



**Notice of a public meeting of
Children, Education & Communities Policy & Scrutiny Committee**

To: Councillors Fenton (Vice-Chair), S Barnes, Brooks, Dew, Jackson, Wells and Taylor (Chair)
Dr Dickinson (Co-opted Statutory Member) and
Mr Hagon (Co-opted Statutory Member)

Date: Wednesday, 5 July 2017

Time: 5.30 pm

Venue: The Auden Room - Ground Floor, West Offices (G047)

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 1 - 16)

To approve and sign the minutes of the Learning and Culture Policy and Scrutiny Committee held on Wednesday 22 March 2017 and Wednesday 10 May 2017.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Tuesday 4 July 2017**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officers for the meeting, on the details at the foot of the agenda.

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4. York Museums Trust: Core Partnership Objectives Update - 2017/18 half year report (Pages 17 - 30)

This report updates Members on the current activities of the York Museums Trust (YMT) against the agreed core partnership objectives.

5. Attendance of Executive Members - Priorities & Challenges for 2017/18

The following Executive Members will be in attendance to provide an update on their priorities and challenges for the 2017-18 municipal year.

- Executive Member for Culture, Leisure & Tourism – Cllr Ayre
- Executive Member for Education, Children & Young People – Cllr Rawlings
- Deputy Leader, Economic Development & Community Engagement – Cllr Aspden

- 6. 2016/17 Finance & Performance Draft Outturn Report - Children, Education & Communities** (Pages 31 - 40)
This report analyses the financial outturn position and performance data for 2016/17 by reference to the service plans and budgets for all of the services falling under the responsibility of the Corporate Director of Children, Education & Communities.
- 7. Tour de France Scrutiny Review - Draft Final Report** (Pages 41 - 60)
This draft final report presents the findings of the Scrutiny Review into the planning of major events.
- 8. Draft Workplan & Discussion regarding potential scrutiny topics for 2017/18** (Pages 61 - 62)
Members are asked to consider the Committee's work plan and potential scrutiny topics for the 2017-18 municipal year.
- 9. Urgent Business**
Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officers

Catherine Clarke and Louise Cook (job share)

Contact details:

- Telephone – (01904) 551031
- Email catherine.clarke@york.gov.uk and 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 Democratic Services Officers responsible for servicing this meeting:

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

City of York Council

Committee Minutes

Meeting	Learning & Culture Policy and Scrutiny Committee
Date	22 March 2017
Present	Councillors Craghill (Chair), Fenton (Vice-Chair), S Barnes, Brooks, Jackson, Wells, and Mercer (as a Substitute for Cllr Dew) Dr J Dickinson (Co-opted Statutory Member)
Apologies	Councillor Dew Mr A Hagon (Co-opted Statutory Member)

42. Declarations of Interest

Members were asked to declare, at this point in the meeting, any personal interests not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda.

Cllr Brooks declared a personal non prejudicial interest in agenda item 7 (Standing Advisory Council for Religious Education (SACRE) Annual Report) as a Council appointed representative on SACRE.

43. Minutes

Resolved: That the minutes of the meeting of the committee held on 11 January 2017 be approved as a correct record and then signed by the Chair.

44. Public Participation

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

45. Attendance of Chair of York@Large

The Chair of York @ Large attended the meeting to present a briefing paper on the work of York @ Large. He updated Members on how the organisation had been working with the Council and other partners to deliver joint services during the past 12 months

He drew Members attention to a list of priorities for York @ Large stating that emphasis would be given to priority 4 (to develop a new York narrative with Arts Council England). He advised Members that a Green Paper on industrial strategy had been issued by the Business Enterprise and Industrial Strategy department in Whitehall and that creative industries was one of the priority sectors mentioned in that strategy. He stated that a paper about culture and the creative sector was being prepared by the outgoing chair of the Arts Council, who had visited York on numerous occasions, and that this could be quite influential on the eventual reception of that green paper by government, therefore his view of culture and creative industries and the role culture could play in improving quality of life was important to consider.

He advised Members that he would like to see the words “cultural wellbeing” used in documents moving forward which would reflect its use in planning documents from government and the fact that wellbeing was an important issue locally.

He responded to particular issues raised by Members during discussion of the report and provided further relevant information.

Resolved: That the report and update be noted.

Reason: To ensure that Members are kept updated on the work of York@Large

46. 2016/17 Third Quarter Finance & Performance Monitoring Report

Members considered a report which analysed the latest performance for 2016-17 and forecasted the financial outturn position by reference to the service plans and budgets for all of

the services falling under the responsibility of the Director of Children, Education and Communities.

The Finance Manager, Adults, Children and Education, was in attendance to present the report with the Director of Children, Education and Communities. They drew Members' attention to a typing error in paragraph 4 of the report and stated that the projected under spend within Special Educational Needs on out of city education placements should read £441k and not £548k as stated.

In response to a number of queries, officers provided the following information to Members:

- With regard to schools funding and assets, officers confirmed that the first sentence of paragraph 7 should refer to net variation and not net overspend, as it includes both projected net overspends and projected savings and a surplus carry forward of the Dedicated Schools Grant.
- With regard to the attainment gap for pupils receiving free school meals (FSM) and the reference to organisations being signposted, officers advised that Career Ready and the Social Mobility Foundation would advise, intervene and support the work of the college and other post 16 institutions that work with FSM students, thus helping the council in their overall strategy to narrow the gap.
- The Make York Home initiative would enable more children to remain in placements in their own city close to family links and friends, enabling a programme to be built which was specific to the needs of the young person. It would be more cost efficient and had been made possible through increased levels of confidence and knowledge as a result of partnership working, and no quality of service would be lost.

Resolved: That the report be noted.

Reason: To update the committee on the latest financial and performance position for 2016-17.

47. York Safeguarding Board Bi-annual Update

Members considered a report which provided an update on the progress of City of York Safeguarding Children Board, highlighting the outcome of the recent Ofsted inspection and the ongoing development of the Children and Social Work Bill.

The Corporate Director, Children, Education and Communities reported that, in November, Ofsted had undertaken an inspection of services for children in need of help and protection, children looked after and care leavers and a review of the Local Safeguarding Children Board (LSCB). He advised that City of York Safeguarding Children Board had been judged as outstanding and was only the second Board in the country to be judged as such. Members asked that their congratulations be passed on to the Board and its partners acknowledging that the result was due to good partnership working.

In relation to the Children and Social work bill currently passing through parliament, the Director advised that this would include changes to current safeguarding children legislation including the abolishment of the current LSCB statutory requirement and its replacement with a statutory framework for local safeguarding arrangements. He explained that it would be up to individual local authorities to determine how this would work and it would give them freedom to decide how to carry out the arrangements. He advised that a senior board would oversee arrangements in future but care would need to be given not to deviate too far from current arrangements which worked well for York.

He provided further information in relation to queries raised by Members in relation to: support for, and funding of, new arrangements; and ensuring that existing wider engagement of other partners and relevant agencies could be sustained. Members commented that it would be useful to be able to see a forward plan for how some of the issues highlighted as requiring consideration by statutory partners (in paragraph 9 of the report) would be tackled. It was agreed that Members would continue to receive twice yearly updates in order that they could continue to challenge and scrutinise arrangements going forward.

Resolved: That the report be noted.

Reason: To update the committee on the progress of the City of York Safeguarding Children Board over the past 6 months.

48. SACRE (Standing Advisory Council for Religious Education) Annual Report

Members considered the annual report of the City of York Standing Advisory Council for Religious Education (SACRE) which provided them with details of work undertaken during 2016.

The Chair of SACRE and the Council's School Effectiveness and Achievement Adviser attended the meeting and provided additional information during discussion on the annual report including:

- The new agreed syllabus was launched summer 2016 – this provided a comprehensive framework for teaching and learning and assessment of pupils' knowledge and understanding of religions.
- Church of England Schools and Roman Catholic Schools have their own syllabus and way of teaching.
- guidance would be reissued to all schools on acts of collective worship at next SACRE meeting.
- There had been a slight fall in the number of pupils taking RE accreditation at end of KS4. In York RE is treated as humanities subject but not classed as EBacc subject although it did count as the Progress 8 Measure
- There was a national requirement to teach RE in all schools. Up to now all schools have been recommended to teach an accredited course in RE but this is now compulsory.
- The agreed syllabus would apply to fewer secondary schools but all schools would still need to comply with national requirements.

Resolved: That the SACRE annual report be noted.

Reason: To update the committee on the work of SACRE and the outcomes in religious education in York's schools, in line with the statutory requirement to report annually to elected members.

49. Update on Implementation of Local Area Teams

Members considered a report which provided an update on the implementation of local area teams (LATs) which brought together a range of pre-existing services to form a new set of preventative arrangements for families, following their launch in January 2017.

The Head of Early Years Help and Local Area Teams presented the report which provided detail on the early work of local area teams and responded to issues raised by members. He advised that the service had been launched in January but that a transition plan had been put in place and transitional arrangements would operate over the next 12 – 18 months.

He advised that the Early Years Board had provided a draft of the Early Help Strategy and suggested it would be useful for the committee to look at this strategy as local area teams were an integral part of how early help was developed in the city. It was agreed that the committee look at the role of local areas teams within the Early Help strategy at a future meeting.

During discussion, it was suggested that in relation to paragraph 17 and forming strong relationships with key partners, “elected members” should be added to the list of key partners, and that Members should be well informed about changes taking place and that opportunities for working at ward level with ward budget should not be forgotten.

Officers expressed the view that better engagement with Elected Members on ongoing basis would be beneficial to both sides in order that ward priorities could be aligned alongside the priorities of LATs. It was agreed that this be discussed further at a future meeting along with an update on progress in relation to Local Area Teams in six months time.

The work of staff was commended by officers and members as it was recognised that the implementation of local area teams had been a significant change to how they worked and what they were expected to do.

Resolved: (i) That the report be noted.

(ii) That further updates be provided as detailed above.

Reason: To keep Members updated on the implementation of Local Area Teams.

50. Update on Implementation of Recommendations from previously completed 'Disabled Access to York's Heritage & Cultural Offer' Scrutiny Review

Members considered a report which provided them with a further update on the implementation of the outstanding recommendations arising from a previously completed scrutiny review on Disabled Access to York's Heritage and Cultural Offer, having previously signed off some of the review recommendations at previous meetings in March and September 2016.

The committee discussed the four outstanding recommendations and made the following comments:

Recommendation 5 - Members noted that liaison had taken place and was ongoing with bus operators. They acknowledged that the Quality Bus Partnership would continue to strive for improvements with regard to disabled access so agreed that this recommendation should be signed off.

Recommendation 6 - Members noted the update provided but felt that this did not address the recommendation. They expressed concern that the recommendation had been approved but no funding provided to allow implementation, and were concerned this was not the only recommendation arising from a scrutiny review where this had happened. They agreed that this recommendation should be left outstanding and that the Chair should write to the Executive Member for Culture, Leisure and Tourism to remind him of the endorsement the Executive gave to this recommendation, and officers should seek clarification whether the current website was a suitable substitute for an app (therefore making an app unnecessary), or whether the app might better support the public and improve their access to the city's heritage and cultural offer.

Recommendation 7 - It was agreed this recommendation be left outstanding as Members recognised this was dependent on recommendation 6.

Recommendation 13 - Members welcomed the new award entitled “Cultural Equality and Diversity Award” introduced in 2016 but expressed concern that this was more focused on cultural identity and did not address accessibility (specific tangible measures to make buildings and cultural offers more accessible). Members agreed to sign off this recommendation but agreed that the Chair should write to the Chair of Make it York to remind him of the intention of the recommendation i.e. to encourage city centre venues to improve access for people with disabilities, and to ask that they investigate this further and re-consider the possibility of including an ‘Access for All’ award or similar award in the annual Tourism Awards the following year.

- Resolved:
- (i) That the report be noted.
 - (ii) That recommendations 5 and 13 be signed off as being fully implemented but that the Chair of the Committee be requested to write to the Chair of Make it York as detailed above.
 - (iii) That recommendations 6 and 7 remain outstanding and that the Chair of the Committee be requested to write to Executive Member for Culture, Leisure and Tourism as detailed above.
 - (iv) That a further update on the outstanding two recommendations be provided in 6 months time.

Reason: To raise awareness of those recommendations which are still to be fully implemented.

51. Work Plan 2016-17

Members considered the committee’s work plan for the remainder of the 2016-17 municipal year.

Members were reminded that the next meeting would take place on 10 May rather than 24 May as originally scheduled.

With regard to the draft workplan for the new municipal year, the Scrutiny Officer suggested that the following reports be added, in view of suggestions made by officers during the meeting.

- June 2017 – Update on Early Help Strategy
- November 2017 – Update on Local Area Teams and the new service at Sycamore House
- January 2018 - Update on take-up of school meals

Resolved: That the suggestions for the 2017-18 municipal year be noted.

Reason: To keep the committee's work plan updated.

Cllr D Craghill, Chair

[The meeting started at 5.30 pm and finished at 7.40 pm].

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Meeting	Learning and Culture Policy and Scrutiny Committee
Date	10 May 2017
Present	Councillors Craghill (Chair), Fenton (Vice-Chair), S Barnes, Brooks, Dew, Jackson and Cannon (as a substitute for Cllr Wells)
Apologies	Councillor Wells, Dr J Dickinson and Mr A Hagon (Co-opted Statutory Members)

52. Declarations of Interest

Members were asked to declare any personal, prejudicial interests or disclosable pecuniary interests which they might have in respect of the business on the agenda.

Cllr Craghill declared a personal non prejudicial interest in agenda item 4 (Attendance of Chair of Learning City) as her partner, Cllr D'Agorne, worked at York College.

Councillor Dew declared a personal non prejudicial interest in agenda item 5 (Theatre Royal Update: 2016-17 End of Year Performance Update) as a City of York Council observer on the York Citizens Theatre Trust.

Councillor Cannon declared a personal non prejudicial interest in agenda item 5 (York Theatre Royal 2016-17 End of Year Performance Update) as a member of York Theatre Royal and in agenda item 6 (Explore Libraries and Archives Mutual Bi-annual Performance Update 2016-17) as a community member of York Explore.

Councillor Brooks also declared a personal non prejudicial interest in agenda item 6 (Explore Libraries and Archives Mutual Bi-annual Performance Update 2016-17) as a member of the Friends of Dunnington Library Group.

53. Minutes

In relation to minute 46 (2016-17 Third Quarter Finance and Performance Monitoring Report) the Chair asked that further information be included in the minutes in relation to the discussion on performance issues.

She advised Members that, in relation to minute 50 (Update on implementation of recommendations from previously completed 'Disabled Access to York's Heritage & Cultural Offer' Scrutiny Review), she had received a response from the Quality Bus Partnership in relation to recommendation 5 which she agreed to forward on to committee members for their information.

Resolved: That approval of the minutes of the meeting held on 22 March 2017 be deferred until the next meeting of the committee.

Reason: In order that additional information on discussion under minute number 46 (2016-17 Third Quarter Finance and Performance Monitoring Report) can be added before the minutes are approved.

54. Public Participation

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

55. Attendance of Chair of Learning City

The Chair of Learning City York and the council's Learning City Partnership Manager attended the meeting to provide an update on how the organisation had been working with the council and other partners to deliver joint services and an update on the York Skills Plan 2017-2020.

They advised that York's Skills Plan had been through consultation and was now before Scrutiny members for final consultation before going to Corporate Management Team and onto Executive for final approval.

Members discussed the report and the Skills Plan and the following issues were raised:

- Reduced opportunities for under 16s to develop vocational and IT skills within the school environment due to pressures on the curriculum as a result of changes in attainment measures
- Reduction in applicants applying to study Digital and IT at college
- Importance of getting female STEM Ambassadors and local role models to go into schools to promote careers opportunities to female students.
- Need to promote introduction of high level apprenticeships by working with employers and sharing case studies
- Skills shortage in hospitality industry – issues include rates of pay and difficulties for young people travelling to apprentice positions in good pubs/restaurants in countryside. Working with schools to look at ways to breakdown barriers and build curriculum links to encourage pupils into hospitality/catering industry.
- Construction – need to work with employers to ensure they take on apprentices and make the most of local employment and skills opportunities
- Care workers – staff shortage due to frequent turnover and low pay but investment going into development of high level apprenticeships, opening up career route to become care managers.

Members commented that it was a well evidenced report and agreed to receive a progress update in a further six months time.

Resolved: That the report be noted and a further update be provided to the committee in approximately six months.

Reason: To keep the Committee updated on the delivery of joint services.

56. York Theatre Royal: 2016/17 End of Year Performance Update

Members considered a report which informed them of the progress and performance of York Theatre Royal.

The Chief Executive of York Citizens Theatre Trust reminded Members that the investment package from CYC had changed with revenue funding only received until the beginning of 2016-17 and then a one off capital grant of £770k being provided representing the council's financial support to the theatre for the four year period to 2020-21.

She informed Members that the Youth theatre comprised 370 young people who met weekly as part of 16 groups. However, due to its popularity, there was an ongoing waiting list of approximately 150 young people. Their challenge was to resource new opportunities for young people and to grow the offer and two new groups in theatre making had been set up at York St John University.

In relation to opportunities for older people, Members noted the information contained in the report about existing opportunities and acknowledged that value of developing new opportunities but recognised that these had to be resourced without the benefit of additional financial resources.

Resolved: That the report and Members comments on progress be noted.

Reason: To fulfil the council's role as a funding body.

57. Explore Libraries and Archives Mutual: Bi-annual Performance Update 2016/17

Members considered a report which provided an update on the performance of Explore York Libraries and Archives Mutual Ltd (Explore) during the second half of 2016/17.

The Chief Executive and Chair of York Explore drew Members' attention to the performance figures contained in annex 1 to the report which showed a high level of satisfaction with visits rising in 2016-17 in spite of a national trend of a decline in library visits. This was attributed to finding new ways to attract people such as reading cafes and Boccia sessions at Acomb Explore. Also, against a national trend of falling book issues, Explore saw an improvement in book issues with changes to signage at York Explore making it easier for people to find suitable books.

Members discussed the results of the CIPFA PLUS survey 2016 which they felt was very informative and helpful. In relation to the drop in the result for information provision, Members were informed that work was underway to improve this figure, with a plan to set up a web portal and undertake staff training.

With regard to community Involvement, Members were advised that about half of all libraries now had Friends groups. The benefit of

these groups, especially to smaller libraries, was acknowledged along with the desire to be able to set up friends groups for all libraries.

The Assistant Director, Communities and Equalities, advised Members that as they came towards end of 5 year contract period, the council would need to re-specify its requirements for the next period and for the new specification be signed off by the Executive in around April next year. In order to do that, the vision would need to be refreshed to ensure Members were happy with what the council was asking for. This would be done in light of the comprehensive assessment of need and informed by demographic and satisfaction data and citizens would also be consulted on their expectations. He advised that they would need to begin to pull together that re-visioning before going out to consultation and would be looking to bring this back to the committee in autumn 2017 in order to seek Members views before consulting more widely as part of the re-specification process.

Resolved: That the report and Members' comments be noted.

Reason: To help monitor the service received under the contract.

Cllr D Craghill, Chair

[The meeting started at 5.30 pm and finished at 7.15 pm].

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Children, Education & Communities Policy & Scrutiny Committee

5 July 2017

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

York Museums Trust: Core Partnership Objectives Update - 2017/18 half year report**Summary**

1. This report updates Members on the current activities of the York Museums Trust (YMT) against the agreed core partnership objectives.

Background

2. YMT was set up as an independent trust in order to achieve a business turnaround of the museums and art gallery and to enhance the cultural provision within the city. It successfully addressed its initial targets which were concerned principally with: stabilising visitor numbers, delivering new income streams, creating new exhibitions and interpretative services, creating an education strategy, increasing use and involvement by residents, and cataloguing of the collection.
3. New objectives were agreed by the Executive on 28 April 2016 on the recommendation of this scrutiny committee, to be the long-term shared objectives of the partnership between the Council and YMT:
 - Creation of museum and gallery provision capable of contributing to positioning York as a world class cultural centre
 - Provision that is a source of inspiration and enjoyment for all and a stimulus for learning and skills development
 - The protection and conservation of the collections, gardens and buildings for future generations including improved storage
 - Promotion of the city's museums and collections through a varied range of activities which could include exhibitions, displays, community projects, volunteering opportunities, formal learning for schools, informal activities for families, and adult learning

- Increased access to the city's collections, gardens and buildings and increasing visitor numbers, especially young people
 - Recognition of the special significance of the museums and gallery for York residents through the maintenance of pricing incentives for York residents and opportunities for free access
 - The facilitation of access for those most likely to be excluded through a range of outreach activities and pricing mechanisms
 - Excellent customer service and visitor experience
 - Improved public realm through capital investment and imaginative interpretation schemes
 - Active international partnerships to enhance public programmes, to increase YMT's and the city's reputation, and to raise funds
 - Retention of registered museum status and development of the designated collections to ensure maximum public benefit
 - The maintenance of the Museum Gardens on the Register of Parks and Gardens of Special Historic Interest maintained and the register of botanical gardens
 - Public access to the Museum Gardens daily (except relevant Christmas / New Year holidays) unless closure is necessary for reasons of public safety
 - Effective, open and transparent governance including an effective access and equalities policies covering trustees and staff recruitment practices
4. The Executive agreed that twice-yearly reports be made to this committee, covering the activities of both YMT and the Council, and highlighting developments and challenges against:
- The Core Partnership Objectives set out above
 - YMT's Long-Term Financial Plan
 - YMT's Capital Development Plan
5. The report from YMT is attached as Annex A.
6. On the Council's side, legal advice has been commissioned, in consultation with YMT, to address this committee's recommendation that a consistent charitable framework be implemented for all museum assets and collections, to replace the various, current legal agreements. Our

legal advisor will shortly be producing a work plan to schedule the necessary work. A report will then be taken to the Executive with appropriate recommendations.

7. With regard to agreeing the Council's future financial support to YMT this committee recommended that:
 - An annual discussion take place between YMT and the Council during August-September each year
 - In support of that discussion YMT will provide their refreshed 5 year financial plan and an updated capital development plan

The appropriate arrangements are being put into place to implement this.

Options

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

Council Plan

9. YMT contributes to a number of corporate objectives including developing opportunities for residents and visitors to experience York as a vibrant and eventful city, improving opportunities for learning, and in strengthening York's economy through investment in the tourism infrastructure.

Implications

10. **Finance:** The Council makes an annual grant to YMT. In 2016/17 the grant is £607k.
11. The report has no implications relating to: Human Resources, Equalities, Legal, Crime and Disorder, Information Technology, Property.

Risk Management

12. This report is for information and there are no risks to consider.

Recommendations

13. That Members comment upon the activities of the York Museums Trust.
Reason: To fulfil the Council's role under the agreed partnership arrangements.

Contact Details

Authors:	Chief Officer Responsible for the report:			
Charlie Croft Assistant Director (Communities, Culture and Public Realm) Ext. 3371 Mike Woodward Chief Operating Officer York Museums Trust	Charlie Croft Assistant Director (Communities, Culture and Public Realm)			
	Report Approved	✓	Date	27.06.17.
Wards Affected:	All			✓
For further information please contact the author of the report				

Annexes:

Annex A: York Museums Trust report for the first six months of 2017/18

YMT Report Against Core Partnership Objectives April 2016 - March 2017

Creation of museum and gallery provision capable of contributing to positioning York as a world class cultural centre

Planning for the development of the Castle Museum is continuing in close co-operation with colleagues from CYC on the York Castle Gateway.

During 2016-17 YMT won the following awards and accolades:

York Art Gallery

Visitor Attraction of the Year - Visit York Tourism Awards

Family Friendly Museum Award – Kids in Museums

European Museum of the Year Award (Highly Commended)

Art Fund Museum of the Year (Finalist)

RIBA Yorkshire Award 2016

RIBA Yorkshire Conservation Award 2016

RIBA Yorkshire Project Architect of the Year 2016 for Tom Van Hoffelen of Simpson & Brown.

York Castle Museum

Top Ten of Museums in the Country 2016 - Trip Advisor

Best Attraction – Little Viking Awards

Yorkshire Museum Gardens

Yorkshire in Bloom

Provision that is a source of inspiration and enjoyment for all and a stimulus for learning and skills development

York Castle Museum was highly commended in the York Culture Awards for its work with Howe Hill Hostel which provides accommodation for homeless young people in York. The project engaged young people with the social history collections, exploring themes of body image, identity and self-esteem through a fashion show on the opening night of the Shaping the Body exhibition.

York Castle Museum continues to offer an arts engagement programme in partnership with community organisations including 'Changing Lives' – part of York in Recovery which helps those suffering from drug or alcohol addiction, young people from Refugee Action York and families from York Independent Domestic Abuse Services.

YMT leads York's Cultural Consortium for Wellbeing, promoting the ethos of the Creative Case for Diversity through the participating organisations in the city. The consortium has been commissioned by City of York Council (CYC) to deliver a programme designed to improve the wellbeing of York residents through cultural engagement.

Monthly practical 'Art for Wellbeing' sessions are held in the Studio at York Art Gallery. These sessions for adults are in the public programme and are also promoted via community support organisations such as York MIND and Brunswick Nurseries (centre for adults with disabilities).

YMT encourages deeper engagement with collections and themes through community engagement:

- Over 3,000 people participated in community projects in 2016/17: producing artwork showcased in the Project Gallery at York Art Gallery, five community exhibitions in the First World War community space at York Castle Museum and two in Shaping the Body.
- YMT supported artist Susan Aldworth in creating an installation of pillows embroidered by the public for exhibition in York St Mary's.

In the last year we have launched a major digital interpretation research project into Virtual Reality technology and its suitability for exploring complex historical narratives in a heritage setting. This is a multi-disciplinary partnership project.

It is the first unmanned VR experience housed in a museum. The first time VR has been used to explore Viking settlement. It is delivering never before seen archaeological research to the public and it is a full research project that will define the impact and sustainability of the technology for museums.

We have continued adding openly-licensed collections content to Wikimedia Commons and pages featuring YMT collections images and research have reached 22 million unique visitors in the past year. As well as reach, our Wikipedia work has been the basis of two substantial, volunteer-led digitisation projects of Roman and Medieval English coinage.

We have completed the first phase of our online collection redesign project.

We have launched a dedicated Google Arts & Culture page for the Castle Museum, complete with new online exhibitions, Google StreetView of the Victorian Street and Debtors Prison. YMT was one of 180 international project partners on the We Wear Culture project.

The protection and conservation of the collections, gardens and buildings for future generations including improved storage

Storage is another priority area identified in the Forward Plan. As previously reported, the aim is to dovetail the Castle Museum project with work to address most of the remaining collections storage and management issues.

In the meantime, research and development of the collections continues, for example:

- Original collections research including our Roman collections in preparation for an exhibition in 2019 funded by the Designation Development Fund
- an 8-month post-doctoral research post focusing on artist Lucie Rie
- the ongoing work of the Contemporary Ceramics Subject Specialist Network, run by YMT
- York Art Gallery inspired two major donors to support our reintroduction of the 'Evelyn Commission' - artists are commissioned to respond the rich history of the City of York
- The bequest of the Dickinson Collection – over 100,000 Rowntree artefacts and memorabilia collected by Joe Dickinson who worked at Rowntree for over 40 years – and
- The acquisition of the 3rd century AD Wold Newton Hoard of nearly 2,000 Roman coins after £44, 200 was raised by public appeal

Promotion of the city's museums and collections through a varied range of activities which could include exhibitions, displays, community projects, volunteering opportunities, formal learning for schools, informal activities for families, and adult learning

YMT's strategic plan 2016-2021 outlines a strategy of building on our strengths and past successes, particularly in investing in an excellent, high-profile public programme.

Public Programme 2016-17

The following is an outline of the newly developed exhibitions and events offered to the public across YMT's sites through the year:

The Star Carr Pendant: A Mesolithic Mystery (Yorkshire Museum)

February 27– May 8 2016

A display featuring the newly discovered pendant, the oldest known mesolithic art in Britain.

Shaping the Body (York Castle Museum)

March 25 2016 (Ongoing)

A major new exhibition showing the impact on our bodies of 400 years of changing fashions, diets and ways of life.

Truth and Memory, in partnership with the Imperial War Museum (York Art Gallery)

March 25- September 4 2016

This was the largest exhibition of First World War art for nearly 100 years.

The Aesthetica Art Prize 2016 (York St Mary's)

April 14 - May 29 2016

Showcasing cutting-edge practice from today's ground-breaking contemporary artists, this exhibition showed work from all of the prize finalists.

Day of Clay (York Art Gallery)

May 14 2016

A celebration of ceramics with professional ceramicists Emily Stubbs and Rebecca Appleby, artist Chris Beale and winner of "The Great Pottery Throw Down" television competition, Matthew Wilcock.

Crystals from Beneath (Yorkshire Museum)

May 14 – July 10 2016

This exhibition featured a selection of the collection of Lindsay and Patricia Greenbank. These lifelong collectors have a passion for the minerals of Northern England, one of the best places in the world to find brilliant mineral specimens.

Eboracum Roman Festival (Multi-site)

June 1-5 2016

Further work and achievements in 2016-17 included:

- Flesh, at York Art Gallery and Shaping the Body at the Castle Museum both took an innovative approach in interpretation. Flesh took risks in developing unusual subject matter, while Shaping the Body used historic collections to explore modern day issues including body image and obesity

- Partnership with the University of York to create an historically accurate virtual reality Viking settlement which features in our new exhibition at the Yorkshire Museum Viking: Rediscover the Legend. This is part of an ongoing partnership with the Digital Creativity Labs at the University to research the potential application of digital technology in heritage environments

We ran family activities during busy local school holiday periods at all our sites and have developed new sessions particularly designed to engage children with our exhibitions, available to all visitors every day. We also provided Museum Monkeys sessions, designed for the under-5s, run throughout the year.

We offered a broad range of workshops for primary schools across all our sites and run annual competitions encouraging teachers to use our collections to inspire creative learning in the classroom. Our summer Teenage Art School at York Art Gallery enabled teenagers to work with local artists over 4 days, exploring new materials and concepts.

Increased access to the city's collections, gardens and buildings and increasing visitor numbers, especially young people

2106-17 was very positive in terms of visitor numbers:

	Actual	Last year	% Change
York Castle Museum	275,156	244,765	+13%
Yorkshire Museum	87,391	87,946	-1%
York St Mary's	51,546	6,810	+657%
York Art Gallery	87,036	60,788	+43%
Total	501,129	400,309	+25%

The 'YMT Card' scheme, introduced in summer 2015 continues to be very popular and there are now 24,000 active card holders, approximately half of whom are York residents.

Many more families visited the gallery for drop-in practical activities during local school holidays than did prior to refurbishment.

The numbers of children visiting in school groups increased:

From 2015/16: 15,571 for workshops and 11,203 self-led

To 2016/17: 16,362 for workshops and 15,992 self-led

Through our partnership project with York Theatre Royal as part of our 'Changing Spaces' HLF Activity Plan, we commissioned a writer to create a new play entitled Forward to Victory performed at York Castle Museum by YTR Youth Theatre. The project brought in 75 14-16 year olds, traditionally a difficult audience for museums to attract, as well as enabling YMT to reach new audiences through YTR's connections. The project's legacy included the production of Arts Award resources for future usage with that age group.

Recognition of the special significance of the museums and gallery for York residents through the maintenance of pricing incentives for York residents and opportunities for free access

Admission for children is free of charge at all YMT sites and, thanks to a contribution from CYC, residents aged 17-24 and, last year, those entitled to most forms of income related benefit could get a YMT Card free of charge. All 4,000 of the initial allocation have been issued but YMT has continued to issue cards free of charge.

YMT also has two weekends per year when the sites are free to all residents. Last June saw nearly 3,000 additional visitors across all the sites over the weekend and in January 2017 more than 5,000 residents attended for the Residents Festival.

The facilitation of outreach activities and pricing mechanisms designed to encourage visits by those who do not traditionally use the museums or gallery

YMT aims to make sure that as broad a range of people as possible can enjoy a great visitor experience on our sites. Successful initiatives in 2016-17 include:

- Shaping the Body exhibition was developed in consultation with representatives from LGBTQ communities and feedback from visitors is displayed prominently in the exhibition
- The Flesh exhibition reflected diversity through both the contributing artists and the works on display, addressing issues of race, age, disability, gender, sex and health 'Queer Sundays' events in the Flesh programme invited people to explore artworks and develop creative responses from a queer perspective
- Cultural Wellbeing in York – YMT are lead partner in delivering a new programme of work designed to improve the wellbeing of York's residents through engagement with cultural organisations, in conjunction with York City Council's Public Health team
- Cities of Sanctuaries – we worked with this movement to provide free admission to groups of refugees newly arrived in the UK

- ‘Relaxed openings’ for people with sensory impairments were introduced across all sites. Sensory tours are delivered regularly at York Art Gallery.
- Staff were trained to support and welcome people with sensory impairments, dementia, and autism.
- StageText training was undertaken for subtitling of all on-gallery and online videos
- Free admission for Max Card holders (foster families and families of children with additional needs)
- Discounted or free admission offers targeted at York under 24s, community groups and people on income support
- Monitoring and adapting as necessary our concessions policy: in 2016-17 our flexible admission policies enabled 150,000 people to make free / repeat visits
- York Castle Museum and Yorkshire Museum show higher percentage attendance than the National Museums and Heritage data in three of the four least-engaged categories on Audience Spectrum. York Art Gallery also performs well in Homes and Heritage, Up Our Street and Facebook Families compared with data from the Visual Arts Sector

Excellent customer service and visitor experience

YMT encourages deeper engagement with collections and themes through community engagement:

- Over 3,000 people participated in community projects in 2016/17: producing artwork showcased in the Project Gallery at York Art Gallery, five community exhibitions in the First World War community space at York Castle Museum and two in Shaping the Body
- YMT supported artist Susan Aldworth in creating an installation of pillows embroidered by the public for exhibition in York St Mary’s.

Examples of quality interpretation enabling exceptional cultural experiences for our visitors:

- Shaping the Body offers increased opportunities to engage deeply with objects through high quality interactive interpretation
- Volunteers leading ‘Hands On’ tables in the galleries giving access to objects not currently on display
- Costumed interpreters in Kirkgate Victorian Street at the York Castle

Museum providing exceptional and highly popular experiences for visitors

- Art Shot talks at York Art Gallery, Curator talks at the Yorkshire Museum, and guided tours of York Museum Gardens provide bespoke experiences for people
- Our digital strategy used established platforms to create global presence, and demand, for online access to our collections, e.g. in December 2016 alone, there were 2.9 million views of YMT images on Wikipedia
- Programme of lectures, masterclasses and events, including the 'Day of Clay' to nurture the growing public interest in studio pottery as an art form

Active international partnerships to enhance public programmes, to increase YMT's and the city's reputation, and to raise funds

YMT attracts audiences from all over the world and works with Make It York to actively promote the city and its attractions abroad.

York Art Gallery is currently showing a retrospective of the work of York-raised artist Albert Joseph Moore. The exhibition is the result of a partnership with the Museum De Buitenplaats and was shown in the Netherlands - York is its only UK venue.

2017 is the fifth year of our partnership with the Aesthetica Art Prize, an exhibition of innovative works from today's leading artists, established and emerging. Presenting the works of shortlisted artists, the show unites an international community of creative practitioners, whose projects touch upon themes within the categories of Photography and Digital Art, Painting and Drawing, Three Dimensional Design and Sculpture and Video, Installation and Performance.

YMT supports the city's initiative in developing links with Nanjing Museum in China. YMT is also in discussions with Suzhou Museums about potential collaborative projects, centred on the exchange of exhibitions.

Last year the Learning Team introduced ESOL resources for foreign language students.

Retention of registered museum status and development of the designated collections to ensure maximum public benefit

Continues. YMT now formally provides expert support and advice to other museums in the region which are seeking to renew or gain accredited museum status.

Arts Council England recently committed to supporting this work for another 4 years.

The maintenance of the Museum Gardens on the Register of Parks and Gardens of Special Historic Interest maintained and the register of botanical gardens

Continues. The new Artists Garden behind York Art Gallery in the York Museum Gardens was created to give a very public, outdoor and large-scale opportunity for artists to showcase their talent. In 2016 the first commission, Foundation Myths by Ordinary Architecture, was a response to the historic and natural environment through large ceramic pieces and was accessible to audiences entirely free of charge.

Public access to the Museum Gardens daily (except relevant Christmas / New Year holidays) unless closure is necessary for reasons of public safety

Continues.

Effective, open and transparent governance including effective access and equalities policies covering trustees and staff recruitment practices

YMT's Equality Action Plan is reviewed annually for progress and monitors and sets improvements YMT can make in both employment and service delivery.

The 2016 review of progress against YMT's Equality Action Plan showed improvements across a broad range of criteria, including that our workforce had become significantly more diverse. We will take a leadership role in providing exceptional opportunities for engagement and empowerment for volunteers. A YMT Access Group promotes and develops good practice in diversity and equality for dissemination across the organisation. This can range from trial projects to organising training and building awareness. Recent training for Visitor Services staff has been on autism by the National Autism Society, deaf awareness and dementia awareness

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Children, Education & Communities Policy & Scrutiny Committee

5 July 2017

Report of the Corporate Director of Children, Education & Communities

2016/17 Finance & Performance Draft Outturn Report – Children, Education & Communities

Summary

1. This report analyses the financial outturn position and performance data for 2016/17 by reference to the service plans and budgets for all of the services falling under the responsibility of the Corporate Director of Children, Education & Communities.

Financial Analysis

2. A summary of the service plan variations is shown at table 1 below.

Table 1 – CEC Financial Projections Summary 2016/17 – Draft Outturn

2016/17 Quarter 3 Variation £000		2016/17 Latest Approved Budget			Draft Outturn Variation	
		Gross Spend £000	Income £000	Net Spend £000	£000	%
-426	Children's Specialist Services	21,404	1,139	20,265	-24	+0.1%
-16	Communities & Equalities	9,445	4,239	5,205	-45	-0.9%
-178	Education & Skills	20,957	9,947	11,010	-588	+5.3%
+33	Director of CEC & Central Budgets	8,535	5,895	2,640	+1	+0.0%
+438	School Funding & Assets	117,565	124,495	-6,930	+623	+9.0%
-149	Total CSES Directorate	177,906	145,715	32,191	-33	-0.1%

3. The quarter 3 report for 2016/17 showed a projected net underspend of £149k. The latest position at table 1 is now showing a draft outturn underspend of £33k. The following sections provide more details of the significant outturn variations and any mitigating actions that were taken.

Children's Specialist Services (-£24k / 0.9%)

4. Following the allocation of £1,930k of growth funding for 2016/17 to deal with a number of historic expenditure pressures, there are no significant on-going variations to report within Children's Social Care budgets. However there have been some short term pressures towards the end of the year as the new staffing structure has been implemented. This has resulted in some additional agency staffing costs whilst vacant posts are recruited to on a permanent basis at a net cost of £221k. Within Special Educational Needs there is an underspend of £510k on out of city education placements due to the on-going efforts to support as many young people as possible in York, offset by additional costs of short breaks of £250k. A number of other more minor variations make up the remaining net overspend of £15k.

Communities & Equalities (-£45k / 0.9%)

5. Mainly due to a lower than expected pension contribution requirement for Explore of £77k. A number of other more minor variations make up the remaining net overspend of £32k.

Education & Skills (-£588k / 5.3%)

6. There is a net underspend on staffing of £460k, due to posts being kept vacant while the services that they provide are being reviewed as part of the directorate's transformation programme. There is an underspend on the Schools Causing Concern and School Improvement Commissioning budgets of £229k which will be carried forward to 2017/18 as part of the Dedicated Schools Grant (DSG) balance. Home to school transport has overspent by £76k due to increased pupils eligible for transport during the 2016/17 academic year. A number of other more minor variations make up the remaining net overspend of £25k.

Director of CEC and Central Budgets (+£1k / 0.0%)

7. There are no significant variations to report.

Schools Funding & Assets (+£623 / 9.0%)

8. The net variation is made up of the following items:

- a higher than budgeted for carry forward of surplus DSG from 2015/16 (-£215k), but offset by the Schools Forum's agreement to use £44k of this to fund two behaviour support pilots;
- a £524k net overspend on high needs place and top up funding, of which £477k relates to additional provision required for behaviour support pupils at Danesgate;
- a saving of £356k on prudential borrowing repayments as the provision set aside following the closure of Burnholme Community College has not yet been committed;
- the pupil growth funding requirement has been £233k less than the amount set aside within the schools budget;
- the write off of Canon Lee School's £243k deficit following its conversion to sponsored academy status;
- the net total of other more minor school funding variations -£142k
- a revised surplus carry forward of DSG into 2017/18 of £758k.

Performance Analysis

9. There were 204 children and young people in care at the end of March 2017. This number is within the safe and expected range.
10. The council is committed to placing as many looked after children in its care as possible within York placements and is therefore seeking to increase the number of foster carers by up to 25 households. This will enable more flexibility to match children and young people with the right foster carers and continue to bring young people back to York, when this is the right plan for them. To help achieve this, the council has signed up to the 'You Can Foster' regional initiative, helping with wider advertising campaigns such as television adverts to be screened in June 2017, September 2017 and January 2018. The campaign will be launched during "Fostering Fortnight" in May 2017, an event which will involve foster carers and children in care, and will run alongside York-led adverts on local radio and in the local press.
11. In November and December 2016, Ofsted inspectors spent four weeks examining services for children in need of help and protection, children looked after and care leavers, as well as reviewing the effectiveness of the Local Safeguarding Children Board. The report, released in February, found that children in care are very well supported by the council, their foster carers and schools and that York has high aspirations for children leaving care with a high percentage being in education, employment or training. York's Safeguarding Children Board was judged to be outstanding, only the second out of 117 Safeguarding Children Boards in England to be given the highest rating.

12. The Local Area Teams (LATs) were launched in January 2017 and are the centrepiece of York's early help arrangements for children, young people and families from pregnancy through to adulthood. The teams are now operating in our areas of highest need, based in Hob Moor, Tang Hall and Clifton but have responsibility for the local offer of the wider reach areas. The city centre young person's offer is delivered through resources drawn from the LATs rather than a distinct central resource. The purpose of a LAT is to; prevent the escalation of needs which may require, if not addressed, complex and costly interventions at a later point; work to reduce inequality of outcomes for our communities; multi-agency and bring together all partners in a local area that exist in the lives of children, young people and families; establish and understand what families or communities need and bring together partners to find a solution.
13. The performance tables for schools again confirm that York's young people are making good progress. KS4 performance in York for the attainment measure of 5 A*-C including English and Maths was well above national and regional averages in 2016 and pupils made above average progress.
14. Progress 8 is a measure of the progress made by pupils between Key Stage 2 and selected subjects at GCSE. It is calculated for every pupil and progress in English and Maths is double weighted. A positive score represents progress above the average for all pupils and a negative score progress below the average for all pupils. The city wide average of Year 11 pupils Progress 8 scores shows York is slightly above the national average and inside the top third of LAs nationally. The council commitment to school improvement and facilitating driving up standards has included two primary schools expanding with new school buildings, at Lord Deramores and Carr Infants school sites.
15. Attainment at age 19 remains generally positive however there have been concerns about the outcomes gap between both disadvantaged young people and young people with Special Educational Needs (SEN) and their peers. Latest figures from April 2017 show the attainment gap is closing in some areas and, to address remaining challenges, Further Education providers will be challenged and supported by the council to sustain focus on these groups.
16. In addition, Learning and Work Advisers from the council's Local Area Teams will provide specialist information, advice and guidance to young people who are in the care of the local authority, those in alternative education provision, those in the youth justice system, and those aged 16-18 who are Not in Employment, Education or Training (NEET). Appointments and group work will be available at locations across the city based on local need and will complement the careers guidance and

support provided through schools and other education providers under their statutory duties.

Council Plan

17. This report is directly linked to the three key priorities of the Council Plan for 2015-19: A Prosperous City for All; A Focus on Frontline Services; and A Council that Listens to Residents.

Implications

18. The financial implications are covered within the main body of the report. There are no other direct implications arising from this report.

Recommendations

19. As this report is for information only there are no specific recommendations.

Reason: To update the committee on the latest financial and performance position for 2016/17.

Contact Details

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Report Approved



Date

26 June 2017

Specialist Implications Officer(s) None

Wards Affected:

All



For further information please contact the authors of the report

Background Papers:

2016/176 Draft Outturn Finance & Performance Report, Executive 29 June 2017

Annexes:

Annex A – 2016/17 Outturn Performance Scorecard

Abbreviations:

DSG - Dedicated Schools Grant

KS – Key Stage

LA – Local Authority

LAT's -Local Area Teams

NEET - Not in Employment, Education or Training

SEN - Special Educational Needs



Children, Education and Communities 2016/2017

No of Indicators = 22 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2017

			Previous Years			2016/2017				Target	Polarity	DOT		
		Collection Frequency	2014/2015	2015/2016	2016/2017	Q1	Q2	Q3	Q4					
Children's Social Care	CYPL2c	Number of Early Help Assessments initiated	Quarterly	243	171	-	-	-	-	-	-	Neutral	◀▶ Neutral	
	MI Pack 1	Number of referrals during year to date (per 10k shown in brackets) (cumulative)	Quarterly	790 (217)	689	1,216 (328.65)	274 (74.05)	515 (139.19)	893 (241.35)	1,216 (328.65)	-	Neutral	◀▶ Neutral	
Children's Social Care - Adoptions	CSS7	% of adopted children who wait <16 mths from entering care to moving in with adoptive family (20 mths in 2013, 18 mths in 2014) - (YTD)	Quarterly	62.22%	64.00%	67.00%	62.00%	63.00%	67.00%	67.00%	-	Up is Good	▲ Green	
Children's Social Care - Children Looked After	148	% of care leavers in employment, education or training aged 17-21 (19-21 until 2016/2017)	Quarterly	57.50%	68.00%	75.64%	68.80%	59.00%	71.40%	75.64%	-	Up is Good	◀▶ Neutr	
		Benchmark - National Data	Annual	48.00%	49.00%	-	-	-	-	-	-	-		
		Benchmark - Regional Data	Annual	53.00%	-	-	-	-	-	-	-	-		
	Benchmark - Comparator Data	Annual	49.20%	-	-	-	-	-	-	-	-			
	CSC038j	% of CLA starters who have previously been in care (YTD)	Quarterly	20.31%	17.81%	19.05%	30.43%	21.43%	22.06%	19.05%	-	Up is Bad	◀▶ Neutral	
EFL1	Children Looked After per 10k (Snapshot)	Quarterly	55	53	55.14	51.8	51.8	53.4	55.14	-	Neutral	◀▶ Neutral		
	Benchmark - National Data	Annual	60	60	60	-	-	-	-	-				
	Benchmark - Regional Data	Annual	64	63	63	-	-	-	-	-				
	Benchmark - Comparator Data	Monthly	53	-	-	-	-	-	-	-	-			
		Number of Children Looked After (Snapshot)	Quarterly	193	191	204	190	190	196	204	-	Neutral	◀▶ Neutral	

Children, Education and Communities 2016/2017

No of Indicators = 22 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2017

			Previous Years			2016/2017				Target	Polarity	DOT	
		Collection Frequency	2014/2015	2015/2016	2016/2017	Q1	Q2	Q3	Q4				
Children's Social Care - Safeguarding	EFL2	Children with a Child Protection Plan per 10k (Snapshot)	Quarterly	34	38	46.22	33.2	39	53.78	46.22	-	Neutral	◀▶ Neutral
		Benchmark - National Data	Annual	42.9	54.2	-	-	-	-	-	-		
		Benchmark - Regional Data	Annual	41.8	52.1	-	-	-	-	-	-		
		Number of Children with a Child Protection Plan (Snapshot)	Quarterly	124	135	171	122	143	199	171	-	Neutral	◀▶ Neutral
Education (Adult)	CJGE18	% of working age population qualified - to at least L2 and above*	Annual	82.60%	81.10%	80.20%	-	-	80.20%	-	-	Up is Good	◀▶ Neutr
		Benchmark - National Data	Annual	73.30%	73.60%	74.30%	-	-	74.30%	-	-		
		Benchmark - Regional Data	Annual	70.00%	70.10%	71.00%	-	-	71.00%	-	-		
		Regional Rank (Rank out of 15)	Annual	1	1	1	-	-	1	-	-		
Education (Young People)	103b	% of final Education, Health & Care Plans issued within statutory time limits, including exceptions (definition changed Sept 2014)	Quarterly	88.00%	90.00%	-	63.00%	78.00%	70.00%	NC	100.00%	Up is Good	◀▶ Neutral
Educational Attainment	81	%pt gap between FSM and non-FSM pupils at 15, who attain a Level 3 qualification by the age of 19 - (Snapshot)	Annual	41.70%	32.00%	(Avail Apr 2018)	-	-	-	-	-	Up is Bad	◀▶
		Benchmark - National Data	Annual	24.60%	24.50%	(Avail Apr 2018)	-	-	-	-	-		
		Benchmark - Regional Data	Annual	27.30%	27.60%	(Avail Apr 2018)	-	-	-	-	-		
		Regional Rank (Rank out of 15)	Annual	15	13	(Avail Apr 2018)	-	-	-	-	-		

Children, Education and Communities 2016/2017

No of Indicators = 22 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2017

			Previous Years			2016/2017						
		Collection Frequency	2014/2015	2015/2016	2016/2017	Q1	Q2	Q3	Q4	Target	Polarity	DOT
Educational Attainment	KS4a	Average Progress 8 score from KS2 to KS4	Annual	-	0.04	-	-	-	-	-	-	Up is Good Neutral
		Average Progress 8 score from KS2 to KS4	Annual	-	0.04	-	-	-	-	-	-	Up is Good Neutral
		Benchmark - National Data	Annual	-	-0.03	-	-	-	-	-	-	
Employment	AS2	Number of Apprenticeships starts - York resident young people aged 16-18 (relates to prev academic year to financial year shown)	Annual	358	430	440	-	-	-	440	-	Up is Good Green
Libraries	LIB01	Library Visits - All Libraries	Monthly	799,083	997,606	1,025,480	259,304	305,296	223,221	237,659	-	Up is Good Green
NEET	NEET02c	% of Year 12-13 (academic age 16-17) NEET who possess less than a L2 qualification (New definition Jan 2017) - (Snapshot)	Monthly	-	-	85.00%	-	92.00%	93.90%	85.00%	-	Up is Bad Neutral
Ofsted Ratings	RM98	% of pupils attending good or outstanding schools (new for 2016/17) (snapshot)	Annual	N/A	91.20%	91.20%	91.20%	92.80%	94.70%	91.20%	-	Up is Good Neutral
		% of pupils attending good or outstanding schools (new for 2016/17) (snapshot)	Annual	N/A	91.20%	91.20%	91.20%	92.80%	94.70%	91.20%	-	Up is Good Neutral
Resident and Corporate Surveys	TAP10	% of panel agree their local area is a good place for children and young people to grow up	Quarterly	NC	NC	80.75%	79.60%	NC	80.75%	NC	-	Up is Good Neutral
		% of panel disagree their local area is a good place for children and young people to grow up	Quarterly	NC	NC	4.96%	5.90%	NC	4.96%	NC	-	Up is Bad Neutral
	TAP11	% of panel who agree that they can influence decisions in their local area	Quarterly	NC	NC	25.65%	29.00%	NC	25.65%	NC	-	Up is Good Red
		Benchmark - Community Life Survey	Annual	35.00%	36.00%	-	-	-	-	-	-	
	TAP13	% of panel who disagree that they can influence decisions in their local area	Quarterly	NC	NC	39.96%	39.50%	NC	39.96%	NC	-	Up is Bad Neutral
		% of panel who give unpaid help to any group, club or organisation	Quarterly	NC	NC	64.30%	64.80%	NC	64.30%	NC	-	Up is Good Neutral
		Benchmark - Community Life Survey	Annual	69.00%	70.00%	-	-	-	-	-		
		% of panel who do not give unpaid help to any group, club or organisation	Quarterly	NC	NC	32.66%	32.50%	NC	32.66%	NC	-	Up is Bad Neutral

Children, Education and Communities 2016/2017

No of Indicators = 22 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2017

			Previous Years			2016/2017				Target	Polarity	DOT		
		Collection Frequency	2014/2015	2015/2016	2016/2017	Q1	Q2	Q3	Q4					
Safeguarding (Young People)	PEI8	% of registrations of vulnerable groups living in the most deprived SOA in all Children Centres - (Snapshot)	Quarterly	81.00%	80.00%	87.00%	84.00%	NC	88.00%	87.00%	95.00%	Up is Good	◀▶ Neutral	
School Strategy and Planning	PriFSM	% of children who are eligible for a free school meal in the primary sector (excluding Danesgate)	Annual	8.40%	8.60%	7.80%	-	-	-	-		-	Neutral	◀▶ Neutral
		Benchmark - National Data	Annual	15.60%	14.50%	-	-	-	-	-		-	-	
	Benchmark - Regional Data	Annual	16.60%	15.70%	-	-	-	-	-	-		-		
	RM16	Number of fixed term exclusions in the secondary sector	Annual	546	462	(Avail Sep 2017)	-	-	-	-	-	Up is Bad	◀▶ Neutral	
Youth Offending	45	% of young people ending their YOT supervised court order who are NEET (NEW definition 2016/17 - cumulative) - (YTD)	Quarterly	32.40%	35.60%	20.40%	11.10%	13.00%	20.00%	20.40%	33.00%	Up is Bad	▼ Green	



Children, Education & Communities Policy & Scrutiny Committee

5 July 2017

Report of the Tour de France Scrutiny Review Task Group

Tour de France Scrutiny Review – Draft Final Report**Summary**

1. This draft final report presents the findings of the Scrutiny Review into the planning of major events.
2. The Task Group accepted that delivering the Tour de France in York was an outstanding achievement for the City Council but recognised not every aspect worked well and there were lessons that should be learned for any similar events in the future. The Task Group is therefore asked to endorse the proposed review recommendations ahead of the report's presentation to the Learning & Culture Policy & Scrutiny Committee.

Background to Review

3. In November 2014, the Committee considered a scrutiny topic submitted by Councillor Cuthbertson, proposing a scrutiny review of the planning, promotion and delivery of the Council's programme of activities which accompanied the Tour de France (TdF). At the same time, the Committee received detailed background information on the TdF and was informed by the Director of Communities & Neighbourhoods that work was already underway to assess the overall TdF project including outputs, budgets, reviews etc, with the intention of providing a report to Cabinet in January 2015.
4. It was suggested that the Cabinet report may answer the questions raised in Councillor Cuthbertson's scrutiny topic submission, so it was agreed the Committee would wait to consider that report before deciding whether a scrutiny review was necessary.
5. In January 2015, the Cabinet report detailing the outcomes achieved against the objectives set for TdF by Cabinet in 2013 was considered. The report included a number of background papers providing information on TdF's economic and social impact and feedback on

reviews carried out on individual elements of the delivery programme, including management of the event, its financial implications, and the lessons learned for the future.

6. Having considered all of the information provided, the Committee agreed they would like to proceed with a review based on the following review remit:

'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.'

7. Having taken account of their outstanding review work, the Committee agreed it would not be possible to conduct their review in the available time prior to the purdah period for the 2015 elections. They therefore agreed the topic should be revisited at the start of the new 2015-16 municipal year to enable the newly appointed Learning & Culture Policy & Scrutiny Committee to re-confirm their decision to proceed with the review.
8. In June 2015 the new Committee agreed to form a Task Group made up of the following members to carry out the review on their behalf:

Cllr Dave Taylor (up to May 2016)
Cllr Keith Myers
Cllr Margaret Wells
Cllr Ian Cuthbertson (Co-optee)
Cllr Denise Craghill (from May 2016)
9. Work on the review did not start immediately as the Task Group were made aware of an ongoing Veritau review. The resulting Veritau report was made available to the Task Group in Nov 2015 enabling work on the scrutiny review to commence.

Consultation

10. As part of their review the Task Group met with a number of CYC officers, Councillors and external parties:
 - 2 x Operational Leads (Crown Management Solutions)
 - Commercial Innovator - responsible for camp sites and merchandise (seconded from Visit York)
 - Spectator Hubs & Grand Depart Lead Officer (CYC)
 - Chair of Safety Advisory Group (CYC)
 - Strategic Lead & Chair of TDF Operations Board (CYC)

- Ward Cllr for Heworth Without Ward
- Executive Member for Culture, Leisure & Tourism at the time of the TdF

11. The Task Group took account of the different perspectives of the consultees and the different levels of their involvement. They also noted that the degree of detail obtained about each area examined, varied considerably because of the passage of time since the events concerned took place, as evidenced by the different levels of information provided by the various consultees.
12. They also sought to consult with the Chief Executive and Council Leader from the time of the TdF, but were unsuccessful.

Information Gathered

13. Throughout the review the Task Group considered evidence relating to TdF. This provided information on the timeline of the project i.e. the work undertaken in support of the various elements, the meetings held and the decisions made. This was helpful in supporting and adding clarity to the evidence provided by the consultees.

Provision of Camping Sites

14. Because there was limited hotel accommodation and the cost looked set to rise, it was proposed to include camping as alternative accommodation at an affordable rate, and it was hoped this would generate income.
15. Initially, provision of camping facilities went broadly to plan, with sites planned for Millennium Bridge/Rowntree Park, the Designer Outlet and Monk Stray. The three sites were marketed with different approaches aimed at three different groups of customers - Millennium Bridge being for families, the Designer Outlet for 'glamping' while Monk Stray would be a 'Glastonbury' style offer.
16. However, the use of Monk Stray for public events had previously been the subject of local residents' concern and the Task Group found no evidence to suggest that this was taken into account when considering possible camping sites.
17. The advertisement of the Monk Stray campsite appeared on the website in January 2014, before a licensing application was submitted or other public consultation took place. The licensing application for the Heworth end of the Stray was submitted in early February 2014, for a premises licence for events up to 14 days per year. This resulted in immediate

protests from local residents because it brought to mind their past concerns raised about a previous licensing application made in 2010¹.

18. There were also errors in marketing; the campsite's postcode was incorrectly given as that for the Heworth end of the Stray (over which controversy had arisen in 2010) instead of the Hopgrove end of the Stray, which was what it should have been. A similar mistake was made on the website with the Millennium Bridge campsite postcode being shown as that of a street on the other side of the River Ouse.
19. Two public meetings were held; the Member for the Heworth Without Ward held a public meeting in February 2014 at the local cricket club (near the Heworth part of Monk Stray). Plans for the event were displayed and factual information about the licensing application was given out.
20. CYC subsequently held a public 'engagement' meeting in March 2014 at Bell Farm Social Hall, some 650m from the Heworth part of Monk Stray and less accessible. At the time there were questions raised about the adequacy of the publicity and notice given for that meeting, and no record of that meeting appears to have been retained, nor any details of the large numbers of e-mails sent by members of the public to CYC both direct and via the Member for the ward.
21. The Monk Stray licensing application was determined in late March 2014. The hearing considered 286 representations by residents, while Cllrs Boyce and Ayre and Julian Sturdy MP all attended to raise concerns. There was no public support for an unlimited licence which would allow events of up to 14 days per year after the TdF weekend and in the end, a licence was granted for the day of the TdF only with alcohol sales up to 20:00 and other activities finishing by 23:00.
22. In parallel, in February 2014, the ward Member advised the Strategic Lead that the proposed campsite location on Monk Stray nearer Hop Grove was directly opposite another campsite for which planning permission had recently been refused because of traffic access from Malton Road. For CYC to make an application for the proposed location would have meant embarrassment if the Planning Committee were to refuse it or, if allowed; it would provide grounds for an appeal against the earlier refusal.

¹In September 2011 at a Cabinet Member Decision Session on the Council's events protocol, it had been stated that any future licensing application for that part of Monk Stray would be subject to consultation. It seems this was widely understood as a promise to hold a public consultation before any future licence application was made.

23. In late May 2014, the involvement of the Caravan Club in providing camping facilities on Monk Stray near the Hopgrove gained prominence. It was alleged that the use of the Caravan Club to run the campsite under its exemption certificate was a way of avoiding making a planning application in respect of that site. Unfortunately, this generated negative publicity for the plans in the local press. Because of this, the Caravan Club withdrew its support, giving the reason as its wish not to suffer reputational damage arising from the local political problems.
24. At this point, a decision was taken not to proceed with the Monk Stray campsite plans (although the spectator hub at the Heworth end of Monk Stray would operate for the one permitted day) and the plans for the Designer Outlet campsite were also abandoned on commercial grounds. This left Millennium Bridge as the only campsite still on offer. Bookings already taken for the other sites had to be offered the choice of an alternative pitch at Millennium Bridge or a refund. This caused additional work and a number of refunds had to be made.
25. Additional support was needed in preparing and operating the Millennium Bridge campsite. This caused additional work and expense in employing East Riding of Yorkshire staff to perform this function. The camping at Millennium Bridge was otherwise successful, operated efficiently and received very positive feedback from campers, residents and Members.

Provision of Entertainment Hubs

26. Large numbers of visitors to the city were expected for the TdF event. The aim was that they would stay for the weekend and generate money for the city. Because of the numbers of visitors expected, it was planned to provide spectator hubs which would allow audiences to view the race on large screens, allow them to get food and drink, and for there to be some entertainment throughout the day.
27. Four hubs (at the Knavesmire, Designer Outlet, Rowntree Park and the Heworth end of Monk Stray) were planned initially. However, late in the day, over the weekend of 6th-9th June 2014, plans to use the Heworth end of Monk Stray as a spectator hub were abandoned and arrangements for a new spectator hub at Huntington Stadium to replace it were announced. Local councillors were not consulted about the additional use of the Stadium for this purpose. It is not clear why a change of venue for this hub was seen to be necessary and there is no record of this decision being made. It appears that, following the withdrawal of the Caravan Club from organising the camping (see paragraph 21 above), the Strategic Lead asked the Events Officer to find

cost reductions. The Strategic Lead advised that using the Stadium as a venue for both the Grand Depart (GD) concert and an entertainment hub would reduce costs, but the Task Group found no evidence to support this.

28. Arrangements for the provision of large screens proved unreliable. The screen that had been intended for the Rowntree Park hub was positioned in Parliament Street by mistake, but could not then be moved to Rowntree Park because of crowds and traffic on the day. This was a source of complaints on the day. The consultees confirmed there were also difficulties with over-loaded mobile networks on the day which led to communications difficulties within the team.

Grand Depart Concert

29. The Task Group found evidence to suggest the Grand Depart Concert (GD concert) was first mooted in July 2013 as a way of generating up to £250k to offset the costs of the TdF.
30. The Commercial Innovator and the external management consultants confirmed that while the TdF Opportunities Register of late November 2013 recorded 'Organising a Concert' as a possibility, there was no further development of this idea until late March/April 2014.
31. The Strategic Lead confirmed that in late December 2013, the GD Lead Officer was asked to think about what a GD concert event might look like; it seems that it was initially intended to be a folk festival. The Strategic Lead also confirmed that the concert was not seen as a money generating exercise but would offer campers at Monk Stray (and residents) some entertainment.
32. From its onset, TdF staff were told not to get involved in the GD concert because this was one person's responsibility i.e. the GD Lead Officer. This focused a dependency on an individual officer, increasing the potential risks associated with the GD concert.
33. The Task Group found no record of any clear objective, no commercial analysis of feasibility, programme planning, detailed cost estimates, the likely timetable, projected ticket sales, income and potential profit, or the risks involved.
34. Furthermore, the Task Group found no evidence to suggest the positioning and marketing of the GD concert within the overall TdF events programme had been established before planning commenced. It was seen as an extra item and secondary to the main TdF programme, yet there was insufficient definition of what the event would be and

understanding of what support and co-operation would come from the regional TdF delivery team. In fact, it subsequently emerged that the GD concert could not be marketed within the wider TdF promotion and publicity because it was seen as a non-TdF event.

35. The Task Group also found little or no record of local arrangements, pre-contract meetings, exchanges of e-mails with promoters etc. The GD Lead Officer commented that "A lot of ... GD concert meetings went either un-minuted or no notes of the meeting were produced".
36. Unsubstantiated figures of £250k for income and £100k costs for a GD concert first appeared in a 'Commercial Opportunities Budget' spreadsheet in February 2014 but the Task Group found no evidence of any breakdown of those figures or of work to ascertain what amounts were involved. The income figure seemed to be based on sales of 10,000 tickets at £25 each, yet there is no evidence of any check on venue capacity being made or of any commercial assessment as to ticket pricing or number of tickets that could be sold.
37. Although entries relating to the Grand Departy can be seen in 'Project Highlights reports' from March 2014 these refer to '*community activities over the weekend of the Grand Depart*' and not to a GD concert per se.
38. The external management consultants confirmed that, at their handover in early April 2014, there were no defined plans for the GD concert and it was necessary to put together a complete list of what would be needed. Their view was that this was far too late for an event date of 4 July and was not within the TdF delivery plan timescale. Despite the late start on the concert planning work, the external management consultants noted that the Events Officer had 'strong political support from the Cabinet Member and that it was generally felt that all would turn out OK in the end'
39. No details of the GD concert otherwise emerge until April 2014, when ward councillors were notified in two separate e-mails from the Strategic Lead and the GD Lead Officer. The e-mail from the Strategic Lead to Huntingdon & New Earswick ward councillors on 4 April confirmed that CYC was 'looking to do a family concert on the Friday 4 July in the stadium' and said that 'we are in the early stages of planning'. Shortly after this, an e-mail from the GD Lead Officer to H&NE ward councillors on 20 April confirmed that the Strategic Lead had taken a decision on 17 April to go ahead with the concert - with just over 11 weeks to go.
40. The Task group found no record of the Strategic Lead's decision to proceed with the GD concert in April, nor of any formal decision at Executive Member level which would endorse such action. However

they noted that when asked at the Council meeting held on 17 July 2014 'who had added the concert to the TdF calendar and when', the Executive Member for Culture, Leisure and Tourism stated "the Huntington Stadium concert was added to the calendar of events under the delegated authority of the Director of Communities and Neighbourhoods".

41. It is not until May 2014 that the Project Highlights report (which recorded progress during April and is the last such report available,) included any mention of a concert at Huntington Stadium. Significantly, the event was given a 'red' status in the RAG rating section of the report as soon as it appears because of problems with resources and lack of budget details. Despite this, there appeared to have been no ongoing evaluation of risk as the GD concert project developed over the two months still to go.
42. Although minimal risk status details appeared in the Project Highlights report for May 2014, the Task Group found no other formal risk assessment for the GD concert as a project from the outset. By contrast, the TdF event had a full risk assessment for all aspects of the Grand Depart, although the Task Group found no evidence to suggest the risk register was kept updated. Yet, despite the GD concert's late start, the team's lack of experience of such events and the high reputational and financial risks, the concert was not included in any risk register.
43. The GD Lead Officer confirmed that she did not believe it was feasible to do the work in-house to promote the GD concert, and after an unsuccessful search, was recommended to contact Cuffe & Taylor by one of the possible tenderers. After the details for a family event were discussed with them at a meeting and site visit, a contract was effectively in existence. This approach to engaging a provider was highly informal; there was no clear evidence of a tendering process and the arrangement breached CYC procurement rules. Nevertheless, the GD Lead Officer advised that Cuffe and Taylor were the only company interested in doing the GD concert. The contract was signed on 15 May 2014, with just over 7 weeks to go.
44. The appointment of Cuffe and Taylor as promoters was done without the involvement of the CYC Procurement team, who were unaware of the whole process until after it had been completed. While the Procurement team did offer support and advice on other aspects of TdF procurement (e.g. catering, camping and security), they confirmed they were not aware of what was being done in respect of concert promotion until after the contract was signed.

45. It is understood that the Cuffe and Taylor contract was provided by the firm as an example of their standard contract. When shown the document, the finance team put a list of questions to the GD Lead Officer but these were not answered. Because placement of the contract did not conform to procurement rules, a waiver was needed, so written justification was requested from the GD Lead Officer to enable Cuffe and Taylor to be set up as a supplier in the finance system. The response received was not adequate and this was reported to the appropriate Assistant Director, who refused to approve the waiver. The Strategic Lead was advised to seek Executive Member approval before proceeding but the Task Group found no record of any such decision having been formally taken.
46. Although no waiver was granted, there was a legal requirement for CYC to pay Cuffe and Taylor because a contract existed, so they were set up as a supplier in the finance system.
47. There were delays in sorting out the line-up of acts for the GD concert. The acts offered kept changing and there was some dallying over decisions at the CYC end. The GD Lead Officer then encountered problems with the licensing arrangements – receiving the wrong information from stadium management led to a 3-4 week delay in decision-making. All this led to knock-on delays, not only in marketing and publicity, but in the event management and safety planning (e.g. impact on policing, safety and broader risk analysis).
48. The Strategic Lead confirmed that a decision point came when the Caravan Club withdrew from managing the camping in late May 2014, at which time there had been poor ticket sales for the GD concert. The Task Group found no evidence of any analysis of where the concert audience might come from following the loss of the Monk Stray campers. Without that analysis, but concerned about preserving ‘our reputation as a city’, the Strategic Lead decided to continue with the concert after discussing this with the Chief Executive and others. At this point, the emphasis changed from one of balancing the books to getting people to come. From 10 June 2014, tickets were being sold at half price, and in the last few days; free tickets were offered to staff, partners and local armed forces personnel.
49. The Task Group found that negative reports about the concert appeared in local print and broadcast media, besides being promoted by an ex-councillor on social media. Parallel news reports of the controversy over the cancellation of the camping at Monk Stray also fuelled perceptions of negative publicity.

50. According to the GD Lead Officer, publicity material for the concert was 'delayed' and she had to put up banners herself. The GD Lead Officer - a key member of the team - took two weeks' leave in early-mid June before the TdF weekend. At this point, only a few tens of tickets had been sold since they went on sale in mid-May; an emergency meeting with the promoters was held to seek improved sales and ticket pricing was changed to allow heavy discounts for future sales.
51. The GD Lead Officer confirmed that on her return from leave, banners and publicity material were still on her desk and she found boxes of leaflets for the concert in the basement; which should have been distributed by then. The GD Lead Officer was 'horrified by the lack of sales, leaflet distribution failure and changes in pricing policy'. Extra marketing support was subsequently provided by Cuffe & Taylor, and by the CYC marketing team.
52. The Safety Advisory Group (SAG) confirmed that an event manual for the concert promised for early June, was supplied far too late (only 48 hours before the event), contravening agreed timescales.
53. Close to the GD concert, it was realised that no stewards had been arranged for the event. The external management consultants were able to engage the TdF stewards on a separate contract from the regional TdF operation, which incurred further work and overheads. There were also difficulties in acquiring equipment for the TdF weekend, such as mobile phones, via the Council's usual procurement channels.
54. In the end, the weather on the day of the GD concert was bad. This and poor ticket sales meant that attendance was very poor – press reports estimated this at around 1500, far below what had been hoped for. Officers later conceded in hindsight that the concert line-up was wrong and a mix that was intended to appeal to everyone in the end appealed to very few. There were concerns about safety at the event, which were exacerbated by publication of the minutes of the SAG's post-concert review meeting.
55. It took some time for the Task Group to clarify the political accountability for the Grand Departure - it emerged that the GD concert was considered to be part of the commercial stream of the TdF activity and was therefore under the control of the Leader of the Council, who during the period covering the TdF preparations was the Cabinet Leader with responsibility for Economic Development. The Task Group found no record of any decision by the Cabinet Leader approving the inclusion of the GD concert or its continuation following the loss of the campsite at Monk Stray.

Analysis

Camping Sites

56. Some of the negative public feedback could have been averted if the website advertisement for the various campsites had been properly checked and the incorrect postcodes identified.
57. The potential for a public outcry and resident's objections should have been foreseen for both the unlimited events licensing application and the planning application for an additional access in Stockton Lane to the Heworth end of Monk Stray, particularly bearing in mind the previous difficulties over a licence application for the Heworth end of Monk Stray.
58. The apparent poor handling of the CYC engagement meeting with residents in March 2014 added to the public disquiet over the plans for the Heworth end of Monk Stray.
59. There was a significant risk of major embarrassment associated with the management of the campsites by the Caravan Club, had they used their exemption certificate to avoid a need to apply for planning permission for camping at the Hop Grove end of Monk Stray. This risk should have been foreseen and mitigated. The risk of knock-on effects on the whole camping programme and the sale of tickets for the Grand Departy coming from a failure to deliver a campsite at the Hop Grove end of Monk Stray should also have been foreseen and mitigated.
60. Given that East Riding of Yorkshire staff were needed to manage the single campsite at Millennium Bridge, it is likely that further external resources would have been needed to manage campsites at the Designer Outlet and Monk Stray had they been operational. The additional costs and overheads should have been assessed and included in the project budget.

Spectator Hubs

61. Planning and delivery of the spectator hubs seems to have been successful, although no explanation was given for the decision to replace the Monk Stray (Heworth end) hub with a new hub at Huntington Stadium. Instead of saving money, this most probably cost additional effort and resources, making for additional strain on an already stretched team and putting the successful delivery of the project at risk. The possibility of over-loaded mobile networks should also have been foreseen, together with the possibility of the miss-placement of the large screens, both of which illustrate a lack of staff resource and clear co-ordination.

Grand Departy Concert

62. The cultural, commercial, logistic rationale and timetable for the concert were not defined from the outset. There was also no detailed assessment of the viability of the proposed concert, based on estimated ticket sales and concert costs, or that the target selling price for seats sold in the Stadium would at least cover the costs.
63. The proposed concert was not included in the collective planning vision until too late in the day - rather than being part of the main TdF event marketing, the concert was ultimately seen as conflicting with it and was not properly supported.
64. There was a failure to maintain and retain a significant proportion of ongoing project documentation for the GD concert. The general TDF documentation was also incomplete – some Operational Board minutes were missing and Project Highlight reports were also missing, as were budget statements and ongoing financial records.
65. Delays arose within CYC when deciding which acts to have in the line-up.
66. Difficulties with the Huntington Stadium licensing application for the GD arose because of a delay in contacting the Stadium management.
67. It is not appropriate for key officers to be allowed annual leave at a critical point in an event planning process. In this case, this led to a crucial delay in the distribution of publicity material, contributing to the poor ticket sales.
68. The decision to continue with the concert despite the Caravan Club's withdrawal and poor ticket sales, all in the hope of not damaging the city's reputation, led to the sale of tickets at heavy discounts in the hope of breaking even, compounding the problems.
69. The need for stewards at the concert was realised too late in the day and additional disruption was caused by the need to arrange these at short notice. There were also difficulties in terms of arranging for supply of mobile phones.
70. Concerns about safety of the event arose on the day of the concert, putting SAG officers under unnecessary pressure, which could have been avoided if the event manual had been supplied in ample time.

71. It was not clear where the political responsibility for the concert lay until some time after the event.

Review Conclusions

72. Whilst recognising the Council’s outstanding achievement of delivering the Tour de France in York, the Task Group having considered all of their findings pertaining to the commercial activities undertaken, agreed that:

- Due to the limited time available between the decision to proceed with the Grand Depart and the concert taking place there was insufficient time to plan and apply a number of the Council’s processes e.g. proper/appropriate procurement, project and risk management procedures.
- Time was also a factor affecting the council’s other commercial activities undertaken as part of the programme accompanying the Tour de France, which resulted in the Council not fully applying its own project management principles to those activities.

Draft Review Recommendations

73. As a consequence of their review, the Task Group identified a number of draft recommendations aimed at ensuring appropriate project management of future major events. However, it was subsequently confirmed that a number of those draft recommendations had already been implemented as a result of lessons learnt from the TdF project - officers confirmed that a detailed officer review was undertaken of project management, which resulted in the following improvements:

Task Group’s Proposed Recommendation	Feedback From Officers regarding progress improvements
a. The cultural, commercial, logistic rationale and timetable for an event must be defined from the outset and it must include all related activities.	The Council’s Project Management framework now sets out a process for the development of a business case and associated plans and this includes scoping, cost/benefit analysis and risk management. A project like TdF would likely be classified as a large project and therefore be reported to CMT on a regular basis and be included in the Large Project Highlight Report which is routinely presented to the Audit and Governance Committee for scrutiny in terms of process.

<p>b. All project documentation for both principal and subsidiary events must be produced in a timely manner, maintained during planning and retained post implementation. This includes financial, cultural and commercial appraisals, minutes or notes of meetings, project logs, action lists/ progress reports, records of decisions made formally and under delegated authority, risk registers, estimates, budgets and financial statements, , all purchase and sales contracts, orders, invoices and payment records.</p>	<p>The Project Management framework now dictates that these documents are in place, particularly for large projects, so this would be captured for elements that are in scope of the project. Links and dependencies would also be identified.</p>
<p>c. A detailed assessment of financial viability must be carried out for any event, particularly where an admission charge is to be made (including ticket prices, total number and value of expected ticket sales, concert costs and venue costs), in order to inform the decision on whether to proceed. This should include the costs and other overheads associated with using external agencies/bodies etc.</p>	<p>This would now be included in the business case development process.</p>
<p>d. As part of assessing whether or not to proceed with a project, consideration should be given to how best to deliver it i.e. in-house or by an external provider</p>	
<p>e. Both the administrative and political lead must be identified to the staff team, external contractors/providers and to Members of Council as soon as possible after project</p>	<p>As part of the Project Management Framework, roles and governance are now identified during the pre-project phase to ensure robust arrangements and that it is clear who has been identified to perform a</p>

<p>initiation and before approval to proceed is given.</p>	<p>particular role in relation to the project.</p>
<p>f. Performance and availability of necessary resources must be monitored against project plans so that remedial action can be taken where needed, and if a decision is taken to change the direction of a project mid-process, this must be recorded with written justification.</p>	<p>Operating within the project management framework, these decisions are now recorded (including justification). As part of the corporate project governance arrangements, a project the size of TdF would be regularly reviewed by CMT and Audit and Governance as routine, as part of the Large Project Highlight Report to supplement individual reports that would go to CMT and Executive.</p>
<p>g. Each element of a project must be included in the overall project risk register and monitored within the project management process. This should include the possible risks associated with:</p> <ul style="list-style-type: none"> ▪ Any necessary planning or licensing applications (to include examining and factoring in the previous history of local event planning or licensing applications associated with a site/venue). ▪ Using external agencies to manage/provide event related activities - this must include an assessment of CYC's relationship with those external agencies ▪ The knock-on effects of cancelling or significantly changing one element of an event on other elements ▪ Not being ready to deliver an event by the agreed date, particularly where time is limited between project initiation and event date' 	<p>The corporate project framework now in place guides project staff to develop and manage risk registers from an early stage of a project (pre-project right through to closure, with risk workshops). All elements that have been identified as "in the scope" of the project should be assessed for risk and controls and actions be put in place in order to mitigate the risk. A key part of the process, in order to cover the issues presented below, is to ensure that it is clear what is "in scope" and what is "out of scope" (exclusions). This will be clearly written into the Project Initiation Document. If an item is not in the initial scope of a project, there will need to be a change control process, through the project board, that formally places the item "in scope" explaining the adjustments to the business case, plan and risks or articulates the arrangements that will be in place if it is "out of scope", but there is a clear link between the project and the new item. This will be reflected in board minutes and decisions.</p>

<ul style="list-style-type: none"> ▪ The supply of equipment for an event - where a pre-event trial cannot be carried out, suppliers must be vetted thoroughly and references obtained before any contract is placed. ▪ Equipment failure - back-ups for vital equipment which is used only for the duration of the target event (e.g. walkie-talkie radios to cover mobile phone failure) must be arranged and user-tested in good time, before the event. 	
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74. The Task Group were pleased to note the improvements made to date, and therefore agreed their proposed recommendations listed in the table above had already been implemented. However, they did agree further recommendations were required to ensure the appropriate project management of major events in the future as listed below:

- i. The engagement of any external promoters, providers or contractors must be carried out in accordance with CYCs procurement rules, and the Procurement Team must be consulted as part of the procurement process before any written contract document is drafted or any implied contract is created.
- ii. In regard to the involvement of Councillors in any future major event or any possibly controversial smaller activity:
 - A thorough assessment of the current local political situation should be made and reviewed as part of the consideration / planning stage.
 - Ward Member(s) in which an event(s) is to be held must be consulted as plans for the event are being drawn up and before they are made public.
 - All Councillors should be kept updated to ensure a cross-party consensus.
- iii. Project work must be allocated to staff at the appropriate level so that managers and team leaders are not unnecessarily diverted on to lower level work.

iv. Staff leave during the critical period before delivery of any event must be carefully managed and restricted where necessary to ensure that event planning and delivery continues in accordance with the overall timetable.

75. In order to ensure the appropriate promotion of future major events:

v. Arrangements for publicity must be planned before the event, and advertising and publicity for events must be checked for accuracy before implementation.

vi. Plans for public engagement meetings must take account of any anticipated objections from Ward Members, existing community groups or groups of residents. Such engagement meetings must take place in or near to the relevant area and proper notice of such events must be given.

76. To ensure the risks associated with future major events are assessed and mitigated effectively:

vii. The event manual for each planned event must be prepared and supplied to the SAG and event management staff by the required pre-event deadline.

viii. For those events where ticket sales are required, in order to mitigate any associated financial risk, arrangements for monitoring ticket sales must be made before tickets go on sale and an effective method for the continuous assessment of sales against targets put in place. Any proposed price changes or special offers to boost sales must be assessed and agreed before implementation.

ix. Where an additional event is proposed to be run alongside an existing externally-originated programme, it must be agreed from the outset that this can be done and that no element of competition is anticipated.

Associated Implications

77. Financial implications information is currently being sourced and will be added to the report once this Committee has endorsed the Task Group's draft recommendations, and before the final report is presented to the Executive.

78. There are no Legal, HR, Crime & Disorder, IT or Equalities implications associated with the draft recommendations arising from this review

Risk Management

79. The corporate project framework guides project staff to develop and manage risk registers from an early stage of the project (Pre-project right through to closure, with risk workshops). All elements that have been identified as “in the scope” of the project should be assessed for risk, and controls and actions put in place to mitigate the risk.
80. In regard to recommendations vii – ix, a key part of the corporate project framework process, is to ensure that it is clear what is “in scope” and what is “out of scope” (exclusions). This will be clearly written into the Project Initiation Document. If an item is not in the initial scope of a project, there will need to be a change control process, through the project board, that either formally places the item “in scope” explaining the adjustments to the business case, plan and risks, or articulates the arrangements that will be in place if it is “out of scope”, because there is a clear link between the project and the new item. This will be reflected in board minutes and decisions.

Options

81. Having considered the information within this report and the implications and risks associated with the draft review recommendations above the Committee may choose to:
 - a) Identify any required amendments / additions to this review draft final report
 - b) Endorse or revise the draft review conclusions as listed in paragraph 71 above
 - c) Agree or revise the draft review recommendations as listed in paragraph 73-75 above

Council Plan

82. The TdF provided the council with an opportunity to impress visitors, businesses and residents with the quality of the city, and its legacy continues to increase visitor numbers and opportunities for income generation, thereby supporting the ‘Prosperous City for All’ priority of the 2015-19 Council Plan.

Report Recommendations

83. Having considered this draft final report, this Committee is asked to:

- i. Identify and agree any amendments / additions required
- ii. Endorse the draft recommendations shown at paragraphs 73-75 above

Reason: To conclude the work on this scrutiny review in line with scrutiny procedures and protocols, and to enable this final report to be presented to the Executive.

Contact Details

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Andrew Docherty
Assistant Director, Legal & Governance

Report Approved

Date

26/06/2017

Specialist Implications Officer(s)

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: None

Abbreviations:

CYC – City of York Council
CMT – Council’s Management Team
GD – Grand Depart
H&NE – Huntington & New Earswick
SAG - Safety Advisory Group
TdF – Tour de France

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Meeting Dates	Children, Education & Communities Policy & Scrutiny Committee Draft Work Plan 2017-18
Tues 27 June 2017 @ 5:30pm	<ol style="list-style-type: none"> 1. York Museums Trust – Partnership Delivery Plan Bi-annual Update (Reyahn King) 2. TdF Scrutiny Review Draft Final Report 3. Draft Workplan & Discussion re potential scrutiny topics for 2017/18 <p>Meeting cancelled - All business deferred to July 2017 meeting</p>
Wed 5 July 2017 @ 5:30pm	<ol style="list-style-type: none"> 1. York Museums Trust – Partnership Delivery Plan Bi-annual Update (Reyahn King & Michael Woodward) 2. Attendance of Executive Members – Priorities & Challenges for 2017/18 <ul style="list-style-type: none"> • Executive Member for Culture, Leisure & Tourism - Cllr Ayre (confirmed) • Executive Member for Education, Children & Young People – Cllr Rawlings (confirmed) • Deputy Leader, Community Engagement – Cllr Aspden 3. Year End Finance & Performance Monitoring Report (Richard Hartle) 4. TdF Scrutiny Review Draft Final Report 5. Draft Workplan & Discussion re potential scrutiny topics for 2017/18
Wed 19 Sept 2017 @ 5:30pm	<ol style="list-style-type: none"> 1. First Quarter Finance & Performance Monitoring Report (Richard Hartle) 2. Update on York Trial of 30 Hours Free Childcare for Working Families (Barbara Mands/Nicola Sawyer) 3. Update on York Museum Trust Custodianship Arrangements (Charlie Croft) 4. Children’s Safeguarding Update (Eoin Rush & Will Boardman) 5. Learning Services Year End Update (Alistair Gourlay) 6. Consultation on Library Provision (Fiona Williams/Charlie Croft) 7. Workplan 2017/18
Wed 22 Nov 2017 @ 5:30pm	<ol style="list-style-type: none"> 1. York Theatre Royal Bi-annual Performance Update (Liz Wilson) 2. Explore York Libraries & Archives Mutual Ltd SLA Bi-Annual Update (Fiona Williams) 3. Ward Funding Scrutiny Review – Implementation Update (Mary Bailey) 4. Update On Early Help Strategy, Local Area Teams & Sycamore House (Niall McVicar) 5. School Improvement and Ofsted Update on Schools Performance (Maxine Squire) 6. Update on Academisation, Place Planning & Additional School Places Required (Maxine Squire) 7. Workplan 2017/18

<p>Wed 10 January 2018 @ 5:30pm</p>	<ol style="list-style-type: none"> 1. York Museums Trust – Partnership Delivery Plan Bi-annual Update (Reyahn King) 2. Second Quarter Finance & Performance Monitoring Report (Richard Hartle) 3. Update on School Meals Take-up (Mark Ellis) 4. CYC Bi-annual progress report on Safeguarding & Looked After Children (Eoin Rush) 5. Community Asset Strategy 2018 Consultation (Charlie Croft) 6. Workplan 2017/18
<p>Wed 21 March 2018 @ 5.30pm</p>	<ol style="list-style-type: none"> 1. Attendance of Chair of York@Large (Chris Bailey) 2. Third Quarter Finance & Performance Monitoring Report (Richard Hartle) 3. York Safeguarding Board Bi-annual Update (Will Boardman) 4. SACRE (Standing Advisory Committee on RE) Annual Report & Review of York Schools' Agreed Syllabus (Mike Jory & Shabana Jabbar-Chair of SACRE) 5. Learning Services Biannual Update & Draft Self-Assessment Report (Alistair Gourlay) 6. Workplan 2017/18
<p>Wed 16 May 2018 @ 5:30pm</p>	<ol style="list-style-type: none"> 1. Attendance of Chair of Learning City (Alison Birkenshaw) 2. York Theatre Royal Bi-annual Performance Update (Liz Wilson) 3. Explore York Libraries & Archives Mutual Ltd SLA Bi-Annual Update (Fiona Williams) 4. Learning Services Bi-annual Performance Update (Alistair Gourlay)

Possible areas for review:

School Attendance – Behavioural Attendance Partnership / Penalty Notices etc