may be used to match fund acquisitions as part of the TCF bid submission.
High Street shop fronts	Angela Crossland	100,000	0	100,000	0	The Project Fund is a match fund contribution to the successful High Streets Heritage Action Zone bid. We are now in Programme Design Stage until December 2019 to identify the programme specifics and how the fund will be spent. This is a 4 year funding programme to commence April 2020, therefore no forecasted spend in 19/20. This initiative is also inter-dependent with Towns Masterplan and Revitalisation projects. A project officer has now been assigned to lead this from within the Communities and Partnerships team. We anticipate that this funding line will amalgamate into a HAZ project allocation with New Lane public realm development and in partnership with car park improvements for the Back/Micklegate area.



Project	Lead Officer	Multi-Year Project Budget	In Year Spend 19/20	Forecast	Forecast Variance	Update
New lane - Public Realm	Iain Brown / Angela Crossland	200,000	0	200,000	0	The Project Fund is a match fund contribution to the successful High Streets Heritage Action Zone bid. We are now in Programme Design Stage until December 2019 to identify the programme specifics and how the fund will be spent. This is a 4 year funding programme to commence April 2020, therefore no forecasted spend in 19/20. This initiative is also inter-dependent with Towns Masterplan and Revitalisation projects. A project officer has now been assigned to lead this from within the Communities and Partnerships team. We anticipate that this funding line will amalgamate into a HAZ project allocation with High Street Improvements fund and in partnership with car park improvements for the Back/Micklegate area.
Staffing costs		2,134,345	367,136	2,134,345	0	This covers all the P4G funded posts across SDC. These posts support delivery of this P4G programme. It also covers the additional core staffing costs in a number of teams required to deliver the Council's corporate growth ambitions including the Economic Development and Regeneration team (to deliver the Economic Development Framework 2 year action plan) and key posts in Communities and Partnerships, Assets, Property, Planning and Marketing and Communications.
Contingency		0	0	0	0	
		<b>7,675,598</b>	<b>806,856</b>	<b>7,678,150</b>	<b>2,552</b>	

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**Report Reference Number:** S/19/20

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**To:** Scrutiny Committee  
**Date:** 21 November 2019  
**Author:** Victoria Foreman, Democratic Services Officer  
**Lead Executive Member:** Councillor Cliff Lunn, Lead Member for Finance and Resources  
**Lead Officer:** Karen Iveson, Chief Finance Officer

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**Title:** Treasury Management Quarterly Update Q2 – 2019-20

**Summary:**

The Scrutiny Committee is asked to consider the report of the Chief Finance Officer which reviews the Council's borrowing and investment activity (Treasury Management) for the period 1 April to 30 September 2019 (Q2) and presents performance against the Prudential Indicators.

This report was considered by the Executive at its meeting on 7 November 2019.

**Recommendation:**

**The Scrutiny Committee is asked to consider the content of the report and make any comments on the Council's treasury management.**

**Reasons for recommendation**

The Committee is asked to consider the information as set out in the report as part of their role in reviewing and scrutinising the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas. The information contained in the report is required in order to comply with the Treasury Management Code of Practice.

In relation to investment in property funds, the Council's treasury team has been through an equivalent procurement process for North Yorkshire County Council to select suitable funds for investment by Selby District Council.

**1. Introduction and background**

**1.1** Please see section 1 of the report considered by the Executive on 7 November 2019 attached to this report at Appendix A.

## **2. The Report**

**2.1** Please see section 2 of the report considered by the Executive on 7 November 2019 attached to this report at Appendix A.

## **3. Alternative Options Considered**

None applicable.

## **4. Implications**

### **4.1 Legal Implications**

Please see section 4 of the report considered by the Executive on 7 November 2019 attached at Appendix A to this report.

### **4.2 Financial Implications**

Please also see section 4 of the report considered by the Executive on 7 November 2019 attached at Appendix A to this report.

### **4.3 Policy and Risk Implications**

Not applicable.

### **4.4 Corporate Plan Implications**

The Council's Corporate Plan sets out long term plans to make Selby District a great place to do business, enjoy life, make a difference, supported by the Council delivering great value. An effective scrutiny function is essential to fair and transparent decision making, which underpins the work of the Council. This scrutiny function includes reviewing and scrutinising the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas. The information contained in the report enables the Council to monitor its treasury management arrangements and to ensure that the Treasury Management Code of Practice is complied with.

### **4.5 Resource Implications**

None applicable.

### **4.6 Other Implications**

Not applicable.

### **4.7 Equalities Impact Assessment**

Not applicable.

**5. Conclusion**

- 5.1** The Scrutiny Committee discharges the Council's statutory overview and scrutiny functions and as such has responsibility for reviewing the Council's performance; the Committee's comments and observations on treasury management are welcomed.

**6. Background Documents**

None.

**7. Appendices**

Appendix A – Executive Report – 7 November 2019

Appendix B – Prudential Indicators at September 2019 (Appendix A of the Executive Report, 7 November 2019)

**Contact Officer:**

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**Report Reference Number:** E/19/25

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**To:** Executive  
**Date:** 7 November 2019  
**Status:** Non Key Decision  
**Ward(s) Affected:** All  
**Author:** Michelle Oates Senior Accountant  
**Lead Executive Member:** Councillor Cliff Lunn  
**Lead Officer:** Karen Iveson – Chief Finance Officer, S151

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**Title:** Treasury Management – Quarterly Update Q2 2019/20

**Summary:**

This report reviews the Council's borrowing and investment activity (Treasury Management) for the period 1<sup>st</sup> April to 30<sup>th</sup> September 2019 (Q2) and presents performance against the Prudential Indicators.

Investments – On average the Council's investments totalled £61.3m over the first 2 quarters at an average rate of 0.93% and earned interest of ££285kk (£197k allocated to the General Fund; £88k allocated to the HRA) which was £67k above the year to date budget. Whilst cash balances are expected to reduce over the year, should interest rates remain static, forecast returns could be in the region of £540k, a budget surplus of £105k. However a no deal Brexit could lead to a cut in the Bank Rate and therefore the position will be kept under review.

In addition to investments held in the NYCC investment pool, the council has £4.85m invested in property funds as at 30/09/19 with a net rate of return of 2.71% and achieved net income of £39.7k to the end of Q2.

Borrowing – Long-term borrowing totalled £59.3m at 30<sup>th</sup> September 2019, (£1.6m relating to the General Fund; £57.7m relating to the HRA), Interest payments of £2.5m are forecast for 2019/20, a saving of £0.3m against budget. The Council had no short term borrowing in place as at 30 September 2019.

Prudential Indicators – the Council's affordable limits for borrowing were not breached during this period.

**Recommendations:**

**Councillors endorse the actions of officers on the Council's treasury activities for Q2 2019/20 and approve the report.**

## **Reasons for recommendation**

To comply with the Treasury Management Code of Practice, the Executive is required to receive and review regular treasury management monitoring reports.

### **1. Introduction and background**

- 1.1 This is the second monitoring report for treasury management in 2019/20 and covers the period 1 April to 30 September 2019. During this period the Council complied with its legislative and regulatory requirements.
- 1.2 Treasury management in Local Government is governed by the CIPFA “Code of Practice on Treasury Management in the Public Services” and in this context is the management of the Council’s cash flows, its banking and its capital market transactions, the effective control of the risks associated with those activities and the pursuit of optimum performance consistent with those risks. This Council has adopted the Code and complies with its requirements.
- 1.3 The Council’s Treasury Strategy, including the Annual Investment Strategy and Prudential Indicators was approved by Council on 21 February 2019.
- 1.4 The two key budgets related to the Council’s treasury management activities are the amount of interest earned on investments £435k (£300k General Fund, £135k HRA) and the amount of interest paid on borrowing £2.788m (£75k General Fund, £2.713m HRA).

### **2. The Report**

#### **Market Conditions and Interest Rates**

- 2.1 The Council’s treasury advisors Link Asset Services – Treasury Solutions summarised the key points associated with economic activity in Q2 2019/20 up to 30 September 2019:
  - Brexit delayed until 31st October 2019;
  - The fundamentals that determine consumer spending remained healthy;
  - Inflation remained around the Bank of England’s 2% target;
  - There was a widespread fall in investors’ global interest rate expectations;
  - The MPC kept Bank Rate on hold at 0.75%.

#### **Interest Rate Forecasts**

- 2.3 The current interest rate forecasts (last update 1 October) of Link Asset Services – Treasury Solutions are as follows:



<b>Date</b>	<b>Bank rate</b>	<b>5 year PWLB*</b>	<b>10 year PWLB*</b>	<b>25 year PWLB*</b>	<b>50 year PWLB*</b>
Current rates	0.75%	1.20%	1.50%	2.10%	2.00%
March 2020	0.75%	1.50%	1.80%	2.40%	2.30%
Sept 2020	0.75%	1.70%	2.00%	2.60%	2.50%
March 2021	1.00%	1.8%	2.10%	2.70%	2.60%
Sept 2021	1.00%	2.00%	2.30%	2.90%	2.80%
March 2022	1.25%	2.10%	2.40%	3.00%	2.90%

\* Net of certainty rate 0.2% discount

- 2.4 After the August 2018 increase in Bank Rate to 0.75%, the first above 0.5% since the financial crash, the MPC has put any further action on hold, probably until there is some degree of certainty around Brexit.

### **Annual Investment Strategy**

- 2.5 The Annual Investment Strategy outlines the Council's investment priorities which are consistent with those recommended by DCLG and CIPFA:

- Security of Capital and
- Liquidity of its investments

- 2.6 The Investment of cash balances of the Council are managed as part of the investment pool operated by North Yorkshire County Council (NYCC). In order to facilitate this pooling, The Councils Annual Investment strategy and Lending List has been aligned to that of NYCC.

- 2.7 NYCC continues to invest in only highly credit rated institutions using the Link suggested creditworthiness matrices which take information from all the credit ratings agencies. Officers can confirm that the Council has not breached its approved investment limits during the year.

- 2.8 The Council's investment activity in the NYCC investment pool up to Q2 2019/20 was as follows:-

- Balance invested at 30 September 2019      £56.0m
- Average Daily Balance Q2 19/20              £58.4m
- Average Interest Rate Achieved Q2 19/20    0.93%

- 2.9 The average return to Q2 2019/20 of 0.93% compares with the average benchmark returns as follows:

- 7 day                      0.57%
- 1 month                 0.60%
- 3 months                0.66%
- 6 months                0.73%
- 12 months              0.83%

## **Borrowing**

- 2.10 It is a statutory duty for the Council to determine and keep under review its “Affordable Borrowing Limits”. The Council’s approved Prudential Indicators (affordable limits) were outlined in the Treasury Management Strategy Statement (TMSS). A list of the limits is shown at Appendix A. Officers can confirm that the Prudential Indicators were not breached during the year.
- 2.11 The TMSS indicated that there was no requirement to take long term borrowing during 2019/20 to support the budgeted capital programme. However, the borrowing requirement is largely dependent on the Housing Development Programme and whilst it is expected that this will be funded by internal borrowing, this will continue to be reviewed.
- 2.12 The Council approved an Authorised Borrowing Limit of £90m (£89m debt and £1m Leases) and an Operational Borrowing Limit of £85m (£84m debt and £1m Leases) for 2019/20.
- 2.13 The strategy, in relation to capital financing, is to continue the voluntary set aside of Minimum Revenue Provision (MRP) payments from the HRA in relation to self-financing debt in order to be in a position to repay the debt over 30 years. £1.26m is budgeted for 2019/20.
- 2.14 As a result, the Council was in an over-borrowed position of £5.650m as at 30 September 2019. This means that capital borrowing (external debt) is currently and temporarily in excess of the Council’s underlying need to borrow. The increase of £751k compared to the year-end position is a result of the in-year HRA self-financing set aside and timing of new capital expenditure which will increase as the year progresses. Planned capital expenditure funded by prudential borrowing, will increase the Council’s capital financing requirement.
- 2.15 The 2019/20 Treasury Management Strategy forecasts an under-borrowed position of £12.4m by the end of 21/22 as loans are made to support the Housing Trust, and HRA Housing Investment Programme. Plans to undertake any additional long term borrowing in the short/medium term will be kept under review as the Extended Housing Delivery Programme progresses and while borrowing rates remain low.

## **Capital Strategy**

- 2.16 The Capital Strategy was included as part of the Council’s Annual Treasury Management and Investment Strategy 2019/20, approved in February 2019. The Capital Strategy sets out how capital expenditure, capital financing and treasury management contribute to the provision of Corporate and service objectives and properly takes account of stewardship, value for money, prudence, sustainability and affordability. It sets out the long term context in which capital expenditure and investment decisions are made and gives due consideration to both risk and reward and impact on the achievement of priority outcomes.

- 2.17 Alternative non-treasury investments are considered as part of the Capital Strategy. Given the technical nature of potential alternative investments and strong linkages to the Council's Treasury Management function, appropriate governance and decision making arrangements are needed to ensure robust due diligence in order to make recommendations for implementation. As a result, all investments are subject to consideration and where necessary recommendations of the Executive.
- 2.18 In addition to loans to Selby & District Housing Trust to support the Housing Delivery Programme, options for alternative investments currently being pursued are Commercial Property investments, which are subject to individual business case approval, and Property Funds.

### Housing Delivery Programme Loans

- 2.19 The Housing Delivery Programme has delivered a number of successful schemes so far, in partnership with Selby & District Housing Trust. One of the principles underpinning the programme is financial support will be provided to the Trust by way of grant and loans to fund provision of affordable homes in the District whilst achieving a revenue return for the Council's General Fund. The table below summarises the loans provided to date.

<b>Scheme</b>	<b>Loan Rate %</b>	<b>Principal Outstanding 30 September 2019 £</b>	<b>Interest Q2 19/20 £</b>
Kirgate, Tadcaster	4.56%	190,326	4,537
St Joseph's St	4.20%	313,786	4,364
Jubilee Close, Ricall	3.55%	553,225	11,230
Ulleskelf	4.87%	1,080,060	24,789
Ousegate	3.65%	872,574	15,924
<b>Total Principal / Average Rate</b>	<b>4.36%</b>	<b>3,009,971</b>	<b>51,943</b>

### Commercial Property Investments

- 2.20 To date there have been two successful bids on Commercial Properties, one in Selby town and one in Tadcaster, both buildings are ex-Natwest Bank Properties. The first successful bid was placed for the Tadcaster property, which completed during Q2 18/19. The second in Selby, which completed towards the end of Q3 18/19. Plans to sell on one of the buildings are progressing and options for the other are being formulated.

### Property Funds

- 2.21 The position on Property Funds at 30 September 2019 is as follows:

## In Year Performance

			In Year Performance Q2 1920			
Fund	Bfwd Investment £k	Valuation as at 30-Sep-19 £k	Capital Gain / (Loss)		Revenue Return	
			£k	%	£k	%
Blackrock	2,491.49	2,466.83	(24.7)	(0.99)	40.0	3.17
Threadneedle	2,416.03	2,384.82	(31.2)	(1.29)	55.5	4.54
<b>Total</b>	<b>4,907.52</b>	<b>4,851.66</b>	<b>(55.9)</b>	<b>(1.14)</b>	<b>95.5</b>	<b>3.85</b>

## Total Fund Performance

			Total Performance			
Fund	Original Investment £k	Valuation as at 30-Sep-19 £k	Capital Gain / (Loss)		Revenue Return	
			£k	%	£k	%
Blackrock	2,502.50	2,466.83	(35.7)	(0.87)	74.8	3.28
Threadneedle	2,439.24	2,384.82	(54.4)	(1.52)	103.3	4.67
<b>Total</b>	<b>4,941.73</b>	<b>4,851.66</b>	<b>(90.1)</b>	<b>(1.82)</b>	<b>178.0</b>	<b>3.97</b>

- 2.22 Investments held in Property Funds are classified as Non-Specified Investments and are, consequently, long term in nature. Valuations can, therefore, fall and rise over the period they are held. Any gains or losses in the capital value of investments are held in an unusable reserve on the balance sheet and do not impact on the General Fund until units in the funds are sold. Both funds have experienced minor capital losses to the end of September 19, whilst still delivering an overall gain when taking revenue income into account. These funds are intended to be held for the longer term (5 years initially) in order to mitigate the risk of shorter term losses.

### **3. Alternative Options Considered**

- 3.1 The Council has access to a range of investments through the pooled arrangements in place through North Yorkshire County Council.

### **4. Implications**

#### **4.1 Legal Implications**

- 4.1.1 There are no legal implications as a result of this report.

## **4.2 Financial Implications**

4.2.1 The financial implications are set out in the report.

## **4.3 Policy and Risk Implications**

4.3.1 Management of the Council's treasury activities are in accordance with approved policies. Treasury management in Local Government is governed by the CIPFA "Code of Practice on Treasury Management in the Public Services" which aims to ensure the effective control of the risks associated with those activities and the pursuit of optimum performance consistent with those risks. This Council has adopted the Code and complies with its requirements.

## **4.4 Corporate Plan Implications**

4.4.1 There are no direct Corporate Plan implications as a result of this report.

## **4.5 Resource Implications**

4.5.2 The resources necessary to manage the Council's Treasury activities are contained within the collaboration agreement with NYCC.

## **4.6 Other Implications**

4.6.1 There are no other implications as a direct result of this report.

## **4.7 Equalities Impact Assessment**

4.7.1 There are no equalities impacts as a direct result of this report.

## **5. Conclusion**

5.1 The impact of the economy, and the turmoil in the financial markets, continues to have an impact on the Council's investment returns. Forecasts predict steady growth in bank rates over the long term over but this could change with a no deal Brexit. Whilst returns remain relatively modest, buoyant cash balances have resulted in positive performance up to the end of Quarter 2.

5.2 The Council's debt position is in line with expectations set out in the Strategy, with no immediate changes on the horizon. However, as the Housing Delivery programme progresses and interest rates begin to rise, opportunities to optimise the Council's debt portfolio will be kept under review.

5.3 The Council operated within approved Strategy Indicators for the quarter, with no breaches on authorised limits. The Prudential Indicators are reviewed annually as part of the Treasury Strategy to ensure approved boundaries remain appropriate; activities to date during 2019/20 have not

highlighted any concerns.

**6. Background Documents**

None

**7. Appendices:**

Appendix A – Prudential Indicators as at 30 September 2019

**Contact Details**

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**Prudential Indicators - As at 30 September 2019**

<b>Note</b>	<b>Prudential Indicator</b>	<b>2019/20 Indicator</b>	<b>Quarter 2 Actual</b>
<b>1</b>	Capital Financing Requirement £'000	68,544	53,683
	Gross Borrowing £'000	59,415	59,333
	Investments £'000	50,056	63,917
<b>2</b>	Net Borrowing £'000	9,359	-4,584
<b>3</b>	Authorised Limit for External Debt £'000	84,000	59,333
<b>4</b>	Operational Boundry for External Debt £'000	79,000	59,333
<b>5</b>	Limit of fixed interest rates based on net debt %	100%	100%
	Limit of variable interest rates based on net debt %	30%	0%
<b>6</b>	Principal sums invested for over 364 days		
	1 to 2 years £'000	20,000	0
	2 to 3 years £'000	15,000	0
	3 to 4 years £'000	5,000	0
	4 to 5 years £'000	5,000	0
<b>7</b>	Maturity Structure of external debt borrowing limits		
	Under 12 months %	20%	0.00%
	1 to 2 years %	20%	0.00%
	2 to 5 years %	50%	10.96%
	5 to 10 years %	50%	0.00%
	10 to 15 years %	50%	0.00%
	15 years and above %	90%	89.04%

1. Capital Financing Requirement – this is a measure of the Council's underlying need to borrow long term to fund its capital projects.

2. Net Borrowing (Gross Borrowing less Investments) – this must not except in the short term exceed the capital financing requirement.

3. Authorised Limit for External Debt – this is the maximum amount of borrowing the Council believes it would need to undertake its functions during the year. It is set above the Operational Limit to accommodate unusual or exceptional cashflow movements.

4. Operational Boundary for External Debt – this is set at the Council’s most likely operation level. Any breaches of this would be reported to Councillor’s immediately.
5. Limit of fixed and variable interest rates on net debt – this is to manage interest rate fluctuations to ensure that the Council does not over expose itself to variable rate debt.
6. Principal Sums Invested for over 364 days – the purpose of these limits is so that the Council contains its exposure to the possibility of loss that might arise as a result of having to seek early repayment or redemption of investments.
7. Maturity Structure of Borrowing Limits – the purpose of this is to ensure that the Council is not required to repay all of its debt in one year. The debt in the 15 years and over category is spread over a range of maturities from 23 years to 50 years.