



Notice of a public meeting of

Children, Culture and Communities Scrutiny Committee

To: Councillors Nicholls (Chair), Nelson (Vice-Chair), Clarke,

Crawshaw, Cuthbertson, Knight, Pearson, Waller, Wells

and Wilson

Date: Tuesday, 23 January 2024

Time: 5.30 pm

Venue: The Thornton Room - Ground Floor, West Offices (G039)

AGENDA

1. Declarations of Interest

(Pages 1 - 2)

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

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

[Please see attached sheet for further guidance for Members]

2. Minutes (Pages 3 - 8)

To approve and sign the minutes of the meeting held on 5 December 2023.

3. Public Participation

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

Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is 5:00pm on Friday, 19 January 2024.

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

Webcasting of Public Meetings

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

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

4. SACRE Annual Report 2022-23

(Pages 9 - 22)

This report presents the committee with the SACRE Annual Report for 2022-23.

5. Attainment Gap

(Pages 23 - 32)

This report provides the committee with information about school performance in the academic year 2022-2023, the outcomes of disadvantaged pupils, and the percentage gap in achievement between disadvantaged pupils and their peers.

6. Early Years and Childcare Reforms

(Pages 33 - 42)

This report informs the committee about the proposed national Early Years and Childcare Reforms to be introduced from April 2024 to September 2026.

7. Work Plan

(Pages 43 - 44)

Members are asked to consider the Committee's work plan for the 2023/24 municipal year.

8. Urgent Business

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

Democratic Services Officer

Reece Williams

Contact Details:

- Telephone (01904) 55 4447
- Email reece.williams@york.gov.uk

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

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

Contact details are set out above.

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 własnym języku.

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

(Urdu) یه معلومات آب کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔

7 (01904) 551550

Declarations of Interest – guidance for Members

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

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

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



City of York Council	Committee Minutes
Meeting	Children, Culture and Communities Scrutiny Committee
Date	5 December 2023
Present	Councillors Nicholls (Chair), Crawshaw, Cuthbertson, Knight, Waller, Wells, Baxter (Substitute for Councillor Clarke) (until 6:15pm), Melly (Substitute for Councillor Wilson), Merrett (Substitute for Councillor Nelson) (until 6:55pm), and Runciman (Substitute for Councillor Pearson)
Apologies	Councillors Clarke, Nelson (Vice-Chair), Pearson, Wilson
Officers in Attendance	Richard Hartle – Head of Children and Education Finance Martin Kelly – Corporate Director, Childrens and Education Danielle Johnson – Director of Children's Services Safeguarding Karron Young – Head of Service – Virtual School and Inclusion Services Sarah Colley – Senior Lawyer (Children)

21. Declarations of Interest (5:33pm)

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

22. Exclusion of Press and Public (7:09pm)

Resolved: That the press and public be excluded from the meeting during consideration of the following:

Annex I to Agenda Item 8 (Virtual School Annual Report 2022/2023) on the grounds that it contained information relating to any individual and information which was likely to reveal the identity of an individual. This information was classed as exempt under paragraphs 1 and 2 of

Part 1 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

23. Minutes (5:33pm)

Resolved: That the approval of the minutes of the committee held on 7 November 2023 be deferred to the next meeting.

24. Public Participation (5:33pm)

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme.

Chris Hoyle spoke on agenda item 7, Corporate Parenting Board Annual Report 2022/23. He outlined his own lived experience and addressed the difficulties faced as a former looked after child raising his own children without adequate corporate grandparenting support from the council. He addressed the practical support the council could provide as a corporate grandparent, which included, incorporating additional school admissions priority criteria in the council's school admissions policies for the children of any formally looked after person.

25. 2023/24 Finance and Performance Monitor 2 (5:38pm)

The Head of Children and Education Finance presented the report.

In response to questions from members, The Head of Children and Education Finance, and the Corporate Director, Children and Education confirmed that:

- Educational Psychologists were increasingly moving into the private sector, and this was a nationwide trend.
- The number of Children Looked After (CLA) in York had consistently been at a higher level than the budget was originally built to accommodate.
- Direct payments were used to support parents in commissioning their own services, and a review into historic direct payments was in progress with completion expected by the end of the current financial year.

- The York Independent Living and Transport Skills (YILTS) Team was still in operation.
- The number of Education, Health and Care Plans (EHCPs) going up to age-25 were reducing, and EHCPs were being increasingly reviewed to assist young people in being more independent and to locate suitable employment. This would not directly link to a reduction in EHCP spend due to other factors.
- The number of children in temporary accommodation during 2020/2021 was low due to the COVID-19 pandemic restrictions and government advice at that time.
- All Safety Valve Agreement targets had been met and the council was receiving all funding that it was eligible for.

The Chair congratulated committee members who were involved in the council's Early Talk for York programme which had won the Learning Award at the Children and Young People Now Awards 2023.

Resolved: That the report be noted:

Reason: To ensure expenditure is kept within the approved budget.

26. Children and Young People in Care and Care Leavers Update (6:35pm)

The Director of Children's Services Safeguarding presented the report.

In response to questions from members, the Director of Children's Services Safeguarding and Corporate Director, Children and Education confirmed that:

- The number of Children in Care accessing a dentist had increased.
- A commitment in funding had been secured for £100,000 from the York and North Yorkshire Integrated Care Board (ICB) to alleviate the impact on young people when becoming independent.

Resolved: That the report be noted.

Reason: To keep members updated on key elements in relation to Children and Young People in Care.

27. Corporate Parenting Board Annual Report (6:59pm)

The Director of Children's Services Safeguarding presented the report and members discussed their role as a Corporate Parent.

The committee thanked the young people who had supported the Corporate Parenting Board Annual Report and it was suggested that the annual report should be presented under a specific agenda item to Full Council by the Executive Member for Children and Young People and a care experienced young person, should they wish to attend.

Following discussion, it was:

Resolved:

i. That the working group established to review the Constitutional changes for onward endorsement by the Audit and Governance Committee be requested to consider including that the Corporate Parenting Board Annual Report, under a specific agenda item, be presented annually to Full Council by the Executive Member for Children and Young People and a care experienced young person, should they wish to attend.

Reason: So that due attention was given to the Corporate Parenting Board Annual Report by Full Council.

ii. That the report be noted.

Reason: To keep members updated on the work of the Corporate Parenting Board.

28. Virtual School Annual Report 2022/2023 (7:09pm)

The Head of Service – Virtual School and Inclusion Services presented the report.

In response to questions from members, it was confirmed that:

 Statistically York had fewer suspensions comparatively to national figures, however there was a national increase in suspensions.

- When pupils could not access a full curriculum, primary and secondary schools worked with the Virtual School to offer a blended curriculum.
- Funding from the Department for Education (DfE) for the Virtual School was allocated for pupils from 4-15 years of age and pupils could opt-in or out of post-16 education.
- Every school suspension was scrutinised by the Virtual School, and they worked with schools to reduce the number of suspensions issued.
- In regard to KS4 progress, the Virtual School was piloting a scheme in schools to investigate if further interventions and support was needed.

Resolved: That the Virtual School Annual report be received with a further update in the next academic year.

Reason: To keep members updated on the work of the Virtual School for children in care.

29. Work Plan (8:00pm)

Members considered the Committee's work plan for the 2023/24 municipal year.

Following discussion, it was:

Resolved:

- i. That following a motion of Full Council, York City Football Club's impact on culture, and ways which City of York Council could support the club and the York City Football Club Foundation be considered at the committee's meeting scheduled for 9 April 2024.
- ii. That the Chair liaises with the Chair of Health, Housing and Adult Social Care Scrutiny Committee regarding the housing strategy and the improved pathways relating to temporary accommodation for Children Looked After (CLA) and report back this committee to enable members to consider the most efficient option to proceed with this topic in the next municipal year.

Reason: To keep the Committee's work plan for the 2023/24 municipal year updated.

Page 8

Cllr Nicholls, Chair [The meeting started at 5.30 pm and finished at 8.06 pm].



Children, Culture and Communities Scrutiny Committee 23 January 2024

Report of the Assistant Director, Education and Skills

SACRE Annual Report, 2022-23

Summary

1. This report asks the members of the scrutiny committee to receive and note the contents of the SACRE annual report for the academic year 2022-23.

Background

- 2. It is required by law that each local authority has its own Standing Advisory Council on Religious Education (SACRE). The Key functions of a SACRE are to:
 - Monitoring standards of RE and collective worship;
 - Requiring the review of an agreed syllabus for RE adopted by the local authority;
 - Considering complaints about the provision and delivery of RE and collective Worship referred to it by the local authority;
 - Supporting schools through advice on methods of teaching, choice of materials and provision of teacher training;
 - Making a determination on collective worship when requested;
 - Advising the local authority on matters connected with RE and collective worship;
 - Publishing an annual report of its work.

The main function of SACRE is to advise the local authority on matters related to the teaching of religious education which follows the agreed syllabus, and on collective worship in schools.

Council Plan

- 3. Education and Skills: High Quality Skills and Learning for All.
 - All ages will have access to learning throughout their lives to equip them with the skills to succeed commercially, socially, locally and nationally.

Implications

4. There are no decisions related to this paper and as such no implications to consider.

Risk Management

5. No additional risk management is required.

Recommendations

6. Members of scrutiny are asked to receive the SACRE Annual Report and to note the work of SACRE during the academic year, 2022-23.

Reason: So that members are updated on the work of SACRE during the academic year 2022-23

Page 11

Contact Details

Author: Chief Officer Responsible for the report:

Maxine Squire Martin Kelly

Assistant Director, Education and Skills, Children Services and Education Corporate Director, Childrens and Education

Report Date 9 January 2024 Approved

Wards Affected: List wards or tick box to indicate all ✓

For further information please contact the author of the report

Background Papers:

No background papers.

Annexes

Annex A - York SACRE annual report, 2022-23





YORK City of York SACRE Annual Report 2022-23



1. Introduction

Foreword by the Chair of SACRE

Following the City of York Council election in May 2023 I became chair of this committee and would like to start by thanking the outgoing members of the committee and those still involved for all of their hard work throughout 2022-23. I'd especially like to thank officers for their time and efforts.

Unfortunately, 2023 saw the rise of further conflicts around the world including the current events taking place in Gaza. It is events like this that demonstrate the need for good quality education about people's beliefs, faiths and ethos in order that young people recognise that we have more in common than that which divides us. I'd like to thank the York Interfaith group and the different community leaders for their continued work towards that better understanding in York.

In the 2023-24 academic year I would like to build on the previous work done by this group and focus on how we can be a resource for teachers. This will include thinking about how we can connect teachers together with the relevant people and relevant information to make the classroom experience of religious education even better for the young people in our City.

Once again thank you to all those involved.

CIIr R Webb

ANNEX A

Meeting and Attendance 2022-23

City of York SACRE met five times in the academic year 2022-23. An additional meeting was added due to the problems experienced with achieving quorate meetings during 2022-23.

29th November 2022 12th January 2023 6th February 2023 23rd February 2023 22nd June 2023

During the academic year 2022-23 City of York SACRE met in face to face meetings. This caused some difficulties with achieving quorate meetings during 2022-23, with three of the 5 meetings held being inquorate. This led to an additional meeting being arranged on 23rd February 2023 to allow the 2021-22 annual report to be formally approved. Ensuring and maintaining quoracy for SACRE meetings is a priority for the academic year 2023-24 and to facilitate this SACRE took a decision to allow hybrid meetings to be an option for members.

ANNEX A

The attendance, by Committee, is set out below:-

Committee	29 th November 2022	12 th Jan 2023	6 th Feb 2023	23 rd Feb 2023	22 nd June 2023
Committee A Representing Other Denominations /Faith Communities	3	4	4	1	5
Committee B Representing the Church of England	0	0	1	1	2
Committee C Representing teachers	1	1	0	1	1
Committee D Representing City of York Council	2	3	4	2	4
LA Officer	1	1	1	1	1
Total	7 (Inquorate)	9 (Inquorate)	10 (Inquorate)	6 (Quorate)	13 (Quorate)

A focus on the SACRE development plan, a report from the Local Authority officer (including a focus on standards) and a report on national NASACRE and RE professional organisations updates are standing items at each meeting.

2. RE (statutory responsibilities)

Locally agreed syllabus

There are 17 primary, 2 secondary and 1 special maintained schools who follow the City of York Locally Agreed Syllabus.

There are 27 primary, 4 secondary and 1 special academies who have adopted the City of York Locally Agreed Syllabus.

Separate regulations covering maintained special schools require them to ensure that as far as practicable every pupil receives opportunities to explore RE. The City of York Agreed Syllabus 2021-2026 includes specific guidance and support for Special Schools. Special Schools use the City of York Locally Agreed Syllabus, at least partially, and adapt it to meet the needs of the pupils.

Standards and monitoring of RE

In 2022-23 York SACRE piloted monitoring visits to schools and on 23rd February 2023 the first school monitoring visit took place at a maintained primary school. The visit involved three members of SACRE drawn from committee A and D supported by the LA Adviser to SACRE. The visit provided SACRE members with the opportunity to speak to staff and pupils about the quality of R.E. in the school. It also provided an opportunity to test the value of monitoring visits and it has been agreed to continue to develop the programme of monitoring visits during 2023-24.

There were 14 inspections of York Schools between September 2022 and July 2023. Ten primary schools were inspected, one primary special school and three secondary schools. The Ofsted reports for make no direct reference to Religious Education. York SACRE is continuing to consider how it can develop its monitoring of standards in R.E. in the future as the monitoring of R.E. through Ofsted reports is not providing detailed information about the quality of R.E.

Key Stage 4 and Key Stage 5 results

KS4 and KS5 outcomes remain strong in comparison to schools nationally. The results for GCSE and A level religious studies are summarised in the table below:

Key Stage	No. of entries	% Grade 4+ (York)	% Grade 4+ (National)	Progress Score
Key Stage 4	940	74%	71%	+ 0.16 points (significantly above national)
Key Stage	No. of entries	% A*-C (York)	% A*-C (York)	Average points Score
Key Stage 5	79	82%	76%	38 (significantly above national)

The Key Stage 5 results show that more girls than boys took A level R.E. in 2023 – 55 girls and 24 boys, however the boys out-performed the girls both in attainment and progress. The majority of pupils (51 students) were White British and were identified as Higher Attainers (56 students).

At GCSE girls out-performed boys both in attainment and progress. The highest achieving groups were of Indian/Asian heritage (28 pupils) and those young people with English as an additional language (57 pupils).

Teaching, training and materials and advice for schools

In July 2023, SACRE at the request of schools organised an online continuing professional development webinar for teachers which was delivered by the Humanist Society. The focus of the webinar was to provide teachers with support on teaching non-faith aspects of the curriculum.

The results from the annual survey to schools are being used to inform the SACRE Development Plan and to identify priorities for further training and advice for schools during the academic year 2023-24.

City of York SACRE received no formal complaints regarding RE provision in the academic -year 2022-23.

3. Collective Worship

Besides Religious Education each local authority must work with its SACRE to monitor the provision of daily collective worship. As a result of changes to the Ofsted framework and in the absence of further guidance, the City of York SACRE published guidance in 2017 to support Collective Worship in schools in the City, which it continues to promote within schools. The guidance is available on the City of York SACRE website (www.york.gov.uk/sacre).

Schools may apply to SACRE for a determination in order to provide Collective Worship of a non-Christian or other form. As in previous years, no determinations were requested by schools.

There were no complaints registered with City of York SACRE in 2022/2023 in respect of collective worship.

Updating City of York guidance on Collective Worship has been identified as a development point for City of York SACRE in 2023-24.

4. Links with other bodies

City of York SACRE is a member of the National Association of SACRES (NASACRE). Through the year SACRE members were informed of developments in RE from NASACRE, The National Association of Teachers of RE (NATRE) and The Religious Education Council of England and Wales (REC).

City of York SACRE has a long- standing relationship with York Interfaith Group. York Interfaith Group have set up a mechanism to support visits and visitors to York schools. In November 2022 York Interfaith Group ran a logo competition for schools which was promoted by York SACRE.

City of York SACRE supports the York Holocaust Memorial Day event. This event took place in January 2023.

During the Academic year 2022-23 City of York SACRE commissioned some specialist RE adviser support from Olivia Seymour, Diocese of York. This support focused on supporting the work of SACRE meetings, training for SACRE members and reporting on regional and national updates.

5. City of York SACRE's own arrangements

During the academic year 2022-23 City of York SACRE continued its close relationship with City of York Council's Democratic Services. In autumn 2021 Democratic Services, in consultation with City of York SACRE, finalised the process of reviewing the constitution and it was approved by members. This has led to the role of SACRE being clarified within the Council's constitution and has enhanced the visibility of SACRE.

Structures and processes to enable members to monitor RE were developed during 2022-23 leading to the piloting of school monitoring visits and revision of the Schools questionnaire.

An officer in the Local Authority's Democratic Services Section acts as Clerk to SACRE.

The people who serve on York SACRE are invited to do so by the Corporate Director of Children's Services and Education on the recommendation of various bodies in the local community with a concern for the religious education of school children. The law prescribes that there have to be four "committees" each comprising representatives of specified groups. The current SACRE is constituted as follows:-

Committee A - Representing Other Denominations / Faith Communities:-

Kate Bailey joined March 2021 (Catholic)

Karen Vincent joined August 2022 (Catholic)

Ben Rich (Jewish)

Keith Albans (Methodist)

Iman Abid Salik (Muslim)

Deborah Evans joined March 2021

(Religious Society of Friends)

Vacant (Salvation Army)

Vacant (Sikh)

Daryoush Mazloum (York Baha'i Community)

Penny Coppin-Siddall (The Church of Jesus Christ of Latter-day Saints) lan Hodgson (Humanist)

ANNEX A

Committee B - Representing the Church of England:-

Sue Bland (Diocese of York)
Katherine Harper (Archbishop Holgate's CE Academy)

Committee C - Representing Teachers:-

Andy Todd (Ralph Butterfield)
Taco Michiels (Joseph Rowntree)

Committee D - Representing the City of York Council are Councillors:-

Emilie Knight (Lib Dem)
Martin Rowley (Con)
Sarah Wilson (Labour)
Bob Webb (Labour), appointed Chair June 2023

In attendance:-

Maxine Squire (Education Adviser) Angela Bielby (Clerk)

Finance – annual budget

York's SACRE is assigned an annual budget of £3,500. A summary of spend in 2022-23 is shown in the table below:

Item	Total Spend
NASACRE annual membership fee for 2022-23	£105.00
·	
Specialist RE adviser commissioned from Diocese of	£1,400
York	·
Total spend 2022-23	£1,505

ANNEX A

Circulation

This report is circulated to:

- NASACRE;
- DfE;
- City of York Council Children, Education and Communities Scrutiny;
- City of York schools;
- SACRE members representative bodies.



Children, Culture and Communities Scrutiny Committee 23 January 2024

Report of the Corporate Director of Children, Education and Communities

Attainment Gap

Summary

1. This report provides Members with information about school performance in the academic year 2022-2023, the outcomes of disadvantaged pupils, and the percentage gap in achievement between disadvantaged pupils and their peers.

Recommendation

- Members are asked to note the report's contents and consider plans for ongoing scrutiny of the issues raised within the analysis of the data and the key priorities for improvement.
- 3. Reason: To ensure that the Committee fully discharges its responsibilities where a local authority must exercise its education functions with a view to promoting high standards Section 13A of the Education Act 1996.

Background

4. Our ambition is that children and young people have access to learning throughout their lives to equip them with the skills to succeed and to support our schools to support our young people. The 2023-24 outcomes continue to demonstrate York's strong education system has some of the best-performing schools in the country and enables most of our children and young people to reach levels of attainment above the national average.

- 5. 4,006 of York LA's 23,093 pupils considered for Pupil Premium are classified as disadvantaged; this is 17.3% of the cohort. This is 9.4% lower than the national average of 26.7%.
- 6. Historically, the progress and attainment of Disadvantaged children and young people have been below national averages. Prior to the COVID-19 pandemic, the gap between disadvantaged children and young people and their peers was narrowing; however, since the impact of the pandemic, the Gap continues to widen, apart from where specific strategies are in place, including Early Talk for York (ETfY). We are committed to reducing the disadvantaged GAP and addressing the inequalities in our educational system in York.
- 7. We continue to champion children from disadvantaged and vulnerable groups whose outcomes are below those of their peers nationally and to ensure that gaps in achievement between different groups of children and young people are closing. Our pioneering Early Talk for York programme, which aims to improve the speech, language and communication outcomes for disadvantaged children, has already seen significant gains, which we aim to build on in the future.

Key messages

Early Years Foundation Stage (Good Level of Development)

8. 46.5% of York's Disadvantaged cohort achieved a GLD, 99 pupils out of 213. This is 5.5% lower than the national Disadvantaged cohort at 52%. York's Disadvantage GLD fell by 6.5% from 53.0% in 2021/22 to 46.5% in 2022/3, while the National Disadvantaged result increased by 2.5%. In York, from the outcomes in 2018/19, prior to the COVID-19 pandemic, to the latest outcomes in 2022/23, the gap between the disadvantaged cohort and their peers has widened from 20.6% to 23.2%.

Phonics expected standard (Year 1)

9. 64.1% of York's Disadvantaged cohort achieved the expected standard in phonics, 2.7% lower than the National Disadvantaged average of 66.8%. York's Disadvantaged cohort Phonics Expected Standard has increased by 6.7% from 57.4% in 2021/22 to 64.1% in 2022/23.

10. York's Disadvantaged gap has reduced by 3.4% from 22.1% in 2021/22 to 18.7% in 2022/23. In York, since the 2018/19 outcomes (pre-Covid Pandemic) to 2022/23, the gap between the disadvantaged cohort and their peers has increased from 12.3% to 16.0%.

End of Key Stage 1 (KS1) Expected Standard

- 11. **KS1 Reading expected standard:** In York, 46.5% of the Disadvantaged cohort achieved the expected standard in Reading, 7.5% lower than the National average of 44.5%. York's Disadvantaged cohort's Reading Expected Standard has increased by 3.0% from 43.5% in 2021/22 to 46.5% in 2022/23 compared to 2.3% Nationally.
- 12. **KS1 Writing expected standard:** In York, 37.3% of the Disadvantaged cohort achieved the expected standard in Writing, 7.2% lower than the National average of 44.5%. York's Disadvantaged cohort's Writing Expected Standard has increased by 3.1% from 34.2% in 2021/22 to 37.3% in 2022/23.
- 13. **KS1 Maths expected standard:** In York, 51.3% of the Disadvantaged cohort achieved the expected standard in Maths, 4.5% lower than the National average of 55.8%. York's Disadvantaged cohort's Maths Expected Standard has increased by 9.9% from 41.4% in 2021/22 to 51.3% in 2022/23.
- 14. **KS1** Reading Writing and Maths combined (RWM) expected standard: In York, 32.8% of the Disadvantaged cohort achieved the expected standard in Reading, Writing & Maths, 7.1% lower than the National average of 39.9%. York's Disadvantaged cohort's Reading, Writing & Maths Expected Standard has increased by 4.7% from 28.1% in 2021/22 to 32.8% in 2022/23, compared to the National average increase of 3.0%, from 53.4% in 2021/22 to 56% in 2022/23. In York, from the outcomes in 2018/19, prior to the COVID-19 pandemic, to the latest outcomes in 2022/23, the gap between the disadvantaged cohort and their peers has widened from 23.1% to 23.5%.

End of Key Stage 2 (KS2) expected standard

- 15. **KS1 to KS2 Reading progress:** York LA's Disadvantaged cohort of 364 pupils have a Reading Progress Score of -1.36. This is 0.49 lower than the national Disadvantaged cohort at -0.87. York Disadvantaged cohort's Reading Progress Score has decreased by 0.69 from -0.67 in 2021/22 to -1.36 in 2022/23.
- 16. **KS1 to KS2 Writing progress:** York LA's Disadvantaged cohort of 366 pupils have a Writing Progress Score of -1.07. This is 0.36 lower than the national non-disadvantaged cohort at -0.71. York Disadvantaged cohort's Writing Progress Score has increased by 0.11 from -1.18 in 2021/22 to -1.07 in 2022/23.
- 17. **KS1 to KS2 Maths progress:** York LA's Disadvantaged cohort of 364 pupils have a Maths Progress Score of -1.49. This is 0.42 lower than the national non-disadvantaged cohort at -1.07. York Disadvantaged cohort's Maths Progress Score has decreased by 0.45 from -1.04 in 2021/22 to -1.49 in 2022/23.
- 18. **KS2** Reading Expected Standard: 53.9% of York LA's Disadvantaged cohort achieved the expected standard in Reading, 6.3% lower than the National average of 60.2%. York Disadvantaged cohort's Reading Expected Standard has decreased by 7.1% from 61.0% in 2021/22 to 53.9% in 2022/23
- 19. **KS2 Writing expected standard:** 50.3% of York LA's Disadvantaged cohort achieved the expected standard in Writing, 7.9% lower than the National average of 58.2%. York Disadvantaged cohort's Writing Expected Standard has decreased by 2.3% from 52.6% in 2021/22 to 50.3% in 2022/23.
- 20. **KS2 Maths Expected Standard:** 53.9% of York LA's Disadvantaged cohort achieved the expected standard in Maths, 4.9% lower than the National average of 58.8%. York Disadvantaged cohort's Maths Expected Standard has decreased by 0.2% from 54.1% in 2021/22 to 53.9% in 2022/23.
- 21. **KS2** Reading Writing and Maths combined Expected Standard: In York, 36.5% of the Disadvantaged cohort achieved the expected standard in Reading, Writing & Maths, 7.8% lower than the National average of 44.3%. York's Disadvantaged cohort's Expected Standard in Reading, Writing and Maths combined has decreased by 3.4% from 39.9% in 2021/22 to 36.5%

in 2022/23. In York, from the outcomes in 2018/19, prior to the COVID-19 pandemic, to the latest outcomes in 2022/23, the gap between the disadvantaged cohort and their peers has narrowed from 26.6% to 25.9%.

End of Key Stage 4 (KS4) outcomes

- 22. **Progress 8:** York LA's Disadvantaged cohort of 288 pupils have an average Progress 8 score of -0.64. This is 0.07 lower than the national Disadvantaged cohort at -0.57. York Disadvantaged cohort's Progress 8 score has decreased by 0.12 from -0.52 in 2021/22, to -0.64 in 2022/23. In York, from the outcomes in 2018/19, prior to the COVID-19 pandemic, to the latest outcomes in 2022/23, the gap between the disadvantaged cohort and their peers has widened from 0.55% to 0.85%.
- 23. **Attainment 8:** York LA's Disadvantaged cohort of 297 pupils have an average Attainment 8 score of 34.7. This is 0.3 lower than the national Disadvantaged cohort at 35.0. York LA's Disadvantaged cohort's Attainment 8 score has decreased by 1.9 from 36.6 in 2021/22 to 34.7 in 2022/23. In York, from the outcomes in 2018/19, prior to the COVID-19 pandemic, to the latest outcomes in 2022/23, the gap between the disadvantaged cohort and their peers has widened from 13.1% to 14.5%.
- 24. **EBACC Average point score (APS):** York LA's Disadvantaged cohort of 297 pupils have an average English Baccalaureate Point Score of 3.00. This is +0.03 higher than the national Disadvantaged cohort at 2.97. York Disadvantaged cohort's EBacc: English Score has decreased by 0.27 from 4.05 in 2021/22 to 3.78 in 2022/23. In York, from the outcomes in 2018/19, prior to the COVID-19 pandemic, to the latest outcomes in 2022/23, the gap between the disadvantaged cohort and their peers has widened from 1.31% to 1.37%.
- 25. **EBACC English 5+:** 37.0% of York LA's Disadvantaged cohort achieved a grade of 5 or greater in EBACC: English, 110 pupils out of 297. This is 3.3% lower than the national Disadvantaged cohort at 40.3%. York Disadvantaged cohort's EBacc: English 5+ percentage has decreased by 10.7% from 47.7% in 2021/22 to 37.0% in 2022/23. In York, from the outcomes in 2018/19, prior to the COVID-19 pandemic, to the latest outcomes in 2022/23, the gap between the disadvantaged cohort and their peers has widened from 25.6% to 29.0%.

26. **EBACC Maths 5+:** 29.0% of York LA's Disadvantaged cohort achieved a grade of 5 or greater in EBacc: Maths, 86 pupils out of 297. This is 1.0% lower than the national Disadvantaged cohort at 30.0%. York Disadvantaged cohort's EBacc: Maths 5+ percentage has decreased by 1.8% from 30.8% in 2021/22 to 29.0% in 2022/23. In York, from the outcomes in 2018/19, prior to the COVID-19 pandemic, to the latest outcomes in 2022/23, the gap between the disadvantaged cohort and their peers has widened from 22.4% to 26.1%.

Action to improve outcomes for Disadvantage children and young people

- 27. As a result of the impact of the pandemic, we continue to develop and adapt our strategic approach to improving outcomes for children and young people. To tackle this, there has been greater cross-working between Early Years Settings, Schools, SEND, Healthy Child Service, York Learning, Education Services, Effectiveness and Achievement 0-25 years, Early Years Quality Improvement, Governor Service (Education), and the Skills Team. We also work with external partners, including the NSPCC, National Endowment for Science, Technology and the Arts (NESTA), Pathfinder Teaching School Alliance, Huntington Research School, the University of York and The ADHD Foundation Neurodiversity Charity.
- 28. We will continue to roll out and scale up the Early Talk for York (ETfY) approach, particularly facilitating access to high-quality training for a greater proportion of the diverse early years' workforce and partner organisations. We currently have an 89% uptake of schools and settings using the Welcomm Speech and Language Assessment Toolkit and will work towards 100% take-up. We will continue to embed the implementation of Baby Talk for York (BTfY).
- 29. We will expand the successful implementation of ETfY through More Talk for York (MTfY) training in speech and language identification and provision to KS1 practitioners, KS2 and KS3 working with Huntington Research School and continue the partnership on staff development and training on metacognition approaches.

- 30. We will embed the attendance project strategy to improve the attendance of Disadvantaged children and young people; this is already having some success. This work is part of the city-wide attendance project, which has been sponsored by the York Schools and Academies Board. All schools have improvement plans in place to address the disadvantage gap and are monitoring the impact of the use of the pupil premium and targeted use of catch-up funding, and we will continue to support schools carrying out quality assurance reviews on the effectiveness of strategies aimed at the Disadvantage children and young people.
- 31. We will support the education sector to have a greater understanding of the needs of children and young people's Social. emotional and mental health (SEMH) needs, Personal, Social and Emotional Development (PSED) and offer training on a strengthbased approach to meet the needs of those who live with ADHD, Autism, and other neurodiverse conditions. We will launch a programme, starting January 2024, of work between the City of York and The ADHD Foundation and will introduce settings and schools to the ADHD Friendly Settings and Schools Award and provide access to the training that the ADHD Foundation provides from early years through to secondary schools. The focus of this collaboration during 2024 will be to upskill staff at all stages of education, be that an Early Years practitioner or a staff in secondary schools, to ensure all learners can achieve their potential.

Consultation Analysis

32. No formal consultation has been taken; however, a range of discussions and educational meetings between professionals, settings, schools, agencies, charities and other stakeholders have taken place to understand the challenges faced in meeting the complexities of meeting the needs of Disadvantaged children and young people.

Options

33. Members may request further updates and the attendance of the relevant officer at a further meeting to clarify/update on any outstanding recommendations or agree that no further updates are required.

Analysis

34. This report has no analysis as it is not a decision-making report.

Council Plan

- 35. One City for All Education and Skills: High-quality skills and learning for all:
 - What is the council going to do? Continue to prioritise gaining improved outcomes for our most disadvantaged children and young people in the City.
 - What will be different in four years? The attainment gap between our most disadvantaged children and young people and their peers will be reduced.

Risks and Mitigations

Not Applicable.

Contact details

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Report Approved

✓

Date 11 January 2024

Wards Affected:

All ✓

For further information please contact the author of the report

Background papers

None

Annexes

None





Children, Culture and Communities Scrutiny Committee 23 January 2024

Report of the Assistant Director, Education and Skills

Early Years and Childcare Reforms

Summary

 The purpose of this report is to inform the scrutiny committee about the proposed national Early Years and Childcare Reforms to be introduced from April 2024 to September 2026.

The committee is asked to:

 Note the content of this report and receive further regular updates about progress on local implementation.

Reason: So that members understand the proposed new early years and childcare reforms and the benefits, challenges and risks to successful local implementation.

Background

- 2. The government budget in March 2023 announced a range of measures to help parents with early years and childcare so that they can return to work more easily, work longer hours and provide more children with access to high quality early years education.
- 3. In addition, the government announced that there will be an investment of £204m nationally into the 3/4-year-old and 2-year-old funding rates in 2023/24. This will rise to £288m in 2024/25. The government will also invest £289m over the same 2-year period to enable schools to offer 8am-6pm wraparound childcare either on their own or in partnership with private, voluntary and independent providers.
- 4. This is a significant expansion of the Early Years and Childcare Entitlements and for the first-time eligible working parents of children aged from 9-months old will be entitled to 30-hours free early years and

- childcare per week up until their child starts school at age 5-years-old. A summary of the reforms is attached at Annex A.
- 5. The government have acknowledged the crucial role local authorities ("LAs") will play in supporting local early years and childcare markets. They are aware that LAs face managing significant changes for this new roll out due to the scale of the task. The reforms are about different and new entitlements being phased in over a 2-3 period, the market growth required in terms of facilitation and procurement to creating the new places. As a result, they have provided capacity funding for LA staffing and made a capital allocation to each LA.
- 6. Due to the difference in the new work and the scale and challenge of it the Department for Education (DfE) are also in the process of appointing a national delivery support contractor to work with LAs.
- 7. Regulations for the new entitlements came into force on 1 January 2024 and therefore these are new statutory duties for CYC to deliver.
- 8. Based on the most recent annual Childcare Sufficiency Assessment, CYC is overall meeting its statutory duty to secure, so far as is reasonably practical, sufficient early years and childcare to meet the requirements of parents. However, it should be noted that providers have been working within an increasingly challenging operating environment and there is less flexibility being offered as providers limit availability of places due to staffing shortages. This means families are already not always able to access their preferred provider, location, days and times that suit their needs. There is also some unmet need for wraparound care in parts of the city, including for children with complex needs, SEND places as well as a gap for baby places in one area of the city.

Local Implementation

- 9. CYC is in a good position to begin preparation for the reforms as a result of:
 - High levels of eligible 2-year-old take up;
 - A high percentage of provision judged to be good and outstanding or 'met' for out of school clubs with good oversight of quality of all types of provision;
 - Existing forums for communication and engagement with providers;

- Knowledgeable and experienced staff within CYC and recruitment already underway to ensure capacity is in place for the new work;
- A committed early years and childcare workforce, and;
- A partnership model known as "Shared Foundation Partnerships" to drive good outcomes for children and ensure sufficiency in local areas.
- 10. Whilst York is in a good starting position with the reforms, providing clear benefits for the local economy, the scale and pace of the expansion should not be underestimated as it is significant. The operating environment is difficult due to historical underfunding of the sector, recruitment and retention challenges, low morale of the sector, negative impacts on the quality of provision, lack of suitable premises, planning applications that may or may not be approved, lack of capital and revenue particularly for after school provision for children with complex needs as well as the recent loss of day nursery provision placing pressure on baby places.
- 11. In the past the childcare market has to a certain extent self-managed any low-level changing demand with light touch sufficiency surveys carried out by the early years team. However, in preparing for the reforms a deep dive into sufficiency is required with a full analysis as the new work differs from what is currently provided because it includes a change in eligibility for families. It is not purely a case of parents 'converting' to a new entitlement and therefore it is important that CYC clearly understands how many parents are 'converting' to the new entitlement or indeed want a 'new' place or to increase their take up of hours.
- 12. This deep dive analysis will inform the development of new sustainable, high quality and inclusive places so that there is most focus on where places are needed and not just where the market can respond more easily. CYC is already aware that there should be a focus on more baby places in the Clifton Green area, after school provision in some areas and for children with complex needs, SEND provision and ensuring eligible two-year-olds of non-working parents are not displaced by the new reforms.
- 13. Once the sufficiency analysis is complete there will be facilitation of the childcare market to meet the identified priorities by for example commissioning of opportunities to new and existing providers where

there are gaps, targeted recruitment of childminders and identifying with individual providers the potential for expansion and reconfiguration of existing premises to create new places. The current lack of suitable premises across the city in the right areas that meet minimum standards set down by Ofsted across the city continues to be a challenge to sufficiency so creative solutions are regularly reviewed with the sector and other partners such as property services.

- 14. New early years places as well as wraparound provision should grow in a sustainable way and therefore CYC will give careful consideration to the allocation of revenue funding to those settings that can demonstrate they can show viability over a reasonable period of time and to ensure the longer-term success of the reforms.
- 15. As already mentioned, there are a range of external factors that inevitably impact on sufficiency of places such as recruitment and retention issues impacting on the quality of provision and subsequent Ofsted Inspection. Eligible two-year-olds should not be placed in provision judged to be less than good and if settings are judged to be 'inadequate' they should not be funded for 2,3 and 4 year old early education entitlements meaning there is a greater risk of financial failure and loss of places for CYC. Providers are also implementing changes to the Early Years Foundation Stage and trying to maintain quality alongside ratio changes all of which adds pressure to the sector in maintaining viability of their provision.
- 16. The Early Years teams continue to engage with local early years and childcare providers about implications of the reforms via existing networks, forums, and information sessions. Providers understand the benefits of the reforms but have described some of the barriers to expansion already identified, as well as concerns about financially viable business models for wraparound where a school begins to offer alternative activities. In terms of early years as children will be taking up new and expanded early education entitlements the sector is not able to charge a different rate that previously would have subsidised early education places and there are less opportunities to charge for additional services. Many providers are likely to need support in developing new sustainable business models.
- 17. There is also a concern about possible low take up of voluntary playgroup provision where parents decide to take up places from a much earlier age in alternative provision that can already take younger children and all year round. Is it worth clarifying that it is these voluntary

- groups who predominantly offer sessional / term time only funded entitlement places for those families who do not want or cannot afford to pay for additional hours and services over and above the entitlement.
- 18. Clear and timely communication of the reforms to parents and providers is important to ensure that the correct information is shared at the right time for parents and providers to prepare to access the places and to ensure that parental codes, childcare tax credits and funding returns are in place to support affordability and viability of provision. The communications should also focus on partnership working between different types of providers so that there is no unnecessary competition that could lead to the closure of good quality provision. For example, for the expansion of wraparound provision there is an expectation that schools should work with existing providers on or near the school site to continue to meet parental demand. Some messages will therefore need to be more specific to ensure this is highlighted appropriately.
- 19. The Early Years Team are also developing the Local Funding Formula for children from 9 months and 2-year-olds and to consider deprivation supplements and an inclusion pot for these young children. Consultation has been arranged with sector representatives on the formula and to seek the agreement of Schools Forum.
- 20. There are other key challenges relating to processes which add further risk to the success of the reforms:
 - Challenges with the existing funding / payment process; as the funded entitlement will now form a significant element of a provider's income, it is important that the funding process used by the local authority supports provider cash flow and sustainability. Some providers have indicated that they would prefer monthly payments rather than the current system which pays an interim payment at the start of the term and a balance payment later in the term following providers submission of their termly headcounts. In addition, there will be a significant increase in the number of funding payments which need to be administered each term which will impact on the teams already limited capacity. Further work is therefore being undertaken to identify how the system and overall funding process can be updated to be more efficient whilst also meeting the needs of a range of provider types;
 - Functionality in the current IT system, Synergy, and invest in the relevant modules to make sure it provides the relevant functionality

for the extension of the entitlements and ensuring clear information, advice, and guidance from the DfE relating to funding to ensure timely decisions at Schools Forum to pass on appropriate funding rates to support cash flows. The software supplier in this area is currently understanding national implications and producing roadmaps of product functionality. There are likely to be costs for new modules, to the supplier, and for introduction including internal costs, at the start of the reforms;

 Tax Free childcare applications for providers to register with HMRC currently take 12 weeks to process and new Ofsted registrations can take up between 3 and 6 months both of which add delays to the set-up of new provision. DfE are currently in dialogue with both organisations to see if they can respond in a more timely way.

Council Plan

- 21. Education and Skills: High Quality Skills and Learning for All.
 - All ages will have access to learning throughout their lives to equip them with the skills to succeed commercially, socially, locally and nationally.

Implications

22.

- Financial N/A
- Human Resources (HR) N/A
- Equalities N/A
- Legal N/A
- Crime and Disorder N/A
- Information Technology (IT) N/A
- Property N/A
- Other N/A

Risk Management

- 23. The key risk is the potential failure of CYC to facilitate and expand the childcare market to provide sufficient early years and wraparound places to meet parental demand in line with the reform national deadlines. Statutory sufficiency duties would not be delivered leading to possible legal challenge from parents and reputational risk for the local authority. Other implications are children being at risk of poorer outcomes if they are not taking up their full early education entitlements and parents not being able to stay in or return to work which could impact negatively on the local economy. The early years and childcare reforms have a narrow focus on expanding the market for working parents with less emphasis on reducing inequalities for disadvantaged children.
- 24. In preparation for this and to support plans to ensure local sufficiency to deliver the entitlements and wraparound the DfE are monitoring national readiness for implementation. A LA readiness self-assessment is completed on a termly basis to help the DfE understand where support for LAs may be needed going forward and to ensure delivery plans will be in place.
- 25. The Early Years Team works closely with the DfE and its strategic partner to update on progress, learn from good practice and to escalate issues that require a national solution for local areas.

Recommendations

26. The Committee is asked to note and comment on the contents of this report.

Reason: So that members are aware of the benefits, risks and challenges and appropriate mitigation measures.

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Report **Approved**



Date 10 January 2024

Specialist Implications Officer(s)

N/A

Wards Affected: List wards or tick box to indicate all

All | ✓



For further information please contact the author of the report

Background Papers:

No background papers.

Annexes

Annex A – Early Years & Childcare Reforms Timescales

Abbreviations

LA = Local Authority.

DfE = Department for Education.

CYC = City of York Council

Summary

The Budget announced a range of measures to support education and help parents with childcare so they can return to work more easily



Entitlements: Eligible working parents in England will be able to access 30 hours of free childcare per week, for 38 weeks a year, from when their child is 9 months old to when they start school. Govt will also increase the hourly rate for providers.



Wraparound: The government will invest £289m over two academic years, from Sept 2024, to enable schools and local areas to set up wraparound childcare provision



Market reforms, including more choice for childminders and changes to EYFS requirements, to improve flexibility for providers and support the workforce.



Changing staff:child ratios from 1:4 to 1:5 for two-year-olds in England to align with Scotland and provide greater flexibility for providers



Childminder grants to attract people to childminding, with £1200 for those who register with a childminder agency and £600 for those who register with Ofsted



Universal Credit reforms will pay childcare support up-front when parents move into work or increase their hours and increase the monthly re-imbursement caps



These will be rolled out in stages, to ensure enough supply in the system

Autumn 2023	Childminder grants become available Invest £204m into 3/4yo and 2yo funding rate Staff:child 2yo ratio change
April 2024	15hrs for eligible working parents of 2-year-olds introduced Invest £288m into 3/4 yo and 2yo funding rates
Sept 2024	National wraparound support begins 15hrs for eligible working parents of children 9 months plus introduced
Sept 2025	30hrs for eligible working parents of children from 9 months to primary school age introduced
Sept 2026	All schools able to offer 8am-6pm wraparound on their own or in partnership

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Children, Culture & Communities Scrutiny Committee Work Plan 2023/24

Date	Agenda Item
05 September 2023	1. SEND Update
	2. School Attendance
17 October 2023	1. Finance & Performance Q1
	2. York Learning
	3. York Explore
07 November 2023	1. Family Hubs
	2. Digital Inclusion
	3. Safeguarding Report – For information
05 December 2023	1. Finance & Performance Q2
	2. Looked After Children, Virtual School & related items
	3. Corporate Parenting Annual Report
23 January 2024	SACRE Annual Report
	2. Attainment Gap
	3. Early Years Childcare Reforms
05 March 2024	1. Finance & Performance Q3
	2. Safer York Partnership
	3. Targeted Youth Provision
	4. SEND Update
09 April 2024	York Museums Trust (YMT) Annual Report
	2. York Theatre Trust Annual Report
	3. REACH – Report on disadvantaged young people's access to culture
	4. York City Football Club's impact on the city's culture, and ways which CYC can work
	to support the club and York City Football Club Foundation.

Agenda items for consideration

- York Citizens' Theatre Trust Review reported 07/03/23
- REACH (York Cultural Education Partnership) reported 07/03/23
- York Museums Trust reported 07/03/23
- Public Health School Survey Biennial, reported 23/06/22 Expected publication in new year, possible reporting date 23/01/24, 05/03/24, 09/04/24

Children, Culture & Communities Scrutiny Committee Work Plan 2023/24

- Recommendation for update on Family Hubs in July 2024 Last reported Nov 2023.
- Recommendation for a joint scrutiny task & finish group with members from Health, Housing and Adult Social Care Scrutiny Committee to consider temporary accommodation for Children Looked After (CLA).

Task & Finish Groups

- Food Insecurity Task & Finish Group
- Education, Health, and Care Plan Task & Finish Group

Committee Remit

- Develop & maintain close working with Corporate Parenting Board and York Schools & Academies Board and deliver complimentary agendas where appropriate
- Children's Social Care
- The Virtual School for children in care
- Early Years and childcare
- School effectiveness and achievement, including school attendance and school safeguarding
- School services: School place planning and capital maintenance; School transport; Admissions; The School governance service and SENDIASS; Behaviour and attendance; Elective home education; Children missing education
- SEND services & Educational Psychology
- Skills, including monitoring of York Skills Board; York Learning
- Local Area Teams, Neighbourhood Working, Community Centres
- People & Neighbourhoods Strategy & Policy
- Community Safety including Safer York Partnership, Substance Misuse, Anti-Social Behaviour
- Early intervention, prevention, and community development
- Youth Services
- Culture, including York Theatre Royal, Museums, Music Venues Network (& elements of MIY?)
- Voluntary Sector
- Libraries & Archives
- Digital inclusion strategy