



SCRUTINY BOARD (CHILDREN'S SERVICES)

Meeting to be held in Civic Hall, Leeds on
Thursday, 15th October, 2009 at 9.45 am

(A pre-meeting will take place for ALL Members of the Board at 9.15 a.m.)

MEMBERSHIP

Councillors

- B Cleasby - Horsforth;
- D Coupar - Middleton Park;
- G Driver - Middleton Park;
- R D Feldman - Alwoodley;
- B Gettings - Morley North;
- W Hyde (Chair) - Temple Newsam;
- G Kirkland - Otley and Yeadon;
- B Lancaster - Moortown;
- K Renshaw - Ardsley and Robin Hood;
- B Selby - Killingbeck and Seacroft;
- E Taylor - Chapel Allerton;

Co-opted Members (Voting)

- Mr E A Britten - Church Representative (Catholic)
- Prof P H J H Gosden - Church Representative (Church of England)
- Mr B Wanyonyi - Parent Governor Representative (Secondary)
- Mr I Falkingham - Parent Governor Representative (Special)
- Mrs S Knights - Parent Governor Representative (Primary)

Co-opted Members (Non-Voting)

- Ms C Johnson - Teacher Representative
- Ms C Foote - Teacher Representative
- Mrs S Hutchinson - Early Years Development and Childcare Partnership
- Ms J Morris-Boam - Leeds VOICE Children and Young People Services Forum Representative
- Ms T Kayani - Leeds Youth Work Partnership Representative

Agenda compiled by:
Guy Close
Governance Services
Civic Hall
LEEDS LS1 1UR
Tel: 24 74356

Principal Scrutiny Advisor:
Kate Arscott
Tel: 24 74189

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(*In accordance with Procedure Rule 25, written notice of an appeal must be received by the Chief Democratic Services Officer at least 24 hours before the meeting.)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p> <p>No exempt items or information have been identified on this agenda.</p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes.)</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence.</p>	
6			<p>MINUTES - 17TH SEPTEMBER 2009</p> <p>To confirm as a correct record the minutes of the meeting held on 17th September 2009.</p>	1 - 8
7			<p>SCRUTINY INQUIRY - THE IMPACT OF POPULATION GROWTH ON CHILDREN'S SERVICES IN LEEDS</p> <p>To receive and consider a report from the Head of Scrutiny and Member Development presenting evidence in line with Session 1 of the Board's Inquiry into the impact of population growth on children's services in Leeds.</p>	9 - 94
8			<p>WORK PROGRAMME</p> <p>To receive and consider a report from the Head of Scrutiny and Member Development outlining the Scrutiny Board's work programme for the remainder of the current municipal year.</p>	95 - 110
9			<p>DATE AND TIME OF NEXT MEETING</p> <p>To note that the next meeting of the Scrutiny Board will be held on Thursday 12th November 2009 at 9.45 am with a pre meeting for Board Members at 9.15 am.</p>	

This page is intentionally left blank

Agenda Item 6

SCRUTINY BOARD (CHILDREN'S SERVICES)

THURSDAY, 17TH SEPTEMBER, 2009

PRESENT: Councillor W Hyde in the Chair

Councillors B Cleasby, D Coupar, G Driver,
R D Feldman, B Gettings, G Kirkland, B Lancaster,
K Renshaw, B Selby and E Taylor

CO-OPTED MEMBERS (VOTING):

Mr E A Britten	- Church Representative (Catholic)
Mrs S Knights	- Parent Governor Representative (Primary)
Mr B Wanyonyi	- Parent Governor Representative (Secondary)

CO-OPTED MEMBERS (NON-VOTING):

Ms C Foote	- Teacher Representative
Mrs S Hutchinson	- Early Years Development & Childcare Partnership Representative

26 Chair's Opening Remarks

The Chair welcomed all in attendance to the September meeting of the Scrutiny Board (Children's Services). In particular, the Chair welcomed Councillor Coupar to her first meeting of the Scrutiny Board (Children's Services).

27 Declaration of Interests

There were no declarations of interest.

28 Apologies for Absence

Apologies for absence were submitted by Co-opted Members, Professor P Gosden and Ms J Morris-Boam.

29 Minutes - 9th July 2009

RESOLVED – That the minutes of the meeting held on 9th July 2009 be confirmed as a correct record.

30 Matters Arising from the Minutes

Minute No. 22 – Youth Service user and non-user surveys 2009

Draft minutes to be approved at the meeting
to be held on Thursday, 15th October, 2009

The Board agreed to establish a Working Group to review the proposals for the next youth service non-user survey, in order to ensure that the Board's concerns regarding the involvement of young people through schools was adequately addressed.

Minute No. 19 – Request for Scrutiny – City of Leeds High School

One Member requested an update on the current situation at City of Leeds High School. It was reported that a Working Group meeting involving Pat Toner, Education Leeds, had taken place and there were still some outstanding issues to resolve. The Board was advised that in light of recent demographic and funding developments that a report was expected to be submitted to the Executive Board in October.

It was agreed that the Working Group would meet again as soon as possible following the Executive Board meeting.

Minute No. 20 – Scrutiny Inquiry – 14-19 Education Review

One Member requested an update on results for key stage 4. It was advised that the interim results were due to be presented to the Executive Board in October. The final results would be available in November. It was agreed to provide a report back to the Scrutiny Board, following the report to Executive Board.

31 Quarter 1 Performance Report 2009-10

The Head of Policy, Performance and Improvement submitted a report which presented the quarter one performance results for Children's Services.

The following information was appended to the report:

- Accountability Reporting Guidance;
- Children's Services 2009/10 Quarter 1; and
- Updated 2008/09 Year End Results.

The Chair welcomed to the meeting Councillor Golton, Executive Member (Children's Services) and Councillor Harker, Executive Member (Learning).

In addition, the following officers attended the meeting:

- Chris Edwards, Chief Executive (Education Leeds);
- Keith Burton, Deputy Director of Children's Services;
- Jackie Wilson, Chief Officer for Children and Young People's Social Care;
- Nicola Engel, Head of Policy and Performance, Learning and Leisure; and
- Joan Haines, Head of the Sensory Service and Improving Outcomes Learning Difficulties and Disabilities (LDD) (Sensory Service).

Key performance issues were highlighted and in brief summary the main areas of discussion were:

- Concern about some of the judgements using the traffic lights system, particularly CYPP-P9-3 (the proportion of residential homes judged by Ofsted to be good or better), which had been allocated amber against a predicted full year result of 77%. The Department advised that the robustness of all indicators was being checked as part of a corporate review.
- Issues around the inspection of a particular Children's Home and other ongoing actions. Members highlighted the need to ensure that sufficient safeguards were in place to protect young people. The Scrutiny Board agreed to receive a report back at a future meeting. It was noted that this item would be exempt due to confidentiality issues.
- Officers were thanked for including numbers as well as percentages in the performance report.
- Concern about NI 103A / NI 103B (Special Educational Needs – statements issued within 26 weeks) and the need for closer engagement with families and carers.
- Actions taken to address concerns involving severe and complex cases, including joint working with the Parent Partnership and developing a detailed action plan. It was agreed to forward copies of the action plan to Scrutiny Board Members.
- Clarification about the time taken to issue statements beyond 26 weeks. It was agreed that information relating to statements issued beyond 26 weeks would be forwarded to Scrutiny Board Members.
- Confirmation that the two Independent Reviewing Officers posts were being advertised shortly.
- Concern about NI 59 (Percentage of initial assessments within 7 working days of referral) and NI 60 (The percentage of Core Assessments that were completed within 35 working days of their commencement). It was reported that a multi-agency project was being undertaken to screen referrals. In addition, advanced practitioners were being employed to work as mentors and assist with reviewing complex cases.
- Confirmation that the study in relation to LSP-HW2B(I)A (Number of looked after children) had not yet been completed.
- Concern about CYPP-P9-3 (The proportion of residential homes judged by Ofsted to be good or better). It was reported that there had been an improvement in Quarter 2 figures.

RESOLVED – That the report and information appended to the report be noted.

32 Children's Services and the Children and Young People's Plan Update (September 2009)

As part of the process of receiving regular progress reports on the Council's Children and Young People's Plan, the Board considered a report submitted by the Director of Children's Services which included updates on two particular aspects of the Plan;

- The CYP Plan priority of reducing the number of children and young people not in education, employment or training (NEET); and
- The strategic development around the transfer of powers from the Learning and Skills Council to the local authority in relation to the commissioning of all 14-19 learning and skills provision, and 14-25 provision for learners with learning difficulties and disabilities.

The following Members and officers attended the meeting and responded to Members' questions and comments:

- Councillor Golton, Executive Member (Children's Services);
- Councillor Harker, Executive Member (Learning);
- Keith Burton, Deputy Director of Children's Services; and
- John Paxton, Head of Integrated Youth Support Services.

Also in attendance was Terry Walsh from Prospects, to respond to Members' queries and comments around reducing NEETs.

In brief summary, the main areas of discussion were:

- Concern that the NEET figure for Leeds (currently 10.1%) had not improved. It was reported that taking into account the significant increases in unemployment figures nationally as a result of the recession, the standstill in Leeds figures compared with other authorities with increasing NEET figures.
- The need to engage young people in worthwhile activities and the effect on NEET figures.
- Ensuring that the offer of learning met the needs of all young people.
- Concern that some young people were rejecting courses which they felt would not assist them to find suitable employment.
- The need to develop learning provision at schools and colleges and publicising the types of courses available.
- Concern about individuals with special learning needs being left behind.

RESOLVED – That subject to the above comments, the update report be received and noted.

(Councillor Renshaw left the meeting at 11.45 am and Mr Wanyonyi at 12.02 pm, during the consideration of this item).

33 Formal Response to Scrutiny Recommendations - Education Standards - Entering the Education System

The Head of Scrutiny and Member Development submitted a report which presented the formal response to the Board's recommendations on 'Education Standards – Entering the Education System'.

The following officers were in attendance at the meeting to respond to Members' questions and comments:

- Keith Burton, Deputy Director of Children's Services;
- Christine Halsall, Head of Primary School Involvement; and
- Andrea Richardson, Quality and Standards Manager (Early Years).

In relation to the review of Children's Centres, it was agreed that details of the outcomes from the review would be forwarded to Members.

The Board then considered the formal response to scrutiny recommendations as follows:

Recommendation 1 – Sign off (Category 2);
 Recommendation 2 – Report update in 6 months on levels of attendance at leadership and management forums and cluster meetings (Category 4);
 Recommendation 3 – Sign off (Category 2);
 Recommendation 4 – Report update in 12 months on take up of the Transition Record (Category 4);
 Recommendation 5 – Sign off (Category 2);
 Recommendation 6 – Sign off (Category 2);
 Recommendation 7 – Scrutiny Board to be updated quarterly on progress against Action Plan (Category 4);
 Recommendation 8 – Scrutiny Board to be further updated on review around funding for young children with disabilities across all sectors (Category 4); and
 Recommendation 9 – Scrutiny Board to be updated quarterly on progress towards January 2010 against target for all Children's Centres to have Advisory Boards (Category 4).

RESOLVED – That the Board approves the status of the recommendations, as detailed above.

(Councillor Selby left the meeting at 12.22 pm during the consideration of this item).

34 Formal Response to Scrutiny Recommendations - Protecting our Environment

The Head of Scrutiny and Member Development submitted a report which presented the formal response to the Young People's Scrutiny Forum's third inquiry on 'Protecting our Environment'.

Members discussed establishing a joint working group consisting of Board Members and Youth Council Scrutiny Panel members to consider the responses to the recommendations contained in the 'Protecting our Environment' report. It was advised that membership of Youth Council Scrutiny Panel Members would be confirmed following the Youth Council annual elections in October.

It was also noted that the Executive Members would be attending the Youth Council to discuss the report.

RESOLVED – That a joint working group consisting of Board Members and Youth Council Scrutiny Panel members be established following the Youth Council annual elections in October to consider the responses to the recommendations contained in the ‘Protecting our Environment’ report.

35 Recommendation Tracking

The Head of Scrutiny and Member Development submitted a report which requested Members to confirm the status of scrutiny recommendations (Children’s Services).

Appended to the report was the recommendation tracking flowchart and draft status of recommendations.

The following comments were made in respect of the outstanding recommendations:

- In relation to recommendation 3 ‘Adoption in Leeds’, it was reported that the Adoption Officer posts had been re-advertised and interviews were taking place shortly.
- Members welcomed the information that had been provided at a local level on holiday activities.

RESOLVED –

- (a) That the report and information appended to the report be noted; and
- (b) That the Board agrees the status of recommendations, subject to recommendation 3 on ‘Adoption in Leeds’ and recommendation 9 on ‘Services for 8-13 year olds’ being given a status of 4, continue monitoring, and recommendation 3 on Multi-Agency Support Team (MAST) being given a status of 2 , achieved.

(Mrs S Hutchinson and Councillors R F Feldman and E Taylor left the meeting at 12.37 pm, Councillors B Cleasby and B Gettings at 12.40 pm, and Councillor G Driver at 12.44 pm, during the consideration of this item).

36 Work Programme

A report was submitted by the Head of Scrutiny and Member Development which detailed the Scrutiny Board’s work programme for the remainder of the current municipal year.

Appended to the report for Members’ information was the current version of the Board’s work programme, an update on working group activity, an extract from the Forward Plan of Key Decisions for the period 1st September 2009 to 31st December 2009, which related to the Board’s remit, together with the minutes from the Executive Board meetings held on 22nd July and 26th August 2009.

The Principal Scrutiny Advisor agreed to e-mail the Board to invite Members to serve on the working groups relating to Youth Service surveys, and Protecting our Environment.

RESOLVED – That subject to the comments raised at the meeting, the work programme be approved.

37 Date and Time of Next Meeting

Thursday 15th October 2009 at 9.45 am with a pre-meeting for Board Members at 9.15 am.

(The meeting concluded at 12.46 pm.)

This page is intentionally left blank



Originator: Kate Arscott

Tel: 247 4189

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Children's Services)

Date: 15 October 2009

Subject: Scrutiny Inquiry – The impact of population growth on children's services in Leeds

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

1.0 Introduction

1.1 At the board's meeting in June, members agreed to carry out an inquiry into the impact of population growth on children's services in Leeds, as one of their major pieces of work this year. A copy of the agreed terms of reference is attached as Appendix 1.

1.2 The first formal session of the inquiry was scheduled for October. This session will focus on the first two objectives of the inquiry:

how good is our information and how do we make it better?

how well do we use the information, and how can we improve?

The following information was requested:

- An outline of what sources of population information are currently available to children's services management in predicting future demand for services
- Current population growth data, including any analysis of particular trends or patterns within the data
- How services use population information to predict demand and plan the supply of services
- National contributions on best practice in the collection and use of timely and accurate population data

- 1.3 Relevant officers will be at the meeting to respond to members' questions and comments. In addition representatives from a number of external organisations have agreed to attend the Board and share their expertise in this area:
- Guy Goodwin - Director, Population, Health & Regional Analysis, Office for National Statistics
 - Professor Tim Allen - Programme Director: Analysis and Research, Local Government Association
 - Peter Boden - Centre for Spatial Analysis and Policy, School of Geography, University of Leeds
- 1.4 The attached reports set out the evidence requested in the terms of reference:
- Office for National Statistics – Appendix 2
 - Local Government Association – Appendix 3
 - School of Geography, University of Leeds – Appendix 4
 - Education Leeds on behalf of Children's Services – Appendix 5
 - Leeds City Council Business Transformation Team – Appendix 6
- 1.5 In addition, the following documents are provided for reference:
- Audit Commission briefing – Is there something I should know? – Appendix 7
 - City and County of Swansea – 'Everybody Counts!' Scrutiny report – Appendix 8
- 1.6 The next session of the inquiry is scheduled for the Board's next meeting on 12 November 2009, as set out in the terms of reference.

2.0 Recommendation

- 2.1 The board is requested to consider the issues raised by this session of the inquiry.

Background papers

None

Scrutiny Board (Children's Services) Inquiry

The impact of population growth on children's services in Leeds

Terms of reference

1.0 Introduction

- 1.1 According to the Office for National Statistics, the population of the Yorkshire and Humber region grew by 175,400 (3.5%) in the five years up to 2007. The latest forecasts indicate a further 19% growth – nearly a million people – by 2026. This includes a predicted increase of 180,000 people in the Leeds local authority area.
- 1.2 The council is currently feeling the impact of the rise in population in terms of needing to identify additional primary school places in some parts of the city.
- 1.3 In light of the information on population growth, the Executive Member for Children's Services and the Director of Children's Services suggested that it would be helpful to them if the Scrutiny Board carried out an inquiry into the wider impact of population growth for children's services in Leeds.

2.0 Scope of the inquiry

- 2.1 The purpose of the Inquiry is to make an assessment of and, where appropriate, make recommendations on:
 - The availability, timeliness and accuracy of local population change data;
(how good is our information and how do we make it better?)
 - The use that is made of available data in planning service provision;
(how well do we use the information, and how can we improve?)
 - The reasons for population growth, and the consequent implications for services in terms of both universal services and also specific areas of additional demand.
(what service changes do we need to make because of population growth?)
- 2.2 The Board hopes that its findings will provide a timely and positive contribution to the management of change.

3.0 Comments of the relevant director and executive member

- 3.1 This inquiry was proposed by the Executive Member for Children's Services and the Director of Children's Services.

4.0 Timetable for the inquiry

4.1 The inquiry will take place in October and November 2009, with a view to issuing a final report in early 2010.

4.2 The inquiry will conclude with the publication of a formal report setting out the board's conclusions and recommendations.

5.0 Submission of evidence

5.1 The following evidence will be considered by the Board

5.2 Session One – Scrutiny Board meeting – 15 October 2009

This session will focus on the first two objectives of the inquiry:

how good is our information and how do we make it better?

how well do we use the information, and how can we improve?

The following information will be required:

- An outline of what sources of population information are currently available to children's services management in predicting future demand for services
- Current population growth data, including any analysis of particular trends or patterns within the data
- How services use population information to predict demand and plan the supply of services
- National contributions on best practice in the collection and use of timely and accurate population data

5.4 Session Two – Scrutiny Board meeting – 12 November 2009

This session will focus on the third objective of the inquiry:

what service changes do we need to make because of population growth?

The following information will be required:

- Action already being taken by children's services in response to population growth
- Areas of children's services that will be affected by population growth and proposals for responding to new needs
- Other services relevant to children and young people that will be affected, eg housing

The board will then consider emerging conclusions and recommendations to inform the production of the final inquiry report

6.0 Witnesses

- 6.1 The following witnesses have been identified as possible contributors to the Inquiry:

Local witnesses

Children's Services
Education Leeds
NHS Leeds (PCT)
Information and Knowledge Management

National bodies

One or more from the following:

Office for National Statistics (ONS)
Local Government Association
City and County of Swansea Council (have done a scrutiny inquiry on population estimates)
Leeds University School of Geography

7.0 Monitoring Arrangements

- 7.1 Following the completion of the scrutiny inquiry and the publication of the final inquiry report and recommendations, the implementation of the agreed recommendations will be monitored.
- 7.2 The final inquiry report will include information on the detailed arrangements for monitoring the implementation of recommendations.

8.0 Measures of success

- 8.1 It is important to consider how the Board will deem whether its inquiry has been successful in making a difference to local people. Some measures of success may be obvious at the initial stages of an inquiry and can be included in these terms of reference. Other measures of success may become apparent as the inquiry progresses and discussions take place.
- 8.2 The Board will look to publish practical recommendations.

This page is intentionally left blank

How the ONS works with local authorities

There are extensive arrangements for ONS and LAs to work together on methods for estimating population and improving those methods. In particular:

- The population subgroup that convenes under the aegis of the Central and Local Government Information Partnership (CLIP) arrangements exists to discuss methodological issues pertaining to the population estimates. There are around 20 local authority representatives who are full members of this group representing all LAs across England and Wales.
- Before subnational population projections are published there is a period of consultation with local authorities and health organisations to provide an opportunity to comment on proposals for the assumptions being made in the projections.
- The ONS is currently leading a cross-government programme of work to improve population and migration statistics and ONS is working closely in partnership with central government departments and local authorities to achieve the vision for this. The LGA are members of the MSI Programme board and several working groups reporting to it. ONS holds progress workshops on a quarterly basis with the LGA to which local authorities are invited to feed views into the programme.
- The quality assurance strategy for the programme includes local insight reference panels (LIRPS) comprising local authority representatives to sense-check impacts of change. In December indicative impacts of the first set of improvements are being published and local authorities will have the opportunity to comment on these.

Information the ONS provides to local authorities to assist in forecasting population changes

The ONS Centre for Demography core business is the provision of reliable population statistics to inform customers of population levels and dynamics. Key outputs include:

- annual mid year population estimates (including components of change), at local authority level by single year of age and sex
- international and internal migration statistics
- national and subnational (down to local authority area level) population projections with a 25 year horizon
- demographic analyses and research papers
- expert statistical and demographic advice

What the ONS is doing to ensure that this information is as timely and accurate as possible

The ONS is leading a cross-government programme of work to improve migration and population statistics in partnership with other government departments. This programme is taking forward recommendations from the

2006 Task Force on Migration Statistics, and subsequent parliamentary reviews, to ensure population statistics are fit for purpose and are trusted as authoritative by highly engaged users. The programme is researching and implementing improvements that will lead to better accuracy covering several areas including

- greater use of timely administrative data in population estimation
- use of new entry/exit schemes (e-Borders) to count migrants into and out of the UK
- improved survey sources
- more coherent reporting of migration statistics
- provision of new products to fill the gaps in the existing outputs suite

The programme is delivering improvements in the short, medium and longer term. In May 2010 ONS will be publishing revised 2002-2008 mid-year population estimates incorporating a package of improvements as announced in February 2009 and has an extensive programme of engagement to ensure users are aware of what the improvements are, why they are being made and what the impact will be on estimate numbers. More information on the programme is available at www.statistics.gov.uk/imps

Challenges and initiatives to improving the quality of information and information sharing

- The use of administrative sources has the potential to be a fundamental improvement to the way in which ONS estimates the population. Such sources can provide better and more comprehensive coverage of particular sub-groups of the population than might be expected in a sample survey.
- There are always some limitations with using administrative sources for statistical purposes since they are not generally designed for this particular purpose. The population groups they cover might not be relevant for population estimation purposes and usually it is not possible to separate out those who are residents according to the definitions underlying population statistics. It is therefore not straightforward to use administrative sources directly.
- However, ONS is developing methods to make the most of the opportunity for improvements that administrative sources can offer, for example it is developing statistical models that use these sources.
- The Statistics and Registration Services Act 2007 allows the laying of regulations to permit individual level data sharing between the UK Statistics Authority and other public bodies for statistical purposes. This is a major step forward in removing barriers to such uses and we have already used the legislative powers to share School Census data with Department for Children, Schools and Families. Other sources include Department for Work and Pensions Migrant Worker Scan and Work and Pensions Longitudinal Study, Higher Education Statistics Agency data on students, and UK Borders Agency Project Semaphore data.

- Within the MSI programme working in partnership with other government departments that own administrative sources will lead to improvements to data quality and better statistics.

National trends and impact on Leeds

There is quite a lot of variation in trends at local levels due to different area characteristics and drivers of population change. The latest mid-year population estimates published were for mid-2008 and were published on 27 August 2009. At a national level these showed:

- The population of the UK was 61.4 million in mid-2008, up by 408,000 (0.7 per cent) on the previous year and over two million more than in mid-2001
- In the seven years since 2001, the population has increased by an average of 0.5 per cent per year. Increases in births, decreases in deaths and changes in the pattern of international migration into and out of the UK have all contributed to population growth since 2001
- Natural change (the difference between births and deaths) overtook net migration as the main contributor to population growth over the 12 month period for the first time in a decade.
- This change reflects an increase in the Total Fertility Rate (TFR) to 1.96 - the highest rate since 1973.
- In the year to mid-2008, natural change accounted for 54 per cent of all population growth in the UK
- The UK population continues to age. The number of people aged 85 and over reached a record 1.3 million in mid-2008, accounting for more than 2 per cent of the total population.

In contrast, the population of Leeds was 770,800 at mid-2008, an increase of 9,700 (1.3%) on the previous year. The majority of this change (67%) was due to net international migration.

Good practice from elsewhere

- ONS works closely with the statistical institutes of other countries to adopt best practice. The cohort component methodology used for population estimation is internationally recognised as being appropriate and robust.
- We are working with academic and demographic experts in developing new methodologies and in quality assuring our methods.
- We have an advisory group (the National Statistics Centre for Demography Advisory Board) made up of learned and experienced experts to provide advice on the work plans for population statistics developments.

This page is intentionally left blank

Local Government Association Submission to the Leeds City Council Scrutiny Board Examination of the Impact of Population Growth on Children's Services

1. This submission offers a Local Government Association analysis that draws on work by our internal research team and by the National Foundation for Educational Research which provides specialist research services to the Local Government Association.
2. We look at issues raised by national and official statistics and provide some comparative experience on how recent population change has been experienced by other councils, including in terms of implications for children's services. The submission provides links to further research and evidence which may help the examination.

Summary

Section 1: records some relevant recent national policy developments about the accuracy of local population estimates: there are some welcome developments but no early prospect of a step change in improving these statistics.

Section 2: examines available national data that is capable of disaggregation to local level, and offers commentary on how far this might be of help to members and officers in Leeds City Council: current disaggregated national data and estimates are helpful but need local 'sense checking'.

Section 3: identifies some local authority experience in grappling with inadequate local population data.

Section 4: looks at some experience in planning children's services at a time of significant population change.

Overall:

- High quality, accurate population statistics are a fundamental pre-requisite for the planning and allocation of funds for public services. However, estimating local population change has become more difficult with increasing rates of international and internal migration and this has highlighted shortcomings in the current system of national and official statistics.
- Although time consuming and with some frustrations, there are potential sources of diagnostic data that can enrich understanding of the size, dynamics and characteristics of local population change. However, the results cannot feed into government financial allocations to councils. In the absence of up to date and accurate definitive population statistics, administrative data can aid effective targeting of services although this means bringing together what are often large amounts of data from diverse sources, most of them with limitations.
- Fertility rates have been progressively rising for some years and are currently at rising at the fastest rate since the late 1960's / early 1970's.

Official statistics need local validation, but show that:

- Until 2008 at least, the population of Leeds was growing relatively more rapidly than some comparator cities with a modest increase due to internal migrants from other parts of the UK and a significant component of growth due to international migration; however.
- That Leeds has experienced relatively low fertility rates.

Section 1: Population Data - Policy Context

3. The most authoritative UK population estimates are derived from the 10 yearly Census of Population, the most recent in April 2001. Population estimates from the Census are updated by the Office for National Statistics to produce mid-year estimates during intervening years.

4. Census data is analysed for a number of area types, including local government and small neighbourhood areas. The postcode unit is the smallest area for which results are available, but the range of data at this level is limited. In the 2001 Census, sets of adjacent postcodes were combined to form Output Areas, and a wider range of statistics produced using this basis. Output Areas are generally smaller than, and nest within electoral wards and provided a basic building block for 2001 Census statistics and current Neighbourhood Statistics data. More recently, Office for National Statistics grouped Output Areas into larger Super Output Areas.

5. National and local mid-year estimates are updated by 'ageing' the population by one year, allowing for natural change due to births and deaths and adding in an estimate of net migration, i.e. people moving between areas within the country, or internationally where they stay for 12 months or more.

6. For further information about the census and data available see:

<http://www.ons.gov.uk/census/get-data/guide-data/index.html>

7. In recent years there has been heightened concern about the accuracy of national and local official population statistics and estimates, mainly due to difficulties in measuring increasingly rapid movements in the population, and in particular, given acknowledged weaknesses in capturing in and out flows of international migration and the subsequent movement of these migrants once in the country. This has resulted in well documented challenges for councils in anticipating and planning for services. The Local Government Association and many local authorities (for example Westminster, Slough and Manchester) have actively campaigned for improvements to the statistical system, not least because inaccurate statistical data impact on the distribution of financial resources.

8. These weaknesses have also created a focus on alternative sources of data that might help inform how local populations are changing. Local authorities have access to other national sources of data in a local context, and to locally produced information such as health, housing and education. Taken together and supplementing Office for National Statistics data, they have potential to enrich the picture of the size and characteristics of local populations. However, ownership of the data is spread among different agencies giving rise to problems of legality in accessing and sharing, particularly at individual child level. Moreover, most have limitations in terms of accuracy and timeliness and there are the characteristic difficulties associated with matching data from different datasets. Thus these sources (that include school registers, GP registers, National Insurance Registrations, HESA data on students) can offer diagnostic help, but are not a substitute for effective overall population data.

9. **The LGA published 'A resource guide to local migration statistics'** to help those using these diagnostics which is available at:

<http://www.lga.gov.uk/lga/publications/publication-display.do?id=1308025>

10. A recent period of heightened international migration into the UK (from 2004) prompted a number of Select Committee inquiries which have touched on weaknesses in population statistics. However, the Treasury Sub-Committee conducted a specific inquiry into these statistics which reported in 2008.

11. **For further information see:**

- *Counting the Population*. Treasury Select Committee Inquiry, May 2008
<http://www.publications.parliament.uk/pa/cm200708/cmselect/cmtreasy/183/18302.htm>
- LGA response to *Counting the Population*, November 2007
<http://www.lga.gov.uk/lga/aio/1268070>
- *Estimating the scale and impacts of migration at the local level*, LGA research report, November 2007
<http://www.lga.gov.uk/lga/publications/publication-display.do?id=22422>

12. Government has taken a number of initiatives to improve population statistics (and particularly the impact of international migration), including a Ministerial Board to oversee cross government action on migration statistics. The Local Government Association is involved and has welcomed these initiatives in principle. We are working with government to ensure the best possible outcome for local authorities. However:

- A long term decision has yet to be made about whether the system that currently relies on a 10 yearly Census can be adjusted or changed to a system that more rapidly and therefore more accurately monitors population change: any such change will be post the next, 2011, Census;
- Measures to more accurately assess population flows into and out of the country (E borders) will not help local authorities understand how people move once in the UK, although they will give a better picture of the national picture; and
- Government work to improve the availability of diagnostic administrative data is welcome, but Office for National Statistics has to work hard to drive improvements across government departments, despite ministerial support.

13. **For further details see:**

Office for National Statistics website:

<http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/default.asp>

Migration statistics, the way ahead. Report by the UK Statistics Authority, July 2009:

<http://www.statisticsauthority.gov.uk/reports---correspondence/reports/index.html>

Section 2: Availability, Timeliness and Accuracy of Local Population Change Data

14. This section identifies questions arising from our examination of relevant official statistics that can be disaggregated to local level, whilst recognising that council members and officers will have the local knowledge and expertise needed to understand the implications and likely accuracy.

15. On several of the key official indicators of population change, the values reported for Leeds are close to the extremes of national distributions. Generally, such extreme values need to be treated with care, and validation sought from other sources to test and identify the reasons for such values.

16. The latest official population change data for Leeds (the 2008 Mid Year Estimates) are provisional. Revised statistics will be published in spring 2010 to incorporate improvements to methodology, particularly concerning migration statistics. Indicative impacts of these improvements will be published late in 2009, and will be subject to consultation. **The Council might therefore:**

- **Review the implications of the current 2008 figures for Leeds, and possibly consult to help in validating the statistics. The LGA would very much appreciate submissions being copied to the LGA to help shape the national response; and**
- **If possible, forward planning decisions might be better conducted using more recent, revised figures rather than the 2008 Mid Year Estimates.**

17. In the following commentary we review statistics on births and on migration, the two main components that will determine the size of the child population.

2.1: Statistics on Births

18. Tables 1 – 3 (pages 8 – 10) show the latest available birth and fertility rates and estimates, and provide comparisons for Leeds with those for England, the Yorkshire and Humber region and Bradford. On the basis of the statistics, all three suggest that the rate for Leeds is lower than for the three comparators with the gap greatest in comparison with Bradford and least in comparison with the overall Yorkshire and Humber region.

19. Table 1 (see page 8) shows the number of births in 2007 (the latest year for which fertility rates are available at Local Authority level).

20. Table 2 (see page 9) shows the 30 authorities in England and Wales with the lowest Total Fertility Rate (TFR). This tool is widely used by demographers to estimate the average number of births that each woman would have if she recorded the same age-specific birth rates as recorded in the reference year – i.e. 2007 – throughout her life.

21. The gaps on this measure are particularly marked. The rate shown for Bradford is almost half as much again as that for Leeds. Leeds has the 23rd lowest rate in the country. This is lower than for any other metropolitan district (though the rate for Newcastle is almost as low). The authorities with even lower rates include six inner London boroughs and a number of towns and cities with significant student populations (the London boroughs also have significant student numbers).

22. One possible explanation of Leeds' low TFR is therefore that it has a significant student population. On the other hand, other cities with significant numbers of students (Liverpool, Birmingham, Manchester and, closer at hand, Bradford for example) have higher fertility rates. The findings from Tables 1 and 2 prompt the following questions:

- **Is the fertility rate for Leeds considered accurate?**
- **If it is, is there scope for it to increase?**
- **To help the answer above, does Leeds' student population account for the difference between its TFR and that of other metropolitan districts?**
- **To answer this, what is the fertility rate of the student and non-student populations in Leeds?**

23. Table 3 (see page 10) analyses births according to the country of birth of mothers. By 2008 23% of births in Leeds were to mothers born outside the UK. This was lower than the proportion in Bradford (34%) and slightly lower than the proportion for England (25%), but higher than the figure for the Yorkshire region (18%).

24. However, the **increase since 2001** in the proportion of mothers born outside the UK was greater for Leeds than for any of the comparators – up nearly 12 percentage points compared with eight for England, six for Yorkshire and five for Bradford. The biggest increase in Leeds is shown to be births to mothers born in Africa, with births to European and Asian mothers increasing by a slightly smaller amount.

25. Country of birth is not the same thing as ethnicity, and neither is it, for example, a direct indicator of language proficiency. But these figures indicate that the composition of births within Leeds is changing in ways that might require service responses. The figures in Table 3 prompt a number of questions:

- **What are the possible future trends in births to mothers born within or outside the UK?**
- **How are births distributed amongst ethnic groups, and how might they be distributed in future?**
- **How susceptible are future trends to changes in migration patterns?**

26. Table 1 shows the proportion of births outside marriage and – more usefully for service planning – the proportion of these registered by both parents living at the same address, thus providing an approximate estimate of numbers of births to lone parents. Multiplying the two figures together, the estimate of births to lone parents is slightly higher for Leeds (17%) than for the comparators (Bradford is lowest at 14%). Two general questions are prompted by the foregoing analysis:

- **What is the spatial variation in fertility across Leeds?**
- **What is the situation currently in neighbouring authorities, and how is it likely to change?**

27. An answer to the first question will obviously inform service planning. The second has implications for education and might also indicate likely future volumes of relatively short distance migration in and out of the authority, and hence demand for other services for children. Recent work in London that modelled school roll projections for neighbouring authorities might also be usefully reviewed.

Table 1: Fertility Rates – Leeds and Comparators					% Born Outside Marriage	
2007	A. Total Live Births	B. Crude Birth Rate (Child births per year)	C. General Fertility Rate (No of Births per 1000)	D. Total Fertility Rate (Estimated no. of births across child bearing years)	Total % of column A born outside marriage	% of total born outside marriage with parents jointly registered at same address
England	655,357	12.8	62.1	1.92	43.8%	65.0%
Yorkshire and Humber	64,191	12.4	60.3	1.89	48.2%	66.3%
Bradford	8,288	16.7	78.8	2.34	39.5%	61.1%
Leeds	9,273	12.2	51.8	1.59	46.7%	62.7%

Table 2: Total fertility rate 2007: Lowest Local Authority Areas			
<i>Guildford</i>	1.66	<i>Southampton UA</i>	1.54
<i>Ceredigion</i>	1.66	<i>Portsmouth UA</i>	1.52
<i>Newcastle upon Tyne</i>	1.64	<i>Durham</i>	1.50
<i>Nottingham UA</i>	1.63	<i>Runnymede</i>	1.50
<i>Warwick</i>	1.62	<i>Lancaster</i>	1.49
<i>Bath & NE Somerset</i>	1.61	<i>Broxtowe</i>	1.48
<i>Charnwood</i>	1.60	<i>York UA</i>	1.46
Leeds	1.59	<i>Oxford</i>	1.46
<i>Newcastle-under-Lyme</i>	1.58	<i>Islington</i>	1.44
<i>Carrick</i>	1.58	<i>Cambridge</i>	1.43
<i>Colchester</i>	1.57	<i>Canterbury</i>	1.40
<i>Hammersmith and Fulham</i>	1.56	<i>Exeter</i>	1.35
<i>Norwich</i>	1.54	<i>Kensington and Chelsea</i>	1.33
<i>Wandsworth</i>	1.54	<i>Camden</i>	1.29
<i>Brighton and Hove UA</i>	1.54	<i>Westminster</i>	1.23
Areas with significant student population in italics			

Table 3: Country of Birth of Mothers - Leeds and Comparators, 2001-8										
	Live Births (All Mothers)	Live Births (Mothers Born in the UK)	Live Births (Mothers Born Outside the UK)	% births mothers born outside UK	EU	New EU	Rest of Europe	Asia	Africa	Rest of World
2001										
England	563,744	467,536	96,208	17.1%	17,632	3,244	5,228	39,147	20,558	13,643
Yorkshire and the Humber	55,625	49,071	6,554	11.8%	860	127	173	4,611	484	426
Bradford	7,205	5,096	2,109	29.3%	70	13	13	1,950	50	26
Leeds	7,831	6,859	972	12.4%	126	20	24	618	124	80
2005										
England	613,028	481,453	131,575	21.5%	24,286	7,868	6,343	49,935	34,260	16,751
Yorkshire and the Humber	60,665	51,798	8,867	14.6%	1,245	412	253	5,462	1,403	504
Bradford	8,014	5,495	2,519	31.4%	210	123	21	2,094	157	37
Leeds	8,709	7,132	1,577	18.1%	201	60	34	799	451	92
2008										
England	672,809	505,573	167,236	24.9%	42,265	24,984	7,675	59,763	39,186	18,347
Yorkshire and the Humber	66,353	54,474	11,879	17.9%	2,786	1,857	316	6,356	1,858	563
Bradford	8,580	5,662	2,918	34.0%	377	300	29	2,254	217	41
Leeds	9,844	7,582	2,262	23.0%	455	299	62	964	667	114
<i>Source: ONS country of birth tables 3a, 3e and 3h. Note: EU for each year is as constituted in 2008. 'New EU' figures are included in EU total</i>										

2.2: Statistics on Migration

28. Migration data affect estimates of child population in three ways:

- The obvious: some migrants (in and out of an area) are likely to be children;
- Some migrants (again, in and out) will bear children in future; and
- Migrant estimates influence population denominators for estimating fertility rates and therefore impact on some of the questions posed in the previous section.

29. Demographers generally agree that births and deaths are counted to a high degree of accuracy in the UK, but are less convinced of the accuracy of estimates of migration, both within Britain and to and from Britain, so the following should be seen in this light.

30. Table 4 (page 13) suggests that significant net migration has accounted for recent population growth in Leeds. Overall, in England, there are signs of a possible shift with natural change accounting for slightly more population growth in 2007/8 than international migration for the first time since the late 1990s.

31. In Manchester, Bradford, Birmingham and Liverpool natural change accounted for more growth than net migration (internal or international). Only in Leeds and Sheffield did net migration account for more growth than natural change, and the contribution of net migration appears considerably higher in Leeds than Sheffield. Of the six cities only Manchester recorded higher population growth than Leeds.

32. Table 5 (page 14) breaks down the migration flows into their internal and international components, and into inflows and outflows. Leeds is the only one of the six cities to record a **net** internal migration inflow and, proportionally, Leeds showed the third highest **net** international migration, behind Manchester and (just) Sheffield.

33. One way of checking the plausibility of international migration estimates is to compare inflows by overseas nationals with National Insurance registration numbers. This doesn't measure the same group of people, but the correspondence is usually reasonably close.

34. Nationally (in England), in 2007/08, there were 653,000 such registrations whereas the Office for National Statistics estimate of international in-migration over the same period was 508,000. However:

- For Leeds, the number of registrations (8860) was lower than the Office for National Statistics estimate of international migration (10400);
- The ratio of National Insurance Number registrations to Office for National Statistics figures was higher than in Leeds in about 300 out of 375 authorities in England and Wales; and
- The gross fall in registrations for 2008/9 over 2007/8 was greater in Leeds than any other authority.

35. Taken together, there is a possibility that the latest international in-migration figures for Leeds are higher than current reality. The evidence presented suggests that the following questions need to be asked:

- **Is the indication of (modest) positive internal net migration to Leeds plausible (given that it contrasts with estimates of internal net emigration for other large cities)?**
- **If so, is the balance consistent across different age groups?**
- **Is the indication of significant international net in-migration to Leeds in official estimates robust?**
- **What is the age profile of international migrants? Do we understand their reasons for coming: particularly are they work / study / family formation oriented?**
- **What do recent trends in international migration to and from Leeds suggest for the future?**

Table 4: Components of Population Change, Major Cities 2007-8

	Mid	2007-8 change			Mid	Percentage Change on		
	Estimate				Estimate	2007 Population		
	2007				2008			
	Total	Natural	Net	Total	Total	Natural	Net	Total %
	Population		Migration	Change	Population	%	Migration	Change
							%	
England	51,092,000	201,900	152,300	354,200	51,446,200	0.40%	0.30%	0.69%
Manchester	458,100	3,800	2,300	6,100	464,200	0.83%	0.50%	1.33%
Liverpool	435,500	800	-1,400	-600	434,900	0.18%	-0.34%	-0.14%
Sheffield	530,300	1,600	2,600	4,100	534,500	0.30%	0.49%	0.79%
Bradford	497,400	3,900	400	4,300	501,700	0.78%	0.08%	0.86%
Leeds	761,100	2,900	6,800	9,700	770,800	0.38%	0.89%	1.27%
Birmingham	1,010,200	8,500	-1,900	6,600	1,016,800	0.84%	-0.19%	0.65%

Table 5: Migration estimates for major cities 2007-8

	Population 2006/7	Percentage of 2006/7 population									
		Internal Migration (i.e. from within UK)		International Migration (i.e. from outside the UK)		Internal migration (i.e. from within UK)			International migration (i.e. from outside the UK)		
		In	Out	In	Out	In	Out	Net	International Migration	Out	Net
Birmingham	1,010,200	33,300	41,500	10,900	4400	3.30%	4.11%	-0.81%	1.08%	0.44%	0.64%
Manchester	458,100	29,300	31,700	10,600	5900	6.40%	6.92%	-0.52%	2.31%	1.29%	1.03%
Liverpool	435,500	15,300	17,900	4,300	3100	3.51%	4.11%	-0.60%	0.99%	0.71%	0.28%
Sheffield	530,300	17,900	20,000	6,900	2300	3.38%	3.77%	-0.40%	1.30%	0.43%	0.87%
Bradford	497,400	13,400	16,100	5,000	2000	2.69%	3.24%	-0.54%	1.01%	0.40%	0.60%
Leeds	761,100	31,100	30,600	10,400	3900	4.09%	4.02%	0.07%	1.37%	0.51%	0.85%

Section 3: Some Examples of other Local Authority Experiences in Assessing Local Population Change

36. **London authorities have access to information produced by the GLA Data Management and Analysis Group** which manages and analyses various types of socio-economic and demographic data, including monitoring change in London's population (particularly migration), and incorporating the results in projections at a range of geographical levels; also producing a range of London analysis based on the annual schools census and the National Pupil Dataset.

For further information see:

<http://www.london.gov.uk/gla/dmag/index.jsp>

37. **Brent:** multiple sources of data were used in an independent study commissioned by the London borough of Brent in 2007 to look at population growth. The ONS 2006 mid-year estimates had placed Brent's population at 271,400, a 3,400 increase from 2004. The GLA 2006 estimate placed the population even higher at 278,500. The independent study indicated a true population in excess of GLA estimates at 289,100. This study was based on a methodology confirming the identify of a person through multiple datasets (GP register, Birth and deaths, Electoral Roll, Council tax liable persons, Council Tax benefit recipients, School pupil register, Housing waiting list) and matching them to the property gazetteer at a specific point in time.

For further details see:

Estimating changes in the population of Brent. Mayhew Harper, November 2008

<http://nkm.org.uk/flyers/brentpopulationchange.pdf>

38. **Bristol:** In 2008, Bristol local authority attempted to build a picture of the population of the local authority by bringing together a number of national and local data sources. As well as population estimates and projections from ONS, the study presented alternative sources of population data which highlight the more recent changes in the population including: National Insurance number registrations, Migrant Worker Registration Scheme, work permit, GP registrations, schools and students. The advantages and disadvantages of each source are described. The study also suggested potential sources of data for future analysis including, particularly in connection with migration: asylum seeker/refugee statistics, PLASC data on 'first language other than English', local authority housing tenant data and PCT data on 'Flag 4' registrations. The potential value of local intelligence was also flagged; for example, information picked up by front line staff can possibly provide valuable information about the profiles of new migrants, such as where they may work or live.

39. **Others:** Workshops held by National Foundation for Educational Research (through their EMIE service) for pupil place planning practitioners in 2006 identified a number of local sources being used to project pupil numbers and the problems associated with these. For example: birth data, GP registrations, child benefit data, PLASC, new housing developments, local knowledge from schools, pre-school settings, neighbouring authorities admissions teams and other colleagues.

For further details see:

- *Estimating changes in the population of Brent.* Mayhew Harper, November 2008

<http://nkm.org.uk/flyers/brentpopulationchange.pdf>

- *The Population of Bristol,* January 2009

<http://www.bristol.gov.uk/ccm/content/Council-Democracy/Statistics-Census-Information/the-population-of-bristol.en;jsessionid=A661361EA5559A581E51158DFF4032A8.tcwwwaplaws1>

- *Pupil forecasting one year on:* report of two EMIE/NFER practitioner workshops. Unpublished report, Spring 2007

Section 4: Planning Services

4.1: Planning for School Places

40. Population estimates for planning school places pose particular challenges because of the need to forecast over a long period and because the demand for school places is not determined solely by the resident population. There may be both losses and gains from other authorities. A particular issue is the difficulty of predicting the effect on the demand for school places of changes in the housing stock. A report to the DCSF on data management for schools commissioning considers some of the issues and suggests alternative data sources.

Data management report (Schools commissioning – data management project). Steria, DCSF, 2008.

http://childrenscommissioning.com/resource_bank/essential_reading_list/schools.aspx

41. Good practice, including case studies of Sheffield Kent, Brent and Kingston upon Thames, are suggested in the Data management report mentioned above. Further guidance is given in the pupil projection guide on the Teachernet website and the National Foundation for Educational Research EMIE publication on pupil forecasting.

Pupil projection guide. DFES, 2006

<http://www.teachernet.gov.uk/management/schoolfunding/Resources/pupilprojectionguide/>

42. The National Foundation for Educational Research EMIE service recently undertook a brief survey on behalf of the LGA to determine the current pattern of shortage of primary school places in English local authorities. In answer to the question, *have you made exceptional provision for school places this September*, 13 out of 40 who responded said yes (32% of authorities). 5 of those who said no (18%) said that they had experienced an extra demand for places but were able to address the accommodation issues using existing or spare capacity. Those that said yes were also across regions and authority types. A number confirmed that they anticipate similar issues in following years.

43. All those who said yes highlighted that the issue was confined to limited areas, even in the larger authorities. The reasons given were a combination of circumstances specific to local situations: issues mentioned were mainly about birth rates and percentage of take-up, and population movement. In response, most refer to the need to provide extra reception places. Some are able to use existing capacity, 8 mentioned the use of temporary classrooms.

4.2: Using Population Data to Plan Services

44. Assessing the likely impact of population growth for children's services clearly depends on local circumstances, to what extent the increase is planned for, the nature and characteristics of the population change. .

45. For example, a rapid recent increase in international migration in Bristol has resulted in much greater diversity and a growth in the Eastern European and Somali populations in particular. This has presented new challenges, particularly for schools, many of which had little previous experience of dealing with this diversity and very few with pupils of Somali origin. There are potentially significant implications in integrating new arrivals, avoiding an acceleration of parents opting to remove their children from the Bristol school system that already has performance that is towards the lower end of national performance tables, as well as for achieving skills outcomes and community cohesion more generally.

Pupil population change and community cohesion: impact and policy implications for the education service in Bristol. Institute of Community Cohesion, February 2009.

<http://www.bristol-cyps.org.uk/policies/pdf/icoco-report.pdf>

46. High quality data about the size and characteristics of local population variation is needed to provide a framework for identifying needs and agreeing local priorities to inform commissioning strategies. More specifically, the data can build a detailed profile of children and young people across the authority to inform the area's Joint Strategic Needs Assessment, and needs analysis for the CYPP, childcare sufficiency assessment and 16-19 commissioning.

47. **Ethnicity:** Population estimates by ethnic group are published by Office for National Statistics. These are usually broken down into around 16 different categories with broad groupings including 'White', 'Mixed', 'Asian or Asian British', 'Black or Black British' and 'Chinese or other Asian'. More specific information can be collected in other ways, for example ethnic background data is collected as part of the School Census for all pupils who are aged five or over. Local authorities are able to choose from a number of different ethnic codes which can be mapped to the Office for National Statistics categories.

Data collection – ethnicity. Standards site

<http://www.standards.dfes.gov.uk/ethnicminorities/collecting/763919/>

48. **Vulnerable groups:** As part of the Narrowing the Gap development and research programme, the National Foundation for Education Research has been involved in a comprehensive data mapping and analysis study which tried to scope, map and assess national and other large datasets relating to the outcomes for vulnerable groups across the five Every Child Matters areas. High quality data (broken down by sub group) is vital for understanding changes in the gap in outcomes for different groups, for example, for Black African Caribbean children and white working-class boys. The study aimed to

identify what useful and comparable data was and was not readily available and to provide information on the nature, size and extent of any gaps.

49. There are many sources of data from national and large-scale datasets in relation to vulnerable groups for most of the Every Child Matters outcome areas, as well as data from more varied national, regional and local sources. Where data was collected at individual child level, it was possible to identify significant gaps in a number of Every Child Matters outcomes for children and young people from lower socio-economic groups, looked after children, children with special educational needs, children with poor attendance, those who had been excluded from school and children and young people from some minority ethnic groups. More generally, even the best datasets were not comprehensive, with a lack of consistency in defining or identifying vulnerable groups between datasets and data that was insufficiently detailed and robust.

50. The National Foundation for Educational Research is currently involved in work for C4EO looking at the national, regional and local data available in the Centre's priority areas and making this available through a number of interactive mapping and data tools on the Centre's website.

Further details:

NFER website: <http://www.nfer.ac.uk/research/projects/narrowing-the-gap/>

C4EO website: <http://www.c4eo.org.uk/themes/general/resources.aspx>

4.3: Examples of good practice

51. **Greenwich:** In 2008 Greenwich undertook an exercise to bring together data about the lives of children and young people in the borough. The resulting profile is structured around the five key outcomes of Every Child Matters and underpins service improvement planning, in particular, the authority's CYPP. The profile includes some ward level analyses, although most are presented at borough level. Information was supplied by staff throughout Children's Services, other council departments and the PCT with support from an external consultant in collating the profile. This includes a long list of data sources.

52. **East Sussex:** A children's services data compendium offers statistical information on a wide range of indicators across the five ECM outcomes. The data has been sourced from across the Children's Trust and is presented at national, county, district and LPC level where possible. Trend data is included to facilitate monitoring performance and setting targets and there are summaries of the main surveys undertaken by the authority. The compendium is updated twice a year (in June and December). The authority's APA rated as a strength the comprehensive and accurate data shaping planning, regularly reviewed and updated.

53. **Nottingham:** Similarly commended in the APA for its good analysis of a wide range of data (resulting in some significant improvement in the achievement and well-being of most groups of young people). A summary of evidence for the CYPP includes sources of data and shows examples of where understanding the data at locality level aids targeting of services. For example, the youth population is unevenly spread across wards in the city. This means that some wards with high rates of conceptions

have smaller actual numbers of conceptions compared to those with lower rates. A few wards account for nearly 50% of the city's teenage conceptions - these 'hotspot wards are the focus for action under the Floor Target Action Plan.

54. **Swindon:** Again, the authority's APA described effective use of data to inform priorities, planning and performance monitoring. The needs assessment of children and young people across the four geographical areas of Swindon underpins the CYPP, the Local Area Agreement and the choice of local outcomes and targets and aims to provide accurate and concise information focusing on prevention and early intervention. Some of the challenges in collecting the data are described, including the use of population estimates from various sources such as social care national and comparator data with statistical neighbours, PCT child health and children's services education management systems, and school census returns.

55. **Sheffield:** A children's profile website is designed to inform and support the planning and delivery of local services at a range of levels, and to help identify areas that should be given priority. It contains data held within the Children and Young People's Directorate that is either generated internally or provided by partner agencies. The authority is actively engaging with colleagues in Health, Police and Youth Offending Team, Sheffield Futures, the Learning and Skills Council and the voluntary and community sectors to add to the current basket of information that is available. They aim to make the data available to the widest possible audience within the constraints of data agreements with partner agencies.

56. The Children's Profile website provides a city overview, institution profiles – largely a schools area with more detailed comparative and individual school profiles that can support self evaluation and review; and area profiles with demographic and socio-economic information, as well as outcomes connected to the 5 outcomes for Every Child Matters. Drill down is possible through Service District and neighbourhood levels.

57. **Camden:** The children and young people's plan profile aims to identify the main features of the Camden context that have to be taken into account in commissioning or providing services to meet the needs of children and young people and their families, and to analyse the pattern of outcomes across each of the Every Child Matters outcome. The analysis looks at trends and comparative national and local data where these exist, and looks at outcomes for particular groups. It also draws on the views of children and young people, and their parents. The profile and CYPP will inform, and be informed by, a range of other strategic analyses and priorities drawn from them, including the Joint Strategic Needs Assessment. Provides detailed data and lists the surveys and consultations used to inform the profile including the authority's own children and young people's survey (as part of the annual residents' survey).

Further details:

- **Greenwich:** *Profile of children and young people in Greenwich*, November 2008

<http://www.greenwich.gov.uk/Greenwich/YourCouncil/TheBorough/GreenwichProfile/ProfileChildrenAndYoungPeople.htm>

- **East Sussex:** *Children's services data compendium*, June 2009

<https://czone.eastsussex.gov.uk/partnershipsinitiatives/cypp/pages/main.aspx>

- **Nottingham:** *What we know – the evidence base for the children and young people's plan*, November 2008

<http://www.nottinghamcity.gov.uk/ics/index.aspx?articleid=2511>

- **Swindon:** *An assessment of the needs of children and young people living in Swindon*, May 2009

http://www.swindon.gov.uk/csna_intr_may09.pdf

- **Sheffield:** Children's profile website

<http://www.sheffield.gov.uk/education/plans-partnership-consultation/performance>

- **Camden:** *Children and young people's plan profile*, February 2009

http://www.camden.gov.uk/ccm/cms-service/stream/asset/?asset_id=1685101

4.4: Use of Geodemographic Segmentation Tools

58. Geodemographics involves combining demographic and geographic information to provide a picture of who lives where and what they are like. Already in widespread commercial use, it is increasingly used by councils for 'customer insight' purposes; the approach has potentially wider application. For example, populations can be classified by where they live, providing a means of identifying vulnerable neighbourhoods.

59. A useful summary is given in:

Geodemographic segmentation. APHO Technical Briefing 5, April 2009.

<http://www.apho.org.uk/resource/item.aspx?RID=67914>

60. This includes a comparison of leading tools including commercial products such as ACORN (CACI) and MOSAIC (Experian), and also the freely available Office for National Statistics Output Area Classification.

61. **Examples:** MOSAIC is used by Brent to identify pockets of vulnerable populations located in more affluent area. These are likely to be missed in more traditional analysis. Calderdale uses MOSAIC to provide a profile of a small area for informing access to services, policy and performance and resource allocation. Medway has used ACORN classifications to help build a profile of children and young people who have responded to residents' questionnaires. Camden has profiled their local population using OAC.

4.5: Use of Mapping Software

62. Use of mapping software can improve the understanding of location-based statistical data by enabling the creation of interactive web tools which combine statistics and map data to enhance communication of analyses and more fully engage decision and policy makers.

63. **Worcestershire** have run a mapping project as part of the ongoing process of analysing the needs of children and young people in Worcestershire, to help identify need at a local level. Various different indicators, including information on population, attainment, health and the economy have been mapped using postcode level data. The resulting interactive maps can be used by practitioners and managers to find out in detail about all the localities in the county and inform the CYPP.

How to use Children's Services Super Output Area (SOA) Mapping, Worcestershire, October 2007

<http://worcestershire.whub.org.uk/cms/housing/research-and-intelligence/census-and-where-i-live/where-i-live/strategic-needs-analysis.aspx>

Professor Tim Allen

Programme Director: Analysis and Research

Local Government Association

October 2009

Professional analysis provided by Peter Norris, Local Government Association and Sue Woolmer, National Foundation for Educational Research

This page is intentionally left blank

Dr Peter Boden, School of Geography, University of Leeds
October 2009

This short note provides an overview of some of the population research and analysis that has been undertaken at the School of Geography, looking specifically at the robustness of local population estimates and projections. The research has had a particular focus on the estimation of immigration flows, which have been a dominant driver of population growth in Leeds, both in the mid-year estimates of population produced since 2001 and in the latest, 2006-based, sub-national projections.
<http://www.geog.leeds.ac.uk/projects/migrants/>

Population estimation and projection

1. Regional context

The latest, 2006-based, population projections produced by ONS suggest that the regions of the North will increase their total population by 2.2m (15%) by 2031 (Figure 1). However, the rate of growth is unevenly distributed with a 23% growth in Yorkshire & Humber exceeding that projected in the North West (12%) and the North East (8%).

Figure 1: 2006-based population projections (ONS, 2008)

	Population (000)			
	2006	2031	Growth	%
North East	2,556	2,769	213	8%
North West	6,853	7,696	843	12%
Yorkshire & Humber	5,142	6,319	1,176	23%
Northern Way regions	14,551	16,784	2,232	15%

Scrutiny of the 'components' of population change for each region reveal how dominant the 'net international migration' component is as a driver of growth in Yorkshire & Humber, accounting for 25,500 of the projected 47,500 annual population growth (Figure 2). Natural change accounts for 20,900 per year and net internal migration just 1,200.

Figure 2: Components of population growth (ONS, 2008)

	Average <u>annual</u> growth, 2006-2031 (000s)			
	Natural Change	Net Internal Migration	Net International Migration	Total
North East	3.7	2.2	2.8	8.7
North West	19.8	5.6	8.9	34.2
Yorkshire & Humber	20.9	1.2	25.5	47.5
Northern Way regions	44.3	9.0	37.1	90.4

Natural Change = Births – Deaths
Net Internal Migration = Immigration – Outmigration,
Net International Migration = Immigration - Emigration

2. Local context

The associated ‘components of change’ for **Leeds** over a slightly shorter projection period (2008-2026) indicate the sensitivity of the population projection to the estimation of the net international migration component (Figure 3). 8,500 of the projected 9,400 annual increase in Leeds’ population is due to net immigration. Assurance of the robustness of this estimate of international migration is fundamental to the assurance of local population projections (2008-2033) and the mid year population estimates (2001-2008) as the same estimation methodology applies to both.

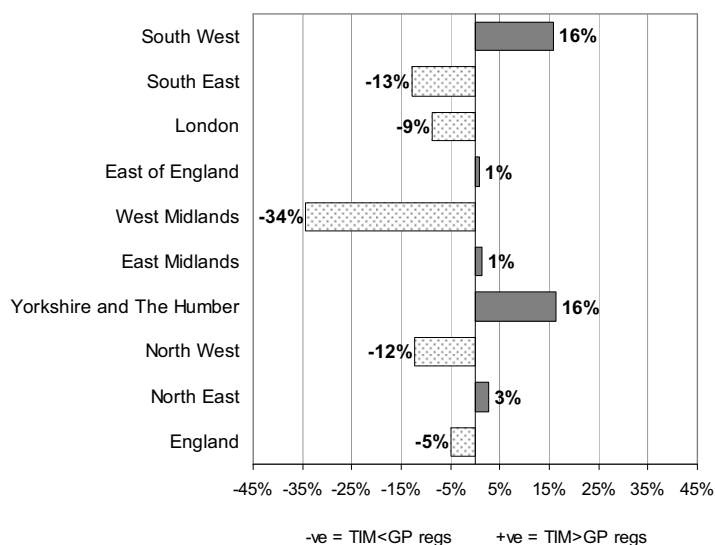
Figure 3: Leeds, Components of population growth (ONS, 2008)

	Population (000)
Population 2008	770
<i>Average annual growth 2008-2026</i>	
Natural Change	5.2
Net Migration	-4.4
Net International Migration	8.5
Annual growth 2008-2026	9.4
Population 2026	938

3. Our research

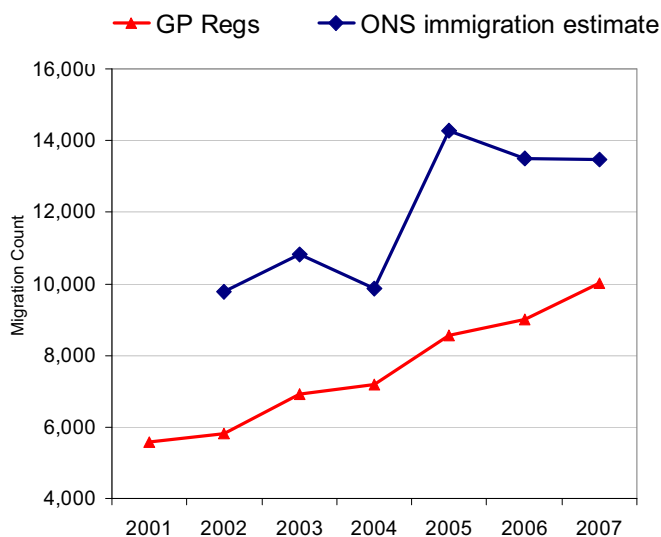
Research at the School of Geography has focused on the use of a range of alternative data sources for the measurement of international migration, specifically immigration. This research has highlighted significant ‘regional’ differences between ONS estimates of immigration and evidence from administrative data sources, specifically the registration of international migrants with a GP (Flag 4 data). Averaged over a three-year period, ONS estimates of immigration for Yorkshire & Humber were 16% higher than the total number of GP registrations (Figure 4).

Figure 4: ONS immigration estimates compared to GP registration statistics



This discrepancy is magnified at a local level. An illustration of the profile of ONS immigration estimates and GP registration (Flag 4) statistics in Leeds over an extended time-series shows the extent of the discrepancy between the two (Figure 5). The data suggests that immigration estimates for Leeds have typically been too high, most likely due to the methodology for estimating immigration flows at a regional level using a combination of sample datasets (International Passenger Survey and the Labour Force Survey).

Figure 5: ONS immigration estimates compared to GP registration (Flag 4) statistics, Leeds



4. Alternative estimates of immigration and population

In our research we have used a combination of administrative datasets (GP registrations, NINO national insurance number registrations, and HESA international student numbers) to derive an alternative estimate of immigration for each local authority area in the UK.

This method uses the national statistics on immigration from the International Passenger Survey but distributes them sub-nationally using a combination of the administrative datasets. This produces an alternative estimate of immigration that redresses some of the 'regional imbalances' previously identified and aligns these estimates more closely to local statistical evidence from administrative sources.

These alternative immigration estimates have been calculated for 2001-2007 and used to derive an alternative mid-year population estimate for Leeds. This is a 'single component-focused' method as no changes are made to the existing emigration, internal migration or natural change components of the estimation procedure.

Nevertheless the alternative output presented here illustrates that using the alternative estimate of immigration for Leeds, the mid-year estimate of population in 2007 is **734,300**, which is almost 27,000 lower than that calculated in the ONS mid-year statistics (Figure 6).

Similarly, the alternative immigration estimate has been applied to the 2006-based population projections (again keeping other components unchanged). This results in a population projection for Leeds in 2026 of **830,000**, some 108,000 lower than that projected in the ONS published statistics (Figure 7).

Figure 6: Leeds, mid-year population estimates using alternative immigration estimates

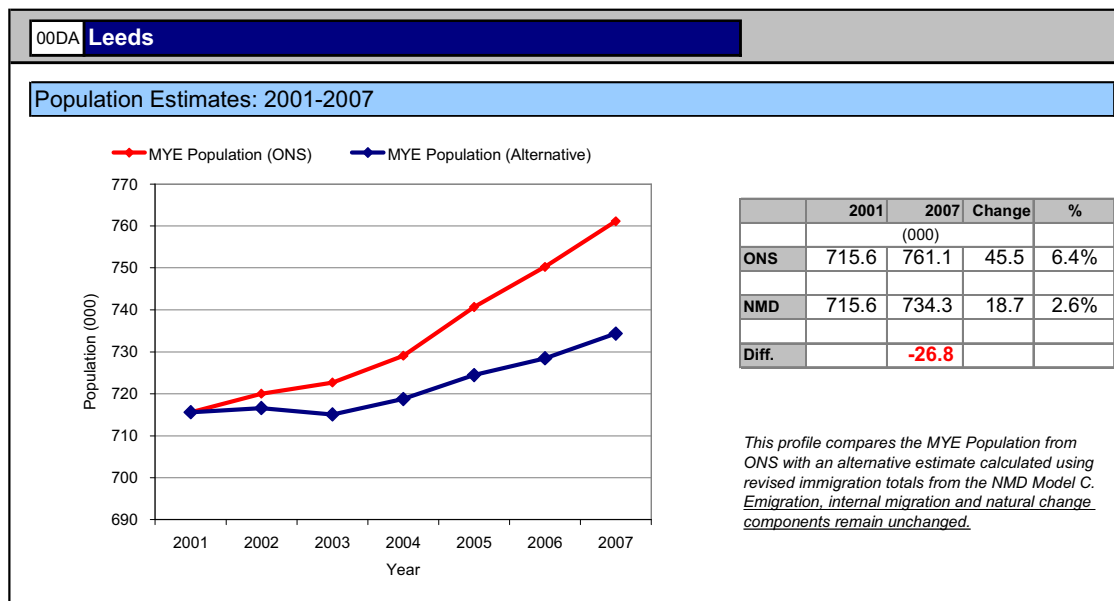


Figure 7: Leeds, population projections using alternative immigration estimates

Scenario	Population (000)			
	2008	2026	incr	% incr
1 Base (SNPP 2006)	770	938	169	22%
2 Base (alternative)	770	830	61	8%
Difference			-108	

5. Concluding comments

The 2006-based population projections estimate that the population of Leeds will grow by 22% to 2026, an additional 169,000 people in the city. The dominant component in this growth is ‘net immigration’.

Our research suggests that the methodology used to estimate immigration has resulted in flows that are too high for Yorkshire & Humber and for Leeds in particular. Alternative estimates suggest that projections to 2026 could be up to 108,000 lower than published. The existing mid-year estimate for Leeds may also be too high.

ONS will be consulting on new estimation methodologies during the remainder of 2009, using administrative datasets more directly in its immigration methods. Retrospectively revised mid-year estimates will be produced in Spring 2010 together with 2008-based sub-national projections. The ongoing effects of the recession are likely to impact upon international migration assumptions in addition to any planned methodological changes.

In the absence of a population register, robust estimation of immigration is very difficult (emigration estimation even more so). Given this difficulty it is necessary to ensure that local (administrative) datasets are used to validate official estimates and to quality assure what is a crucial component of demographic change in the city.

Report to Children's Services Scrutiny

The Impact of Population Growth on Children's Services in Leeds

Produced by Education Leeds on behalf of Children's Services

Introduction

1. This report addresses the following scrutiny lines of inquiry in respect of Leeds City Council's children's services.
 - Sources of population information currently available to children's services management to inform future demand for services
 - Current population growth data, including any analysis of particular trends or patterns within the data
 - How services use population information to predict demand and plan the supply of services
 - National contributions on best practice in the collection and use of timely and accurate population data

In considering these areas we are addressing the questions of:

- *how good is our information and how do we make it better?*
- *how well do we use the information, and how can we improve?*

2. Understanding population changes contributes to the sound needs analysis required for the effective commissioning of services and to underpin service planning and improvement. In terms of estimating future need this is primarily developed around the statutory responsibilities of school place planning where Education Leeds has a duty to promote and ensure the highest quality of provision, to secure sufficient provision, to keep under review all provision and has a general duty to secure value for money for the city in the commissioning or provision of all services.
3. In understanding population implications it is important to recognise that Leeds is a large and diverse city. The local authority covers a large geographical area, including the main urban conurbation of Leeds, but also a number of surrounding towns and villages and also more rural areas. Leeds is a collection of varied and unique communities with high deprivation, relative affluence, and communities in between. There are areas characterised by high density, relatively low-cost rented accommodation and areas characterised by predominantly owner-occupied comparatively high cost housing. There are large regeneration schemes in parts of the city but also many new high-rise flats in the centre of the city. There is also a comparatively large student population. In short, there is no simple characterisation of the Leeds local authority area and its population.
4. The information used in Leeds is sound and consistent with national good practice, both information on current populations and predictions of future changes. This accepts that improvements are being made and will always be sought to be made to the available information and to the projection methodologies, both locally and nationally. In Leeds there are a number of information sources on population numbers that all contribute to an overall demographic picture. While practice is good there is scope for improvement in the integration of information sources and in the level of detail produced around localities and sub-populations. Better integration of information and information resources to

improve business intelligence is an ongoing challenge that Leeds City Council, the NHS and other partners are committed to, and will at all times need to be underpinned by the highest information policy and data security standards.

5. The information available is well used in core areas within children's services. Information informs the needs analysis behind the children's and young people's plan which in turn drives the priorities of all children's services. In addition to school place planning the use of demographic information is developing strongly around early year's provision and is also used in service review work such as the development of the Leeds Inclusive Learning Strategy. There is recognition that existing information could be shared more widely and that there are gaps in our information. Addressing these will involve both improvements within children's services and ensuring children's services are involved in and supporting business intelligence developments at corporate and city levels. As a children's services we need to share better what is already produced, join together to address gaps in information and support the ongoing development of the information infrastructure in Leeds, including IT systems.

Sources of population information currently available to children's services management to inform future demand for services

- 6 The information available to children's services is considered in terms of:

- National data sources
- NHS information
- Education and Early Years information
- Other Services

The paragraphs below highlight the range of ongoing data available locally and the strength of the data in terms of planning services for children and young people. It shows that there are a number of sources. However, most represent a partial picture and alone they do not predict future trends. Further detail is available in appendix one. This places each of these sources in respect of their suitability in the context of school place planning and looks at how the information is used to generate projections of future pupil numbers.

- 7 The Office for National Statistics (ONS) is the key source of population information for local authorities. Mid year population estimates and bi-annual population projections are made for the resident population of Leeds. This information is modelled on changes to the last census. While useful it lacks detail and is based on 5 year age bands and gender only; is not responsive to short term changes; and only identifies the resident population not the proportion accessing services. As a consequence additional local information is needed for effective planning.
- 8 Live birth data and local age group data, for example numbers of 3-4 year olds, is available from the NHS by postcode. This data is most accurate around births with inconsistency developing as children age and families move. This information is used in the school place projection system and for the planning of early years provision.
- 9 Education Leeds and schools undertake a pupil level census three times a year. This is a comprehensive census of all children and young people attending local schools. The

data validates previous projections and establishes the patterns by which demand for school places in latter years can be projected. Admissions data, both places preferred and places allocated, is used to validate projections and to highlight changes in demand for particular schools.

- 10 Given the broad make up of early years providers, data has not always been complete or consistent. However, more formal processes and associated monitoring are leading to improvements in both accuracy and usefulness, especially in highlighting any changes in population between birth and the ages of three and four.
- 11 Other sources of information include 6 monthly updates on the numbers of refugee and asylum seekers which provides additional intelligence for service projections, especially in some areas of the city. Child benefit and tax credit data are used by early years to identify the proportion of families claiming benefit within specific catchments. Housing data is used to inform projection systems. However, while it is straightforward to identify new housing developments, understanding the implications of when that housing will be occupied and by whom makes projections more difficult.

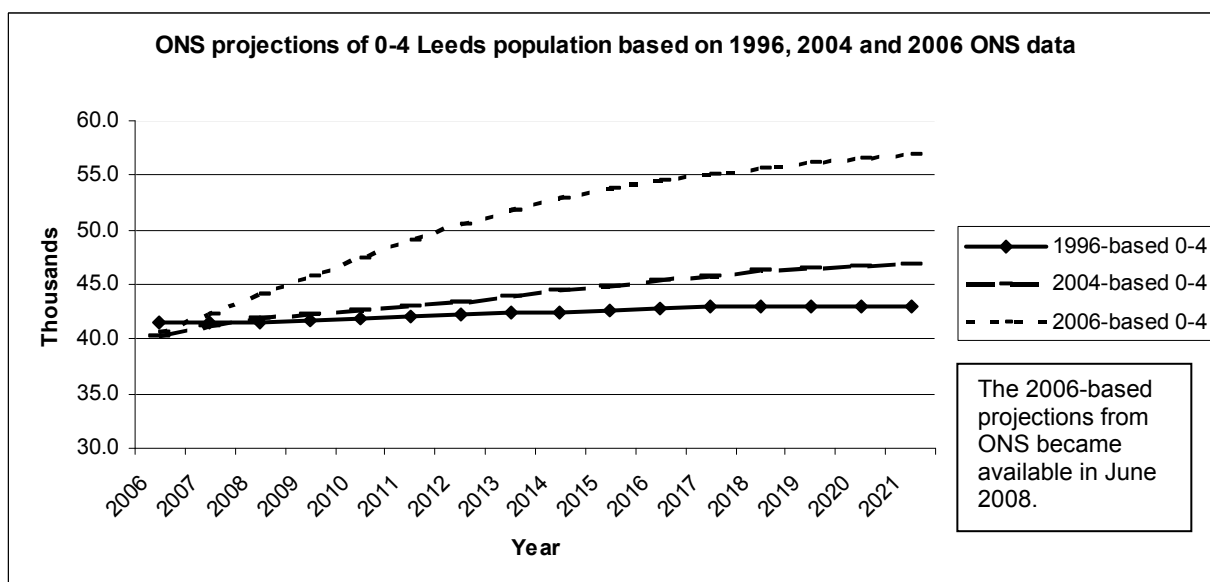
Current population growth data, including any analysis of particular trends or patterns within the data

- 12 This section considers:
- Overall trends
 - Births in Leeds
 - Inward migration

13 Overall Trends

The most recently published Office for National Statistics (ONS) birth projections for Leeds indicate continuing growth until 2018. As with all projections, they are the product of a set of assumptions and are regularly adjusted. From time to time the Office for National Statistics (ONS) updates its long term population projections, and these can differ very significantly from earlier projections. The following graph illustrates the extent to which ONS projections for the under five population of Leeds have changed with different iterations.

- 14 The graph shows how the ONS projections of under fives in Leeds have taken very different trajectories, with the most recent projections showing the steepest increases. Looking at the year 2021 the projected under five population for that year changes from 43,000 to 56,000 in different projections. With the 2006-based projections (issued in 2008 and the most up-to-date available,) the increase from 40,600 to 54,500 (34%) between 2006 and 2016 is one of the fastest-growing rates in the country.



15 Pupil Numbers

The table below shows actual numbers of children on the roll of Leeds primary schools by year group over the past six years. This relates to provision where there is local authority accountability.

Table 1 Primary Pupil Numbers

Year	National Curriculum Years							
	R	1	2	3	4	5	6	NOR
2003/4	7828	7921	8002	8188	8160	8335	8403	56837
2004/5	7487	7853	7897	7987	8171	8137	8348	55880
2005/6	7441	7517	7859	7866	7979	8165	8183	55010
2006/7	7508	7471	7504	7839	7839	7949	8176	54286
2007/8	7743	7567	7459	7476	7813	7812	7959	53829
2008/9	8082	7794	7577	7430	7474	7824	7833	54014

Based on school census information

R- reception class NOR – number on roll

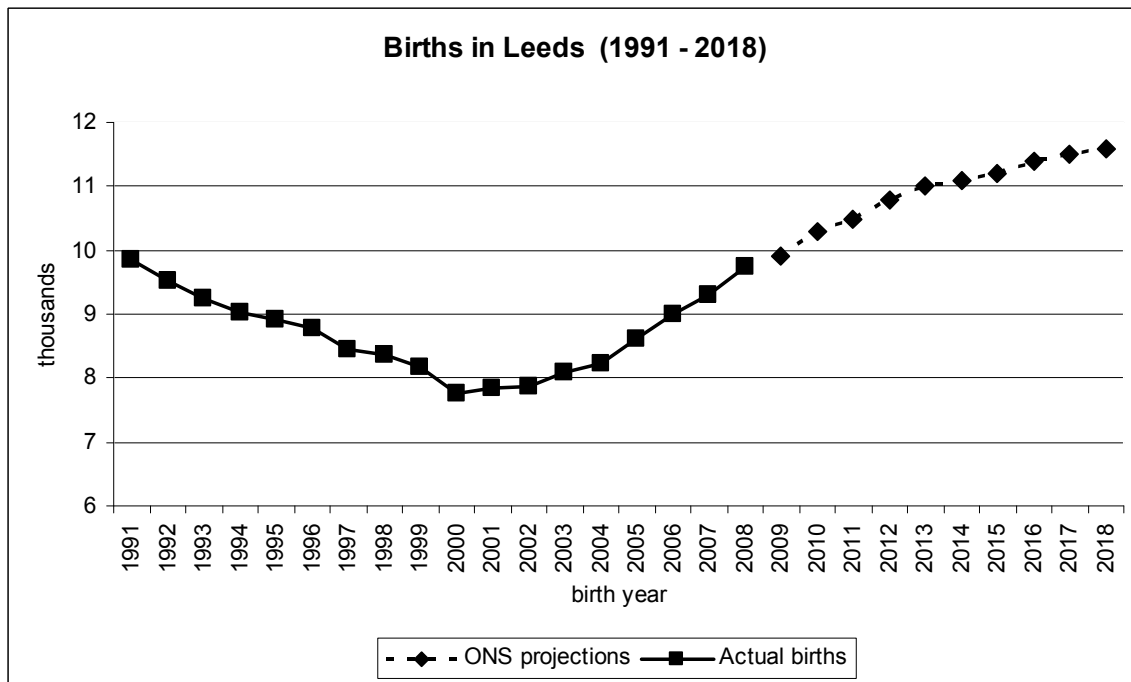
The following table shows the actual numbers on roll of Leeds secondary schools (including the academy) over the same period.

Table 2 Secondary Pupil Numbers

Year	National Curriculum Years									
	7	8	9	10	11	11-16 Total	12	13	14	11-18 Total
2003/4	8628	8734	8474	8486	8386	42708	2978	2224	169	48079
2004/5	8218	8632	8762	8444	8442	42498	3116	2271	204	48089
2005/6	8160	8224	8608	8757	8391	42140	3149	2346	229	47864
2006/7	7986	8171	8221	8572	8678	41628	3320	2350	227	47525
2007/8	7955	7966	8146	8212	8536	40815	3327	2429	247	46818
2008/9	7760	7944	7974	8158	8194	40030	3641	2540	276	46487

16 **Births**

Between 2002 and 2008 the number of births per year in Leeds rose from 7,800 to 9,600. The following chart shows the number of births in Leeds and current Office for National Statistics (ONS) projections for future births for the city. After a long period of decline throughout the 1990s the total number of births reached a low point at the turn of the century, stabilised at a low level for a few years, but since 2005 has been increasing at a significant rate.



17 This rising trend in births is a national issue. Looking at the growth between 2001 and 2007 it is apparent that growth in Leeds is more pronounced (19.2%) than either the national average (England 16.1%) or the regional average (Yorks & Humberside 14.6%). The table below shows these increases in the number of births over that period. There has also been a significant increase in the overall population of the city over the same period, 6.4% (46,000) compared to a national average of 4.1%.

Table 1: Comparison of Leeds births, with national and regional trends 2001 to 2007 including selection of near neighbours and Core Cities

	Births 2001	Births 2007	Percentage increase
England	564,000	655,000	16.1%
Yorks & Humber	56,000	64,200	14.6%
Leeds	7800	9300	19.2%
Wakefield	3300	3900	18.2%
Birmingham	14426	16975	17.7%
Bradford	7200	8300	15.3%
Kirklees	5000	7000	14.0%
Calderdale	2300	2600	13.0%
Newcastle	2875	3238	12.6%

Source: Office for National Statistics

18 At a national level women are having, on average, 1.92 children in England and Wales according to the Total Fertility Rate (TFR) for 2007. This is an increase from 1.86 in 2006 and is the sixth consecutive annual increase from a low point in 2001 where the TFR was 1.63. The last time the TFR exceeded 1.92 was 34 years previously in 1973 when it was 2.00. (Office for National Statistics, December 2008)

At the local level, the picture is similar, or even more pronounced:

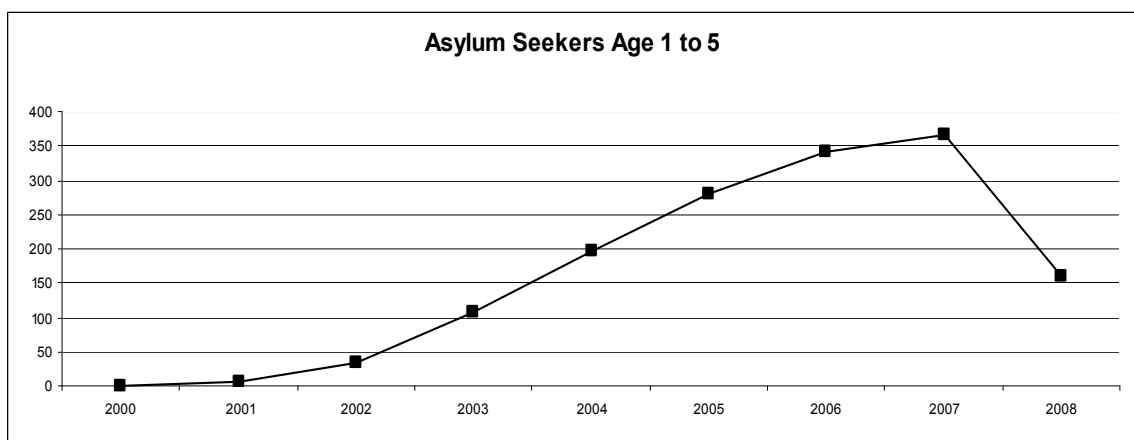
- Leeds has experienced a 26.5% increase in births between 2002 and 2008, based on NHS data.
- Actual live births in Leeds are outstripping the revised ONS projections
- Highest fertility rates are found in deprived areas of the city - 71.5 births per thousand women aged 15-44, compared to 43.4 per thousand for non-deprived areas (Leeds Maternity Health Needs Assessment 07/08 – 08/09)

Overall the fertility rate in Leeds is historically below national and regional levels but somewhat typical of large metropolitan centres and areas with high student populations.

19 Inward migration

There have been three main sources of in-migration to Leeds since 2000.

- Leeds is a regional hub and a growing city and appeals to migrants from home and abroad. The financial sector grew rapidly, and a large number of jobs were created, attracting people nationally and regionally, as well as exerting a 'pull' effect on people living in areas surrounding Leeds. In addition, the universities continued to expand, with many students choosing to remain in Leeds after graduating. In 2000 there were 45,848 students enrolled at the City's two universities. By 2008 this had risen to 59,655, a 30% increase over the period.
- There was a large growth in the number of refugees and asylum seekers (AS/R) applying to come to UK, rising from 34,000 in 1997 to 84,000 in 2002. (Home Office Statistical Bulletin, 22 August 2006). Between the years 2000 and 2007, the number of 1-5 year-old asylum seekers in Leeds rose from 0 to 366. This trend has now started to decline.



- In the past five years there have been a large number of economic migrants from EU countries, particular recent accession states such as Poland. Data on this effect is

extremely difficult to obtain, since these migrants are not required to register their arrival or departure in the UK.

20 A research team at the University of Leeds (including Professor Phil Rees and Dr Peter Boden) has developed a model for the projection of ethnic group populations in UK local authorities. It has looked specifically at the impact of international migration estimation upon population estimates and projections. Immigration has become a dominant driver of population growth in Leeds but the research team has questioned the robustness of ONS assumptions on international migration flows to the city (Boden and Rees, 2009). Administrative data sources have been used as evidence to suggest that net immigration assumptions for Leeds may be too high, possibly by up to 35%. If this is correct this would mean that the 0-4 curve will stabilise closer to 50,000 than the 56,000 shown for 2021 in the graph in section 14 above.

How services use population information to predict demand and plan the supply of services

21 This section focuses on:

- Use of population information in strategic planning and commissioning
- Use of population information in terms of statutory provision (school places)
- Use of population information in planning the wider children's services

22 Strategic Service Planning And Commissioning

A comprehensive needs analysis was undertaken in 2007 to inform the ongoing development of the Children and Young People's Plan. This used Office for National Statistics population projections to look at how the population will change. These projections focused on the whole of Leeds and are only disaggregated by set age bands. While providing an overview the information was not detailed enough to inform commissioning for particular age groups, areas of the city or groups of young people.

23 To date the development of children's services commissioning has had a strong focus on addressing priority outcomes. It is recognised that a broader understanding of need including more detailed demographic information would improve commissioning and strengthen service planning. Children's services is therefore committed to the development of good business intelligence and to working collectively to achieve this, recognising that this agenda extends beyond children's services. The local neighbourhood index is an example of city efforts in this area. Significant improvement in demographic intelligence is likely to be long term and dependent on improved data collection, IT infrastructure improvements and robust data sharing arrangements.

24 Accurate estimates and projections of population, both for specific groups and for areas of the city are required to inform commissioning of services for both children's and adults' services. The Joint Strategic Needs Assessment (JSNA) for health and well-being stated the need to develop further longer term projections. One of the key themes emerging from the JSNA is the changing population, including the impact of increased life expectancy, the rise in the number of older people, the changing age profile of ethnic minority communities and the impact of migrant workers. The need to enhance the

forecasting element of the JSNA has led to a proposed project in NHS Leeds Information Services to improve population projections. Developing a detailed understanding of how the population of Leeds is likely to change going forward is regarded as an imperative, although it is acknowledged while there is scope to improve, forecasting gaps will remain. This process will be overseen by the Joint Information Group and will look at improving projections for localities as well as segments of the population. This group involves representatives of Leeds City Council including representatives of children's services.

25 An example of improvement includes ongoing work led by the Disability Programme Board to develop a better understanding of the needs of children and young people with Learning Difficulties and Disabilities, through greater integration of inter-agency information. This will include analysis of trends to improve our understanding of changing levels of need.

26 In terms of the relationship between the population and the funding that comes to the City Council from central government, funding is based in part on ONS population projections. The DCSF provide three-year budget forecasts at the start of each Comprehensive Spending Review but in the main budgets at service and school level are set either without specific reference to population data or are based on existing numbers rather than future projections of numbers.

27 **School populations**

Accurate pupil projections are vital at local, area and city-wide levels for a number of purposes. Individual school budgets are based on current and projected pupil numbers. At an area level, the projections are interrogated to determine priorities for school place reviews and underpin all of the proposals for structural change that emerge from these reviews. At a city-wide level pupil projections underpin bids for major capital investment, for example Leeds' successful Building Schools for the Future (BSF) submission, and Private Finance Initiative (PFI) allocations and are used by the DCSF to calculate annual capital allocations. They also contribute to review work such as that concerning the Leeds Inclusive Learning Strategy and future options for behavioural provision.

28 Pupil number projections are maintained and used for a variety of purposes but predominantly in keeping overall provision under review, matching supply of places to demand as far as possible, and in discharging a statutory responsibility to secure sufficient local provision. Children are entitled to a place at a local school, particularly at primary age, so in reviews of provision we consider all schools in an area together, consider all population and other data for that area, and following dialogue, recommend a course of action for the future that seeks to match future supply with anticipated demand.

29 Following a period of declining population earlier this decade, these reviews typically sought to remove surplus provision. In recent years, as the population has begun to increase, reviews have considered the need for growth and how this could be delivered. In each case, an area review takes a local view of the particular factors affecting that area and produces a recommendation appropriate for that community and for the particular circumstances it faces.

30 With secondary schools pupil projections have underpinned and continue to underpin the major infrastructure investment being delivered through the BSF programme and the

Academies programme. The overall funding available is determined by projections of future numbers. Individual projects within the programme have been individually scoped to meet identified need, with the wider geographical area meeting the anticipated future needs of the communities they are to serve.

- 31 Population trends are being used to model and project future requirements for the city in making provision for a range of special educational needs. They will underpin discussions and proposals for the future development of specialist provision and support for special educational needs in the city.
- 32 Pupil projections are maintained as a live system, updated at least twice per year. In the autumn, with the latest annual birth data, and in the spring with school census data replacing the projected numbers for the current year and updating the projections for future years based on new and current information. During the summer these projections are extracted from the live system and published electronically, individual school projections having first been validated with the schools. These are published on the Education Leeds website and made available to services.
- 33 At any point in the year live projections might be used to inform new or ongoing area reviews. Current numbers and future projections would be shared with schools and governors as a starting point in understanding the issues facing the schools in an area and initiating a discussion about possible responses. A series of area-based round table discussions covering the whole city will take place this term to inform and update schools and governors of the current population trends and their implications, promote local engagement with the issues, and start a process of generating creative and constructive options to respond to these issues. Pupil projections and their implications also form part of ongoing and regular discussion with partners such as the Catholic and Church of England Diocesan Authorities.
- 34 **School Place Projection Methodology**
- The DCSF published a comprehensive “Guide to Making Projections of Pupil Numbers” in 2006 which identifies some 79 aspects of good practice. The projections systems used in Leeds conform to the guidance. The DCSF are currently working on a Projections Toolkit which they have indicated will be available imminently.
- 35 Local projections are externally validated through, for example, the annual surplus place return. Our latest projections and methodology have been submitted to and accepted by the DCSF every year since they have been required. Our BSF wave 1 submission included rigorous external validation of pupil projections prior to allocation of funding. Other bid processes have worked positively for us. We also maintain regular dialogue with colleagues within the region to maintain currency within the projection system. Leeds was identified for best practice by the Audit Commission for managing surplus places – case study in recent report (<http://www.teachernet.gov.uk/management/primarytoolkit/cs/cs8/>). Detail on the projection methodology in respect of primary and secondary pupil numbers is outlined below.
- 36 Primary
- Reception intakes are generated by applying the proportions of children recently admitted into each school from various post code areas, to the birth data for those

postcode areas. An average of the past three years' proportions has been used to even out year-on-year differences, to be responsive without over reacting to one-off events. In simple terms, recently established patterns are projected to continue. This model has served us well in a situation of declining rolls and birth rates.

However, having reached a situation of minimal useful surplus and increasing birth rates, the need for responsiveness has led to the use of one year weightings. For other year groups the previous year-on-year transfer rates (cohort survival rates) are calculated and applied to the current population. Individual school projections are not capped by their admissions limits. Individual school projections are always aggregated by planning areas and analysed in that context to ensure a full understanding of total demographic need in an area, how any oversubscription or surplus space may affect other schools, and how overall demand can best be met.

To allow for planned new housing, additional pupil projections are generated from planning application data. A yield of 25 primary aged children per 100 family type dwellings is used, and a build rate of 70 dwellings per year per development. This is then added to the nearest school to each development. Finally we apply uplift factors (currently based on free school meals and new arrivals as a proxy for deprivation and inward migration) since we know the model will under project in times of rising birth rate and increasing cohort survival rates.

37 Secondary

The forecasts for pupils entering secondary schools are generated by applying the proportions of pupils from feeder primary schools recently admitted into a school to children coming up through those same primary schools. Projections methods employ an average of the last three years' proportions, again to even out year-on-year differences. Again they are not capped, and need to be analysed by area of the city to allow full interpretation. Secondary projections do pick up the constant migration and growth of the city as they are based on actual children who are already in our primary schools. Therefore, they are more robust than the primary projections.

Previously we have considered factors such as new housing and migration as additional manual inputs when reviewing an area and determining a course of action to manage pupil places, alongside preference data, performance data and any other relevant contextual information. We now have a situation of rising birth rates, increasing cohort survival rates, and few surplus places, and it is vital that we plan sufficient capacity into the system.

All projections based on past history, whatever method they use, will tend to under estimate when faced with increasing rates of change in the underlying data, as is currently being seen in Leeds. Therefore, we have introduced weighting factors which will automatically generate an allowance for these factors in primary projections. The factors identify the schools most affected by the key issues and adjust the projections and ensure sufficiency of provision. The detailed forecasts have been aggregated and further validated against city wide trends. Secondary projections should be more robust since they use actual pupil numbers.

Additional information on these methodologies can be found in appendix two.

38 **Other Children's Services**

Overall population information and projections are most directly relevant for universal services and this is reflected in the use of demographic information is most developed and regularly used. Details of the Early Years and Youth Service issues are outlined in the paragraphs below. For more targeted and acute services demand is driven by a range of factors in addition to overall population. There are exceptions such as numbers of unaccompanied asylum seekers where actual population numbers are defined. In terms of service review, like the Leeds Inclusive Learning Strategy, analysis of demand and underlying populations is undertaken. Council service planning guidance highlights changes in demographics as an area to be considered when planning the next year's activity.

- 39 The Early Years Service mainly uses 0-5 year olds data supplied from the PCT for the planning of provision. The data is analysed at postcode level and then grouped into planning areas which align with Education Leeds and with children's centre reach areas. The planning area analysis has developed over the past 3 years and shows the trends at each age group within the various areas. This coupled with sufficiency data shows whether certain parts of the city need more early years provision (either private or maintained) due to an increase in numbers or whether there is too much provision as numbers or demand decline within a particular area. The 'sufficiency assessment' of child care provision is a statutory requirement. Following the first audit in 2007, a second is required by 2011. Essentially this compares the provision of childcare places across the city with the demand for places. The Early Years service has developed a sophisticated methodology which ranks providers in terms of whether they are full, have less than 5 surplus places or more than 5 surplus places. Currently contact is on an annual basis with a response rate of 97% of providers. Surveys of parents, including hard reaching parents are carried out to supplement the data from providers and the information provided by Leeds NHS data sets. This increasingly comprehensive and reliable data set will act as an early warning system for pressures on school places in particular areas of the city.
- 40 The children's centre reach areas were established within the last year and enable planning not just of childcare provision but also adult provision. These areas are essential for family outreach workers to target 'hard to reach' families and offer services within the local children centre. Again 0-5s data is mainly used but additional datasets, for example teenage parents and workless households are also used to report trends.
- 41 Population figures influence the allocation of Youth Service Resources. While the Youth Service provides youth work for the 11 to 19 age range, the priority, in line with national requirements, is for 13 to 19. Each ward in the city receives a proportion of the budget according to a long standing formula with associated ward service targets. The formula means that 50% of resources are allocated based on the 13 to 19 population and the other 50% is determined by social deprivation data. Changes in population including growth will impact on this method of allocating resources and target setting.
- 42 To look at future developments, Education Leeds organised a workshop on 9th September with three main objectives
- i) to identify what data sources are available that might better inform population projections (including improvements planned to existing data sources and accessibility)
 - ii) to identify any current practice or receive suggestions that might lead us to use

- existing or additional data in a better way, and
- iii) to be clear with our partners what we could offer by way of information and expertise to support effective population planning.

The workshop was well attended, with positive contributions from partners including NHS Leeds and the University of Leeds (School of Geography). There was much discussion on the various data sources available, strengths and weaknesses of this data and likely improvements, and identification of new data sources to which access could be sought (for example a Border Agency database for information on people new to the country). The pupil projection methodology was explained and considered but not challenged. There was acknowledgement of the many historical issues with data collection, cleaning, maintenance and compatibility between systems, but also a general agreement that this was continually improving.

National contributions on best practice in the collection and use of timely and accurate population data

- 43 In terms of school place planning we have considered how comparable local authorities project future numbers, and consider our approach to be consistent with these. Sheffield and Manchester are offered as examples.

In Sheffield (our nearest comparable neighbour) their methodology follows very similar principles to ours.

- They compare the School Census data to Area Health Authority data for reception to year 6 pupils for that catchment area, and then apply this ratio to the under 5's data to generate projections.
- Their AHA uses GP data already for the older cohorts, so it is more reliable than our health visitor data has been, but they still find issues with it.
- All other changes to the data are made outside the basic mathematical model, and provided as a commentary alongside numerical projections.

Housing data is specifically managed in this way because it is significant in size, but hard to model with any certainty, particularly with reference to the influence of preferences and changes in plans / timings.

- They do not attempt to use preference data because it can change very quickly, and has many influences so is not easy to model.

In Manchester, they too have a similar projection methodology to Leeds, adapted to local circumstances, and using the same types of data. They too have been experiencing a significant increase in nursery and reception numbers, beyond the level projected and more than could be attributed to birth rate increases. Birth rates in Manchester have been increasing steadily but slowly across the City, but at different rates in different areas. In their view the reason for their sudden surge in demand is more likely to be linked to increased inward population migration.

Conclusions

- 44 This report provides a children's services response to the questions posed by Scrutiny

for the first stage inquiry into the implications of the changes in the Leeds population of children and young people. The questions explore how good our population information is, how well is it used and how can it be improved. Prediction of population trends is well developed around the statutory requirement of school place planning and Leeds' practice compares well with national practice. There is improvement with Early Years practice and strong links between the work of Early Years and Education Leeds. Overall whilst current practice is good and consistent with comparator authorities and national practice, it is focused on core areas and there is potential to broaden the use of the information available. There are assumptions inherent in population information especially when it is translated into future population projections, implying that projections must be made carefully and in line with recognised good practice.

45 The need for good demographic information is recognised within children's services, across Leeds City Council and public services in Leeds and nationally. This is especially in terms of quality and breadth, with a need for greater detail around localities and various cohorts within the overall population. To obtain this requires better integration of information and investment in the business intelligence infrastructure / IT systems. These are broader issues than for children's services alone. However, it is important that children's services are actively involved in developing and championing the children's and young people's aspects of this work.

46 While some aspects of this work are long term there are actions that can be taken in the short term to improve the use of demographic data in strategic commissioning and service planning:

1. Review existing children's services arrangements around data coordination. Ensure a strategic data group is in place to coordinate and share practice around key needs analysis information including demographic data. The terms of reference should be sufficiently strategic with links into Children's Service Leadership Team.
2. Ensure appropriate links between the above group and the Joint Information Group coordinating city-wide work in this area and other relevant city initiatives.
3. For the group outlined in 1 to agree how demographic data could be shared better across the children's services. It should also identify where wider city initiatives will not meet the needs of children's services and where additional work is required. This may require some investment but will avoid expectations that each service needs to replicate capacity in this area. The strategic data group would identify how information could best be produced and shared to meet collective needs.
4. Continue to make improvements in school place projections in line with national good practice.

Appendix One

Current sources of children and young people's population data

The table below identifies the different data sources available to and used in school place planning and more generally by children's services.

Key Source = who owns and manages the data set Quality = judgement on the data quality and completeness for the purpose of projecting future pupil numbers 3 = No concerns 2= Limited concerns 1=Some concerns 0=Significant concerns					
Data Type	Source	Quality	Used in School Place Projection System	Potential Improvements	Supporting information
Live birth data, Sep-Aug by Postcode	PCT annually from Child health Services	3	To update projection system every September with the number of children born by postcode area.	Currently looking into ways of using super output areas instead of postcode areas and how best to include housing developments as a factor.	
3-4 yr old data by postcode	PCT annual extract / snapshot from live system	2	Used to look at age group trends over last 3 years grouped by school planning areas, also used for planning of early years provision	Look into using other cohorts instead of just 0-1s	Has been modelled as alternative to using birth data to project school places. However, in the past the supplied data was inconsistent and consequently less reliable.
Child benefit data/tax credit	Job centre plus	1- local 3- national	Used within early years as part of the SEF (self evaluation form) to identify no. of families claiming benefits within their reach area.	Data protection issues restrict access (NB ContactPoint will exist which attempts to track all children in England but it is designed to assist with safeguarding and enabling a multi-agency response, not for interrogation for other purposes)	Not possible as it stands to use with our current projection system as data supplied at SOA level and that any figures under 10 are not quoted due to data protection issues.
Pupil Level School Census (formerly PLASC)	Education Leeds Sep Jan May	Jan 3 Oct 2- 3 May 2	Backbone of projection system. Provides basis for calculating proportion of birth cohort that arrives in reception and all subsequent projections. Captures location and number of children in schools, enabling monitoring and extrapolation of trends to form projections, and provides data to validate projections	Timeliness can be improved.	Oct and May used to validate projections and assumptions and to make changes and to investigate individual schools and areas
LCC Early Years provision	Early Years team	2-3		Improved systems currently being developed within early years. Needs linking with to be able to review areas and spot what	Early years planning of provision. Lack of data historically from private providers means data is not complete or consistent. However,

Data Type	Source	Quality	Used in School Place Projection System	Potential Improvements	Supporting information
				changes have occurred in areas between being born and 3/4 yr olds.	introduction of Nursery Education Grant and associated reporting means this will become a more valuable source of data from now onwards.
Admissions allocations data	Education Leeds Feb-Mar	2		The introduction of full co-ordination will make cross-Authority information more secure	Used between March and September to validate projections and provide early indication of emerging trends. However, not all parents engage at this stage and allocated places are not all accepted
Admissions preference data	Education Leeds Dec	2			Early indication of emerging trends and validation of projections. Useful supporting information about relative popularity/demand for school(s)
Refugees & Asylum Seekers	Refugee & Asylum Service 6 monthly postcode	3		Could be incorporated numerically in projections	Data on refugees and asylum seekers is used to add intelligence for projections, especially in certain areas of the city.
New arrivals to Leeds	Applications for school places	0-1	Has proved elusive to capture. Until new arrivals engage or register with a public service they are difficult to count.	Continue to investigate possible sources	Economic migrants from European Union do not have to register their arrival or departure, hence making it quite difficult to quantify their impact or record their addresses.
Housing data	Planning	0-1	Number of children generated by new housing is calculated. Is used to add intelligence to projections and inform decisions around need for places.	High quality housing data now supplied on a regular basis. With some assumptions on phasing, data can be incorporated into projections.	Problems of phasing of housing (knowing when it will actually be built and occupied) and previous lack of data on nature of housing.

Appendix Two

Projection Methodology - Primary

Step 1 – Historical trends by area

- From School Census data, calculate the number of reception pupils that each school attracts from each postcode area.
- Collect individual birth data for Leeds and surrounding area, and aggregate by postcode area.
- Calculate the ratio of births to entry into reception five years later, by postcode area for each school.

Step 2 – Application of trends to latest birth data

- Apply the ratio calculated in step 1 to the latest known births for each postcode area, and aggregate the areas to create reception projections by school.

Step 3 – Transfer rates

- Apply a 3-year weighted average to the proportion transferring from one year group into the next at each school

Step 4 – Application of intelligence

- **Add housing** – Planning application data is used to generate an additional pupil projection. A yield of 25 primary aged children per 100 family type dwellings is used, and a build rate of 70 dwellings per year per development is assumed. This is then added to the nearest school to each development.
- **Apply uplift factors** (currently based on FSM & new arrivals – as a proxy for deprivation and inward migration) to both reception intake and in-year transfers, and “down-weight” according to proportion of placed pupils. This is because we know the model will under project in times of rising birth rate and increasing cohort survival rates.

Timeline

- In September each year, the latest birth data is collected, and used to project the reception intake in four years time.
- The data from January School Census is used to turn the current year from projected numbers to actual numbers, and update the birth to reception ratio, transfer rates and uplift factors. All the projections for the next four years are accordingly updated.
- Following the birth data update in September, plans are made to meet demand for the intake in two years time. Formal consultation is concluded by the following summer ready for inclusion in admissions information for parents.
- Housing data is currently collected October and April each year

Example – at July 2009:

- Projections exist for 2009/10 through to 2012/13
- Sept 09 – birth data for 08/09 collected and latest housing data - generates reception projection for 2013/14. Existing transfer rates generate higher year group projections. Plan need for 2011/12 and start consultation.
- Jan 10 School Census collected – April 10 cleaned up data available. Turns 2009/10 projections to actual numbers. Latest Housing data and updated ratios applied to update all projections for 2010/11 to 2013/14.

Briefing Note

**To: Scrutiny Board (Children's Services) Inquiry
The impact of population growth on Children's Services in Leeds
Session One
15th October 2009**

**From: Clare Walker
Business Transformation Team**

Subject: Use of Data and Information – Corporate Context

1. Background and Introduction - Business Transformation

1.1 The publication of the Leeds Strategic Plan marks a positive shift in our ambition to provide quality services that will better meet the needs of the citizens of Leeds, both now and in the future. Transforming the organisation so that it can work within a rapidly changing environment is the strategic rationale behind the Council's Business Transformation agenda.

1.2 The changing context we live and work in and the emerging public policy agenda is not going to go away and, therefore, the Council needs to ensure it is 'fit' to live within it. It is for this reason that there is a need for the Council to have a focus on business transformation, as without such focus, the organisation is unlikely to remain 'fit for purpose' in the medium to long-term.

1.3 In order to enable Leeds City Council to operate effectively within this context, a focus on business transformation is required that will deliver:

- An appropriate, timely and iterative understanding of need, to drive strategic commissioning and service delivery.
- An organisational model that is flexible, responsive to change, agile, efficient and effective.
- Streamlined business processes that make us an efficient and effective organisation.
- An organisational culture that empowers us to work collectively, collaboratively and efficiently as one council.

1.4 To achieve this will require a fundamental look at our organisational design (people, process and technology) - as a 'fit for purpose' Council will be one that engages and transforms now to enable greater agility and responsiveness in the future. It is for this reason that the Council is progressing the development of a Business Transformation agenda.

2. Approach – Information and Knowledge Management

2.1 The Information and Knowledge Management Agenda sits within the Business Transformation agenda. In June 2007 CLT approved a set of Information and Knowledge Management (IKM) principles in relation to the council's view and approach to managing, using and sharing its information. These principles are:

- We share information appropriately and lawfully ;
- Our information is open and accessible;
- We use information ethically;
- Our information is accurate and fit for purpose;
- We all have responsibilities for our information;
- We regard information as a Leeds City Council resource;
- We value information as an asset to the Council; and
- We have the skills and confidence to act according to these principles.

2.2 These principles reflect the view that information is an organisational asset – the *forth estate* (along with people, finance and physical assets) and as such should be looked after with the same level of attention. In order to take this agenda forward on a corporate basis the following approach and range of initiatives have been taken:

- **Incorporation into the Business Plan 2008–11** - Business Plan Outcome 2 specifically relates to this agenda: *We are an intelligent organisation, using good quality information to deliver better outcomes.*
- **Strategy and Policy development** - An Information Governance Framework has been developed containing a range of policies including Data Quality, Records Management and Retention and Disposal.
- **Corporate Groups** - To bring together people with specialist skills and knowledge to promote and share best practice, contribute to policy development, provide a link into services in order to develop improved understanding of a range of issues. Groups established include Geographic Information Systems (GIS) Strategy Group, Data Quality Group and Information Governance Group.
- **Engagement with partners** - The council continues to be members of the Leeds Information Sharing Steering Group (chaired by Health) who are the custodians of the Leeds Inter Agency Protocol on Information Sharing. The council takes a lead role in the West Yorkshire Information Management Forum. This is a collaborative forum which shares best practice across a range of Information Governance areas.
- **Appointment to new key posts** - The appointment of a new Information Compliance Manager who will take a lead role in addressing issues such as information compliance and data sharing and a Corporate Intelligence Manager (see Strategic Intelligence section below) into the Business Transformation Team in October 2009 is an important step forward in being able to address the many data and information challenges we face.
- **Definition of technology requirements** - In order that we are able to effectively manage, use and share our data/ information and intelligence appropriately and securely we need to have the right technologies to support the business. Business Intelligence (BI) and Corporate Performance Management (CPM) tools will support the organisation in bringing data together more effectively for analysis purposes and ensuring that access to this information and intelligence is available in a timely way to those making decisions. Microsoft BI/ CPM tools are now available and a plan for deployment of these tools is being developed.

3. Developing Strategic Intelligence Capabilities

3.1 The appointment to the new post of Corporate Intelligence Manager in the Business Transformation Team reflects the recognition that data and information about our communities (both communities of interest and communities defined by where they live) is critical in helping the council and its partners plan effectively for

now and in the future. This role will be responsible for working with services across the organisation and where appropriate partner organisations to bring co-ordination to the management, use and sharing of key data sets e.g. demographic data which provides a 'strategic intelligence' view of the City. Developments in this area are described in more detail in the Future Projects section below.

3.2 In order to appropriately steer Strategic Intelligence developments, the Strategic Planning and Policy Board have agreed to take a leadership role in ensuring that work in this area is aligned to priorities.

4. Future Projects

4.1 There are a number of initiatives that will commence during the second half of 2009/10 which will build upon the foundations that have been described above. These include:

- Census – preparations for the 2011 Census are underway. A working group has been established to co-ordinate activity. This will be a key source of demographic information that will be the basis for community/ neighbourhood intelligence post 2011.
- Developing self-service access to mapped data and information – feasibility of developing an on-line portal to make data and information about neighbourhoods and communities (including underlying demographics) available through a map interface is currently being assessed. This initiative will involve working with services across the organisation in order to bring together key data sets and making this data easily accessible to a wide range of users. Currently, data sets of interest and value corporately tend to be shared on an ad-hoc basis to support specific initiatives. In future we want to minimise this level of ad-hoc data exchange in favour of a central repository of key data fed at appropriate intervals by services. This approach will bring consistency and robustness to the management, use and sharing of key data sets and move us towards a 'single source of truth' with a view to supporting operational and strategic planning and decision making. The data made available to users through this kind of capability will be aggregated and therefore will not present data protection issues.
- Data Quality profiling exercise – a number of key systems will be profiled to ascertain an overall level of data quality. This will then be used as a baseline to monitor progress and initiate specific data quality improvement projects.
- Leeds Inter-Agency Data Sharing Protocol – the Protocol has recently been revised and re-published. A plan for dissemination of the revised protocol is being prepared which is aimed at identifying and communicating with key users across the organisation. The protocol provides a good framework for data sharing particularly with partners in Health and many areas are already signatories.

5. External Assessment

5.1 The council is assessed on the way it uses, manages and shares its information. Within the Comprehensive Area Assessment (CAA) Use of Resources (UofR) framework there is a specific Key Line of Enquiry (KLOE) relating to ensuring that across the organisation and our partnerships there is relevant and reliable data and information available to support decision making and manage performance. This also includes a focus on data security along with compliance with relevant statutory requirements. In addition to CAA, other inspectorate bodies also take these issues

into account in forming their overall judgement of services.

5.2 It is important that from an external assessment point of view that the organisation is able to demonstrate effectiveness in the way it manages, uses and shares information in pursuance of delivering positive outcomes for the people of Leeds. Going forward, examples of good practice in these areas will be identified and used as case studies to share across the organisation as well as with external assessors as required. In the case of CAA this will be an annual process.

6. Summary

6.1 This is a long term programme of work. It requires a shift in culture to one which is much more able to take a 'sense and respond' approach. This means being more pro-active rather than re-active and valuing the role of good quality data, information and intelligence in making operational and strategic decisions.

6.2 The foundations are being put in place to support the organisation in making the transition from one that is data and information rich to an organisation that is intelligence rich and furthermore one that is able to use this intelligence to support the delivery of its strategic outcomes for the benefit of the people of Leeds.

6.3 Further information about the council's overall approach in this area is available upon request.

Is there something I should know?

Have you got the information you need to make the decision?

Questions for members to ask

July 2009

The Audit Commission is an independent watchdog, driving economy, efficiency and effectiveness in local public services to deliver better outcomes for everyone.

Our work across local government, health, housing, community safety and fire and rescue services means that we have a unique perspective. We promote value for money for taxpayers, auditing the £200 billion spent by 11,000 local public bodies.

As a force for improvement, we work in partnership to assess local public services and make practical recommendations for promoting a better quality of life for local people.

Does your council make the most of the information it holds?

1 Many councils struggle to unlock the power of information to improve decision making. *Is There Something I Should Know?* explains why, by reference to councils' culture, people and standards (Table 1).

2 The questions to ask councils, overleaf, will help members, including those in scrutiny roles, challenge their council to improve. That includes challenging themselves, so some of the questions are self-assessments. A more detailed self-assessment framework is available for councils.ⁱ Case studies of good practice are also available on our website.

Figure 1: **Councils need to combine culture, people and standards in order to excel**

This means	
Culture A culture that values and exploits the power of information	<ul style="list-style-type: none"> ■ Commitment from members to an evidence-based culture ■ Information used by members and senior officers to drive better services and more efficiencies ■ A collaborative, challenging and demanding approach to creating better information
People Expert, professional, well-trained people, working in effective ways	<ul style="list-style-type: none"> ■ Good interpretation skills ■ Analytical resource focused on supporting decision making ■ Recruitment, retention and development of skilled staff ■ Attractive jobs
Standards Good data quality and information shared effectively with partners	<ul style="list-style-type: none"> ■ Standards maintained through a common competency framework ■ Excellent data quality ■ Established data-sharing protocols

Audit Commission

ⁱ Available at <http://www.audit-commission.gov.uk/somethingishouldknow>

Do we have a culture that values and exploits the power of information?

Is there a commitment from members to an evidence-based culture?

- Do I know what information I need to make a decision?
- Do I routinely demand relevant, high quality, well presented information? Do other members?ⁱ
- Do I regularly challenge senior officers and analysts on the information received? Do other members?

Is information used by members and senior officers to drive better services and more efficiencies?

- What information underpins our strategic and financial planning?
- Is service planning based on sound information from a range of sources?
- How has information helped us to make savings? Do we identify scope for further efficiencies from evidence on costs and performance?

Do we all work together to get the right information for decisions?

- Do we discuss the information we need to make decisions with those charged with providing it?
- Do we ask for the right information as a result, and do we get what we ask for?

Are our staff expert, professional, well-trained people who work in effective ways?

Do our senior decision makers have good interpretation skills?

- Have I received training, mentoring or other support on interpreting information? How helpful was this?
- How are we improving the training, mentoring or other support on interpreting information for senior decision makers?

Are we well supported in our decision-making roles?

- How do we ensure we attract, keep and develop good analysts?
- How can we be confident that they are doing the work we need them to do that will best support our decision making?

ⁱ A checklist to help members demand better information is available at <http://www.audit-commission.gov.uk/somethingishouldknow>

Do we have good data quality and do we share information effectively with external partners?

Is information valued throughout the council, with consistently high standards applied at all levels?

- How do we ensure everyone values information?
- Do I get the information that I need? Does it meet the criteria for good information?ⁱ
- How have we improved the way information for management meetings and cabinet is presented? How can we improve it further?

Do we have excellent data quality?

- How do we know we can trust our data?
- Where are we most at risk from poor quality data? What action are we taking to address these risks?
- Do all staff take personal responsibility for data quality? How do we know?

What data sharing protocols do we have?

- How well is information shared internally across directorates and the corporate centre? How will we know if this is a problem?
- Are we sharing data effectively with external partners? What do our partners think?
- What data sharing protocols do we have? How robust are they?

ⁱ The Audit Commission defines good information as relevant information, of sufficient quality for the decision at hand, presented in a way the decision maker will understand. Relevance, quality and presentation are key characteristics for useful information. A checklist to help members to consider whether you have the information you need to make the decision is available at <http://www.audit-commission.gov.uk/somethingishouldknow>



If you require a copy of this document in large print, in Braille, on tape, or in a language other than English, please call: **0844 798 7070**

If you require a printed copy of this document, please call: 0800 50 20 30 or email: ac-orders@audit-commission.gov.uk
This document is available on our website.

For further information on the work of the Commission please contact:

Audit Commission

1st Floor
Millbank Tower
Millbank
London
SW1P 4HQ

Telephone: 0844 798 1212

Fax: 0844 798 2945

Textphone (minicom): 0844 798 2946

www.audit-commission.gov.uk

We welcome your feedback. If you have any comments on this report, are intending to implement any of the recommendations, or are planning to follow up any of the case studies, please email: nationalstudies@audit-commission.gov.uk



Audit Commission

1st Floor
Millbank Tower
Millbank
London
SW1P 4HQ

Telephone: **0844 798 1212**
Fax: 0844 798 2945
Textphone (minicom): 0844 798 2946

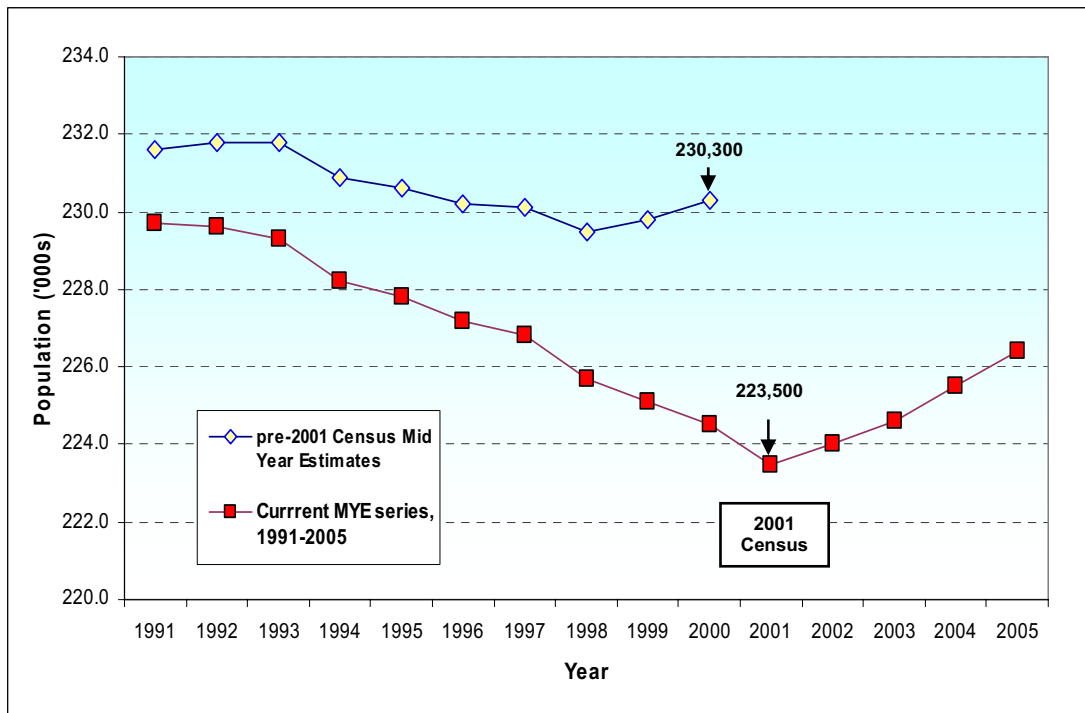
www.audit-commission.gov.uk



City and County of Swansea

‘Everybody Counts!’ A Review of Population Estimates and the Census

SWANSEA’S POPULATION: IMPACT OF THE 2001 CENSUS



Community Leadership Scrutiny Board

March 2008

Why This Matters

Cllr Tony Lloyd (Chair)



Cllr Ceinwen Thomas (Vice Chair)



The Board considered an overview presentation on 2001 Census issues, resultant population estimates and preparations for the 2011 Census and was struck by the significant impact population estimates had on the Council's funding. It has been estimated that the Authority could lose up to £¾ million of funding per year per 1000 population not identified based on Census figures.

The Board wanted to further explore proposals for the remedy of deficiencies identified in connection with the 2001 Census, Council engagement in preparations for 2011 Census and opportunities for the generation of improved local population estimates to assist Council decision-making, service planning and funding bids.

The Board felt that by undertaking a review of this topic it could make a positive contribution to improving local population estimates and ensuring that an undercount of Swansea's population does not occur in the 2011 Census and adversely affect Revenue Support Grant funding that Swansea receives from the government and therefore service delivery.

By doing this work the Board aimed to improve the accuracy of local population information available to the Council for strategic planning / service delivery, bidding and funding purposes; develop enhanced local population counts; and help facilitate the generation of property and population information that could be supplied to Office for National Statistics (ONS) to aid the effectiveness of the Census. The local population counts would also give the Council an empirical base to challenge any undercount that might appear in the 2011 Census.

We would like to thank the Members of the Board, those that gave evidence and the support staff for their participation and assistance in the Review.

Summary

1. Aims of the Review

- 1.1 The aim of this review was to deliver improved local population estimates and more accurate findings from the 2011 Census.

2. Evidence Considered

- 2.1 Overview Presentation (The Census, Population Estimates and Local Authority Funding) and Further Evidence from the Council's Research & Information Manager.
- 2.2 Evidence from Office for National Statistics (ONS).
- 2.3 Corporate Working Session – Evidence from Directors / Heads of Service / Service Managers.
- 2.4 Evidence from the Head of Information and Customer Services
- 2.5 Community Session – Evidence from Community Representatives.
- 2.6 Research – How other Local Authorities are tackling the problem of inaccurate population estimates and other initiatives.

3. Conclusions

- 3.1 The Census is the most comprehensive single and important survey of the UK's population, accuracy of which is critical to the planning, development and delivery of local services, resource allocation and decision making.
- 3.2 There are significant financial implications of miscounts in population to Local Authority funding and therefore service planning and delivery.
- 3.3 The City and County of Swansea has been pro-active in recognising the problems of inaccurate population estimates and it is notable that Swansea, in comparison with other Authorities, is well engaged in the search for solutions.
- 3.4 The ability to develop an accurate local population count is dependent on information sharing both within the Authority and between the Council and external organisations.
- 3.5 The engagement of communities is crucial to the achievement of accurate population counts and evidence suggests that knowledge and awareness of the purpose of the Census and population counts is mixed and that negative perceptions exist.
- 3.6 It is encouraging that the Office for National Statistics intends to liaise and engage more closely with Local Authorities for the 2011 Census and there will be clear benefits from closer working.

4. Recommendations

The Board recommends that Cabinet:

- 4.1 consider the costs and benefits of:
- (a) pursuing the development of the Authority's own independent City and County wide local population and household estimates and property list information (with the support of Corporate Management and Service Units, using all available datasets within and accessible to the Council) through the Local Land & Property Gazetteer building on the pilot work carried out by the Research & Information Manager, in order to:
 - assist in the compilation of property lists for Census enumerators and provide a guide to household numbers
 - assist ONS in planning for the 2011 Census and avoid any possible undercount of the area's population
 - provide the Council with a source against which to check and challenge (if need be) the accuracy of Census and intervening Government Mid Year population estimates
 - support Council service planning, the development of Customer Relationship Management systems, resource allocation and decision-making
 - (b) utilising the annual electoral register canvass for wider purposes to support the calculation of a local population count.
 - (c) a sustained educational and promotional campaign of publicity, advertising and targeted awareness-raising (e.g. press releases, road shows) in the run up to the 2011 Census to explain the purpose of the Census and help improve participation and ensure the maximum level of returns.
 - (d) the introduction of Census education in schools through regular events / workshops for longer term benefit.
 - (e) working with ONS to employ the methods for community engagement described in this report particularly the engagement of local leaders and representatives within communities, voluntary groups and outreach workers (with appropriate training) to act as Census champions, using existing community events to generate interest, and the use of the local knowledge of Councillors.
- 4.2 explore the potential for sharing population and address data with outside agencies through engagement (including Data Protection Act implications) to assist the calculation of local population estimates.
- 4.3 undertake pro-active engagement with ONS in the preparation and delivery of the 2011 Census, on all aspects from consultations and preparation of property lists through to the recruitment of enumerators and the return of forms, and agrees a liaison strategy with ONS with clear lines of demarcation to overcome enumeration problems associated with the 2001 Census.

- 4.4 nominate a Census Liaison Officer within the Council to liaise with ONS and co-ordinate related activities, support and information dissemination within the Council.
- 4.5 develop a formal Council Strategy for involvement in and the delivery of information from the 2011 Census
- 4.6 advise ONS:
- (a) that the hand delivery and collection of Census forms should be undertaken or the savings generated from post out should be redirected to publicity and follow up.
- (b) that it should utilise the expertise and local knowledge of those involved in the electoral register canvass as Census enumerators.
- 4.7 designate the Council's Contact Centre a first stop for Census advice, and assistance with the completion of forms, to help improve the response level.

1. Aims of the Review

1.1 The primary reason for the review was to improve local population estimates and ensure that an undercount of Swansea's population does not occur in the 2011 Census and adversely affect Revenue Support Grant funding.

1.2 The following aim for the review was agreed:

To deliver improved local population estimates and more accurate findings from 2011 Census.

1.3 The review also had the following objectives:

- To improve the accuracy of local population information available to the Council for service planning, bidding and funding purposes.
- To evaluate the benefits of local population counts
- To identify opportunities for the Council to engage with ONS in preparations for the 2011 Census with a view to delivering more reliable information.

2. Evidence Considered

Date		Activity
25 th October 2006	–	<ul style="list-style-type: none"> • Overview Presentation from the Council's Research & Information Manager – The Census, Population Estimates and Local Authority Funding
14 th February 2007	–	
Mar – Apr 2007	–	<ul style="list-style-type: none"> • Scoping the Review

6 th June 2007	–	<ul style="list-style-type: none"> • Board agrees work programme for municipal year and confirms that review will proceed
4 th July 2007	–	<ul style="list-style-type: none"> • Presentation from Office for National Statistics
1 st August 2007	–	<ul style="list-style-type: none"> • Corporate Working Session
29 th August 2007	–	<ul style="list-style-type: none"> • Further Corporate Working Session • Presentation from the Head of Information and Customer Services • Further Evidence from the Research & Information Manager
31 st October 2007	–	<ul style="list-style-type: none"> • Community Session
21 st November 2007	–	<ul style="list-style-type: none"> • Further Community Session • Review of Evidence Gathered
9 th January 2008 (Task & Finish Group)		<ul style="list-style-type: none"> • Update on recent developments from the Research and Information Manager • Consultation responses received from organisations working with older people and carers • Findings from research into how other Local Authorities are tackling the problem of inaccurate population estimates • Analysis of Evidence Gathered • Consideration of Conclusions / Recommendations
30 th January 2008	–	<ul style="list-style-type: none"> • Report back from Task & Finish Group / Discussion of Conclusions and Possible Recommendations
26 th March 2008	–	<ul style="list-style-type: none"> • Final Report Agreed

3. Conclusions

- 3.1 **The Census is the most comprehensive single and important survey of the UK's population, accuracy of which is critical to the planning, development and delivery of local services, resource allocation and decision making.**

3.1.1 The Census, first held in 1801, is the definitive source of population and household information and plays a major role in the allocation of resources. The Census is held every 10 years and covers the whole of the UK. It is carried out by Office for National Statistics (ONS) through a household survey. Completion of the survey is compulsory – the fine for failure to complete in 2001 was up to £1,000.

3.1.2 Reliable and up to date population data is essential for service planning, resource allocation and decision making purposes.

3.1.3 Central Government uses the Census:

- To monitor changes in society and local areas
- To identify problems
- To allocate and target resources
- To support bids for funding
- To plan for housing, education, and transport etc.
- To monitor and review the impact of plans and policies
- To inform decision-making

3.1.4 The Council plans and targets its local services and make extensive use of Census information for a variety of means:

- Service delivery planning
- Population and household projections
- Calculating the scale of future housing needs
- Local education needs - such as where to site new schools
- Local transport planning and traffic modelling;
- Preparation of Local Authority Development Plans
- Community support services, including the delivery of home help and home care.
- Profiling wards and other small areas, e.g. Communities First Areas, localities
- Preparing funding bid submissions
- To check Standard Spending Assessments for Revenue Support Grant e.g.
 - dependent children in households with head in low occupational classification
 - usual residents of pensionable age with a limiting long term illness
 - single pensioners living in households
 - dependent children in lone adult households
 - under-18 population living in wards with a higher population density than the Welsh average
 - dependent children in social rented housing
 - dependent children in overcrowded housing
 - households (where head is aged 18-64) with no carer
 - persons 18-64 in non-white ethnic groups

- population by age group
 - population in areas of multiple deprivation
- Calculating performance indicators and benchmarking
 - Developing corporate strategies and plans e.g. Equal Opportunities Policy, Housing Need Assessments
- 3.1.5 The Census is clearly beneficial to any organisation providing services to help them to make effective use of resources to meet the needs of local people.
- 3.2 There are significant financial implications of miscounts in population to Local Authority funding and therefore service planning and delivery.**
- 3.2.1 The Government allocate about £60bn a year to Local Authorities and the allocation formula takes account of the demand for services and is heavily dependent on population estimates, numbers of elderly, numbers of children, etc. from the decennial Census. Census data plays a key role in the calculation of the Council's Revenue Support Grant. The Board heard that ONS had worked the Local Government Funding Team in the Department for Communities and Local Government to quantify the potential impact of errors in population estimates across all Local Authorities by calculating the impact of an error of 1,000 people in each local authority's population estimate. As a very broad generalisation, an error of this magnitude resulted in a misallocation of around £500,000 per local authority per year.
- 3.2.2 At a further evidence session the Council's Head of Financial Services outlined to the Board that approximately 80% of grant funding was based on population and that it would not be an exaggeration to say that the effect of miscounts of 1000 in population can mean a loss of around £¾ million to the Authority in funding each year based on the Census figures. The actual amount of potential Revenue Support Grant loss will depend on who was 'missed out'. The Board was informed of the sub division of funding per person that relates to certain age groups and the obvious financial implications of not gathering the correct figures. As an illustration, the actual range of could be anything from £200,000 (1000 under 2's x £200) to nearly £2 million (1000 over 85's x £1,900).
- 3.2.3 The Authority needs to ensure that the 2011 Census figures are as accurate as possible in order that the Authority secures the correct funding from Central Government and Welsh Assembly in order to plan for service delivery.
- 3.2.4 The 2001 Census population count for Swansea is considered to be flawed for various reasons including issues with the survey, community engagement and awareness, post back, and coverage. The 2001 Census resulted in a reduction in population figures by 7,000 (from

230,300 to 223,500) and meant the subsequent loss of money received via Standard Spending Assessment and Revenue Support Grant from the Central Government. The Board was advised that the loss attributable to the 7,000 population reduction was £1.1 million in 2003/04 and £1.2 million in 2004/05 – a significant loss. The Council had no empirical evidence to challenge the loss at the time.

3.2.5 Many other Authorities also experienced a downward revision in their estimated population as a result of the publication of results from the 2001 Census, including Manchester, Westminster and Cardiff. Revisions that many Authorities have considered to be at odds with a growing demand on local services. The revisions have had a detrimental impact on their finances and services and have led a number of Local Authorities to challenge to the Census statistics. Successful challenges made by Local Authorities have relied mainly on local property registers and population counts. More recent challenges, arising in connection with subsequent Mid Year Estimates, have come from Local Authorities such as Slough which has experienced a major influx of Eastern European migrants.

3.3 The City and County of Swansea has been pro-active in recognising the problems of inaccurate population estimates and it is notable that Swansea, in comparison with other Authorities, is well engaged in the search for solutions.

3.3.1 Given the significant implications of the Census' population estimates on Revenue Support Grant funding, and planning the delivery of services, the Council's Research & Information Team have been exploring alternative options for the generation of accurate local population estimates. The Board were informed of a local population count pilot scheme that had been developed by joining up information already held by the Authority in different service areas. The resultant population count would give the Authority, amongst other things, an empirical basis to challenge, where appropriate, official Census figures and Mid Year Estimates. The thinking within the Authority is well developed and appears to be ahead of others and this is to be applauded. Whilst issues in relation to population are not unique to Swansea, there is little evidence of such work going on in other Authorities. Research does suggest that there is a growing weight of opinion that current population estimates are not fit for purpose, particularly for Authorities experiencing significant levels of migration, and that the use of (and sharing of) local data is necessary.

3.3.2 Swansea now has a Local Land and Property Gazetteer (LLPG), which was developed post 2001. It is the single most accurate source of property and address data, providing a comprehensive listing of all residential properties and communal establishments for the City and County and could be used to generate target lists for Census Enumerators in 2011 and assist ONS in preparation for the 2011 Census. Linked to other Council data sources such as the Electoral

Register and Education records it could also be used to generate 'local population counts'.

3.3.3 The development of a local population and household estimate could assist ONS in the delivery of the 2011 Census and will:

- Support corporate service planning, resource allocation and decision-making – based on existing databases / information within and accessible to the Council
- Improve the quality and accuracy of the 2011 Census and minimise the dangers of potential undercounts
- Provide a sound basis for judging the accuracy of, and challenging where necessary, population statistics used in the allocation of Central Government funding and decision-making.
- Enable the Authority to quality assure address lists

3.3.4 Successful challenges to official statistics have been based on a variety of information:

- Local Authority Property Registers
- Local Authority Population Estimates
- Electoral Roll records
- New Homes built
- Extra student places
- Net gains in jobs
- Local Authority Housing Stock figures
- NHS Patient Registers (National Health Service Administrative Register Data)

3.3.5 For the purposes of demonstrating the practicality of generating local population counts from existing datasets, the model had been applied to three distinct electoral division test areas: Newton (with a stable population area), Landore (with a high proportion of ethnic minority group representation) and Uplands (with its student and transient professional populations). The Research and Information Manager demonstrated to the Board the results of the Local Population Count Pilot used in these 3 electoral divisions. The estimates based on the Local Land and Property Gazetteer were constructed using data from the Electoral Register, SIMS pupil database, Higher Education student database, and live births. Whilst the results aligned closely with the Census for Newton and Landore (prior to the consideration of Housing benefits data) the count in Uplands pointed to the presence of an additional 1,198 people - 9% above the 2001 Census figure.

3.3.6 The tests demonstrated the practicality of linking the primary datasets via LLPG and the potential reliability of the results. It was evident that the pilot model for delivery of local population counts works and is potentially promising as an accurate tool, and would benefit from further refinement.

3.3.7 There are many examples of the possible corporate use of population counts and the underlying database including:

- Monitoring and projecting local demographic change
- Preparing area profiles
- Informing service planning / assess performance
- Developing local housing, transport and education strategies
- Bidding for resources
- Supporting the development of Council Customer Relationship Management (CRM) systems

3.3.8 There are also benefits of linking the population count database to the Council's Geographic Information System (GIS). This could enable (subject to the imposition of appropriate restrictions on access) the selection and viewing of household data from an interactive map base – by a simple click on the property. Area boundaries could also be superimposed on the interactive plan to quickly retrieve small area population counts, generate mailing lists, and assemble summary resident population and household details – the latter of which could be used to provide considerably enhanced information support for emergency services.

3.3.9 Board Members commented on the opportunity for Swansea to be the first Local Authority to introduce a local population count but acknowledged that the Authority would need to investigate the resources that would be required to develop the business case and deliver a full and robust local population count, and keep it maintained as a living system. The expertise already exists within the Council's Research and Information Team to take this forward and the Board considers the development of such a system a corporate priority, and fully supports their efforts. In time such a system may make the decennial Census, and the huge cost associated with this survey, unnecessary. A failure to invest could result in the repetition of the Council's 2001 Census experience, loss of funding and an inaccurate population base on which to plan and deliver services.

3.4 The ability to develop an accurate local population count is dependent on information sharing both within the Authority and between the Council and external organisations.

3.4.1 As has been described earlier, much of the data needed to construct reliable local population estimates already exists through a wide range of databases within or accessible to the Council. There are opportunities for delivering population counts from existing data sources, as a check / alternative to the Census and Mid Year Estimates and to help ensure that the appropriate level of Government funding is awarded to the City and County of Swansea.

- 3.4.2 The sources of population information that could be used to check and challenge Census figures and Government Mid Year Estimates include the Electoral Register, Births and Deaths (from Registrar), Higher Education Students, the School Pupil database and GP Patient Registers. However the ability to produce accurate and reliable information locally is dependant on a commitment to information sharing both within the Authority and from external organisations.
- 3.4.3 It is particularly the case that closer and joint working across the Authority is necessary for the successful development of the local population count model. The Board wants to see the use of Council databases to ensure all residential properties receive 2011 Census forms and the production of accurate population counts. It was noted that successful challenges to underestimated Census were made by Local Authorities with developed property record and integrated information systems.
- 3.4.4 With regard to internal information the Authority held information across its departments and the careful use of information from Registrars, Electoral Registers, Schools, Council Tax, and Housing Benefit etc. would enable the development of a local population count. The Board acknowledged that some sharing of information already exists. It was acknowledged that there were limitations to some of this data, for example the Electoral Register will not include foreign nationals, those registered elsewhere or below voting age etc. unless consideration is given to utilising the annual electoral register canvass for wider purposes to support the calculation of a local population count. The Board supported the establishment of a 'citizen's register'. The use of existing information and any link with such a register would have to be legally assessed prior to use to ensure, for example, that there was appropriate consent to use that information for such a purpose.
- 3.4.5 Local population counts and the underlying database would be of great value to many external bodies/partners, for example:
- Police – preparation of crime statistics, criminal investigations, person tracking
 - Fire Service – emergency incident planning and management
 - Other Central Government Departments – wide ranging possibilities from statistical use through to fraud investigation
 - ONS – assisting in the identification of properties and households for enumeration of the 2011 Census.
- 3.4.6 The Authority will need to explore the possibility of information sharing with other agencies (overcoming any barriers) and the value of the data towards the achievement of a local population count, for example with the Local Health Board, Higher Education institutions, Police, Government Agencies, Job Centre, and others who hold resident data. Particular problems were acknowledged with enumeration of the often highly mobile student population.

3.5 The engagement of communities is crucial to the achievement of accurate population counts and evidence suggests that knowledge and awareness of the purpose of the Census and population counts is mixed and that negative perceptions exist.

3.5.1 The achievement of accurate population counts is dependant on participation of everybody in the process and it was acknowledged that there were sections of the community, who for various reasons, Census forms may either not reach or be returned by. There is a commonly held view that that the current level of UK population is much higher than officially recorded.

3.5.2 There is a particular need to engage with and ensure that the 2011 Census accurately captures ethnic minority communities and other traditionally hard to reach groups. It is widely accepted that the level of migrant population is not always accurately reflected in official statistics, not least as a result of the difficulties in tracking and enumerating 'new' European Union (EU) citizens.

3.5.3 The Board engaged with community groups representing relevant ethnic and faith communities in this study to raise awareness, gather views and experiences, identify issues or thoughts on any weaknesses of the 2001 Census and invite suggestions as to how a better response might be generated in the 2011 Census, given their local knowledge and reach to communities. The Board also had the opportunity to test the effectiveness of ONS's community liaison to date. The community representatives outlined ways in which they access and use Census data and the importance of accurate data for their own organisations. They then outlined potential ideas for promoting and educating the communities they represent about the importance of the completion of the Census forms and ways in which assistance that some may require can be provided.

3.5.4 The Board heard many good points from the community representatives that gave evidence in respect of Census awareness and participation of minority ethnic communities, for example the need to work within communities through community centres or existing community and support networks, informing communities of the importance of the Census, and the provision of advice. It was suggested that engagement with community leaders and organisations would provide assistance to help engage difficult to reach communities (e.g. Black & Ethnic Minority younger generation, Eastern European), particularly where there were language or literacy issues, and promote completion of Census forms. A word of caution was expressed with regard to problems with translation of forms and lack of use of written ethnic languages amongst some communities. The role of the family leader in completing forms was stressed. It was also suggested that there may be funding available for citizenship activities to promote Census. The Board heard enthusiasm for using BME community representatives as Census enumerators.

- 3.5.5 The evidence suggests that there is limited knowledge of the purpose of the Census and some negative perceptions of what it is all about. The Board heard that some of the reasons why people did not participate in the Census were because of a lack of knowledge about the purpose of the Census, and what the data was used for or its implication on Local Authority funding, and because of a belief that the information being collected would be used for other reasons such as for tax or immigration purposes and a general wariness of Government use of information by some sections of community leading to a reluctance to provide information.
- 3.5.6 It was clear from talking to the community representatives that community liaison to date has not been effective and to improve participation it was necessary to raise awareness of the need for accurate Census form completion and to highlight the benefits that accurate population counts can bring to the community i.e. in terms of the provision of services to the community e.g. health services.
- 3.5.7 There was agreement that this must be tackled through greater publicity, advertising and targeted awareness-raising to explain reasons behind why it is collected and what the information is used for and promote the benefits of the Census. The more people know what the Census is all about the more likely they are to complete the survey. The purpose of Census and the importance of Census returns must be clearer.
- 3.5.8 For a greater impact the publicity and awareness-raising would of course need to target those sections of the community which are considered to be under represented in Census returns. This would include students and coverage within universities (e.g. notice boards) would be beneficial.
- 3.5.9 It is clear that much work is necessary to ensure that hard to reach groups are included in population counts and to encourage completion of the Census form by groups that otherwise may not do so. However, it is unclear who should take the lead in this engagement and awareness-raising, the Council or ONS and importantly who should pay. Given the mutual benefits of the Census and the fact that both have a stake in its success dialogue on this issue is required. The Board would expect ONS to invest heavily in any community liaison but would equally expect the Authority to assist such efforts.
- 3.6 It is encouraging that the Office for National Statistics intends to liaise and engage more closely with Local Authorities for the 2011 Census and there will be clear benefits from closer working.**
- 3.6.1 Planning for the 2011 Census is well underway and the Council needs to engage with ONS to ensure that mistakes of 2001 are not repeated. The Board heard from Mr Ron May, the Local Authority and Community Liaison Manager for the Office for National Statistics. He

talked to the Board about objectives for the 2011 Census, why it matters to Local Authorities and the benefits from closer working between ONS and Local Authorities. He also talked about the assistance which Local Authorities could give and the important role of Chief Executives and the need for buy-in.

3.6.2 The main thrust of Mr. May's presentation was the need for ONS and Local Authorities to work closely and work together to achieve the best and most accurate population count, given the implication it has on Local Authority funding. In particular Local Authorities have invaluable knowledge, experience and contacts including:

- Knowledge of the profile of local areas and factors that make them hard to enumerate, such as:
 - language problems
 - student accommodation
 - communal establishments
- Key groups within communities (i.e. particularly hard-to-count populations)
- Experience of similar operations such as:
 - electoral registration
 - postal elections
- Contacts with local organisations through Local Strategic Partnerships
 - police, student groups, housing associations
 - religious and community groups
 - postal service providers

3.6.3 ONS conducted a Census Test in 2007 (which included Carmarthenshire) that aimed to test the effectiveness of:

- Liaison arrangements with Local Authorities
- Process for the identification of household addresses
- Methods for the delivery of questionnaires – by post and hand
- Draft questionnaire design and content
- Questionnaire return and collection procedures
- Response rates and the need for follow up
- Data capture and processing systems

3.6.4 ONS is currently considering various options in terms of establishing an effective partnership model and the experience of the approach adopted in the 2007 Census Test. The approach adopted in the Census Test involved:

- the appointment of formal Census liaison officers to act as Census agents
- Census Liaison Managers to act as the prime point of contact within a Local Authority and to champion the process.

- Assistant Census Liaison Managers to provide local intelligence to Census HQ and liaise with local field managers
- 3.6.5 The experience from the partnership teams working on the 2007 Census Test has suggested that Local Authorities are in a position to provide ONS with a wealth of valuable profile information for local areas, and as a result there is little doubt that both sides would benefit from a better Census if this liaison programme could be fully adopted in 2011.
- 3.6.6 It is recognised that there are significant operational benefits to be gained from a close working relationship with Local Authorities, and Local Authorities can assist by providing:
- Local knowledge to create area profiles
 - Access to current Local Authority address lists
 - Access to community groups
 - Local media outlets /publicity / communication networks
 - Call centre / website support
 - Language translation / interpreter provisions for diverse communities within the Local Authority
 - Field staff and logistical support (such as the provision of accommodation)
 - Access to Local Strategic Partnerships
 - Access to local political networks (Councillors)
 - Statistical expertise to Quality Assure local results
- 3.6.7 There were a number of key roles for Local Authority Chief Executives, identified by ONS, which would have benefits for the Census:
- Acting as champions for the Census process within their Local Authority and across Local Authorities.
 - Understanding impact of Census, particularly financial implications from a poor quality count
 - Providing buy-in and support, particularly in getting a better understanding of the means of improving and agreeing address lists for enumeration
 - Agreement and QA of the enumeration approach
 - Agreeing the Local Authority's plans for Census engagement and an effective level of monitoring progress e.g.
 - providing the authority and resource for Local Authority Liaison Programme
 - roles for Local Authorities in working with ONS
 - formal links with Census Liaison Managers
 - the provision of LA based data to inform the enumeration process at the local area level
 - encourage staff to serve as Census field staff
 - Facilitating any joint arrangements between Local Authorities
 - Advising on how best to engage with local Councillors

- Strengthening the business case for the investment put into the Census
- Encouraging a culture of data sharing
- Minimising the risk of dispute over accuracy of Census counts and quality of outputs

3.6.8 The Board had held a ‘Corporate Working’ session to discuss and gather information about how the Authority could contribute to local population counts and engage with ONS, in particular with those who perhaps have a significant role to play in this (e.g. finance, elections; registrars, housing). Senior Officers from within the Authority gave evidence regarding the role that the Authority has played to date in terms of achieving an accurate population count, and the scope for further engagement with, and assistance to, ONS, with a focus on the 2011 Census.

3.6.9 The Board were informed of the processes under which the statutory annual canvass of properties for the preparation of electoral registers is carried out, with in excess of a hundred staff employed to deliver forms, redeliver and go door-to-door if necessary to obtain the required information. The Board noted in particular that the Election Team and the experience of staff involved in this canvass had not been utilised during the last Census in 2001 and there was no evidence of any approach by ONS to provide assistance. The Board supports the use of experienced election canvassers as Census staff and others with good local knowledge to get involved in enumeration of the 2011 Census.

3.6.10 The Board noted that there is currently no single national definitive source for address information. ONS used the Ordnance Survey Mastermap (Address Layer 2) for the 2007 Census Test but are now considering the use of the National Land and Property Gazetteer as an address source. An address check on the ground revealed that within a sample of 100,000 listed addresses supplied by ONS for the 5 Census Tests, field surveyors failed to locate over 1,100 properties and identified an additional 9,900 new households.

3.6.11 The Board is concerned that the proposed post out of Census forms, as opposed to hand delivery door to door, will result in a poorer rate of return, as receipt of the Census form will depend on the accuracy of ONS’s property lists – which as seen from the Census Test are not accurate. It would be beneficial if the ONS make use the Local Land & Property Gazetteer as a source for address lists for the Census.

4. Recommendations

The Board commends Cabinet to consider all issues and ideas raised by this review and, in particular, the recommendations set out below.

The Board recognises that the Authority

- (a) will need to ensure that any subsequent actions are legal and meet the requirements of any relevant legislation;
- (b) has a responsibility to make the best use of limited resources and that any additional costs will need to be considered carefully as part of the annual budget setting process.

The Board has kept these principles in mind in the course of its investigations.

The Board recommends that Cabinet:

4.1 consider the costs and benefits of:

- (a) **pursuing the development of the Authority's own independent City and County wide local population and household estimates and property list information (with the support of Corporate Management and Service Units, using all available datasets within and accessible to the Council) through the Local Land & Property Gazetteer building on the pilot work carried out by the Research & Information Manager, in order to:**
 - **assist in the compilation of property lists for Census enumerators and provide a guide to household numbers**
 - **assist ONS in planning for the 2011 Census and avoid any possible undercount of the area's population**
 - **provide the Council with a source against which to check and challenge (if need be) the accuracy of Census and intervening Government Mid Year population estimates**
 - **support Council service planning, the development of Customer Relationship Management systems, resource allocation and decision-making**
- (b) **utilising the annual electoral register canvass for wider purposes to support the calculation of a local population count.**
- (c) **a sustained educational and promotional campaign of publicity, advertising and targeted awareness-raising (e.g. press releases, road shows) is needed in the run up to the 2011 Census to explain the purpose of the Census and help improve participation and ensure the maximum level of returns.**
- (d) **the introduction of Census education in schools through regular events / workshops for longer term benefit.**

- (e) working with ONS to employ the methods for community engagement described in this report particularly the engagement of local leaders and representatives within communities, voluntary groups and outreach workers (with appropriate training) to act as Census champions, using existing community events to generate interest, and the use of the local knowledge of Councillors.**

- 4.2 explore the potential for sharing population and address data with outside agencies through engagement (including Data Protection Act implications) to assist the calculation of local population estimates.**

- 4.3 undertake pro-active engagement with ONS in the preparation and delivery of the 2011 Census, on all aspects from consultations and preparation of property lists through to the recruitment of enumerators and the return of forms, and agrees a liaison strategy with ONS with clear lines of demarcation to overcome enumeration problems associated with the 2001 Census.**

- 4.4 nominate a Census Liaison Officer within the Council to liaise with ONS and co-ordinate related activities, support and information dissemination within the Council.**

- 4.5 develop a formal Council Strategy for involvement in and the delivery of information from the 2011 Census.**

- 4.6 advise ONS:**
 - (a) that the hand delivery and collection of Census forms should be undertaken or the savings generated from post out should be redirected to publicity and follow up.**

 - (b) that it should utilise the expertise and local knowledge of those involved in the electoral register canvass as Census enumerators.**

- 4.7 designate the Council's Contact Centre a first stop for Census advice, and assistance with the completion of forms to help improve the response level.**

Acknowledgements

The Board is very grateful to the following for their participation and contribution to the Review:

Nick Mills - Research & Information Manager, City & County of Swansea
Steve King - Senior Policy and Research Officer, City & County of Swansea
Jamie Smith – Principal Research & Information Officer, City & County of Swansea
Dave Tosh - Head of Information and Customer Services, City & County of Swansea
Ron May - Local Authority and Community Liaison Manager, Office for National Statistics.
Steve Evans – Head of Financial Services, City & County of Swansea
Lee Morgan – Head of Housing, City & County of Swansea
Edith Morgan - Superintendent Registrar, City & County of Swansea
Amanda Bebb - Electoral Services Officer, City & County of Swansea
Mike Jones - Information Officer, Education Department, City & County of Swansea
Tahar Idris – Director, Swansea Bay Race Equality Council
Shereen Williams – Director, CEMVO Wales (Council of Ethnic Minority Voluntary Sector Organisations)
Janet Hurst – Swansea Faith Forum / Interfaith
Elinor Evans, Disability Forum, Swansea Council for Voluntary Services
Euros Owen, Network 50+ and Older Persons Strategy Co-ordinator, City & County of Swansea
Swansea Carers' Centre
Chris James, Legal Services, City & County of Swansea
Brij Madahar, Scrutiny Coordinator
Jenna Sullivan, Scrutiny Research Officer

Further Information

Agenda Papers and Minutes of the Community Leadership Scrutiny Board
(October 2006 – March 2008)

About the Community Leadership Scrutiny Board

The Community Leadership Scrutiny Board is a body of Councillors who are not members of the Cabinet. Their role is to scrutinise the performance of Council services and to make recommendations about how services can be improved. Community Leadership, one of eight Scrutiny Boards, has responsibility for scrutinising:

- Community planning and strategy
- Overall strategic functions and duties of the Council
- Functions of the Chief Executive's department not covered by another Board

Members of the Board 2007/08

Cllr. A (Tony) T Lloyd (**Chair**)
Cllr. Ceinwen Thomas (**Vice Chair**)
Cllr. Mair E Gibbs
Cllr. W (Billy) E A Jones
Cllr. Alan Lloyd
Cllr. Peter N May
Cllr. D Alan Robinson
Cllr. Keith E Marsh
Cllr. Rob Speht
Cllr J Rhodri Thomas

For further information contact:

Brij Madahar
Scrutiny Coordinator
City and County of Swansea
scrutiny@swansea.gov.uk
01792 637257

Website: www.swansea.gov.uk/scrutiny

26th March 2008

This page is intentionally left blank

Originator: Kate Arscott

Tel: 247 4189

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Children's Services)

Date: 15 October 2009

Subject: Work Programme

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Introduction

- 1.1 A copy of the board's draft work programme is attached for members' consideration (appendix 1). The attached chart reflects the discussions at the board's September meeting.
- 1.2 Also attached is a summary of the activities of the Board's various working groups, since the last meeting on 17th September (appendix 2).
- 1.3 The current Forward Plan of Key Decisions (appendix 3) will give members an overview of current activity within the board's portfolio area.

2.0 Recommendation

- 2.1 The board is requested to agree the attached work programme subject to any decisions made at today's meeting.

Background papers

None

This page is intentionally left blank

**Scrutiny Board (Children's Services)
Work Programme 2009/10**

Item	Description	Notes	Type of item
Meeting date – 12 November 2009			
Population Growth	To receive evidence for the second session of the board's inquiry		DP
Residential Care Home Inspections	To receive a briefing following a recent Ofsted judgement of inadequate at a residential care home	This report will be an exempt item	PM
Meeting date – 10 December 2009			
Performance Management	Quarter 2 information for 2009/10 (July-Sept)	All Scrutiny Boards receive performance information on a quarterly basis	PM
Children's Services and the Children and Young People's Plan	To maintain an overview across the Board's portfolio, and to monitor the development of the Children's Services arrangements in Leeds Includes tracking of progress against APA and JAR recommendations	The Board has agreed to monitor progress against one CYPP priority and one 'organisational' issue on a quarterly basis. This report will cover the 'places to go and things to do' priority, and Locality working	PM
Exam results	To receive a report on exam results for 2008/9		PM
Recommendation Tracking	This item tracks progress with previous Scrutiny recommendations on a quarterly basis		MSR

**Scrutiny Board (Children's Services)
Work Programme 2009/10**

Item	Description	Notes	Type of item
Meeting date – 28 January 2010			
21st Century Schools	To receive evidence for the first session of the board's inquiry		DP
School performance and Ofsted Inspections	Annual report on school performance, Ofsted Inspections and schools causing concern	The Scrutiny Board agreed in 2006/07 to consider these reports to Executive Board	PM
Meeting date – 25 February 2010			
21st Century Schools	To receive evidence for the second session of the board's inquiry		DP
Meeting date – 25 March 2010			
Performance Management	Quarter 3 information for 2009/10 (Oct-Dec)	All Scrutiny Boards receive performance information on a quarterly basis	PM
Children's Services and the Children and Young People's Plan	To maintain an overview across the Board's portfolio, and to monitor the development of the Children's Services arrangements in Leeds Includes tracking of progress against APA and JAR recommendations	The Board has agreed to monitor progress against one CYPP priority and one 'organisational' issue on a quarterly basis. This report will cover Sex and relationship education as part of the teenage conception priority, and new types of school – eg federations, academies and trusts	PM
Recommendation Tracking	This item tracks progress with previous Scrutiny recommendations on a quarterly basis		MSR

**Scrutiny Board (Children's Services)
Work Programme 2009/10**

Item	Description	Notes	Type of item
Meeting date – 22 April 2010			
Annual Report	To agree the Board's contribution to the annual scrutiny report		
Scrutiny Board Inquiry Reports	To finalise the Board's inquiry reports		

Key:

RFS – Request for scrutiny

RP – Review of existing policy

DP – Development of new policy

MSR – Monitoring scrutiny recommendations

PM – Performance management

B – Briefings (including potential areas for scrutiny)

**Scrutiny Board (Children's Services)
Work Programme 2009/10**

Working Groups			
Working group	Membership from 2008/09	Current position	Meeting Dates
Safeguarding - Resources	Councillor Hyde Councillor Driver Councillor Gettings Councillor Selby Mr Britten Mr Falkingham Ms Foote Prof Gosden	To consider the adequacy of current children's social work resources to meet core child protection responsibilities	30 July 21 August 10 September 24 September 21 October
Safeguarding – Preventative Duty	Councillor Hyde Councillor Driver Councillor Gettings Councillor Lancaster Councillor Selby Mr Britten Mr Falkingham Ms Kayani Ms Morris-Boam	To consider the universal safeguarding duty and preventative work, particularly at a wedge level	30 July 7 October 16 October 26 October 29 October
14-19 review	Councillor Hyde Councillor Cleasby Councillor Driver Councillor Lancaster Mr Britten Mr Falkingham Professor Gosden	Inquiry carried over from 2008/09 – meeting with employers to be arranged	

**Scrutiny Board (Children's Services)
Work Programme 2009/10**

Working Groups			
School Organisation Consultations	Councillor Hyde Councillor Cleasby Councillor Renshaw Councillor Selby Mr Britten Mr Falkingham Ms Johnson Mrs Knights	Request for scrutiny from Councillors Ewens and Pryke	3 September 2009
Attendance	Councillor Hyde Councillor Gettings Mr Britten Mr Falkingham Professor Gosden	The Board agreed in May 2009 that the working group should review progress before the end of the 2009 calendar year.	Nov/Dec 2009
Youth Service Surveys	Councillor Lancaster Councillor Renshaw Mr Britten Mrs Knights Ms Morris-Boam	The Board agreed in September 2009 to set up a working group to ensure that the plans for the next non-user survey for the youth service engages schools sufficiently	Timetable to be confirmed
Liaison with Leeds Youth Council	Councillor Lancaster Councillor Renshaw Mr Britten Mrs Knights	The Board agreed in September 2009 to re-establish this working group to liaise with the Leeds Youth Council over its involvement with the scrutiny process, and specifically to monitor the recommendation of the Young People's Scrutiny Forum report 'Protecting our Environment'	To meet after Youth Council elections in October

This page is intentionally left blank

Scrutiny Board (Children's Services)

Update on working group activity

This report provides an update on the activities of the Board's various working groups, since the last meeting on 17th September.

Safeguarding – Resources

This working group held two sessions on 24th September.

In the first session, Members met with care management team staff and a core group for child protection plans, to hear at first hand from staff about their roles in the process.

The second session provided detailed information on resources including:

- the current position with regard to social work staff involved in front-line child protection work: eg numbers of social workers, caseload, vacancy rates, sickness rates, recruitment and retention programmes, training and development, supervision, experience levels, turnover.
- the numbers of children at risk: eg the numbers of referrals, numbers of initial and core assessments, performance against target times for assessments, number of children with a child protection plan
- budget provision for this area of work

The final session has been rearranged for 21st October. This is due to cover the following areas:

- the LGA report – Respect and protect: respect, recruitment and retention in children's social work. Safe recruitment practice.
- findings of the audit of child protection plans for 0-4 year olds in Leeds, and the Leeds self-evaluation of issues arising from the 'baby P' case, and relevant action plans from the service transformation programme
- information about the handling of serious case reviews in Leeds, including Ofsted assessment of the reviews, and the implementation of findings from reviews

Safeguarding – Preventative Duty

The second session of this working group will meet on 7th October, and will focus on

- progress towards becoming a Common Assessment Framework (CAF)-led city
- pilot implementation of the CAF and Budget Holding Lead Professional programme

- take-up and outcomes of CAFs across the city to date, including number of CAFs undertaken, number of staff trained to undertake CAFs, spread of lead CAF professionals, examples of good practice and potential barriers to take-up

The remainder of the sessions are timetabled for 16th , 26th and 29th October. These sessions will cover the following areas:

- the role of statutory sector partners in the CAF programme and the preventative duty, taking domestic violence as a theme for considering various partners' contributions.
- meeting with local Safeguarding Children Board Chairs
- the role of the voluntary, community and faith sector in contributing to the CAF programme and the preventative duty.

A date is currently being finalised for a joint session of both Safeguarding working groups to consider the emerging conclusions and recommendations of the inquiry.

Dates are also currently being finalised for the following working group meetings:

14-19 Review – meeting with employers
School Organisation Consultations – second meeting
Attendance – end of calendar year review
Youth Service Surveys – first meeting

LEEDS CITY COUNCIL

FORWARD PLAN OF KEY DECISIONS

Extract relating to Scrutiny Board (Children's Services)

For the period 1 October 2009 to 31 January 2010

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer (To whom representations should be made and email address to send representations to)
Playbuilders Capital Programme - update To accept the update and agree the final recommendations	Executive Board (Portfolio: Children's Services)	14/10/09	Children's Services Leadership Team, Strategic Play Partnership, Ward Members	The report to be issued to the decision maker with the agenda for the meeting	Chief Officer - Early Years and Integrated Youth Service sally.threlfall@leeds.gov.uk
Expansion of Primary Provision for 2010 Permission to consult on the proposals to expand primary provision for 2010	Executive Board (Portfolio: Children's Services)	14/10/09	November 09	The report to be issued to the decision maker with the agenda for the meeting	Chief Executive of Education Leeds lesley.savage@educationleeds.co.uk
Expansion of Primary Provision in the Richmond Hill Area for 2012 Permission to consult on the proposal to expand Richmond Hill Primary School	Executive Board (Portfolio: Children's Services)	14/10/09	November 2009	The report to be issued to the decision maker with the agenda for the meeting	Chief Executive of Education Leeds lesley.savage@educationleeds.co.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer (To whom representations should be made and email address to send representations to)
<p>Home to School Transport/College Policy - Discretionary elements - Faith and Post 16</p> <p>To seek approval for the Home to School Transport/College Policy – Discretionary elements – Faith and Post 16.</p>	<p>Executive Board (Portfolio: Children's Services)</p>	<p>14/10/09</p>	<p>Public Consultation with all stakeholders</p>	<p>The report to be issued to the decision maker with the agenda for the meeting</p>	<p>Chief Executive of Education Leeds allan.hudson@educationleeds.co.uk</p>
<p>The National Challenge and Structural Change to Secondary Provision in Leeds</p> <p>To agree moving to public consultation and to receive a report back on this consultation at its December meeting.</p>	<p>Executive Board (Portfolio: Children's Services)</p>	<p>14/10/09</p>	<p>Structured meetings with young people, elected members, governors, staff and parents/carers supplementing electronic and paper consultations.</p>	<p>The report to be issued to the decision maker with the agenda for the meeting</p>	<p>Chief Executive of Education Leeds pat.toner@educationleeds.gov.uk</p>

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer (To whom representations should be made and email address to send representations to)
Provision of Community Living Project for Children and Young People in Leeds Delegated Decision Required to Commission a Community Living Service for Young People	Chief Officer - Children and Young People Social Care	1/11/09	n/a	Report to be presented to the Delegated Decision Panel	Chief Officer - Children and Young People Social Care mary.cousins@leeds.gov.uk
Young People's substance misuse prevention and treatment service Contract Award	Chief Officer - Children and Young People Social Care	1/11/09	Vulnerable Groups Commissioning Board, Substance Misuse Advisory Board, National Treatment Agency, Youth Offending Service, Tender Panel	Tender Documents	Chief Officer - Children and Young People Social Care louise.atherton@leeds.gov.uk
DCR for Phase 3 Children's Centres - Boston Spa CC To seek authority to spend.	Executive Board (Portfolio: Children's Services)	4/11/09	Education Leeds, Children's Services, Providers and Stakeholders city wide.	The report to be issued to the decision maker with the agenda for the meeting	Chief Officer - Early Years and Integrated Youth Service sally.threalfall.leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer (To whom representations should be made and email address to send representations to)
Expansion of Primary Provision in Gildersome for 2012 Permission to consult on the proposal to expand Gildersome Primary School in 2012 when it is scheduled to move into new facilities delivered through the Primary Capital Programme.	Executive Board (Portfolio: Children's Services)	4/11/09	November – December 2009	The report to be issued to the decision maker with the agenda for the meeting	Chief Executive of Education Leeds george.turnbull@educationleeds.co.uk
Biannual Summary of Ofsted Inspections and Schools Causing Concern, Secondary, Summer 2009 The report provides an update of information.	Executive Board (Portfolio: Children's Services)	9/12/09		The report to be issued to the decision maker with the agenda for the meeting	Chief Executive of Education Leeds brian.tuffin@educationleeds.co.uk
Biannual Summary of Ofsted Inspections and Schools Causing Concern, Primary, Summer 2009 The report provides an update of information	Executive Board (Portfolio: Children's Services)	9/12/09		The report to be issued to the decision maker with the agenda for the meeting	Chief Executive of Education Leeds christene.halsall@educationleeds.co.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer (To whom representations should be made and email address to send representations to)
School Places Strategy To agree a School Place Strategy for Leeds 2010-13	Executive Board (Portfolio: Children's Services)	6/1/10	September – November 2009	The report to be issued to the decision maker with the agenda for the meeting	Chief Executive of Education Leeds george.turnbull@educationleeds.co.uk

NOTES

Key decisions are those executive decisions:

- which result in the authority incurring expenditure or making savings over £250,000 per annum, or
- are likely to have a significant effect on communities living or working in an area comprising two or more wards

Executive Board Portfolios

Executive Member

Central and Corporate

Councillor Richard Brett

Development and Regeneration

Councillor Andrew Carter

Environmental Services

Councillor James Monaghan

Neighbourhoods and Housing

Councillor John Leslie Carter

Leisure

Councillor John Procter

Children's Services

Councillor Stewart Golton

Learning

Councillor Richard Harker

Adult Health and Social Care

Councillor Peter Harrand

Leader of the Labour Group

Councillor Keith Wakefield

Leader of the Morley Borough
Independent Group

Councillor Robert Finnigan

Advisory Member

Councillor Richard Lewis

In cases where Key Decisions to be taken by the Executive Board are not included in the Plan, 5 days notice of the intention to take such decisions will be given by way of the agenda for the Executive Board meeting.