
**Learning and Culture Policy and Scrutiny
Committee**

22 June 2015

Report of the Assistant Director Governance & ITT

Tour de France Scrutiny Review – Feasibility Report

Summary

1. This report considers the feasibility of conducting a review of the scrutiny topic submitted by Cllr Cuthbertson in November 2014, which proposes a review of the planning, promotion and delivery of the Council's programme of activities which accompanied the Tour de France.

Background to Tour de France

2. Just before Christmas 2012 it was announced that Yorkshire had been successful in securing the Grand Départ of the Tour in Leeds, and in mid January 2013 it was announced that York had secured the second stage start.
3. In February 2013 Cabinet agreed the Council's commitment to staging the Grand Départ and that the £500k hosting fee would be met from the Economic Infrastructure Fund. They also agreed an approach for the regional and local legacy and cultural work, and gave delegated authority to the Chief Executive, in consultation with the Leader of the Council, to enter into an agreement with Welcome to Yorkshire and Leeds City Council to host the Grand Départ.
4. This led to a local delivery structure being established across the Council and its Partners, shaped around five themes including the Event, the Local Legacy, Cultural Opportunity, Communications and Commercial Opportunity.
5. A programme management process and system was also put in place to ensure that all identified and emerging threats were recorded and planned for as part of the overall planning framework. opportunities were also managed utilising the same process. This enabled CYC to produce an event plan for the Tour de France that maximised the council's ability to deliver the strategic objectives at both a local and regional level.

6. In October 2013 Cabinet agreed the following strategic objectives for the York element of the Tour de France (TDF)
- To deliver a safe and enjoyable event in York, which enhances the reputation of our City
 - To maximise the economic benefit and opportunity in the short, medium and long term
 - To secure a long lasting legacy across our communities, culture, cycling infrastructure and health
7. The York programme was project managed by a small team of dedicated officers with additional support from service delivery managers across the organisation. The role of Planning Coordinator was taken by the Head of Culture, Tourism and City Centre, with back fill arrangements made to ensure business continuity in the Festival and Events area.
8. At the same time, Cabinet also agreed the following budget allocations:
- a. £200k from capital contingency
 - b. £200k from Delivery and Innovation Fund
 - c. £473k from General Contingency
9. At that time the projected cost for staging the event and legacy events was £1,664k. This is shown in the table below by event costs, legacy costs and regional contributions:

| | 2013/14 £'000 | 2014/15 £'000 | Total £'000 |
|---|------------------|------------------|----------------|
| <u>Event Costs</u> | | | |
| Event Costs for 6 th July 2014 | | 564 | 564 |
| Highways | | 200 | 200 |
| Project Management | 73 | 148 | 221 |
| Marketing and Communications | 25 | 75 | 100 |
| Total Cost of Event | 98 | 987 | 1,085 |
| <u>Legacy Costs</u> | | | |
| Local Legacy Events | 20 | 45 | 65 |
| Regional Legacy | 20 | 14 | 34 |
| Total Legacy Costs | 40 | 59 | 99 |
| <u>Regional Contributions</u> | | | |
| Regional Fee | 430 | | 430 |

| | | | |
|--------------------------------------|------------|--------------|--------------|
| Contribution to Welcome to Yorkshire | 50 | | 50 |
| Total Regional Contributions | 480 | 0 | 480 |
| Total Costs | 618 | 1,046 | 1,664 |
| Budget Approved | -500 | | -500 |
| Government Contribution | | -291 | -291 |
| Net Budget Requirement | 118 | 755 | 873 |

10. Members approved use of the Economic Infrastructure Fund to fund the regional contributions (£500k) and the government provided a contribution to the event of £291k. This left a net budget requirement of £873k. This level was over and above resources funded from core budgets to deliver the event. In October 2013, the timing of the costs and expenditure between the years was indicative and the exact profile between years of allocations was later confirmed as part of the budget process in February 2014.

11. It was proposed to fund the Highways costs by use of Capital contingency (£200k). The balance of the outstanding budget requirement (£673k) was to be met from a contribution from the Delivery and Innovation Fund (£200k) and an allocation from the Council contingency (£473k).

12. In October 2013 at the time Cabinet agreed the budget allocations:

- The Capital Contingency stood at £676k – an allocation of £200k towards the highways works left a balance of £476k
- The balance on the Delivery and Innovation Fund stood at £550k therefore a contribution of £200k left a balance of £350k
- There was a general revenue contingency of £450k and the two year budget agreed in February 2013 set out plans to both maintain and increase it. Those resources were sufficient to fund the remaining £473k and it was proposed that the final split of funding from different financial years would be agreed at the time of the budget setting in February 2014.
- It was anticipated that additional revenues from parking and licensing would accrue to the council. However, no levels were assumed and it was agreed such income would be returned to fund council services.

13. In considering the strategic objectives and the budget allocations, Cabinet also received information on the potential benefits for the city:
14. Economic Benefit: Based on figures from the 2007 Grand Depart London, the economic benefits estimate to the region were 87 million in commercial and multiplier effects and 30 million in press and promotional opportunity. Work ongoing at the time aimed to maximise the opportunity for the region but specifically in the planning for York. As part of the strand, officers worked closely with the York Business and Tourism sector. A breakdown of the potential economic benefits reported to Cabinet in October 2013 is shown at Annex B.
15. Commercial Opportunity: Outside of the regional economic benefit already identified as part of the bid for hosting the Grand Depart, various strands of commercial activity were identified that might directly benefit the council and businesses in the city. In order to have the capacity to secure that benefit, officers worked with Partners on a secondment opportunity for a Commercial Innovator. The Commercial Innovator was responsible for ensuring that the council maximised the economic benefits offered by the Tour de France.
16. In order to retain the numbers of visitors (180,000) in the city and maximise the economic benefit, Spectator Hubs were organised in the city. It was reported that there were possibilities of income associated with the Spectator hubs and the events team were working with the economic development unit to further explore these possibilities.
17. Legacy: As a well established Cycling City, York was already well ahead in terms of recognising the benefits that cycling could bring to its communities, culture, infrastructure and health. It was recognised that the TdF would help secure strategic infrastructure across the region which York could not realise on its own.
18. York led for the region on the legacy programme and appointed a Regional Director. Locally in York, the ambition was to improve York's position in the UK league table as a Cycling City, building on the city's strong local framework through the work of the Sports and Active Leisure team and the I-travel programme.
19. Through hosting the Grand Depart further partnership opportunities arose with British Cycling and Skyrides. This resulted in the National Circuit championships being hosted in the city in July 2013. During the summer of 2013 there was a full programme of lead rides and club

support activity and a 3 year programme of activities with the city's partners in Active York was developed.

20. The York Sky Ride and Cycling Festival took place in September 2013. Approximately 5,500 people took part in the Sky Ride, with volunteers assisting on the day and engagement from local businesses. This event gave an opportunity for teams to work together and although on a completely different scale, tested some of the linkages necessary to deliver a successful TdF event in July 2014.
21. In March 2014, Cabinet received a further report on the York element of TDF that gave a progress update on the objectives and outlined the breadth of activity which would take place in the 100 day run up to the start of the second stage of the Grand Depart.
22. For the first time, in its 101st running, the race was accompanied by a cultural festival that celebrated the best of Yorkshire arts and culture, including sporting achievement. This commenced on 27 March 2014.
23. The Cabinet Member for Leisure, Culture and Tourism as lead for the TDF event, approved the following principles for the York Cultural programme:
 - To give the local community and cultural sector the chance to showcase York's diverse and vibrant cultural offer within a wider regional programme
 - To seek to work with partners and organisations making the York programme as inclusive as possible for the communities who live and work within the of boundaries of the City of York
 - To identify innovative and creative ways to bring together all of our communities
 - To build on our longer term goal leaving a lasting legacy for our cultural and creative communities, as well as participants and audiences
 - To promote this once in a life time opportunity for individuals and communities to participate in this unique festival and to help transform York into a city that truly knows how to celebrate.
24. To support the festival, Officers secured three regional commissions for York: Bike Stories, Tour de Brass and Monday's Child. The main arts commission for Cambridge was secured by York based Pilot Theatre.
25. Officers also worked with partners to produce a core York programme, which included four specific community engagement projects: Planting

the City Yellow, Dressed to Impress, The Road to York and the Festival Song. The programme listing presented to Cabinet in March 2014 is attached at Annex C, however additional events and activities continued to be added after that date.

26. In order to promote the culture of York and engage the community, the Cabinet set the following outputs for the cultural programme:
- CYC financial investment to be matched by partners on a minimum 1:1 basis
 - Over 50 events to be delivered by partners and officers within the Festival period
 - Community involvement in the community projects from at least 80% of wards in the city
 - Good and positive coverage of the cultural programme in a range of local and regional media.
27. The economic benefit to Yorkshire was estimated in the region of £100m by Welcome to Yorkshire, and Cabinet agreed the following outcomes should be sought from the city's commercial opportunities:
- Residents, visitors, campers, and participants to enjoy a fun, positive and safe event
 - Some of the costs of hosting the event to the York taxpayer to be mitigated through commercial activities
 - Local businesses to enjoy tangible economic benefits from the event through extending the visitor length of stay before, during and after the Race.
 - York's tourism, culture and retail sectors to benefit from positive global television and media exposure
 - The City of York to benefit from trialling the commercial model to operate viable and cost neutral events and festivals in the future.

Scrutiny Review Proposals

28. In November 2014, the Committee considered a scrutiny topic submitted by Cllr Cuthbertson - see topic registration form at Annex A. The Committee received detailed background information on the Tour de France and was informed by the Director of Communities & Neighbourhoods that work was already underway to assess the overall Tour de France project including outputs, budgets, reviews etc, with the

intention of providing a report to Cabinet in January 2015. It was noted that the Cabinet report may answer many if not all of the questions raised in Councillor Cuthbertson's scrutiny topic submission, so it was agreed the Committee would receive that report once it was made publicly available.

29. Recognising the delay in receiving that information, the Committee agreed to undertake a proposed review on 'Narrowing the Gap' first, before commencing the Tour de France review. However, to ensure a prompt start to the Tour de France review the Committee formed a task group to carry out the review on their behalf. They also considered what would be a suitable aim for the review and agreed the following:

'To consider the appropriate planning, promotion, and delivery of future major events to ensure all associated risks are managed effectively, including Health & Safety and reputational risk. The review will examine the Grand Depart, and the provision of the entertainment Hubs and camping sites.'

30. In late January 2015 the Scrutiny Committee received a copy of the Cabinet report (see Annex D) which provided:

- Further information on the planning, promotion and delivery of the Council's programme of activities;
- Details on the outcomes achieved against the objectives set by Cabinet in 2013;
- An update on the management of the event;
- Lessons learned for the future

31. In light of the information contained within the Cabinet report, and the committee's ongoing review workload as of January 2015, Members were asked to consider whether the agreed aim (shown at paragraph 29 above) was still appropriate and whether it would be possible to carry out the TdF Review and have it completed by the start of the purdah period (30 March 2015).

32. Some Members agreed that the Cabinet report did not address the issues identified in the committee's proposed review remit and that the review should still be undertaken in order to address those issues. However they agreed that the high workload associated with their three ongoing reviews and the limited time remaining before the end of the municipal year, would make it difficult for them to complete the review in the time available. Some Members expressed concern about passing

an ongoing review onto a new set of members, following the election. Other expressed concern that the review may not be undertaken at all if it was not started straight away.

32. Following discussion and consideration of the above factors, it was agreed that the Tour de France review should be deferred until the new municipal year but that the new Committee should prioritise the review in the new municipal year.
33. However, following changes to the committee make up, it is for the new Committee members to now decide if they wish to proceed with the scrutiny review of the Tour de France, the scope of the review and the timeframe for . In considering the scope, the Committee may wish to consider the information contained within the update report shown at Annex D to decide whether or not the objectives, principles, outputs and outcomes agreed by Cabinet, as detailed above, were achieved.

Consultation

32. Cllr Cuthbertson has been invited to attend this meeting to discuss his topic submission.
33. Information contained in this report has been provided by the Director of Communities & Neighbourhoods, who will be at the meeting to answer any questions Members may have.

Council Plan

34. A review of this topic would support the 'Creating Jobs & Growing the Economy' and 'Get York moving' priorities of the Council Plan 2011-2015.

Implications & Risk Management

35. This feasibility report is presented for information only so there are no implications or risks associated with the recommendations in this report. Implications and risks associated with this topic would be addressed as part of any scrutiny should a decision be taken to proceed.

Recommendations

36. Members are recommended to:
 - a) Consider the information contained in this report and its annexes;

- b) Agree whether or not to proceed with the review, taking into account the information provided in paragraphs 2-33 above.

37. If a decision is taken to proceed with the review, Members are recommended to:

- i. Agree the review remit with a number of clear objectives.
- ii. Agree a start date and a timeframe for completion of the review
- iii. Set up a Task Group to carry out the review on behalf of the full Committee.

Reason: To ensure compliance with scrutiny procedures and protocols.

Contact Details

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Report Approved

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Specialist Implications Officer(s) None

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers: None

Annexes:

Annex A – Topic Submission Form

Annex B – Breakdown of Potential Economic Benefits Reported to Cabinet in October 2013

Annex C – Cultural Programme as of March 2014

Annex D – Cabinet Report dated January 2015