



Notice of a public meeting of

**Decision Session - Executive Member for
Culture, Leisure & Tourism**

To: Councillor Ayre

Date: Friday, 18 September 2015

Time: 3.00 pm

Venue: The King Richard III Room (GO49) - West Offices

A G E N D A

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democratic Services by **4:00 pm on Tuesday 22nd September 2015.**

*With the exception of matters that have been subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Corporate and Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00 pm on Wednesday 16th September.**

1. Declarations of Interest

At this point in the meeting, 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 - 4)
To approve and sign the minutes of the meeting held on 29 July 2015.

- 3. Public Participation**
At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5.00 pm on Thursday 17th September**. Members of the public may register to speak on an item on the agenda or an issue within the Executive Member's remit.

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

Filming, Recording or Webcasting Meetings

Please note this meeting may be filmed and webcast and that includes any registered public speakers, who have given their permission. This broadcast can be viewed at <http://www.york.gov.uk/webcasts>.

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The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at: https://www.york.gov.uk/downloads/file/6453/protocol_for_webcasting_filming_and_recording_council_meetingspdf

- 4. York Learning Strategic / Service Plan** (Pages 5 - 18)
This report sets out the strategic direction of York Learning and presents a one year service/business plan which it is intended will form part of the governance arrangements for the service. Performance against the action plan will be reported to the Executive Member twice yearly in the form of an update report.

5. Urgent Business

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

Democracy Officer:

Name- Catherine Clarke/Louise Cook (job share)

Telephone No.- 01904 551031

Email-catherine.clarke@york.gov.uk/louise.cook@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. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

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City of York Council

Committee Minutes

Meeting	Decision Session - Executive Member for Culture, Leisure & Tourism
Date	29 July 2015
Present	Councillor Ayre (Executive Member)
In Attendance	Councillors S Barnes, Boyce, Crisp & D'Agorne

1. **Declarations of Interest**

At this point in the meeting, the Executive Member was asked to declare any personal, prejudicial or disclosable pecuniary interests that he might have had in the business on the agenda. None were declared.

2. **Minutes**

Resolved: That the minutes of the Decision Session held on 10 March 2015 be signed and approved by the Executive Member as a correct record.

3. **Public Participation**

It was reported that there had been seven registrations to speak under the Council's Public Participation Scheme.

Helen Graham made reference to an alternative recommendation to the report which had been presented at the Learning and Culture Policy and Scrutiny Committee to defer the decision. She felt that this could be a positive opportunity to give the chance for a public process to take place to be able to judge the current state of the Museums Trust.

Stuart Maule felt that the figures in the report were conflicting and commented that no business plan had been produced. He also informed the Executive Member that YMT had told him that an access ticket would cost £4, which was a different cost to that in the report. He felt that residents were being priced out of access to the art gallery by the cost of the tickets, particularly those on low incomes.

Don Phillips commented that the art gallery should not be seen as a one off attraction but should be seen as an ongoing relationship. He felt that the figures used in the report were wrong and that better customer research was needed.

Councillor Boyce stated that although she commended much of the work that York Museums Trust had carried out in the reinvigoration of York's attractions, the proposals for charges would harm the special 'drop in' relationship that York residents had with the gallery. She felt that York residents would not receive any benefits from the proposals as the £7.50 admission charge would be the same for York residents and non residents. She asked YMT to re-examine the proposals and if free access was not feasible offer half price entry.

Charlotte Dawson, who had organised an online petition, against the proposals, felt that the charges would exclude those on lower incomes. She felt that if the charges were introduced the community would not engage with art.

Brian Watson gave some background to the establishment of YMT as a charity and the funding of it from the Council, through annual grants. As a charity they could access other sources of funding, and he wanted to clarify that improvements that had been made to the art gallery had not been out of their own money but had been from grants. Therefore he felt the cuts referred to were not theirs and were misleading.

Jay Sillence felt that the proposals alienated the community and included speculative figures. He felt that the cost of a year's membership at £22 was off putting. He also questioned how other cities' art galleries were free but York's could not be. He urged the Executive Member to defer making the decision and suggest that the figures be re-examined.

4. York Museums Trust Funding

The Executive Member considered a report which asked him to note York Museum Trust's charging plans designed to ensure their long term sustainability and to agree to give permission to the trust, under the terms of their leases for the Art Gallery and Castle Museum, to introduce new arrangements for charging York residents.

The Executive Member made a number of responses to the public speakers.

In reference to two points raised under Public Participation, he clarified that the Art Gallery was not 'free', it was paid for through Council Tax payer money (£8.50 a year per person to maintain the grant). He also agreed that a conversation needed to happen on how to fund the city's arts and heritage. He also commented that there might be the opportunity to charge tourists and this that might allow for a possible upturn in income and no need to charge residents.

Resolved: That the Executive Member, in consultation with members of the Learning & Culture Policy and Scrutiny Committee, continue talks with the York Museums Trust. These should include the financial implications of free access for York Card holders or agreeing further concessions ahead of a financial decision being taken by Executive in September.

Reason: To give further time for consideration of the proposals.

Councillor Ayre, Executive Member
[The meeting started at 6.50 pm and finished at 7.20 pm].

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Decision Session - Executive Member for
Culture, Leisure and Tourism

18 September 2015

Report of the Director of Communities and Neighbourhoods

York Learning Strategic / Service Plan

Summary

1. This report sets out the strategic direction of York Learning and presents a one year service/business plan which it is intended will form part of the governance arrangements for the service. Performance against the action plan will be reported to the Executive Member twice yearly in the form of an update report.

Recommendations

2. The Executive Member is asked to approve the attached Strategic/Service plan.

Reason: To provide a sound governance arrangement for the York Learning Services

Background

3. York Learning is a council service which delivers a range of learning programmes to support people into employment, to improve their skills and to support their personal development. The service is funded almost exclusively from external contract funding. For the academic year 2015/16 this will be £2.3m. This report gives an overview of the service and sets out some of the opportunities and challenges that the service faces over the next 12 months and beyond. It includes a detailed action plan to achieve service ambitions for the next 12 months.

Consultation

4. The plan is presented for consultation and approval. It has gone through internal consultation with senior managers and is in part as a result of a rigorous self-assessment process which is ongoing.

Options

5. It is open to the Executive Member to approve the plan as it stands or to suggest additions or amendments.

Analysis

6. This will be a dynamic document with actions added as appropriate. Any major changes to the plan will be brought back to the Executive Member for approval. The plan will form part of a suite of documents presented to OFSTED as part of the demonstration of the governance arrangement in place for the service. This is a very important aspect of the document.

Council Plan

7. The service plan highlights where it contributes to wider council objectives as part of the new council plan. If these change as part of the consultation exercise then these can be amended accordingly.

Implications

8. **Financial:** This service plan is designed to be implemented at zero based cost to CYC. Variations in expenditure and income will be reported through the usual management financial reporting arrangements.
9. **Human Resources:** One of the actions in the service plan is for a major reorganisation of the service. There will be significant HR implications for the service which will be taken through the normal HR policies and procedures.
10. **Equalities:** The report has no equalities implications that arise directly from the attached Strategic/service plan, although some of actions will be subject to equalities impact assessments. Service managers are fully aware of duties under the equalities legislation and implement equalities actions as part of a regular cycle of quality improvements and actions.
11. **Property:** There are no direct property implications in the report. However one of the service actions is to reduce costs associated with its 16-18 programme and this may have property implications in the future.
12. There are no Legal, Crime and Disorder, Information Technology, or other implications other than those noted in the report.

Risk Management

13. There are no direct risks associated with the Strategic/Service plan as presented. However, within some of the actions there are some inherent risks associated with contract delivery and HR. The service is always seeking ways to mitigate these risks and where they do arise these will be noted and shared with the Executive Member.

Glossary of Abbreviations used in report and annex:

CYC	City of York Council
GCSE	General Certificate of Secondary Education
York WEA	Workers Educational Association
LEP	Local Enterprise Partnership
ICT	Information Communication Technology
EFA	Education Funding Agency
NEET	Not in Education, Employment or Training
ESF	European Social Fund
ESIF	European Structural and Investment Fund
IAG	Information Advice and Guidance
SFA	Skills Funding Agency
DMT	Directorate Management Team
SAR	Self Assessment Report
PDF	Performance Development Framework
LCR	Leeds City Region

Contact Details

Author:
Alistair Gourlay
Head of York Learning
Tel No: 554294

Chief Officer Responsible for the report:
Sally Burns
Director of Neighbourhoods and
Communities

Report Date *Insert Date*
Approved

Specialist Implications Officer(s)
None

Wards Affected: *List wards or tick box to indicate all* All

For further information please contact the author of the report

Background Papers:
None

Annexes
Annex 1 – York Learning Strategic/Service Plan 2015/16

York Learning Strategic Plan 2015/16

Service: Communities, Culture and Public Realm
York Learning

Directorate: Communities and Neighbourhoods

Director: Sally Burns

**Cabinet
Member:** Cllr Nigel Ayres

Section 1: The Service

York Learning is a CYC business unit that focuses on improving peoples skills for work, contributing to their health and well being and providing a range of leisure based learning opportunities. Provision is secured exclusively by external funding and contracts and the service is working toward being a zero based budget service.

Turnover for 2015/16 is expected to be £2.3m, with all of the funding secured from external contracts and fee income. The service employs 180 staff, with some 60 full and part time contracted staff and 120 sessional tutors and support staff. The service had just over 6000 student enrolments in 2014/15 which was just over 4000 students. Currently the service operates from 40 community venues with substantial provision at York and Acomb Explore, Huntington, Fulford and York High secondary schools. The service operates its 16-18 full-time programme from Rougier House on Rougier Street where there are dedicated learning rooms and a fully equipped ICT suite. The service management headquarters are in West Offices, where the main service reception is located within CYC customer centre.

Success rates in the majority of areas of provision are above the national average, as reported in the service self assessment report. Success rates for Childcare and ICT (Information and Communications Technology) are outstanding. Success rates for functional English, maths and ICT are good with significant improvement for 16-18 provision.

The service offers a range of programmes including but not restricted to the following:

- English and maths functional skills and GCSE programmes
- ICT programmes to support Digital inclusion
- Full-time 16-18 programmes including personalised learning programmes
- A range of health and well being programmes
- Family Learning Programmes as part of a first steps back into learning
- Employability and work preparation programmes
- 16-18 and 19+ Apprenticeships
- Essential workplace qualifications to improve skills
- A range of leisure programmes to support health and well being and support personal development

Section 2: Mission and Vision

The service mission and vision are drawn from the CYC Council Plan. The service will seek to support and implement clear council policies relating to Skills and Employment focussing on supporting Adults to improve their life chances, but also on improving Adult Skills to support young people, particularly but not exclusively through Family Learning. Where appropriate the service will work with local employers to improve the workforce skills and support new developments as appropriate.

The service mission and vision are included below:

Our Vision

All our clients have the skill and motivation to maximise their life chances

Our Mission

Support people to achieve the best they possibly can, by delivering learning, skills and employability programmes to suit their needs

Section 3: Operating Context

The service provides learning primarily to adults in partnership and with links to a number of other learning providers. It has a unique place in the city providing community based learning, in a variety of community venues throughout York. Whilst some of the programme offer is similar to York College, it is unique in being non-campus based, a feature often sighted by learners as significant to them. There are close partnership links with Explore York, who provide three significant community spaces for delivery, York Explore, Acomb Explore and Clifton. These high quality spaces are vital to the delivery of York Learning programmes.

There are strong partnership arrangement through York Community Learning Partnership for the planning and promotion of learning. York WEA, (Workers Educational Association) York College, York Explore, York Museum Trust and York University are significant and active partners who collaborate to produce joint publicity, celebration events and other promotional activity. Joint planning of programmes is developing although there is still significant work to do in this area.

In common with most public sector organisations, funding for provision is reducing year on year and the service is seeking ways to diversify its offer in order to be able to continue to support some of the most vulnerable adults and young people in the city. This includes developing more “full-cost” provision (with a view to investing more in targeting learning) and competing in the market place for new business.

Core work for the service over the past couple of years has focussed to a large extent on getting people ready for work and improving their skills so that they can improve their work and life chances. Whilst this work will continue, the current relatively low levels of unemployment mean that the focus will shift to support some of those who are most vulnerable and perhaps somewhat away from the job market.

The service will be seeking to secure external funding for this work through both Leeds City Region LEP (Local Enterprise Partnership) and York and North Yorkshire LEP. This may involve work beyond the city boundaries, either in direct delivery or in partnership work as part of a larger contract.

Section 4: Priority Focus

Key priorities for the service are a focus on developing skills for employment and to support health and well being. There continues to be a focus in all provision on improving core skills of English, maths and ICT alongside a general focus on supporting people skills to gain employment. In brief priority areas include

- Full time 16-18 programmes, including personalised learning programmes for some of the city's most vulnerable young people
- 16-18 and 19+ Apprenticeships, supporting national priorities
- Developing and improving skills in English, maths and ICT
- Programmes designed to support and improve peoples mental health and well being
- Programmes to support people's personal development and leisure learning

Section 5: Challenges

Funding for programmes remains the single key challenge for the service. This is both in securing new funding to develop the offer and respond to local needs. Equally there is a challenge to ensure that current funding is sufficient to ensure that provision is both adequate and of a good quality. The latter is increasing becoming a difficult as funding rates are reduced for the same provision year on year. This puts an increasing strain on staffing levels and the resources required to secure quality provision.

There are also some risks associated with contract compliance and reaching maximum contract values. Whilst the service is aware of those risks and takes the appropriate action to monitor and mitigate those risks there remain some challenges in ensuring that the resources dedicated to fulfilling the contracts do not exceed the value of the contracts themselves. This is particularly a risk in the early capacity building phase, where initial investment is needed to secure the model, but where the funding is insufficient in the early stages to cover this. Ensuring a model is developed to cope with this is important.

One very specific contract risk relates to the 16-18 full time learning programme. Due to the very specialist nature of the programme and the small numbers involved, core EFA (Education Funding Agency) funding is not adequate to cover the costs of delivery. There is a very real risk that if further resources are not secured or expenditure more closely matches income, that the programme is at risk. The closure of the programme would have a significant affect on the city's NEET (Not in Education, Employment or Training) outcomes and figures.

The service is also aware of the need to maintain the quality of the provision offered and to ensure it complies with and reaches the necessary OFSTED standards and requirements. This is a challenging area, as the requirements are increased but resources decrease. There is some risk in this area. The service has not undergone a full OFSTED inspection since June 2011 and the expectation is that sometime over the next 12 months the service can expect a full OFSTED visit under the new Common Inspection Framework. Preparation to respond to any potential inspection are underway.

Until recently the service has been able to maintain a vibrant team offering one to one support and Information, Advice and Guidance to individuals. This was primarily through ESF (European Social Fund)

contracted provision. These contracts have now finished and it poses a significant challenge to the service to maintain this provision. Indeed over the last 12 months a significant number of staff have left the service and were not replaced. This is likely to continue in the service reorganisation and thus the service previously offered will also be lost. Information, Advice and Guidance are key aspects of all programmes and the service will have to find new and innovative ways to continue to offer these services.

Section 6: Actions 2015/16 Academic Year

Ref	Council Plan/Local Priority	Activity	Lead officer	Milestones	Indicators by which performance will be measured & Frequency
1	Local/Service plan priority	Develop new governance arrangements that support and challenge service development and sustainability	AG	<ul style="list-style-type: none"> This strategic plan is signed off by the executive member- 09/15 SAR (Self Assessment Report) report is received and approved by the executive member prior to publication -01/15 Regular performance management information is reported to executive member and to directorate management team – 11/15 	<ul style="list-style-type: none"> New Governance arrangements will be developed and signed off by the executive member
2	Residents have the opportunity to get good quality and well paid jobs	Consider a range of new delivery models including working with other organisations in geographical areas outside of the city.	AG	<ul style="list-style-type: none"> Develop a specification for the service to be used to measure and evaluate options – 02/16 Options for the delivery of the service are presented to Assistant Director for discussion – 03/16 	<ul style="list-style-type: none"> A report will be prepared to outline the options for the future delivery of the service
3	Residents have the opportunity to get good quality and well paid jobs	Secure an ESIF (European Structural and Investment Fund) contract for working with some of the most	CC/AG	<ul style="list-style-type: none"> Develop specifications with a number of partners as part of the bidding process – 10/15 	<ul style="list-style-type: none"> New ESIF contract/contracts are secured and ready for delivery

		vulnerable adults in the city to help them secure skills for employment and to support their mental well-being		<ul style="list-style-type: none"> • Ensure adequate staffing is in place to respond to contract demands -02/16 • Ensure staffing model allows for the contract to be developed and delivered in a timely and cots effective manner – 04/16 	
4	Local/Service Plan priority	Carry out a full service review and reorganisation to ensure that service costs align more closely with income generation.	AG	<ul style="list-style-type: none"> • Options for new structure are developed and consulted upon – 11/15 • New structure arrangements and funding model are approved by DMT (Directorate Management Team) – 12/15 	<ul style="list-style-type: none"> • New structure is implemented from 1st January 2016
5	Every child has the opportunity to get the best possible start in life	Continue to secure provision for High needs support students as part of a “Personalised Learning” programme for 16-19 year olds and for 19-24 with learning difficulties	CC	<ul style="list-style-type: none"> • Put in place SLA (Service Level Agreement) and contract with Blueberry Academy -08/15 • Ensure sufficient funds are secured to enable Routes to Success programme to operate or other arrangements developed to secure provision - 12/15 	<ul style="list-style-type: none"> • 16-19 routes to success programme has a strategy for the next three years with funding model in place
6	Residents have the opportunity to get good quality and well paid jobs	Consider ways in which the service can respond to the highly significant increase in the demand for GCSE English and maths in the context of fixed funding	FH	<ul style="list-style-type: none"> • Through Learning city consider how the service responds to increases in demand. 01/11 • Explore how a full cost GCSE offer could be developed in the event of funding running out. 01/10 	<ul style="list-style-type: none"> • A clear and coherent city plan for dealing with the demand for GCSE English and maths is developed and shared. • Clear strategies for coping with demand are set out and all providers understand their

					role.
7	Local/Service Priority	Develop a testing centre to support the national drive to increase the number of people taking online tests	AP	<ul style="list-style-type: none"> • Ensure ICT suite at Rougier House is fit for purpose as a new testing centre -10/15 • Secure contracts for new testing- 01/16 	<ul style="list-style-type: none"> • First tests take place. Further contract for testing is secured
8	Everyone has access to opportunities regardless of their background	Continue to develop provision for digital inclusion targeting skills development on the final 25%	AP	<ul style="list-style-type: none"> • Work with the Community Learning Partnership to indentify the role of the service within the wider digital inclusion provision – 11/16 	<ul style="list-style-type: none"> • Clear digital inclusion strategy is developed in partnership with Community Learning Trust and action plan developed and shared with partners.
9	Residents have the opportunity to get good quality and well paid jobs	Maximise funding for 24+ loans by expanding and developing new programmes for those seeking to improve their skills.	CC/AG	<ul style="list-style-type: none"> • Level 4 counselling course developed and secured – 09/15 • New provision for schools classroom assistants secured – 09/15 	<ul style="list-style-type: none"> • £100k or funding for loans secured with clear pipeline for continued provision
10	Local/Service Priority	Respond to the new OFSTED inspection framework by ensuring the service is OFSTED inspection ready	AP	<ul style="list-style-type: none"> • Managers are briefed on new inspection framework – 07/15 • Quality systems and SAR process area adjusted to fit with new requirements -10/15 	<ul style="list-style-type: none"> • Processes and procedures are in place and regularly checked by the quality managers and head of service • Following an OFSTED short inspection visit the good status of the service is maintained.
11	Local/Service Priority	Expand and develop new service performance development framework to include community learning programmes	CC	<ul style="list-style-type: none"> • Proposal for PDF (Performance Development Framework) is signed off at management team – 12/15 • New arrangements are 	<ul style="list-style-type: none"> • Arrangements are in place and signed off by management team • Annual schedule is set up as part of the quality

				introduced for community learning – 01/15	improvement process
12	Everyone is supported to achieve their full potential	Develop the services approach and rationale for targeted and first step community learning programmes	FW	<ul style="list-style-type: none"> • Clear first steps programmes are implemented and recorded in the service SAR – 03/15 	<ul style="list-style-type: none"> • Clear strategy for community learning targeted and first step programmes is in place
13	Residents have the opportunity to get good quality and well paid jobs	Secure a new “Headstart” programme to follow on from the current programme due to finish in March 2016	AG	<ul style="list-style-type: none"> • Continue to work closely with Learning City manager and LCR (Leeds City Region) to ensure the service is well placed to secure a new contract 03/16 • Ensure bid is submitted where appropriate 02/16 	<ul style="list-style-type: none"> • New contract is secured to support young people into work
14	Work with all public sector bodies in the city and the region to make sure we get the most from collective public expenditure in York Residents are encouraged and supported to live healthily	Continue to support the new “Community Learning Trust” arrangements by working with a range of providers to secure provision beyond that which is funded.	AG	<ul style="list-style-type: none"> • Continue to develop a joint approach to promotion of programmes – 01/16 • Work with partners to consider new delivery models – 04/16 	<ul style="list-style-type: none"> • Learning for Everyone brochure is expanded to include more providers • New models of delivery are in place with funding secured for 2016/17
15	Everyone is supported to achieve their full potential	Implement recommendations from Matrix review on provision of Information, Advice and Guidance	AG	<ul style="list-style-type: none"> • Train adequate numbers of frontline staff to IAG (Information Advice and Guidance) level 3 standard 03/16 	<ul style="list-style-type: none"> • Following the review visit of the Matrix assessor all development actions are signed off as completed. • All frontline staff complete the

				<ul style="list-style-type: none"> • Ensure an adequate number of staff are qualified at Level 4 12/15 • Review all teaching staff and ensure an adequate number are qualified at level 4 IAG 3/16 	level 3 IAG qualification
16	Local/Service Priority	Ensure the service is able to meet minimum standards for IAG as set out in the SFA contract	AG	<ul style="list-style-type: none"> • During service reorganisation ensure that adequate IAG capacity is retained to fulfil contract requirements – See above 	<ul style="list-style-type: none"> • Some capacity to deliver IAG is retained within the new service structure.
17	Everyone has access to opportunities regardless of their background	Continue to development links with other organisations to development collaborative arrangements and the delivery of joint provision	AG	<ul style="list-style-type: none"> • When developing new programmes consider first how these can be delivered collaboratively – Review 07/16 • Where the service is no-longer able to deliver provision consider how this can be developed with other providers – Review 07/16 • Consider carefully the future delivery of mental health programmes in light of service reorganisation – 02/16 	<ul style="list-style-type: none"> • New provision is in place with other partners and co-delivery arrangements are clearly identified • Mental health provision is clearly identified within the new service model as appropriate.