



**Notice of a public meeting of  
Learning & Culture Overview & Scrutiny Committee**

**To:** Councillors Reid (Chair), Fitzpatrick (Vice-Chair), Scott, Cunningham-Cross, Brooks, Burton, Taylor and Boyce

Mrs R Barber (Co-opted Statutory Member)

**Date:** Wednesday, 23 January 2013

**Time:** 5.00 pm

**Venue:** The Guildhall, York

**AGENDA**

**1. Declarations of Interest**

At this point, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

**2. Minutes** (Pages 3 - 10)

To approve and sign the minutes of the meeting held on 21 November 2012.

**3. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak on an item on the agenda or an issue within the committee's remit can do so.

Anyone who wishes to register or who requires further information is requested to contact the Democracy Officer for this meeting, details of whom are listed at the foot of this agenda.

The deadline for registering to speak is 5.00pm the working day before the meeting, in this case **5.00pm on Tuesday 22 January 2013.**

**4. Attendance of Cabinet Member for Leisure, Culture & Tourism - Update on priorities and challenges** (Pages 11 - 14)

The Cabinet Member for Leisure, Culture & Tourism will be attending the meeting to provide a progress update on her priorities and challenges for this municipal year. An extract from the minutes of the last meeting she attended, providing information on those priorities and challenges is attached for Members information.

**5. Proposed Scrutiny Review of Careers Education, Information, Advice and Guidance for young people in schools and colleges - Scoping Report** (Pages 15 - 22)

Members are asked to consider the scoping report for scrutiny review of Careers Education, Information, Advice and Guidance for young people in schools and colleges and decide whether or not they wish to proceed with a scrutiny review of the topic proposed by Cllr D'Agorne.

**6. Bi-Annual Safeguarding Update** (Pages 23 - 72)

This report, jointly prepared by the Assistant Director for Children's Specialist Services and the Chair of City of York Safeguarding Children Board [CYSCB] updates the committee on national and local developments over the past six months

**7. Learning and Culture Overview and Scrutiny Committee Workplan for 2012/13** (Pages 73 - 74)

Members are asked to consider the Committee's workplan for the 2012-13 municipal year.

**8. Urgent Business**

Any other business which the Chair considers urgent.

**a) York Theatre Royal: Update to December 2012** (Pages 75 - 84)

This report informs the Scrutiny Committee of the progress and performance of the York Theatre Royal under the current Service Level Agreement (SLA). It covers the period from September 2012 to January 2013 with an update of delivery on quantitative measures from the start of the financial year in April 2012. For this reason, it is considered that this information should be presented to Members at this meeting rather than delaying it to a future meeting.

## Democracy Officers

Catherine Clarke and Louise Cook (job share)

Contact details:

- Telephone – (01904) 551031
- Email [catherine.clarke@york.gov.uk](mailto:catherine.clarke@york.gov.uk) and [louise.cook@york.gov.uk](mailto:louise.cook@york.gov.uk)

(If contacting by email, please send to both Democracy officers named above).

For more information about any of the following please contact the Democracy Officers responsible for servicing this meeting, as listed above.

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

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### Would you like to speak at this meeting?

If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

**A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088**

### Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

### Access Arrangements

We will make every effort to make the meeting accessible to you. The meeting will usually be held in a wheelchair accessible venue with an induction hearing loop. We can provide the agenda or reports in large print, electronically (computer disk or by email), in Braille or on audio tape. Some formats will take longer than others so please give as much notice as possible (at least 48 hours for Braille or audio tape).

If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an

interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

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### **Holding the Cabinet to Account**

The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business following a Cabinet meeting or publication of a Cabinet Member decision. A specially convened Corporate and Scrutiny Management Committee (CSMC) will then make its recommendations to the next scheduled Cabinet meeting, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

### **Who Gets Agenda and Reports for our Meetings?**

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
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City of York Council

Committee Minutes

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MEETING	LEARNING & CULTURE OVERVIEW & SCRUTINY COMMITTEE
DATE	21 NOVEMBER 2012
PRESENT	COUNCILLORS REID (CHAIR), FITZPATRICK (VICE-CHAIR), SCOTT, BROOKS, BURTON, TAYLOR, BOYCE AND WATSON (AS A SUBSTITUTE FOR CLLR CUNNINGHAM-CROSS)
APOLOGIES	COUNCILLORS CUNNINGHAM-CROSS
IN ATTENDANCE	COUNCILLOR LOOKER AND COUNCILLOR CUTHBERTSON

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#### 24. **DECLARATIONS OF INTEREST**

At this point in the meeting, Members were asked to declare any personal interests not included on the register of interests, any prejudicial interests or any disclosable pecuniary interests which they may have in respect of the business on the agenda. No interests were declared.

#### 25. **MINUTES**

RESOLVED: That the minutes of the meeting of the Learning and Culture Overview and Scrutiny Committee held on 19 September 2012 be approved and signed by the chair as a correct record.

#### 26. **PUBLIC PARTICIPATION**

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

**27. UPDATE FROM THE CABINET MEMBER FOR EDUCATION, CHILDREN & YOUNG PEOPLE'S SERVICES**

The Cabinet Member for Education, Children and Young People's Services attended the meeting and updated Members on the following areas within her portfolio areas and responded to specific questions asked by Members

- New Children and Young Peoples Plan “Dream Again” recently launched which sets out the council's vision for 2013-16. Page 6 of the plan sets out a solid and inspiring vision which gives every child and young person the right to be stretched, supported and nurtured. This is a huge challenge and we have to strive for highest standards.
- Seeking to reduce the number of children taken formally into care. This is a challenging target which refocuses the way in which social work teams are working.
- Education continues to be politically challenging. Focus from government is now to push academy agenda. Primaries are most at risk of becoming forced academies, especially if schools in special measures are required to become academies. It is important to be proactive and put in place protocols for defining which people we want to do business with. More likely to go down route of sponsored academies. This is an ongoing challenge – we have looked into possibility of setting up a Cooperative Schools Trust – interesting but slow and complex process – we need to talk to schools to see if they are interested. In the meantime other options being considered. We can provide leadership but actual decision making doesn't sit with the LA. There are opportunities for further and higher education too.
- Burnholme situation is now moving ahead. Since decision taken to close the school, parents have been supportive.
- Education Partnership is now at the end of its first year. This official education forum has to approve the formula for the distribution of school funds. We need to take robust papers to the Education Partnership to ensure some things continue to be maintained by the authority. The School improvement group provides important support for schools from within the school community.
- Corporate Parenting Board has been established and has had two meetings. This is the first time we have a member body who can manage corporate parenting issues. The Board has met with those who manage fostering/adoption

service and the new head of the Virtual School. The gap in achievement by Looked after Children has been narrowed. The Board will provide a useful and necessary way to ensure accountability links are there.

- The go ahead has been given to start consultation regarding the future of the Daren't Schools Federation and Osbaldwick Primary School.
- New social has been work team put in place to manage early intervention. Want to ensure children's centres are working with families to identify youngsters early before they start school.

The Cabinet Member agreed to provide a brief written update for future meetings.

**RESOLVED:** That the information provided by the Cabinet Member for Education, Children and Young People's Services be noted.

**REASON:** To ensure that Members are kept informed of work within the remit of the Committee

**28. 2012/13 SECOND QUARTER FINANCIAL MONITORING REPORT- LEISURE, CULTURE & TOURISM AND CHILDREN & YOUNG PEOPLE'S SERVICES**

Members received a report analysing the latest performance for 2012-13 and forecasting the outturn position by reference to the service plan and budgets for all of the relevant services falling under the responsibility of the Director of Adults, Children and Education (ACE) and the Director of Communities and Neighbourhoods.

The Head of Finance (ACE) drew Members attention to the financial pressures on the children's social care budgets due to the increase in demand for services and pressure on the budget for children's services which reflects various costs associated with the increase in the total number of looked after children. He advised Members that the Home to School Transport budget was also likely to overspend. This reflected the growth in the number of students attending the Danesgate Community and other alternative education settings. The report detailed what mitigation proposals were being progressed in order to deal with these and other financial pressures.

The Head of Finance (ACE) and Director of ACE responded to specific queries and issued raised by Members regarding the financial and performance analysis detailed in the report.

RESOLVED: That the report be noted.

REASON: To update the committee on the latest financial and performance position for 2012-13.

29. **YORK MUSEUMS TRUST SCRUTINY REVIEW - FINAL REPORT**

Members received the draft final report arising from the York Museums Trust (YMT) Scrutiny Review which asked them to agree a number of recommendations to Cabinet.

The YMT Scrutiny Review Task Group (Councillors Taylor, Watson and Fitzpatrick) updated Members on the work they had undertaken in respect of the review. They advised that it had been an interesting and enjoyable review to undertake and expressed their appreciation to the museums staff for their time and the assistance they had given to Members. They also thanked the Scrutiny Officer for her hard work in respect of the review.

The Head of Arts, Heritage and Culture asked for a minor change to the wording in paragraph 102 (Council Plan 2011-15) so that it reads "The success of the Trust and its business plan contributes to the council's priority to create jobs and grow the economy, through its investment in the tourism infrastructure. It also provides opportunities for *residents cultural life long learning across the city.*" She noted that some clarification of the acquisitions/disposals policy would be very welcome. She asked that the report was made clearer in stating that YMT had achieved accreditation in collections management and Members agreed that this could be clarified in the review conclusions.

Members agreed that recommendations 1 and 2 should be amended to include the meeting dates when the committee would receive the presentation and revised policy document.

Members agreed that a seventh recommendation be added stating "The appropriate Cabinet Member to seek continued

improvement in collection management standards and that this be monitored annually”

The Committee agreed that these changes be made prior to the final report being considered by Cabinet at its meeting on 8 January 2013. Members noted that Councillor Taylor, on behalf of the Task Group, and Cllr Fitzpatrick, as member of the Task Group and Vice Chair of the Learning and Culture Overview and Scrutiny Committee, would attend the Cabinet meeting. The Committee expressed its thanks to the Task Group for their work on the review.

RESOLVED:

That in order to achieve the appropriate collections management standards (in line with the Collections Loan Agreement and Collections Management Protocol agreed in 2002), the Committee recommend to Cabinet that:

- (i) YMT be requested to provide, as a matter of urgency, a presentation to the Learning and Culture Overview & Scrutiny Committee on the key principles that their Acquisition and Disposal policy review will be based on – In order to help frame and support YMT’s work on those revisions
- (ii) YMT provide a revised version of the Acquisition and Disposal policy for the Learning & Culture Overview & Scrutiny Committee’s consideration at its meeting on 1 May 2013.
- (iii) To help facilitate the recruitment of additional volunteers, the Cabinet Member for Leisure, Culture and Tourism encourages all Councillors to invite YMT’s Volunteers Manager to attend a future ward meeting or community event, and identify ward residents who may have the appropriate skills.
- (iv) A mechanism should be put in place for disseminating information to new guides and volunteers from experienced employees leaving the Trust as a means of enhancing their training.
- (v) They support appropriate revisions to the YMT Service Level Agreement to ensure YMT prioritise their work on

de-accessioning unwanted/ damaged/duplicate collection items, in order to allow the progression of work on the collections and the implementation of YMT's plans for the future.

- (vi) YMT revise their future bi-annual update reports to Overview & Scrutiny, to ensure they:
  - (a) identify their progress against the Collections Loan Agreement and Collections Management Protocol agreed in 2002;
  - (b) include information on any items disposed of since the last update report.
- (vii) The appropriate Cabinet Member seek continued improvement in collection management standards and that this be monitored annually

REASON:

To conclude the Scrutiny Review in line with CYC Scrutiny procedures and protocols

**30. LEARNING AND CULTURE OVERVIEW AND SCRUTINY COMMITTEE WORKPLAN FOR 2012/13**

Members discussed the committee's work plan for the remainder of the 2012-13 civic year. The Scrutiny Officer advised the committee of the following additions to the work plan.

23 January 2013

- Presentation from York Museums Trust (YMT) on the key principals that their Acquisition and Disposal Policy review will be based on in order to help frame and support YMTs work on those revisions.
- Receive a verbal update on the Libraries review.

20 March 2013

- Receive an update on progress in relation to development of the city's parks

1 May 2013

- Consider draft revised YMT Acquisition and Disposal Policy

RESOLVED: That the work plan be agreed subject to the above additions.

REASON: To keep the Committee's work plan up to date.

Councillor Reid, Chair

[The meeting started at 5.00 pm and finished at 7.00 pm].

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## **Extract from the Minutes of the Meeting of Learning & Culture Overview & Scrutiny Committee held on 30 April 2012**

### Agenda Item 57 - Attendance of the Cabinet Member For Leisure & Culture - End Of Year Update & 2012/3 Priorities

The Cabinet Member for Leisure, Culture and Social Inclusion attended the meeting and gave an update on her portfolio area which included:

#### Neighbourhood Management

The Cabinet Member confirmed she had undertaken the review of the Neighbourhood Management Unit and was actively working on providing Councillors with a clear channel to report any ward issues as currently Members had far too many options. This new model would allow a more effective and efficient way of working by streamlining staff time and allowing Members to take the lead on any Ward issues and budget proposals.

In answer to Members questions it was confirmed that:

- Herself and Chief Officers were currently considering a new structure for the Neighbourhood Management Unit.
- Officers would be available to support Members when considering different ways of engaging residents.
- Members were currently receiving group briefing sessions on the new model and further sessions could be arranged if Members felt this was needed.
- A handbook would be produced to support members to move the project forward.
- Details of future ward committee dates would be announced and delivered as an insert inside the Your Voice publication.

#### EFLG – Diversity and Inclusion

It was verified that EFLG stood for Equalities Framework Local Government.

#### Leisure and Culture

The Cabinet Member highlighted some activities she had been involved in such as:

- Launching York 800 civic celebrations
- The Queens visit
- Mystery Plays in York Museum Gardens
- Hamilton Panthers Football Club fundraising events for new facilities
- City of Quilters Festival

- Chocolate Festival
- Holocaust Memorial Day
- Olympic Torch Relay
- Illuminate York
- York Wheel
- Arts Development 2012 Conference
- West Offices Art Work

In answer to Members questions, they were informed that:

- The Holocaust Memorial event stayed within the allocated budget.
- Officers would confirm how much the consultants and the artists had been paid for the art work in West Offices.
- The Council would only contribute a minor budget to cover things such as barriers and stewards when the Olympic Torch was in York. The core costs were not funded by the Council.
- Hamilton Panthers Football Club was still continuing to raise funds to either build a new or improve the current club house.
- Officers would confirm the budget that was set for the Queens visit and produce an estimate of costs the City gained from the visit.

#### Cultural Collaboration – Blackpool

The Cabinet Member stated that around £15,000 worth of savings had been made as a result of the collaboration, and she would be meeting the Police and the social inclusion manager from Blackpool Council to investigate how they tackle hate crime.

#### Parks and Open Spaces

Members noted that improvements had been made to many parks and open spaces within the City and that £15,000 had been awarded to Bootham Allotments to allow new lots to be opened.

#### Libraries

Members were informed that:

- The cafe's at York and Acomb Explore Centres had been refurbished and takings were up by 25%
- A reading cafe in Rowntrees Park would be open in the Summer.
- Free WI-FI was available in all libraries.
- Acomb Explore Centre had received a 'Good Place to Come' award.
- The Archive bid was on going and stage 2 would be starting soon.

In answer to Members questions it was confirmed that costs had been saved by the use of less relief staff and natural staff wastage. After a brief discussion it was suggested that 'Libraries in the Community' would make a good Scrutiny topic.

### Children and Young People

The Cabinet Member stated she had been working on delivering:

- Local Democracy Sessions in schools.
- The Shine Magazine.
- The Open Change Champion Event alongside the Police.
- The Local Government Chronicle Award.

### Reviews and Challenges

The Cabinet Member confirmed:

- She had reviewed the York Theatre Royal's Service Level Agreement (SLA) and had suggested they focus on engaging more older citizens.
- She was currently reviewing the SLA's for Visit York and the York Museums Trust.
- She had been appointed to the Regional Arts Council.
- The Community Stadium application would go to the Main Planning Committee in May.

In answer to Members questions the Cabinet Member:

- Confirmed that both herself and the Leader were a member of the Visit York Board and would be working together on tourism.
- Noted that the Literature Festival needed supporting and other smaller festivals in York had to keep progressing to encourage further tourism.
- Verified she had read and took on board the comments and recommendations made in the Markets Scrutiny Review and confirmed it was still an active project.
- stated that at this stage, no plan B existed in regard to the planning application for the proposed new Stadium at Monks Cross.

Members thanked the Cabinet Member for her update.

RESOLVED: That the update be noted.

REASON: To ensure that Members are kept informed of work within the remit of the Committee.

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## **Learning and Culture Overview & Scrutiny Committee.**

24 January 2013

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### **Proposed Scrutiny Review of Careers Education, Information, Advice and Guidance for young people in schools and colleges – Scoping Report**

#### **Background to Suggested Review**

1. In September 2012, in response to a scrutiny topic proposed by Councillor D'Agorne (see copy attached at Annex A), the Committee received a report detailing national and local developments in the provision of careers education information and guidance (CEIAG) to young people in schools and colleges.
2. The Committee agreed the topic was worthy of further investigation but recognised that careful consideration needed to be given to the timing of the review, due to the changing landscape and new arrangements for commissioning and delivering careers guidance due to be introduced in March 2013. With that in mind, Members agreed to postpone their consideration of a scoping report for the review until this meeting.

#### **National Developments**

3. The statutory guidance has now been revised by the Department for Education (DfE) requiring schools and colleges to secure independent and impartial careers guidance from year 8 up to year 13.
4. The previous paper also highlighted how the Local Authority intended to support and challenge schools and colleges to deliver more than just the statutory minimum, and to quality assure their approach. An OFSTED thematic review starting spring and concluding in Summer 2013, will also focus on this, and will include:
  - Working with schools to enrich their CEIAG curriculum ensuring that all have programmes which involve regular employer visits and input.

- Ensuring that young people feed back on the quality of the CEIAG programme and individual advice, guidance and support.
- Support and challenge schools and colleges to provide careers education from year 8 and up to year 13.
- Ensuring that its overall CEIAG programme is assessed against the dedicated local quality awards, and that it complies with the proposed Quality in Careers Standard national validation.
- Building upon its CEIAG programme by securing specialist careers advice and guidance services from an external provider, close to the labour market, and therefore able to assist young people to make informed choices. Such a provider should meet the Matrix Standard (the accepted “industry standard”).

### **Suggested Scope for Scrutiny Review of CEIAG**

- 5 The suggested areas of enquiry for the Learning and Culture Overview and Scrutiny Committee are:
6. i) To analyse how effectively schools, colleges and the Local Authority are responding to the revised statutory duty to provide careers guidance to young people.  
Members could meet with senior leaders at selected secondary schools and York College, and engage with the IAG learning network of schools and colleges to review how partnership working is progressing under the new arrangements described in the previous paper.
7. ii) To consider the extent and quality of CEIAG in schools and colleges, models of delivery and how and they are delivered.  
This could include meeting with a local secondary school and college who have been accredited against the local quality standard, to look at curriculum delivery and the engagement of partners including local employers and providers.
8. iii) To consider the impact of CEIAG and support on the outcomes of young people, particularly those who are vulnerable, as measured by NEET and sustained progression.  
Youth Support Services can provide data and case studies on the destinations of young people at the end of year 11 and year 13, as well as NEET and drop out data providing evidence of progression and unmet need.

9. iv) To gather the views of young people and parents about the information advice guidance and support that they receive through the curriculum and through one to one appointments.

Members could choose to meet with a focus group of young people in a school and/or college setting and at Castlegate, to ask them to reflect on what affected their decision making about their next step. Also, hold a meeting with parents or governors in a selected school or college and consider feedback from parents surveys conducted by schools and the LA.

10. v) To consider how best to involve more employers and training providers in providing information and advice to young people in schools and colleges.

This might involve meeting with colleagues from the 14-19 Team who are coordinating training provider visits to schools providing information advice and recruiting to apprenticeships. The review could also receive input from partner agencies such as North Yorkshire Business Education Partnership on employer engagement.

11. vi) To look at how other neighbouring local authorities are approaching this area of work.

Members may find it useful to look at the work that Barnsley LA are undertaking through DfE funding to develop a range of delivery models.

## **Options**

12. Having considered all of the information contained within this report and its annexes, Members may choose:
- to proceed with a review based on an agreed remit and scope or;
  - to defer a review either until further information is made available, or to allow any ongoing work being carried out elsewhere (which may have an impact on the decision to carry out a review), to be progressed
  - not to proceed with a review

## **Children & Young People's Plan**

13. A review of CEIAG would support a recommendation within the Children & Young People's Plan made by young researchers that asked for careers information and advice to be age appropriate, and for increased links between businesses and education.

**Recommendation**

14. Having considered the information provided within this report, Members are recommended to proceed with the review and agree a review remit together with a number of objectives for the review.

Reason: To ensure compliance with scrutiny procedures, protocols and the committee's annual workplan.

**Contact Details**

**Author:**

Steve Flatley  
Service Manager  
Integrated Youth Support  
Services.

**Chief Officer Responsible for the report:**

Andrew Docherty  
Head of Civic, Democratic & Legal Services

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel No. 01904 552063

**Scoping Report Approved**



**Date** 14 January 2013

**Specialist Implications Officer(s)**

**Wards Affected:**

All

For further information please contact the author of the report

**Background Papers:**

Learning & Culture O & S Scrutiny Report on CEIAG for Young People in Schools & Colleges - dated 19 September 2012

**Annexes:**

**Annex A** – Scrutiny Topic Registration Form



## Scrutiny Topic Registration Form

**Your Details**

Name: Cllr. ANDY D'AGORNE  
 Address: 10, BROADWAY WEST  
 YORK  
 YO10 4JJ  
 Tel No: 01904 633526 Email: cllr.adagorne@york.ac.uk



Please tick to confirm that you agree to the Council reproducing and making public this form in support of any work undertaken in regard to this scrutiny topic (NB: Councillors will not be able to consider this topic registration without access to the information on this form. It will therefore need to be made publicly available as part of an agenda for a forthcoming scrutiny committee meeting. However, your address and contact details will not be made public)

**Suggested Scrutiny Topic****Section 1: About Your Topic**

Please complete this section as thoroughly as you can. The information provided will help Scrutiny Officers and Scrutiny Members to assess your suggested topic and will inform their decision on whether to proceed with a full scrutiny review.

Proposed Topic: Impact + implications of changes to careers guidance provision in secondary schools in York

Set out briefly the purpose of any scrutiny review of your proposed topic e.g. what do you think it should achieve?

\* Identify best practice in the light of new Young People's Services' (YPS) arrangements in schools and part responsibility of schools to secure impartial careers advice and guidance  
 \* Recommend ways in which limited resources can be best deployed to ensure all young people get impartial advice on their education and training options

Please indicate how any review would be in the public or Council's interest? e.g. reviewing recycling options in the city would reduce the cost to the Council for landfill

Appropriate choices by young people help them to achieve their full potential match their skills and interests to the local labour market + achieve a thriving local economy. Poor choices increase the risk of becoming 'NEET' (Not in Employment, Education or Training), young offenders + long term unemployed

## Section 2: Conducting A Review of Your Topic

If a decision is taken to proceed with a review of your topic, you will be asked to participate - this may involve being co-opted onto the committee for the duration of the review, attending a public committee meeting as a witness to give evidence, or providing information in writing for the committee's consideration.

Please tick to confirm you would be willing to participate



(the Scrutiny Officer will contact you to discuss this in more detail)

Please explain briefly what you think any scrutiny review of your proposed topic should include? This information will be used to help scope and timetable the review should the relevant Overview & Scrutiny Committee decide to proceed with the review

- Analysis of local destinations data (progression into FE/HE + employment)
- Focus group(s) to gather views of professional advisers / careers teachers
- parents of sixth formers / college students
- Review of government policy on the new 'National Careers Service' and how online / telephone helpline services are being used
- A look at any innovative approaches in York schools

Involving the right people throughout the process is crucial to any successful review – please indicate who you think should participate? e.g. which council services, external organisations, groups and/or individuals

- Educatn Dept - Head of YPS
- At least one careers coordinator, a transition & participation worker (i.e. careers adviser)
- a school's liaison worker from local college, a school head or deputy head
- Parents could be asked for comments



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**Learning and Culture Overview and Scrutiny Committee****23 January 2013**

Report of Assistant Director for Children's Specialist Services & Chair of City of York Safeguarding Children Board [CYSCB]

**Bi-Annual Safeguarding Update****1. Introduction**

At a meeting of the Committee in June 2012 Members agreed to receive a six monthly update on key children's safeguarding issues. This report, jointly prepared by the Assistant Director for Children's Specialist Services and the Chair of the CYSCB updates the committee on national and local developments over the past six months.

**2. City of York Safeguarding Children Board [CYSCB] – Chairs Update**

Our Local Safeguarding Children's Board oversees the quality and robustness of the multi-agency safeguarding arrangements for the city. An update from the Independent Chair – Roger Thompson includes:

- *Updates on Serious Case Reviews*

There are currently two Serious Case Reviews, commissioned by the CYSCB, and still to be concluded. The first relates to the death of a young child, where the main concerns were about the adequacy of the pre-birth assessment. The Report has been accepted by the Board but cannot be concluded until the related Criminal Justice process has been finalised.

The second case relates to serious sexual exploitation of a young person. In this matter, there are a number of lessons to be learned by all agencies, Children's Services, Police, Health and Education as to how cases involving sexual exploitation should be managed.

In both Serious Case Reviews, there will be the need to consider what information should be published. The Secretary of State expects the CYSCB to publish the reports, but in both cases there are significant reasons relating to the impact on the parties involved why this should not happen.

The CYSCB works with all member agencies to ensure that emerging lessons and associated practice implications are routinely disseminated to relevant practitioners and managers.

#### Recommendation

A high level summary of key lessons learned is included in the next safeguarding briefing to this Committee.

- *Neglect*

I have reported to this Committee in June 2012 the CYSCB thematic review of child neglect. This review was prompted by two learning lessons reviews of serious cases of neglect in York.

To further our understanding of this complex issue and to strengthen our local multi agency response the CYSCB delivered a regional conference on this subject. This conference held York on 21<sup>st</sup> November had as its keynote speaker Professor Eileen Munro, author of the 'Munro' review into child protection.

The delegates, 120 in total, were drawn from a wide range of professional backgrounds including Police, Health, Social Care, Education and the Private and Voluntary sector. Feedback from those attending was very positive and a follow up evaluation and practice implications report is being prepared.

#### Recommendation

Feedback and emerging practice implications from the Neglect Conference are presented to a future meeting of this Committee.

### **3. Other Childrens Safeguarding Development**

- *Working Together to Safeguarding Children – Draft Guidance*

The Government's consultation has now concluded, but no decision has as yet been received about the final government intentions. There is no expectation of significant changes, but the relatively

newly appointed Children's Minister, Edward Timpson, who might influence the direction to be taken. Preliminary work is in hand to look at a future assessment model.

One key issue that is sure to be emphasised within the document is the responsibility of Local Safeguarding Children Boards to keep a keen watch over the quality and performance of all agencies who deliver services to children and young people. This specific issue is addressed later in this paper.

- *Child Sexual Exploitation [CSE]*

A CYSCB Stakeholder Group has made good progress in developing multi-agency procedures and practice guidance for responding to concerns about CSE in York. Key developments include the North Yorkshire Police information sharing tool and specific arrangements to address early intervention via a risk network. This group has been looking at the recent Rochdale Review, and its implications for York will be considered at the next meeting. A copy of the Rochdale Review is attached at Annex A.

- *Strengthening the Quality Assurance [QA] Role of the CYSCB*

As mentioned above, the new Working Together document will undoubtedly stress the importance of all LSCBs maintaining a keen watch over the quality and performance of member agencies in relation to safeguarding. This greater emphasis on the QA role of LSCBs is reinforced by the experience of those authorities who have recently been inspected under the new Ofsted framework. These authorities report a rigorous testing by Ofsted of their LSCBs QA monitoring arrangements.

Aligned with this greater emphasis on QA monitoring is an expectation that Local Safeguarding Children Boards take a broader view of safeguarding. This requires Boards to have a better understanding about the general safety of, and specific risks for, children in their area. Such issues could include for example, road safety.

To address these issues the CYSCB is developing a local performance scorecard across a broad range of issues.

## Recommendation

Details of the CYSCB's revised monitoring and performance framework is presented at a future briefing to this Committee

- *Improving the Outcomes for Our Looked After Children*

Taking children or young people into public care is always an intervention of last resort. Such action is only taken when every other alternative has been safely explored. However, for some children becoming looked after is a necessary protective step. For these children the local authority and its partners have a statutory duty to ensure that they enjoy the best possible outcomes. Board members will recall endorsing York's Looked After Children Strategy 2012 – 2015 at a previous meeting.

This strategy was developed and is overseen by a multi-agency strategic partnership for Looked After Children. The strategy, which focuses on nine key outcomes, was identified in partnership with our current looked after children and care leavers.

These outcomes are described as key thematic areas :

Respect and Involvement; Good Safe Placements; Relationships; Identity; Education; Health; Emotional Wellbeing; Moving to Adulthood and Corporate Parenting.

Each of these outcome areas are underpinned by a detailed action plan with an identified lead professional for each. Progress against these action plans is reported to the Council's Corporate Parent Group, the Show Me That I Matter Panel (York's children in care council) and to the Childrens Trust, the YorOK Board.

- *Safely Reducing Our Looked After Population through strengthened Prevention and Early Intervention*

### Background

An analysis of York's looked after population trend over the past years highlights continued and significant growth. The reasons behind the overall growth in the looked after population are varied and complex.

The increase in the care population in York to a high of 256 in 2011/12 has its origins in a significant increase in admissions during the period 2007 – 2009.

This period coincided with a heightened awareness of child protection issues brought to the fore through a series of high profile child protection cases including 'Baby Peter'. An analysis of the activity at the time also highlights a period of escalating drug and alcohol misuse and domestic violence. This was also a period where arrangements to identify and refer children for whom there may be concerns were greatly improved contributing to a 'net widening' effect for cases coming to children's social care.

During this period the number of children entering care as a result of the local authority's legal interventions rose sharply.

The number of children entering care reached its peak in 2008/09 when 111 children became looked after. At the same time the number of children entering care on a voluntary basis reduced significantly. Such a pattern is clearly indicative of a period of high concerns both for children and young people 'at risk' but perhaps also a reaction to the high profile criticism levelled at authorities where they were perceived to have failed to act robustly in some cases.

A more recent overall reduction in new entrants to care is encouraging and may reflect the impact of the introduction of more recent developments (including the children's Front Door) to support families and prevent concerns from escalating – the two key strands of our early intervention and prevention strategy.

- *Integrated Family Support Service*

At the heart of our arrangements to safely reduce the looked after population is a determination to provide help and support to children and their families to prevent the escalation of emerging problems.

'Dream Again' York's Children and Young People's Plan 2013 - 2016 includes as a key priority a commitment to intervene early and effectively to secure a happy family life for all our children in York.

The introduction of the city's new Integrated Family Service will make a significant contribution to the delivery of this priority. This new service, which will incorporate York's response to the national Troubled Families initiative, is described in detail in Annex B.

The success of this new initiative will depend on the continued strength of partnership working at a preventative level. The newly established teams can quickly become hubs for the co-ordination and delivery of this support. An important measure of success will be the reduction in the number of children and young people and families whose problems escalate and require higher levels of specialist intervention.

Recommendation

As part of future safeguarding briefings, the Committee should receive an update on the impact of the Integrated Family Service.

**4. Summary of Recommendations**

- i. A high level summary of key lessons learned from case reviews is included in a future Safeguarding briefing to this Committee.
- ii. Feedback and emerging practice implications from the Neglect Conference are presented to a future meeting of this Committee.
- iii. A detail of the CYSCB's revised monitoring and performance framework is presented at a future briefing to this Committee.
- iv. As part of future safeguarding briefings, the Committee should receive an update on the impact of the Integrated Family Service.

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**Annexes:**

**Annex A** - Rochdale Review

**Annex B** - Cabinet Member Decision Paper – Integrated Family Service



## Review of Multi-agency Responses to the Sexual Exploitation of Children



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## 1. Introduction

This purpose of this report is to review how agencies in Rochdale Metropolitan Borough Council, hereafter known as Rochdale, worked together from 2007 until 2012 to safeguard children and young people who were at risk of sexual exploitation. This review was commissioned by Rochdale Borough Safeguarding Children Board (RBSCB) in line with its statutory reviewing and investigative functions as defined in *'Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children'* (2010).

In December 2010, Greater Manchester Police (GMP) launched Operation Span to investigate a large group of men who were suspected of sexually exploiting children and young people in Rochdale. The Serious Case Review Screening Panel (SCRSP) considered, in depth and over the following year, the information provided by the police, the local authority and other agencies and organisations, about the work they had undertaken with young people affected by sexual exploitation. In December 2011, the SCRSP concluded that there were grounds to consider undertaking serious case reviews.

The Panel felt strongly, for a wide range of reasons, that the serious case review model, as described in *Working Together*, was not the most suitable vehicle for effectively extracting the lessons in relation to multi-agency working with sexually exploited young people, in a timely way. The Panel recognised that an initial alternative approach would need to be just as robust and transparent as the serious case review process and should be measured by the extent to which it would make a difference and eradicate any poor practice which still existed.

In January 2012, The Chair of the RBSCB received the recommendations of the SCRSP and agreed that the threshold for undertaking serious case reviews had been met, while acknowledging the views of the SCRCP in respect of the methodology. Consequently, the RBSCB determined that it would: conduct a preliminary review of how agencies had worked together; identify any additional learning from the criminal trial; and aggregate lessons from individual organisational reviews. When those tasks were completed, the Board would determine whether a Serious Case Review was



required to ensure that all the lessons are learned and that there is a comprehensive plan for improvement in place.

On 1 February 2012, therefore, while the criminal process was current, the Board undertook its preliminary review of how partner agencies had responded to the allegations made by the young people. The review process culminated in a facilitated learning event which involved senior officers from the local authority, the police and its partner agencies. The stated aim of the review was to ensure that agencies were best placed in future to:

- a. identify sexually exploitative activity locally;
- b. engage with affected and vulnerable young people;
- c. disrupt any such activity in a timely manner; and
- d. prosecute alleged perpetrators.



## 2. Methodology

The learning event was designed and led by Clare Hyde, independent facilitator, from The Foundation for Families, a not for profit Community Interest Company established in July 2010. Over a period of four days, Ms Hyde worked with a small group of Board members to develop a model that would enable participants both to consider the events and circumstances in one child's life while, at the same time, to take into account contemporary national and local policies and practice developments. In this way, the child's story was to be both personal and representative. The results of this dynamic exercise informed the second part of the review which focused on identifying actions for RBSCB's strategy to counteract and manage child sexual exploitation, including actions specific to the specialist multi-agency child sexual exploitation team (Sunrise). It was agreed that the learning from this event would inform a review report which would be published to ensure transparency.

## 3. Participants

In addition to the facilitator, the participants in the review day were:

Independent Chair	Rochdale Borough Safeguarding Children Board
Executive Director Children's Services	Rochdale Metropolitan Borough Council
Chief Superintendent	Greater Manchester Police
Chief Inspector	Greater Manchester Police
Chief Inspector	Greater Manchester Police
Detective Inspector	Greater Manchester Police
Operational Manager Children's Service	Pennine Care NHS Foundation Trust and Heywood, Middleton and Rochdale Community Healthcare
Designated Nurse Safeguarding	Pennine Care NHS Foundation Trust and Heywood, Middleton and Rochdale Community Healthcare
Safeguarding Nurse	Pennine Care NHS Foundation Trust and Heywood, Middleton and Rochdale Community Healthcare
Team Manager, Crisis Intervention Team	Pennine Care NHS Foundation Trust and Heywood, Middleton and Rochdale Community Healthcare
Service Director, Targeted Services	Rochdale Metropolitan Borough Council
Service Manager, Duty and Assessment, Targeted Services	Rochdale Metropolitan Borough Council
Service Manager, Safeguarding, Targeted Services	Rochdale Metropolitan Borough Council
Youth Offending Team Manager, Targeted Services	Rochdale Metropolitan Borough Council



Senior Practitioner, Sunrise Team	Rochdale Metropolitan Borough Council
Coordinator, Sunrise Team	Rochdale Metropolitan Borough Council
Business Manager	Rochdale Borough Safeguarding Children Board
Local Authority Designated Officer	Rochdale Borough Safeguarding Children Board
Independent Chair, Serious Case Review Panel	Rochdale Borough Safeguarding Children Board
Team Leader, Licensing Authority	Rochdale Metropolitan Borough Council
Head Teacher	Brownhill School, Rochdale
Director	Early Break, Rochdale
Operational Manager	Early Break, Rochdale

Neither the private providers of care for looked after children nor the Crown Prosecution Service (CPS) were represented in the review meeting: this is an acknowledged gap. However the Chair of the Board and the Boards Business Manager subsequently met with the managers of the care home which had supported one of the young people involved in Operation Span and the subsequent trial to review the service offered and latterly the provider forum which agreed to conduct a review of safeguarding in the children's care home sector in Rochdale. This review is expected to be completed towards the end of the year.

Additionally, the RBSCB Chair has discussed with the Chief Crown Prosecutor from CPS North West how alleged sexual exploitation cases are managed within the criminal justice system. It is noted that Chief Crown Prosecutor is to share the learning from the internal review of CPS practice in relation to sexual offences with the Board.

Due to the timing of the learning event, prior to the trial, it was agreed that the voice of the young people would be sought at a later date. The issues raised by them are to be found in the Addendum to the report. The Board would like to thank the young people for agreeing to share their experiences with us and for the courageous offers of support from them to help us make the improvements necessary to safeguard other young people who may find themselves in similar circumstances.



### The case study

Suzie is the subject of the case study on which the review focussed. Suzie was a real victim of sexual exploitation, although this is not her real name and some details of her circumstances have been omitted to preserve her anonymity.

When Suzie turned 15, there were already signs that she was a troubled and vulnerable young person. In the course of that year Suzie disclosed on two separate occasions and to two different agencies that she had been the victim of serious sexual assaults by a number of adults who were linked to takeaway premises in the area. Although police investigations were carried out, to begin with the possibility that she was being sexually exploited was not recognised. At that time, professional focus was on providing individual support services for Suzie and on assisting her parents to set boundaries to keep her safe. It seems, however, that these actions had little impact on Suzie's circumstances: she remained at risk of sexual harm, compounded by her abuse of alcohol and possibly drugs. Whilst still a teenager Suzie became pregnant.

At the beginning of 2009, Suzie made a detailed complaint to the police about the abuse she had experienced during the previous six months. As a result, a number of men were arrested in connection with offences against her and against other young people. Suzie reported that she was being threatened, both by the offenders and by other victims. Suzie stated that she did not feel confident that agencies could protect her.

In the months which followed, Suzie continued to have the support of specialist sexual health and alcohol services. However, children's social care ended their involvement with Suzie as a 'child in need', while at the same time an initial assessment was made of her capacity to provide care for her child.

In the same month, the men whom Suzie and others had accused were 'refused charge' by the Crown Prosecution Service (CPS).

Some months later Suzie disclosed further abuse to the police. Again, referrals were made to children's social care for support to Suzie. However, children's social care took no action in relation to these referrals. The agency was, however, concerned for the safety of Suzie's baby. Their concerns were specifically, the risk that was posed to the baby by Suzie's alcohol misuse and by male visitors to the family home.



At this point, it appears that Suzie felt both under pressure from professionals about her parenting and frightened by the offenders who were using other young victims to gain access to her and to threaten, intimidate and coerce her.

In November 2010, a man was arrested as a result of Suzie's evidence and the following month GMP launched Operation Span. In the weeks that followed it was evident that Suzie's mental health was deteriorating: she was self-harming, using alcohol excessively and going missing for periods of time. Child protection processes were instigated in respect of Suzie's baby.



## 4. How did agencies judge their practice?

It is acknowledged that the case study raises potentially a large number of practice issues, both for individual agencies and for the RBSCB, not all of which are related to issues of child sexual exploitation. However, as noted above, the purpose of the review was to consider and improve practice relating particular to this area. This means that, inevitably, other issues have not received the same level of attention.

### Chronology

The review attempted to identify national as well as local factors which influenced how agencies and organisations responded to child sexual exploitation in Rochdale. It found that only some factors related directly to practice in this area. Other factors had an associated impact on practice which was sometimes consequential and sometimes unintended. This report concentrates on those developments which are specific to child sexual exploitation, although reference is made to significant external events where these are considered to be particularly pertinent. The chronology includes the reflections of review participants on events and developments.

### 2007

By 2007, local and national awareness of child sexual exploitation was growing, but the scale of the problem and the way in which victims were targeted was only just becoming clear. Just as was the case nationally, it is evident that professionals in Rochdale were not skilled at recognising and responding to child sexual exploitation. However within the borough there were two distinctive developments. These were:

- the formation of a Sexual Exploitation Working Group (SEWG), whose remit included gathering and analysing information about the incidence of the sexual exploitation of children resident or placed in the borough; and
- the subsequent formation, under the auspices of the RBSCB, of a Sexual Exploitation Steering Group (SESG) to provide guidance and direction to the SEWG; to report the findings of the survey to the Board; and to make recommendations for improvements.



Between January and December 2007, the SEWG identified 50 children and young people who were considered to be affected by, or to be at risk of, sexual exploitation. The children in this group were overwhelmingly girls; they were aged between 10 and 17 years old; just over half were in education; and 15 were looked after children. No distinction was made in the survey between those children who were looked after by Rochdale Borough Council and those who had been placed in Rochdale by other local authorities. Clear links were identified to take-away businesses in an area of the town and to associated taxi companies. Three individual perpetrators were reported to have been convicted as a result of police investigations.

Reflecting on practice at that time, the review group acknowledged that children at risk of sexual exploitation were being provided with support by agencies such as Early Break, the young people's drug and alcohol advisory service, and the Crisis Intervention Team, which provides one-to-one advice to vulnerable young people in respect of their sexual health. However, for those children who came into contact with children's social care, it often appeared that 'no further action' would be taken. Case files state that the children were often considered to be 'making their own choices' and to be 'engaging in consensual sexual activity'. The poor response by children's social care to cases where children were at risk of sexual exploitation was aggravated by the fact that professionals did not make consistent reference to the procedures for dealing with vulnerable young people or to guidance about working with young people engaging in underage sexual activity.

As noted above, professional focus generally, at this time, was on individual cases rather than on the wider picture. As a result, there was little evidence either of disruptive action, such as the involvement of the Licensing Authority, or the use of Civil Orders which might have curtailed the activities of actual and potential offenders.

## **2008**

In the early months of 2008, national consultation took place in relation to issues of child sexual exploitation, prior to the publication of guidance the following year. This consultation document established the definition of child sexual exploitation and proposed protocols for working with children and young people. In response to that initiative, RBCSB developed its own multi-agency Child Sexual Exploitation Protocols. However, the impact of these protocols was unknown as no arrangements were put in place to support or monitor how they were used by local agencies.



Then, in June 2008, the SESG reported to the Board. Its report analysed the SEWG data and concluded that the incidence of child sexual exploitation locally was similar to that found in other North West local authority areas. However, it also identified a number of weaknesses in the local safeguarding response to young people at risk of sexual exploitation: one of which was 'uncoordinated multi-agency working'. For those reasons, the SESG recommended that a dedicated multi-agency team, based on models which existed elsewhere, should be established in Rochdale as a matter of urgency.

From August 2008, a small working group was set up to develop the specialist team proposal, looking at the role of such a team, its funding and management, and the relationship to the wider network of services. However, strategic progress to develop the specialist team was slow and, on occasion, halted completely. Review participants identified a range of problems in setting up the specialist team. These problems included:

- a. there was no agreement for sustainable funding;
- b. governance arrangements of the team were uncertain;
- c. there was no business plan;
- d. a performance framework had not been created; and, crucially,
- e. no support and supervision were in place for team members.

At the same time, the RBSCB provided training and awareness-raising sessions to agencies across the Borough<sup>1</sup>. In addition, individual agencies, such as Early Break, and a number of discrete groups of professionals from within the health service undertook agency-specific training in relation to child sexual exploitation. As a result, Early Break and the Crisis Intervention Team developed their own practice in this area and put in place more effective joint working arrangements. These two agencies in particular began to recognise and to respond to children and young people as victims of abuse and exploitation, rather than as consenting young adults. At the same time, the Crisis Intervention Team made a number of referrals to children's social care, expressing concerns about children's welfare or safety.

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<sup>1</sup> Between 2007 and 2011, the Board provided 3 sets of 2 day training 'Sexually Active under 18s and Sexual Exploitation' and 7 half-day seminars on Child Sexual Exploitation. Total No. staff trained = 207



At that time, however, knowledge gained from work with children was not systematically passed to the police as intelligence and this hindered the development of the larger picture.

Although areas of improved practice were developing, this was by no means universal. Crucially, front line practitioners and managers in children's social care did not consistently recognise or understand the nature of the sexual exploitation of children and young people. Review participants considered that a number of factors were significant in this. Primarily, there were difficulties specifically related to identifying and managing cases where child sexual exploitation was a feature. These difficulties included:

- a. No specific assessment tool existed, which meant that behaviours indicative of sexual exploitation were seen rather as problematic, and essentially wilful, behaviours on the part of the child;
- a. Older children were considered to have capacity to make their own decisions and were not perceived to be as 'at risk' of harm as younger children;
- b. Professional focus was more frequently on the perceived ability of parents to manage the child's behaviour, rather than on the child's vulnerability to abuse outside the home.

Less directly, it was also the case that the most significant safeguarding issue at this time was the response at a national and local level to the Serious Case Review of the death of Peter Connelly (Baby P). This saw increasing numbers of referrals to children's social care; more children becoming the subjects of child protection plans; and a rise in the number of children being taken into local authority care. As a result, professional safeguarding priority was to ensure that the danger to younger children at risk of neglect and physical harm were assessed and reduced.

However, even taking these contributory factors into account, review participants acknowledged that there were clear deficiencies in the way that children's social care responded to Suzie's needs.

In December 2008, agencies identified funding for a social worker and health worker to be allocated to the Sunrise Team. It was anticipated that the team would be formally 'launched' in April 2009.



## 2009

In January 2009, Suzie made further disclosures to the Crisis Intervention Team. In her statement, Suzie 'catalogued' her experience of abuse and exploitation. As a result, Suzie was interviewed by the police. GMP acknowledges, however, that the investigation of Suzie's detailed complaint was poor. At the same time, a further referral in respect of Suzie was made to children's social care but again no action resulted. Suzie, at 16 years old, was considered to be 'making her own choices'.

This sequence of events confirms the review participants' beliefs that while, within certain agencies, improvements were being seen in skills, confidence and response to issues of child sexual exploitation; this was not consistent across agencies.

When it was reported that Suzie was pregnant, children's social care's focus shifted to the welfare of her unborn child.

At a tactical level, focus on the suspected perpetrators of sexual exploitation began to intensify and the local authority licensing department provided essential intelligence to the police, so that the alleged perpetrators' activities could be disrupted.

However, progress in developing the specialist child sexual exploitation team continued to be slow. Recruitment and staffing issues continued and the absence of key managers at relevant planning meetings impeded the development of the team's role and functions. Nevertheless, work went on to produce multi-agency information-sharing protocols for the team and to begin to tackle the issues of record keeping and intelligence systems. However, by June 2009, two months after the original target date for the team launch, only a health worker and a police officer were established in post: no social worker had yet been recruited.

The potential prosecution of the perpetrators suffered a serious setback, when the men were refused charge by the Crown Prosecution Service. Review participants identified several factors which led to this. These included:

- a. issues with forensic evidence;
- b. cost;



- c. officer workload which led to delay; and, significantly,
- d. a view that Suzie would be an unreliable witness.

Also in 2009, the government published, *'Safeguarding Children and Young People from Sexual Exploitation: Supplementary guidance to Working Together to Safeguard Children'*. This guidance provided local safeguarding children boards and their partners with a strong framework for developing strategic and frontline responses to child sexual exploitation. Importantly, it also changed the language of what had previously been referred to as 'child prostitution' to 'sexual abuse' and 'exploitation'.

## 2010

In January 2010, the Sunrise Team became fully operational, albeit with a different structure from the team that had been envisaged. In its first progress report in May 2010, the team identified 79 children and young people in Rochdale who had been experiencing, or who were at risk of, sexual exploitation. All 79 children and young people had been worked with by at least one member of the four person team. However, although the team was functioning, difficulties existed in relation to how the team operated. This meant that their first progress report also contained 14 separate recommendations for change. Key issues for the team included:

- a. strengthening team relationships;
- b. accessing and sharing information,
- c. supervision,
- d. 'fast-tracking' social care involvement; and,
- e. improving the team's 'physical space'.

In May 2010, a coalition government was formed, following the UK general elections. In June 2010, the government commissioned Professor Eileen Munro to conduct a review to improve child protection. In addition, a number of white papers were published which were significant for the Board and for individual agencies. These included changing arrangements for commissioning within the NHS, plans to abolish Police Authorities and changes to the role and function of Children's Trusts.



Locally, in June 2010, Ofsted inspected the local authority's safeguarding and looked after children services. The inspection report acknowledged that for the Sunrise team, early signs and levels of engagement were encouraging: however, it recognised it was too early to report on the success of this team.

In September 2010, the RBSCB appointed a Local Authority Designated Officer (LADO). The role of the LADO was to act as the single point of contact for all allegations that a person who works with children had 'harmed, or might have harmed a child; had possibly committed a criminal offence against a child or who, in other ways, might be unsuitable to work with children'. The terms of their licence meant that allegations against taxi-drivers fell within these procedures. Strategy meetings and allegations management meetings, therefore, offered opportunities to share information between the police, the licensing authority, children's social care, schools, local authority solicitors, voluntary agencies and private child care providers.

Also in September 2010, Suzie disclosed further abuse to the police and a number of arrests were made. Although no charges were brought the perpetrators who worked as taxi-drivers were arrested, their licences were suspended and discussions with proprietors continued. The Sunrise Team health practitioner continued to provide support to Suzie, but her fear of her abusers was escalating. At the same time, from a children's social care perspective Suzie's potential to abuse or neglect her own child was coming under increasing scrutiny.

In October 2010, the government presented its public spending review which, among other measures, indicated that there would be reducing budgets for local authorities, police, probation and social housing over the next four years. The extent to which these reductions would impact on the functioning of the Board and its partner agencies was unknown.

In the last quarter of 2010, a number of events, with implications for the investigation of child sexual exploitation, took place within GMP. These included:

- a. A review by the police modernisation team that changed the way that investigations were managed;
- b. Clarification of the role of Public Protection Division in investigating child sexual exploitation;



- c. Investment of resources across the force, leading to identification of other child sexual exploitation activity within the GMP area; and
- d. The launch of 'Operation Span'.

In November 2010, RBSCB appointed a new Independent Chair. It was determined that the Board would be reconstituted and that there would be a separation of the strategic and executive functions. Within children's social care, a restructuring of looked after children services was taking place and the death of Peter Connelly continued to have an impact.

## 2011

In January 2011, Suzie's circumstances were considered by the Serious Case Review Screening Group of RBSCB. In the same month, a child sexual exploitation strategy meeting was held at which information about Suzie was considered. Children's social care undertook an initial assessment, which identified a number of concerns about Suzie's welfare, including alcohol misuse; self-harming behaviours; and being 'missing'. However, no further action was taken in respect of Suzie who was, by this time, almost 18 years old. A core assessment was completed in respect of Suzie's child.

Also in January 2011, Barnardo's published '*Puppet on a String: the urgent need to cut children free from sexual exploitation*'. This report acknowledged that recent high-profile cases had meant that child protection had been firmly focused on babies suffering abuse and neglect at the hands of their parents, relatives or carers in the family home. The report found that despite new national guidance, in most local authorities, child sexual exploitation was not recognised as a mainstream child protection issue. This report called on the Secretary of State for Education to take the lead in ensuring a fundamental shift in policy, practice and service delivery in England.

Shortly afterwards, CEOP announced it would carry out a thematic assessment of the phenomenon known as 'localised grooming' following the prosecutions of adult males for the grooming and sexual exploitation of children in various towns and cities in the UK.

Locally, in the early months of 2011, premises in Rochdale suspected to be associated with the sexual exploitation of children were identified through regular meetings held between the licensing



authority, the police and the Sunrise Team. In addition, checks were carried out around local schools, with taxi drivers being questioned and their legitimacy verified.

Around the same time, information and awareness raising activities were carried out at local mosques and RBSCB formed a multi-agency Child Sexual Exploitation Strategic Group with a police lead and a significant focus on managing communications with the media and local communities as interest in this subject was growing within the wider public. Effective Multi-agency planning ensured a quiet response to an English Defence League march in Rochdale in March 2011.

RBSCB also subscribed to ECPAT UK (End Child Prostitution, Child Pornography and the Trafficking of Children for Sexual Purposes) at this time.

In May 2011, the Munro Review of Child Protection was published: this did not, however, explicitly address issues of child sexual exploitation.

In the summer of 2011, CEOP published *'Out of Mind, Out of Sight'*; the report of its findings following the thematic assessment carried out earlier in the year. However, the report acknowledged that the data was significantly weighted towards the relatively limited number of areas which had provided a comprehensive response: areas which generally already had stronger partnership arrangements to address child sexual exploitation. The assessment could not be seen, therefore, as fully representative of the nature and scale of child sexual exploitation in the U.K., or, indeed, of the 'localised grooming' model. CEOP noted that 'agencies which did not proactively look for child sexual exploitation would as a result fail to identify it'. Nevertheless, the report provided a specific definition of 'localised grooming' as a discrete aspect of child sexual exploitation. The findings suggested that both the victim experience in Rochdale and the multi-agency responses to this kind of child sexual exploitation were similar in many ways to the picture across much of the country.

Planning meetings took place amongst a wide range of professionals to co-ordinate support to meet all Suzie's needs.



The Sunrise Team continued its work, although recruitment to the social care senior practitioner post remained problematic. The Crisis Intervention Team supported 20 young people during interviews with police and a Sunrise Team worker, with health practitioner background, was trained in Achieving Best Evidence interview techniques. The CPS overturned its decision not to bring charges against alleged perpetrators identified by Suzie.

In October 2011, the University of Bedfordshire published 'What's Going On?' a research project which explored the extent and nature of the response of LSCBs to the 2009 government guidance on safeguarding children and young people from sexual exploitation. This found that where the guidance had been followed, there were examples of developing and innovative practice to protect and support young people and their families and to investigate and prosecute their abusers. However, the researchers found that the delivery of that dual approach to child sexual exploitation was far from the norm.

This document and the CEOP survey served as references to undertake analyses of two cases and underpinned a development day, focussing on the Sunrise Team. As a result of this development day, a revised structure for the Sunrise Team was proposed: this included increasing the size of the team and having a co-located team coordinator. A Child Sexual Exploitation Strategy Group was established and the children's social care Service Director took the lead in developing the strategy for the Board. This group incorporated the former police-led strategic group.

In November 2011, a proposal to secure funding for the revised Sunrise Team was put to the RBSCB.

Also in November 2011, Rochdale Community Safety Partnership made the formal link between child sexual exploitation and serious crime, reflecting national developments and the publication the Association of Chief Police Officers (ACPO), '*Strategy for Policing Prostitution and Sexual Exploitation*'. This report confirmed that: 'In the case of children and young people, the emphasis is always on safeguarding the young person and on the proactive disruption and prosecution of their abusers'.

Generally, review participants found that around this time partnership work between the licensing authority and the police was providing an effective vehicle for making connections between



individuals and premises and for disrupting the activities of perpetrators. They also noted that Criminal Records Bureau (CRB) checks began to confirm that applicants had been investigated in relation to allegations of child sexual exploitation.

Again in November 2011, the national action plan for tackling child sexual exploitation was published and brought together, for the first time, actions by the Government and a range of national and local partners to protect children from this form of child abuse. The action plan considers sexual exploitation from the perspective of the child. It highlights areas where more needs to be done and sets out specific actions which government, local agencies and voluntary and community sector partners need to take.

Towards the end of 2011, partnership working to disrupt activities associated with child sexual exploitation was thwarted, as multi-agency recommendations to rescind licences were not endorsed by the Licensing Authority. This outcome was not communicated to partner agencies at this time.

## **2012**

In January 2012, the RBSCB endorsed a recommendation that Suzie's case, and others, had met the criteria for serious case review.

Also in January 2012, the Sunrise Team recruited a social work senior practitioner and team co-ordinator. The local Residential Care Provider Forum agreed to send letters to placing local authorities providing a 'position statement' about child sexual exploitation in the borough. This same group also developed inter-home protocols for sharing information and for managing the care of children and young people who go missing. The forum continues to meet monthly to discuss issues affecting the market and local providers, but specifically also now discusses safeguarding, to establish protocols to ensure safety.

At the point that the review learning event was held, a number of very serious incidents of alleged child sexual exploitation were being addressed by Strategic and Operational Managers from a wide range of agencies. GMP were reviewing how investigations of child sexual exploitation has been managed and investigated across the city and liaising with the Independent Police Complaints



Commission. A number of alleged offenders were being brought to trial and a second investigation was underway.

## **Analysis**

There is no doubt that Suzie was suffering significant harm from 2008 onwards: indeed, Suzie told several professionals, on several occasions, that she was being sexually abused and exploited by a number of men. The nature of the harm and of the 'relationship' between Suzie and the offenders was understood by members of the Crisis Intervention Team and the Early Break Service, however their referrals were generally not acted on by children's social care. Social work practitioners and managers wholly over estimated the extent to which Suzie could legally or psychologically consent to the sexual violence being perpetrated against her. This was frustrating for referring practitioners. However, there was no escalation of agency concerns that the needs of this group of young people were not being adequately assessed and dealt with by the local authority.

The absence of knowledge in respect of the appropriate response to child sexual exploitation was a significant feature of practice. However, it was not the whole story: participants in the review acknowledged that, had existing legal processes and safeguarding processes been used effectively in all other aspects, the harm that Suzie was suffering could have been mitigated and her risk of suffering harm in the future could have been reduced. The review found, therefore, that, while some organisations were consistently supportive in their response to Suzie, overall, child welfare organisations missed opportunities to provide a comprehensive, co-ordinated and timely response to her as a child in need and, in addition, the criminal justice system missed opportunities to bring the perpetrators to justice and so to protect Suzie and other young people from their criminal behaviours. It was not until 2011, that a comprehensive assessment of Suzie's needs was carried out and a support plan put in place; and, it was 2012 before the alleged offenders were brought to trial.

More generally, agencies and organisations in Rochdale made faltering early progress in developing a satisfactory framework for managing allegations of child sexual exploitation. The need for a specialist resource was identified in 2008, but its development was inadequately co-ordinated and supported. Specific training to frontline practitioners in the borough was patchy and lessons were absorbed inconsistently. Efforts were made to identify the extent of the problem locally, but



responses to individual children, although evident in some instances, were not sufficiently comprehensive. In children's social care, as in similar organisations across the country, the focus was on younger children at risk of abuse from family and household members, rather than on vulnerable adolescents.

Activity to disrupt alleged offenders was developing on the ground, but this was not always followed through at a more senior level. The early investigations of crimes and the prosecution of alleged offenders were flawed.

Although between 2009 and 2012, some improvements had been consolidated; overall, the review group acknowledged that there were many missed opportunities, over the last five years, to safeguard children and young people who have been affected by sexual exploitation. It also recognised that there is still much to be done to ensure that children and young people are better protected in future.



## 5. What were the key lessons and associated recommendations?

### LESSON 1

***Without a single multi-agency strategy, it is impossible to develop a shared understanding of the problem of sexual exploitation; progress is likely to be piecemeal and uncoordinated; and agencies cannot be held to account for their actions or failures to act. The leadership of the RBSCB is crucial to this task.***

#### Associated recommendation

RBSCB should develop an effective local strategy, ensuring there is a co-ordinated multi-agency response to child sexual exploitation, based on the knowledge which already exists about the extent and nature of child exploitation locally. This should include:

- Revising Terms of Reference for the RBSCB Child Sexual Exploitation Implementation Group and ensuring effective reporting arrangements;
- Ensuring that formal structures are in place to deal with 'cross-border issues';
- Ensuring that commissioning is well planned, informed, and effective;
- Ensuring involvement of non-statutory agency partners at all levels;
- Conducting a self-assessment of current arrangements; and
- Clarifying governance arrangements for the Sunrise Team and how the Strategy Group links to other bodies such as the Children's Trust.

### LESSON 2

***Children and young people are more likely to be protected from child sexual abuse if professionals, young people, parents and the wider community have a better understanding of the problem, can recognise key signs and know how to respond.***

#### Associated recommendations

1. Awareness-raising briefings should be held as a matter of urgency at high schools across the borough;
2. 'Train the trainer' sessions should be provided for professionals working with children and young people at risk of sexual exploitation as a basis for effective training of the wider workforce;



3. The RBSCB strategy should identify and ensure that appropriate levels of training/ awareness-raising/ information is provided for:
- those professionals for whom training in respect of child sexual exploitation should be mandatory;
  - those professionals where 'awareness-raising' activities are required;
  - those community groups where 'awareness-raising' activities are indicated, and
  - parents and carers.

### **LESSON 3**

***Children are more likely to be protected from sexual exploitation if professionals engage actively with the local community***

#### Associated recommendations

1. Partner agencies, particularly the local authority and the police, should review how they work with local communities and consider how communications and opportunities for representation can be further developed. This should include using third sector partners to gain access and build trust.

### **LESSON 4**

***For those children who are identified as being at risk of, or suffering harm through child sexual exploitation, it is essential that their needs are comprehensively assessed and that they are provided with good services, specific to their needs. This requires clear single and multi-agency policies and procedures and good practice guidance.***

#### Associated recommendations

1. RBSCB should ensure that policies and procedures in place for managing referrals in relation to children at risk of, or suffering harm through child sexual exploitation are used effectively.
2. RBSCB should provide good practice guidance for practitioners and managers to build their knowledge and support their work with children and young people at risk of sexual exploitation.

### **LESSON 5**

***Once perpetrators have been identified, it is crucial that police build the case against them and that prosecutions are secured. If this does not happen, children and young people will continue to suffer abuse and violence and lack confidence that agencies can protect them.***



#### Associated recommendations

1. GMP should ensure that all their staff are aware of appropriate legal compliance in evidence gathering requirements and that, when arrests have been made, that there are appropriate bail conditions in place to protect the victim/s.
2. Criminal justice organisations locally should work together to ensure that support is provided for sexually exploited young people throughout the whole process of reporting the crime, making a statement, pre-trial preparation, going to court and after the trial.

#### **LESSON 6**

***Disrupting the activity of perpetrators can reduce the incidence of abuse and sends a very valuable message to young people, their families and their carers. It is crucial therefore, that the RBSCB strategy requires both early preventative measures to be put in place, as well endorsing the use of more intrusive interventions.***

#### Associated recommendations

1. The RBSCB should ensure that the use of disruption tactics permeates the work with young people; work in particular locations; work with local businesses; and targeting offenders.
2. GMP and a representative of the Sunrise Team should attend Licensing Panels to assist the Chief Officer in determining applications where applicants have been interviewed about the sexual exploitation of children.

#### **LESSON 7**

***The effectiveness of multi-agency work to safeguard children and young people from sexual exploitation needs to be measured by evaluating progress against a set of key indicators***

#### Associated recommendations

1. RBSCB should establish a specific performance management framework to evaluate progress made by agencies in preventing child sexual exploitation; in diverting those at risk; in responding to the needs of those young people who are being sexually exploited; and in reducing the overall incidence of this type of abuse. RBSCB should provide challenge to agencies against that framework.



### **LESSON 8**

***Although review participants considered that there was currently a good understanding of the local prevalence of child sexual abuse, they recognised that this knowledge needed to continue to be updated, if prevention, disruption and intervention strategies are to be effective. It is important, therefore, that regular 'scoping' takes place to establish target potential offender and victim populations and to identify changing 'hotspot' locations.***

#### Associated recommendation

1. The RBSCB should establish multi-agency information-sharing meetings.
2. The RBSCB should ensure that these meetings collate and analyse information about offender and victim profiles and identify changing hotspot locations, so that disruptive action can be planned and taken.

### **LESSON 9**

***The review participants recognised the centrality of the Sunrise Team in safeguarding children and young people from sexual exploitation. However, the group concluded that there specific actions were required to develop and support the team.***

#### Associated recommendation

The RBSCB should ensure that agreed actions to develop and support the Sunrise Team are implemented. Agreed actions include:

- Oversight and governance of the team should be co-ordinated by RBSCB to ensure an effective multi-agency approach;
- Commissioning arrangements should be formally agreed and integrated into a service level agreement with clear outcome and other performance measures;
- Consistent, high quality staff supervision and professional support is essential to enable practitioners to deal with complex and difficult safeguarding issues. This supervision and support should be provided within the team structure;
- The role and responsibilities of the Sunrise Team should be communicated to all agencies/ professionals who work or come into contact with children and young people;
- The referral pathway into the Sunrise Team must be clearly communicated to all agencies and potential referral sources: the referral pathway should be simple and accessible;



- The Sunrise Team's should be supported to provide physical, psychological, social and emotional assessments, plus immediate and ongoing assessments of risk, witness protection measures, support for the family and a key worker system.



## 6. Summary of review recommendations

1. RBSCB should develop an effective local strategy, ensuring there is a co-ordinated multi-agency response to child sexual exploitation, based on the knowledge which already exists about the extent and nature of child exploitation locally.
2. Awareness-raising briefings should be held as a matter of urgency at high schools across the borough.
3. 'Train the trainer' sessions should be provided for professionals working with children and young people at risk of sexual exploitation as a basis for effective training of the wider workforce.
4. The RBSCB strategy should identify and ensure that appropriate levels of training/ awareness-raising/ information for:
  - a. those professionals for whom training in respect of child sexual exploitation should be mandatory;
  - b. those professionals where 'awareness-raising' activities are required;
  - c. those community groups where 'awareness-raising' activities are indicated and,
  - d. parents and carers.
5. Partner agencies, particularly the local authority and the police, should review how they work with local communities and consider how communications and opportunities for representation can be further developed. This should include using third sector partners to gain access and build trust.
6. RBSCB should ensure that there are clear policies and procedures in place for managing referrals in relation to children at risk of, or suffering harm through child sexual exploitation.
7. RBSCB should provide good practice guidance for practitioners and managers to build their knowledge and support their work with children and young people at risk of sexual exploitation.
8. GMP should ensure that all staff are aware of the appropriate and legally compliant evidence gaining requirements and that, when arrests have been made, that there are appropriate bail conditions in place to protect the victim/s.



9. Criminal justice organisations locally should work together to ensure that support is provided for sexually exploited young people throughout the whole process of reporting the crime, making a statement, the pre-trial preparation, going to court and after the trial.
10. The RBSCB should ensure that the use of disruption tactics permeates the work with young people; work in particular locations; work with local businesses; and targeting offenders.
11. GMP and a representative of the Sunrise Team should attend Licensing Panels to assist the Chief Officer in determining applications where drivers have been interviewed about the sexual exploitation of children.
12. RBSCB should establish a specific performance management framework to evaluate progress made by agencies in preventing child sexual exploitation; in diverting those at risk; in responding to the needs of those young people who are being sexually exploited; and in reducing the overall incidence of this type of abuse.
13. The RBSCB should establish multi-agency information-sharing meetings.
14. The RBSCB should ensure that these meetings collate and analyse information about offender and victim profiles and identify changing hotspot locations, so that disruptive action can be planned and taken.
15. The RBSCB should ensure that agreed actions to develop and support the Sunrise Team are implemented. Agreed actions include:
  - a. Oversight and governance of the team should be co-ordinated by RBSCB to ensure an effective multi-agency approach;
  - b. Commissioning arrangements should be formally agreed and integrated into a service level agreement with clear outcome and other performance measures;
  - c. Consistent, high quality staff supervision and professional support is essential to enable practitioners to deal with complex and difficult safeguarding issues. This supervision and support should be provided within the team structure;
  - d. The role and responsibilities of the Sunrise Team should be communicated to all agencies/ professionals who work or come into contact with children and young people;
  - e. The referral pathway into the Sunrise Team must be clearly communicated to all agencies and potential referral sources: the referral pathway should be simple and accessible;
  - f. The Sunrise Team's approach should include physical, psychological, social and emotional assessments, plus immediate and ongoing assessments of risk, witness protection measures, support for the family and a key worker system.



### **Addendum**

#### **Meeting with the victims and witnesses**

When the CSE review was planned, it was the RBSCB's intention to meet with the young people who were victims and witnesses to the abuse that had occurred. Their voices and opinions would be of the utmost importance when considering what lessons needed to be learnt and to help plan and inform future service interventions. Officers from GM Police and Children's Social Care (CSC) that were still in with contact and offering services to the young people made initial contact. An independent worker facilitated and conducted the interviews with the young people and their families. Not all of the victims of the Court case were willing to take part in this part of the learning process. Suzie did take part in this process. The following highlights the key themes raised by the young people and the parents who took part in interviews.

#### **1. Assessments and interventions by agencies**

All of the victims clearly identified agencies which they considered helped them and those agencies that had not been supportive. They expressed frustration with the initial response from CSC and the police and described these services as 'not listening' to them. They felt that they had cooperated fully with police processes and given sufficient information for the agencies to help protect them but nothing changed and the abuse carried on. CIT and Early Break were identified by two of the victims as being particularly helpful and acting as advocates on their behalf. CIT identified which services could help them and tried to get CSC and the police to do something. One of the victim's parents reported that the police and CSC did not tell them what was happening and said that their 16-year-old daughter was just hanging out with a 'bad crowd' and was making choices about relationships and sexual partners. He informed that no one told him that these choices involved his daughter having contact with such men.

#### **2. Power of the perpetrator**

All the victims described in detail the control the perpetrators had over every element of their lives. The threat of and in some cases the use of violence to control the victims was evident. These threats often included proposed violence against the victims' families. This intimidation was given as one of the reasons the young people did not tell their parents what was happening and why they did not engage with services earlier. The victims explained that the perpetrators told them that they had committed the crime that they were prostitutes and that no one would believe them.



### 3. Isolation

The victims describe being trapped with no hope of escape from the abuse. They felt unable to tell their parents or friends what was happening as they felt they would not be believed. A common disclosure by the young people was that even when they cooperated with agencies, nothing changed, the abuse continued.

The interviewer would like to comment on the engagement of the young people in this process. They were open, honest and engaged fully during what must have been an ordeal in reliving past events. The bravery shown by these young people was a humbling experience.



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**Meeting of the Decision Session – Cabinet Member for Education, Children and Young People**      **25 October 2012**

Report of the Director of Adults, Children and Education

**Development of a Local Integrated Family Service (incorporating York's response to the national Troubled Families Initiative)**

**Summary**

1. This document sets out the development of a new locality based Integrated Family Service (IFS). This new service incorporates a local response to the government's Troubled Families initiative whilst also serving a wider group of vulnerable families in the city.
2. The Cabinet Member is asked to endorse both the approach and arrangements for the delivery of these new services.

**Background**

3. The national Troubled Families initiative provides additional funding, on a payment by results basis, for local services to work with 315 York families over the next three years.
4. To claim this funding the local authority has to first demonstrate specific improvements in these families' circumstances.
5. Families identified for this support must meet nationally prescribed criteria including:
  - a child or young person involved in youth crime and/or anti social behaviour namely youth crime and/or anti-social behaviour
  - school attendance issues
  - family worklessness

A fourth criteria, cost to the public purse and some local discretion, comes into play only if the first three criteria are met.

6. The opportunity to target and provide additional support to these families is welcome and work is already underway to identify those families whose needs might be met through this initiative.
7. A pilot service has already been launched with the former Catalyst Team (Family Intervention Project) trialling a local Troubled Families service.
8. Going forward, the model will build on what we know is working well locally and take into account recent national research.

*[Annex A shows how the new Integrated Family Service fits within our local pyramid of need.]*

9. The launch of this new Troubled Families initiative is timely. It links well with a number of other work streams across the wider children's services designed to keep families together and to reduce the need for children entering public care.
10. In York, we recognise that there are many more than the 315 families described by the governments formula who need additional support and intervention. These families include those where there are issues of domestic abuse, drug or alcohol misuse, mental health problems, homelessness and other factors causing distress.
11. Our local approach is to bring together all those services currently providing support to families. In this way we will create a single cohesive service arrangement which meets the needs of all vulnerable families whilst also meeting the requirement of the Trouble Families initiative.

### **The Proposed Structure**

12. The new structure will see the introduction of three teams located in areas of highest need but collectively serving the whole of York.

*[Annex B illustrates the staffing structure and Annex C the proposed locality boundaries]*

13. Each team will comprise of nine full-time-equivalent Integrated Service Practitioners and be led by an Integrated Family Service Practice Manager.

14. The teams will be supported by a health practitioner who will act as a consultant and a link to wider health services.
15. Careful tracking and measuring of outcomes for families is essential if the service is to demonstrate its impact and effectiveness. The Troubled Families payment by results model requires a particular level of data collation and analysis in order to draw down the national reward money. In the circumstances, a business support officer will also be appointed to support the service.
16. The overall service will be led by the integrated family service manager to whom the three practice managers, the health professional and the business support officer will report. This post will incorporate the Troubled Families 'Trouble Shooter' role (a role which is a funding requirement as set out by government). Administrative support will be provided to each locality team.

### **Partnership with the Wider Children's Workforce**

17. Each locality team will be supported by a multi-agency reference group made up of professionals and members of the local community. This panel will maintain the partnership input into this service within the locality, have an overview of the work of the locality team, and of data and outcomes and provide local intelligence to support the identification of troubled families and families with multiple and complex needs specifically those held within their own agencies.
18. The reference group will also look at some of the wider issues within the community and the root causes of many of the issues impacting on children and families well being.
19. The integrated family service practice manager will provide regular reports to this partnership.
20. Further work with partners will be ongoing in drawing professionals into the wider integrated family service teams with a view to professionals from other agencies being either co-located with the teams or working closely with them in other ways.

## **The Role of the Integrated Family Service Practitioner**

21. As lead practitioner, the Integrated Family Service Practitioner will:
  - use the Common Assessment Framework [CAF] to carry out their initial assessment on all referrals building on any CAF or deemed CAF - that has already been completed. A new “Family CAF” is currently in development for this purpose.
  - develop a family agreement which is approved by every individual in the family according to their age and understanding. (Agreements will be made and agreed in an appropriate format so that every individual is enabled, wherever possible, to take part.)
  - draw up a whole family support plan, which includes targets for individual family members, including motivators and sanctions. The plan will build on family strengths and aim to develop resilience and independence to ensure sustainable change
  - co-ordinate the team around the child/family bringing in all of those services which might be appropriate to meet the needs of the children and the family. (These services might include Children’s Centres, Integrated Youth Support or other agencies such as schools, CAMHS, Health Visitors, IDAS, Home Start, Young Carers, other voluntary organisations etc.)
  - review family support plans on a regular basis with the family and team around the family, brokering additional support for the family according to need
22. Assessment, planning, intervention and reviewing will be a continuous process and will always be whole-family orientated with a focus on the individual needs of each child in that family context and that of the wider environment.
23. Intervention will commence immediately, whilst the assessment is ongoing, and will last as long as necessary, with up to around 12 months involvement.

## **Workforce Development**

24. An Integrated Family Service Task Group is currently working with the workforce development unit to draw up individual training needs assessments using the qualifications, skills and knowledge specifications for each post. These will be distributed to the prospective Integrated Family Service staff in October with the

analysis of training needs to take place at the beginning of November.

25. Individuals who have specific needs will be supported to undertake training.
26. The WDU Steering Group will ascertain where training for Integrated Family Service staff can be linked with other CYC or multi-agency training for example with the Youth Support Service or children's centres or the wider children's and adults' workforce.
27. The basic minimum requirement for all Integrated Family Service staff would be training in:
  - basic child protection awareness
  - Working Together 2010 (and 2012 when it is finalised)
  - integrated working
  - individual needs will be ascertained through PDRs and supervision

### **Recording and Reporting**

28. Case records would be kept on every child/family on an agreed database. The system used will need to have functionality to report on the progress of Troubled Families for payment by results purposes.
29. A number of external providers have submitted specifications for databases as a direct response to the government's Troubled Families initiative. These have proved to be either too costly or not up to the job or both.

### **Timescales**

30. The implementation of the new service is phased:
  - phase 1 – Troubled Families team 1 at York High School - already in place
  - phase 2 - Catalyst Central becomes Troubled Families team 2 – September 2012
  - phase 3 – Whole Integrated Family Service set up – three teams across the city. Early December 2012
  - transition of staff and families throughout

## **Consultation**

31. Consultation has taken place with all staff in scope in line with the Council's change management guidance. There has also been extensive consultation with partner agencies in single and multi-agency forums.

Consultation with partner agencies continues.

## **Options**

32. A new Integrated Family Service to be created combining the skills and experience of the Catalyst Family Intervention Project workers, three parent support advisors and the family support workers currently placed within social care. This service would sit outside social care and work intensively with families with children on the edge of care or other statutory interventions.

## **Analysis**

33. The new Integrated Family Service would have the advantage of having the capacity to work intensively with those families whose children might otherwise become looked after or subject to other statutory interventions.
34. The aims and advantages would be:
- good outcomes for children and young people as a result of intensive support.
  - a reduction in the number of referrals requiring statutory intervention from social care.
  - reduction in numbers of children who become looked after.
  - reduction in levels of youth crime
  - continuing improvements in school attendance figures
  - increased capacity at statutory level for those families who need it.
  - reductions in re-referral rates to statutory services.
  - increased resources to re-invest in prevention.

## **Council Plan**

35. The proposals relate to these priorities:

### Create jobs and grow the economy

36. The Integrated Family Service and specifically the Troubled Families initiative is focused upon supporting people out of worklessness and into employment or training. The service will work closely with others – JCP and the Future Prospect's European Social Fund project to name two – in order to achieve this. Local people in communities will be encouraged to support others in their communities and by doing so, increase their own confidence and capacity to be ready for employment.

### Build strong communities

37. The staff will work across localities but will become familiar with, and to, each community within those localities focusing particularly on those communities with the highest level of deprivation and need. They will work with families, extended families, friends, neighbours and the wider communities bringing in whatever services and support networks are identified with the families as providing the most useful support.

### Protect vulnerable people

38. The prime aim of the service is to work with those children and families who are in the greatest need and have escalating levels of vulnerability. Families who meet the Troubled Families criteria and who have multiple and complex needs will be identified through the Children's Front Door as recipients of the service.

## **Implications**

### **Financial**

39. The budget for the new Integrated Family Service has been formed from a number of budgets from the previously separate services that have been combined together, and is also supported by the new Troubled Families Grant from the Department for Communities and Local Government (DCLG), which has been confirmed for the three years from 2012/13 to 2014/15.
40. The Troubled Families Grant is made up of two elements, an upfront payment and a payment by results factor. The total grant available to City of York is £1,052k over the three years. The grant is profiled over the three years based on the number of families the local authority expects to identify and work with each

year, and has been agreed with the Troubled Families Unit at DCLG. To enable local authorities to staff up their teams the upfront payment is front loaded into the early years. The profile of payment is shown in the table below.

	2012/13 £000	2013/14 £000	2014/15 £000	Total £000
Up-front grant	330	240	96	666
Payment by results (at 100% success)	82	160	144	386
<b>Total</b>	<b>412</b>	<b>400</b>	<b>240</b>	<b>1,052</b>

41. The total budget for the service is £792k in 2012/13, £1,213k in 2013/14 and £1,241 in 2014/15. Budgets transferred into this team are £377k from the current Parenting and Catalyst Budgets and £306k from Family Support. The grant received in 2012/13 will not all be needed as the team is being staffed through the year, but any unspent grant can be carried forward to support the costs in future years.
42. It may be possible to source additional funding either nationally or locally in support of this programme, together with resources in kind from agencies with an interest in investing in the new service. Funding for resources for individual families will also be sought from charitable organisations.

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

43. A full process of consultation with the staff affected by the restructure has been carried out followed by an assimilation process.
44. All staff in scope have now been offered a post in the new structure.
45. Redeployees in the redeployment pool have been considered for posts still vacant and any further posts will go out for recruitment.

**Equalities**

46. An equalities impact assessment is being completed. There are no significant equalities issues.

**Legal**

47. No significant implication.

**Information Technology (IT)**

48. The likely database to be used by the Integrated Family Service will be the eTrak database which links with a number of other databases across the children's workforce. This was developed in-house for CA&A and can be adapted to meet the needs of the Integrated Family Service for both recording and reporting. A specification for this has been submitted to IT and development is underway.

**Property**

49. Venues for office bases are being identified for each of the three teams in each locality they will serve. The team in the West of York will remain at York High School where the pilot is based currently. The team covering the North of the city will be based at Canon Lee. Options are being explored for the office base in the South East of the city.
50. These bases will require a minimum level of refurbishment which will have a cost attached but most of the office equipment and IT hardware will be found through the fall out from the move to West offices for city-based CYC staff.
51. The Integrated Family Service office bases will be in areas identified as having the highest levels of deprivation and need. Staff will become familiar with, and to, local communities and meet regular with service and community leaders. Staff will also work in other areas of their locality.

**Risk Management**

52. It is important to ensure sufficient capacity in the IFS and this should be informed by:
- numbers of "Troubled Families" as defined by the "Troubled Families" guidelines and criteria but no less than 315 over the

period of three years (including those cases held possibly by other services)

- the number of cases to be transferred into the new service from the existing children's social care Family Support Service
  - an analysis of the likely numbers of cases at Tier 2 which meet the agreed criteria for Integrated Family Service
  - levels of need in terms of intensity of work required with each family
  - skills, knowledge and experience of the workforce and individuals within the workforce
53. We would anticipate that the service will work with around 200 families per year, including Troubled Families, but this will be kept under constant review.
54. Some capacity issues will be addressed by the absence of some of the duplication which currently exists in service provision. For example many cases currently held by social care have input from a family support worker and from a Catalyst worker.

## **Recommendations**

55. A new Integrated Family Service to be created combining the skills and experience of the Catalyst Family Intervention Project workers, three parent support advisors and the family support workers currently placed within social care. This service would sit outside social care and work intensively with families with children on the edge of care or other statutory interventions.

*Reason: Rising numbers of looked after children and children subject to a child protection plan highlights the need for a new approach to working with families to prevent issues escalating to this scale. Evidence suggests that intensive work with families, outside of the remit of social care, can be successful.*

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**Chief Officer Responsible for the report:**

Eoin Rush  
 Assistant Director (Children's  
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Pete Dwyer  
 Director, Adults, Children and  
 Education

**Report  
 Approved**

**Date**

**Specialist Implications Officer(s)** None

*Finance*

*Mike Barugh*

*Principal Accountant – CBSS*

*01904 554573*

**Wards Affected:**

All

For further information please contact the author of the report

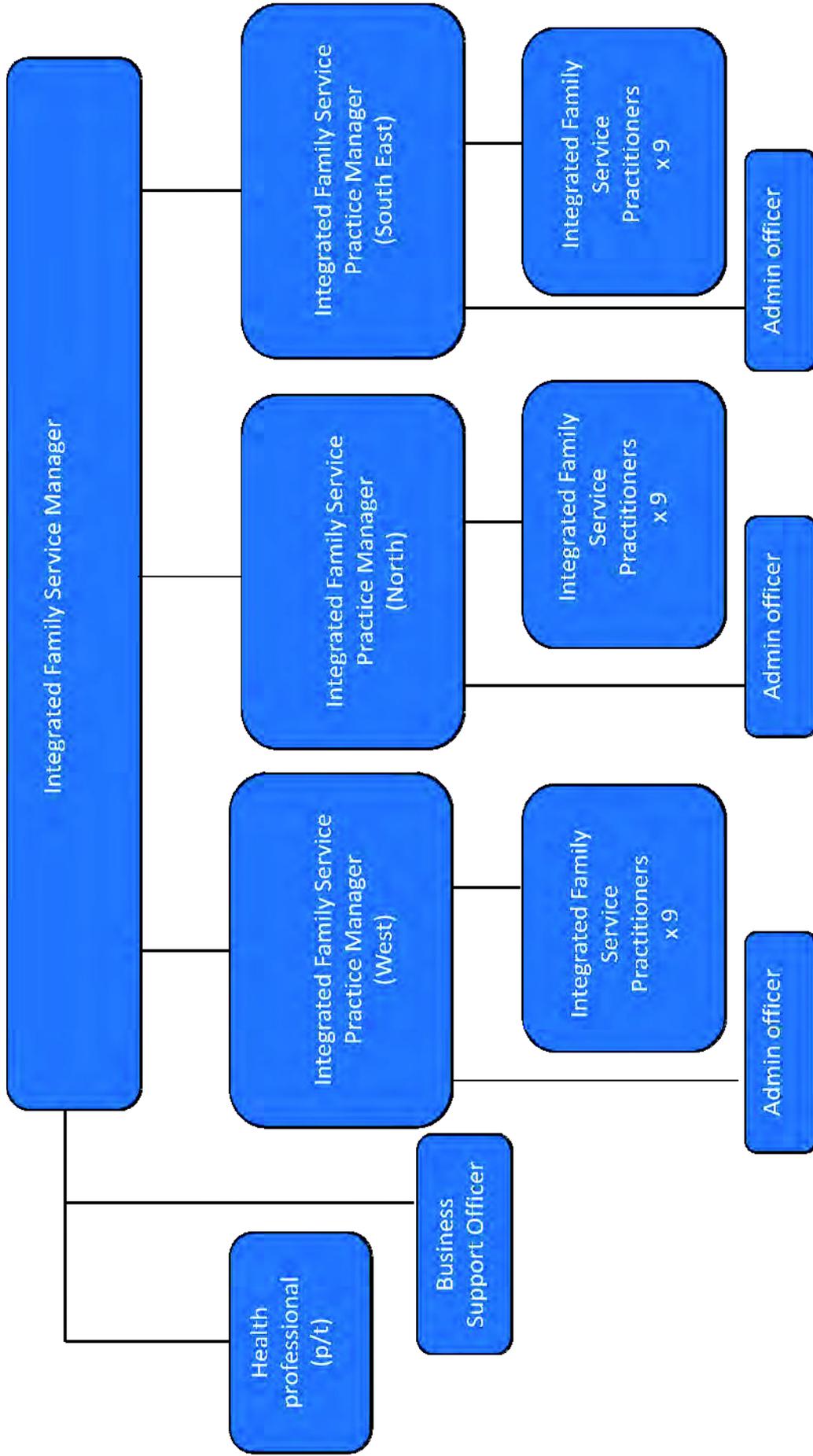
**Background Papers**

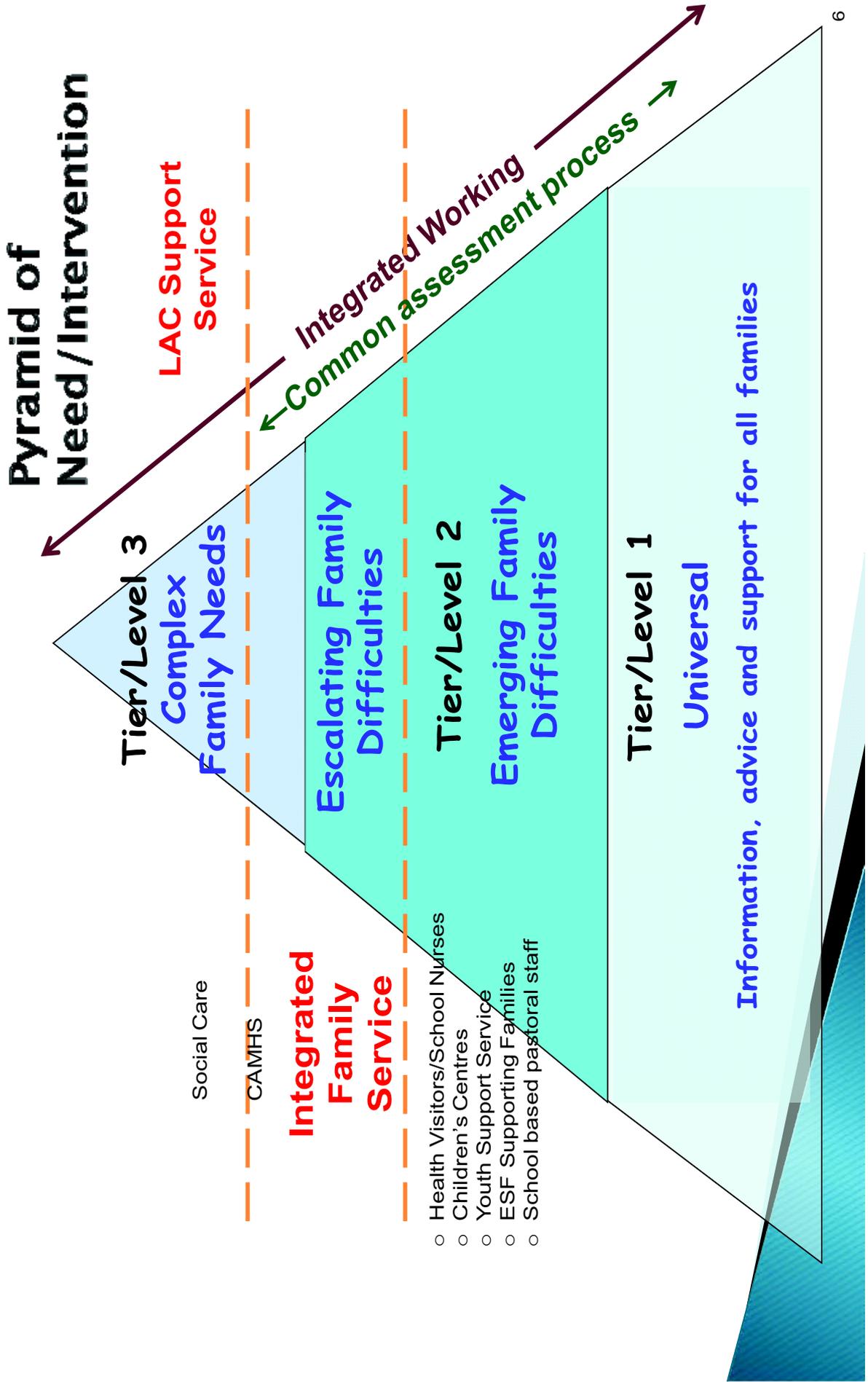
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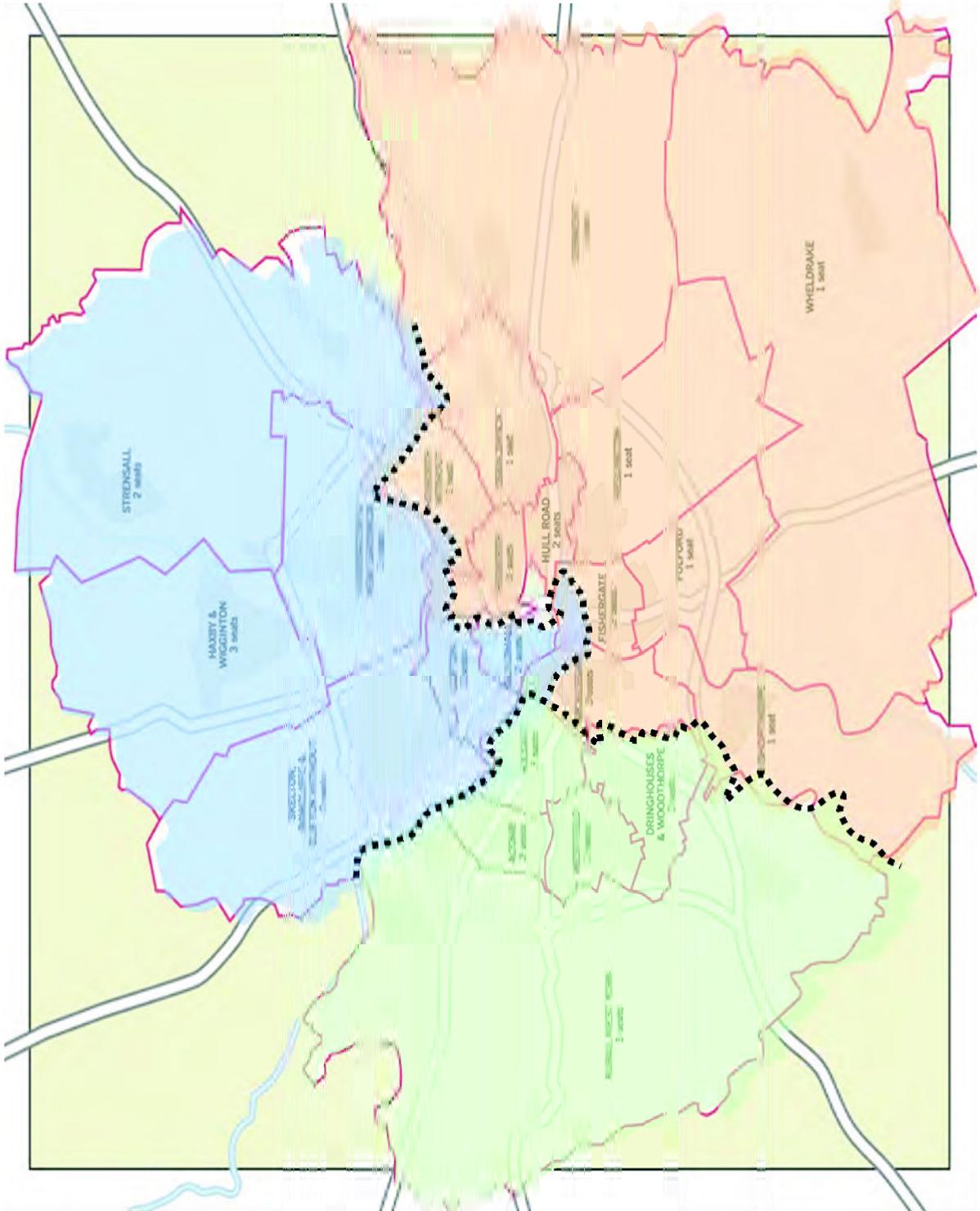
**Annexes**

- Annex A: Integrated Family Service structure
- Annex B: Level of intervention
- Annex C: Integrated Family Service localities

# Annex A: Integrated Family Service Structure







## Learning & Culture Overview & Scrutiny Committee Work Plan 2012-13

Meeting Dates	Work Programme
13 June 2012 @ 4:30pm	<ol style="list-style-type: none"> <li>1. YMT Collections Scrutiny Review Interim Report</li> <li>2. Draft Workplan – Including List of Proposed Topics for 2012/13 &amp; Associated Documents</li> </ol>
18 July 2012 @ 5pm	<ol style="list-style-type: none"> <li>1. York Museums Trust – Partnership Delivery Plan Bi-annual Update Report</li> <li>2. Feedback Reports from Young Inspectors Work on Parks (Carole Pugh)</li> <li>3. Year End Finance &amp; Performance Monitoring Report</li> <li>4. Update on previous Libraries Scrutiny Review, &amp; Forthcoming Consultation on Libraries</li> <li>5. Ofsted Feedback Report on Safeguarding (Pete Dwyer)</li> <li>6. Workplan</li> </ol>
19 Sept 2012 5pm @ Rowntree Park Cafe <i>after Tour of Park</i>	<ol style="list-style-type: none"> <li>1. York Theatre Royal – SLA Performance Bi-annual Update Report</li> <li>2. First Quarter Finance &amp; Performance Monitoring Report</li> <li>3. Presentation on Careers Advice in support of Scrutiny Topic Submitted by Cllr D’Agorne</li> <li>4. Update on previous Libraries Scrutiny Review, &amp; Forthcoming Public Consultation on Libraries (FW)</li> <li>5. Workplan</li> </ol>
21 Nov 2012 @ 5pm	<ol style="list-style-type: none"> <li>1. Update from Cabinet Member for Education, Children &amp; Young People’s Services</li> <li>2. Second Quarter Finance &amp; Performance Monitoring Report (Richard Hartle)</li> <li>3. YMT Collections Scrutiny Review Draft Final Report</li> <li>4. Workplan</li> </ol>
23 January 2013 @ 5pm	<ol style="list-style-type: none"> <li>1. Attendance of Cabinet Member for Leisure &amp; Culture – Update on priorities and challenges</li> <li>2. Scoping Report for CEIG Scrutiny Review</li> <li>3. Bi-annual progress report on Safeguarding &amp; Looked After Children</li> <li>4. Workplan</li> </ol>
20 March 2013 @ 5pm	<ol style="list-style-type: none"> <li>1. Third Quarter Finance &amp; Performance Monitoring Report</li> <li>2. York Museums Trust – Partnership Delivery Plan Bi-annual Update Report, Development Plan Update (Gill Cooper) &amp; Revised Acquisition &amp; Disposals Policy (YMT)</li> <li>3. York Theatre Royal – Service Level Agreement Performance Bi-annual Update Report</li> <li>4. Update on Parks Development</li> <li>5. Workplan</li> </ol>
1 May 2013	<ol style="list-style-type: none"> <li>1. Draft Workplan for 2013/14 – Discussion re Possible Topics for Review</li> </ol>

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## **Learning and Culture Overview and Scrutiny Committee**      23 January 2013

Report of the Assistant Director (Communities, Culture and Public Realm)

### **York Theatre Royal: Update to December 2012**

#### **Summary**

1. This report is to inform the Scrutiny Committee of the progress and performance of the York Theatre Royal under the current Service Level Agreement (SLA). The report in Annex 1 has been prepared against the SLA requirements below and as previously requested by the Learning and Culture Overview and Scrutiny Committee.

#### **Background**

2. The SLA is a joint agreement between the Council and the York Theatre Royal. The SLA sets out:
  - The key objectives of the partnership and partnership arrangements
  - Performance targets and indicators to be met by the Theatre
  - Performance information to be provided, review and reporting procedures
3. Reports are brought to Scrutiny Committee twice a year to report on performance against the outcomes agreed in the SLA. In order to achieve the aims set out in the SLA the council requires the Theatre to :
  - Provide a year round programme of work which shall include in-house productions, including a pantomime, youth theatre productions, touring drama productions, and hires to local amateur companies.
  - Provide sign language interpreted and audio described performances, and touch tours.
  - Provide a regular Youth Theatre for at least 250 young people annually.

- Provide educational activities related to each main house production, including special matinees, talks, teachers' packs, workshops and visits to schools.
- Provide a range of activities to engage older people in activities connected with the Theatre
- Develop The Studio programme promoting new and culturally diverse work: using the space to provide opportunities for local voluntary arts organisations and to develop the creative infrastructure of the city.
- Provide student placements and careers advice to support the development of a strong local creative sector.
- Develop the De Grey Complex, along with the Theatre, as a creative production hub for the city
- Work with key stakeholders on the Cultural Quarter developments as well as other developments as appropriate.

### **Consultation**

4. This report is for information only and there is no consultation to consider.

### **Options**

5. This report is for information only and there are no options to consider.

### **Corporate Objectives**

6. York Theatre Royal contributes to a number of corporate objectives including creating a world class culture under Jobs and the Economy and strengthening community participation under Stronger Communities.

### **Implications**

7. **Finance:** The Council's funding for the period under report, 2012/13, is £304k.
8. The report has no additional implications relating to:
  - Human Resources
  - Legal
  - Crime and Disorder
  - Equalities
  - Information Technology

**Risk Management**

- 9. In compliance with the Council’s risk management strategy there are no risks associated with the recommendations of this report.

**Recommendations**

- 10. The Scrutiny Committee is asked to note the report and comment upon the progress that the Theatre has made in the last 3 months

Reason: To fulfil the Council’s role under the Service Agreement.

**Contact Details**

**Authors:**

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**Chief Officer Responsible for the report:**

Charlie Croft  
Assistant Director (Communities and  
Culture)

**Report Approved**  **Date**

**Wards Affected:**

All



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

**Background Papers: None**

**Annexes**

Annex 1: York Theatre Royal Performance report

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## Annex 1

### York Theatre Royal: Service Level Agreement report

#### January 2013

This report will give an update of delivery against the Service Level Agreement (SLA) between the City of York Council and York Citizens' Theatre Trust Ltd. The report covers the period from September 2012 to January 2013 with an update of delivery on quantitative measures from the start of the financial year in April 2012.

Total audience for April to December 2012 is 107,900. Target audience for full year is 160,000.

#### **PARTNERSHIP DELIVERY 2012/2018**

SLA conditions are noted in bold with the details of how the theatre has been working to achieve them underneath.

- 1. Provide a year round programme of work which shall include in-house productions, including a pantomime, youth theatre productions, touring drama productions, and hires to local amateur companies**

Over the period from September 2012 to January 2013 York Theatre Royal has presented 210 performances in its Main Theatre and Studio of 28 different productions.

York Theatre Royal produced 6 new productions over this period including **The Loneliness of the Long Distance Runner**, **Rapunzel**, **The Guinea Pig Club** and the annual pantomime. The York Theatre Royal Youth Theatre produced a large scale production in the main theatre with over 70 young people of Philip Pullman's **His Dark Materials** and 2 local amateur companies **York Opera** and **York Shakespeare project** produced and presented **Iolanthe** and **Othello** respectively. Other work included the Royal Shakespeare Company with a production of **King Lear** for young people, Miriam Margolyes with **Dickens' Women** and a small scale production of **Les Miserables**.

- 2. Provide sign language interpreted and audio described performances and touch tours**

All of the York Theatre Royal productions in the main theatre have both sign interpreted and audio-described performances. In addition the theatre also offers captioned performances. All theatre productions that

tour to the theatre for a week in the main theatre offer audio-described performances. The theatre has a pool of dog sitters for guide dogs.

### **3. Provide a regular Youth Theatre for at least 250 young people annually**

Between September and December (Autumn Term) 313 young people took part in the Youth Theatre at 14 different youth theatre groups from the ages of 5 to 18. They attended 11 weekly classes and 67 young people were involved in a production of *His Dark Materials*.

15 young people the ages of 8 to 18 took part in the Youth Theatre Forum and attended 5 Forum sessions across the Autumn Term.

**5-7s** - have been looking at Grimm Tales and developing storytelling skills linked with seeing **Rapunzel**.

**8-10s** - have had a term focusing on Shakespeare and **King Lear**, linked with their trip. Three out of the four groups have been participating in *Arts Award Explore*, with 30 of them being moderated at the end of the year (the fourth group was involved in the pilot scheme.) Two groups had the opportunity to participate in a workshop led by RSC actors and the creative team and all groups attended a post show discussion led by the RSC.

**11-13s** - These groups have been looking at Dickens' characters with a focus on **Dombey and Son**.

**14-16s** - All groups looked at **The Loneliness of the Long Distance Runner** which then developed into work on youth justice in performance, looking at the issues from the play.

**16+** - All were involved in the production of **His Dark Materials** in the main house for the first half of term. Project M have then been working on mask techniques and Project N are participating in a Holocaust project and will perform at the Holocaust Memorial Civic Event in January.

### **4. Provide educational activities related to each main house production, including special matinees, talks, teachers' packs, workshops and visits to schools**

#### **Early Years**

**Storymakers** is a regular Wednesday morning activity at the theatre for under 5s. This is now regularly oversubscribed and will increase to two sessions in spring 2013. Alongside the Theatre-based sessions, we

have delivered **Storymaker** sessions in 4 Children's Centres: Haxby Road, Clifton, Tang Hall Community Centre and Knavesmire. We are also offering **Singamajigs**, a regular Tuesday morning session, which introduces rhythm and song to pre-schoolers

### **Children's University Passport Scheme**

We have now completed our first six months as a Validated Learning Destination.

### **Schools**

The theatre provided workshops to accompany most of its main and studio theatre productions in the autumn season. **Loneliness of the Long Distance Runner** offered open rehearsal days and workshops on contemporary writing to Key Stage 4/5 and A Level students. **Rapunzel** offered 6 Theatre Days for reception up to year 2 students, all of which were sold out. **The Guinea Pig Club** had an on stage event with director and cast and workshops on exploring body image. The new three year partnership with the **Royal Shakespeare Company** started in earnest with activity at the York High School which will be the hub school in York. Workshops and performances of **King Lear** were held for over 500 students at York High and at York Theatre Royal.

We have five schools signed up already for our **Playhouse** project this year, and it's looking promising that we will be able to recruit the six schools we need. We are commissioning Brendan Murray to write our play this year – Brendan recently won the Writers' Guild Best Play for Children and Young People for **Hare & Tortoise** with our partners Tutti Frutti productions. The other plays are being commissioned by Plymouth Theatre Royal and Polka Theatre from Oladipo Agboluaje and Phil Porter.

### **Higher Education**

York Theatre Royal has been delivering weekly Stanislavski sessions on the York St John University's **Acting to Performance** module this term. This has involved the first year drama students working and learning in a professional environment right at the start of their studies. We also supported and hosted an excellent showcase for the three graduate prize winners.

## **5. Provide a range of activities to engage older people in activities connected with the Theatre**

A new organisation-wide group has been formed to develop our participatory work with older people. It has worked with the Friends of

York Theatre Royal as an advisory group for new ideas. As a result we have started a new pre-show discussion session called a *Spotlight*, which focuses on the director of a production and other members of the creative team, held before the midweek matinee. These have worked really well in reaching our older audiences.

We continue to offer the Adult Acting classes on a weekly basis. These groups are over-subscribed. In this term they produced a site specific piece of theatre that brought to life characters and incidents in the history of the theatre.

**6. Develop The Studio programme promoting new and culturally diverse work: using the space to provide opportunities for local voluntary arts organisations and to develop the creative infrastructure of the city.**

The Studio Theatre programme between Sept and December included 18 different productions. This included 3 storytelling shows including The Caribbean Spook Tales and Stories from the World and Speak of Me as I am about the 19<sup>th</sup> Century Black actor, Ira Aldridge. York Shakespeare Project produced Othello, its first show at York Theatre Royal. Other local events included a series of talks with York St John University with local artists, writers and theatre makers and the York St John Graduate Prize.

**7. Provide student placements and careers advice to support the development of a strong local creative sector**

York Theatre Royal had 61 people on work placement at the theatre between April and December 2012. This does not include any volunteer placements for York Mystery Plays. York Theatre Royal also started a new Creative Engagement paid internship, a full time position in partnership with York St John University.

We have attended two careers events at Huntington School in October and November to introduce theatre careers to young people, *Raising Aspirations* for 11-12 year olds and *Aspiring Enterprise* for 14-15 year olds. Another event for 14-19 year olds is planned for March 2013.

**8. Develop the De Grey Complex, along with the Theatre, as a creative production hub for the city**

The De Grey complex has been used by 17 different companies from September to December to rehearse, produce theatre and offer

workshops. The companies include Royal Shakespeare Company, Flanagan Collective, Snickleway Theatre Company, tutti frutti, Pilot Theatre Company, Trestle Theatre Company, Mud Pie Arts and Watershed Productions. In addition De Grey House houses a further two creative companies: Aesthetica and the Creative Arts Partnership.

The new Friends of the York Mystery Plays have held their inaugural meetings in the Rooms and continue to meet regularly in the Rooms.

In addition we have held three public dance events and 25 different functions from conferences to weddings.

### **9. Work with key stakeholders on the Cultural Quarter developments as well as other developments as appropriate**

York Theatre Royal submitted a bid for £2.8 million to the Arts Council capital fund for a £4 million re-furbishment project that will add to the quality of experience at the theatre. York Theatre Royal's Chief Executive has joined a Cultural Quarter re-invigorate York group of partners to discuss and set the aims for the development of the area. York Theatre Royal's Chief Executive has also been working with the Better Bus Initiative to agree a partnership approach to the development of the Theatre Royal Bus Exchange in St. Leonard's Place.

The theatre is also working with Askham Bryan College and Re-invigorate York on improving the patio and garden between the main theatre building and the De Grey House. This project will be mostly funded through the Friends of York Theatre Royal and will open up the view to the Minster from St Leonard's Place and improve the landscaping in the Garden.

Liz Wilson Chief Executive

York Theatre Royal 16<sup>th</sup> January 2013

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