

Leicester
City Council

WARDS AFFECTED
Citywide

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Cabinet

17 January 2011

Review of Partnership and Delivery Arrangements Culture, Sport & Physical Activity

Report of **Alistair Reid: Strategic Director, Development, Culture and Regeneration**
 Rachel Dickinson: Strategic Director for Children
 Deb Watson: Director of Public Health

1. PURPOSE OF REPORT

- 1.1. This report is to inform Cabinet of actions taken to review the culture, sport and physical activity partnership and delivery arrangements in Leicester to provide a clearer governance structure which ensures accountability linked to the delivery of outcomes. In recent years Leicester has benefitted from major cultural investment and renewal of its culture and sporting infrastructure and this approach also aims to ensure that we 'sweat the assets' in a difficult financial climate.

2. RECOMMENDATIONS

- 2.1. Cabinet is asked to note and support the new governance structure for culture, sport and physical activity.

3. SUMMARY

- 3.1 Earlier this year Cultural Services and the Cultural Strategy Partnership reviewed the eight year old Cultural Strategy and the partnership arrangements for its delivery, and subsequently produced a Review Report. As a result a new model of Cultural Partnership was proposed to lead the development of a new cultural strategy and to strengthen the coordination of effort and resources to deliver key priorities.
- 3.2 Also earlier this year a review of sporting infrastructure was undertaken. The sporting landscape has always been a complicated one and, as a result, sport and physical activity in Leicester City has lacked clear governance and accountability. As a result a new Sports Partnership Trust Board was established to provide clarity and a strong link to delivery of outcomes.

3.3 This report sets out the new arrangements for culture and sport in Leicester including the creation of these two new bodies: a **Sports Partnership Trust Board** and a **Culture Partnership Board**. The report also sets out how these two new bodies will interconnect with the relevant Priority Boards and the Leicester Partnership. These partnerships will help drive direction for culture and sport and measure success in the achievement of outputs and outcomes. The revised structures create a strong focus on improving performance in three key areas: health inequality, educational standards, skills and enterprise.

4. REPORT

4.1 BACKGROUND

4.2. NATIONAL CONTEXT

4.3 The Department of Culture, Media and Sport (DCMS) is the government department with policy responsibility for museums, galleries and libraries, the built heritage, the arts, sport, education, broadcasting and the National Lottery. DCMS aims to improve the quality of life for all through cultural and sporting activities, to support the pursuit of excellence and to champion the tourism, creative and leisure industries. The Department funds about 50 public bodies (under review), such as Arts Council England (ACE) and Sport England to deliver direct sporting and cultural support to the public.

4.4 The sporting landscape is particularly complicated with a number of government departments (Department of Health, Department of Education, Department of Culture, Media and Sport) taking the lead on particular aspects which are delivered through national sporting bodies (Youth Sports Trust, Sport England, Sports Coach UK, National Governing Bodies of Sport and UK Sport). Each of these organisations has its own strategy for sport.

4.5 In July 2010 DCMS set out a Structural Reform Plan for the next three years. Key commitments include:

- Leading Europe in universal and superfast broadband;
- Supporting strong local media by ending local cross media ownership rules and modernising the media regulatory regime, leading to a new Communications Bill;
- Delivering a successful Olympic and Paralympic Games in 2012, boosting Britain's economic recovery, and leaving a lasting legacy;
- Boosting the Big Society by nurturing philanthropy and bringing the National Lottery back to its original causes;
- Stimulating economic growth by encouraging investment and creating the conditions for sustainable growth in tourism and the creative industries.

4.6 In addition to the reform plan, DCMS has announced a number of changes which are impacting on local government cultural services; notably the reduction in funding to DCMS agencies in 2010/11 beyond; the winding up of Museums Libraries and Archives Council (MLA) by 2012; and a major change programme for the transformation of

libraries. In 2010/11 ACE's budget is £445 million, MLA's budget is circa £65 million with £3.5 million of this being spent in the East Midlands through the museums programme, Renaissance. English Heritage's budget is circa £130 million.

- 4.7 Following the Comprehensive Spending Review (CSR), DCMS has had a budget cut of 24% in resources and 32% in capital spend with an intention to limit cuts to frontline services to 15%. As a result Sport England will see a 33% reduction in funding by 2014/15, Arts Council a cut of 29.6%, English Heritage a cut of 32% and Renaissance in the Regions a reduction of 15%. Funding for arts, heritage and sports through National Lottery is being increased by £150 million after 2012.

5. LEICESTER CONTEXT

- 5.1 In recent years Leicester has benefitted from major cultural investment and renewal of its culture and sporting infrastructure. People in Leicester enjoy access to rich and varied sports and cultural facilities and activities. The city now faces new challenges and opportunities in which culture and sport have a major role to play. The economic crisis and the scale of financial pressures faced by public services are unprecedented in recent history. In this climate it is important to be clear about key priorities to understand where to invest stretched resources and to enable partners to move forward to more prosperous times.
- 5.2 Leicester City Council's Cultural Services Division has responsibility for arts, museums, libraries, sports and cultural strategy; directly delivering a range of services, delivering some in partnership and commissioning others for example Curve, Phoenix Square Comedy Festival, Diwali and the County Sports Partnership. Other parts of the culture 'family' are delivered by other divisions; for example creative industries at the LCB Depot, the Built Heritage and Public Realm by Planning and Economic Regeneration, Parks by Environmental Services and Play, BSF, School Sports and Arts in Education by Children's Services. Many other aspects of culture are delivered commercially, for example the professional sports clubs, live music venues, media and design; others by the independent and voluntary sectors with a flourishing performing arts scene, grassroots sports, community festivals and events; and some by public sector bodies such as universities and colleges.
- 5.3 Culture and sport deliver on each one of the priorities of One Leicester and makes a significant contribution to Talking up Leicester, Thriving, Safe Communities, Health and Well Being, Investing in our Children and in Skills and Enterprise. The cross cutting nature of culture means that in order to have the most impact the key partners need to agree their priorities, align their resources to delivery and galvanise others to work towards a shared vision. The complexity of the DCMS's 50 arms length bodies for delivery is mirrored at a local level across the country and Leicester City is no exception with 50 organisations making up the original Cultural Strategy Partnership. This has made it difficult to keep all the partners engaged and to get them to agree to a small number of priorities given their wide ranging interests and remits.
- 5.4 Earlier this year Cultural Services and the Cultural Strategy Partnership reviewed the implementation of the eight year old cultural strategy and the partnership arrangements for delivery. As a result a new model of Cultural Partnership is being established to lead

the development of a new cultural strategy and to strengthen the coordination of effort and resources to deliver key priorities by streamlining partnership arrangements. The scope of this new partnership will be: arts, creative industries, museums, galleries & archives, libraries, tourism, play, festivals & events, identity and sense of place.

5.5 The complexity of the sporting infrastructure at national level has also been mirrored at a local level across the country and in Leicester City. A complicated and confusing landscape had evolved causing concern and a lack of clarity regarding performance, ability to identify and deliver outcomes, accountability and governance. A review of sports delivery and partnership arrangements led to the establishment of a new infrastructure earlier this year as set out below.

6. New Culture and Sport Partnership Boards

6.1 To counteract the weaknesses in the existing structures, revised governance arrangements have been adopted for Sport and Culture. Details of the membership for the new Boards and their associated structures are set out in **Appendix 1, 2, 3 and 4**. These revised structures will:

- Support the overarching aims of:
 - physical and social regeneration through culture (with the objectives of promote enjoyment, wellbeing and health; develop identity pride and cohesion; increase economic prosperity; develop life skills and potential and help people to be fit for work)
 - reducing health inequality and improving educational standards
- Provide a partnership structure which is able to respond effectively to local and national agendas and deliver priority outcomes for people in Leicester. This will mean a partnership focus on a tighter definition of culture than the one adopted by the Cultural Strategy Partnership. While this does not mean that culture is not important in all its forms, it will ensure attention is focused on the delivery of top priorities rather than diluting effort and resources across a broad range of objectives.
- Provide clear governance – the Leicester Sports Partnership Trust Board will provide strategic guidance to its delivery/commissioning arm and the Children’s Trust and Health and Wellbeing Partnerships will drive performance through their commissioning process for sport in the city. The Culture Partnership Board (**Appendix 4**) will mirror this approach. In relation to culture, the link with the Leicester Partnership will need to be drawn out as culture delivers to a number of strategic priorities, and as the Leicester Partnership goes through a period of transition. The relationship between the Culture and Sport Boards and the new Local Enterprise Partnership (LEP) will also need to be defined.
- Develop two clear overarching strategies. This will ensure the city will have just one single strategy for sport and a new strategy for culture, both of which have clear ownership and accountability.
- Develop associated delivery/ implementation plans; one for sports and one for the Cultural Strategy, which are measurable and outcomes focussed and linked

to One Leicester. The delivery plans will prioritise effort and resource into the most important issues for the city in all of the portfolio areas.

- Clear allocation of responsibility – delivered through the Sports Partnership Trust and the Culture Partnership Board to their delivery/ commissioning group made up of people who will put plans into action; with clear unambiguous delivery actions allocated to the most appropriate organisation.
- Clear reporting lines and action planning – each portfolio area reports directly to the commissioning/ delivery group. These reports will be incorporated into the City Council’s performance reporting framework and reported to the Sports and Culture Boards and the respective Priority Boards/ Theme Partnerships.
- Make connections at a grassroots level, ensuring the contribution of the community and voluntary sectors continues to shape sport and cultural developments
- Create better coordination across different divisions in the council with a role in the sporting and cultural life of the city.
- Maximise the benefits from the city sports and culture infrastructure at a time when funding access will change significantly

6.2 The new sports structure also recognises that the two distinct delivery areas for sport (young people and community) should be brought closer together to deliver a more strategic approach for sport in schools, raising attainment, and delivering targeted interventions in communities most at need including attracting those who are new to sport. The development of the Sports Partnership Trust Board, chaired by Rory Underwood, ensures for the first time in the city that we harness the unique opportunities that are available to us through the city’s professional sports clubs. The Sports Trust Board is still being established as a legal entity but when established it will also provide a potential future option for the delivery of aspects of sport services.

6.3 The work of delivering programmes and interventions will be carried out by two new Commissioning/ Delivery Groups. Outcomes/output-based delivery plans will be reported to the Culture/ Sport Boards and ultimately to the respective Priority Boards/ Theme Partnerships.

6.4 The Culture Partnership Board is being formally launched on 9 February with a tour of the Cultural Quarter for the new Board members

6.5 The Sports Partnership Trust is considering a formal launch for the early part of next year through a potential conference at Leicester Tigers on 24 March.

7. FINANCIAL, LEGAL AND OTHER IMPLICATIONS

7.1 Financial Implications

7.2 The reductions in local authority formula grant and grant funding from ACE and the MLA will have a significant impact on the breadth of service provided by Cultural Services.

However the new governance structure described here does not have an impact on revenue budgets.

- 7.3 Officer and administrative support for the Sports Board is being provided by Council Officers in the Transforming the Learning Environment (CYPS) and Sports Services. Officer and administrative support for the Culture Board is being provided by the Cultural Strategy Manager and Officer in Cultural Services.

Martin Judson, Financial Services

8. LEGAL IMPLICATIONS

- 8.1 The Sports Partnership Trust Board is in the process of seeking Charitable Trust status by Trust Deed with sport development objectives which will enable it to source funding streams that were previously not available to sport.
- a. Reporting to the Trust has a significant delivery role. The Council needs to be clear what its relationship should be with the Trust principal, or support the Trust in its activities so the Trust can steer itself forward.
 - b. Does the Council wish to outsource the Sports Trust functions? We cannot currently delegate this at the moment without a statutory instrument. Under the Deregulation and Contracting Act 1994 we can delegate but need a statutory instrument.
 - c. If a Council Sports Officer is currently delivering this Service then the Officer will TUPE transfer and the Code of Practice on Workforce Matters will apply.
 - d. VAT and tax efficiency advice needs to be sought. If the Trust on the face of it is charitable, and in essence if for example is setting up leisure centres, this is a business. Consequently, the Trust could face tax and VAT liabilities.
 - e. If the Council is disposing of land, S123 of the Local Government Act or General Disposals Consent will need to be considered.
 - f. Rules on charity, land transfers, procurement may conflict with each other, and so challenging decisions will have to be made.
 - g. The list still of proposed Trustees remains to be confirmed.
- 8.2 The Culture Partnership Board is being established and will decide its future role in relation to raising/ controlling financial resources. The Culture Partnership Board will also take legal advice to establish an appropriate organisational structure and governance moving forward including the option of establishing itself as a Charitable Trust.
- a. Similar conditions as above apply to the New Cultural Partnership and the associated commissioning/delivery groups.
 - b. Please note the Council's Constitution on "Annual Library Plan" and "Local cultural strategy" is reserved for full Council. Therefore, if the external body is producing cultural strategy then this should go to full Council.

Nimisha Ruparelia, Legal Services

9. CLIMATE CHANGE IMPLICATIONS

This report does not contain any significant climate change implications and therefore should not have a detrimental effect on the Council's climate change targets.

Helen Lansdown, Senior Environmental Consultant - Sustainable Procurement

10.1 OTHER IMPLICATIONS

| OTHER IMPLICATIONS | YES/NO | Paragraph/References Within Supporting information |
|-------------------------------|--------|--|
| Equal Opportunities | Yes | 5.3 |
| Policy | Yes | 6.1 |
| Sustainable and Environmental | Yes | 5.3 |
| Crime and Disorder | No | |
| Human Rights Act | No | |
| Elderly/People on Low Income | Yes | 5.3, 6.3 |
| Corporate Parenting | Yes | 5.6, 6.3 |
| Health Inequalities Impact | Yes | 5.3, 6.3 |

11. RISK ASSESSMENT MATRIX

| Risk | Likelihood | Severity Impact | Control Actions |
|--|------------|-----------------|--|
| Reduced funding for culture and sport slows delivery of new strategy | H | H | Partnership agreement on key priorities. Align resources to maximise impact. |
| Partners previously engaged in the Cultural Strategy Partnership are disenfranchised | M | M | Strong communications plan. Stakeholder engagement in development of new strategy. |

12. BACKGROUND PAPERS – LOCAL GOVERNMENT ACT 1972

None.

13. CONSULTATIONS

Adrian Wills, Head of Libraries
Councillor Rob Wann, Cabinet Lead for Culture and Leisure
Councillor Vi Dempster, Cabinet Lead for Children and Schools
County Sports Partnership

Cultural Strategy Partnership Executive
 Geoff Rowe, Vice Chair, Cultural Strategy Partnership
 Mike Candler, Cultural Quarter Projects Director
 Nasseh Bellamy, Chair, Cultural Strategy Partnership
 Richard Watson, Divisional Director
 Sally Davis, B-Inspired
 Sarah Levitt, Head of Arts and Museums
 Sheila Lock, Chief Executive

14. REPORT AUTHORS

| | | |
|---|---|---|
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| | |
|--------------------------------------|---------------------|
| Key Decision | No |
| Reason | N/A |
| Appeared in Forward Plan | N/A |
| Executive or Council Decision | Executive (Cabinet) |

Appendix 1:

Membership: Sports Partnership Trust Board (still to be confirmed)

Sheila Lock, Chief Executive of Leicester City Council *nominated by* Leicester City Council

Rachel Dickinson, Strategic Director of Children and Young Peoples Services *nominated by* Leicester City Council

David Clayton, Managing Director of Leicester Tigers *nominated by* Leicester Tigers,

Rory Underwood, Managing Director of Wingman Performance Consultants

Lee Hoos, Chief Executive of Leicester City Football Club *nominated by* Leicester City Football Club Limited

David Smith, Chair of Leicestershire County Cricket Club

Kevin Routledge, Managing Director of Leicester Riders Basketball Club *nominated by* Leicester Riders Basketball Club

Shahid Sheikh, Managing Director of Clifton Packaging Group

Bill Morris, Director of Leicester Secondary Education Improvement Partnership

Mike Kapur, Director of Signum Corporate Communications Limited,

Deborah Watson, Director of Public Health *nominated by* Leicester City Council

Cllr Robert Wann, Cabinet Member for Culture and Leisure of Leicester City Council and/ or
Cllr Vi Dempster, Cabinet Member for Children and Schools

Appendix 2

Membership: Culture Partnership Board (pending their confirmation)

Cllr Robert Wann, Cabinet Lead for Culture and Leisure, Leicester City Council

Alistair Reid, Strategic Director, Development Culture and Regeneration, Leicester City Council

Peter Knott, Director, Arts and Development, Arts Council England

Professor Dominic Shellard, Vice Chancellor, De Montfort University

Geoff Rowe, Chief Executive, Big Difference Company/ Performing Arts Leicester

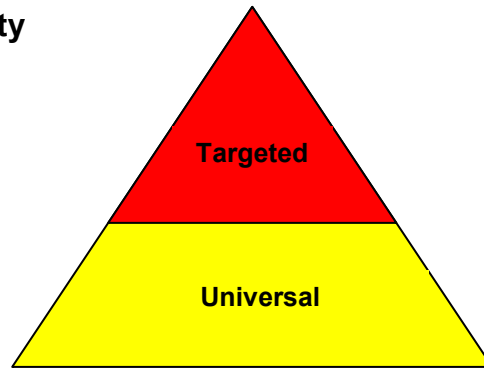
Pat Weller, Curve Chief Executive

Don Kotak, Managing Director, Sabras Radio

Ann Oliver, Ann Oliver Stage School

Vasant Bhakta (Mr B), Promoter

**Appendix 3
Sporting Infrastructure in Leicester City**



To close the wellbeing gap

To raise standards of attainment

LEICESTER PARTNERSHIP



Sports Partnership Trust Commissioning / Coordination Group (Wayne Allsopp)

Sport in the Community

Sport in Education

FUNCTIONS

Coaching & Volunteering

Physical Activity

Sport Specific

Facilities

Disability Inclusion

BSF

Sport for raising Attainment

PE, School Sport and Competition

2012 Olympic and Paralympic Games

