



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 14th October, 2009 at 1.00 pm

Councillors

R Brett (Chair)
A Carter
J L Carter
S Golton
R Harker
P Harrand
J Procter
J Monaghan

MEMBERSHIP

K Wakefield
R Lewis *

R Finnigan

*non voting advisory member

CONFIDENTIAL AND EXEMPT ITEMS

The reason for confidentiality or exemption is stated on the agenda and on each of the reports in terms of Access to Information Procedure Rules 9.2 or 10.4(1) to (7). The number or numbers stated in the agenda and reports correspond to the reasons for exemption / confidentiality below:

9.0 Confidential information – requirement to exclude public access

9.1 The public must be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that confidential information would be disclosed. Likewise, public access to reports, background papers, and minutes will also be excluded.

9.2 Confidential information means

- (a) information given to the Council by a Government Department on terms which forbid its public disclosure or
- (b) information the disclosure of which to the public is prohibited by or under another Act or by Court Order. Generally personal information which identifies an individual, must not be disclosed under the data protection and human rights rules.

10.0 Exempt information – discretion to exclude public access

10.1 The public may be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that exempt information would be disclosed provided:

- (a) the meeting resolves so to exclude the public, and that resolution identifies the proceedings or part of the proceedings to which it applies, and
- (b) that resolution states by reference to the descriptions in Schedule 12A to the Local Government Act 1972 (paragraph 10.4 below) the description of the exempt information giving rise to the exclusion of the public.
- (c) that resolution states, by reference to reasons given in a relevant report or otherwise, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

10.2 In these circumstances, public access to reports, background papers and minutes will also be excluded.

10.3 Where the meeting will determine any person's civil rights or obligations, or adversely affect their possessions, Article 6 of the Human Rights Act 1998 establishes a presumption that the meeting will be held in public unless a private hearing is necessary for one of the reasons specified in Article 6.

10.4 Exempt information means information falling within the following categories (subject to any condition):

- 1 Information relating to any individual
- 2 Information which is likely to reveal the identity of an individual.
- 3 Information relating to the financial or business affairs of any particular person (including the authority holding that information).
- 4 Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or officer-holders under the authority.
- 5 Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
- 6 Information which reveals that the authority proposes –
 - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
 - (b) to make an order or direction under any enactment
- 7 Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime

A G E N D A

Item No K=Key Decision	Ward	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 Procedure 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 those parts of the agenda designated as 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.</p>	

Item No K=Key Decision	Ward	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 circumstances 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>MINUTES</p> <p>To confirm as a correct record the minutes of the meeting held on 26th August 2009 and 17th September 2009.</p> <p><u>CENTRAL AND CORPORATE</u></p>	1 - 14
6	Adel and Wharfedale; Beeston and Holbeck; Chapel Allerton; Gipton and Harehills; Kirkstall; Roundhay;		<p>JOINT SERVICE CENTRES - FORMAL APPROVAL TO THE NEXT STAGES OF THE JOINT SERVICE CENTRE PROJECT, CAPITAL AND REVENUE BUDGET IMPLICATIONS</p> <p>To consider the report of the Deputy Chief Executive providing an update on progress and providing budget implications associated with the delivery of the Chapeltown and Harehills Joint Service Centres.</p>	15 - 24
7			<p>2010: A YEAR OF VOLUNTEERING</p> <p>To consider the report of the Assistant Chief Executive (Planning, Policy and Improvement) on the background to the '2010: A Year of Volunteering' initiative in Leeds and outlining progress in relation to developing a programme of activities and arrangements in this respect.</p>	25 - 32

Item No K=Key Decision	Ward	Item Not Open		Page No
8 K	Hyde Park and Woodhouse;	10.4(3) (Appendix 4 only)	<p><u>DEVELOPMENT AND REGENERATION</u></p> <p>THE FORMER ROYAL PARK PRIMARY SCHOOL</p> <p>To consider the report of the Director of City Development on the current position with regard to the former Royal Park Primary School and on the preferred options for the future.</p> <p>Appendix 4 to the report is designated as exempt under Access to Information Procedure Rule 10.4(3).</p>	33 - 52
9 K			<p>LEEDS CORE CYCLE NETWORK PROJECT</p> <p>To consider the report of the Director of City Development providing an overview of proposals being developed to implement a strategic approach to the longer term development of cycle facilities and routes within Leeds.</p>	53 - 68
10	All Wards;		<p>SUBMISSION OF THE MAJOR SCHEME BUSINESS CASE (MSBC) FOR THE NEW GENERATION TRANSPORT SCHEME</p> <p>To consider the report of the Director of City Development outlining the progress made to date on the development of the New Generation Transport (NGT) proposals and detailing the key information for inclusion within the project's Major Scheme Business Case (MSBC) which proposed for submission to the Department of Transport in the latter half of October.</p> <p><u>NEIGHBOURHOODS AND HOUSING</u></p>	69 - 76

Item No K=Key Decision	Ward	Item Not Open		Page No
11			<p>REFORM OF COUNCIL HOUSING FINANCE - LEEDS CITY COUNCIL'S RESPONSE TO THE CLG CONSULTATION PAPER</p> <p>To consider the report of the Director of Environment and Neighbourhoods regarding the Council's response to the Department for Communities and Local Government's consultation paper.</p>	77 - 88
12 K	Gipton and Harehills;		<p>BANGLADESHI COMMUNITY CENTRE: COMMUNITY ASSET TRANSFER</p> <p>To consider the report of the Director of Environment and Neighbourhoods on the outcome of discussions which have taken place with the Bangladeshi Management Committee over a number of months in relation to the possible transfer to the Committee of the Bangladeshi Community Centre on a 50 year Full Repair and Insurance lease at less than best consideration.</p> <p><u>CHILDREN'S SERVICES</u></p>	89 - 92
13 K	Beeston and Holbeck; Cross Gates and Whinmoor; Horsforth; Killingbeck and Seacroft; Kirkstall; Weetwood;		<p>PLAYBUILDER INITIATIVE UPDATE</p> <p>To consider the report of the Director of Children's Services on the proposed locations of the six remaining playbuilder sites as recommended by the Strategic Play Partnership and on proposals to progress to development of those six sites.</p>	93 - 96
14 K			<p>PROPOSAL FOR STATUTORY EXPANSION OF PRIMARY PROVISION FOR SEPTEMBER 2010</p> <p>To consider the report of the Chief Executive of Education Leeds on the proposed statutory consultation process for the expansion of primary provision.</p>	97 - 102

Item No K=Key Decision	Ward	Item Not Open		Page No
15 K	Burmantofts and Richmond Hill;		<p>PROPOSAL FOR EXPANSION OF PRIMARY PROVISION IN THE RICHMOND HILL AREA</p> <p>To consider the report of the Chief Executive of Education Leeds regarding proposals to undertake consultation with respect to permanently expanding Richmond Hill Primary School by one form of entry from September 2012.</p>	103 - 108
16			<p>THE DEVELOPMENT OF SPECIALIST PROVISION AND SUPPORT FOR SPECIAL EDUCATIONAL NEEDS IN LEARNING ENVIRONMENTS - A DISCUSSION DOCUMENT</p> <p>To consider the report of the Chief Executive of Education Leeds providing an overview of the recent activity undertaken as part of the Leeds Inclusive Learning Strategy and introducing a new discussion document and accompanying appendices aimed at progressing the strategy.</p>	109 - 158
17			<p>THE NATIONAL CHALLENGE AND STRUCTURAL CHANGE TO SECONDARY PROVISION IN LEEDS</p> <p>To consider the report of the Chief Executive of Education Leeds presenting options and recommendations for delivering the next phase in structuring secondary provision in Leeds, and in particular, the response to the Government's National Challenge initiative.</p>	159 - 172
18			<p>REPORT ON THE SEPTEMBER 2009 ADMISSION ROUND FOR COMMUNITY AND CONTROLLED SCHOOLS</p> <p>To consider the report of the Chief Executive of Education Leeds providing a range of statistical information on the 2009 admission round for community and controlled schools.</p>	173 - 186

Item No K=Key Decision	Ward	Item Not Open		Page No
19 K	Adel and Wharfedale; Horsforth; Weetwood;	10.4(3) (Appendix 1 only)	<p data-bbox="676 255 1235 291"><u>ADULT HEALTH AND SOCIAL CARE</u></p> <p data-bbox="676 398 1378 501">HOLT PARK WELLBEING CENTRE - OUTLINE BUSINESS CASE AND AFFORDABILITY POSITION</p> <p data-bbox="676 546 1394 725">To consider the joint report of the Director of Adult Social Services and the Director of City Development on the proposed submission of the Outline Business Case for Holt Park Wellbeing Centre to the Department of Health for approval.</p> <p data-bbox="676 770 1378 873">Appendix 1 to the report is designated as exempt under Access to Information Procedure Rule 10.4(3).</p>	187 - 200

EXECUTIVE BOARD

WEDNESDAY, 26TH AUGUST, 2009

PRESENT: Councillor R Brett in the Chair

Councillors A Carter, J L Carter, R Finnigan,
S Golton, R Harker, P Harrand, J Monaghan,
J Procter and K Wakefield

Councillor R Lewis – Non-Voting Advisory Member

61 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That the public be excluded from the meeting during consideration of the following parts of the agenda designated exempt 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 public were present there would be disclosure to them of exempt information so designated as follows:-

- a) Appendices 1 and 2 to the report referred to in minute 73 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information as disclosure could prejudice the commercial interests of the Council and other outside bodies.
- b) Appendices 1, 2 and 4 to the report referred to in minute 69 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information by reason of the fact that:-
 - i) Appendices 1 and 2 – The success of the scheme could potentially be prejudiced by speculative investors acquiring properties in advance of the Council's action.
 - ii) Appendix 4 – The costs attributed to the purchase of private properties are purely estimates at this stage and their disclosure could prejudice the Council's ability to reach an agreement on the purchase price with the owners.
- c) Appendices 1, 2 and 4 to the report referred to in minute 70 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information by reason of the fact that:-

- i) Appendices 1 and 2 – The success of the scheme could potentially be prejudiced by speculative investors acquiring properties in advance of the Council’s action. Each of these appendices identifies the location of the affected properties.
 - ii) Appendix 4 – The costs attributed to the purchase of private properties are purely estimates at this stage and their disclosure could prejudice the Council’s ability to reach an agreement on the purchase price with the owners.
- d) Appendices 1 and 2 to the report referred to in minute 84 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information as publication would be detrimental to the finances of the authority and thereby the provision of its services to the public.

62 Declaration of Interests

Councillor Finnigan declared a personal interest as a Director of Aire Valley Homes in relation to minutes 67, 68, 69 and 70 of this meeting, as appropriate.

63 Withdrawal of Item - Playbuilder Initiative Update

The Chair, with the consent of the Board, withdrew the above report from the agenda.

64 Minutes

RESOLVED – That the minutes of the meeting held on 22nd July 2009 be approved.

DEVELOPMENT AND REGENERATION

65 Adoption of the Supplementary Planning Document of the Street Design Guide and Response to the Deputation of the National Federation of the Blind

The Director of City Development submitted a report on the outcome of consultation on the Street Design Guide including further discussions following the attendance of the deputation to Council on 10th September 2008 on behalf of the National Federation of the Blind. The report presented the amended Street Design Guide and recommended its adoption as a Supplementary Planning Document.

RESOLVED – That the Street Design Guide, as now drafted and presented to the Board, be approved as a Supplementary Planning Document, subject to an amendment to paragraph 3.2.2.18 of the guide by deletion of the reference to 25 dwellings and replacement with reference to 10 dwellings and any subsequent associated references.

LEISURE

66 Deputation to Council - North Hyde Park Residents' Association, South Headingley Community Association, and Friends of Woodhouse Moor regarding the Council's proposal to Establish Barbeque Areas on Woodhouse Moor

The Director of City Development submitted a report in response to the deputation to Council from North Hyde Park Residents' Association, South Headingley Community Association and the Friends of Woodhouse Moor organisation on 15th July 2009. The report outlined the result of a recent consultation exercise with local residents and stakeholders and presented a proposed solution for the consideration of the Board.

The report appraised 3 options, as follows:-

- Option 1: Provision of a permanent designated barbecue area as outlined in the consultation process
- Option 2: Enforce byelaws preventing barbecue use as outlined in the consultation process
- Option 3: To trial a designated barbecue area

RESOLVED -

- a) That the analysis and summary consultation activity contained in the report be noted.
- b) That approval be given to the implementation of Option 3: to trial a designated barbecue area, from 1 April 2010 until the end of the barbecue season.

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he voted against this decision.)

NEIGHBOURHOODS AND HOUSING

67 Response to the Environment and Neighbourhoods Scrutiny Board Inquiry into Older People's Housing

The Director of Environment and Neighbourhoods submitted a report in response to the recommendations from the Scrutiny Board (Environment and Neighbourhoods) inquiry into older people's housing.

The Chair of the Scrutiny Board attended the meeting, presented the inquiry findings and requested that officers offer a more robust response to recommendation 9.

RESOLVED – That the proposed responses to the Scrutiny Board (Environment and Neighbourhoods) recommendations, as contained in the submitted report, be approved and that the request of the Scrutiny Chair be acceded to.

68 Response to the Environment and Neighbourhoods Scrutiny Board Inquiry into the Private Rented Sector

The Director of Environment and Neighbourhoods submitted a report in response to the recommendations from the Scrutiny Board (Environment and Neighbourhoods) inquiry into the private rented sector.

The Chair of the Scrutiny Board attended the meeting and presented the inquiry findings.

RESOLVED – That the proposed responses to the Scrutiny Board (Environment and Neighbourhoods) recommendations, as contained in the submitted report, be approved.

69 Regeneration of Holbeck - Phase 4

The Director of Environment and Neighbourhoods submitted a report outlining the options for regeneration of the Holbeck area and seeking approval of the acquisition and clearance of 20 properties within Holbeck by utilising £1,300,000 of Single Regional Housing Single Regional Housing Pot funding during 2009/11.

The options presented were:-

- a) Do the minimum to meet legal conformity.
- b) Undertake group repair and internal remodelling.
- c) Acquisition, clearance and redevelopment of the site for housing.

Following consideration of Appendices 1, 2 and 4 to the report, designated as exempt under the terms of Access to Information Procedure Rule 10.4(3), which were considered in private at the conclusion of the meeting, it was

RESOLVED –

- a) that Scheme expenditure to the to the amount of £1.300,000 be authorised.
- b) That officers proceed in accordance with option C
- c) That the Director of Environment and Neighbourhoods and the Director of City Development authorise and promote any necessary Compulsory Purchase Orders should such become necessary

70 Regeneration of Cross Green - Phase 3

The Director of Environment and Neighbourhoods submitted a report outlining the options for regeneration of the Cross Green area and seeking approval of the acquisition and clearance of 14 street lined semi detached properties built in the early 1900s by utilising £1,100,000 of Single Regional Housing Pot funding during 2009/11.

The options presented were:-

- a) Do the minimum to meet legal conformity.
- b) Undertake group repair.
- c) Acquisition, clearance and redevelopment of the site for housing.

Following consideration of Appendices 1, 2 and 4 to the report, are designated as exempt under the terms of Access to Information Procedure Rule 10.4(3), which were considered in private at the conclusion of the meeting, it was

RESOLVED -

- a) That Scheme expenditure to the amount of £1,100,000 be authorised.
- b) That officers proceed in accordance with option C.
- c) That the Director of Environment and Neighbourhoods and the Director of City Development authorise and promote any necessary Compulsory Purchase Orders should such become necessary

DEVELOPMENT AND REGENERATION

71 Leeds (River Aire) Flood Alleviation Scheme

Further to minute 191 of the meeting held on 13th February 2009, the Director of City Development submitted a report providing an update on the progress made in relation to the Leeds Flood Alleviation Scheme, outlining the feedback from the public consultation exercise, and presenting for approval the latest version of the Design Vision and Guide, along with a recommended approach to be adopted by the Environment Agency in designing a scheme for the River Aire.

The report outlined the following 5 options identified by the Environment Agency, upon which the Council were invited to express a preference:-

- a) 1 in 200 years plus precautionary climate change: Raised flood defences. Total scheme cost £145m. £0m external funding required.
- b) 1 in 200 years plus precautionary climate change: Upstream Storage. Total scheme cost £180m. £30-35m external funding required.
- c) 1 in 200 years Managed Adaptive approach dealing with climate change in the future. Total scheme cost £145m. Raised defences - £5-10m external funding required.
- d) 1 in 200 years Managed Adaptive approach dealing with climate change in the future. Total scheme cost £150m. Upstream Storage - £15-20m external funding required.

- e) 1 in 200 years Managed Adaptive approach dealing with climate change in the future. Total scheme cost £200m. Bypass Channel - £65m – 70m external funding required.

RESOLVED –

- a) That the progress on the Leeds (River Aire) Flood Alleviation Scheme and the comments received during the public consultations be noted.
- b) That the latest version of the Design Vision and Guide document be approved.
- c) That the Environment Agency be informed that a Managed Adaptive approach to protecting Leeds from major flooding should be adopted by the Agency.

72 The Agenda for Improving Economic Performance

The Director of City Development submitted a report presenting the draft 'Agenda for Improved Economic Performance' proposed for formal consultation.

RESOLVED – That the document, as submitted, be approved for a formal consultation process.

73 Leeds United - Thorp Arch Academy

The Director of City Development submitted a report on the history and current position of the Leeds United Thorp Arch Academy and on options for the Council to support Leeds United Football Club in the continuation of the facility.

The report presented the options of declining the Club's request for assistance, of giving the Club a loan to acquire the facility or of the Club novating to the Council its option to purchase and the Council acquiring the facility and leasing it back to the Club.

Following consideration of appendices 1 and 2 to the report, designated as exempt under Access to Information Procedure Rule 10.4(3), which were considered in private at the conclusion of the meeting it was

RESOLVED –

- a) That the request from Leeds United 2007 for support in exercising its option to acquire the Thorp Arch training facility be noted.
- b) That the option of offering a loan to the Club be discounted.
- c) That the Director of City Development be authorised, in consultation with the Director of Resources, the Assistant Chief Executive

(Corporate Governance) and the Executive Member Development and Regeneration, to enter into discussions with the Club on the lines now discussed in order to explore whether the option of the Club novating to the Council its option to purchase with subsequent acquisition by the Council and lease back to the club can be progressed. Such preliminary discussions to include the need for appropriate guarantees in respect of the income from the lease to the Club, adequate provision for community and educational use, securing levels of Council control appropriate to the City's hosting of international sporting events, necessary maintenance arrangements and such other matters as may be necessary to protect the Council's interests as owner of the facility.

- d) That a meeting of this Board be convened sufficiently in advance of the 10th October 2009 deadline, in the event that the discussions referred to in (c) give rise to a recommendation to progress the option to a conclusion.

ENVIRONMENTAL SERVICES

74 Response to the Young People's Scrutiny Forum Inquiry entitled, 'Protecting Our Environment'

The Director of City Development, the Director of Environment and Neighbourhoods and the Chief Executive of Education Leeds submitted a joint report in response to the recommendations of the Young People's Scrutiny Forum inquiry into the protection of the environment.

The Chair of the Scrutiny Board (Children's Services) attended the meeting and presented the inquiry findings.

RESOLVED – That the proposed responses to the Young People's Scrutiny Forum's recommendations, as contained in the submitted report be approved.

75 Response to the Environment and Neighbourhoods Scrutiny Board Inquiry into Street Cleaning

The Director of Environment and Neighbourhoods submitted a report in response to the recommendations from the Scrutiny Board (Environment and Neighbourhoods) inquiry into street cleaning.

The Chair of the Scrutiny Board attended the meeting and presented the inquiry findings.

RESOLVED – That the proposed responses to the Scrutiny Board (Environment and Neighbourhoods) recommendations, as contained in the submitted report, be approved.

CHILDREN'S SERVICES

76 Proposal to close the LEA maintained nursery and change the lower age limit of Christ the King Catholic Primary School, Bramley

The Chief Executive of Education Leeds submitted a report presenting the outcome of the statutory notice period to close the maintained nursery with effect from 31st August 2009 and to change the lower age limit of Bramley Christ the King Catholic Primary School from 3-11 years to 5-11 years of age.

RESOLVED – That the lower age of Christ the King Catholic Primary School be changed from 3-11 years to 5-11 years of age and that the LEA maintained nursery be closed.

77 Design and Cost Report - Seacroft Children's Centre Accommodation and Extension

The Acting Chief Officer for Early Years and Integrated Youth Support Service submitted a report on the costs and fees related to the proposed refurbishment and extension of the existing Seacroft Children's Centre.

RESOLVED – That authority be given to incur expenditure on construction £819,350 and fees £180,650 on the refurbishment and extension of the existing Seacroft Children's Centre to enable the relocation of children, staff and services from East Leeds Children's Centre and the amalgamation of the two children's centres.

78 Response to the Children's Services Scrutiny Board Inquiry into 'Entering the Education System'

The Director of Children's Services submitted a report in response to the recommendations of the Scrutiny Board (Children's Services) inquiry entitled, 'Education Standards - Entering the Education System'.

The Chair of the Scrutiny Board attended the meeting and presented the findings of the inquiry.

RESOLVED – That the proposed responses to the Scrutiny Board (Children's Services) recommendations, as contained in the submitted report, be approved.

LEISURE

79 Vision for Council Leisure Centres

Further to minute 74 of the meeting held on 2nd September 2008, the Director of City Development submitted a report proposing a Vision for Leisure Centres following extensive public consultation and a review of Sport England's Facility Planning Model.

RESOLVED – That approval be given to the following proposals:-

Proposal 1 – The Eight Refurbishment Sites

- i) Modernisation and improvement to the quality of the facilities provided at the following sites, and detailed in table 3 to the report: Kirkstall, Rothwell, Aireborough, Otley Chippendale Pool, Bramley, Pudsey, Scott Hall* (*scheme currently being delivered) and Wetherby with a commitment to deliver and resource this work up to 2020.
- ii) The Director of City Development to submit bids in respect of the Free Swimming Capital Modernisation Programme 2010/11 by 4th September 2009.
- iii) The indicative phasing of works, as detailed in table 3 to the report, was noted.

Proposal 2 – Inner East

- iv) Re-provision of Fearnville and East Leeds Leisure Centres in the form of one new, purpose built, well being centre, with a commitment to deliver and resource by 2013/15.
- v) To seek expressions of interest to transfer East Leeds and Fearnville Leisure Centres to a Community Organisation.
- vi) East Leeds Leisure Centre and Fearnville Leisure Centre to remain under Council management until such time that:-
 - a) a new well being centre is confirmed; or
 - b) a suitable community organisation has been identified to whom to transfer the asset(s).
- vii) To seek to transfer the management of Richmond Hill Sports Hall to a Community Organization.

Proposal 3 – Outer East

- viii) To re-provide Kippax and Garforth Leisure Centres in the form of one new or refurbished swimming pool, fitness suite and other appropriate dry side sports facilities to serve the communities of Garforth and Kippax, with a commitment to deliver and resource by 2017.

Proposal 4 South Leeds & Middleton

- ix) To seek expressions of interest to transfer South Leeds Sports Centre to a Community Organisation
- x) To close South Leeds Sports Centre (if no suitable community group is identified) when the new Morley Leisure Centre opens in 2010, and concentrate leisure provision at the John Charles Centre for Sport and Morley

- xi) To provide a new well being facility for Middleton, at or in close proximity to the current St George's Centre, with a commitment to deliver and resource by 2013/15.
- xii) To seek expressions of interest to transfer the existing Middleton Leisure Centre to a Community Organisation
- xiii) Middleton Leisure Centre to remain under Council management until such time that a) a new well being centre is confirmed (at St George's Centre) or b) a suitable community organisation has been identified to whom to transfer the existing Middleton Leisure Centre (asset).

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he voted for Proposal 1, abstained from voting on Proposals 2 and 4 and voted against Proposal 3.)

ADULT HEALTH AND SOCIAL CARE

- 80 Leeds - A City for All Ages: Developing a Strategic Approach to Ageing**
The Director of Adult Social Services submitted a report outlining proposals for the development of a strategic response to the development of demographic change and the ageing society under the banner of "Leeds – a City for all ages".

RESOLVED –

- a) That consultation be commenced to develop a strategic framework for the city to address demographic change and an ageing society.
- b) That the outline of the strategic framework, as described in section 6 of the submitted report, be supported.
- c) That 'Leeds – a city for all ages' be used as a headline to encourage and engage all age groups, but in particular people over 50, in setting the strategic framework to address the ageing society.

- 81 Response to the Adult Social Care Scrutiny Board Inquiry into Major Adaptations for Disabled People**

The Director of Adult Social Services and the Director of Environment and Neighbourhoods submitted a joint report in response to the recommendations from the Scrutiny Board (Adult Social Care) inquiry into major adaptations for disabled people.

The Chair of the Scrutiny Board attended the meeting, presented the inquiry findings and reiterated the request at minute 67 that officers offer a more robust response to this same recommendation 9.

RESOLVED –

- a) That the proposed responses to the Scrutiny Board (Adult Social Care) recommendations, as contained in the submitted report, be approved and that the request of the Scrutiny Board Chair be noted.
- b) That this Board requests that future Scrutiny Board inquiry reports should, as a matter of course, make reference to any cost implications arising from the recommendations.

CENTRAL AND CORPORATE

82 Design and Cost Report: Demolition of East Leeds Family Learning Centre

The Chief Officer (Corporate Property Management) submitted a report on proposals for the demolition of the East Leeds Family Learning Centre.

RESOLVED –

- a) That approval be given to the proposed demolition of the remaining ELFLC buildings.
- b) That approval be given for the use of the revenue savings following the vacation of the ELFLC site to provide £880,000 of unsupported borrowing to part fund the demolition costs.
- c) That the transfer of £118,505 from the Demolitions and Dilapidations Fund (scheme 15620) to fund the balance of the demolition costs be approved.
- d) That Authority to Spend of £998,505 in respect of the demolition of the ELFLC premises be given.

83 Financial Health Monitoring 2009/10 - First Quarter Report

The Director of Resources submitted a report on the Council's financial health position for 2009/10 after the first three months of the financial year.

RESOLVED –

- a) That the projected financial position of the authority after three months of the new financial year be noted and that directorates be requested to continue to develop and implement action plans.
- b) That the following budget adjustments be approved:-
 - i) A revenue contribution to capital (RCCOs) to fund decency works on the Woodbridge estate (£500,000) and a projected shortfall in funding for the HICT orchard project (£200,000) within the Housing Revenue Account.

- ii) A virement in the sum of £800,000 within City Development directorate from the Highways Direct Labour Organisation account, as detailed in the City Development report attached to the submitted report.
- iii) The reallocation of the Strategy and Policy budget within City Development as detailed in the City Development report attached to the submitted report.

(Under the provisions of Council Procedure Rule 16.5, Councillor Wakefield required it to be recorded that he abstained from voting on this matter.)

84 Local Taxation Collection Policy, Business Rate Hardship Relief and Discretionary Rate Relief Guidance

The Director of Resources submitted a report on proposals regarding the categories and criteria used to write off outstanding Council Tax and Business Rates debts, the current guidelines used in respect of hardship relief and the current guidelines used in respect of discretionary rate relief.

Following consideration of Appendices 1 and 2 to the report, designated as exempt under the terms of Access to Information Procedure Rule 10.4(3) which were considered in private at the conclusion of the meeting, it was

RESOLVED –

- a) That approval be given to the revised criteria to be used to write off debts for both Council Tax and Business Rates as outlined in the revised local taxation collection policies in exempt Appendices 1 and 2 to the report.
- b) That the revised guidance for Discretionary Rate relief be approved.
- c) That the current hardship relief guidelines be retained.

DATE OF PUBLICATION: 28th August 2009
LAST DATE FOR CALL IN: 7th September 2009

(Scrutiny Support will notify Directors of any items called in by 12:00 noon on 8th September 2009.)

EXECUTIVE BOARD

THURSDAY, 17TH SEPTEMBER, 2009

PRESENT: Councillor R Brett in the Chair

Councillors A Carter, J L Carter,
R Finnigan, S Golton, R Harker, P Harrand,
J Procter, K Wakefield and J Monaghan

Councillor R Lewis – Non-voting advisory member

85 Exclusion of the Public

RESOLVED – That the public be excluded from the meeting during the consideration of appendices 2 and 3 to the report referred to in Minute No. 87, under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, as disclosure could prejudice the commercial interests of the Council and other outside bodies.

86 Late Items

There were no late items submitted for consideration, however, a revised version of exempt appendix 2 and exempt appendix 3 to agenda item 5 were circulated prior to the meeting (Minute No. 87 refers).

DEVELOPMENT AND REGENERATION

87 Leeds United Thorp Arch Academy

Further to Minute No. 73, 26th August 2009, the Director of Resources, the Director of City Development and the Assistant Chief Executive (Corporate Governance) submitted a joint report regarding an approach received from Leeds United Football Club with respect to possible Council involvement in the purchase of the Thorp Arch training facility.

A revised version of exempt appendix 2 and appendix 3 to the report were circulated prior to the meeting for Members' consideration.

Following consideration of appendices 2 and 3 to the report, designated as exempt under Access to Information Procedure Rule 10.4(3) which were considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the Director of Resources, the Director of City Development and the Assistant Chief Executive (Corporate Governance) be authorised to continue negotiations with the Club with a view to agreeing terms that incorporate the conditions now specified by the Executive Board; and
- (b) That, subject to such terms as finally negotiated being agreed by the Chair, the Executive Member for Development and Regeneration, the Leader of the Morley Borough Independent Group and the Leader of the Labour Group, the officers named above be given delegated

Draft minutes to be approved at the meeting
to be held on Wednesday, 14th October, 2009

authority to enter into any documentation necessary to conclude the relevant transactions.

DATE OF PUBLICATION: 21st September 2009
LAST DATE FOR CALL IN: 28th September 2009

(Scrutiny Support will notify Directors of any items called in by 12.00 noon on 29th September 2009)

Draft minutes to be approved at the meeting
to be held on Wednesday, 14th October, 2009



Originator:
Steve Moore/Ian Muscroft
Tel: 26 60028

Report of the Deputy Chief Executive

Executive Board

Date: 14th October 2009

Subject: Joint Service Centres – formal approval to the next stages of the Joint Service Centre project, capital and revenue budget implications

<p>Electoral Wards Affected: Gipton & Harehills, Burmantofts & Richmond Hill, Chapel Allerton, Roundhay, Kirkstall.</p> <p><input type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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Eligible for Call In

Not Eligible for Call In (Details contained in the report)

EXECUTIVE SUMMARY

1. This paper describes the progress and budget implications associated with the delivery of the Joint Service Centres at Chapeltown and Harehills.
2. The Joint Service Centres are being procured via the Leeds Local Improvement Finance Trust (LIFT) in which Leeds City Council is a strategic partner with the NHS Leeds, formerly Leeds PCT. Financial close was achieved on 12th June 2009 and Community Ventures Limited (formerly Leeds LIFT Limited) has commenced work on the new schemes.
3. Members will note that at financial close the Joint Service Centre Buildings required a total revenue contribution of £314k in the first full year of operations, which is below the maximum revenue contribution of £396k, previously approved by Executive Board.
4. The revenue costs of the post contract works including new furniture, ICT, Stamp Duty and temporary library bus add a further £67k to give a total (yr1) revenue contribution of £381k, again within the budget set by Executive Board.
5. A capital receipt of £600k has been received for the land at Chapeltown and Harehills from Community Ventures Ltd.

6. The Town and Village Green application for the Chapeltown scheme has been withdrawn.
7. Members of the Executive Board are recommended to:
 1. Acknowledge the successful financial close on 12th June 2009 (and that it was within the maximum affordability deficit of £396,000 approved at Executive Board of 4th March 2009).
 2. Approve the final affordability position at financial close, as set out in Table A.
 3. Approve that the £600K capital receipt, received from Community Ventures Ltd for the sale of the two Joint Service Centre sites at Chapeltown and Harehills, is ring fenced to the JSC project and used for Stamp Duty Land Tax, temporary library bus and other ICT costs, as set out in Table B.
 4. Approve the revenue expenditure for the provision of ICT and furniture and fittings to the new Joint Service Centres, as set out in Table B.

1.0 Purpose of this report

- 1.1 Further to the reports approved at Executive Board on 11th March 2008 and 4th March 2009 the purpose of this report is to update Members on the progress of the Chapeltown and Harehills Joint Service Centres and seek appropriate approvals
- 1.2 Members are requested to approve financial implications for the Council of entering into the Joint Service Centre Project for the Chapeltown and Harehills centres.

2.0 Background information

- 2.1 The Council submitted an Expression of Interest (EOI) to the ODPM (now CLG) in January 2002 for six One Stop Centres. This bid was given initial approval by the ODPM and an initial allocation of £15m of PFI credits in August 2002. This led to the production of an OBC in March 2003 with a revised credit allocation of £15.7m for the three centres, of which £11.7m PFI Credits was allocated to Chapeltown and Harehills Centres and the remaining £4m PFI credits allocated to the Kirkstall Centre.
- 2.2 In September 2004 the Executive Board approved the re-scoping of the project to three JSCs at Harehills, Chapeltown and Kirkstall. Since that time the Council's and NHS Leeds requirements for the Chapeltown and Harehills Joint Service Centres (JSC) were developed and agreed. In respect of the proposed Kirkstall JSC further option appraisals are currently being undertaken by NHS Leeds.
- 2.3 In March 2008 the Executive Board approved the acceptance of a Stage 1 offer for the Chapeltown and Harehills centres and the project proceeded to Stage 2 where detailed design and the final costings were within the guaranteed maximum, subject to funding costs at the time of Financial Close.
- 2.4 Department of Communities and Local Government letter is enclosed approving the £11.7m PFI credits for the Chapeltown and Harehills JSC's. (Appendix 1)

3.0 Service provision at the new Centres

3.1 As noted in the Executive Board report of 12 March 2008 the Council is working to tackle the health and social inequalities prevalent in the City through 'narrowing the gap' between the most disadvantaged neighbourhoods and the City as a whole. The development of the Joint Service Centres is part of this work.

3.2 New and existing services to be transferred to the new Centres, are set out below:

3.3 Chapeltown Joint Service Centre

3.3.1 New services not currently provided locally

- Customer Services
- Leeds City Credit Union
- The HUB – an innovative approach to partnership working offering a shared initial point of contact for the Centre as a whole, with staff jointly appointed and funded by LCC and the NHS Leeds, who are able to securely access LCC and NHS information, and overcome the previously identified data protection issues that have prohibited previous developments.
- Hot desk provision for Adult and Children's Social Care
- NHS Leeds Services (Health Access Team, Health Visitors, Community Midwifery, TB Nursing Service, Community Drug Team, Speech and Language Therapy, Sexual Health, Phlebotomy, Addiction Services, Community Dental Services, Multi Ethnic Team, Heart Failure & Diabetic Services, GP Practice, District Nurses, Ulcer Clinic, Mental Health Team.

3.3.2 Existing services to be transferred into the new Centre

- Health & Environmental Action Service
- Community Library
- North East Area Management Team

3.4 Harehills Joint Service Centre

3.4.1 New services not currently provided locally

- Customer Services
- Leeds City Credit Union
- NHS Leeds provision to deliver session and appointment based services (Mental Health Team)

3.4.2 Existing services to be transferred into the new Centre

- Community Library
- Chinese Advisory Service
- Health and Environmental Action Service.

3.5 It is proposed that the Council will be the sole full-time occupant of the Harehills site and that the NHS Leeds services will be delivered from two consulting rooms sub-let from the Council on a long-term basis.

4.0 Programme

4.1 The current programme anticipates the following practical completion dates –

- Chapeltown – 18th October 2010
- Harehills – 28th June 2010.

4.2 Following practical completion there is a considerable amount of commissioning work to take place in order for the centres to become operational. These are complicated buildings with significant and complex ICT provision and a number of shared areas that need to be jointly commissioned and shared policies agreed. The initial programme suggests that this work could take up to six weeks however all parties will seek to reduce this time in order to open the centres as soon as possible.

5.0 Risk

5.1 A comprehensive Project Risk Register will continue to be used and presented at each meeting of the Joint Service Centres Project Board. All major risks are tracked, escalated and actioned appropriately.

6.0 Implications for Council policy and governance

6.1 The management and decision making arrangements are in line with the Executive Board approval, on 9th March 2005, for Corporate Governance and Management arrangements for Public Private Partnership and Private Finance Initiative (PPP/PFI) Projects within the City Council. The Joint Service Centres Project Board will continue to make decisions, acting under delegated powers to its Chair, in connection with Joint Service Centres Projects until after construction completion.

6.2 Following financial close the responsibility for advising the Project Board, through the production of regular highlight and update reports, has moved from PPPU to Planning Policy and Improvement (Customer Services).

7.0 Leeds City Council funding

7.1 The table below sets out the final affordability position for the Chapeltown and Harehills JSC's as at financial close (June 2009). The table compares the final affordability position with the previous affordability position approved by Executive Board in March 2008.

7.2 The table identifies the total cost of the project to the Council, including Lease Plus Payments made to Community Ventures Ltd and an estimate of other costs incurred by the Council, including soft facilities management, Pass Through Costs for Insurance NNDR and utilities.

7.3 The most significant source of funding for this project is derived from the PFI Revenue Support Grant, which arises from the notional credit approval afforded by PFI credits. The second source of funding will come from the estimated revenue savings arising from existing service users vacating their existing accommodation. It

is also anticipated that additional income will be received by the Council from sub leases to NHS Leeds and Leeds City Credit Union.

- 7.4 Members will be pleased to note that the financial close position demonstrates that the total revenue contribution of £314k in the first full year of operations is below the maximum revenue contribution of £396k, previously approved by Executive Board (see table A below).

Table A

	Stage 1 Offer Approved by Executive Board (March 2008) £000s	Financial Close Position (June 2009) £000s	Difference £000s
	First Full Year 2011/12		
Lease Plus Payments to Community Ventures Ltd	1,178	1,067	-111
Estimated Pass Through Costs and Soft Services Costs	288	273	-15
Total Costs	1,466	1,340	-126
PFI Revenue Support Grant	(938)	(938)	-
Estimated Revenue Savings	(132)	(61)	(71)
Estimated Sub Lease Income	-	(27)	(27)
Total Funding	(1,070)	(1,026)	44
Required Revenue Contribution	396	314	- 82

- 7.5 The LIFT procurement process provides for the construction of the new Joint Service Centres however there are a number of elements that are specifically excluded from the LIFT procurement route.
- 7.6 Whilst the LIFT process provides structured cabling and communication lines within the Centres it does not provide ICT infrastructure and components. Both the LCC and NHS Leeds participants in the Centre are expected to complete connections to the wide area network and their Departments.
- 7.7 In addition the LIFT process specifically excludes furniture and fittings, together with any interior layout requirements and corporate branding. The participants in the centres (Leeds City Council and the NHS Leeds) are expected to furnish all parts of the new centres including customer areas and office accommodation.

- 7.8 Therefore, in addition to the £314k revenue costs, there are also post contract project related costs associated with opening and operating the Chapeltown and Harehills JSC's, namely; the stamp duty payment; provision of furniture and fittings; ICT fit out and temporary library bus which require funding by the use of the Land capital receipts and revenue funding.
- 7.9 The £600K land capital receipt received in June 09 from Community Ventures Ltd from their purchase from the council of the two Joint Service Centre sites at Chapeltown and Harehills is required to be formally ring fenced to the JSC project.
- 7.10 The revenue costs of the post contract works add a further £67k to give a total (yr1) revenue contribution of £381k, which is £15k below the approved maximum revenue contribution of £396k approved by Executive Board. All of the above costs are included below in Table B.

Table B

	Available Budget	
	Revenue £000s	Capital £000s
Maximum Revenue Contribution approved by Executive Board	396	
Capital receipt received from the sale of sites (cost to Community Ventures Ltd included in Lease Plus costs)		600
Total funding available	396	600
Less Revenue contribution for both JSC Buildings (year 1)	314	
Less Stamp Duty Land Tax		200
Balance available	82	400
Creation of IT, furniture and equipment provision funded by leasing*	- 67	+ 478
Sub Total	15	878
Furniture and fit out provision		362
ICT (ie. Provision of computers, telecoms and data communications, WIFI, N3 connection, printers etc, fit out & contingency).		426
Mobile Library (temporary replacement for Harehills library)		90
Balance available	15	-

(* This represents the revenue cost of leasing furniture over 10 years and ICT over 7 years.)

- 7.11 There will be financial implications beyond 2010/2011 to ensure that effective contract management and building management is in place when the Joint Service Centres become operational and the existing JSC project budget within PPI will be used following delivery of the JSC's.

8.0 Town and Village Green Application Update

- 8.1 On the 19 June 2008 an application for the registration of land as a Town or Village Green was submitted to the Council as Registration Authority in respect of part of the site at Chapeltown. The Council as landowner objected to the application and a hearing was arranged for the matter to be heard on the 4, 5 and 6 August 2009. However on the 29 July 2009 the application was formally withdrawn. The applicant's reason for withdrawing the application was that if the application was successful the JSC car park would have to be constructed near to residential dwellings which they did not want.

9.0 Recommendations

Members of the Executive Board are recommended to:

1. Acknowledge the successful financial close on 12th June 2009 (noting that it was within the maximum affordability deficit of £396,000 approved at Executive Board of 4th March 2009).
2. Approve the final affordability position at financial close, as set out in Table A.
3. Approve that the £600K capital receipt, received from LIFT Co (Community Ventures Leeds Ltd) for the sale of the two Joint Service Centre sites at Chapeltown and Harehills, be formally ring fenced to the JSC project and used for Stamp Duty Land Tax, temporary library bus and other ICT costs, as set out in Table B.
4. Approve the revenue expenditure for the provision of ICT and furniture and fittings to the new Joint Service Centres, as set out in Table B

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17 June 2009

David Grooby
Chief Executive's Office
Public Private Partnership Unit
Civic Hall
Calverley Street
Leeds
LS1 1UR

RECEIVED
22 JUN 2009

Dear David,

Chapelton and Harehills Joint Service Centres

Thank you for confirming that financial close was reached on the above transaction on 12 June 2009, and that the contract was agreed on the terms set out in your FBC. This Department is therefore now formally issuing PFI credits for this project for an amount of £11,700,000.

You will be eligible for grant when the centre is completed and handed to the authority. Revenue support will be paid once a valid claim form has been received, as set out in the Local Government PFI Annuity Grant Determination for the financial year in which grant is first claimed. The interest rate which will be applied in calculating grant for your project will be 6.3%, and the scaling factor 1.0. Your authority will need to ensure that funds are available to cover that part of the payments to the contractor which will not be met by central Government. More information on PFI grant, is available in this Department's *Local Government PFI Project Support Guide*, available at www.local.communities.gov.uk/pfi/pfigrant.htm

Revenue support is not intended to match or correlate directly to the leaseplus payments that arise under a LIFT contract. However, the Government is committed to supporting good LIFT projects of this type. Its policy is therefore to maintain revenue in the long term, consistent with the long-term nature of LIFT contracts, even though formally such support cannot be guaranteed. Termination or variation of the contract would not in itself lead the Government to reassess the level of revenue support, although that would depend on the extent to which the anticipated capital investment had occurred.

Yours sincerely,



Simon Oliver

Department for Communities and Local Government
Zone 4/F3
Ashdown House
123 Victoria Street
London SW1E 6DE

Tel 020 7944 4229
Email simon.oliver@communities.gsi.gov.uk

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Originator: Jane Stageman
Tel: 247 4352

Report of the Assistant Chief Executive (Planning, Policy and Improvement)

Executive Board

Date: October 16th 2009

Subject: 2010 – Year of Volunteering in Leeds

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
(Details contained in the report)

EXECUTIVE SUMMARY

It has been proposed 2010 be designated the Year of Volunteering in Leeds. This report explains the range of benefits that volunteering can provide to individuals and the wider community and the links to the Leeds Strategic Plan service improvement priorities. Creating transferable skills for individuals for future employment opportunities and developing community cohesion are two examples of the positive contributions that volunteering could make to help mitigate some of the negative impacts of the economic recession.

The report provides an outline programme of activities that have already been proposed through consultation with Members, Council Directorates, VCFS organisations and key Partners. It also explains arrangements for governing and delivering the programme.

Recommendations ask Members of Executive Board to approve the proposal for 2010 to become a Year of Volunteering in Leeds and to play a leading role in sponsoring additional activities and events that will contribute to making the year a success for the city.

1.0. Purpose of This Report

The purpose of this report is to provide the background to the 2010 - A Year of Volunteering in Leeds and to outline progress in relation to developing a programme of activities and arrangements delivering this programme. Recommendations seek Executive Board approval to the proposal and their support in leading and sponsoring additional activities, events and contributions.

2.0. Background Information

2.1. Why is volunteering important?

Volunteering provides a range of benefits to individuals and also to the wider community. It helps unlock the talent and creativity of individuals to lead activities, groups and communities and to build skills, confidence and independence that may also be transferable into a work environment. Volunteering is also a way to help people to develop a sense of belonging to their neighbourhood and community.

Volunteering activity plays a key role in developing community cohesion both locally and more broadly across the city through wider engagement and participation e.g. student and corporate volunteers. Volunteering brings many added benefits to organisations and services to citizens. For example, in Leeds, Council services have many hundreds of volunteers involved in a wide range of activities such as school governors, working with young people as mentors in schools and in the youth service, working on environmental projects with Parks and Countryside; archiving in the Museums and Galleries, helping out at Leeds International Film Festival and other major public events, providing a Books at Home service through Libraries and supporting people to lead independent lives through Adult Social Care.

2.2. How is volunteering defined?

The UK does not have one nationally recognised definition of volunteering.

From a governmental perspective, the National Indicator Handbook defines regular volunteering as:

“... taking part in formal volunteering at least once a month. Formal volunteering is defined as giving unpaid help through groups, clubs or organisations which support social, environmental, cultural or sporting objectives”.

From a voluntary and community sector perspective, the National Compact Volunteering Code of Practice 2005 defines it as:

“...an activity that involves spending time, unpaid, doing something that aims to benefit the environment or groups other than (or in addition to) close relatives”.

The above definition has more recently been adapted for the Council Volunteering Survey as:

“...a non-compulsory activity which involves spending time, unpaid, doing something which is of benefit to the environment, society, groups or other individuals (excluding relatives)”.

2.3. What is our current commitment?

Leeds Strategic Plan has the following improvement priority:

“ An increased number of local people engaged in activities to meet community needs and improve the quality of life for local residents”

Participation in volunteering is seen as one of the main ways of measuring whether we are meeting this improvement priority. The recent 2008 Place Survey results showed 19.9% of the people sampled in Leeds were currently volunteering. Our target is by 2010/11 to increase this proportion to 24%.

The Active Citizenship Sub-group of the VCFS High Level Partnership Group, chaired by a member of the VCFS sector, is stimulating activity and closely following progress in achieving this particular improvement priority.

3.0. A Year of Volunteering

3.1. A Year of Volunteering is an opportunity to provide a focus and branding to a programme of activities that will help us effectively celebrate and promote volunteering in Leeds. The joint Leader of the Council, Cllr. Brett, has made the proposal for 2010 to be such a year in Leeds. Engaging more people in volunteering in the city at this particular time is anticipated to have a positive role in offering an additional and constructive outlet for all age-groups and communities, many of whom are experiencing negative impacts as a result of the impact of the global recession. It is also seen as an opportunity to attract new resources into the city.

3.2. Mission and Aims for the Year

Following consultation, four aims have been proposed for a year of volunteering:

- To celebrate and promote volunteering
- To increase community engagement through volunteering
- To create more volunteers and volunteering opportunities
- To deliver a quality volunteering experience

The ambition is to engage every citizen of Leeds in a volunteering opportunity during 2010.

4.0. Programme Management

4.1. The programme is being developed with input from a wide range of stakeholders through two key groups:

- A strategic steering group has been established. This is chaired by Cllr. Brett and has cross party representation through Cllr. Blackburn, Cllr. Feldman, Cllr. Yeadon and Cllr. Gettings. Partner organisations are also making nominations and these include NHS (Leeds), Police, Universities and the Environment Agency. The group will maintain an overview of the planned activity and work to champion the programme within their respective organisations and remove any barriers to implementation.
- An operational group led by Voluntary Action – Leeds. The membership of this group is formed by the ten people who have taken on responsibility for promoting and co-ordinating activities in each of the monthly themes during the year. These include representatives from voluntary sector organisations, city council directorates and partner agencies.

4.2. At neighbourhood level, Chairs of Area Committees have agreed to support the development of the 2010 Year of Volunteering through proposing Area Committees develop a local programme with a focus on neighbourhood volunteering that links to the city wide programme.

4.3. Programme co-ordination will be provided through two part time posts that reflect the joint leadership by the Council and the VCFS. Regular progress on the implementation of the Year of Volunteering will also be reported to the Corporate Leadership Team, Leeds Initiative Leeds Strategy Group and VCFS Strategy Group.

5.0. Outline Programme of Activities

5.1. Through the above groups and channels, Council officers and Voluntary Action-Leeds are working together to develop a programme of activities for the Year of Volunteering. To date this includes:

- A city wide programme of events with ten of the months in 2010 focusing on a particular type of volunteering or client group within the community. The programme has been developed to link with existing and planned activity. (See Appendix 1 for current progress)
- Local programmes developed by Area Committees with a focus on neighbourhood volunteering with links to the city wide programme
- A design competition for children and young people. Schools and individuals will be recognised and the winning pictures featured in the city wide programme of events and publicity for the year.
- A series of high profile events, including a launch event in January 2010, an event in National Volunteers Week in June 2010 and a final celebration and awards event in December 2010.
- A Volunteer Awards programme run throughout the year e.g. Area based awards run through Area Committees; Police; Environmental; Young peoples awards etc culminating in the final celebration and awards event at the end of the year to recognise the winners and name the Volunteer of the Year.
- Expanding a City Centre Volunteer Centre. The unit would act as a focal point and provide brokerage linking potential volunteers with opportunities.
- Taking the Volunteer Centre out into the community. Working with the Mobile Library Service to take out the Volunteer Centre service to targeted communities.
- Launching a revised Compact for Leeds with a toolkit that will support organisations using volunteers to deliver a good volunteering experience and provide a Volunteers Managers Training Programme
- Launch of Leeds Volunteering KiteMark
- Promoting Community Activity through expanding funding opportunities and 'ideas and how to' packs.

6.0. European Year of Volunteering in 2011

- 6.1.** The European Commission has proposed that 2011 be designated the European Year of Volunteering and has proposed an overall budget of 8 million Euros be made available to support it. The Commission sees volunteering as an active expression of civic participation and strengthens common European values such as solidarity and social cohesion. It is anticipated that Leeds, following planned activities in 2010, will be in an excellent position to participate and access funding provided through the European Year of Volunteering

7.0. Implications For Council Policy And Governance

- 7.1.** This report supports Council policy as outlined in the priorities of the Leeds Strategic Plan 2008-11 and as expressed in the Council's commitment to the Compact for Leeds.
- 7.2.** Governance and reporting arrangements are broadly outlined in the report in paragraph 4.0.

8.0. Legal and Resource Implications

- 8.1.** A limited amount of funding and in-kind support will be provided by the Council to support some of the programme co-ordination and delivery costs. In addition, a sponsorship package is being developed to encourage businesses and public and voluntary sector organisations to sponsor the programme and major events in the year.
- 8.2.** Participating organisations are being encouraged to identify and secure funding to support the celebration and/or expansion of existing activity and national and European grant funding opportunities are being explored along with corporate sponsorship to enhance these budgets where possible.
- 8.3.** Council Directorates, VCFS organisations and all participating partners will also be

encouraged to explore ways to minimise additional costs for promoting and running the programme by incorporating and expanding appropriate work programmes.

9.0 Conclusions

- 9.1.** 2010 Year of Volunteering is an opportunity to celebrate and promote volunteering in Leeds. It has the potential to engage every citizen, neighbourhood and community in making a contribution to the city whilst also building skills, confidence and independence at an individual level. Creating transferable skills for individuals for future employment opportunities and developing community cohesion are two examples of the positive contributions that volunteering could make to help mitigate some of the negative impacts of the economic recession.

A successful Year of Volunteering will require active leadership and contributions by all key stakeholders in the city.

10.0 Recommendations

- 10.1.** Members are asked to endorse the proposal to make 2010 Leeds Year of Volunteering.
- 10.2** Members are asked to sponsor and encourage additional activities and events that will contribute to making the year a success for the city.

References

- Communities and Local Government (2008) National Indicator for Local Authorities and Local Authority Partnerships: Handbook of Definitions, CLG, London.
- Compact (2005) Compact Volunteering Code of Practice, Compact, London
- Commission of the European Communities (2009) Proposal for a Council Decision on the Council Year of Volunteering, COM (2009) 254final, Brussels.

OUTLINE CALENDAR

2010 Leeds Year of Volunteering

Month	Theme	Promotional and Celebration Events
January	2010 Leeds Year of Volunteering	<ul style="list-style-type: none"> • Launch of the year of volunteering • Launch of the Leeds Compact Volunteering Standards and Toolkit and the Volunteer Management Training Programme • Formal opening of the Volunteer Centre • Launch of the Volunteer Centre community outreach initiative
February	Volunteering for Health	<ul style="list-style-type: none"> • Leeds University Student Volunteering Week to include: <ul style="list-style-type: none"> - programme of student volunteering activities - event at Riley Smith Hall Showcasing Student Volunteering Activity – open to all citizens with potential for invited audience event
March	Volunteering in every neighbourhood	<ul style="list-style-type: none"> • Launch of the Area Based Volunteering Celebration programme 2010 that will take place throughout the year (see note 1 below)
April	Volunteering across the Generations	<ul style="list-style-type: none"> • Leeds Intergenerational Festival (Adult Services) incorporating a focus on the role of volunteers in supporting intergenerational activity • Corporate Social Responsibility Awards Event • University of Leeds Volunteering Awards
May	Volunteering for Literacy and Learning	<ul style="list-style-type: none"> • Books at Home Volunteer Celebration Event • Possible: Civic Reception for Governors in Leeds Schools (4000) – supported by Governors Support Service • Possible: School support and Mentors promotion and celebration event
June	Valuing Volunteering in Leeds	<ul style="list-style-type: none"> • National Volunteering Week Programme of celebration and promotional activities, including: Volunteering Opportunities Market Place; Corporate Volunteering Celebration Event • Youth Volunteering Events (Children's Services) • Launch of the Leeds Volunteering Kitemark • LCC Volunteer Managers Network Celebration Event • Youth Offending Service Celebration Event
July	Volunteering for Leisure Sport, Arts, Culture	<ul style="list-style-type: none"> • Get Creative – Young People and Arts Accreditation Event • Sport Volunteering • Visit to Leeds between July & Oct. re application for

		Football World Cup
August	Volunteering and Environment, Parks and Wildlife	<ul style="list-style-type: none"> • Community and City Pride Awards event
September	Volunteering for a Safer Leeds	<ul style="list-style-type: none"> • Possible: Re-launch of Neighbourhood Watch schemes • Possible: Celebrating Community Crime Fighters • Leeds University /Union Student Volunteer Recruitment Programme
October	Volunteering for ALL	<ul style="list-style-type: none"> • Older Peoples Volunteering Promotion and Celebration Programme of Activities- organised by the Older People's Forum • Volunteering with and for Children and Young People – a programme of promotion and celebration activities coordinated by IYSS/Vinvolve • Big V Bus – 2 day Student and Young Citizens Volunteering Taster Event and Film made by Young People about the value of Volunteering • West Yorkshire Youth Justice Awards Event – including Awards for Volunteers involved in Youth Justice initiatives, including Leeds based services • Celebrating the role of volunteering in Black and Minority Ethnic Communities in Leeds •
November	Children and Young People's Volunteering Month	<ul style="list-style-type: none"> • Compact Volunteering Kitemark Awards • Children and Young People's Volunteering Month – coordination of programme of events by IYSS/ Vinvolve etc • Leeds University Volunteering and Community Week
December	Celebrating Volunteering	<ul style="list-style-type: none"> • Civic Volunteer Celebration and Awards Ceremony • Youth Offending Service Volunteer Thank you Dinner and Dance at Royal Armouries

Note 1.

Throughout the Year there will be a wide range of ongoing volunteering activity and targeted and time limited volunteering projects taking place. The time limited/ targeted projects will be captured on the Year of Volunteering website calendar. The on-going volunteering opportunities are accessible through the V base volunteering database.

Note 2.

Local programmes developed by Area Committees could include:

- a market place style event showcasing volunteering opportunities
- a volunteer award and thank you event that would feed into city-wide awards
- an Area Team volunteering project
- any Town or District centre events
- badging of existing activity e.g. local arts festivals, literature festivals with a volunteer theme.
- Area Committee member involvement in the year.

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Agenda Item:
 Originator: John Ramsden
 / Brian Lawless
 Tel: 24777884

**Appendix 4 of this report is Exempt/Confidential under
 Access to Information Procedure Rules 10.4 (3)**

Report of the Director of City Development

Executive Board

Date: 14 October 2009

Subject: The Former Royal Park Primary School

Electoral Wards Affected:
 Hyde Park & Woodhouse

Ward Members Consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
 (Details contained in the re

EXECUTIVE SUMMARY

The report advises Executive Board of the withdrawal of the preferred developer from the negotiations in respect of the disposal of this property and its refurbishment as a mixed-use scheme comprising age-related residential care accommodation and a new library and community space for the Council.

It also advises of the deteriorating condition of the building and the risks to the Council and others that arise from this.

It recommends that Executive Board should rescind the decision made at the meeting of 22 August 2007 in relation to the selection of a preferred developer and the nature of the development.

It draws to the attention of Executive Board four separate proposals from third parties for the future use of the building:

- a. A financial offer for the property with the intention to use it as a faith school
- b. Two financial offers for the property with the intention to use it as a nursery and flexible community space. One of these offers has not been substantiated and cannot, therefore, be recommended

- c. A proposal from a local community consortium that the building be passed to it for conversion for community use. This group has requested that the Council defer taking a decision on the building until it has had 6 months to firm up its proposals and funding. This course of action cannot be recommended

The report advises that two of the financial offers already received do constitute best consideration for the building, but that Members are recommended to invite both of the parties to submit best and final financial offers for the property along with a business plan indicating how they will ensure the continued protection of the building. The two parties have already provided some initial evidence of their ability to finance the purchase and the refurbishment of the building and have given details of their intended use of the building. However, the parties would be asked to explain their proposals more fully at the same time as submitting their best and final offers. The parties have been advised that the Council requires a substantial non-returnable deposit of 20% of the offer should a best and final offer from be accepted from one of them. The bidding parties will be advised that the Council is under no obligation to accept either offer. Should this course of action not deliver a disposal of the property, then officers will bring a further paper to this Board advising on the options.

The confidential section of the report details the issues surrounding the valuation of the property and the preliminary offers that have been made. It advises that the Head of Property Services confirms that in his opinion the terms offered to the Council represent the best consideration that can reasonably be obtained under section 123 of the Local Government Act 1972 (or under the Housing Act 1985), but that unconditional best and final offers should be invited along with business plans for the running of the building.

1.0 The Purpose Of This Report

- 1.1 This report is for Executive Board to consider proposals received by the Council for the future use of Royal Park former Primary School and to advise Members of the recommended way forward.

2.0 Background Information

- 2.1 Executive Board, in November 2003, approved in principle the retention of the Royal Park building for Council purposes with some space for community use following the planned closure of the school in September 2004. This was in response to the wish from the local community to preserve the building because of its perceived contribution to the local streetscape and the place it was felt to have in the history of the area. A viable scheme where the Council would utilise all of the floorspace in the building ultimately proved to be undeliverable.
- 2.2 In August 2006, Executive Board approved the marketing of the property for refurbishment, by way of a long lease, subject to the retention of the building itself and the Council having use of part of the refurbished building for a library and some community space. The marketing specifically excluded the conversion of the building for student housing or any major retail use.
- 2.3 In August 2007, Executive Board approved the selection of Rushbond PLC as the preferred developer.

3.0 The current position

- 3.1 On 13 October 2008, the Council received formal notification from the preferred developer that it was unable to move the scheme forward because of an absence of potential residential partners/occupiers of the age-related residential care element of the project and because of the current economic down turn generally.
- 3.2 The Council has no operational interest other than potentially using part of the property as a library. The Library Service is reviewing its provision in the area. Burley Library is in very poor condition and alternative accommodation is required. The Royal Park site provides a solution but the service is not committed to it and would continue to seek a suitable location in this area.
- 3.3 It should be noted that no operational requirement exists for any additional Council-managed community space in the area and that the inclusion of such space in the original marketing was a response to the requirements of local interest groups.
- 3.4 Members should note, therefore, that given that the Council has no preferred use for the building, the assessment of any proposals should focus upon obtaining best consideration for the building and that any business plan for the operation of the building would guarantee its sustainability in the longer term.
- 3.5 There now appear to be six possible options:
- i Traditional marketing of the refurbishment opportunity
 - ii Convert to Council use
 - iii Deal exclusively with one interested party or invite best and final offers
 - iv Community Asset Transfer
 - v Disposal by way of auction
 - vi Immediate demolition of the main school buildings and the retention of the site until such time as the property market improves

4.0 Option Appraisal

4.1 Traditional marketing of the refurbishment opportunity

- 4.1.1 Officers do have to advise that, in the current economic conditions, it is extremely unlikely that any other commercial developer will come forward with an acceptable financial offer and with refurbishment proposals which meet the aspirations of the Council as expressed in the decision of Executive Board in August 2006.
- 4.1.2 It is felt to be equally unlikely that any developer would come forward with proposals for the refurbishment of the property solely for residential use if use as student or similar types of housing use were excluded through the Council deciding to exercise its well-being powers to limit the use of the property.
- 4.1.3 Even if the property were to be marketed without any requirement for the retention of the building, it is certainly possible that, in the current market conditions, no commercial developer would come forward. It is the case that, in this economic climate, even quite attractive development opportunities are failing to find developers and this is evidenced by the lack of success that the Council has achieved in its efforts to dispose of other former school premises and sites across the city in recent months.

4.1.4 The Council could, if Executive Board so decides, market the property again, in a traditional manner. The problem with this option is that even if there was interest from commercial developers such disposal methods take a considerable amount of time to conclude. In the meantime, the building would continue to deteriorate.

4.1.5 Accordingly, this option is not recommended.

4.2 **Convert to Council use**

4.2.1 The possibilities of converting the property for office use by the Council were fully explored, and discounted, at quite an early stage. The Council's developing strategy for office premises does not support the use of such unsuitable, limited capacity properties even if the technical, planning and cost difficulties could be overcome.

4.2.2 Initially it was proposed that the Council should itself occupy part of the building for library use but a current review of library services in the area does mean that this is not necessarily the case now.

4.2.3 Accordingly, this option is also not recommended.

4.3 **Deal exclusively with one interested party or invite best and final offers**

4.3.1 Four, unsolicited, expressions of interest in the acquisition of the building have been received following an awareness that the preferred developer has withdrawn.

4.3.2 The first interest is in respect of the possible refurbishment of the first floor of the property for educational purposes, as a faith school for girls aged between 11 and 16.

4.3.3 It was felt to be reasonable to allow the group expressing this interest to carry out an internal inspection of the property and to supply information about floor areas etc. This was done on a "Without Prejudice" basis as officers have no authority to undertake negotiations with anyone other than the previously selected preferred developer.

4.3.4 The interest has now been withdrawn because of the professional advice that was received by the group in respect of the cost of bringing the building back into educational use.

4.3.5 The second joint expression of interest has come from two local organisations, the Al Hassan Education Centre and the Muslim Association of Leeds 11, for a similar faith school use. Once again, an inspection of the property has taken place. Arrangements were made for officers to meet this association to examine if there is an immediate way forward which would generate a capital receipt for the Council, secure the future of the building and eliminate the Health & Safety risks which it creates. This meeting resulted in an offer being made for the freehold acquisition of the property at a price which officers can confirm represents market value.

4.3.6 This proposal is to refurbish the first floor of the property for educational use to GCSE level. Currently, many pupils from this community travel to schools outside the area either on a daily basis or as boarders. This proposal would allow those pupils to be educated locally.

- 4.3.7 It is proposed that the remainder of the building would be used as education and conference facilities, gymnasium, community internet café, community halls etc and perhaps as a library, subject to the Library Service having such a requirement.
- 4.3.8 Fuller details of the proposal from the Al Hassan Education Centre and the Muslim Association of Leeds 11 are given in Appendix 1.
- 4.3.9 The Association has demonstrated its financial capacity to acquire the property, but proof of funds to carry out the refurbishment and to maintain the fabric of the building requires further investigation.
- 4.3.10 The third approach has come from another local organisation, New Horizons (represented by Mr Abid Hussain and Mr Arshad Hanif), for the use of the building as a nursery and a range of community uses such as recreation, youth club, lettings to community groups, office space for local organisations, conference rooms etc. A building inspection has taken place and an offer has been received for the freehold acquisition of the property at a price which officers can confirm represents market value. The nature of the use proposed by New Horizons is very similar to many of the aspirations that were expressed by the local community at the time of the closure of the former primary school. Once again, while proof of funds for acquisition has been provided, further investigation of proof of funds to carry out the refurbishment and to maintain the fabric of the building is required.
- 4.3.11 The fourth expression of interest has come from a private individual who claims to have support of the Muslim Association of Leeds 6 and who proposes a nursery and community use. Officers currently have little information to confirm the robustness of this bid.
- 4.3.12 In the light of the apparent ability of both the Al Hassan Education Centre and Muslim Association of Leeds 11 group and New Horizons to proceed quickly and to offer what they see as the market value of the property, the opportunity of dealing with the disposal on a one-to-one basis with one or other of these organisations is open to the Council.
- 4.3.13 The nature of the proposals from these two groups is broadly similar although the New Horizons proposal does not include a faith school and does, therefore, give more space to other community uses.
- 4.3.14 Given that both groups have submitted bids which represent market value, it is not felt appropriate to negotiate exclusively with one group. The two parties have previously provided initial evidence of their ability to finance the purchase of the building and of the details of their proposed uses of the building. Both groups have also been required to provide proof of funds for refurbishment. The uses proposed by the two groups are broadly similar, so far as the extent of the use of the building for community purposes is concerned, but the proposal from the Muslim Association of Leeds 11 proposes that the first floor of the building should be used for the establishment of a faith school providing a full educational facility to GCSE level. In neither case does the Council currently have sufficient information to establish whether the proposed use of the building would generate sufficient net income to maintain the fabric of the building in the medium to long term. Accordingly, an element of the assessment of any proposals should relate to the robustness of the business plans. It is recommended that Executive Board should instruct officers to invite each of these parties to submit best and final unconditional offers for the property along with appropriate business plans for the use of the building. It is also recommended that the bidders be advised that the scoring of the latter will represent

30% of the marks in any assessment of the submissions. The bidders would also be advised that, notwithstanding the outcome of any such assessment of the proposals, the Council will not be obligated to accept either offer.

- 4.3.15 The groups were advised that a substantial deposit, of 20% of the offer price, is required by the Council should Executive Board determine to accept one or other of the offers. This deposit would be non-returnable in the event of the failure of the selected purchaser to pay over the balance of the purchase sum within 8 weeks of the date of this Executive Board decision. The groups have been advised that they should ensure that their offers are made in the light of the current condition of the property and that defects discovered subsequent to the date of the Executive Board will not be a sufficient reason for withdrawal and the return of the deposit. Also, there will be no guarantees given regarding acceptable uses of the building in the planning context. For its part, the Council will not be able to condition the disposal of the building in terms of future uses, or to guarantee retention of the building under any redevelopment.
- 4.3.16 Each of the groups has been advised that they should not place any reliance upon the Council itself occupying any part of the building following refurbishment. Any such proposal, for example for space as a library, could be considered by the Council but this would only be as a completely separate transaction following the completion of the freehold disposal of the property.
- 4.3.17 The organisations discussed above have submitted financial information in support of their proposals which is contained in the confidential section of this report. The information contained in that section relates to the financial or business affairs of the Council. It is considered it is not in the public interest to disclose this information at this point in time as it could undermine the method of disposal, should that come about and affect the integrity of disposing of the property/site. Also it is considered that the release of such information would or would be likely to prejudice the Council's commercial interests in relation to this or other similar transactions in that prospective purchasers of this or other similar properties would have information about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of any transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under Rule 10.4 (3) of the Access to Information Procedure Rules.

4.4 Community Asset Transfer

- 4.4.1 A grouping of local community interest groups, the Royal Park Community Consortium (RPCC), did seek the transfer of the property, along with both capital and revenue funding from the Council at the time of the school's closure. This interest has emerged once again on the premise that members of the consortium are capable of refurbishing the property on an incremental basis. It is not clear how this could, in practice, be achieved. Even if the necessary skills are available to the consortium, there would be very substantial capital requirements in respect of the mechanical and electrical infrastructure.
- 4.4.2 It seems likely that, if the Council were to agree to lease or transfer the ownership of the property to the consortium, there would be subsequent requests for financial support towards the cost of refurbishing and running the building even if the RPCC

were to be successful in raising the initial £1,000,000 which the group feels to be necessary. Officers advise that such a sum would be inadequate and applications to any funding bodies are unlikely to be successful in current circumstances and against the limited revenue which could be generated.

- 4.4.3 Understandably, there is only limited evidence from the consortium of the current funding availability as its request is for a period of time to allow it to investigate potential sources of the necessary funding.
- 4.4.4 Further details of the consortium's proposals are provided at Appendix 3.
- 4.4.5 Initially, the consortium requested a three month delay before the Council made any decision as to the future of the property – to allow it to attempt to raise the funding necessary to support the cost of refurbishment – but that request has now been amended to a six-month period.
- 4.4.6 This extended delay contrasts with the proposal outlined in 4.3 above where early disposal is envisaged.
- 4.4.7 This option is not recommended because of the Health & Safety risks that would arise during any period of further delay and because of the high probability that the RPCC would not succeed in raising sufficient capital to meet the cost of refurbishment. Officers feel that the RPCC has underestimated, to a considerable degree, the costs that will be incurred during the necessary refurbishment of the building (although it is noted that a community-based supporter has offered to assist RPCC through dedicating the receipts from the disposal of two properties to the project).
- 4.4.8 It should be noted that the Inner North West Area Committee, meeting on 5 February this year, received a deputation on behalf of the Royal Park Community Consortium. It was resolved that the deputation be noted and that the Area Committee supports the efforts of the Royal Park Community Consortium to save the building, requests the Executive Board to give the Consortium six months to come up with a business plan for its redevelopment and in the meantime takes immediate steps to secure the building from any further deterioration.
- 4.4.9 Each of the other two parties seeking to acquire the property have made contact with the RPCC seeking to establish some measure of support for their proposals but, understandably, the consortium does not wish to offer any such support at this stage although agreement was reached with one of these parties that the building should be retained for community use.

4.5 **Disposal by way of auction**

- 4.5.1 It would be possible to test the market for the disposal of the property as it stands by entering it into an early auction. There is an approved planning brief to guide subsequent development.
- 4.5.2 As has been evidenced earlier in the report, there is a degree of interest in the property, although not from commercial developers.
- 4.5.3 It would be very difficult to impose any condition upon a purchaser at auction regarding future use of the building or retention of the building itself. The wish to ensure the retention of the building has been a key feature of all of the discussions since the time of the original closure of the primary school. This is no different to the

previously discussed “best and final offers” option which similarly offers no cast iron guarantees regarding retention of the building. However, the best and final offers route does offer some comfort, albeit not binding upon the bidder, in this regard.

- 4.5.4 On balance, disposal by auction is not recommended as it does not offer sufficient comfort with regard to the retention of the building.

4.6 Immediate demolition

- 4.6.1 It is recognised that this course of action would be very regrettable after all of the efforts of the Council and the local community to see the building preserved because of the physical contribution it does make to the local environment and because of the place it holds in the history of the local community.

- 4.6.2 However, officers advise that without an early disposal of the building there is no real alternative to demolition.

- 4.6.3 It would be possible to demolish the main school buildings at an estimated cost of £140,000 whilst seeking to dispose of the free-standing former caretaker’s house.

- 4.6.4 It is unlikely that there would be any development interest in the cleared site at the moment and the Director of Environment and Neighbourhoods has confirmed that there is no priority need for affordable housing on the site at this time. Therefore the cleared site could be soiled and grassed to make it presentable until a local community or development need has emerged.

- 4.6.5 Demolition is a course of action which, regrettably, may need to be revisited should an early disposal of the site via best and final offers not prove to be achievable.

5.0 The Library Service

- 5.1 The Library Service is reviewing its options in this area and is not committed, exclusively, to the Royal Park site although it should be noted that the existing Burley Library is in very poor condition and some alternative location is required quite quickly. It should be noted that no operational requirement exists for any additional community space in the area and the inclusion of such space in the original marketing was a response to the pressure from local interest groups.

6.0 Ward Member Consultation

- 6.1 The property is in the Hyde Park & Woodhouse ward but, at the time of the original Executive Board report, was in the Headingley ward. Accordingly, Members for both Hyde Park & Woodhouse and Headingley wards have been advised of the changing circumstances, that is, the withdrawal of the preferred developer.

- 6.2 Ward Members were not previously supportive of any proposal which would involve the demolition of the former school.

- 6.3 Ward Members do remain supportive of uses for the whole building that would meet the local aspiration for it to contribute to the life of the community and, in particular, the provision of space within the building for community use.

- 6.4 Ward Members have raised no objections to the proposed re-use of the school for educational purposes although they have asked that particular attention should be paid to the highway implications that would arise. The organisations seeking to

acquire the property have committed themselves to discussions with the appropriate officers in this regard.

- 6.5 All of the Ward Members have advised that their position is that the Council should look for an outcome that as far as possible meets the aspirations for the retention of the building and the maximum community use thereafter. Whilst they continue to support the aspirations of the Royal Park Community Consortium, they accept that the Council needs to find a solution that is sustainable with funding available not only for the acquisition of the building from the Council but, more importantly, to ensure its sustainable future.

7.0 Implications For Council Policy and Governance

- 7.1 The provision of community facilities within any development scheme would contribute to the “Harmonious Communities” theme.

8.0 Legal and Resource Implications

- 8.1 The cost of maintaining security at the building is estimated at £9,000 for the current financial year with the cost of repairs estimated at a further £1,000. Since August 2005, a total cost of more than £21,000 has been incurred in respect of security and maintenance.

- 8.2 Currently, the Council is not incurring any costs in respect of National Non-Domestic Rating as the rateable value was reduced to just £1 following the closure of the school. This will remain the case unless and until the property is reoccupied.

- 8.3 The capital that might be raised through the disposal of the caretaker’s house could contribute towards the estimated £140,000 cost of demolition of the main school building should that prove to be the only remaining option following the seeking of best and final offers.

- 8.4 The information contained in Appendix 4 relates to the financial or business affairs of the Council. It is considered it is not in the public interest to disclose this information at this point in time as it could undermine the method of disposal, should that come about and affect the integrity of disposing of the property/site. Also it is considered that the release of such information would or would be likely to prejudice the Council’s commercial interests in relation to this or other similar transactions in that prospective purchasers of this or other similar properties would have information about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of any transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under Rule 10.4.3 of the Access to Information Procedure Rules.

9.0 Conclusions

- 9.1 Officers cannot recommend that the original proposal for the retention of part of the building by the Council should be pursued. The costs of such a scheme are rising and no real demand for operational property, other than the library, by any Council department can be identified. Alternative solutions for the library could be found and at least part-funded through a first call upon the receipt that would be generated through the disposal of the current Burley Library.

- 9.2 On the basis of information currently available, and in the light of the limited financial resources available to the Royal Park Community Consortium, the length of time which would be taken for it to seek the £400,000 it feels is the minimum necessary to fund the refurbishment of the property, and the high degree of risk that such resources would not be achieved, it is proposed that the request from the consortium should be declined. Officers advise that this estimated cost is substantially below the likely cost of the refurbishment required to properly preserve the property.
- 9.3 Officers are mindful that the building has now been vacant for over four years, since the closure of the school, and there is a high risk that this period could be extended substantially if it were decided to market it again solely on the basis of refurbishment.
- 9.4 Given the fact that two initial financial offers which both represent market value have been received officers do not believe that it is appropriate to enter into one-to-one negotiations with only one party.
- 9.5 It is therefore recommended that both interested parties are asked to submit best and final financial offers along with business plans for the operation of the building.
- 9.6 Should the disposal option discussed above at 9.5 be unsuccessful officers will bring a further report to this Board.

10.0 Risk Assessment

- 10.1 There is a risk that marketing the property again for refurbishment alone would result in no viable offers being received especially in the current market. Given the advice received in respect of current market conditions, there is no certainty at all that any such offer would be received even if the requirement that the building should be preserved were to be removed.
- 10.2 There would also be the risks arising from seeking to secure the building against continuing unauthorised access and damage.
- 10.3 There is the risk that the cost of maintaining security and undertaking repairs to the external fabric of the building will rise above the estimate of £10,000 for the current financial year.
- 10.4 There is a risk that disposing of the property by way of auction would not secure its early refurbishment and that it would remain as a deteriorating feature of the local scene.
- 10.5 There is a risk that disposing of the property to any organisation or individual would not secure its early refurbishment unless the Council requires that the intending purchaser can demonstrate its commitment to delivering a completed scheme. On this point, the willingness of two of the parties to offer substantial non-returnable deposits as part of their unconditional offers does afford some comfort. Similarly, the robustness of any business plans submitted may also offer further comfort.
- 10.6 There is a risk that, even though the interested parties have been required to explain their refurbishment and future use proposals, an unconditional freehold disposal will not guarantee that the property is, in fact, retained and refurbished as proposed, or actually used for the stated purpose. Executive Board is advised that this risk cannot be avoided through the imposition of conditions in the disposal. Rather, the Council will have to rely upon the assurances that have been given and the fact that the two groups are charitable organisations whose aims are not concerned with property

development. However, if Members have any concerns in this regard following receipt of the submissions then they will not be obligated to accept either offer and the two bidding parties will be advised of this when submissions are requested.

- 10.7 In terms of community management of the building, there is the risk that granting a 6 month period for the RPCC to develop funding applications would lead to this period being extended subsequently because of the difficulties in securing early grant approvals, even when such applications have a high chance of success. It is not considered that applications for the RPCC's proposals have a high chance of success within any reasonable time frame.

11.0 Recommendations

- 11.1 That Executive Board notes the withdrawal of the preferred developer.
- 11.2 That Executive Board rescinds the decision made at the meeting of 22 August 2007.
- 11.3 That Executive Board declines the Royal Park Community Consortium's request that no action be taken for a period of six months to allow the consortium time to develop funding applications which might, subsequently, lead to the lease or transfer of the ownership of the property.
- 11.4 That Executive Board notes the negotiations that have taken place with the two organisations seeking to acquire the property, at market value, and refurbish it for subsequent use. It is recommended that the Director of City Development be instructed to invite unconditional best and final financial offers from these two organisations along with business plans illustrating the ability of the bidder to guarantee the long term sustainability of the building, the latter representing 30% of the marks in any assessment. Notwithstanding the outcome of any assessment, the bidders will be advised that the Council will be under no obligation to accept either of the offers. This recommendation also includes the proviso that the purchaser must demonstrate the financial capacity not only for the purchase but also to address the very substantial cost of the refurbishment that would be required.

Background papers:

City Development (Asset Management Service) file

Environment & Neighbourhoods file

The proposal from the Al Hassan Education Centre (charity number 1116016) and the Muslim Association of Leeds 11 (charity number 508738)

The proposal is to create a mixed-use scheme comprising the following:

1. The creation of a faith school on the top floor providing a full educational facility to GCSE level.
2. The lower floor will be utilised for the following purposes:
 - i. Library: in this regard, it is suggested that the Council should confirm its earlier intention to occupy space for a library. (Officers should advise that the Library Service is currently reviewing its library services delivery strategy for the area and it is not certain that the Royal Park building would be required)
 - ii. A range of education/conference and meeting rooms
 - iii. A gymnasium and healthy living centre
 - iv. A community internet café
 - v. Community halls for functions and social occasions
 - vi. ESOL classes

The two organisations point to their considerable experience working with the community and in particular with:

- i. West Yorkshire Police Neighbourhood Policing Team
- ii. The Area Management Team
- iii. PCT and Health Authorities
- iv. Local Councillors
- v. Youth Service
- vi. Other local faith groups

In particular, the Al Hassan Education Centre

- i. Has extensive relationships with the Council in various projects
- ii. Already participates in a re-building project in Kashmir with the Council for which the Council has donated a sum of £50,000
- iii. Has worked with the Council helping children with difficulties in the core school subjects
- iv. Is currently involved with Bankside Primary School
- v. Has, for the last three years, been the out-of-hours Registrar to register deaths in Leeds within the Muslim community
- vi. Has recently successfully secured a substantial amount of lottery funding for a healthy living centre in the Harehills area

The proposal is for these two organisations to acquire the unencumbered freehold of the property, at the price given in the confidential part of this report. Their solicitors have confirmed that they are in a position to proceed very quickly and can pay an immediate deposit at exchange of contracts. The balance of the of the purchase price can be provided from existing resources available to the two charities without further borrowing.

**The proposal from New Horizons
(Abid Hussain and Arshad Hanif)**

The proposal is to create a mixed-use scheme comprising the following:

1. A youth club
2. Facilities and accessible venues for community groups
3. Nursery
4. Recreation activities – gymnasium, sports club and other social activities for the local community
5. Office space – for letting to local organisations
6. Conference room

It is proposed that local organisations would be invited to nominate representatives to a running committee (although an appointed manager would be responsible for day-to-day decisions).

Funds would be made available to renovate and bring floorspace into use in a steady and worthwhile timeframe.

The organisation's bankers have confirmed that it would be well within the organisations financial means to undertake a project running into seven figures.

The Leeds Muslim Council and the Leeds Grand Mosque have confirmed its full support for New Horizons in acquiring the property.

Other local organisations and businesses have also confirmed their support and desire to establish operations with the building.

The proposal is for New Horizons (represented by Mr Abid Hussain and Mr Arshad Hanif) to acquire the unencumbered freehold of the property, at the price given in the confidential part of this report. Their solicitors have confirmed that they are in a position to proceed very quickly and can pay an immediate deposit at exchange of contracts. The balance of the purchase price can be provided from existing resources.

Outline Bid from the Royal Park Community Consortium to Leeds City Council to Refurbish the Royal Park School Building for use as a Community/ Resource/ Learning/Skills Centre

Introduction

When the decision to close Royal Park School was taken, there was strong local opposition. The school closed in July 2004. A promise was made that the building would be retained for community use; the building is at the heart of Hyde Park, literally and spiritually. People not only valued it as a school, but as a hub of activities based on local need. The building is not only the sum of its use and history; it is part of our heritage, a beautiful symbol of Victorian architecture, which belongs to us in Hyde Park. It is a building to admire and it needs to be loved and used again by its community.

Background Information

A consortium of local community, statutory and voluntary sector groups, who wanted to see the building in community use, was formed in 2003; it consulted with organisations in the area who wanted to rent office space for their projects and submitted an expression of interest to Leeds City Council, identifying those groups which were interested in renting the community space promised for use by the community. By this time several schemes for use by council services had fallen through, but Burley Library was now part of the plan for the building as was a designated amount of community space.

On 12 December 2006, the Royal Park Community Consortium (hereafter referred to as RPCC) held its first public consultation meeting which was well attended. By this time seven bids were all ready being considered by the council. The meeting decided a bid should be made by the RPCC. This was submitted in April 2007; it was an outline bid with no funding identified. It was submitted again in August 2007 before the Executive Board of the council met to consider all the entered bids on 22 August. At this meeting, a preferred bidder was chosen from four put before the board; this was Rushbond who planned to build 80 assisted living spaces for older residents. The plan included some community space and accommodation for Burley Library.

RPCC kept in touch with the council and were assured the contact between Rushbond and the council was being worked out. In October 2008 we found out at the Leeds NW Area Committee meeting that Rushbond had withdrawn. At a subsequent meeting with council officers, we were told that there were no other plans for the building and 'an end date' would be recommended to the Executive Board.

The core group of the RPCC decided to re-submit our bid (all ready voted for at a public meeting) but with more detail, costings for refurbishment and possible sources of funding identified. A public meeting of the RPCC will be held on Thursday 5 February at the Burley Lodge Centre.

Consultation

RPCC have held regular public meetings over the last two years. The core group of 5-6 people have had frequent planning meetings and meetings with local councillors and other interested parties during this time.

A community consultation regarding the use of community space in the building was carried out by the Area Committee in October 2007. Although it only referred to a small space and not the whole building, it provided some indication of what local people wanted; this included IT facilities, meeting rooms, sports/ fitness facilities and a crèche.

Profile of the neighbourhood

This just a very brief description as this data is widely available (reference: An Overview of Hyde Park/Burley Road, Leeds - Andrew Clark, University of Leeds, April 2007). Hyde Park is a densely populated area. The population is largely white but with significant South Asian community and other smaller BME communities. The proportion of young people aged 20-29 is much larger and the number of children aged 0-16 is much smaller than the average for Leeds. It is apparent that Hyde Park is an area in need of further regeneration; our plan for the Royal Park building would help towards this end.

Our Vision for the Centre

Our plan for Royal Park is that it will offer something different from other centres; it will be community led and residents will be encouraged to contribute to its development. We will need local people to contribute their skills voluntarily and envisage that there will be opportunities to develop personal and work-related skills. We envisage that at least two projects with their own funding will be based in the building initially - see scheme below. The centre will be at the heart of the community and contribute to its regeneration and growth. The plan for Burley Library to be based there would be beneficial for the library and the other community activities; people using the library would be able to access the other facilities and vice versa; they would complement each other.

There are two other centres in the neighbourhood, The Cardigan Centre and Burley Lodge Centre (for the purposes of this bid we have not considered facilities attached to places of worship, as many, but not all of their services are aimed at specific groups) where services are available to all local residents. We do not want to duplicate these and would seek to liaise with them to ensure that the Royal Park Space is complementary to them. We would also seek to work with the two local educational centres, Park Lane at Brudenell and Swarthmore.

Details of the project

Organisations which want to be based in the building

HP Source - a locally based organisation. They carry out environmental projects

Which benefit the community and train volunteers in construction skills. Volunteers can gain accredited qualifications. HP Source have their own funding. They have expressed an interest in renting space in the Royal Park building and would be an ideal fit for our plans. More information is available on their website: www.hydeparksource.org

Clothcat Studios

Clothcat run music courses - using music technology, sound engineering and open mic nights. Courses take place at various local venues but they would like a permanent base. They have funding from WEA.

Oblong Resource Centre

Oblong supports many community-based projects in and around Leeds 6. Working with volunteers is part of its structure. It has IT facilities and expertise. Oblong is interested in space at RP, but at this time has identified another suitable space for its work.

Café - we have yet to assess viability and condition of the kitchen. A cafe would encourage people into the centre and could spark off other activities such as cooking classes. We would consult with All Hallows café on opening times which is open twice a week. We would also consult with Burley Lodge and Swarthmore who have experience of running a café.

Groups/ individuals who want to rent space

5-a-side football training - would welcome the use of a permanent venue (hall).

Pyramid of Arts - working on arts projects with people who have learning disabilities. They need outdoor working space and would like to use the playground.

Swarthmore - need more space for education/ leisure classes.

Scrap - a commercial venture using re-cycled materials for arts projects.

Theatre Group - needs rehearsal and performance space.

The RPCC also proposes to work with a wide range of other partners, businesses and voluntary groups.

These and other groups would provide revenue for the centre.

Capital/ Funding

We are asking the council to lease the building to RPCC on a 99 year lease. A reduced rental to be negotiated whilst the project is established (2 years), an incremental increase over years 2 to 10 to a market rent less any discounts for the assistance the project would contribute to the community in promoting its social value (to be assessed annually) and then, during years 11 to 99, a three yearly review of rent to market value less similar discounts

Funding

We are investigating the provision of capital funding to begin the refurbishment of the building. Since we had so little time and were waiting for over a year when we thought Rushbond would be signing a contract with the council, we are asking that we are given three months from this date to secure initial funding for the refurbishment.

Possible funding streams

Biffaward - up to £50,000 - grant for providing or improving community spaces

Big Lottery Fund - no funding streams at the moment but in February they will announce new ones.

Charles Hayward Foundation - up to £20,000 - funding for capital costs for community centres.

We anticipate that the total cost of refurbishing the building would be around £1,000,000 and are still investigating other sources of capital funding.

Costings

We would seek funding to have a structural engineer's report carried out - Estimate approx. £1000. We know of a Structural Engineer who may carry this out for no cost.

Replace sinks and toilets = 10 hours volunteer labour

10 toilets - £20 x 10 = £200

4 washbasins - £15 x 4 = £60

Replace/ repair windows - to identify costs

Central Heating System

Replace boiler with bio- fuel boiler - approx. cost £40,000 Grants are available for installation.

Status of RPCC

At the public meeting on 5 February we will propose that the RPCC constitutes itself as a charitable trust and/or a company limited by guarantee. After taking legal advice, it has decided to become a company limited by guarantee and this process is now underway.

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Agenda:

Originator: Tim Parry

Tel: 2476385

Report of the Director of City Development

Executive Board

Date: 14 October 2009

Subject: LEEDS CORE CYCLE NETWORK PROJECT

Electoral Wards Affected:

All except Wetherby, Otley & Yeadon, Guiseley & Rawdon, Kippax & Methley



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

This report provides an overview of proposals now being developed to implement a strategic approach to the longer term development of cycle facilities and routes within Leeds. The proposals build on a scheme submitted for Major Scheme funding to the Regional Transport Board early in 2009 which was not supported for funding.

It is intended to take the project forward in phases. The Leeds Core Cycle Network which is the subject of this report will form the first phase of the project for development over the next few years as resources allow. Further work is in progress to identify extensions to this initial network capable of forming a Core Network 2 Project together with the intention to commence the early review of facilities provided within the City Centre. It is intended to progress the scheme from within the Local Transport Plan and the third Local Transport Plan from 2011 onwards, and to consider the scheme as a potential candidate for Major Scheme funding as opportunities arise.

The first phase Leeds Core Cycle Network Project will provide a series of continuous safe and convenient cycle routes, primarily for commuting. The project is designed to implement policies for greater levels of cycling which will relieve congestion, benefit the environment and improve the health of Leeds residents. The routes that make up the network have been designed in outline, and the initial consultation was launched in June during Bike Week in Leeds.

The report seeks endorsement to the continued development of the project and seeks approval to take forward the implementation of the first tranche of four routes from within the project.

1 PURPOSE OF THIS REPORT

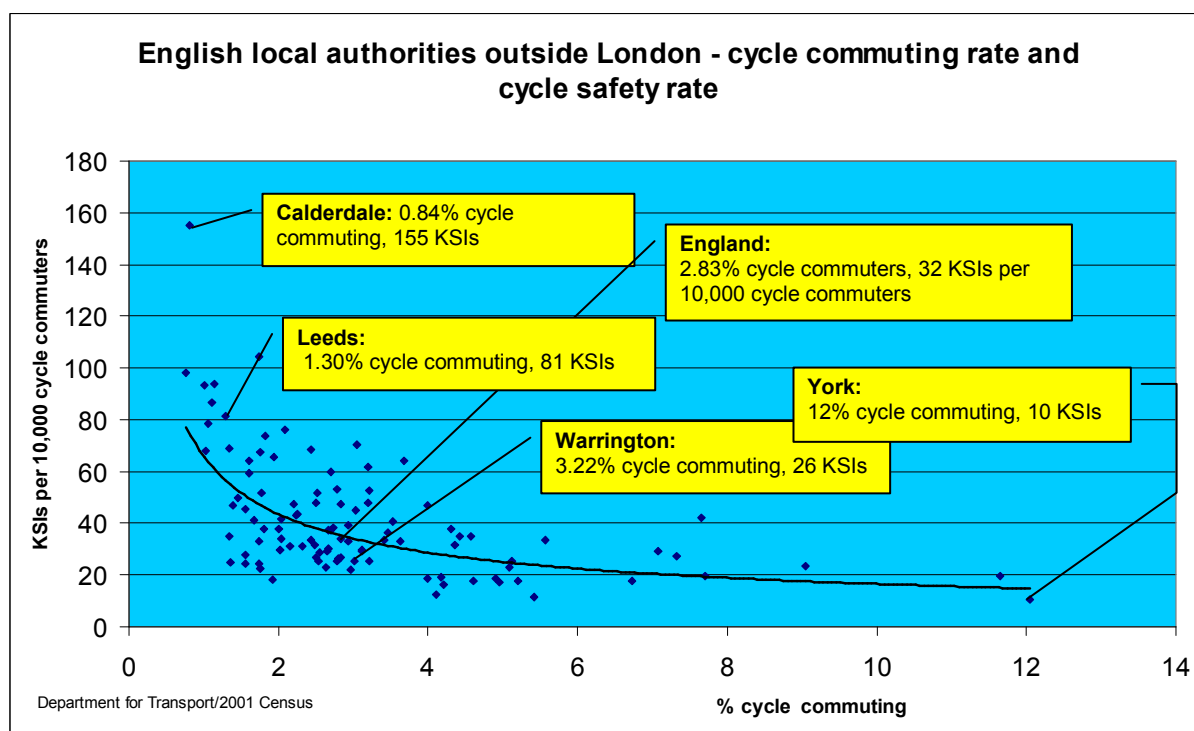
1.1 The purpose of the report is to:

- inform Executive Board of the key issues in providing a core cycle network for urban Leeds and seek approval to continue progressing the detailed proposals; and
- seek financial approval to commence implementation of specified routes.

2 BACKGROUND INFORMATION

- 2.1 Work to improve conditions for cycling in Leeds has been undertaken over a period of more than ten years, albeit at a modest level. Currently there are some routes of variable quality but, with exceptions, the facilities are typified by being discontinuous, with would-be cyclists deterred by areas where conditions are poor.
- 2.2 The level of cycling in Leeds at 1.30% of all trips to work is below that of most other major UK cities: Birmingham 1.4%, Liverpool 1.73%, Newcastle 1.75%, Manchester 3.24%, Nottingham 3.67%, Leicester 4.0%, Bristol 4.58%. It is also very substantially below leading examples in the UK and Europe for example York and Copenhagen, where 12% and 46% respectively of journeys to work are by bicycle and where there are goals to further increase these levels.
- 2.3 A bid was submitted for Regional Funding Allocation (RFA) for the Leeds Core Cycle Network Project in October 2008. The bid performed strongly and met RFA criteria, but due to other regional funding pressures was not prioritised. The project may be supported in the future.
- 2.4 Cycling has the potential to provide benefits to the population of Leeds in terms of congestion, air quality and health, but issues described below prevent the benefits from being realised.
- 2.5 Whilst the level of cycling in Leeds remains comparatively low, overall trends in levels of adult cycling in Leeds over the past five years are showing strong growth:
- an 86% increase in journeys into the city centre, where many of the cycle trips within Leeds are made (1) (References in Appendix 1),
 - a 76% increase in cycling to work (2); and
 - a 20% increase in cycling predominantly on trunk and major roads, excluding canal towpaths and other minor routes (3).
- 2.6 While the trend in adult cycling journeys has been strongly upwards, the number of adult cycling injuries (4) has not increased in line with the upward trend of use, indicating that the risk cyclists experience on their journeys has diminished. For children the number of injuries has decreased (5).
- 2.7 The evidence from a recent analysis of UK cities, Figure 1 below, shows that as cycling levels increase the casualty rate for cyclists gradually declines. The changing figures for Leeds over the past five years are broadly consistent with this observation. Leeds is currently positioned towards the lower cycling rate and higher cycle accident rate end of the spectrum of English local authorities, but appears to be moving in the direction of higher use/lower accident rate.

FIGURE 1: CYCLE COMMUTING RATES AND CYCLISTS KILLED AND SERIOUSLY INJURED (KSI) RATES



- 2.8 While many people express a wish to cycle, many new or potential cyclists find road conditions and the fear of injury a deterrent. Public consultations for the Local Transport Plan 2 revealed that 15% of Leeds respondents identified a “continuous door to door cycle network” as “a measure to reduce my car use”. This showed a demand for the opportunity to cycle that was equal to the demand for those selecting bus priority measures and increased frequency of public transport services.
- 2.9 The cost of physical inactivity in Leeds is estimated at £123 million per year or £172 per year for each adult taking account of lost work time and medical costs, to which greater levels of cycling have the potential to make a significant impact. For example cyclists have been shown to have a 39% lower rate of all cause mortality. It has been calculated that the health benefits of cycling outweigh the costs by a factor of 20:1 (6) and The National Institute for Clinical Excellence has estimated that investment in high quality provision for cycling can be very cost effective with the potential for benefit cost ratio of around 11 to 1 when taking account of all the positive effects that arise from cycling.
- 2.10 There is severe congestion on traffic routes to the city centre yet 35% of people who drive to work in the city centre are undertaking journeys that are 8km/5miles or less, which is a distance suitable for cycling. Average peak time journey speeds by car on many routes are at a level that can be compared to cycling i.e. 10-15 mph. This represents a substantial opportunity to relieve congestion on urban roads at peak times. Congestion can be reduced by providing facilities that encourage people to leave their car at home and cycle instead on short commute and other journeys.
- 2.11 Local air quality deteriorates as a consequence of journeys made by motor vehicles. Seven of the eight Air Quality Management Areas in Leeds are associated with NOx and road traffic emissions. Cycling produces no air quality deterioration and substitution of motoring journeys by cycling is a complete solution to local air quality deterioration for those substituted journeys.

2.12 Greenhouse gases are produced by motor vehicles. The UK road transport sector currently produces 24% of the total UK CO2 burden. It is the only major sector where CO2 emissions are not reducing (WYLTP2 p96). Cycling produces no CO2 burden and substitution of motoring journeys by cycling is a complete solution for CO2 production for those substituted journeys.

3 MAIN ISSUES

3.1 Design Proposals/Scheme Description

3.1.1 To address the issues above it is proposed to develop a network of cycle routes across the city. This work is planned to progress in stages as resources allow so that ultimately a high level network of routes exists across the city, convenient for people to access from their own local areas and feeding into routes to school and other measures. The elements are as follows:

- i) Leeds Core Cycle Network, which is the subject of this report, and which will form the initial stage of development.
- ii) Core Network 2, this would form a further extension of the network to provide more extensive coverage of the District. Routes for inclusion in this second stage are currently being evaluated for input to the preparation of the third Local Transport Plan.
- iii) City Centre Links. Further work is to commence to examine how best improved connectivity and linkages can be provided into and within the city centre. This work will dovetail with the wider work of the Renaissance Leeds programme.

3.1.2 The Core Cycle Network has previously been submitted for consideration by the Regional Transport Body for priority as a major scheme. Whilst the scheme displayed strong positive benefits and fit with regional policy, and may be supported in the future, the demands on the regional transport budget were such that the scheme was not selected for the regional programme. It is therefore proposed that the project is progressed incrementally from within the Local Transport Plan Integrated Transport block allocation. The city wide network provides a strong basis for contributions by developers to its construction.

3.1.3 In terms of the future developments, these will be put forward during the development of the third Local Transport Plan (LTP3) which will come into effect in April 2011. Programmes, funding priorities and the budget for LTP3 have yet to be established.

3.1.4 The initial Core Cycle Network Project consists of a core network of 17 connected cycle routes. The routes complement existing facilities and take advantage of areas where cycling conditions are adequate, such as traffic calmed roads, linking these into continuous routes. The routes are mainly radial, connecting the urban area of Leeds to the city centre 'transport box'. At the same time they provide access to schools, employment sites, regeneration areas, housing developments, stations and green space.

3.1.5 Cycle Routes included within the Project:

Route 1	East Middleton Spur
Route 2	Leeds City Station to Universities
Route 3	Middleton to City Centre
Route 4	Adel Spur
Route 5	Cookridge to City Centre (Headingley Cycle Route Extension)
Route 6	North Morley Spur

Route 7	Scholes – City Centre Route
Route 8	Rothwell to City Centre
Route 9	Chapel Allerton - City Centre
Route 10	Bramley to City Centre
Route 11	Farnley to City Centre
Route 12	Garforth to City Centre
Route 13	South Morley – City Centre
Route 14	A64 improvements
Route 15	Alwoodley to City Centre
Route 16	Wyke Beck Way
Route 17	Penda’s Way – Crossgates to Thorner

- 3.1.6 Further details of each route and a map showing the Leeds Core Cycle Network Project are appended.
- 3.1.7 Funding for maintenance has not been included in the estimates. Arrangements for maintenance may be achieved by different means:
- on all purpose highways, maintenance will be undertaken by Highways Maintenance;
 - away from all purpose highways, routes may be declared as cycle tracks or public rights of way and accordingly maintained as (minor) highway.
 - a small proportion of the routes concerned lies off the public highway on land controlled by the Parks & Countryside Service; in terms of the routes for which consent to implement is being sought, in principle agreement has been reached on maintenance matters;
 - future tranches of the network will be discussed concerning future maintenance, which will be reported at the appropriate time.
- 3.1.8 Promotional activities to increase awareness of the network and encourage uptake will be a key element in the campaign to increase the number of people cycling across the City. This will be undertaken as part of the council’s wider Smarter Travel Choices promotional work. Other current work such as ensuring that highway schemes and developments are compatible with demands for cycling will continue.
- 3.1.9 The project is being managed as a whole and being taken forward in stages. It is intended to complete the routes over the next five years subject to approvals and funding. The overall cost of the Core Cycle Network Project is presently estimated at £9 million. However, this cost takes full account of all early project risks and is expected to reduce as elements of the project are advanced to the more detailed stage.
- 3.1.10 The outline-designed routes when taken together with existing routes provide a network for radial and orbital cycle journeys in the urban area. While each of the individual routes provides continuity, many additional benefits will be realised when the project is completed overall because a whole network will aid the idea of cycling in the city as a normal activity. In the interim the criteria for prioritising development of routes are that:
- there should be even development across the city, while
 - taking advantage of possible external funding when it is available for individual routes, to provide the greatest economy, and
 - taking advantage of routes that have already received a degree of detailed design.

3.1.11 This first report includes a request for approval of the first tranche of the proposed works.

3.1.12 It is proposed to commence implementation of some elements of the network this financial year. These first elements for implementation have been selected to give a geographic spread across the city and to maximise opportunities for external funding:

- Route 16 Wyke Beck Way, section between the lake in Roundhay Park and to the south of the A58 Easterly Road.
- Route 5 Cookridge - City Centre
- Route 3 Middleton – City Centre
- Route 15 Alwoodley – City Centre

(For description of routes and maps, see Appendices 2 and 3)

3.1.13 Usage of the routes will be monitored before and after implementation. The estimated monitoring cost per route is £2000 for one count of base year and two counts in post implementation years.

3.2 Consultations

3.2.1 Initial consultation on the project proposals was undertaken during June 2009. Ward members and community groups were informed by letter which included the project leaflet and links to more detailed plans placed on the internet. Leaflets have also been placed at doctors surgeries, libraries and similar locations. Exhibitions have been held in Millennium Square, at the Leonardo Building offices and elsewhere. Responses are generally supportive and framed around detailed suggestions for revisions.

3.2.2 Ward member consultation letters were sent between 09/04/09 and 08/06/09 to all wards through which the routes pass. Responses have been supportive or provided detailed comments which are being considered. (Outline design on Route 2 has not commenced and no consultations have been undertaken). Ward members will be consulted again as a part of the detailed design process.

3.2.3 As the report explains the Project is being progressed in stages. Outline design consultations have been conducted for all routes, as above, and further consultations will be undertaken for each route as detailed design progresses.

3.3 Scheme benefits

3.3.1 The key output of the scheme is a 115km network of cycle routes in urban Leeds distributed between existing roads and off-road tracks, contributing to an estimated increase in cycling of 80% over six years which will provide the following benefits:

- **Economic benefits:** Economic benefits of the Core Cycle Network Project were calculated as part of the aforementioned bid for Regional Funding Allocation and found a benefit/cost ratio (BCR) of 3.39. This figure, which was considered to be a conservative estimation, falls well within the Department for Transport's high value for money criteria. It is considered that if a future such bid was to become possible this would have a high probability of success.
- **Delivering Accessibility:** The scheme improves access to jobs, education and other key services for everyone, and key locations would include Aire Valley Leeds, East and South East Leeds and West Leeds Gateway.
- **Tackling Congestion:** Each route has been designed to encourage people to choose to cycle, especially for the journey to school/university and the commute to

work. Many of the schemes, such as the Cookridge to City Centre and the Aberford to Crossgates routes provide alternatives to cycling on busy arterial routes and offer significant journey time savings for cyclists.

- **Safer Roads:** All of the cycling schemes are being developed with safety in mind and are subject to a review of the road injury data and safety audit as part off the design process. The off-road routes will improve safety by ensuring that more cyclists have an alternative to cycling on busy arterial routes and where on-road provision has been proposed, there will be a step-change in both quality and safety from the existing provision on these sections.
- **Better Air Quality:** The cycling schemes will improve air quality as it reduces the number of vehicle journeys being made. This will improve local air quality.
- **Health:** The scheme will result in more people incorporating physical activity into their daily lives. The Council's Physical Activity Strategy recognises that physical inactivity is one of the top ten leading causes of death and disability in the developed world, and one of the four key components of the strategy relates to increasing levels of Active Travel.

4 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 Compliance with Council Policies

4.1.1 Environmental Policy: The project directly contributes to the objective to encourage and support more sustainable transport in Leeds by enabling cycling.

4.1.2 Mobility: There are no specific implications for people with mobility problems.

4.1.3 Ethnic minorities, women and disabled people: There are no specific implications for ethnic minorities or women. The proposals comply with the Disability Discrimination Act.

4.1.4 Local Transport Plan: The cycle routes identified within this package will contribute towards the following objectives within West Yorkshire's Second LTP:

- **Delivering Accessibility:** To improve access to jobs, education and other key services for all.
- **Tackling Congestion:** To reduce delays to the movement of people and goods.
- **Safer Roads:** To improve safety for all highway users.
- **Better Air Quality:** To limit transport emissions of air pollutants, greenhouse gases and noise.

4.1.5 Leeds City Council Leeds Strategic Plan 2008 to 2011: Leeds City Council has identified an Improvement Priority to deliver and facilitate a range of transport proposals for cycling.

4.1.6 A Healthy City, Physical Activity Strategy for Leeds 2008 to 2012: The strategy recognises that physical inactivity is one of the top ten leading causes of death and disability in the developed world. Active Travel provides one of the four key components of the strategy.

4.1.7 LTP Policy Approval: The scheme has been instigated by the Transport Strategy Group and is included in the LTP programme.

4.2 Community Safety

4.3 The proposals contained in the report do not have implications for community safety.

5 LEGAL AND RESOURCE IMPLICATIONS

5.1 Legal

5.1.1 Paths to be designated as legal Cycle Tracks may be identified during detailed design. Conversion of existing legal Footpaths is not anticipated.

5.2 Scheme Estimate

5.2.1 The breakdown costs of the routes where approval is sought from the Executive Board are:

Works and Monitoring	£1,311,500
Supervision and Monitoring	£135,500

5.2.2 Design costs have previously been approved at Highways Board. Items for approval at Executive Board are indicated below in bold.

Route Name	Design (£)	Works, staff supervision fees and monitoring (£)***	Overall Cost (£)	LTP cost 09/10 (£)	LTP cost 10/11/12 (£)	External funding bids** (£)
Route 16 Wyke Beck Way	72,000	362,000	434,000*	150,000	284,000	120,000
Route 5 Cookridge - City Centre	62,000	546,000	608,000	208,000	400,000	243,128
Route 3 Middleton – City Centre	33,000	291,000	324,000	150,000	174,000	129,593
Route 15 Alwoodley – City Centre	28,000	248,000	276,000	60,000	216,000	110,401
Total (£)	195,000	1,447,000	1,642,000	568,000	1,074,000	603,122

* Implementation of section between Roundhay Park and Easterly Rd. Overall cost for entire Route 16 is £894,893. Approval to implement further sections will be sought in the future.

** If obtained, external funding support would reduce LTP09/10 and LTP10/11 costs.

*** Monitoring costs of £2000 per route included.

5.3 Funding

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2009 £000's	FORECAST				
			2009/10 £000's	2010/11 £000's	2011/12 £000's	2012/13 £000's	2013 ON £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						

FURN & EQPT (5)	0.0		195.0				
DESIGN FEES (6)	195.0						
OTHER COSTS (7)	0.0						
TOTALS	195.0	0.0	195.0	0.0	0.0	0.0	0.0

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2009 £000's	FORECAST				
			2009/10 £000's	2010/11 £000's	2011/12 £000's	2012/13 £000's	2013 ON £000's
LAND (1)	0.0						
CONSTRUCTION (3)	1311.5		547.5	690.0	74.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	135.5		42.5	78.0	15.0		
OTHER COSTS (7)	0.0						
TOTALS	1447.0	0.0	590.0	768.0	89.0	0.0	0.0

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2009 £000's	FORECAST				
			2009/10 £000's	2010/11 £000's	2011/12 £000's	2012/13 £000's	2013 ON £000's
Transport Supplementary Grant	1642.0		785.0	768.0	89.0		
	0.0						
Total Funding	1642.0	0.0	785.0	768.0	89.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

West Yorkshire Local Transport Plan Funding

5.3.1 It is proposed to progress the scheme in stages using LTP Integrated Transport block funding. Funding for these four stages is included in the approved Capital Programme and is eligible for 100 % Government Funding. However, as the scheme progresses, funding will continue to be sought from external sources including Regional Funding Allocation, Sustrans, Cycling England and developers where appropriate.

External Funding

5.3.2 The value of current bids for external funding is indicated in the table above. Funding is being sought for individual routes or parts of routes. For each selected route, funding is considered to be less likely to be available in following years, and brief details of the funding bid are:

- Route 16 Wyke Beck Way, section between the lake in Roundhay Park and to the south of the A58 Easterly Road. Sustrans has indicated without commitment that funding is likely for this section from Connect2, which is part of the Big Lottery award that Sustrans won. An undertaking to start implementation this financial year will increase the probability of support, which is likely to be of between one third and one half of the total cost for the section.
- Route 5 Cookridge - City Centre is eligible for UTravel Active funding through Cycling England's Links to School Programme. 40-50% of scheme cost is potentially available for this financial year that will not be available next year.
- Route 3 Middleton – City Centre may be awarded 40-50% of scheme cost from the Safer Routes to School Programme (not limited to this financial year, but availability not certain for next year).
- Route 15 Alwoodley – City Centre may be awarded 40-50% of the scheme cost from the Safer Routes to School Programme (not limited to this financial year, but availability not certain for next year).

6 Risk Assessment

- 6.1 External funding is not awarded to Leeds. It is unlikely that the scheme will receive no external funding. Should such funding be less than anticipated, the scheme will be funded from LTP over a longer time period than currently anticipated.
- 6.2 Leeds Core Cycle Network is not progressed. Aspirations and policies for health, road safety, congestion, pollutant reduction, greenhouse gas reductions and the popular desire to cycle will all be unsatisfied.
- 6.3 Technical difficulties encountered with one or more routes. Feasibility work has not identified insuperable problems. Routes are flexible and alternatives can be found.
- 6.4 Costs are greater than anticipated. Costs have been estimated for potential difficulties identified during initial feasibility, giving a maximum cost of £9.4m, compared to £9m considered the most likely overall cost.
- 6.5 Levels of cycling do not increase. In conjunction with other initiatives to change travel behaviour, this outcome is considered improbable given the benefits to individuals arising from cycling, the publicity given to cycling and the stated wishes of the public. Evidence from Cycling England's Demonstration Towns indicates that growth can be achieved by taking appropriate measures.

7 Conclusions

- 7.1 The proposed network of 17 continuous cycle routes will improve access to the city centre, shops, education and workplaces by bicycle within the urban area of Leeds. Implementation will lead to reduced levels of congestion and air pollution, with improvements to sustainability and health. The project has received outline design and is the subject of public consultation. Detailed design of selected routes is underway with a view to implementation commencing this financial year.

8 Recommendations

- 8.1 Executive Board is requested to:
 - i. Approve progressing the design and implementation of the proposed Leeds Core Cycle Network Project, subject to financial approvals and regulation.
 - ii. Give authority to incur £1,311,500 works and £135,500 supervision fees and monitoring, for the following routes that form part of the proposed Core Cycle Network Project, to be funded from the Integrated Transport Scheme 99609 within the approved Capital Programme:
 - Route 16 Wyke Beck Way (Roundhay Park to Easterly Rd section)
 - Route 5 Cookridge - City Centre
 - Route 3 Middleton – City Centre
 - Route 15 Alwoodley – City Centre.

Background Papers

There are no background papers

APPENDIX 1

References

- (1) From city centre cordon survey in morning peak period (from 571 to 1064 crossing the cordon).
- (2) Based on "snapshot" survey of employees cycling to work within companies (226 of 11807 respondents in 2005 to 775 of 22945 respondents in 2009)
- (3) Based on the National Traffic Census covering, district wide, all non-motorway road types 47.2, 2002-2004 to 57.0 2006-2008 average at 94 sites, 12 hr count,
- (4) Change from 28, 2003-2005 to 30, 2006-2008 adult ksi 3yr annual moving average
- (5) Change from 46, 2003-2005 to 44 2006-2008 child all casualty 3yr annual moving average.
- (6) Meyer Hillman M, Cycling and the promotion of health 1992

APPENDIX 2

Cycle Routes included within this Scheme

Route	Description	Links with other routes/initiatives
Route 1 East Middleton Spur	Spur intended to extend scope of Middleton to City Centre Route.	Links to Middleton to City Centre Route
Route 2 Leeds station to Universities (Cookridge Street contra-flow)	Provision of a contra-flow cycle route along Cookridge Street, completing a link from the University of Leeds and Leeds Metropolitan University City Centre campuses to Leeds City Station.	Links with package of routes for LTP3 between university halls of residence. Links with quiet road route to Cookridge and Becketts Park campus, university campuses and halls of residence.
Route 3 Middleton to City Centre	Links areas of low employment to the City Centre and Aire Valley Employment Area. Also provides links to a major school and sports facilities.	Route includes Middleton Woods and there may be leisure links including with the Middleton Steam Railway. Links to Holbeck village
Route 4 Adel Spur	Spur intended to extend scope of Alwoodley to City Centre Route, to include Adel and student accommodation	
Route 5 Cookridge to City Centre (Headingley Cycle Route Extension)	Provides link to Leeds Metropolitan University and Proposed development at Horsforth Woodside.	Links with Cookridge Street contra-flow cycle link.
Route 6 North Morley Spur	Spur to extend scope of South Morley- City Centre route and connects Gildersome	
Route 7 Scholes – City Centre Route	Provides links to several schools, and a commuter route through Swarcliffe, Harehills and Burmantofts.	Connects to Penda's Way and Wyke Beck Way,
Route 8 Rothwell to City Centre	Provides alternative for City Centre commuters to the busy A61 / M621 / M1 interchange.	Connects to Middleton to City Centre Route and Aire Valley Employment area.
Route 9 Chapel Allerton - City Centre	Links Moor Allerton with Chapel Allerton, Potternewton and City Centre	Links with Cookridge Street contra-flow cycle route (2)
Route 10 Bramley to City Centre	Provides link from Bramley to the City Centre	Links with Leeds-Bradford Connectivity work.
Route 11 Farnley to City Centre	Links Farnley with Wortley	Links to Route 10 (Bramely to City Centre)
Route 12 Garforth to City Centre	Arterial long distance commuting route.	Provides links to Leeds and Aire Valley Employment Area and City Centre.
Route 13 South Morley – City Centre	Connects Morley, Beeston and Holbeck to city centre	Passes through Holbeck Regeneration Area and past White Rose Shopping Centre
Route 14	Arterial commuting route	Connects with Wyke Beck



A64 improvements	passing through deprived areas in East Leeds.	Way and would provide crossing points for numerous routes to schools.
Route 15 Alwoodley to City Centre	Provides links to Sugarwell Hill Park, Chapel Allerton, Meanwood Park and Eccup Reservoir. Arterial commuting route and Greenway.	Part of Meanwood Urban Farm Strategy and Public Right of Way Strategy. Also may form part of a Lottery Funded Active Travel project.
Route 16 Wyke Beck Way	Links deprived areas of the city with Aire Valley employment area. Also important as it connects major schools and important green spaces.	Provides connection to East Leeds Radial Link, Aire Valley Employment Area, Temple Newsam, Roundhay Park and, ultimately, Rothwell and Trans Pennine Trail,.
Route 17 Penda's Way – Crossgates to Thorner section	Utilises disused Leeds to Wetherby rail line. Links Crossgates station with major development site at Vickers Tank Factory and surrounding villages.	Crosses Scholes – City Centre Route and connects to A64 Corridor Route. The route would also open up improved access to the countryside for walkers, wheelchair users and horse riders.

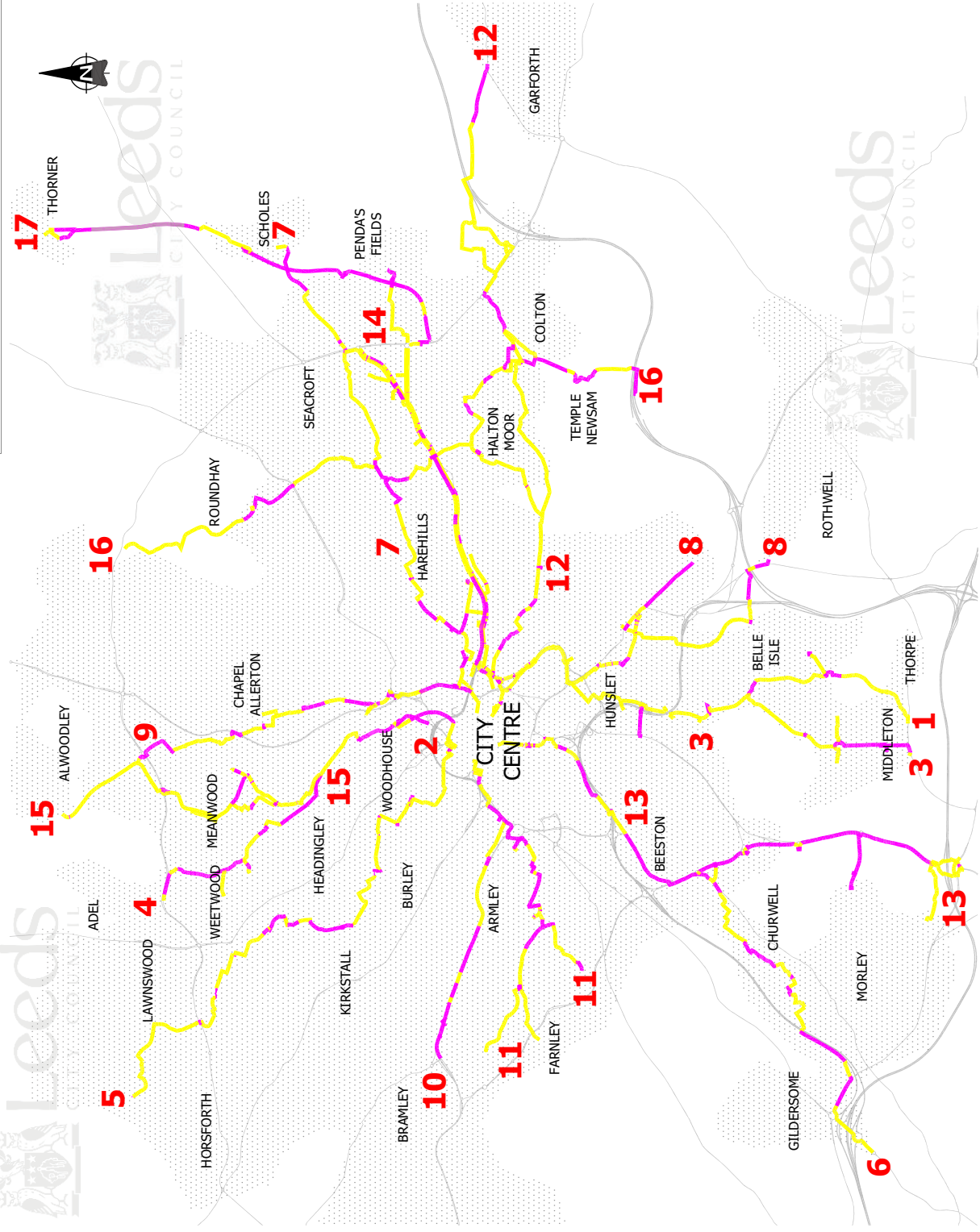
APPENDIX 3

Leeds Core Cycle Network Project Overview


Dwg No HDC/299224/CON/01

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KEY	
	ROUTE SECTIONS SUBSTANTIALLY COMPLETE OR TO BE DELIVERED BY PRIVATE DEVELOPMENT
	ROUTE SECTIONS REQUIRING WORKS
1	EAST MIDDLETON SPUR
2	LEEDS STATION TO UNIVERSITIES
3	MIDDLETON
4	ADEL SPUR
5	COOKRIDGE
6	NORTH MORLEY SPUR
7	SCHOLES
8	ROTHWELL
9	CHAPEL ALLERTON
10	BRAMLEY
11	FARNLEY
12	GARFORTH
13	SOUTH MORLEY
14	A64 CORRIDOR
15	ALWOODLEY
16	WYKE BECK WAY
17	PENDAS WAY



FIRST APPROVED AMENDMENTS	MR	DRAWN	CHECK	DATE
DRAWING NUMBER: HDC/299224/CON/01				
DATE: June 2009				

		ENGINEERING SERVICES	
INITIALS	DATE	SCALE	
DRAWN BY EMW	12/08	N.T.S	
AUG/CAD BY RD	12/08		
CHECKED BY	6/09		
			Sheet 3 of 3

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**LEEDS CORE CYCLE NETWORK
 PROPOSED CYCLE NETWORK – OVERVIEW PLAN**

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Originator: F Linley

Tel: 3481704

Report of the Director of City Development

Executive Board

Date: 14 October 2009

Subject: Submission of the Major Scheme Business Case for the New Generation Transport (NGT) Project

Electoral Wards Affected:

Implications city wide, but with direct impacts on City and Hunslet, Burmantofts & Richmond Hill, Hyde Park & Woodhouse, Headingley, Weetwood, Adel & Wharfedale and Middleton Park Wards.

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In (Details contained in the re

EXECUTIVE SUMMARY

- 1.0 This report sets out the current position on the proposals for a high quality rapid transit system for Leeds. It provides details of the Major Scheme Business Case (MSBC) that has been prepared for the project and seeks approval for the formal submission of this document to the Department for Transport later this month.

1.0 Purpose of this report

- 1.1 This report outlines progress to date on the development of the New Generation Transport (NGT) proposals and sets out the key information being included in the Major Scheme Business Case (MSBC) for the project. Approval is being sought for the submission of this MSBC to the Department of Transport in the latter half of October.

2.0 Background Information

- 2.1 Metro and Leeds City Council are continuing to work in partnership to develop a high quality rapid transit system for Leeds known as NGT. The NGT project is seeking to provide a high quality transport system that will help to support the growth of Leeds' economy and improve the local environment by helping to address congestion.
- 2.2 The NGT scheme would initially serve three routes to North, South and East Leeds, covering a distance of approximately 14km and linking key trip generators including the city's hospitals and universities. It is intended to provide significant levels of segregation for NGT vehicles in order to deliver high levels of reliability across the network. The preferred option is to use electrically powered trolleybuses to operate the system.
- 2.3 Work is continuing on finalising the Major Scheme Business Case (MSBC), for the project with the aim to submit this to the Department for Transport (DfT) for approval in the latter half of October 2009. The Promoters have been working closely with the DfT throughout the development of the MSBC and have received assurances from the DfT that they will aim to provide a decision on the MSBC submission by the end of December. If the decision is favourable this means in effect that the project has been given Programme Entry (the first stage in the approvals process).
- 2.4 In line with DfT requirements, the MSBC presents the Preferred, Next Best and Low Cost Options for NGT, which can be summarised as follows:
- Preferred Option – three line trolleybus network serving North, South and East Leeds, with approximately two-thirds of the network segregated. Outturn capital cost approximately £276m; plus a Park & Ride service on the south and north corridors.
 - Next Best Option – electric hybrid bus operating as upgrade to existing services on the North, East and South corridors plus a Park & Ride service on the south and north corridors. Outturn capital cost approximately £150m;
 - Low Cost Option - as Next Best but operated by diesel buses and reduced infrastructure investment. Outturn capital cost approximately £70m.
- 2.5 The current version of the full MSBC document (together with an executive summary) can be accessed as a supporting document from the clerk named on the front of the agenda. It should be noted that the available version of the document will only be finalized following consideration by Executive Board, so there are some highlighted sections either awaiting the final appraisal outcomes or omitted for confidentiality reasons.

3.0 Main Issues

3.1 Concept Designs

Concept designs have been drawn up for the proposed NGT network with a key milestone for design development being the 'Design Freeze 2 workshop' which was held in May 2009. The workshop had over 50 attendees from LCC, Metro, Government Office and the Project Advisors. Route options were presented and views sought on which route options were most desirable. The inputs from the workshop have been essential in developing the Preferred Option routes which form the basis of the MSBC. Key characteristics of the Preferred Option can be summarised as follows:

- Network is approximately 14km;
- Current designs are for approximately 63% of the route segregated from general traffic, with 40% of the overall route being for NGT vehicles only;
- Key NGT-only sections would include the Headingley by-pass and a section of route running in railway sidings between Balm Road and Wakefield Road in Hunslet.
- The use of articulated trolleybuses is assumed, however, it is intended to seek to protect the opportunity for using double-articulated vehicles, should this become appropriate as the detailed design work progresses.
- Forecasted journey times are currently approximately 22 minutes for the full length of the North Route, 12 Minutes for the full length of the South Route, and 6 minutes for the full length of the East Route.
- 2,250 Park & Ride spaces on the south and north routes.

3.2 Extension to Holt Park

3.2.1 Throughout the development of the NGT proposals detailed consideration has been given to the potential for extending the northern NGT route in order to serve the Holt Park area. This was not included in the bid to the Regional Funding Board but there are operational, economic and strategic reasons for doing it. At present this extension is not affordable within the funding that has been identified for the project, nor was it included within the Regional Funding Allocation approvals. However it is intended to protect the opportunity for delivering this extension to Holt Park.

3.2.2 It is therefore proposed that the Major Scheme Business Case includes a form of words which highlights this continuing aspiration to serve Holt Park and ensures that the potential to provide this extension is not ruled out at this stage. Further work is currently in progress (and will continue post MSBC submission), to refine the capital costs for the scheme and any cost savings that are made could be used to fund an extension to Holt Park. At this stage however, for the DfT to approve the extension, they will require additional assurance that the costs can be underwritten by Metro and Leeds City Council. The Promoters will not however, be committed to delivering the Holt Park extension, but will need to retain this option at this stage.

3.3 Project Risk

3.3.1 Extensive work has also been undertaken to identify and mitigate project risks, with three separate Quantitative Risk Assessment (QRA) exercises undertaken to date. Risk costings will be included in the overall scheme costs to be submitted in the MSBC.

3.3.2 The Preferred Option is currently being refined in preparation for MSBC submission and demonstrates a good Value for Money case (with a benefit cost ration of 2.0 - 2.6) which outperforms both the Next Best (with a BCR of 0.7 - 1.0) and Low Cost (with a BCR of 1.0 – 1.5) alternatives.

3.4 Funding Issues

3.4.1 In total 90% of the capital cost of the NGT scheme will be funded through the Regional Funding Allocation, with 10% to be funded through a local contribution to made by Metro and Leeds City Council.

3.4.2 In terms of the Regional Funding Allocation, The project has been allocated £248.8 million, with an initial £150 million allocated to NGT in 2007 followed by a further £98.8 million in January 2009.

3.4.3 With regard to the necessary 10% local funding contribution this equates to a figure of £27m in terms of the Preferred Option outlined in section 2.4 above.

Local Contribution Issues

3.4.4 A possible approach to delivering the required 10% local contribution (£27m) has been developed by the project advisers which will allow the promoters to include:

- Some of the scheme development costs that have already been incurred. (These are not normally eligible for counting towards the local contribution at this stage, but significant extra costs have been incurred earlier than normal for this scheme in order to accelerate the approval process and to allow the RFA monies to be spent as allocated).
- Scheme development costs incurred after programme entry (i.e. after the MSBC approval) namely design, business case development and land costs.

3.4.5 Members will recall that in the Capital Programme update report to Executive Board in July 2009, approval was given to allocating part of the remaining Strategic Development Fund to developing the NGT project. The proposed approach to delivering the local contribution is currently being considered by the DfT and the outcome of ongoing discussions will be reported to the meeting.

Additional Risk Layer

3.4.6 The promoters will also be required to underwrite 50% of the 'additional risk layer' (ARL), namely the risk of the scheme costs exceeding the available funding. (The DfT will fund the other 50% of ARL). In effect, Leeds City Council/Metro will therefore need to underwrite an additional £30m of risk, but it is unlikely that these additional costs would be incurred due to the extensive work that has been undertaken to date as set out above in 3.3. (The costs for the preferred option already include an allocation of around £50m for risk.)

In terms of underwriting the ARL, the necessary monies could potentially be sourced from a combination of the following: prudential borrowing, additional levy arrangements, Section 106 contributions and development opportunities relating to land already acquired. Further more detailed work will be undertaken in the future, in order to understand these potential sources of funding in greater detail.

LCC Approval to the Local Contribution and the Additional Risk Layer

- 3.4.7 A formal letter from the Director of Resources will be required approving the approach to be taken to providing the local contribution and underwriting the ARL. In addition, it will be necessary to obtain a re-endorsement of the funding allocation from the Region Transport Board.

Additional Development Costs

- 3.4.8 The project is incurring significant development costs progressing the development of the scheme and securing the necessary approvals. Provision was made in the capital programme for the Council's contribution towards these costs but based on the latest forecast, there is likely to be a £844k shortfall in funding in the current year. Work is ongoing to identify how these costs can be funded with a view to reporting the position in the half year Capital Programme update in November 2009.

3.5 Public Consultation

- 3.5.1 A two-stage approach to public engagement on the NGT project has been implemented to date.
- 3.5.2 The initial period of NGT public engagement involved undertaking a series of public exhibitions, held jointly with the Transport for Leeds project, in Leeds City Centre in November 2008. The purpose of these exhibitions was to raise awareness of the emerging NGT proposals and to seek feedback from the public on certain key attributes of the scheme.
- 3.5.3 The second phase of NGT consultation commenced in June this year and closed in early September. The aim of this second phase was to present the more detailed proposals for NGT at exhibitions along the proposed routes as well as Leeds City centre to obtain as wide a consultation as possible of the public's views on the scheme.
- 3.5.4 At the same time a series of detailed briefings were given to Members, together with presentations to the Inner North West, Inner South and the Inner East Area Committees and attendance at Community Forums where requested.
- 3.5.5 The consultation materials presented the Preferred Option routes and vehicle (Trolleybus). A consultation leaflet has been included in Appendix I for information. A series of public exhibitions were held on each of the NGT routes and exhibition visitors had the opportunity to discuss the proposals with project staff and if desired go through the concept design plans in detail.
- 3.5.6 An NGT questionnaire was also distributed to ascertain respondents' thoughts on trolleybuses, route proposals, park and ride proposals and the NGT scheme in general. Overall 20,000 questionnaires were handed out as part of the consultation exhibitions and an online version was also available on the NGT website.
- 3.5.7 In total over 2,500 completed questionnaires have been received. The full results of the consultation exercise are not yet available since analysis of questionnaires is still ongoing, however emerging results demonstrate that 77% of respondents are supportive of the NGT proposals and 76% are supportive of using trolleybuses to operate the system. Further more detailed results will be posted on the NGT website following full analysis of the responses received.

- 3.5.8 As a result of the consultation process to date, a number of issues have been raised which are currently being investigated further by the NGT Team. This includes the potential impact of the scheme on Cinder Moor/Woodhouse Moor and further work is now in progress to consider alternative alignment options and to ensure that any impact is minimised through the provision of appropriate mitigation measures. The outcome of this further work will be reported to Executive Board in February 2010 prior to the submission of the TWAO order application.
- 3.5.9 In addition, further work is underway to consider the impact of the scheme upon cycling facilities in order to identify opportunities to enhance the proposals for cycling provision where possible.

3.6 Next Steps and Key Project Milestones

- 3.6.1 Following the submission of the MSBC in October 2009, the emphasis of work will shift towards preparation for the submission of a Transport and Works Act Order (TWAO) together with a request for deemed planning consent and for approval of the Traffic Regulation Orders required as a result of the scheme. Assuming Programme Entry is achieved by the end of 2009 the current anticipated timescales for the key project milestones are as follows:
- TWAO submission March 2010
 - TWAO Public Inquiry early 2011
 - Conditional Approval by April 2012
 - Full Approval by June 2013
 - Start of substantive construction by September 2013
 - Start of Operation 2015
- 3.6.2 A further report will be submitted to the Executive Board in February 2010 prior to the TWAO submission. Subsequent reports on progress will be provided to future meetings as required.

4.0 Implications for Council Policy and Governance

- 4.1 The NGT proposals support the objectives of the Local Transport Plan which contributes to the delivery of the Council's Strategic Plan objectives for transport and those of the Vision for Leeds. The scheme will make a major contribution to improving the attractiveness and quality of travel by public transport and is predicted to encourage a switch from private car to public transport, thereby alleviating congestion on the NGT routes.
- 4.2 Progress will be reported to the Executive Board at the key stages in the delivery process. Oversight of the scheme is provided by a Project Board chaired by the Executive Director of Metro. The Board also includes the Director of City Development and Director of Resources from Leeds City Council.

5.0 Legal and Resource Implications

- 5.1 Subject to the granting of Programme Entry by the Department for Transport, LCC staff numbers working on the joint programme team will be increased from 3 to 5. The cost of these additional resources will be rechargeable to the project

6.0 Conclusions

- 6.1 The allocation of a total of £248.8m in the Regional Transport Fund to deliver a rapid transit solution for Leeds offers a real opportunity to deliver a step change to public transport in the city.
- 6.2 A major scheme business case has now been prepared for the NGT project and ongoing liaison with the Department for Transport has indicated that, subject to the MSBC being submitted in October, there is every likelihood that programme entry will be granted by the end of the year.
- 6.3 Members are therefore requested to approve the MSBC detailed in this report so that it can be submitted to the DfT and secure access to the monies allocated for Leeds.

7.0 Recommendations

- 7.1 Members are requested to:
- i) Agree to the submission of a Major Business Scheme Case for NGT in October 2009, based on the scheme options as set out in Section 2.4 of this report.
 - ii) Agree to the proposed approach for delivering the 10% local contribution to the scheme as set out in Section 3.4.4 of this report.
 - iii) Agree to underwrite the City Council share of the 'Additional Risk Layer' of the project as set out in Section 3.4.6 of this report.

Background Papers

Summary of the Major Scheme Business Case
Final draft of the Major Scheme Business Case

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Originator: Richard Ellis

Tel:x74291

Joint Report of the Director of Environment and Neighbourhoods and the Director of Resources

Executive Board

Date: 14th October 2009

Subject: Reform of council housing finance – The Council’s response to the Consultation paper / Update on the Future of council housing in Leeds

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In (Details contained in the report)

EXECUTIVE SUMMARY

On the 21st July 2009 the Government published the consultation paper “Reform of council housing finance”.

The consultation paper sets out the difficulties with the current housing finance system and explores options to reform it. It seeks views from all social housing stakeholders in respect of the preferred option, which is “to dismantle the current Housing Revenue Account (HRA) subsidy system and replace it with a devolved system of self financing for all local authorities”. The closing date for consultation is the 27th October 2009.

This report sets out a brief context to issues the Government is seeking views on, together with the Council’s proposed response. It also provides an update on the work currently being done to determine the future of council housing in Leeds.

The consultation is primarily seeking views on principles, and therefore, a detailed assessment of the proposals and their impact on Leeds City Council cannot readily be undertaken.

In summary, however, the Council welcomes the proposals to reform council housing finance and the principles upon which they are based. The self financing model should offer more certainty in terms of funding which could allow more robust planning of works and facilitate more efficient procurement. The proposals could generate sufficient resources to maintain

the decent homes standard, and repay outstanding debt whilst ensuring there are sufficient resources to support Leeds City Council's strategic housing objectives.

1 Purpose Of This Report

- 1.1 To inform Executive Board of the Council's proposed response to the Government's consultation paper "Reform of council housing finance".

2 Background information

2.1 Current housing finance system

- 2.1.1 The current housing finance system has been in place for 20 years. Under the 1989 Local Government and Housing Act, each Local Authority is required to keep a Housing Revenue Account (HRA) and is subject to annual housing subsidy determinations.
- 2.1.2 The current system works on the basis of a "notional" HRA. This means that the Government, based on its own assumptions, makes an assessment of each council's need to spend, levels of rental income receivable and repayment of historical debt. Of the 205 Local Authorities in the HRA subsidy system, 75% pay over resources to the Government, with the remaining 25% receiving a net payment.
- 2.1.3 Based on the Government assumptions above, in 2009/10 Leeds would need to pay back to the Government almost £45m of its rental income. However, taking into account the Major Repairs Allowance (MRA), which the Council receives to cover its long term maintenance costs, plus the ALMO allowances that Leeds receives to fund the debt associated with the Decent Homes programme, and the grant payable for PFI schemes Leeds is a net recipient of resources.

2.2 The Review of council housing finance

- 2.2.1 The Housing Finance Review commenced in March 2008 in response to wide acknowledgment that the current subsidy system is complex, lacks transparency and that the annual determinations make it difficult to plan and invest in housing at a local level.
- 2.2.2 Working groups were set up to examine various aspects of the current system and several pieces of research were commissioned by the Government to inform the review. The conclusions from the research are detailed in the consultation document (published on the 21st July 2009), together with options for reform to the system.
- 2.2.3 All social housing stakeholders have been asked for views on the consultation paper, particularly on the preferred option which is "to dismantle the current Housing Revenue Account (HRA) subsidy system and replace it with a devolved system of self financing for all local authorities".
- 2.2.4 Responses to the consultation are due back to the Government on the 27th October 2009. Given this deadline, there is insufficient time for Call In processes to be concluded. This means that the report is not eligible for Call In.
- 2.2.5 In addition to seeking views on the self financing proposal, the consultation paper sets out 17 specific questions grouped into 6 areas – core and non core services, standards and funding, leaseholders, debt, capital receipts and equality impact assessment. These questions are attached at Appendix 1. Section 3 below deals with each area in turn. It sets out where necessary, a brief context to each issue, followed by the Council's proposed response (*shown in italics*). In formulating the proposed

response, account has been taken of the views of a number of bodies representing the interests of local housing authorities and tenants. (Appendix 2).

3 Main Issues

3.1 The move towards a devolved self financing system

- 3.1.1 The Government's preferred option is a self financing option with each local authority retaining its rental income to deliver the housing services to tenants and maintain the stock. This is subject to a one-off distribution of debt between councils.
- 3.1.2 The Government makes it clear within the consultation document that it is not proposing any changes to rent policy and that rent convergence will continue.
- 3.1.3 Nationally, the housing debt is £18bn which the Government has stated will not be written off. Costs associated with servicing this debt are currently met through the subsidy system but as this debt is not equally distributed, councils with higher debt get more support. A move to a self financing model will require a one-off reallocation of national housing debt in order to ensure all councils are in a position where they can support their stock from rental income. Without this redistribution of debt, self financing will not work. (3.5 deals with this proposal in more detail).
- 3.1.4 Leeds has the highest level of debt in the country, partially due to its success in attracting additional funding for Decent Homes and PFI schemes.

The Council agrees that the current HRA subsidy system is complex, hard to understand and lacks transparency, as it is based on notional assumptions in respect of spending needs in order to reallocate resources around the country. This has impacted upon local accountability for housing finance. The annual nature of the process also means that long term planning is difficult, because it is problematic to project future subsidy determinations.

The Council welcomes the principle of a move towards a self financing model, as it should offer more certainty in terms of funding which will allow for better planning of works and facilitate more efficient procurement. This in turn, will facilitate more robust asset management strategies.

The Council notes that there is no proposal to change the rent convergence policy or to allow councils to determine their own rent increases. This effectively means the Government will retain control over rents. This, together with the lack of a certain timeframe for convergence, may impact on long term planning and strategies.

The consultation does not provide sufficient details to calculate what the specific implications are of the self financing option for Leeds. Currently, Leeds is a net recipient of resources and under the current system, this flow of resources from Government to Leeds is set to increase as a result of additional PFI grant for Beeston and Holbeck, Little London and Lifetime Homes. It is not anticipated that RTB receipts will recover sufficiently to offset this flow of resources. Clearly, it is important to the Council that any proposals for the reform of the current subsidy system should not be to the financial detriment of Leeds.

3.2 Core and Non Core Services (Questions 1 & 2 - Appendix 1)

- 3.2.1 The research recognises that the guidelines in respect of what can be charged to the HRA i.e. “the ringfence” need revision, however, it appears that the Government does not intend to be prescriptive but provide guidelines/principles enabling authorities to respond to local demands with the ultimate test for what costs fall to the HRA being who benefits.
- 3.2.2 The principles set out in the paper include: - retaining a separate landlord account for revenue and capital expenditure; that services provided by a landlord should be paid for through the HRA; and, that some defined services, e.g. housing advisory services should be paid from the General Fund. In addition it proposes that standards set by the Tenants Services Authority (TSA) will fall on the HRA.

The Council welcomes the continuation of the ringfence and supports the “principle based approach” which will allow local flexibility. There is however, a lack of clarity regarding the premise that non core services such as anti social behaviour should be provided by the landlord but funded from other sources. It is unclear what these sources are. Whilst the Council accepts that they are a key service which should be funded from the HRA, the lack of freedom in rent setting may lead to core landlord services being underfunded.

3.3 Standards and Funding (Questions 3 & 4 - Appendix 1)

- 3.3.1 The paper confirms the Government’s commitment to delivering and maintaining the Decent Homes Standard and states that future funding will be provided to at least maintain this standard. In addition, funding will be provided for lifts and communal areas. Additionally, there is a commitment to energy efficiency in housing, with new financing mechanisms to be developed.
- 3.3.2 Research commissioned as part of the review concluded that the Major Repairs Allowance (MRA), which is the allowance to maintain the condition of the housing stock, should be increased on average by 24%. It was also concluded that nationally there is an estimated backlog of approximately £6 billion for time expired elements in addition to a backlog to achieve decency of between £1,400m to £2,900m. The Government proposes that this will be funded via capital grant.

The Council welcomes the recognition of the scale of the challenge, and the increase in MRA, however it would question whether a 24% increase is sufficient given that it has been previously reported that MRA needs to increase by an average of 40%. Furthermore, the 24% uplift represents a national average and as no detailed information is available regarding the way in which this will be distributed at a local level, it is difficult to determine the impact upon the Council.

The Council would urge the Government to introduce revised MRAs with effect from 2010/11, particularly as it is likely that the introduction of any proposed changes to the current system will not be implemented until 2012/13 at the earliest, unless all councils agree to the redistribution of debt, which is considered to be highly unlikely.

The Council welcomes the Governments commitment to delivering and maintaining the Decent Homes Standard and the proposal to recognise the previous omission of lifts and common areas. However, there is a lack of clarity as to how the Government commitments regarding additional funding will be resourced and impact on the Council.

The Council currently has three PFI schemes (all at different stages). It is unclear how funding in relation to these will be treated under the proposals. The Council's view is that it is essential that satisfactory arrangements must be put in place to ensure the continuation of support for these schemes, and would like a commitment from the Government that any changes to the overall system will not have a detrimental impact on the Council with regard to the future funding.

The Council notes the proposal to fund backlog from capital grant. On this, the Council has a number of points/questions to raise: -

- (a) Capital grant has traditionally been less flexible than other forms of funding i.e. it has to be used in the year it is received. It can also be cumbersome to apply for. The Council would like the Government to consider allowing greater flexibility in respect of these grants and make the process for application and receipt as straightforward as possible.***
- (b) How will these grants be funded – are there likely to be additional resources for housing or will grants be top sliced from the overall national resources for housing?***
- (c) Will funding for disabled adaptations to council properties be funded from capital grants? This is a growing area within Leeds and the current proceeds from Right to Buy (RTB) sales are insufficient to meet the demand.***

3.4 Leaseholders (Question 5 - Appendix 1)

- 3.4.1 The paper proposes allowing local authorities to set up sinking funds for works to leaseholders' stock. This is to enable the smoothing of the costs of repairs and improvements which can be quite significant.

The Council does not currently operate a sinking fund for leaseholders. It has no objection to making the operation of a sinking fund optional to leaseholders, however, it would not welcome this being imposed under the terms of a lease. Existing leases do not provide for the levying of a contribution, and changes to these would require agreement from leaseholders which is considered unlikely. The establishment of a sinking fund has been raised at leaseholder forums in the city and there was no support for operating such a fund. The Council currently offers a number of loan options which are considered to meet the various financial means of individual leaseholders.

The Council believes that there are several practical difficulties with operating a sinking fund, such as determining the right balance between "adequate" contributions and affordability, (particularly if works do not progress as planned), issues arising when leasehold properties are sold on and the additional administration costs involved.

3.5 Debt (Questions 6 to 11 - Appendix 1)

- 3.5.1 The Government has made it clear that the £18bn national housing debt will not be written off. It is also clear that the move to a self financing model will require a one-off reallocation of housing debt in order to put all councils in a position where they could support their stock from rental income (see 3.1.2). Although the Government have given no indication of how debts will be redistributed, it is almost inevitable that as Leeds has the highest level of debt in the country, some of this will be transferred to other councils.

- 3.5.2 The Government plans to develop a national model to calculate how much debt each council would be able to service. This model will work along similar lines to the model used for stock transfers whereby assumed Tenanted Market Values (TMVs) of properties will be adjusted for estimated management, repair and maintenance costs in order to arrive at an amount which could be considered appropriate to supporting a given level of debt liability.
- 3.5.3 Research supporting the review concluded that current spending on management and maintenance was nationally on **average** 5% above the current allowances. This will be reflected in the calculation outlined above as will the 24% increase in MRA (see section 3.3.2).

The Council welcomes the increase in management and maintenance levels. However, as the 5% uplift represents a national average with no detailed information available regarding the way in which this will be distributed at a local level, it is difficult to determine the impact upon the Council.

The Council would urge the Government to introduce increased allowances with effect from 2010/11, particularly as it is likely that the introduction of any proposed changes to the current system will not be implemented until 2012/13 at the earliest. It is proposed that this is funded from the rent surpluses in the system.

With regard to the calculation of debt, the Council has a number of points: -

The consultation paper does not give any indication of critical assumptions which will be used in the model to calculate debt for individual authorities.

The proposal that the pooling of debt between the HRA and General Fund should continue is welcomed by the Council, subject to an assurance from the Government, that the reallocation of debt will not result in a negative impact on the Council's General Fund.

Decisions on reallocation of debt must be taken with due regard to how loan portfolios of individual authorities will be affected.

The proposed changes must be announced with sufficient time to enable local authorities to identify and seek approval to any prudential indicators that need to be amended.

3.6 Capital receipts (Questions 12 to 14 – Appendix 1)

- 3.6.1 Currently, 75% of all capital receipts from Right to Buy (RTB) sales are paid over to the Government, with the other 25% being retained by councils to fund either HRA or General Fund expenditure. It is proposed that councils retain 100% of their capital receipts. It is however, the Government's preference that 75% is used for housing, with the split of the remaining 25% between the HRA and General Fund down to local discretion.
- 3.6.2 Had this proposal been introduced in 2004/2005, then £66.9m of capital receipts would have been available to Leeds City Council rather than the £16.8m it was allowed to retain. With the decline in RTB sales, the comparative figures for 2008/2009 would have meant that £5.1m would have been retained rather than the £1.3m that was received.

The Council welcomes the proposal that the Local Authority retains 100% of the capital receipt but would prefer there to be greater flexibility in respect of local discretion.

Given this proposal does not require any primary legislation, the Council would ask the Government to amend the Capital Financing Regulations in order that it could be implemented as soon as possible.

3.7 Equality Impact Assessment (Questions 15 to 17)

3.7.1 The Government have asked local authorities to assess whether any of the proposals in the paper would have a disproportionate impact on particular groups of people.

It is the Council's view, that in general terms the proposals would not have a disproportionate impact on particular groups of people. However, the implicit proposal that disabled adaptations should be funded via capital receipts may, given the continuation of declining RTB sales, lead to insufficient resources to meet demand.

3.8 Additional issues

3.8.1 Borrowing under self financing

Council housing funding is within the definition of public sector spending and as such the Government proposes to limit "additional" borrowing by councils.

The Council notes the proposal to limit "additional" borrowing, however, this seems in conflict with the benefits of the proposed reforms particularly in relation to the ability to plan long term. It is also unclear how the Government plans to do this i.e. by annual announcements or as part of spending reviews?

3.8.2 Council New Build

Using powers in the Housing and Regeneration Act 2008, newly built or newly acquired dwellings will be excluded from the HRA subsidy system. For Leeds this would make the purchase of new build properties more affordable, as the Council would retain all the rental income derived from letting these properties.

3.8.3 Timescales

The consultation period closes on the 27th October 2009. The Government has indicated that it would be possible to implement the changes from spring 2010 subject to gaining the agreement of **all** Authorities in the current system to sign up to self financing. Given the current lack of detail, particularly around redistribution of debt this is extremely unlikely. Without total consensus, any changes will require primary legislation, and therefore the general view is that self financing proposals will not be operational until 2012/13 at the earliest.

4 Impact on council housing and Leeds ALMOs/BITMO

4.1 The potential implications of the reform of council housing finance is a key consideration in the work currently being done to determine the future of council housing. The scope of this work was agreed at the January Executive Board with a recommendation to carry out an appraisal around four main options:

1. Return the stock to the Council
2. The continuation of an ALMO model

3. Transfer the ownership of the stock to a Housing Association created for the purpose of the transfer
4. A mixed approach that could involve ALMOs, PFI, transfer and return to the Council parts of the stock.

- 4.2 Significant progress has been made. The Council, in conjunction with the ALMOs/ BITMO, has targeted resources to bring the stock condition information up to the level required to carry out the detailed financial modeling and option appraisal. The aim is to complete the detailed stock condition work by the end of November 2009.
- 4.3 A project board has been set up to manage the work needed to carry out the review. Clear governance and communication arrangements are in place to oversee the project effectively. Ultimate decision making responsibility rests with the Council and there will be reports to Executive Board at all key stages of the project.

5 Implications for Council Policy and Governance

- 5.1 There are no specific implications at present given that the Government are seeking views on proposals. As more details emerge the implications for the Council will be considered.

6 Legal and Resource Implications

- 6.1 Specific legal and resource implications are covered in the section 3 of this report.

7 Conclusions

- 7.1 The Council welcomes the proposals to reform council housing finance and the principles upon which they are based. The self financing model should offer more certainty in terms of funding. This will allow for better planning of works and facilitate more efficient procurement. This in turn will facilitate more robust asset management strategies. The proposals could generate sufficient resources to maintain the decent homes standard and repay outstanding debt, whilst ensuring there are sufficient resources to support Leeds City Council's strategic housing objectives.
- 7.2 Whilst welcoming the proposals, the lack of detail in the consultation paper makes it extremely difficult to assess the impact of the proposals upon the Council. Currently Leeds is a net recipient of resources and this flow of resources from Government to Leeds is set to increase as a result of receipts of PFI grant for Beeston and Holbeck, Little London and Lifetime Homes. Clearly it is important that any proposals for the reform of the current subsidy system should not be to the financial detriment of Leeds.
- 7.3 There is a lack of clarity regarding the Governments commitment in terms of additional funding and grant for capital investment, and how this sits alongside the self financing principle. Equally it is not clear how PFI grant will be dealt with in the proposals.
- 7.4 The announcement that newly built and newly acquired properties, available for social rent, will be outside the current subsidy regime will contribute towards improving the affordability of these properties. The non pooling of capital receipts is less attractive now, given the low level of RTB sales, than it was few years ago.

8 Recommendations

- 8.1 That Executive Board agree the proposed response to the Governments consultation paper "Reform of council housing finance".

List of consultation questions

Core and non-core services

1. We propose that the HRA ring fence should continue and, if anything, be strengthened. Do you agree with the principles for the operation of the ring fence set out in paragraph 3.28?
2. Are there any particular ambiguities or detailed concerns about the consequences?

Standards and funding

3. We propose funding the ongoing maintenance of lifts and common parts in addition to the Decent Homes Standard. Are there any particular issues about committing this additional funding for lifts and common parts, in particular around funding any backlog through capital grant and the ongoing maintenance through the HRA system (as reformed)?
4. Is this the right direction of travel on standards and do you think the funding mechanisms will work or can you recommend other mechanisms that would be neutral to Government expenditure?

Leaseholders

5. We propose allowing local authorities to set up sinking funds for works to leaseholders' stock and amending HRA rules to permit this. Will there be any barriers to local authorities taking this up voluntarily, or would we need to place an obligation on local authority landlords?

Debt

6. We propose calculating opening debt in accordance with the principles set out in paragraphs 4.22 - 4.25. What circumstances could lead to this level of debt not being supportable from the landlord business at the national level?
7. Are there particular circumstances that could affect this conclusion. about the broad level of debt at the district level?
8. We identified premia for repayment and market debt as issues that would need to be potentially adjusted for in opening debt. How would these technical issues need to be reflected in the opening debt? Are there any others? Are there other ways that these issues could be addressed?
9. We propose that a mechanism similar to the Item 8 determination that allows interest for service borrowing to be paid from the HRA to the general fund should continue to be the mechanism for supporting interest payments. Are there any technical issues with this?
10. Do you agree the principles over debt levels associated with implementing the original business plan and their link to borrowing?
11. In addition to the spending associated with the original business plan, what

uncommitted income might be generated and how might councils want to use this?

Capital receipts

12. We have set out our general approach to capital receipts. The intention is to enable asset management and replacement of stock lost through Right to Buy. Are there any risks in leaving this resource with landlords (rather than pooling some of it as at present)?
13. Should there be any particular policy about the balance of investment brought about by capital receipts between new supply and existing stock?
14. Are there concerns about central Government giving up receipts which it currently pools to allow their allocation to the areas of greatest need?

Equality impact assessment

15. Would any of our proposed changes have a disproportionate effect on particular groups of people in terms of their gender or gender identity, race, disability, age, sexual orientation, religion or (non-political) belief and human rights?
16. What would be the direction (positive or negative) and scale of these effects and what evidence is there to support this assessment?
17. What would be necessary to assemble the evidence required?

Reference documents

1. Reform of council housing finance - Consultation - Department for Communities and Local Government - July 2009
2. Reform of council housing finance – Consultation and briefing paper - CIPFA Housing Advisory Network - September 2009
3. CLG HRA Finance Reform Paper – SECTOR – 16th September 2009
4. The reform of council housing finance – Robin Tebbutt (HQN) – September 2009
5. HRA Reform : the really big issues – CIH Briefing - September 2009



Report of the Director of Environment and Neighbourhoods

Executive Board

Date: 14th October 2009

Subject: Bangladeshi Community Centre: Community Asset Transfer

Electoral Wards Affected:

Gipton and Harehills

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
(Details contained in the report)

EXECUTIVE SUMMARY

The purpose of the report is to seek approval for a community asset transfer of the Bangladeshi Community Centre on the basis of a 50 year lease to the Bangladeshi Management Committee at less than best consideration (peppercorn rent) for the provision of services to the Bangladeshi and wider communities of Harehills & Chapeltown.

The Bangladeshi Management Committee is made up of members of the local Bangladeshi community. The Committee has had an involvement in the centre since it was opened and its members are keen to manage the centre themselves.

The Bangladeshi Management Committee has requested a 50 year long lease as security for fundraising to deliver services to the Bangladeshi community and improve the property.

1.0 Purpose of this report

1.1 The purpose of the report is to advise Executive Board of the outcome of discussions that have taken place with the Bangladeshi Management Committee over a number of months and to seek approval for the transfer of a 'Community Asset' on a 50 year Full Repair and Insurance lease at less than best consideration as detailed in the report.

2.0 Background Information

- 2.1 The Bangladeshi Community Centre, situated on Roundhay Road, Harehills, is a large and relatively modern centre in good condition which was opened in 1989. The construction of the building was funded by grants from the Urban Programme and Chapeltown and Harehills Task Force to provide for the social and economic development of the Bangladeshi community. The centre was built by the Council and operated in partnership with the Bangladeshi Management Committee.
- 2.2 Members of the local Bangladeshi community have had an involvement in the centre since it opened and the current Management Committee are keen to take on responsibility for managing the centre. The current net operating costs for the centre are approximately £40,600 per annum.
- 2.3 At present the main users of the facility are Thomas Danby College, the Youth Service, Shantona Women's Centre who provide supplementary classes and homework clubs. In addition, the main hall is well used for social functions such as weddings and large gatherings as well as conferences and seminars. There are some User Rights in favour of the College but current use exceeds the number of hours covered by the User Rights agreement.

3.0 Main Issues

- 3.1 The Quirk Review and subsequent DCLG guidance on transfer of community asset ownership to community and voluntary organisations recommends that authorities consider a range of tenure transfer options including freehold, leasehold and management arrangements. In this instance, a long term lease was considered the most appropriate means of tenure transfer that would balance the benefits, opportunities and risks to both the proposer and the Council.
- 3.2 The transfer of the community centre on the proposed lease terms will demonstrate the Council's commitment to community asset transfer, community cohesion and empowerment objectives and will assist in realising substantial financial efficiencies. Moreover, the transfer provides the opportunity to strengthen and enhance the Council's relationship with the Bangladeshi community and build skills within this disadvantaged community. The transfer will support the delivery of community focused benefits including improved access to services, establishing services that are culturally appropriate and which aim to enhance local well-being of the Bangladeshi and wider communities of Harehills and Chapeltown.
- 3.3 To demonstrate its commitment, the Committee has developed a business plan for the centre which includes forecast expenditure, income, cash flow, forward planning for community focused services, policies and procedures and maintenance plans for the asset. A new Memorandum and Articles has also been developed and the Committee is now seeking registration as a company limited by guarantee and plans to register as a charity with the Charities Commission.
- 3.4 The Management Committee is seeking a lease at nil rent for a term of 50 years under the Council's Less Than Best Consideration policy and restrictions are included to ensure community focused use and access with provision to protect the current level of services and users.
- 3.5 Discussions were opened with the Bangladeshi Management Committee in February 2008 and Formal Heads of Terms were offered in January 2009 for a 50 year lease at peppercorn rent with a management agreement to safeguard existing

users, delivery of services and transfer of the college user rights. The Management Committee would bear its own legal costs.

- 3.6 The Bangladeshi Management Committee has accepted the terms and conditions and a Tenancy at Will was completed in April 2009 as an interim measure to provide the legal framework for the Bangladeshi Management Committee to manage the building.

4.0 Transitional arrangements

- 4.1 It proposed that in addition to the proposed rental subsidy, the Bangladeshi Management Committee be allocated transitional grant funding for a maximum of 3 years totalling £45,000. Grant would be provided annually on a reducing scale and funded through the budget savings that the Council will realise by transferring the lease. This will support the Bangladeshi Management Committee to build its capacity and develop the income streams to effectively manage the centre to sustain it over the longer term.

- 4.2 Transitional funding would be subject to a negotiated funding agreement and delivery plan which will be monitored by the Council to ensure the achievement of milestones and activity targets that demonstrate the delivery of community benefits and management capacity.

- 4.3 The East North East Area Management Team will provide continuing support by identifying a suitably qualified organisation to help the Bangladeshi Management Committee to develop and embed robust business planning processes for the longer term.

5.0 Consultation

- 5.1 Local Ward Members and the Executive Member for Environment and Neighbourhoods have been consulted and have supported in principle the Bangladeshi Management Committee's desire to take on this management role. No adverse comments have been received on the proposal to offer a long lease at a peppercorn rent.

6.0 Implications for Council Policy and Governance

- 6.1 The proposal supports the Council's Corporate Governance Plan and the approach fits with the strategy for community facility provision as set out in the Council's Asset Management Plan approved by Executive Board.

- 6.2 The Council seeks to empower community organisations to achieve its objective of strong and prosperous communities. To this end, the Council has granted a range of leases of land or buildings to community organisations, which are aligned to deliver strategic outcomes, set out in the Leeds Strategic Plan.

- 6.3 The transfer of management responsibility through the proposed lease arrangement fits with the recommendations of the Quirk Review on community ownership of assets and is in line with the community centre strategy which aims to optimize the level of use and quality of community facilities across the district.

7.0 Legal and Resource Implications

- 7.1 Section 123 of the Local Government Act 1972 provides that except with the consent of the Secretary of State a Council shall not dispose of land under that Section, otherwise than by way of lease for not more than seven years, for a consideration less than the best that can reasonably be obtained. However the Local Government Act 1972 General Disposal Consent (England) 2003 provides the general consent of the Secretary of State to a disposal where the authority considers that the purpose for which the land is to be disposed is likely to contribute to the achievement of the promotion or improvement of the economic social or environmental wellbeing of the whole or part of the area or of all or any persons resident or present in its area and the difference between the unrestricted value of the land and the consideration for the disposal does not exceed £2,000,000. It also provides that an authority must remain aware of the need to fulfil its fiduciary duty in a way which is accountable to local people.
- 7.2 When disposing at less than best an authority is providing a subsidy to the owner developer and/or the occupier of the land and property depending on the nature of the development. Where this occurs authorities must ensure that the nature and amount of subsidy complies with the State aid rules. Failure to comply with the rules means that the aid is unlawful and may result in the benefit being recovered with interest from the recipient. The Bangladeshi Management Committee has been advised of the implications of this.
- 7.2 The Council would forego an annual rental income from lettings of around £45,400. This would be offset by potential saving of £85,860 in continuing revenue and capital costs if the council were to continue to directly manage the property.
- 7.3 The proposals will provide significant revenue savings to the Council and will enable the payment of a transitional grant of £45,000 to the Management Committee over 3 years. Any remaining savings will be used to support the management of the Inner East Area Committee's portfolio of community centres.
- 7.4 Under the terms of the proposed lease the Council will no longer have the responsibility for building maintenance and insurance.

8.0 Recommendations

Executive Board is recommended to:

(i) approve the principle of a fifty year lease for the Bangladeshi Community Centre at peppercorn rent to the Bangladeshi Management Committee to operate the premises as community facility for the benefit of the local residents.

(ii) authorise to the Director of City Development to approve the details terms and conditions of the lease

Background Papers

Report to Asset Management Board - Proposal for Bangladeshi, Pakistani and Harehills Place Community Centre in Harehills - February 2008
Report to Regeneration Management Team to agree 50 year lease for Bangladeshi Management Committee - July 2008



Originator: Sally Threlfall

Tel: 247 4334

Report of the Director of Children's Services

Executive Board

Date: 14th October 2009

Subject: Playbuilder Initiative Update

<p>Electoral Wards Affected: Beeston and Holbeck ward Killingbeck and Seacroft ward Weetwood ward Cross Gates and Whinmoor ward Kirkstall ward Horsforth ward</p> <p style="text-align: right;">Ward Members consulted (referred to in report) <input checked="" type="checkbox"/></p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input checked="" type="checkbox"/></p> <p>Community Cohesion <input checked="" type="checkbox"/></p> <p>Narrowing the Gap <input checked="" type="checkbox"/></p>
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Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

Executive Summary

In June 2009 the Playbuilder report was approved by Executive Board. £1,145,914, was injected into the Capital Programme (cap scheme no:15390) to build or significantly refurbish twenty two playgrounds or informal play spaces across Leeds by March 2011 against tight criteria and fully funded by grant from the Department for Children, Schools and Families (DCSF). Authority to spend on sixteen identified play sites was given and a process for the identification of the remaining six sites was approved.

This update report seeks Executive Board approval for the preferred location of the remaining six play area sites and authority to incur expenditure to develop the sites.

1.0 Purpose Of This Report

The purpose of this report is to:

- seek approval for the proposed location of the six remaining playbuilder sites as recommended by the Strategic Play Partnership.
- seek authority to progress and incur expenditure on the 6 sites identified by the Strategic Play Partnership.

2.0 Background Information

2.1 The Playbuilder report, approved by Executive Board in June 2009, provided details of, and criteria for, the Department for Children, Schools and Families (DCSF) Playbuilder Project and the allocation of £1,145,914 capital and £45,871 revenue to Leeds to build or significantly refurbish twenty two playgrounds or informal play spaces across the city by March 2011 with a focus on provision for children aged 8 -13.

- 2.2 Executive Board gave approval to inject the £1,145,914 allocation into the Children's Services Capital Programme (cap scheme no: 15390) and authority to spend on the refurbishment and development of the first sixteen sites identified in the report.
- 2.3 This report identifies the preferred options for the remaining six playbuilder sites and seeks Executive Board approval for the location of these sites and authority to spend from capital scheme no: 15930 on their development

3.0 Main Issues

- 3.1 The Playbuilder Executive Board report of June 2009 clearly identified gaps in play provision available to children and young people in the city that were less easily provided through the Parks and Countryside Service. These 'play poor' areas are the priority for developing the remaining six playbuilder sites in:
- North West Leeds : West Park/Ireland Wood and Tinshill/Cookridge (Adel and Wharfedale and Weetwood Wards)
 - East Leeds : Beechwood/Seacroft (Seacroft and Killingbeck ward)
 - South Leeds: Beeston (Beeston and Holbeck ward)
- 3.2 The report approved in June 2009 considered it appropriate to work with other partners within the council and Play Partnership in order to meet the criteria laid down and the conditions of the Playbuilder grant in these localities as part of a parallel process of working with Parks and Countryside. An indicative project plan submitted to DCSF in March 09 proposed that further work would be undertaken, and expressions of interest sought, across the Play Partnership for the development of play spaces in the six localities where there may not be sufficient opportunities to develop or significantly refurbish sites currently under the management of Parks and Countryside.
- 3.3 Expressions of Interest (Eoi) to develop the six remaining sites were sought from partners who were keen to develop Playbuilder areas. All expressions of interest scored above the agreed threshold for approval and demonstrated the applicants' commitment to maintain the sites and meet the health and safety requirements for developing the public play areas as advised by Parks and Countryside. The identified sites all fit within the criteria of the Playbuilder funding and have been considered carefully by a panel from the Strategic Play Partnership.
- 3.4 The following six sites are proposed for development as part of the Playbuilder programme:

Proposed site	Play Poor Area	Agency Delivering	Playbuilder Funding
Cross Flatts Park	Beeston (South)	Parks and Countryside	£55k
Seacroft Gardens	Seacroft (East)	Parks and Countryside	£55k
Horsforth Hall Park	Borders on West Park	Parks and Countryside	£40k
Naburn Close Park, Naburn Close	Whinmoor, Cross Gates and Whinmoor Ward bordering with Seacroft (East)	Parks and Countryside	£55k
Tinshill Garth	Weetwood Tinshill	Groundworks Leeds and WNW Homes	£50k
Butcher Hill Area	Weetwood Kirkstall	Area Management/Area Committee with partners	£55k

- 3.5 These sites are all within and neighbouring the 'play-poorest' wards highlighted in the June Report to Executive Board and their development would significantly improve access to play spaces for children in those localities.
- 3.6 All ward members for these areas have been informed, consulted and briefed on request. A number of ward members have been involved with officers to develop some of the sites over a period of time.
- 3.7 At a full meeting of the Strategic Play Partnership the Expressions of Interest were discussed at length, and after consideration the Strategic Play Partnership agreed unanimously to ratify the decision of the panel.

4.0 Implications For Council Policy And Governance

- 4.1 Timescales are very tight to deliver the twenty two sites by March 2011 and all sites must be completed by that time and all budget spent. The current programme of works shows that this is achievable including the additional six new sites.

5.0 Legal and Resource Implications

- 5.1 The Grant confirmation agreement has been agreed and signed to deliver this initiative from April 2009 – March 2011.
- 5.2 Maintenance and Inspection
 - 5.2.1 It is a condition of Playbuilder funding that arrangements are put in place for the long term maintenance and inspection of all Playbuilder funded sites. This has been communicated clearly as part of the process to invite Expressions of Interest. Four proposed schemes in Cross Flatts Park, Seacroft Gardens, Naburn Close Park and Horsforth HIPPO were submitted by Parks & Countryside, who are already maintaining these play areas. This arrangement will continue from existing revenue budget allocations.
 - 5.2.2 The Tinshill Garth scheme was submitted by Groundwork Leeds and West North West Homes. Initial consultation has been carried out for this proposal and the results indicated Ward members and local residents support. Health and Safety and maintenance arrangements are being considered and are dependant upon final designs of the play space. It is conditional of the grant that long term maintenance and inspection funding is secure ensuring sustainability of the project.
 - 5.2.3 The EoI for Butcher Hill was submitted by Area Management on behalf of the Area Committee. Initial consultation indicates support for the project from local residents groups and ward members for an informal play space. The full consultation will include looking at a number of green spaces in the Butcher Hill Area. It is required that revenue funding to enable a long term maintenance and inspection contract for the site will be identified before formal agreement to proceed is reached, as a condition of the Playbuilder funding. This is to be discussed by members of the Area Committee as a matter of urgency at their next meeting in September.

All projects are conditional on community support for the projects and sites appropriate to the community served. In-depth consultation with elected members, local residents, children and young people will be carried out as the next stage, establishing the level of support and taking into account local issues. Residents' views and input from children and young people will inform the design of all the proposed sites if residents are in support.

5.3 Capital Funding and cash flow

£330k was available for allocation to remaining 6 schemes
 £310k was allocated over 6 expressions of interest recommended to Board

£20k remains unallocated. It is recommended that this be added to the Contingency Fund which is 10% of the overall capital fund. In the second year of the programme plans will be drawn up for any remaining contingency funds to be spent on the play areas, providing an opportunity for additional equipment or facilities, if funding allows. This ensures the funding is maximised and no funding has to be returned having been unspent.

5.4 Revenue Effects

The sustainability of these developments is a resource pressure. The delivery partners are aware that it is essential that the deliverers of this initiative must maintain the play areas that are built or refurbished as a result of the Playbuilder funding.

5.5 Programme of works

5.5.1 The programme of works for the 6 remaining play area sites will be delivered by: Parks and Countryside (4); NW Area Management with partners (1); Groundwork Leeds with West North West Homes (1).

5.5.2 Individual design and cost reports will request funding from the parent scheme as detailed plans for each site are finalised. As a condition of the grant all year 1 schemes need to be completed by 31st March 2010, the remainder need to be completed by 31st March 2011. Any unspent funds will be reclaimed by DCSF.

6.0 Conclusions

6.1 The Playbuilder Initiative is a new and exciting initiative, with a large amount of work to be carried out in a short period of time. The identified partners can deliver the six sites meeting the criteria identified by the DCSF. This report seeks authority to proceed to develop these sites.

7.0 Recommendations

Executive Board is asked to:

- approve the proposed six sites as recommended by the Strategic Play Partnership.
- give authority to spend on Cross Flatts, Seacroft Gardens, Horsforth HIPPO and Naburn Close Park.
- give authority to proceed with Tinshill Garth and Butcher Hill subject to agreement on long term maintenance and inspection being secured.

Background papers:

- The Children's Plan: Building Brighter Futures – published by DCSF December 07 – www.dcsf.gov.uk/childrensplan
- The Play Strategy: published by DCSF December 08 – www.dcsf.gov.uk/play
- Design For Play: A guide to creating successful play spaces: published by DCSF April 08 – www.dcsf.gov.uk/play
- Report of Director of Planning & Environment and Director of Leisure Services, report to Executive Board – Children's Playgrounds – 11 September 2002

Agenda Item:

Originator: George Turnbull

Telephone: 2243239

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS**EXECUTIVE BOARD: 14 October 2009****SUBJECT: Proposal for statutory consultation for the expansion of primary provision for September 2010****EXECUTIVE SUMMARY****PURPOSE OF THIS REPORT**

- 1 In July 2009 Executive Board approved plans for an increase in the admissions limit at 14 primary schools with effect from September 2010. It was noted that further statutory process would be required where expansion of a school's physical capacity is required. This report seeks the permission of the Executive Board to commence that consultation.

BACKGROUND INFORMATION

- 2 In June 2009 the Executive Board received a report which identified significant demographic changes in the city and a need to plan for additional primary school places in response to the increasing pre-school population and further projected growth. This population growth has since received much national attention and has resulted in the DCSF identifying further funding for basic need pressures.
- 3 In July 2009, the Executive Board approved plans to change admissions limits at a number of primary schools across Leeds in order to meet increasing demand for primary places for September 2010. The applications have been acknowledged by the Schools Adjudicator, but no final determination has yet been received.
- 4 As identified in the July report, in most cases a further statutory process is required where expansion of the school's physical capacity is required. This report seeks permission to commence the consultation stage of that process.

RESOURCE IMPLICATIONS

- 5 The capital works required to deliver the expansion of schools for 2010, including the schools outlined in this report, will be funded through the Education Capital Programme. The estimated costs are £12.2m at this stage, and will be subject to review and development. Further reports, seeking financial approval for the fully costed specific schemes will be brought to the Board.

A bid has been submitted to the DCSF for additional funding to support this.

RECOMMENDATIONS

- 6 The Executive Board is asked to;
- i) approve statutory formal consultation on the prescribed alterations to permanently expand the primary schools identified in 3.3 of this report
- 7
- ii) To agree to formal consultation on a proposal at New Bewerley Primary School, in addition to the proposed expansion within 5.1 above, to add community specialist provision for up to 14 pupils with complex medical, physical needs.
 - iii) note that a report detailing the outcome of these consultations will be brought back to Executive Board in Spring 2010.
 - iv) note that proposals for further primary school expansions from 2011 onwards are being developed which will be the subject of further reports to the Board

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 October 2009

SUBJECT: Proposal for statutory consultation for the expansion of primary provision for September 2010

Electoral Wards Affected:

All

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in
(Details contained in the Report)

1.0 PURPOSE OF THIS REPORT

- 1.1 In July 2009 Executive Board approved plans for an increase in the admissions limit at 14 primary schools with effect from September 2010. It was noted that a further statutory process would be required where expansion of a school's physical capacity is required. This report seeks the permission of the Executive Board to commence the statutory consultation process.

2.0 BACKGROUND INFORMATION

- 2.2 In July 2009, the Executive Board approved plans to change admissions limits at a number of primary schools across Leeds in order to meet increasing demand for primary places for September 2010. Applications for new admission limits have been submitted to the Schools Adjudicator, but no final determination has yet been received.
- 2.2 As identified in the July report, there is a further statutory process where expansion of the school's physical capacity is required. This report identifies that requirement in detail and seeks permission to commence the consultation stage of

that process.

3.0 THE MAIN ISSUES

3.1 Under The Education and Inspections Act 2006, the enlargement of the premises of a school which would increase the physical capacity of the school by more than 30 pupils and by 25% or 200 pupils (whichever is the lesser) constitutes a prescribed alteration. This requires a statutory process to confirm the change and make it permanent. The requirement is not dependent on the addition of physical buildings and covers the requirement for the redesignation or remodelling of existing rooms to increase the capacity of the school.

3.2 All of the schools for which expansion is planned for 2010 will meet this requirement for a statutory process. Some will require additional buildings whilst others will be able to meet need purely from remodelling and redesignation of existing space. The school capacity changes are listed in the table below.

3.3

Primary School	Current Admission Limit	Planned Admission Limit	Current Capacity	Required capacity
Ireland Wood	30	60	210	420
Iveson	30	45	210	315
Mill Field	45	60	258	420
Blenheim	30	60	210	420
Brudenell	40	45	239	315
Ingram Road	30	45	210	315
Greenmount	45	60	343	420
New Bewerley	45	60	315	420
Beeston	60	90	420	630
Hugh Gaitskell	75	90	525	630
Ebor Gardens	30	60	210	420
Victoria	50	60	318	420
Highfield	45	60	315	420
Moor Allerton Hall	45	60	315	420
Swarcliffe	30	45	210	315
Whitkirk	45	60	315	420
Thorner CE	20	30	156	210

3.4 This statutory requirement also applies to the schools for which an increase in the admission number had already been planned through the normal admissions consultation cycle, and they are included in this paper. In these two schools (Moor Allerton Hall and Whitkirk) no further additional building is required, although some internal remodelling or redesignation of space may be required.

3.5 Brudenell Primary already has an admission limit of 40 but does not have sufficient existing capacity to sustain this size of cohort as they move through the school. Additional accommodation is necessary which meets the criteria for a prescribed alteration. In providing the additional accommodation it is intended to increase the admission limit to 45.

3.6 At New Bewerley Primary School it is proposed, in addition to the proposed expansion, to add further community specialist provision for up to 14 pupils with complex medical, physical needs. The school already provides for 8 pupils with complex medical, physical needs as a partnership school with the South SILC and

already has appropriate specialist provision for up to 14 pupils.

- 3.7 The proposal for Whitkirk Primary will be managed alongside the proposal to add community specialist provision for children with complex physical difficulties. Both proposals can be accommodated within the current physical footprint of the building.
- 3.8 There are planned increases in admission numbers for 2010 at two further schools (Brownhill Primary and Calverley Church of England Voluntary Controlled Primary School) and these are occurring through the normal cycle. These do not require a statutory process.
- 3.9 Should these proposals proceed following consultation, then Education Leeds will work with individual schools to ensure that they have sufficient accommodation to admit to their higher admission number by September 2010.

Consultation

- 3.10 The proposed consultation will run during the second half of the autumn term, from 2nd November to 11th December 2009. A single consultation document will be produced which describes the city-wide context, the changing demographics and future pupil projections, then describes each of the individual proposals in turn within its local context. This will be widely circulated and available to all of the schools and communities affected to include pupils and parents, ward members and other stakeholders.
- 3.11 A series of public meetings will be organised in affected communities. Where there are clusters of schools a single meeting will be arranged within that community. For those schools without close neighbours in these proposals, for example Thorner CE Primary, individual meetings will be arranged. Ward members will be fully briefed and consulted with on these proposals. The document will make clear how anyone can respond during the consultation and will describe the subsequent processes that would be followed and further opportunities to comment or influence decisions prior to a final determination.

4.0 LEGAL AND RESOURCE IMPLICATIONS

- 4.1 The capital works required to deliver the expansion of schools for 2010, including the schools outlined in this report, will be funded through the Education Capital Programme. The estimated costs are £12.2m at this stage, and will be subject to review and development. Further reports, seeking financial approval for the fully costed specific schemes will be brought to the Board. Phasing of some schemes may result in expenditure over two or more financial years.
- 4.2 Proposals for further expansions in 2011 and in 2012, in response to the rising birth numbers, are being developed which it is envisaged will be brought to Executive Board in January 2010 for permission to consult. A series of informal consultation meetings with all heads and chairs of governors during October, in local clusters, will share the current local context, existing proposals and projected need and significantly contribute to the shaping of further proposals. The anticipated need for places is expected to be on a similar scale in 2011 and 2012 to those for 2010, potentially a further 11 to 15 forms of entry in each year. It is likely that our ability to respond to this need through expansion on existing school sites will become more challenging to deliver and new schools will be needed. This would significantly increase the resource requirements
- 4.3 A bid for additional basic need 'safety valve' funding has been submitted to the

DCSF to support the capital delivery in 2010 and 2011 but this would not meet the full costs. The Education capital programme will need to be significantly reprioritised to deliver this statutory responsibility whatever the success of this request.

5.0 RECOMMENDATIONS

5.1 The Executive Board is asked to;

i) approve statutory formal consultation on the prescribed alterations to permanently expand the primary schools identified in 3.3 of this report

ii) agree to formal consultation on a proposal at New Bewerley Primary School, in addition to the proposed expansion within 5.1(i) above, to add community specialist provision for up to 14 pupils with complex medical, physical needs.

iii) note that a report detailing the outcome of these consultations will be brought back to Executive Board in Spring 2010.

iv) note that proposals for further primary school expansions from 2011 onwards are being developed which will be the subject of further reports to the Board

6.0 BACKGROUND REPORTS

22 July 2009 Proposed increases in Admissions Limits for September 2010

17 June 2009 Expanding Primary Place Provision

17 June Proposal to add specialist community provision at Whitkirk Primary School for pupils with complex physical difficulties and medical needs.

Agenda Item:

Originator: George Turnbull

Telephone: 2243239

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS**EXECUTIVE BOARD: 14 October 2009****SUBJECT: Proposal for expansion of primary provision in the Richmond Hill Area**

EXECUTIVE SUMMARY**PURPOSE OF THIS REPORT**

- 1 The report seeks the permission of Executive Board to consult on the proposal to permanently expand Richmond Hill Primary School by one form of entry with effect from September 2012.

BACKGROUND INFORMATION

- 2 There is significant demographic pressure in the inner East of the city, giving rise to the need to expand provision in 2010 and beyond. At its meeting in July 2009 the Executive Board approved applications to the schools adjudicator to meet the predicted need for September 2010. This proposal forms part of the longer term permanent plans to meet need in the area.
- 3 Richmond Hill Primary school is due to receive new accommodation as part of the Primary Capital Programme, opening in 2012. The opportunity exists to rescope these plans to allow for this further expansion.

RESOURCE IMPLICATIONS

- 4 The additional costs of expanding Richmond Hill Primary School by one form of entry beyond its current scope are currently estimated at £3m. This expansion will meet a part of the need for additional places in 2012. The additional cost will be met from the Education capital program.

RECOMMENDATIONS

- 5 The Executive Board is invited to:
 - i) approve formal consultation is undertaken on the proposal to permanently expand Richmond Hill Primary School by one form of entry with effect from September 2012.
 - ii) note that a report detailing the outcome of these consultations will be brought back to Executive Board in Spring 2010.

Agenda Item:

Originator: George Turnbull

Telephone: 2243239

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 October 2009

SUBJECT: Proposal for expansion of primary provision in the Richmond Hill Area

<p>Electoral Wards Affected:</p> <p>Burmantofts and Richmond Hill</p> <p><input checked="" type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality & Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input checked="" type="checkbox"/></p>
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Eligible for Call-in

Not Eligible for Call-in
(Details contained in the Report)

1.0 PURPOSE OF THIS REPORT

- 1.1 The report seeks the permission of Executive Board to consult on the proposal to permanently expand Richmond Hill Primary School by one form of entry to three forms of entry with effect from September 2012.

2.0 BACKGROUND INFORMATION

- 2.1 There is significant demographic pressure in the inner East of the city, giving rise to the need to expand provision in 2010 and beyond. At its meeting in July 2009 the Executive Board approved an application to the schools adjudicator to meet this need for 2010, and this proposal forms part of the longer term plans to meet need in the area. Formal proposals will be brought before Executive Board in December 2009 on the specific expansion proposals and consultation process to meet this need for 2011, and again in due course for 2012. Executive Board are being asked to approve consultation on expansion proposals for 2010 elsewhere on the agenda for this meeting.
- 2.2 Richmond Hill Primary school is due to have new buildings provided as part of the Primary Capital Programme, opening in 2012. The opportunity exists to rescope

these plans to allow for this expansion. However to achieve this without impacting on the final delivery timeframe a decision on the final scope of the building must be made by late spring 2010.

3.0 THE MAIN ISSUES

- 3.1 The Richmond Hill planning area currently contains four primary schools: Richmond Hill Primary, Victoria Primary, All Saints CE Primary (Aided) and Mount St Mary's Catholic Primary (Aided). They currently provide 140 reception places each year, and a total capacity of 845 places.
- 3.2 In July 2009, Executive board agreed proposals to close Mount St Mary's Catholic Primary School. This was due to the lack of demand for Catholic places in the area. Given the projected overall demand for places in the area, a linked proposal to expand Richmond Hill Primary to two forms of entry to reprovide these places was also approved.
- 3.3 During the consultation for this proposal Education Leeds described the requirement to further expand provision in the area, and that further exploration of all options would be undertaken. In July 2009 Executive Board approved city wide expansion plans for 2010, which included plans to expand Victoria Primary from 50 to 60 reception places. Further discussions are being held with All Saints Primary about potential for expansion in 2011. It has not been possible to identify any sites for a new school in the area. Therefore the expansion of Richmond Hill Primary to three forms of entry is necessary to meet overall demand for places in the area. Full projections are in Appendix 1.
- 3.4 Richmond Hill Primary school is due to have new buildings provided as part of the Primary Capital Programme, opening in 2012. The opportunity exists to rescope these plans to allow for this expansion. However to achieve this without impacting on the final delivery timeframe a decision on the final scope of the building must be made by late spring 2010. The project brief will include the provision of a team rugby pitch for use by the local East Leeds Rugby League Club who have shared the school site for many years. The new school will be designed to ensure that an appropriate pitch will be available for the Club to access post construction. The Rugby Club is a key stakeholder in the project and, although there will be disruption to their usage of the site during the construction, they will continue to be supported by officers from the Council to ensure that their team activities can continue throughout the duration of the project. Their existing Club and changing facilities can continue to be used as they are outside the school site and are unaffected by the build project.
- 3.5 The proposed consultation will run during the second half of the autumn term, from 2nd November to 11th December 2009. A consultation document will be produced which describes the changing demographics and the need for additional provision. This will be widely circulated and available to the whole community to include pupils and parents, ward members and other stakeholders. The document will make clear how anyone can respond during the consultation and will describe the subsequent processes that would be followed and further opportunities to comment or influence decisions prior to a final determination. A public meeting will be organised.

4.0 LEGAL AND RESOURCE IMPLICATIONS

- 4.1 The additional costs of expanding Richmond Hill Primary School by one form of entry beyond its current scope are currently estimated at £3m. This expansion will

meet a part of the need for additional places in 2012, currently estimated at 11 to 15 forms of entry which is described in the report on the expansion of primary provision for 2010. To enable the scope of the plans for a new school building to allow for this expansion a decision is required by Spring 2010. The additional cost will be met from the Education capital programme.

5.0 RECOMMENDATIONS

5.1 The Executive Board is invited to:

- i) approve formal consultation is undertaken on the proposal to permanently expand Richmond Hill Primary School by one form of entry to three forms of entry with effect from September 2012
- ii) note that a report detailing the outcome of these consultations will be brought back to Executive Board in Spring 2010.

6.0 BACKGROUND REPORTS

22 July 2009 Proposals for changes to primary provision in the Richmond Hill Area
22 July 2009 Proposed increases in Admissions Limits for September 2010
June 2009 Expanding Primary Place Provision

Appendix 1

Richmond Hill Total												
	REC	YR 1	YR 2	YR 3	YR 4	YR 5	YR 6	TOTAL	AD LT	CAPAC	SURPLU	%
										ITY	S	
2003/2004	112	114	93	114	121	109	107	770	140	912	142	16%
2004/2005	110	127	114	100	117	122	112	802	140	870	68	8%
2005/2006	114	109	123	114	103	119	120	802	140	845	43	5%
2006/2007	118	119	111	115	117	101	119	800	140	845	45	5%
2007/2008	124	119	120	111	110	111	102	797	140	845	48	6%
2008/2009	137	119	109	119	102	116	111	813	140	845	32	4%
2009/2010	173	136	115	110	114	103	118	868	140	845	-23	-3%
2010/2011	176	170	130	117	104	116	104	917	140	845	-72	-8%
2011/2012	213	174	161	133	110	106	118	1,014	140	845	-169	-20%
2012/2013	228	211	166	164	127	113	107	1,116	140	845	-271	-32%

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Agenda Item:

Originator: Ros Vahey

Telephone: 22 43749

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 October 2009

SUBJECT: The Development of Specialist Provision and Support for Special Educational Needs in Learning Environments – a discussion document

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 The report provides an overview and summary of the recent activity undertaken as part of the Leeds Inclusive Learning Strategy (LILS). It notes significant developments which have taken place and seeks to accelerate the implementation of the 2007 strategy.
- 1.2 The report introduces a new discussion document and accompanying appendices which will progress the strategy.

2.0 BACKGROUND INFORMATION

- 2.1 The Leeds Inclusive Learning Strategy (2007) defined a clear set of principles and values. This built on the excellent practice in Leeds, Raising Barriers to Achievement (2004) which is the Government's strategy for special educational needs, and serves to set the scene for enabling all children to be able to learn, play and develop alongside each other in their local community.
- 2.2 The previous highly successful No Child Left Behind Strategy and the SEN Strategy in Leeds have been incorporated into the Leeds Inclusive Learning Strategy in 2007. This has brought a more integrated and co-ordinated strategic approach towards improvements in learning and behaviour for all young people.

3.0 MAIN FINDINGS

- 3.1 During 2008/9 there have been considerable developments in Leeds to support more children and young people with SEN and to set creative solutions to meeting their needs locally in community schools.
- 3.2 The Area Management Boards have begun to respond flexibly to inclusion of a wider range of children's needs, beyond behaviour, and are setting new and diverse patterns of local provision.

- 3.3 We need to continue to narrow the achievement gap for children with special educational needs and to focus on this as a priority across the city.
- 3.4 There are insufficient local pathways to learning for supporting children with moderate learning difficulties and emotional and behaviour difficulties in mainstream settings.
- 3.5 There needs to be a well – planned and well-co-ordinated continuum of provision locally in each wedge to provide for the full range of special educational needs, building on the early successes of the SILCs and maximising the existing investment in a range of SILC partnerships, resource bases and other similar types of local provision.
- 3.6 The continuum of provision needs to be planned now to take account of the projection for increases in children and young people with SEN over the next five to ten years.
- 3.7 The current specialist provision for Behaviour, Emotional and Social Difficulties (BESD SILC) requires a more focussed integrated approach with other agencies overseen by a fresh behaviour strategy for learning environments in Leeds.
- 3.8 Taken overall, there are eight specific recommendations in the discussion paper which will be subject to broad stakeholder discussions, including with parent/carer(s) during the Autumn term 2009. A set of developmental priorities and an annual action plan are underway.

4.0 RECOMMENDATIONS

- 4.1
- Members are asked to note the current and ongoing discussions with stakeholders to make progress with the implementation of LILS.
 - Members are asked to note the developmental priorities and Action Plan for 2009-10.

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14th October 2009

SUBJECT: The Development of Specialist Provision and Support for Special Educational Needs in Schools – a discussion document.

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality & Diversity	<input checked="" type="checkbox"/>
Community Cohesion	<input type="checkbox"/>
Narrowing the Gap	<input checked="" type="checkbox"/>

Eligible for Call-in

Not Eligible for Call-in
(Details contained in the Report)

1.0 PURPOSE OF THIS REPORT

- 1.1 The purpose of this report is to bring to the attention of the Executive Board a paper which sets out for discussion the development opportunities for the future role and function of specialist educational provision for pupils with Special Educational Needs within Leeds schools.

- 1.2 The paper is designed to accelerate the implementation of the Leeds Inclusive Learning Strategy by setting out for discussion with key stakeholders the progress made, a number of key issues, a set of recommendations with outcomes for the next five years supplemented by the 2009/10 Action Plan.

2.0 BACKGROUND INFORMATION

- 2.1 In 2004 special school provision was reshaped. Special schools were renamed SILCs (Specialist Inclusive Learning Centres) to emphasise their change of role; creating a new vision for the future role of Special Schools in Leeds. Five centres were created, one in each wedge, to meet the needs of pupils with complex learning, physical and care needs. A sixth centre was established to meet the needs of pupils with complex behavioural, emotional and social difficulties, serving pupils from throughout the city. This development predates national best practice defined in Removing the Barriers to Achievement (2004), which was the Government Strategy for SEN (Special Educational Needs). It set out the agenda

for enabling all children, wherever they are educated, to be able to learn, play and develop alongside each other within their local community of schools.

2.2 The 'Leeds Inclusive Learning Strategy, 2007-2008' defined a clear set of principles and values:

- Personalisation;
- Devolved governance;
- Collaborative and effective partnership working;
- Local service delivery locally managed;
- Equality of opportunity, provision and access;
- Robust accountability and quality assurance frameworks;
- Choice and diversity for children, young people and families;
- Continuum of responsive, high quality services whose staff champion the needs of children and families.

2.3 Education Leeds and Children's Services have developed some important initiatives to improve provision and service delivery to children and young people with SEN. There has been considerable investment in the delivery of specialist provision within Children's Centres and continuing investment in specialist provision in mainstream schools as well as SILC Partnerships and Resourced Provision.

2.4 Since 2007 a number of actions have been undertaken to progress the development of the Leeds Inclusive Learning Strategy.

- Leeds has been at the forefront of developing local working. The original driving force of the 'No Child Left Behind Project' introduced the concept of the Area Management Boards. These were transformed during 2008/9 into Area Inclusion Partnerships (AIPs). The Area Inclusion Partnerships have developed as key vehicles for the delivery of local services for local behaviour provision and will encompass the new statutory duty for behaviour and attendance.
- The high quality of the five generic SILCs has been noted nationally and reflected in OfSTED reports which identify exceptional and outstanding achievements.
- The East SILC has taken on the extended role of managing the Hospital and Home Teaching Service which was judged as outstanding in a recent OfSTED inspection.
- The North East SILC has worked very closely with the Area Inclusion Partnership to develop outreach for behaviour and manage the Behaviour provision for pupils in the primary phase and at Key Stage 3. Again, this provision was considered outstanding by OfSTED.
- The North West SILC has managed and developed the STAR programme for pupils on the Autistic Spectrum Disorder and delivers this service across the city.

3.0 **MAIN ISSUES**

3.1 Despite the significant developments identified in Section 2 of this report, recent analysis has shown that there is still much to be done. It is appropriate that the Leeds Inclusive Learning Strategy is refreshed with a clear focus for the immediate and medium term whilst not losing the long term aims agreed in 2007.

- 3.2 The attached paper is intended to be a part of the process of accelerating the implementation of the strategy by highlighting key issues, setting clear objectives and engaging key stakeholders in discussion.
- 3.3 The paper provides an historical context, a national context and an analysis of the local issues within a framework of 'Principles and Characteristics'. The 'Principles and Characteristics' were developed by the SILC Principals, representative headteachers from mainstream schools, representatives from the Area Inclusion Partnerships and Education Leeds. They have been discussed with a wide range of stakeholders including parents. The paper finally sets out a series of recommendations for the next phase of work. There is a consequent Action Plan which sets out timeframes, targets and responsibilities.
- 3.4 On pages 5, 6 and 7 of the attached document fifteen issues are identified. Many of these issues have linked themes. In summary the major themes are:
- i. The need to develop accountability frameworks for Area Inclusion Partnerships and also for Resource Base Schools and SILCs. These need to clearly identify the respective roles and responsibilities of all partners. It is also important to ensure there are effective quality assurance mechanisms.
 - ii. The need to develop greater consistency across the Area Inclusion Partnerships to ensure equality of access and service. This should be informed by the identification of best practice and outcomes for young people.
 - iii. Despite smaller numbers of young people with statements, there is a continuing rise in the money spent on Special Educational Needs via 'Funding for Inclusion' (FFI).
 - iv. There has been an insufficient 'narrowing of the gap' in terms of achievement between those pupils with SEN and those without.
 - v. Demographic projections indicate that there will be a rise of approximately 700 pupils with Statements or with attached FFI Level 2 funding over the next 10 years.
 - vi. There are proportionally more pupils in Leeds with statements for Moderate Learning Difficulties (MLD) and Behaviour, Emotional and Social Difficulties (BESD) than nationally.
 - vii. Despite the outstanding achievements of the majority of SILCs, they have not been able to fully realise the vision of acting as centres of excellence in SEN supporting their local community of schools and as centres of excellence supporting the wider community across the city.
 - viii. There is an insufficiency of local pathways within each locality to provide fully for the range of special educational needs.
 - ix. The BESD specialist provision for pupils with statements is over 4 sites and jointly managed by the BESD SILC and the North East SILC. There are different types of provision emerging in each AIP which potentially replicate those centrally managed Pupil Referral Units.

- 3.5 The paper finally sets out 8 recommendations which are directly based upon the issues raised. In summary, the 8 recommendations are:
- i. The development of accountability frameworks for all areas of working.
 - ii. SILCs to become core members of the AIPs and provide a full range of services to their community of schools.
 - iii. Reviewing the current arrangements for the organisation of support services and building capacity at a local level.
 - iv. Each SILC developing an area of expertise in addition to its generic role. This area of expertise will be used to provide advice, guidance and best practice across the city.
 - v. The development of a city wide Behaviour Strategy.
 - vi. A reorganisation of the specialist provision for BESD (behaviour).
 - vii. The development of a city wide MLD Strategy.
 - viii. Developing a new model for 'resourced' or 'partnership schools' which will ensure a local continuum provision within a quality assured framework.
- 3.6 A Communications Plan has been written to support this paper.
- 3.7 An Action Plan has been written to support implementation of the recommendations.
- 4.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**
- 4.1 The Children and Young People's Plan clearly identifies that Leeds will develop effective multi-agency locality working. This is integral to the recommendations set out in this paper. The recommendations outlined in the discussion document will also significantly contribute to the council's narrowing the gap and equalities priorities.
- 5.0 **LEGAL AND RESOURCE IMPLICATIONS**
- 5.1 The LILS programme will review current and proposed provision and practice to ensure that the principles of value for money are adhered to. New provision will be funded via existing work streams and any capital proposals will link to opportunities and constraints as they apply at the time.
- 6.0 **RECOMMENDATIONS**
- 6.1 To note and approve the current and ongoing discussions with partner(s), stakeholder(s) and parent/carer(s) during the Autumn Term 2009 on the discussion document.
- 6.2 To note the developmental priorities and emerging Action Plan for 2009-10.
- 7.0 **BACKGROUND PAPERS**
Leeds Inclusive Learning Strategy 2007-2008 (Education Leeds 2007)

The Development of Specialist Provision and Support for Special Educational Needs in Learning Environments - a discussion document

Children Leeds

Education Leeds 

1.0 Purpose of the paper

This paper sets out for discussion the development opportunities for the future role and function of specialist provision for pupils with Special Educational Needs within Leeds schools.

The paper considers the:

- historical context and local context
- national developments and in particular the implications of 21st Century Schools
- current issues
- principles and characteristics which underpin the development of specialist provision

The paper then provides recommendations which, if agreed, will be progressively implemented by Children's Services over the next three years. The implementation of the recommendations will be monitored by the LILS Programme Board and be further developed as appropriate. This paper is intended as an enabling paper setting out broad recommendations. Further papers will be produced once the direction of travel has been agreed, together with a multi-agency action plan.

This paper contributes to raising the achievement of all children and young people with SEN by 'narrowing the gap' and delivering excellence in SEN.

2.0 Historical Context

2.1 In 2004 special school provision was reshaped. Special schools were renamed SILCs (Specialist Inclusive Learning Centres) to emphasise their change of role; creating a new vision for the future role of Special Schools in Leeds. Five centres were created, one in each wedge, to meet the needs of pupils with complex learning, physical and care needs. A sixth centre was established to meet the needs of pupils with complex behavioural, emotional and social difficulties, serving pupils from throughout the city. This development predates national best practice defined in Removing Barriers to Achievement (2004), which was the Government Strategy for SEN. It set out the agenda for enabling all children, wherever they are educated, to be able to learn, play and develop alongside each other within their local community of schools.

2.2 This model has been replicated by a number of other Local Authorities as it has been recognised nationally as an example of best practice. The feature of this model was that the SILC was seen as a centre of excellence in the provision of SEN services provided to the local community of schools through:

- Specialist teaching when required
- Advice and guidance to the community of mainstream schools
- Allocation of resources
- CPD opportunities (staff training)
- Mainstream outreach support for children and young people

- 2.3** A key feature of the development of the SILCs has been the partnership working with mainstream schools, to increase and improve access to mainstream education for those children and young people with the most complex needs. In addition, Resourced Provision has been developed in a number of mainstream schools. Appendix 1 is a glossary of terms which clarifies the range of provision which has been developed in Leeds.
- 2.4** Education Leeds and Children's Services have developed some important initiatives to improve provision and service delivery to children and young people with SEN. There has been considerable investment in the delivery of specialist provision within Children's Centres and continuing investment in specialist provision in mainstream schools as well as SILC Partnerships and Resourced Provision.
- 2.5** Education Leeds Integrated Children's Services have reviewed their delivery arrangements during 2008/09 to provide more integrated working at locality level in liaison with other children's services. They are now deployed to wedges and work in close alignment with Area Inclusion Partnerships (AIPs) to meet needs outlined in the area development plans, providing high quality flexible resources – from additional needs to highly specialist needs. Early feedback indicates that this local integrated approach to the delivery of services has been well received.
- 2.6** The Children and Young People's Plan clearly identifies that Leeds is developing multi-agency locality working including the use of the Common Assessment Framework. Leeds has been in the forefront of developing local working through the No Child Left Behind Project which introduced the concept of Area Management Boards (AMBs) and delivered significant reductions in permanent exclusions. These were transformed during 2008/9 into the Area Inclusion Partnerships (AIPs). The AIPs encompass the work of the statutory Behaviour and Attendance Partnerships and are a sub group of the Area Children Leeds Leadership Team, which operate locally to implement the requirements of Children Leeds (Children's Trust) and the forthcoming locality working arrangements.
- 2.7** There is a wide range of support for young people with emotional and behavioural difficulties in Leeds. This includes:
- (i)** In the universal setting, supporting the development of schools' approaches to improve the emotional health and well being of children and young people. For example, the attendance and behaviour strand of National Strategies and the SEAL project (Social, Emotional, Aspects of Learning).
 - (ii)** Providing targeted individual support from Education Leeds Integrated Children's Services (behaviour support), dual registration with pupil referral units, projects developed by AIPs, BEST (Behaviour Education Support Team) deployed at a wedge level; outreach from SILCs and Pupil Referral Units, brokering of personalised package of support from alternative providers such as FE colleges. Education Leeds and the AIPs are developing a range of local initiatives which enable early intervention and are shaping a continuum of local provision which maintains a young person within the

locality and utilises a range of locality teams around the child support services.

- (iii) Specialist long term support through PRU placement for excluded pupils, placement at SILCs and SILC Partnership bases in mainstream schools. In addition, there is a range of multi-agency support available from Health Services and Social Care. This support is available via single agency referral e.g. a referral to CAMHS for mental health support or via the CAF for multi-agency support.

3.0 National Developments

- 3.1** “Your child, your schools, our future: building a 21st century school system” (DCSF 2009), sets out the vision for the school system for the future. It means that every school works in the future in strong partnership with parents, other children’s services, other schools and providers.

- 3.2** It is essential that any model for delivering improvements in specialist provision for special educational needs in Leeds continues to build upon and move forward in line with the concept of 21st Century Schools. Key components for 21st Century Schools which impact on the delivery of the LILS programme include:

- Personalised education for all pupils to make progress and achieve high standards
- Schools having access to resources – which enable them to identify and address additional needs
- Schools working within their communities to provide a range of activities and opportunities to enrich the lives of children, families and the wider community
- Schools working effectively and extensively with parent/carer(s), other providers and the wider children’s services
- An accountability framework and school improvement strategies for the delivery of a wider range of outcomes
- The development of a highly skilled and motivated children’s workforce in schools which is well led and effectively deployed
- Resources in the system are most effectively deployed to the best effect to improve outcomes for children and young people.

- 3.3** There is a strong emphasis upon schools being the main universal service for children and young people and their central role in identifying the additional needs of children. It is noted that whilst 21st Century Schools must be at the heart of any local approach to early intervention, they cannot do it alone. As universal services, schools will have a vital role to play in identifying where children and families need extra support and responding appropriately. Often school staff will be able to provide any extra support that is needed, particularly where workforce remodelling means that the staff of the school include a wider range of different professionals than before who may work beyond traditional school hours.

3.4 Where there is a more serious or long term problem, schools will need access to locality based support from a single agency or multi-agency team for the young person and where appropriate, their families. Examples of this targeted support may include a short term placement in a Pupil Referral Unit (Short Stay School) or support from the BEST (Behaviour Education Support Team).

3.5 Beyond targeted support there will be access to specialist support or provision from a single or multi-agency team. Examples of this support may include a placement at a SILC or support from the Youth Offending Team.

4.0 Current Issues in Leeds

4.1 The AIPs are a vehicle for the delivery of the expectations set out for 21st Century Schools (DCSF June 2009) which outlined the vision for schools working more extensively and effectively with parents, other providers and children's services. In Leeds the AIPs are developing a number of exciting and innovative approaches to the management of pupils with behavioural difficulties. Further evaluation is necessary to identify specific benefits in improved outcomes for young people, but nevertheless high quality provision is being made in response to local need. There is, however, inconsistency in the models being developed across each AIP and it is important to ensure that best practice is identified, evaluated and disseminated and that the outcomes for children and young people are rigorously monitored.

4.2 Recent analysis of the data shows that the overall number of children and young people with Statements of SEN issued in Leeds has fallen significantly over the last few years (see Appendix 2 – fig 1). This fall in the number of statements is a consequence of the strategy for early identification where Funding for Inclusion (FFI) has enabled more children's needs to be met earlier in their school careers and before the point of failure. This system allows schools to access resources for supporting children and young people without recourse to the bureaucracy associated with the statutory process. However, this in itself does not indicate that need for additional support is reducing. For example the number with statements for SEN when combined with those who have FFI funding has risen by 11% over the last two years (see Appendix 2 – fig 3 and 4) and this has had a significant impact upon the budget allocation for SEN (see Appendix 2 – fig 21).

4.3 Despite this funding strategy, the published National Performance data (NI 104 and NI 105) shows the achievement of pupils with special educational needs compared to those without, has not risen in proportion to the increase in resources allocated (taking attainment as the measure). Leeds has clearly set out its ambition to narrow this gap and any future developments which take place will be focused on prioritising the closing of that gap.

4.4 The data also indicates that there are proportionally a higher than national number of pupils with statements for Moderate Learning Difficulties and Emotional and Behavioural Difficulties and for Severe Learning Difficulties (Appendix 2 – fig 5). Any future developments in Leeds should focus on developing improved inclusion pathways and access to support for these groups of young people if the strategy is to respond sensitively to local need.

The development and implementation of an MLD Strategy is key to ensuring that such pupils are able to succeed in the mainstream setting.

- 4.5** The high quality of the five generic SILCs has been noted nationally and reflected in OfSTED reports which note exceptional and outstanding achievements. The staff and governors of the city wide BESD SILC have worked very hard in difficult circumstances for it to be recently removed from Special Measures. A number of the SILCs have developed key specialisms in addition to their generic role. The excellence of this work has also been recognised nationally. The SILCs have been developing this role progressively since 2004 and features of excellent practice can be seen in all areas of the city. However, SILC Principals recognise that greater consistency in the provision of the range of services and support provided to local schools needs to be developed. A key issue, identified through discussion, is that SILCs have insufficient resources to provide a wider range of localised support. It will be necessary to review the current balance between centrally managed and locally managed resources.
- 4.6** The Sensory Support Team has developed a model where the majority of pupils with Statements for sensory difficulties (primary need) are on the role of a mainstream school. The staff work through the resource bases on mainstream sites and there is a very strong accountability framework which has been developed between the team and the host schools. Quality assurance mechanisms, planning and staff development are in place to ensure improved outcomes for young people.
- 4.7** Under the current arrangements, with the exception of the Resource Bases linked to the Sensory Support Team, there are limited arrangements for an accountability framework or quality assurance mechanism which links the respective roles of the central support services or local SILC with the mainstream school hosting the base. Furthermore a review of the data also shows that there are a high number of vacant places in Resource Bases.
- 4.8** Projections on future need based on demographic trends have been made for the next ten years based upon needs in each wedge and by disability. A summary of these projections are held in Appendix 2 – figs 15-18. These projections suggest that, if the current strategies continue, approximately 700 more pupils will have statements or be funded through FFI Level 2 funding. It should be noted, however, that approximately 300 of these pupils will have cognitive difficulties (moderate learning difficulties and severe learning difficulties). This is an additional factor to consider in ensuring future strategies are put in place to support mainstream schools to meet these identified needs locally; in keeping with parental preference and the voice of the young person.
- 4.9** The current specialist provision for children with statements of BESD (Behaviour Emotional and Social Difficulties) needs to be reshaped. This provision is currently managed by the Central BESD SILC and the North East SILC. The current provision is over 4 sites and there are significant concerns over the long term suitability of some of the buildings.

- 4.10** The city wide BESD SILC currently supports a large number of young people with very diverse emotional, behavioural and cognitive needs and this presents many challenges. There is evidence that a number of these young people have complex emotional difficulties which require a more focused integrated approach, involving both the Child and Adolescent Mental Health Service and Social Care.
- 4.11** Planning is underway with the AIPs to determine future funding arrangements for those educated in the centrally managed Education Other than at School Service; this includes the Pupil Referral Units. A pilot project starts in the South wedge from April 2010. The AIP and schools in the South have significantly reduced the number of young people permanently excluded and the pilot project will build upon this success for those out of school. This model follows the best practice identified in 'Back on Track' (DCSF December 2008) which identified that most appropriate provision is often made when local behaviour partnerships make provision for pupils with behaviour difficulties very locally.
- 4.12** A common theme has emerged about the importance of building capacity in mainstream schools to support children with behaviour difficulties through Continuing Professional Development (CPD) and locally available support.
- 4.13** There is also the need to develop swift and easy access to a highly skilled and motivated workforce in and around schools that is well led and effectively deployed and which is characterised by multi-agency integrated working and facilitated by the use of the Common Assessment Framework.
- 4.14** As noted, Attendance and Behaviour Partnerships are now statutory. In Leeds, this is a key aspect of the Area Inclusion Partnership. It is essential that a clear accountability framework is developed to set out the respective roles and responsibilities of the AIPs, Education Leeds and other partners.
- 4.15** Despite a number of creative initiatives and the wide range of provision being developed for children and young people with behavioural difficulties, it is apparent that there are inconsistencies in how this is provided across the City. In order to provide a clear strategic direction across the city, an overarching Behaviour Strategy needs to be developed. This strategy should encompass the offer available from the universal setting, through targeted support to specialist provision. The strategy will need to reflect appropriate multi-agency working where appropriate.

5.0 Principles and Characteristics

Set out below are the principles and characteristics which underpin the development of specialist provision for pupils with special educational needs:

The 'Leeds Inclusive Learning Strategy, 2007 – 2008' defined a clear set of principles and values. **“The guiding principles for our refreshed strategy are consistent with the Children and Young People’s Plan, the 14-19 Strategy, the Extended Services Plan and all other key policies across Education Leeds, Children Leeds and Leeds City Council. Our key principles are:**

- **personalisation;**
- **devolved governance;**
- **collaborative and effective partnership working;**
- **local service delivery locally managed;**
- **equality of opportunity, provision and access;**
- **robust accountability and quality assurance frameworks;**
- **choice and diversity for children, young people and families; and**
- **continuum of responsive, high quality services whose staff champion the needs of children and families.”**

Building directly upon these, the SILC Principals, representative head teachers from mainstream schools, representatives from the Area Inclusion Partnerships and Education Leeds have written a set of characteristics which should underpin the development of specialist provision. These characteristics derive from current best practice and the vision for the future; in particular the model for 21st Century Schools:

- I. SILCs will be centres of excellence for complex needs, working within the Area Inclusion Partnership to directly support their local community of schools to ensure excellent outcomes for children and young people
- II. The Children Leeds approach to integrated working will be adopted to ensure improved outcomes. Resources will be targeted to enable early intervention at a local level through integrated processes such as the CAF and the lead professional role
- III. The active participation of children and young people will be prioritised
- IV. SILCs will model best practice of collaborative and partnership working with parent/carer(s)
- V. Education Leeds, SILCs and the Area Inclusion Partnerships will ensure excellence through the development of accountability frameworks, effective monitoring and quality assurance

- VI. Education Leeds, the Area Inclusion Partnerships, mainstream schools, the SILCs and other partners including Further Education providers and employers will promote personalisation through the development of a range of high quality local and connected pathways and support up to the age of 25 as appropriate
- VII. SILCs and the Area Inclusion Partnerships will share and deploy resources at wedge level to the best effect to improve outcomes for children and young people
- VIII. SILCs and the Area Inclusion Partnerships will make available, where possible, local provision for children and young people modelled on evidence based practice for each area
- IX. The development of a high quality workforce and toolkit will further be promoted through training, mentoring and coaching
- X. The SILCs and Area Inclusion Partnerships will deploy resources to the most efficient and effective point of delivery in order to best meet the priority needs of children and young people

6.0 Recommendations on the developing role of SILCs, Support Services and the Area Inclusion Partnerships

From an analysis of the data, identification of best practice, national and local developments and based on the Principles and Characteristics, a working group of SILC Principals, representative Headteachers from mainstream schools, representatives from the Area Inclusion Partnerships and Education Leeds make the following recommendations for further discussion with all key stakeholders:

Recommendation 1.

An accountability framework will be developed between all partners to set out the respective roles, responsibilities and accountabilities in each setting. This framework must also include all processes for quality assurance and monitoring of improved outcomes for children and young people.

Recommendation 2.

SILCs will be core members of the Area Inclusion Partnerships, providing support for personalisation as a 21st Century School supporting the local community of schools through:

- Training and mentoring
- Sharing of resources
- Information, advice and guidance

as well as direct teaching.

Further work will be required to consider the appropriate governance arrangements and future developments, but it will be preferable to have a SILC presence as a centre of excellence in each wedge.

Recommendation 3.

To further support locality integrated working it will be necessary to review the current arrangements for the organisation of support services to enable the Area Inclusion Partnerships (through the SILCs where appropriate) to build capacity in the universal setting of local mainstream schools. This will mean the migration of some support services from central provision to develop enhanced capacity at wedge level to facilitate swift and easy access to services.

Recommendation 4.

Each generic SILC, in addition to providing the full range of services to pupils and schools in their wedge, will develop an area of expertise in SEN. This will enable them to act as the focus for the development of this expertise across the city and seek specialist status in this area.

They will provide advice, information, guidance and best practice to colleagues in other SILCs, mainstream settings and Education Leeds. They may also develop clear arrangements with other facilities in the city providing that specialism including, systems for Quality Assurance, the CPD of staff and the ongoing planning of provision.

Areas of expertise could follow those set out by the DCSF as areas for specialist status for Special Schools.

Recommendation 5.

A Behaviour Strategy will be written which:

- is based on a clear and coherent set of principles;
- encompasses the universal, targeted and specialist offer to young people;
- has appropriate multi-agency linkages;
- will be regularly reviewed and updated.

The strategy will include recommendations on the development and deployment of resources; the respective roles and responsibilities of all partners; the development of an appropriately skilled workforce.

Recommendation 6.

Subject to the required formal consultation the current resources held within the BESD SILC and other provision such as PRUs will be transformed into:

- A small central provision for Leeds which delivers multi-disciplinary support for young people with the most complex emotional difficulties. This hub to be commissioned through the Vulnerable Children's Commissioning Group and in partnership with the CAMHS Strategy
- Locality continuum of provision with local bases for pupils with behaviour difficulties under partnership arrangements between the local SILC and the AIP, such as short stay schools (PRUs).
- Building the capacity of all SILCs in partnership with the AIPs to work with pupils presenting with challenging behaviour associated with their learning disabilities

Recommendation 7.

A strategy for inclusion for young people with MLD will be developed to ensure there is a clear and consistent approach across the city.

The strategy will include recommendations on the deployment of resources; the respective roles of all partners; the development of an appropriately skilled workforce.

Recommendation 8.

A new model for “resourced” and/or “partnership” provision will be developed in the Autumn Term with the expertise of Headteachers, SENCOs and Integrated Children’s Services (Education Leeds), Social Care, Health and the Voluntary Sector.

Background Papers

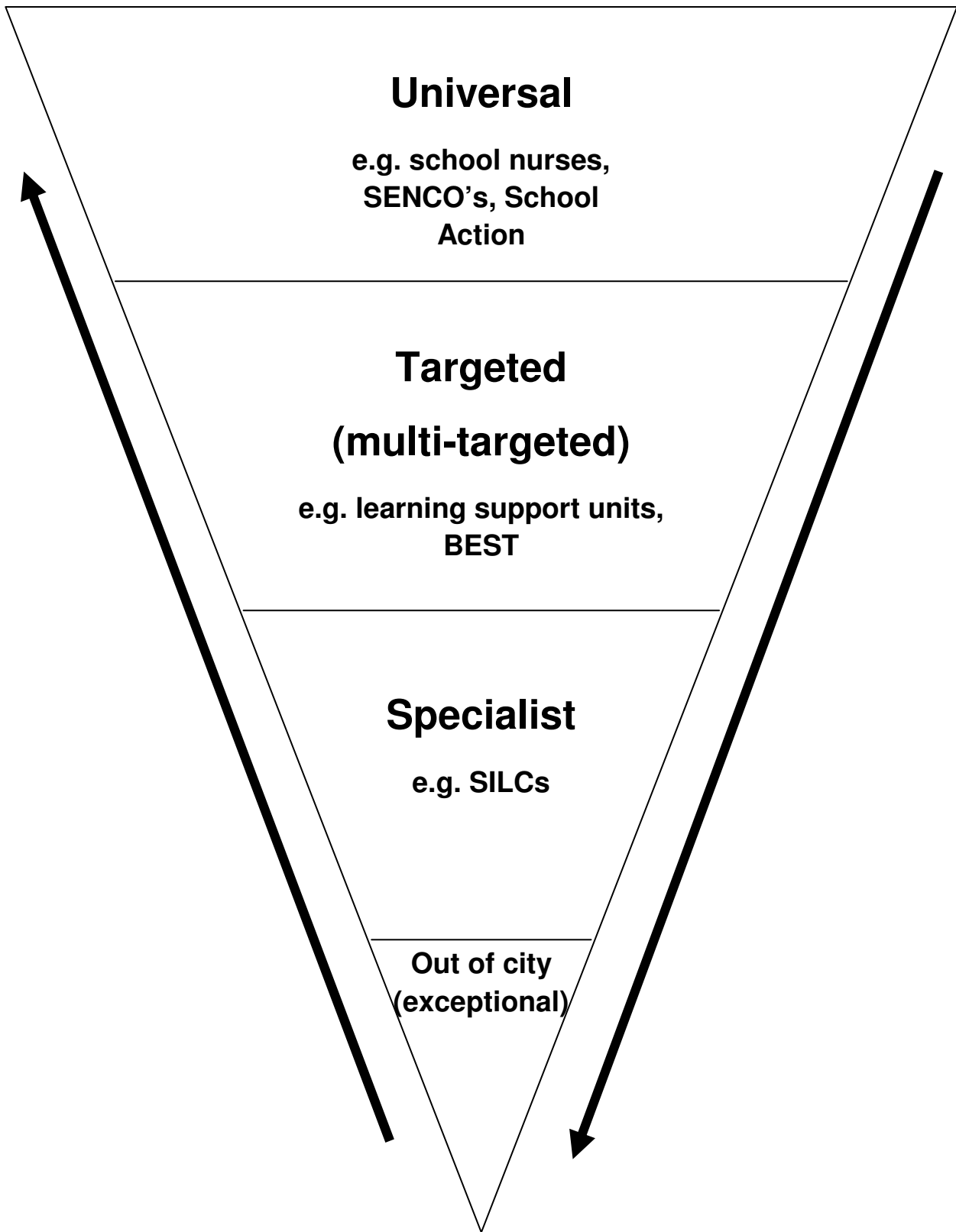
Removing Barriers to Achievement (Government Strategy for SEN 2004)

21st Century Schools (DCSF June 2009)

Your child, your schools, our future: building a 21st century school system (DCSF 2009)

Leeds Inclusive Learning Strategy 2007-2008 (Education Leeds 2007)

Draft Template for Area Map of Provision



Glossary of Terms

Specialist Provision

Provision for pupils with learning difficulties/disabilities in mainstream schools and SILCs (see below)

Provision for pupils is often described as a 'continuum'. This reflects the view that children and young people should be able to receive the provision they need at a level and in a setting which is appropriate to their individual need.

The continuum of provision is often defined in three broad areas:

Universal – generally, what would be expected to be available for all children in all mainstream settings.

Targeted (including multi-targeted) – provision available within a mainstream setting or sometimes an alternative location which meets the needs of children who need some focused, personalised intervention over a limited period of time. The aim of this provision will generally be to enable pupils to cope with minimal support on a day-to-day basis in a mainstream setting.

Specialist – provision which addresses the needs of children with complex difficulties. These children will often have a statement of special educational needs. Such provision will often be provided in a mainstream setting but is also made in a SILC (see below). This type of provision may have to be made for an extended period or for the whole of a child's school career, dependant on their rate of progress.

SILCs

Specialist Inclusive Learning Centres (legally constituted as Community Special Schools). Pupils in SILCs educated in segregated sites and/or in mainstream partnership schools (see below).

Resourced Schools

Mainstream schools with pupils on their roll (register) with learning difficulties/disabilities. Different schools cater for pupils with different needs (e.g. those with speech and language difficulties, those with physical disabilities, etc.)

SILC Partnership Schools

Mainstream schools that work in an informal partnership with SILCs. Pupils in some partnership bases are full-time. All children remain on the roll of the SILC.

Inclusion

Inclusive provision is where pupils are engaged in learning and achieve. Inclusion is not about location but a process where all pupils participate in

appropriate learning activities and participate in the full life of the school. Inclusive practice occurs in SILCs and in mainstream schools.

Nurture provision

Nurture provision will be usually set up in a mainstream primary school setting to work with small groups of pupils from that school, often those in the Foundation Stage and Key Stage 1. Nurture group work supports social and emotional development which enables young children to adjust to school and become effective learners.

Learning Support Units

LSUs provide small-group settings where children and young people who have barriers to learning, usually arising from a behavioural, emotional or social difficulty, can be helped to overcome them and develop into effective learners. LSUs are usually based in a mainstream school setting – primary LSUs generally work with children from a number of local schools; secondary LSUs in Leeds are for young people from that school only. Pupils will spend time at the LSU for all or part of the school week for a limited period of time.

Pupil Referral Units

PRUs will be redesigned 'short stay schools'. PRUs are designed to meet the needs of pupils who have been permanently excluded from school or who are at risk of this happening. They offer full-time or dual-registered provision. Their aim is to enable a pupil to return to a mainstream setting if possible. Secondary PRUs may provide a long-term solution for some older young people for whom mainstream school is not sufficient to meet their needs. For these pupils, a significant part of their learning may take place in an alternative setting, often with a vocational emphasis.

Area Inclusion Partnerships

The AIPs encompass the work of the statutory Behaviour and Attendance Partnerships and are embedded in the Area Children Leeds Leadership Teams, which operate locally to implement the requirements of the Children Leeds Partnership (Children's Trust) and the forthcoming locality working arrangements.

FFI Funding

The SEN funding is an additional funding source that is available to schools to provide provision for pupils who have additional educational needs. These additional educational needs are categorised under 7 main bands. Each band of FFI is allocated based on criteria determined by Education Leeds.

The 7 main bands are:

- A Band – Cognition and Learning
- B Band – Vision
- C Band – Hearing

D Band – Physical
E Band – Communication and Interaction
F Band – Behaviour
G Band – Medical

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Extracts from SEN Data Set

Education Leads

Explanatory Notes and Commentary

- Fig 1. Since 2004 the number of pupils with statements in Leeds has been significantly reduced, but note Fig 3 and Fig 4 which show that the overall number supported through statement and/or FFI Level 2 (Funding for Inclusion) has significantly increased.
- Fig 2. The summary of needs shows the actual number of pupils with a statement, on Level 2 FFI or who are on School Action Plus by primary need. It also shows the number of pupils by each primary need as a percentage of the total of all primary needs. This table also identifies that a significant number of pupils have been allocated Level 2 FFI funding without being identified at School Action Plus and/or statement and without a specific category need.
- Fig 3. The overall number of pupils with statements or Level 2 FFI funding has **risen**. The impact of this can be seen in Fig 21 which shows a rise in the Level 2 FFI funding of approximately £1 million a year over the last four years.
- Fig 4. Graphically shows the rise in combined numbers with FFI Level 2 funding compared to the fall in numbers with statements.
- Fig 5. Based on 2008 data, this compares the percentage of pupils with statements for each primary need with national averages. This illustrates that compared to national figures, Leeds has a **higher proportion** with statements for MLD (Moderate Learning Difficulties), SLD (Severe Learning Difficulties) and BESD (Behaviour, Emotional and Social Difficulties). Leeds has a significantly lower proportion of pupils with statements for ASD (Autistic Spectrum Disorder) and SpLD (Specific Learning Difficulties).
- Fig 6. This table shows the changing trend in numbers of pupils with statements since 2004. All trends have been downward except ASD, but Leeds still has a higher proportion of statements than nationally in the categories identified in Fig 5.
- Fig 7. Represents the same data as Fig 6 graphically and with comparison with national averages.
- Fig 8. Illustrates the proportion of primary needs educated in special schools compared to the national picture. In Leeds, significantly fewer children with sensory difficulties (VI and HI) and Speech, Language and Communication Needs (SLCN) are educated in special schools (SILCs) than nationally. A higher proportion with SpLD and MLD are educated in special schools than nationally.

- Fig 9. Provides a breakdown of the types of provision where pupils with different primary needs are educated in Leeds.
- Figs 10, 11, 12, 13, 14
Extrapolates the information in Fig 9 by wedge. This shows that pupils with the same primary need may be placed in different types of provision in different wedges. E.g. in the East wedge, 79% of pupils with PMLD (Profound and Multiple Learning Difficulties) are educated in a SILC compared to only 38% in the West wedge and 55% of pupils with Band E (Communication) in the North West are educated in early years provision compared to 15% in the East.
- Figs 15, 16, 17
Show the projected number of pupils with SEN (Statements and FFI Level 2 funding) over the next ten years based on demographic trends. These tables show a growth in the number of pupils in each wedge. It should be noted, however, that this growth is based on current levels of need and do not take into account the impact of any initiatives or projects which will improve the capacity of schools to deliver services in a universal setting without recourse to FFI Level 2 funding or statements e.g. an MLD Strategy.
- Fig 18. Provides a graphic indication of the rise in numbers with SEN over the next ten years.
- Fig 19. This map shows the distribution of pupils with SEN across the city. The green dots represent home addresses of children who are in Leeds provision. The red triangles show the location of the SILCs.
- Fig 20. Provides an analysis of SEN based on the super output areas of the city and provides a correlation to the index of multiple deprivation. On the whole, the pattern follows the expectation that the areas with the highest level of deprivation have the highest level of SEN need, but it should be noted that the second highest proportion of identified need is recorded in the least deprived areas. Some figures within the table require detailed analysis e.g. the 'other' SEN figure of 21% who live in the least deprived area.
- Fig 21. Provides a summary of retained and delegated funding. The proportion of delegated funding against centrally retained funding has remained constant over the last five years. The significant increase in the SEN budget should be noted.

(Fig 1.)
Pupils with statements of SEN

	Leeds – number of pupils with statements	Leeds - % of pupils with statements	National - % of pupils with statements
2004	3356	2.8	3
2005	2978	2.5	2.9
2006	2645	2.3	2.9
2007	2364	2.1	2.8
2008	2201	1.9	2.8
2009	1994	1.8	

Data source: DSCF statistical first releases, Leeds 2009 from January School Census

(Fig 2.)
Summary of needs: January 2009

Primary Need	Number of pupils	% of those with SEN
<i>Those with statement and those level 2 FFI who have a statement or are on School Action Plus</i>		
ASD	341	8.0
BESD	595	14.0
HI	107	2.5
MLD	740	17.4
MSI	7	0.2
OTH	123	2.9
PD	243	5.7
PMLD	99	2.3
SLCN	687	16.1
SLD	340	8.0
SPLD	126	3.0
VI	76	1.8
<i>Those on level 2 FFI that don't have a statement and are not on School Action Plus</i>		
Band A	505	11.8
Band B	9	0.2
Band C	6	0.1
Band D	41	1.0
Band E	141	3.3
Band F	29	0.7
Band G	45	1.1
Band O	5	0.1

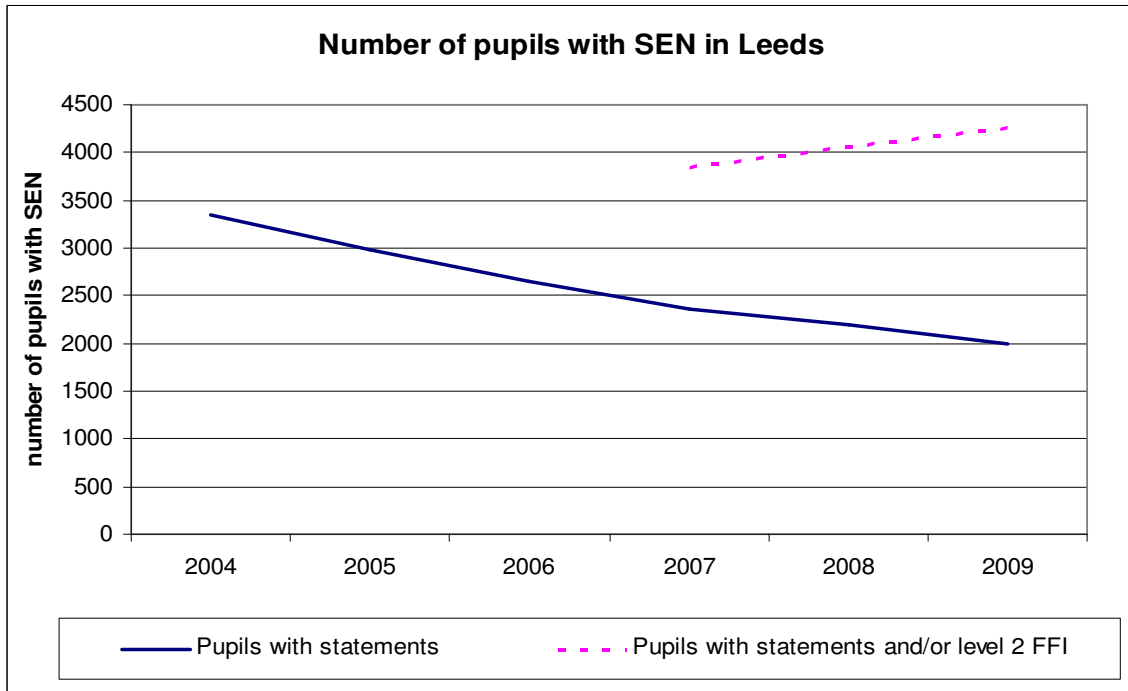
Data source: School census and FFI database

(Fig 3.)

	Number with statement and/or level 2 FFI
2007	3844
2008	4067
2009	4266

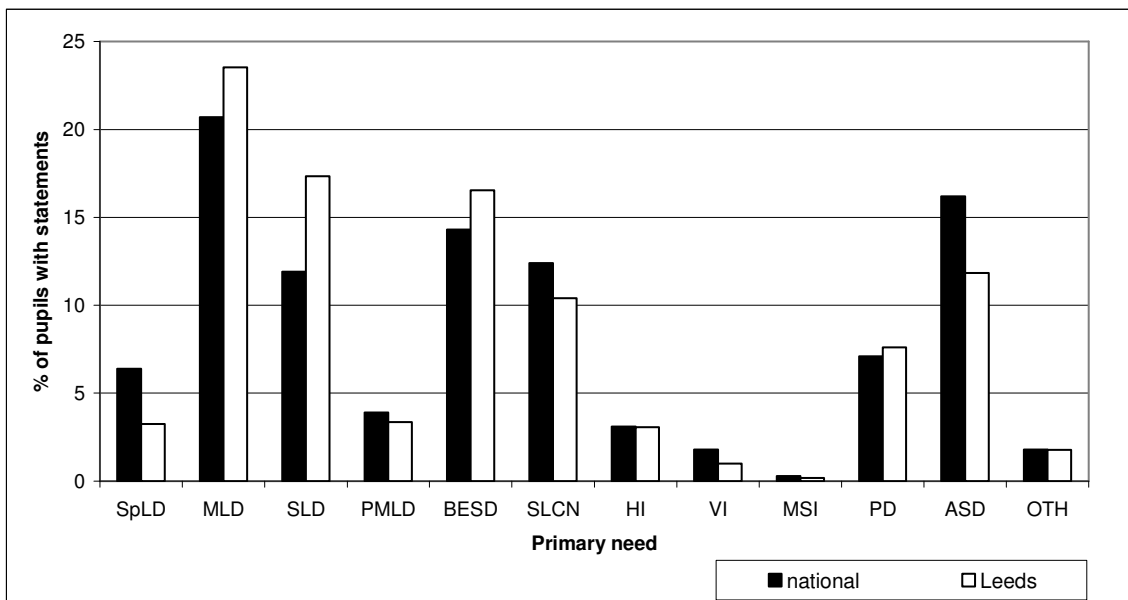
Data source: School Census and FFI database

(Fig 4.)



(Fig 5.)

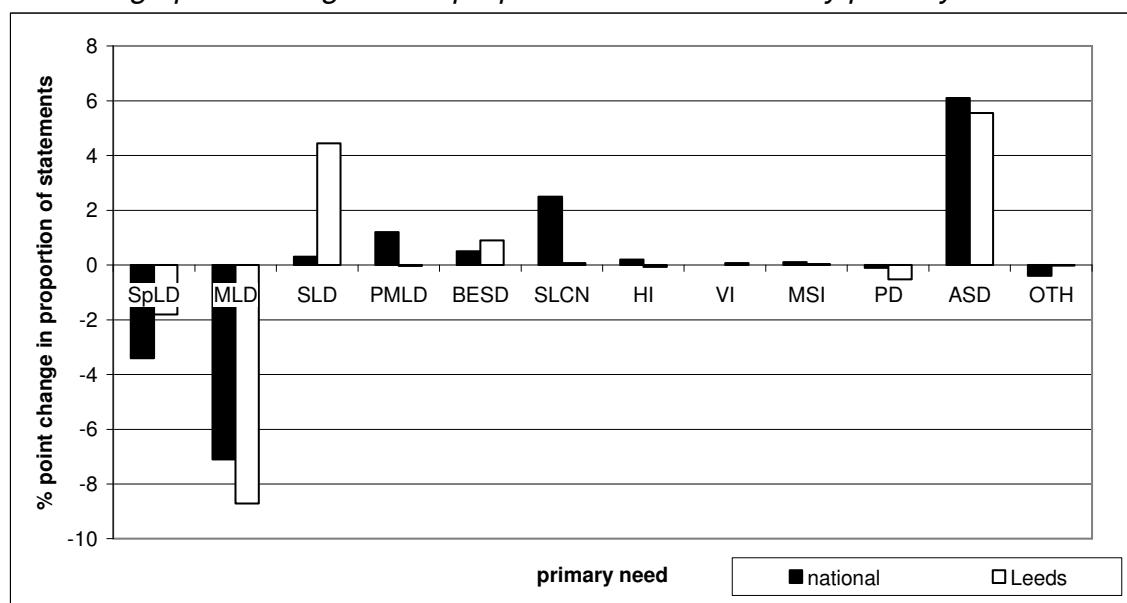
Primary need of pupils with statements of SEN, Leeds and national 2008 Data



source: DSCF statistical first release

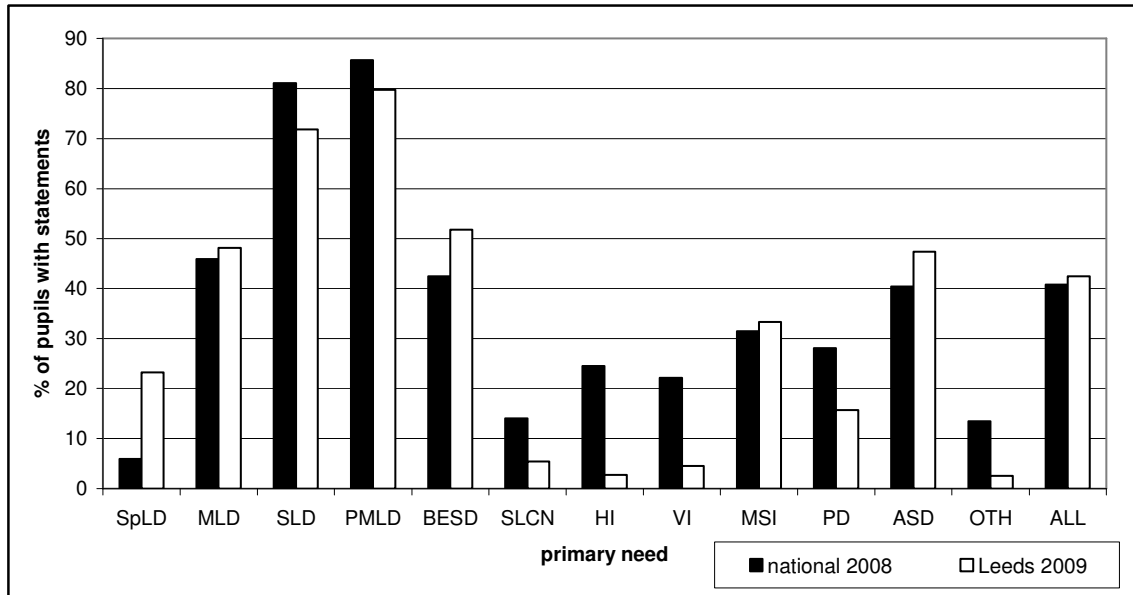
(Fig 6.)*Numbers of pupils with statements by primary need, Leeds 2004-2008*

Primary Need	2004	2005	2006	2007	2008
SpLD	163	119	90	75	68
MLD	1037	855	705	585	491
SLD	415	403	399	381	362
PMLD	109	116	95	85	70
BESD	503	445	437	393	345
SLCN	332	293	243	222	217
HI	101	88	81	72	64
VI	30	27	28	23	21
MSI	5	4	4	6	4
PD	262	234	183	163	159
ASD	202	206	227	229	247
OTH	58	47	47	37	37

*Data source: School Census***(Fig 7.)***Percentage point change in the proportion of statements by primary need:**2004-2008 Data source: DSCF statistical first releases*

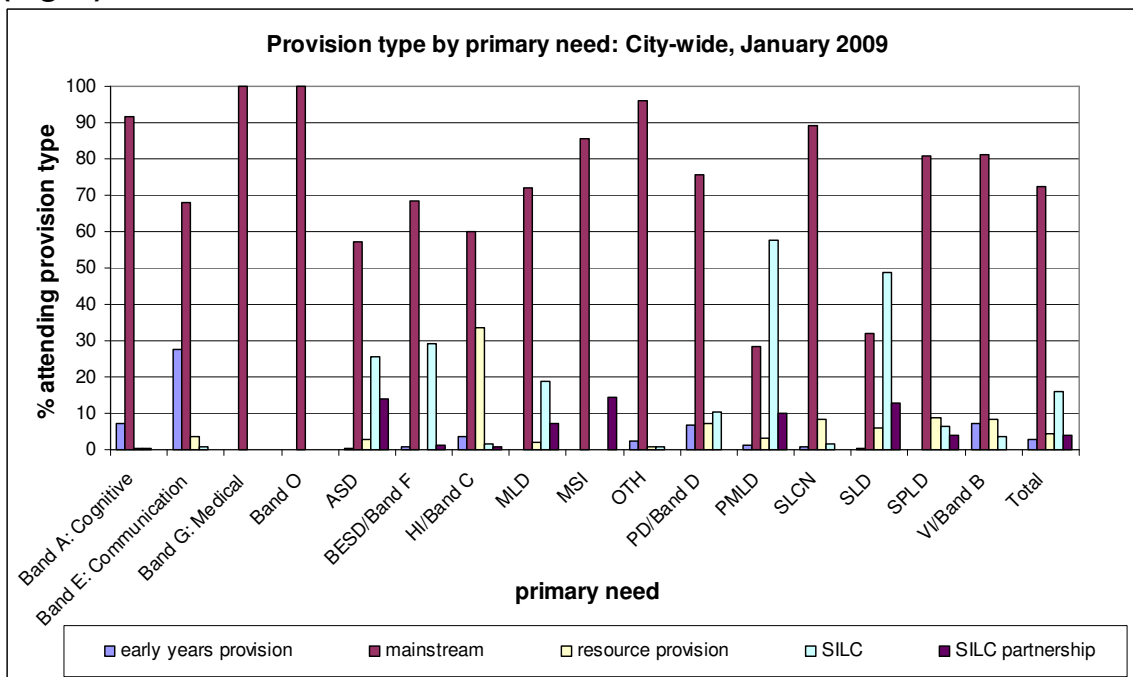
(Fig 8.)

Proportion of pupils with statements educated in special schools (SILCs), by primary need

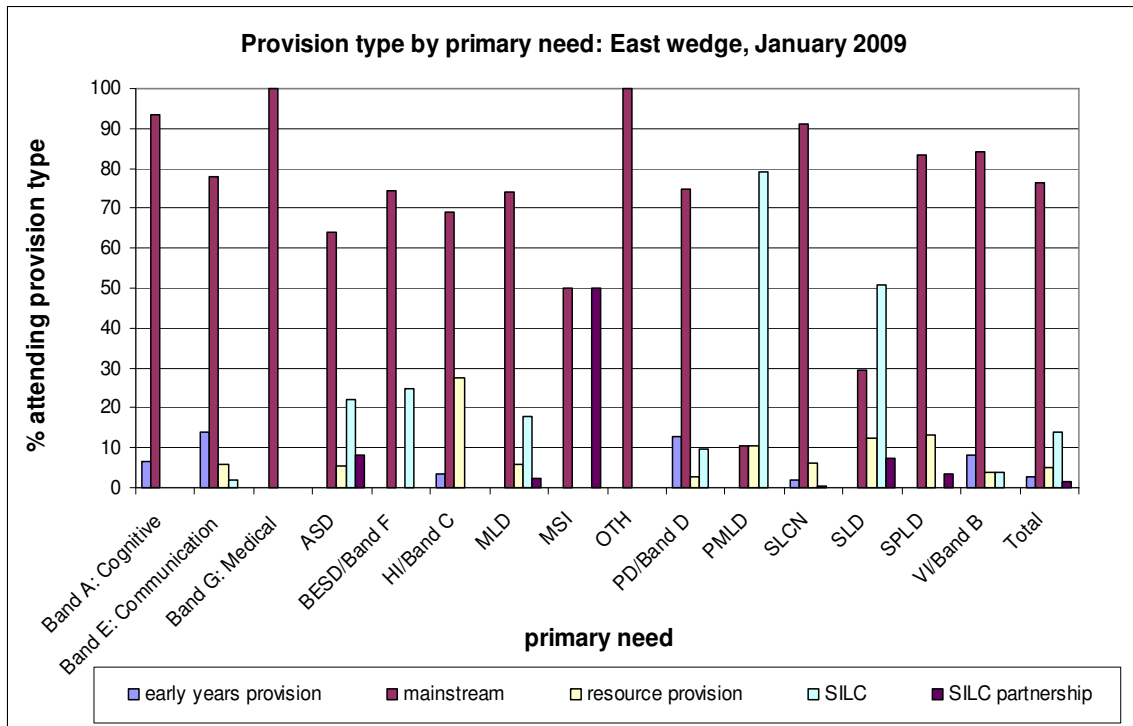


Data source: DSCF statistical first release, Leeds 2009 from January School Census

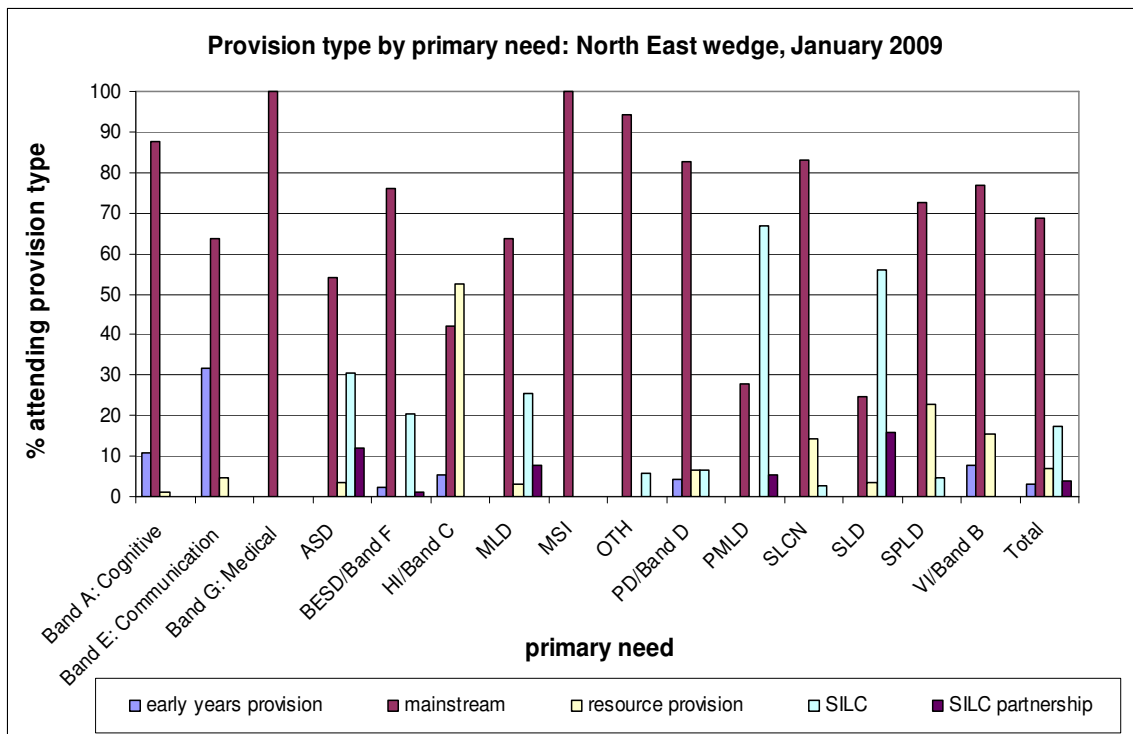
(Fig 9.)



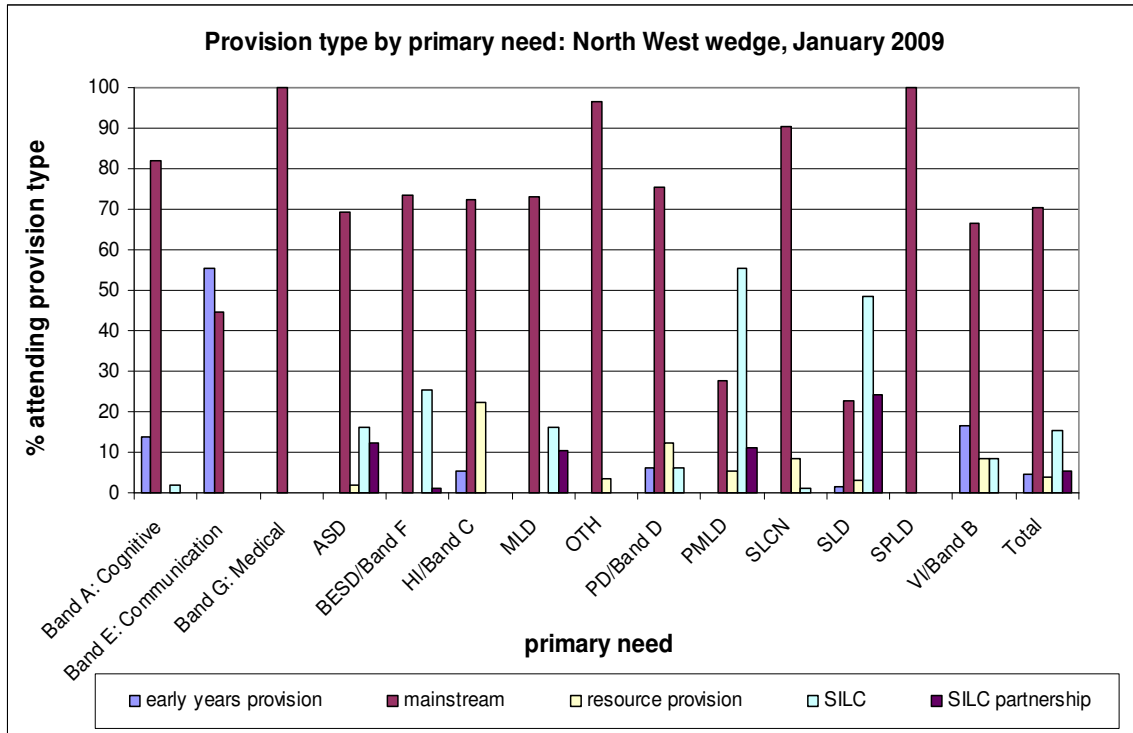
(Fig 10.)



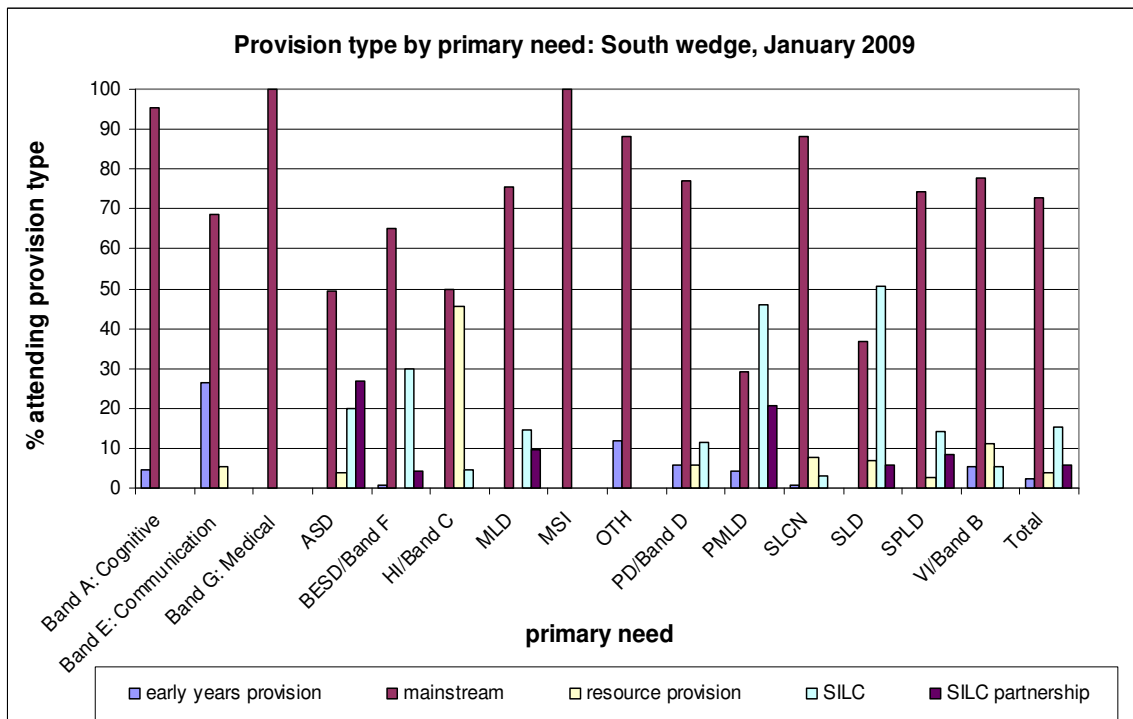
(Fig 11.)



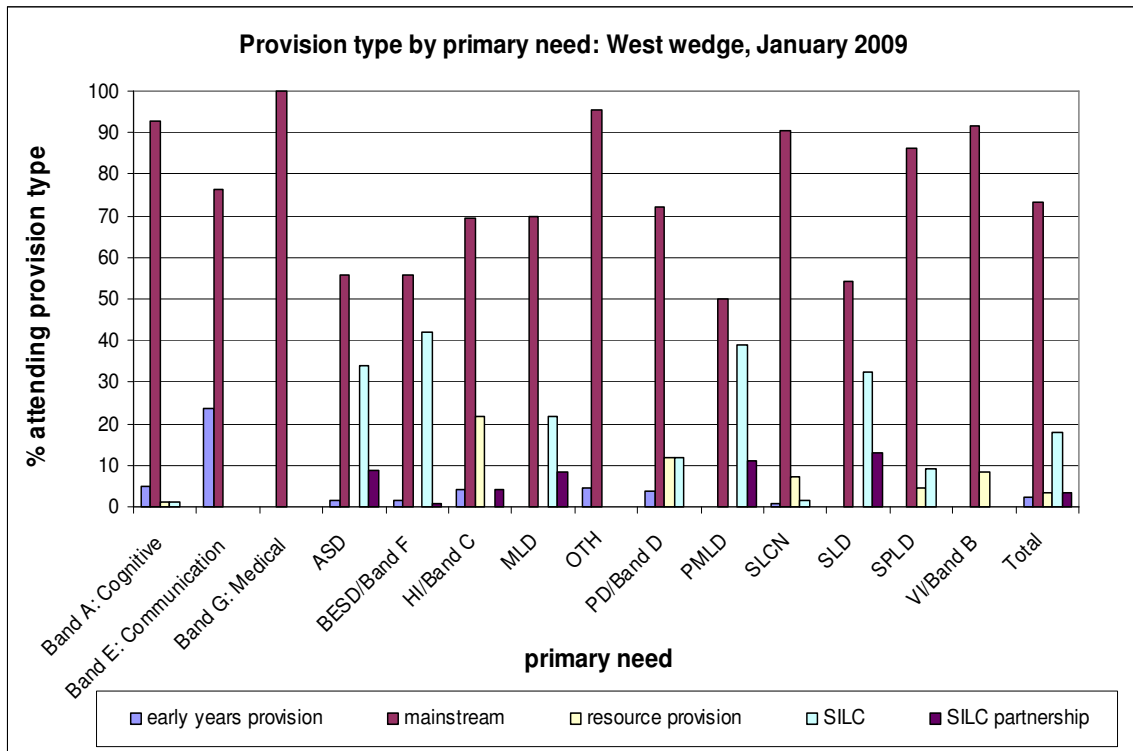
(Fig 12.)



(Fig 13.)



(Fig 14.)



(Fig 15.)

Primary projections of SEN Need										
All	NOR 2009/10	NOR 2010/11	NOR 2011/12	NOR 2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
East	691	705	724	747	769	793	816	833	849	866
North										
East	368	373	381	390	402	414	426	435	444	453
North										
West	350	361	374	389	401	413	425	434	442	451
South	521	527	538	555	572	589	607	619	631	644
West	414	415	427	438	451	465	479	488	498	508
Other	47	48	49	51	53	54	58	59	60	60
City	2391	2428	2494	2571	2648	2727	2812	2868	2925	2982

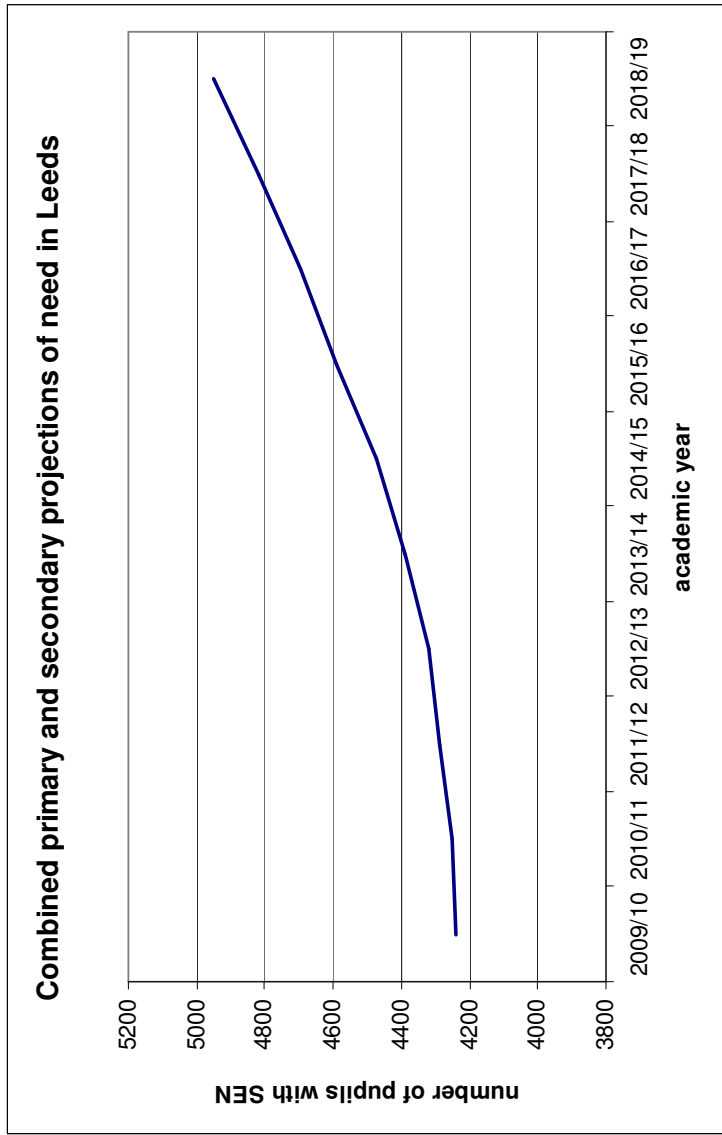
(Fig 16.)

Secondary projections of SEN Need										
All	NOR 2009/10	NOR 2010/11	NOR 2011/12	NOR 2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
East	470	461	455	459	457	459	467	480	497	517
North										
East	290	287	283	281	279	281	286	294	304	316
North										
West	264	262	259	254	253	255	259	266	275	287
South	414	406	398	400	399	401	408	419	434	451
West	314	311	302	260	259	261	265	273	282	293
Other	98	96	95	92	92	93	94	97	100	104
City	1851	1823	1792	1747	1740	1749	1780	1829	1892	1968

(Fig 17.)

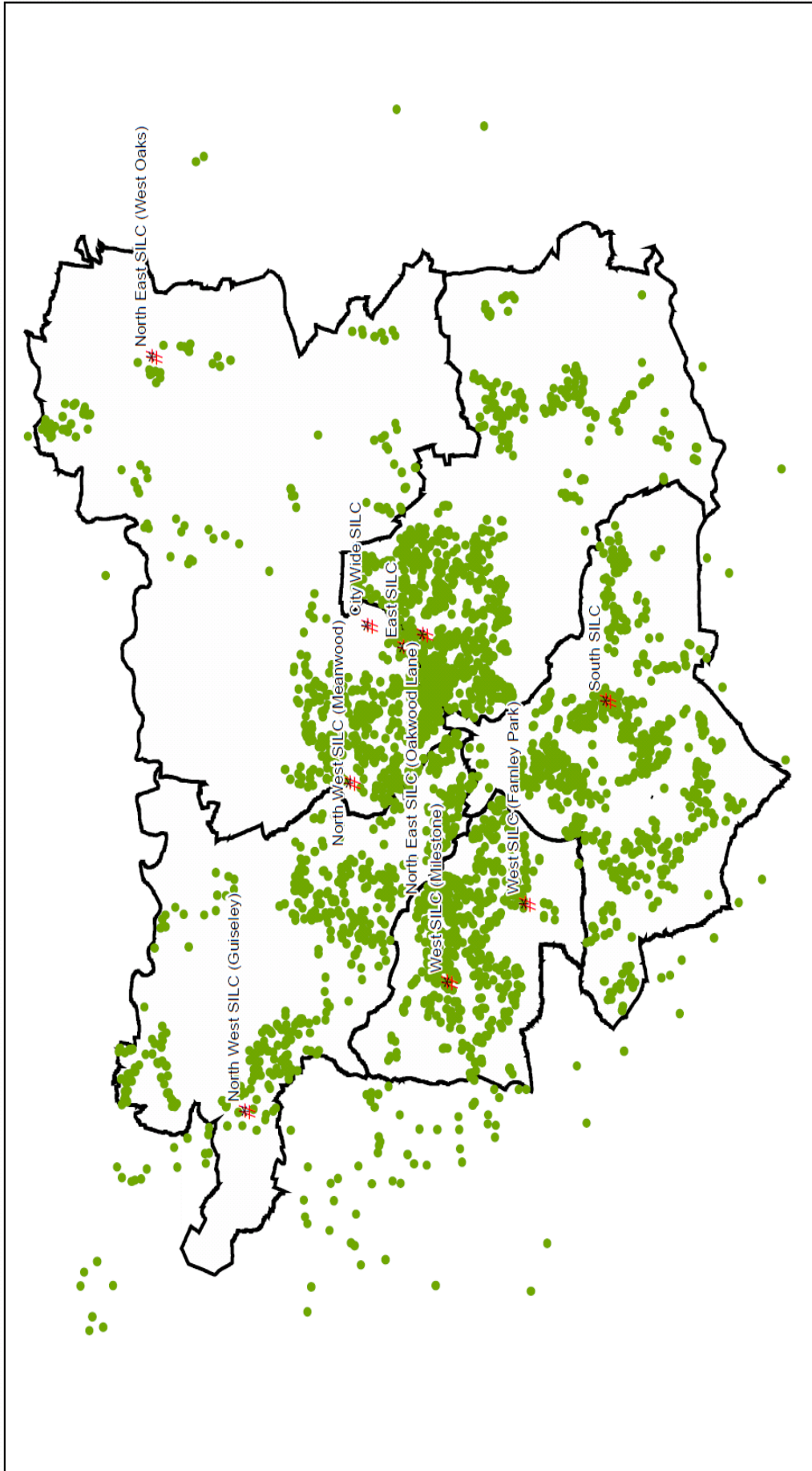
Combined Primary and Secondary projections of SEN Need										
All	NOR 2009/10	NOR 2010/11	NOR 2011/12	NOR 2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
East	1161	1166	1180	1206	1226	1252	1284	1313	1346	1383
North										
East	659	659	664	671	681	695	712	729	748	769
North										
West	614	622	633	643	654	667	684	700	718	738
South	936	933	937	956	971	990	1015	1038	1065	1095
West	728	725	729	698	710	725	744	761	780	801
Other	145	144	144	143	145	147	152	156	160	164
City	4242	4251	4286	4318	4388	4476	4591	4697	4817	4950

(Fig 18.)
Pupils with statements or FFI Level 2



(Fig. 19)

Current Situation (Jan 2009) All identified needs



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(Fig 20.)

Super output areas of the city can be grouped according to their index of multiple deprivation (IMD). Five groups were formed, with Group 1 the most affluent and Group 5 the most deprived.

For each category of disability, the percentage from each IMD group was compared with the corresponding percentage in the whole school population.

Whole school population

Group 1	Group 2	Group 3	Group 4	Group 5	Grand Total
22048	21433	15983	15305	28695	103607
21.3%	20.7%	15.4%	14.8%	27.7%	

SEN	imd					Grand Total
	Group 1	Group 2	Group 3	Group 4	Group 5	
Cognitive	166	159	196	227	672	1420
Sensory	37	41	36	23	62	199
Physical	90	88	36	80	75	369
Comm/ASD	229	194	161	197	362	1143
Behaviour	77	89	79	101	277	623
Medical	10	9	6	5	13	43
SLD	68	67	58	53	94	340
Other	36	26	19	13	34	128
Grand Total	713	673	592	699	1589	4266

SEN	imd					Grand Total
	Group 1	Group 2	Group 3	Group 4	Group 5	
Cognitive	11.7%	11.2%	13.8%	16.0%	47.3%	100.0%
Sensory	18.6%	20.6%	18.1%	11.6%	31.2%	100.0%
Physical	24.4%	23.8%	9.8%	21.7%	20.3%	100.0%
Comm/ASD	20.0%	17.0%	14.1%	17.2%	31.7%	100.0%
Behaviour	12.4%	14.3%	12.7%	16.2%	44.5%	100.0%
Medical	23.3%	20.9%	14.0%	11.6%	30.2%	100.0%
SLD	20.0%	19.7%	17.1%	15.6%	27.6%	100.0%
Other	28.1%	20.3%	14.8%	10.2%	26.6%	100.0%
All categories	16.7%	15.8%	13.9%	16.4%	37.2%	100.0%

Orange indicates an SEN percentage more than 1.2 times the population percentage. Generally, it is clear that deprivation is associated with SEN. In particular, it appears that the cognitive and behaviour categories are strongly correlated with deprivation, while the physical category is correlated with deprivation to a lesser degree.

(Fig 21.)

Summary of Retained and Delegated SEN and Targeted Additional Need Support

SCHOOLS BUDGET		Net Expenditure	Net Expenditure	Net Expenditure	Net Expenditure	Net Expenditure	Net Expenditure
		2004/05	2005/06	2006/07	2007/08	2008/09	2009/10
ISB Special Schools		£10,355,390	£11,569,920	£12,527,960	£13,300,840	£13,806,880	£14,429,338
FFI Funding Level 1 and F band formula		£6,583,108	£7,902,779	£8,075,591	£8,142,669	£8,301,430	£8,322,695
FFI Funding Level 2		£13,017,261	£14,061,977	£14,843,474	£15,937,103	£17,180,606	£18,256,501
Resourced Provision		£1,935,901	£1,902,922	£1,955,780	£1,905,209	£1,903,552	£1,938,412
SENCO / admin / additional time		£7,139,016	£6,988,566	£6,920,712	£7,002,295	£7,122,728	£7,312,547
Provision for pupils with SEN (including assigned resources)		£2,971,310	£3,050,450	£3,049,630	£3,123,110	£3,322,890	£3,387,760
Support for inclusion		£500,060	£389,150	£384,920	£404,150	£633,260	£667,250
Fees for pupils at independent special schools		£2,646,600	£2,727,980	£2,026,330	£2,553,220	£2,570,290	£2,980,720
Total Delegated and Retained SEN Support		£45,148,645	£48,593,744	£49,784,397	£52,368,595	£54,841,637	£57,295,223
Delegated Targeted Funding		£6,277,179	£6,736,108	£9,262,182	£13,350,627	£14,958,698	£17,076,725
Pupil Referral Units		£4,313,370	£4,129,050	£4,523,170	£4,717,700	£5,316,280	£4,880,580
Behaviour Support Services		£233,190	£965,950	£1,428,820	£2,481,330	£2,959,220	£3,071,540
Education out of school		£1,569,380	£1,689,200	£1,845,920	£1,848,578	£5,973,580	£5,529,360
Additional needs / PRUs/ Behaviour Support/ Education Otherwise		£12,393,119	£13,520,308	£17,060,092	£22,398,235	£29,207,778	£30,558,205
Educational Psychology Service		£1,619,160	£1,708,240	£2,111,420	£1,993,060	£2,010,060	£2,046,340
SEN administration, assessment and co-ordination		£254,140	£265,570	£176,940	£332,510	£344,130	£344,130
Parent partnership, guidance and information		£264,050	£273,830	£237,300	£252,370	£325,020	£376,210
Monitoring of SEN provision		£281,130	£285,930	£300,340	£311,560	£681,520	£731,860
Excluded pupils		£51,500	£53,560	£69,180	£72,280	£73,850	£76,030
Education Welfare Service		£2,476,050	£2,602,000	£2,924,580	£2,932,030	£2,816,570	£2,899,000
Total Local Authority Strategic Costs		£4,946,030	£5,189,130	£5,819,760	£5,893,810	£6,251,150	£6,473,570
Delegated Total		£45,307,854	£49,162,272	£53,585,698	£59,638,742	£63,273,895	£67,336,218
Centrally Retained Total		£17,179,940	£18,140,910	£19,078,550	£21,021,898	£27,026,670	£26,990,780

Notes

Figures taken from Section 52 Budget Statements, Actual Expenditure on delegated functions unknown

Approximately £1.4m annually is released from the School Contingency Fund to support FFI and Special Schools

Education out of school now includes £3.1m of CLC and Study Support expenditure funded by LCC, previously EIC Standards Fund Grant

Highlighted Budgets are those delegated to Schools

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Action Plan LILS Programme 2009 – 2010

The developmental priorities and action plan are based upon the principles set out in the 'Leeds Inclusive Learning Strategy 2007 – 2010' and the subsequent discussion document 'The Development of Specialist Provision and Support for Special Educational Needs in Schools 2009'.

The outcomes of these activities will be that by 2014:

- There will be appropriate local pathways to enable children and young people with learning and behaviour difficulties, to be educated in the most appropriate provision to meet their needs.
- Integrated working services will be locally available to support children and young people, parents and schools. Services will be locally managed and shaped according to local needs.
- SILCs will become core members of the Area Inclusion Partnerships and together they will provide a continuum of support for SEN and behaviour.
- There will be clear accountability frameworks which set out the roles, responsibilities and accountabilities of parent/carer(s), schools, clusters of schools, Area Inclusion Partnerships, Education Leeds, and Children's Services.
- Children, parent/carer(s) and other agencies will consider that provision is of a high quality and appropriate and responsive to meet identified needs.

The priorities and actions will be monitored on a regular basis by the LILS Programme Board and the Action Plan will be refreshed annually. A report on progress will be presented to the Executive Board annually. Each broad area identified in this plan may have detailed action plans which will be monitored by the Project Group or Programme Board as appropriate. Priorities and actions may be added to existing plans in response to unexpected opportunities or requirements such as new legislation.

Priority One

Programme Management

The LILS programme will be sustainable and continue to provide direction for change until appropriate outcomes have been signed off by the Programme Board.

	Outcomes 2009 - 10	How these will be achieved	By whom	By when	Links to other Strategies / Processes
1	There will be an effective Communications Plan.	The current Communications Plan will be continuously reviewed by the Programme Board to ensure effective communication with all key stakeholders.	Communications (Education Leads)	Ongoing	Hear by Right Children Leads Participation Strategy
2	Parent/Carer(s) will report they are appropriately consulted and informed.	(i) The Parent Information Officer will ensure an appropriate programme of meetings and forums for discussion and debate. (ii) A review of SEN processes and procedures will include discussion with parents to identify key issues. (iii) The review for the BESD SILC and locality provision will fully involve gaining the views of parents in the development of new models of provision.	Parent Information Officer Integrated Children's services (EL) School Improvement Service (EL)	Ongoing By December 2009 December 2009	Children Leads Parenting Forum, Education Leads Consultation and Engagement Framework, Parent Partnership Service Team Plan, Family Support and Parenting Strategy, Disability Strategy

3	<p>Staff skills are appropriately developed to ensure:</p> <ul style="list-style-type: none"> • Pupils in specialist provision continue to have excellent educational opportunities. • A core of staff from specialist provision and teams has appropriate skills to support pupils and teachers in mainstream settings. • The capacity of staff in mainstream settings is enhanced to provide excellence in SEN across all settings. This will relate directly to the MLD and Behaviour Strategies. 	<p>(i) Required skills are identified through analysis of need and further role.</p> <p>(ii) An audit of current skills and practice.</p> <p>(iii) An ongoing programme of staff professional development is established, funded and implemented.</p>	<p>School Improvement Service (EL)</p> <p>School Improvement Service (EL)</p>	<p>December 2009</p> <p>April 2010</p> <p>June 2010</p>	<p>Inclusion Charter mark standards</p> <p>Workforce Development Strategy, Common Assessment Framework, Quality Standards for SEN, Education Leads People Development Strategy, Education Leads Human Resource Strategy</p>
4	<p>The project management process will provide ongoing direction and rigour.</p>	<p>The Programme Board will undertake a review of the project management process.</p>	<p>Programme Board Chair</p>	<p>Jan 2010</p>	<p>Education Leads Strategic Plan,</p>
5	<p>The challenges of 'management of change' will be addressed by ensuring key staff have appropriate training and support.</p>	<p>(i) The 'Change Management Toolkit' will be introduced to all key personnel involved in LILS.</p> <p>(ii) Integration of change management skills/training will be in the leadership programme.</p>	<p>Director of Organisational Improvement (EL)</p>	<p>Sept 2010</p>	<p>Workforce Development Strategy, Integrated Working, Organisational Change Policy</p>

6	Appropriate resources - staffing and financial will be available to support the project management process.	(i) Identify and secure a budget. (ii) Staffing for the programme will be identified.	Head of SEN (ICS, EL)	At review	Education Leads Financial Strategy, Disability Strategy
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Priority Two

Models of Provision

	Outcomes	How this will be achieved	By	By when	Links to other Strategies / Processes
1	A new model for 'resourced' and/or partnership provision will be developed which clearly establishes best practice for accountability frameworks, monitoring, staff development and quality assurance.	(i) An initial meeting with headteachers and other agencies to scope this work. (ii) Task group established with terms of reference. (iii) Report produced for consultation.	Director of ICS & Head of SEN	November 2009 December 2009 January 2010	Schools Forum, Disability Strategy, Vulnerable Children, Commissioning Strategy
2	Terms of reference, accountability and quality assurance mechanisms established and agreed with the Area Inclusion Partnerships relating to funding already delegated.	(i) A working group established to agree terms of reference, accountability and quality assurance mechanisms. (ii) Implementation of new-role of AIP in all wedges.	Director of ICS & Head of SEN	April 2010	Statutory Attendance and Behaviour Partnership, Fair Access Policy, EOTAS Policy, Safeguarding
3	A model for the extended role of Area Inclusion Partnerships taking greater responsibility/accountability for targeted support for pupils will be piloted in the South.	(i) Scoping document and accountability framework agreed. (ii) Model generated by South wedge and critically reviewed by headteachers from other areas and Education Leads. (iii) Financial arrangements agreed.	Director of ICS & Head of SEN	September 2009 November 2009 April 2010	Schools Forum, Headteacher Forum, 14-19 Strategy, Integrated Process, CAF

		(iv) Pilot project established.			September 2010	
4	Options for future governance and organisational arrangement for SILCs will be consulted upon.	(i) Formative consultation with key partners. (ii) Formal consultation process	Change Co-ordinator Change Co-ordinator	Change Co-ordinator	April 2010 September 2010	Disability Strategy, Integrated working policy, Provision Development Map (EL), 14-19 Strategy
5	SILCs will be core members of the Area Inclusion Partnerships providing a range of services.	A working group of SILC Principals, AIP representatives, mainstream staff and Education Leeds staff will establish a model of best practice for: <ul style="list-style-type: none"> • Maximising SILC resources to meet SEN needs in mainstream schools • Consideration of further devolvement of funds to wedge level for the delivery of services 	Director of ICS	Director of ICS	Jan 2010	School Improvement Strategy, 14-19 Strategy, Children with Disability Strategy, Child and Adolescent Mental Health Strategy
6	Areas of expertise will be developed to enable SILCs to act as the focus for the development of this expertise across the city.	A core group of SILC Principals, staff, governors and Education Leeds staff to draw up proposals for consultation between all staff for consultation between all staff, governing bodies and parents.	School Improvement Service	School Improvement Service	December 2009	School Improvement Strategy, 14-19 Strategy
7	A strategy will be developed which: <ul style="list-style-type: none"> • Identifies training needs within mainstream settings • Financial mechanisms to ensure appropriate support • Ensures appropriate 	A working group will be established to produce a strategy document.	Advisory Service (EL)	Advisory Service (EL)	April 2010	Inclusion Charter Mark Standard, Workforce Development, Disability Strategy, Quality Standards for SEN, School Improvement

	<p>support from central and locally managed services to schools and teachers</p> <ul style="list-style-type: none"> The development of school based policy and practice 				
8	<p>Centrally managed will be deployed and managed as locally as possible to support the development of locality working.</p>	<p>Current deployment will be reviewed and a plan for deployment and management at a local level prepared for consultation.</p>	<p>Director of ICS</p>	<p>April 2010</p>	<p>Workforce Development, Education Leeds People Development Strategy, Joint Commissioning, Locality Working</p>

<p>difficulties.</p>	<p>(ii) A review of the BESD SILC with full consultation with parents, pupils, staff and other agencies.</p> <p>(iii) A plan for consultation which sets out future support for children and young people with behaviour difficulties which includes:</p> <ul style="list-style-type: none"> • The development of a possible multi-agency hub for those with emotional and mental health problems • The role of AIPs and SILCs developing local continuums of provision 	<p>School Improvement Service</p> <p>Director of ICS</p>	<p>Feb 2010</p> <p>June 2010</p>	<p>Family Support and Parenting Strategy, Financial Strategy, School's Forum, Locality Working, Workforce Development</p>
<p>4 The development of local provision for children and young people who have behavioural difficulties through the Area Inclusion Partnerships.</p>	<p>Establishing a pilot project in the South wedge which provides greater authority and accountability for the provision of resources currently held centrally.</p>	<p>Head of EOTAS</p>	<p>April 2010</p>	<p>Locality Working, CAF, Safeguarding</p>

Priority Four

The development of a strategy for pupils with moderate learning difficulties which will enable them, when appropriate, to be educated within mainstream settings.

	Developmental Activities	How	Lead	When	Links to other Strategies / Processes
1	<p>2009 - 10</p> <p>A strategy will be developed which:</p> <ul style="list-style-type: none"> Identifies training needs within mainstream settings Financial mechanisms to ensure appropriate support Ensures appropriate support from central and locally managed services to schools and teachers The development of school based policy and practice 	<p>A working group will be established to produce a strategy document.</p>	<p>Advisory Service (EL)</p>	<p>April 2010</p>	<p>Inclusion Charter Mark Standard, Workforce Development, Disability Strategy, Quality Standards for SEN, School Improvement</p>
2	<p>Centrally managed staff will be deployed and managed as locally as possible to support the development of locality working.</p>	<p>Current deployment will be reviewed and a plan for deployment and management at a local level prepared for consultation.</p>	<p>Director of ICS</p>	<p>April 2010</p>	<p>Workforce Development, Education Leads People Development Strategy, Joint Commissioning, Locality Working</p>



REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

THE NATIONAL CHALLENGE AND STRUCTURAL CHANGE TO SECONDARY PROVISION IN LEEDS

EXECUTIVE SUMMARY

1.0 PURPOSE OF THIS REPORT

- 1.1 The purpose of the report is to present Executive Board with recommendations for delivering the next phase in structuring secondary provision in Leeds, and in particular, the response to the Government's National Challenge.

2.0 BACKGROUND INFORMATION

- 2.1 As part of the National Challenge, the government has set a new floor target for secondary schools at Key Stage 4 of 30% of young people achieving 5 (A*-C) including English and Mathematics at GCSE. Local Authorities are required to consider structural options for schools at high risk of not achieving the floor targets by 2011. The options include, continuing to support improvement, closure, mergers, federation, academy or trust status.

3.0 MAIN ISSUES

- 3.1 Fourteen secondary schools, including the David Young Academy, were identified by the DCSF as part of the National Challenge. Subsequently, the 2009 GCSE resulted in the number of Leeds schools below the National Challenge target falling to six. Two of these, West Leeds and Wortley, closed in September and have been replaced by Swallow Hill Community College. In addition South Leeds High School has closed and been replaced by the Leeds South Academy.
- 3.2 Previous reports in October 2008 and March 2009 considered three schools where we are still required to develop long term strategies to tackle underachievement. Parklands Girls High School, City of Leeds School and Primrose High School still face major leadership challenges to improve teaching, attendance, behaviour and to raise standards and other outcomes.
- 3.3 In developing structural responses it has become clear that in order to respond to the needs of the national challenge schools and to address the demographic pressures emerging in East and Central Leeds, the availability of additional capital funding is critical. Leeds has learned that it will not receive additional funding for Building Schools for the Future (BSF) in 2009 and so we met the Secretary of State

in September 2009 to press our case for additional funding to deliver on this agenda.

3.4 Education Leeds has worked with key stakeholders over the last six months to consider the opportunities and address the challenges. This has been helpful in prioritising the steps that need to be taken. The report identifies the steps according to the available funding.

4.0 **RECOMMENDATIONS**

4.1 The Executive Board is recommended to adopt the proposals detailed in section 5 of the report.

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 October 2009

THE NATIONAL CHALLENGE AND STRUCTURAL CHANGE TO SECONDARY PROVISION IN LEEDS

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in (Details contained in the Report)

1.0 PURPOSE OF THIS REPORT

1.1 The purpose of the report is to present Executive Board with recommendations for delivering the next phase in structuring secondary provision in Leeds, and in particular, the response to the Government’s National Challenge.

2.0 BACKGROUND INFORMATION

2.1 We have seen real improvements in secondary standards, attendance and behaviour over the last five years while, at the same time, much of the secondary school estate has been remodelled and rebuilt. Schools like John Smeaton Community College and the David Young Community Academy have transformed standards and outcomes in areas of Leeds where in the past poor standards and poor outcomes were simply accepted as the norm.

2.2 Through our school improvement policy we have developed a toolkit of strategies focused on driving up standards, improving outcomes, improving attendance and improving behaviour. Strong schools have been partnered with weaker ones, underperforming schools have been closed, poor leadership has been tackled, and the quality of teaching improved, to transform the culture and ethos in schools with a relentless and uncompromising commitment to securing excellent outcomes.

- 2.3 However, not all schools and young people have benefited to the same extent and, for a small number of schools, we need to accelerate improvement if every young person at school in Leeds is to achieve their potential.
- 2.4 The National Challenge is the Government's strategy where all secondary schools will achieve the national floor target of 30% GCSE at 5(A*-C) including English and Mathematics by 2011. Local authorities are required to consider 'structural' change strategies for schools at high risk of not achieving the floor targets. These strategies include continuing to support improvement, closure, mergers, federation, academy or trust status. The Government is introducing new powers for local authorities and the Secretary of State to intervene where progress in National Challenge schools is deemed inadequate. There were three schools for which structural responses had yet to be agreed: City of Leeds, Primrose and Parklands. Appendix 3 contains a recent letter that stresses the importance the Secretary of State attaches to progress on this matter.
- 2.5 In addition to the National Challenge, the local authority has two other major programmes striving to transform provision and outcomes for its young people. Firstly, the Building Schools for the Future (BSF) programme is intended to rebuild or remodel secondary schools across the country. We have already secured BSF funding for fourteen schools. The Department of Children, Schools and Families (DCSF) invited expressions of interest (EOIs) for new programmes for 2009 onwards, and Leeds submitted an outline bid for co-located provision with special educational needs provision and 14+ provision.
- 2.6 Secondly, 14-19 developments are changing funding arrangements and transferring responsibility from the Learning and Skills Council to local authorities under the new duty associated with the "Machinery of Government" changes. New models of partnership working between schools and across schools, colleges, and alternative providers are emerging and are beginning to impact on curriculum planning and the offer to young adults. The integrated youth service strategy is being developed as part of a revised 13 – 19 plan to support the delivery of improved outcomes and reduce the numbers of young people not in employment, education or training (NEET) and support young people staying in learning longer.
- 2.7 A report to Executive Board in October 2008 explained the benefits of harnessing these three programmes (National Challenge, BSF and 14-19) in addressing the needs of the three National Challenge schools whilst transforming the quality of the learning estate and furthering ambitions for young people and their communities in East and North East Leeds. Five issues were identified:
- the future of the Central Leeds Learning Federation;
 - re-providing girls only provision at a more accessible location;
 - whether to develop Academy status for any of the schools;
 - whether additional new provision was needed in East Leeds; and
 - whether we could rationalise provision in the Outer North East of Leeds.
- 2.8 A follow up report in January 2009 set out the progress made towards the review of provision in East and North East Leeds, through the engagement of schools and other community stakeholders. In summary the following work was undertaken:
- informal consultation with the senior leadership teams and governing bodies of the schools, SILCs and PRUs involved;
 - discussions with elected members and community partners through the East and Outer North East Area Committees;
 - joint working with children services partners;

- discussions with LSC and other providers of learning provision to align planning and investment strategies;
- discussions with DCSF officials
- BSF EOI submission for further secondary investment; and alignment of key strategies shaping provision, especially for the inclusive learning strategy and the 14-19 review.

2.9 From this work, a broad consensus has developed around what must be achieved through any proposals:

- addressing and exceeding the National Challenge targets;
- building on existing strong and successful provision, to ensure continuity of learning and stability for all engaged;
- achieving transformation of the learning landscape by maximising the impact of the next wave of BSF funding and other capital resourcing opportunities such as FE and primary;
- securing leadership and governance that will deliver our ambitions through focussed action;
- securing provision where it is needed and with access to extended services;
- building on the consensus and collaboration that is emerging to add strength and capacity to any new provision and the associated process of transition;
- maintaining and building the confidence of young people, parents, communities, teachers and support staff;
- aligning with regeneration activities to support local communities in terms of their social and economic well-being;
- effective and accessible girls only provision.

2.10 Building on this consensus, a report to Executive Board in March 2009 identified options for further consultation. In summary, the report identified two options, depending on whether BSF funding was available. Both options suggested that:

- the federation be dissolved;
- academy status be sought for each of the three schools;
- girls provision should move to the centre of Leeds; and
- co-ed provision should move from City of Leeds to an east Leeds site.

If BSF funding was available, provision would be rationalised in the North East and new extended co-educational provision established in east Leeds.

3 **PROGRESS ON THE NATIONAL CHALLENGE**

3.1 Fourteen secondary schools, including the David Young Academy, were identified by the DCSF as part of the National Challenge. Each of these schools formulated a National Challenge plan and Education Leeds configured its support to reflect the needs of each of these schools in line with the School Improvement Policy. Subsequently, the provisional 2009 GCSE resulted in the number of Leeds schools below the National Challenge target falling to six. Appendix 1 charts the progress of each of the 14 schools and re-assesses their capacity to improve up to and beyond the National Challenge floor target.

3.2 Of the six schools below the floor targets:

- West Leeds and Wortley, closed in September and have been replaced by Swallow Hill Community College. Despite mixed results in 2009, we are confident that, with support, the new school will secure its trajectory to the floor

target.

- South Leeds High School has closed and been replaced by the Leeds South Academy and we are confident this will secure its trajectory to the floor target.
- Carr Manor continues to be assessed as 'low risk' in relation to the floor target and we are confident that the strategies are in place to secure the trajectory to the floor target
- City of Leeds High School and Primrose High School, still face major leadership challenges to improve teaching, attendance, behaviour and to raise standards and improve other outcomes.

3.3 Parklands Girls High School has made good progress this year and exceeded the floor target. However, the declining role and difficult financial situation present a real challenge for sustaining progress over the medium to longer term.

3.4 Therefore, Parklands Girls High School, City of Leeds High School and Primrose High School remain high risk schools necessitating 'structural' responses.

4.0 Funding issues: a narrowing of the options

4.1 Since the March 2009 report, two factors have constrained the options available:

- a) Partnership For Schools have informed the local authority that Leeds would not receive additional capital for new BSF programmes to commence in 2009.
- b) The investigation into the feasibility of the proposed 'site swap' for girls provision and the co-educational provision of City of Leeds has concluded that the original BSF wave 1 capital allocation for Parklands would not be sufficient, in itself, to achieve an appropriate level and quality of accommodation.

There are two fundamental consequences. Firstly, the local authority needs to reconsider how it can ensure sufficient co-educational provision in East Leeds. Secondly, there is a serious impediment to the local authority's ambition to ensure sustainable high quality girls-only provision.

4.2 We met the Secretary of State in September 2009 to press our case for additional funding to deliver on this agenda and we await a response. The key messages from our consultation over the summer terms were:

- a) Securing a strong and relentless focus on school improvement activity which achieves the floor targets by 2011 regardless of the structural options decided upon;
- b) Securing sufficient secondary school places in the East and outer North East;
- c) Minimising the number of structural steps required so as not to distract the schools from their core purpose and to maintain the confidence of young people and their parents;
- d) Providing these schools with strong partners who can help drive improvements, model practice and lend leadership capacity;
- e) Securing extra funding required to make the necessary modifications to the learning fabric, particularly if provision is to be moved.

5.0 THE PROPOSALS

- 5.1 In our view, if additional capital funding could be secured from the DCSF, the best structural solutions would be as follows:-

The closure of City of Leeds, Primrose and Parklands to be replaced by:-

1. girls only Academy provision on a new site at the centre of Leeds;
2. co-educational Academy provision on a new site in East Leeds;
3. co-educational Academy provision at the Primrose site.

- 5.2 However, there is plainly a need to identify deliverable solutions as a matter of urgency if this complex and challenging agenda is to be taken forward. Accordingly, in the absence of any intimation from the Secretary of State that additional capital resources are likely to be made available, it is proposed that the Council should immediately:-

1. review and further develop our school improvement activity in all three schools, securing strong partners who can assist in supporting leaders and governors in driving improved outcomes and achieving the floor targets.
2. consult formally on:-
 - the closure of City of Leeds, Primrose and Parklands High Schools;
 - establishing a new co-educational Academy in east Leeds on the Parklands site by 2011;
 - establishing a 14-19 hub on the City of Leeds site by 2011;
 - establishing an Academy on the Primrose site by 2011.
3. establish transition plans to secure provision for young people currently in each of the three schools to reassure students, parents and carers.

6.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

- 6.1 There would need to be a formal public consultation with all stakeholders in taking forward the proposal that Leeds should cease to provide girls only secondary school provision and on the establishment of National Challenge Trusts or Academies.

7.0 **LEGAL AND RESOURCE IMPLICATIONS**

- 7.1 There is funding for the refurbishment of Parklands Girls High school through the Wave 1 BSF programme.

8.0 **RECOMMENDATIONS**

- 8.1 The Executive Board is recommended to adopt the proposals detailed in section 5 of the report.

Appendices

- Appendix 1: National Challenge Schools in Leeds.
- Appendix 2: Letter from the Secretary of State

Background papers

- Executive Board, October 2008 – The National Challenge and structural change to secondary provision in Leeds
- Executive Board, December 2008 – Building Schools for the Future: Expression of Interest for follow-on projects
- Exec Board, January 2009-The National Challenge and structural change to secondary provision in Leeds: Progress Report
- Exec Board, March 2009-The National Challenge and structural change to secondary provision in Leeds

Appendix 1: Overview of all 14 National Challenge Schools

Bruntcliffe

Bruntcliffe is a very low risk for National Challenge. The school made substantial improvements this year taking it to over 40% 5A*-C including English and maths. This improvement was expected and a consequence of the focused leadership and careful planning in the school, with some very good teaching. The school continues to work hard at recruiting, developing and retaining staff in core subjects.

Carr Manor

Carr Manor is a low risk National Challenge School. Having met the floor target in 2008 the school the school has achieved just below 30% in 2009. There is confidence that the school will be above the floor in 2011 even though it has a high proportion of students with very low prior attainment and with special needs, The school's Ofsted inspection in the autumn term last year confirmed that it is a good school with outstanding leadership from the head teacher. Leadership has developed at all levels and every member of staff, teaching and non-teaching takes personal responsibility for pupil outcomes.

City Of Leeds

City of Leeds is a high risk National Challenge School. It is unlikely to meet the floor target by 2011 without radical change. Results in 2009 are very low and show little or no improvement. Pupil numbers are low and declining. Although it has reduced exclusions and kept vulnerable students in education, insufficient progress has been made with improving teaching and learning and with using opportunities to extend the curriculum..

Cockburn

Cockburn is a very low risk school for National Challenge and continues to improve. The school figure improved by over 5% in 2009 to 37%. This represents good progress against value added benchmarks. The completion of the building programme and the appointment of a permanent headteacher should allow this school to make further improvements.

Farnley Park

Farnley Park is a medium risk school for National Challenge. Although it achieves above the floor target in 2009 and should continue to achieve at that level through to 2011, there is a history of under achievement. The recent sudden death of the headteacher has left the school in need of substantial support. Improvement is needed to pupil data and monitoring, teaching and learning, and self evaluation.

Intake (Leeds West Academy)

Intake achieved a substantial improvement in its final year and met the floor target of 30% (actual figure 29.6%). This was a good result and shows the impact of some intensive work with students in boosting their maths grades. The leadership of the acting headteacher helped the school to focus on priorities in the last two terms. This is a good foundation for the opening of the new academy

John Smeaton

John Smeaton receives support from a National Challenge Adviser but is not at risk from the floor target, and no longer receives any additional funds through this route. The further improvement in 2009 of over 10% is a result of the relentless drive and focus of the leadership on gaining success for the students. In terms of progress from Key Stage Two starting points this school has the highest achievement in Leeds.

Parklands

Parklands remains a high risk school for national challenge despite its outstanding result in 2009. The improvement of 14% brought the school above the floor target and well into the top quartile of achievement. The school's now excellent tracking systems for pupil progress show that it will be difficult to maintain this level through to 2011. Low pupil numbers and an increasingly difficult financial situation present a difficult circumstance for the temporary leadership.

Primrose

Primrose is a high risk school for National Challenge. The very low result, although close to the top quartile benchmark, is a long way from the floor target. There is little prospect of substantial improvement in the current situation. The school has identified the need to add to leadership capacity to support rapid improvement in teaching and learning.

Rodillian School

Rodillian is a very low risk for national challenge. In the first year of the new headteacher's leadership the school was removed from a notice to improve and has remained above the floor target of 30%. Improvement has been rapid and capacity for further improvement is strong.

South Leeds High (South Leeds Academy)

Although South Leeds achieved the biggest increase in the City at 5A*-C, results with English and maths showed a more modest improvement and were a long way below the floor target and expectations. This presents a clear challenge for the new academy.

Swallow Hill

Swallow Hill has opened as a new school in September 2009 and is a medium risk school for national challenge. The predecessor schools of Wortley and West Leeds both achieved lower than predicted with only 24% and 16% of students achieving the standard. The new school has the benefit of a fully staffed teaching and leadership structure without the disruption and vacancies of the past few months. The national challenge adviser will be working with the school to verify very quickly the data and predictions for the students transferring to the new school.



Rt Hon Ed Balls MP
Secretary of State

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Chris Edwards
Chief Executive of Education Leeds
Education Leeds
10th Floor West
110 Merrion Centre
Leeds
LS2 8DT

22 September 2009

Dear Chris,

I am writing to thank you for the dedicated support you have given this year to the National Challenge – our ambitious programme to transform secondary school standards and make every school a good school. Excellent progress has been made since the programme launch and this year's results confirm that we are on track to meet the National Challenge and ensure that at least 30% of pupils in every school secure 5 GCSEs at A*-C, including English and maths by 2011.

Self-reported results for 2009 suggest there are likely to be around 270 schools below the 30% benchmark when figures are published in January – the biggest proportionate reduction ever. Almost 75% of the more than 750 schools being supported through the National and City Challenges and Academies programme improved between 2008 and 2009. Underpinning these headlines are some spectacular successes for individual schools, with almost 30% reporting improvements of 10 percentage points or more.

Despite this very good progress, the picture across authorities varies and there have been some schools where results have been disappointing. In these cases it is important that local authorities act quickly to understand and address the causes of this problem, making full use of the levers available to them. You should consider the following steps in each case:

- Asking National Challenge Advisers to investigate why results were lower than predicted and help the schools develop their improvement plans, which may include extra support from the local authority to raise attainment or tackle the barriers to achievement, including low aspirations and behaviour.
- Where a school's results are a significant cause for concern – e.g. they have dropped significantly or dropped in consecutive years – We



department for
children, schools and families

strongly suggest that you follow up the NCA investigation by issuing a warning notice, specifying the steps the school must take and the timetable for remedying its problems.

- Where you need further evidence about the reasons for the drop in results, or where you think that the situation is very serious, you should ask Ofsted to inspect the school. This is particularly appropriate in schools whose results have dropped below the floor target unexpectedly – i.e. schools which were not identified for National Challenge support to prevent them dropping below the floor.
- Where it is clear that the existing leadership and governance of the school needs to be strengthened or even replaced, you should establish a National Challenge Trust, hard federation or Academy and support the school through the development and implementation of that solution to ensure that momentum is maintained.

My officials and National Strategies' Senior School Improvement Advisers will continue to work closely with you to support all your schools and I would be grateful if you could inform them by the end of the month of the steps you plan to take in schools whose results are disappointing. Where these schools receive a monitoring visit or routine school inspection from Ofsted you will want to take full account of inspectors' recommendations in your plans to support the schools in improving. If local authorities fail to act, I will not hesitate to use the full range of powers available to me to trigger intervention or inspections.

Our expectations of Academies are just as high as those for maintained schools and we will be taking equivalent action to support and challenge them.

Last year the number of Leeds' schools below the floor was reduced significantly and some schools have made impressive gains again this year. John Smeaton and Bruntcliffe have continued to make good progress, rising to 45% and 42% respectively. I was particularly pleased to see Parklands Girls' rise above the floor and the improvements at Intake High which will provide a good platform for the new Academy.

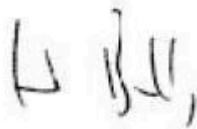
However, despite the additional drive this year results in five schools declined and six schools remain below the floor, leaving Leeds off trajectory to meet its NI78 target. I remain deeply concerned about the lack of progress in some schools, particularly Leeds' lowest performing schools. The City of Leeds and Primrose federation again performed very poorly and we must now urgently deliver long term solutions for these vulnerable schools. I know that you have already discussed this with Vernon Coaker and have agreed to set out for us a plan for accelerating the delivery of these structural solutions. Given the urgency, it would be best if you could provide this report over the next four weeks. In the meantime, you will also wish to consider what steps you can take now, including issuing a warning notice or asking for an Ofsted



inspection.

I was very worried to see the significant declines at Wortley and West Leeds. Since these schools have now closed and amalgamated we must ensure that the new school has the appropriate support to ensure it makes the best possible start and does not lose further ground.

As I have said in the past, we cannot achieve the ambitious goal of the National Challenge without the committed strategic leadership that you bring to support and challenge your schools, and to take bold steps where necessary to ensure the success of the children and young people in your area.



Rt Hon Ed Balls MP
Secretary of State for Children, Schools and Families

CC: Rosemary Archer, DCS, Leeds Council



Agenda Item:

Originator: Viv Buckland

Telephone: 3950907

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 October 2009

SUBJECT: REPORT ON THE SEPTEMBER 2009 ADMISSION ROUND

Executive Summary

Purpose of this report

- 1 The report gives statistical information on:
 - the percentage of first preferences achieved, the headline figure is 83.7%;
 - the percentage of parents who received one of their three preferences, the headline figure is 93.5%;
 - information on school appeals;
 - the percentage of first preferences by black and ethnic minority categories.

Background Information

- 2 Education Leeds is responsible for allocating children to primary, infant, junior and secondary schools and defending admission appeals for community and voluntary controlled schools. The company is also responsible for co-ordinating admissions between the voluntary-aided and foundation schools, the four neighbouring LEAs and the David Young Community Academy.
- 3 Over recent years there has been an increase in the birth rate, both nationally, and locally. There are around 600 more allocations to primary school this year than at the same time last year. Whilst we still have some surplus places in a small number of primary schools, these are in a limited number of areas of the City. It has been possible to allocate all parents who applied on time a place, however each year there are a significant number of parents who apply late and it is increasingly difficult to place these children within a reasonable distance. These factors are adversely affecting the number of parents being offered their preferred school.
- 4 The number of secondary school allocations on 1 March was approximately the same as last year. There remain a small number of schools where children are unable to gain a place in their nearest school. However all nearest children were offered a place in Roundhay school this year, following the changes to the admission policy reflecting the David Young Community Academy as a nearest school.
- 5 The on-line service has once again proved popular with parents, with 26% of on time applications using this method to apply for a school place. Statutorily, we must send offers out on 1 March each year. As this was a Sunday in 2009, parents who applied

on line received their offer on the Sunday, several days ahead of those who applied on the traditional paper form.

- 6 The ethnicity data for primary applications is not sufficiently robust to allow a trend analysis of the information. The secondary ethnicity data continues to show that White / British is the largest ethnic group. Black Caribbean children have been the least successful at gaining their first preference over the last three years. The majority of these children have City of Leeds and Primrose as their nearest schools, where they could have been allocated places if they had requested them. The number of Pakistani children applying for secondary school is increasing as is their relative success at gaining their first preference.
- 7 There have been fewer block appeals this year despite a fall in the percentage of parents gaining their first preference. The number of in year appeals has significantly increased although the percentage that were successful has reduced by 30%.

Recommendations

- 8 Executive Board is asked to note the statistical content of the report including:
 - percentage of first preferences achieved, where 84% of parents are offered the school of their first preference and 94 parents out of 100 received one of their preferences;
 - the fall in the number of block appeals, but rise in the number of in year appeals, and the 30% improvement in the successful defence of in year appeals.
 - continued increase in use of the on-line service for parents to 24% of on time applications.
 - A further increase in birth rate and the corresponding slight decline in successful preferences for primary.

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 October 2009

SUBJECT: REPORT ON THE SEPTEMBER 2009 ADMISSION ROUND FOR COMMUNITY AND CONTROLLED SCHOOLS

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in
(Details contained in the Report)

1.0 PURPOSE OF THIS REPORT

- 1.1 The report gives statistical information on:
- the percentage of first preferences achieved, the headline figure is 83.7%;
 - the percentage of parents who received one of their three preferences, the headline figure is 93.5%;
 - information on school appeals;
 - the percentage of first preferences by black and ethnic minority categories.

1.2

2.0 BACKGROUND INFORMATION

2.1 Education Leeds is responsible for allocating children to primary, infant, junior and secondary schools and defending admission appeals for community and voluntary controlled schools. The company is also responsible for co-ordinating admissions between the voluntary-aided and foundation schools, the four neighbouring LEAs and the David Young Community Academy.

2.2 The Admission and Transport Team manage transfers into Reception and Year 7 for approximately 17,000 families each year and offer each parent the highest

preferred school available within the admission policy. Many of these issues are considered in more depth in Section 3.

2.3 **Secondary preferences**

We are required to report to the DCSF on the number of successful secondary applications from parents resident in Leeds. The percentage of successful first preferences is 85.4% if we look only at parents actually living in Leeds. The percentage is only 83.7% when we look at all preferences including those living outside of Leeds who are asking to come to Leeds schools. The percentage of all first preferences is a slight decrease on last year's figures, although for Leeds parents it is actually a 1% rise.

2.4 There were as many secondary places allocated on 1 March as last year. There has been a reduction of the number of places available in the west of the City with the closure of West Leeds and Wortley, and the opening of Swallow Hill, however there are more than sufficient secondary places for all of the families living in the west of the City. There have also been some changes in the patterns of parental preference with, for example, John Smeaton now significantly over subscribed and many first preferences for the school being turned down.

2.5 **Primary places**

The rising birth rate is affecting the number of successful preferences with many parents now no longer able to gain places in popular schools further from their home. There were around 600 more allocations to primary school this year than at the same time last year. Whilst we still have some surplus places in a small number of primary schools, these are in a limited number of areas of the City. It has been possible to allocate all parents who applied on time a place, however each year there are a significant number of parents who apply late and it is increasingly difficult to place these children within a reasonable distance. There were 15 primary schools this year where we were unable to offer all nearest children who expressed a preference a place at the school.

2.6 **Percentage of first preferences achieved**

	2009	2008	2007	2006
Secondary	83.7	86.7	86.6	86.9
Primary	83.2	88.6	94.5	93.3
Junior	96.9	95.3	94.6	97.4
Total	83.7	87.8	90.5	90.1

Full details are given in appendix 1.

2.7 The admission policy within Leeds allows parents to try for a school out of their local area because they have the safety net of their local school if they are unsuccessful. As an equal preference policy it allows parents to be as aspirational as possible. It enables parents to ask for their favourite school, despite knowing their chances may not be high, without prejudicing their chance of obtaining a place in their nearest school, so long as they put it on the preference form. Given this is our agreed policy a further measure is the percentage of parents who received one of their three preferences.

2.8 **Percentage of parents who achieved one of their three preferences**

	2009	2008	2007	2006
Secondary	95.5	97.0	97.5	96.9

Primary	91.3	95.1	98.8	97.3
Junior	97.3	96.1	98.8	99.3
Total	93.5	96.1	98.2	97.2

2.9 This indicates that very high numbers of parents were given one of their three preferences. The percentage of those offered one of their preferences in the junior round has risen slightly and this may be connected to the change in policy which gave higher priority to children in the linked infant school. There has been a slight fall in the percentage for secondary applications, of those obtaining one of their three preferences. It is worth noting that 20% of parents only express one preference with 42% expressing only two preferences.

2.10 **Percentage of first preferences by ethnic categories.**

Details are given in appendix 2. The secondary information over three years shows very little by way of any trends. White/British is the largest ethnic group and the variations are very slight, whereas many other ethnic groups are subject to much greater variations. In 2008 one of the most successful groups at gaining their first preference was Gypsy Roma whereas in 2009 they are the least successful. The number of Pakistani children applying for secondary school is steadily increasing, as is their relative success at being offered their first preference. Black Caribbean children over the last three years have been consistently the least successful at gaining their first preference. The majority of these children have City of Leeds or Primrose as their nearest school, where they could have been offered places if they had been their preference, suggesting that they are seeking school places out of their local area.

2.11 The ethnicity data for children seeking primary school places is somewhat less reliable. There has been a significant increase in the number recorded as 'unknown', as well as a significant reduction in the number of White /British, whilst there are twice the number of 'other white background'. It is evident that all ethnic groups are experiencing a decline in their likelihood of gaining their first preference.

2.12 **School appeals**

Whenever a parent is refused entry to a school they have a right to appeal against the decision. The appeal is heard by an independent panel which is organised by Governance Services as the process needs to be fully independent.

2.13 The figures below are based on the period from National Offer day on March 1st to the end of July for secondary and primary appeals. The in year appeals cover those appeals that have taken place within the academic year 08/09.

	Granted	Not Granted	Total	% Granted
Secondary	53	236	289	18.3%
Primary	13	298	311	4.2%
In year	177	185	362	48.9%
Total	243	719	962	

2.14 Details for secondary school block appeals are given in appendix 4. This year has seen a further fall in the number of secondary school appeals heard, even though the percentage of parents obtaining their first preference has also fallen. This suggests that whilst parents are not always offered their preferred school they are relatively happy with the school that has been offered. The Choice Adviser offers an advocacy service for parents who need support with their appeal, and the offer letter sent to parents also directs them to the Advisory Centre for Education for

further free and impartial advice on appeals.

- 2.15 The number of primary appeals has fallen slightly from last year although the number of successful appeals has not changed. Most primary appeals are governed by the infant class size legislation where there are only very limited grounds on which a parent can succeed.
- 2.16 In year appeals throughout the year now comprise more than either primary or secondary block appeals. This is a combination of a reduction in both primary and secondary block appeals, but also a marked increase in the number of in year appeals, with almost 100 more than last year. Despite this increase the number of in year appeals granted by the panels has fallen by almost 50, reducing the percentage of successful appeals by parents from 78.2% to 48.9%.
- 2.17 The Admissions team have undertaken a great deal of work to ensure that the written statements used to defend schools at appeal have been significantly improved. Changes to the Appeals Code mean that fewer school representatives now attend appeals and the significant majority of appeals are defended solely by representatives of Education Leeds.
- 2.18 The increasingly effective operation of the Fair Access Protocol does mean that many parents are offered a more appropriate school place, sometimes above the admission number of the school, removing the need for an appeal. Changes introduced by new legislation in February 2009 will see families who move into an area where there are no appropriate places available within a reasonable distance also placed through the Fair Access Protocol, further reducing the need for appeals.

3.0 **MAIN ISSUES**

- 3.1 Over recent years there has been an increase in the birth rate, both nationally, and locally. There are around 600 more allocations to primary school this year than at the same time last year. Whilst we still have some surplus places in a small number of primary schools, these are in a limited number of areas of the City. It has been possible to allocate all parents who applied on time a place, however each year there are a significant number of parents who apply late and it is increasingly difficult to place these children within a reasonable distance. These factors are adversely affecting the number of parents being offered their preferred school.
- 3.2 The number of secondary school allocations on 1 March was approximately the same as last year. There remains a small number of schools where children are unable to gain a place in their nearest school. However all nearest children were offered a place in Roundhay school this year, following the changes to the admission policy reflecting the David Young Community Academy as a nearest school.
- 3.3 The on-line service has once again proved popular with parents, with 26% of on time applications using this method to apply for a school place. Statutorily, we must send offers out on 1 March each year. As this was a Sunday in 2009, parents who applied on line received their offer on the Sunday, several days ahead of those who applied on the traditional paper form.
- 3.4 The ethnicity data for primary applications is not sufficiently robust to allow a trend

analysis of the information. The secondary ethnicity data continues to show that White / British is the largest ethnic group. Black Caribbean children have been the least successful at gaining their first preference over the last three years. The majority of these children have City of Leeds and Primrose as their nearest schools, where they could have been allocated places if they had requested them. The number of Pakistani children applying for secondary school is increasing as is their relative success at gaining their first preference.

- 3.5 There have been fewer block appeals this year despite a fall in the percentage of parents gaining their first preference. The number of in year appeals has significantly increased although the percentage that were successful has reduced by 30%.

4.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

- 4.1 Local Authorities were placed under a duty to promote diversity and increase parental choice in planning and securing the provision of school places in the Education and Inspections Act 2006. This built on the existing requirement that local authorities seek to maximise parental preference for school places. The government agenda is to actively promote choice for parents, supported by the choice advisers, and extended transport arrangements for many families, encouraging parents to be aspirational in their requests. In line with this, the government have also sought to encourage schools to exercise more freedom from the Authority, particularly in terms of admissions, and to encourage the expansion of popular and successful schools. It should be noted that this has led to a dip in the percentage of successful first preferences as parents seek schools further afield.

- 4.2 The rising birth rate in the City is also affecting the previously very high success rate for meeting parents' first preferences in Primary. There were around 600 more children applying for places this year. It is expected that significant expansion will be required over the next few years to accommodate the rapidly rising growth of the City.

- 4.3 The Fair Access Protocol is locally agreed with schools, closely monitored by the Admission Forum and is operating increasingly effectively. It has been extended from a focus on hard to place young people with challenging behaviour to cover a much extended range of children who may have difficulty in gaining a school place. Its extension to cover families moving into an area where there is no appropriate available place within a reasonable distance will reduce the need for appeals and will facilitate school places more quickly.

5.0 **LEGAL AND RESOURCE IMPLICATIONS**

- 5.1 The local Admissions Policy in Leeds fully complies with the necessary legislation. Changes to the Appeals Code brought deadlines for hearing appeals, particularly primary appeals, forward. However, all statutory deadlines were met throughout the process. From September 2010 the local authority will fully coordinate all applications for all schools and academies, including in year transfers. This will be a significant increase in workload but will ensure that all statutory duties are fully compliant.

- 5.2 Each year the Local Authority are required to submit the policy and coordination schemes to the Schools Adjudicator to ensure that they are compliant. Leeds has complied with all requests made by the Schools Adjudicator for amendments to the

policy. These were only of a minor nature around clarity and resulted in no changes of significance.

6.0 **CONCLUSIONS**

- 6.1 There has been a general increase in the number of applications for admission that have been received in the last year. The birth rate is rising both locally and nationally and around 600 more primary allocations were made on 1 March than at the same time the previous year. Despite this increase the number of primary and secondary block appeals has fallen this year suggesting that whilst the percentage of parents being offered their first preference school has fallen, parents are relatively happy with the school they have been offered.
- 6.2 The number of in year appeals has significantly increased although there has been a fall of 30% in the success rate. This indicates that the independent panels do not consider the cases being put forward by parents are strong enough to warrant offering places in schools that are already full. A change in the Appeals Code has meant that fewer schools now send representatives to assist Education Leeds in defending the appeals, however the preparatory work undertaken on the written statements has proved effective.
- 6.3 We continue to have some pockets of the City where demand for a child's nearest school cannot be met, and although this has improved in the secondary sector the number of primary schools where the issue exists has risen from 7 to 15.

7.0 **RECOMMENDATIONS**

- 7.1 Executive Board is asked to note the statistical content of the report including:
- percentage of first preferences achieved, where 84% of parents are offered the school of their first preference and 94 parents out of 100 received one of their preferences;
 - the fall in the number of block appeals, but rise in the number of in year appeals, and the 30% improvement in the successful defence of in year appeals.
 - continued increase in use of the on-line service for parents to 24% of on time applications.
 - A further increase in birth rate and the corresponding slight decline in successful preferences for primary.

Background papers

School Admissions Code – DCSF 2009
School Admission Appeals Code – DCSF 2009
Leeds Admission Policy
Leeds Fair Access Protocol
Leeds School Organisation Population tables
Education and Inspection Act 2006

APPENDIX 1	Admission numbers and percentages for September 2009								
	Total	1ST	%	2ND	%	3RD	%	Placed	%
Secondary	8196	6863	83.7	732	8.9	234	2.9	367	4.5
Primary	8360	6955	83.2	511	6.1	170	2.0	724	8.7
Junior	263	254	96.9	2	1	0	0	7	2.7
Total	16819	14072	83.7	1245	7.4	404	2.4	1098	6.5

Placed is where no preference could be met or the form was not returned. In these cases Education Leeds placed the children into a school against any preference.

The total column does not include those parents who have been offered a late preference; 99 secondary, 132 primary and 0 junior. 'Late preferences' are where parents have requested additional schools after 1 March.

APPENDIX 2

FIRST PREFERENCE BY ETHNICITY (Secondary)

Ethnicity	2007		2008		2009	
	No	%	No	%	No	%
White British	4938	89.8	5266	89.9	5413	90.8
Unknown	360	73.9	231	84.6	347	78.5
Pakistani	165	80.9	203	80.6	243	81.5
Black African	113	74.8	125	71.0	163	79.9
Indian	103	73.6	126	82.9	114	82
Mixed Black Caribbean and White	106	77.9	112	88.2	101	85.6
Black Caribbean	58	73.4	75	72.1	73	75.3
Kashmiri Pakistani	138	84.7	103	78.0	92	82.1
Bangladeshi	55	72.4	57	78.1	59	88.1
Any Other Ethnic Group	45	79.0	62	81.6	67	83.8
Any Other White Background	51	82.3	68	86.1	56	91.8
Any Other Mixed Background	38	73.1	75	75.8	75	81.5
Other Asian	51	76.1	51	85.0	64	88.9
Any Other Black Background	29	59.2	49	87.5	38	79.2
Mixed Asian and White	45	84.9	50	80.7	61	89.7
White Irish	19	95.0	26	86.7	22	91.7
Refused To Answer	623	87.8	37	82.2	42	84
Chinese	29	87.9	29	82.9	27	87.1
Mixed Black African and White	16	66.7	19	82.6	19	76
Gypsy Roma	13	81.3	21	95.5	18	66.7
Traveller of Irish Heritage	5	71.4	10	90.9	12	92.3
Kashmiri Other	8	88.9	10	83.3	4	100
White Western European	5	100.0	11	100.0	15	93.8
White Eastern European	3	75.0	20	95.2	27	73

APPENDIX 3

FIRST PREFERENCE BY ETHNICITY (primary)

Ethnicity	2007		2008		2009	
	No	%	No	%	No	%
White British	4610	96.2	4170	93.1	3319	90.5
Unknown	1489	90.6	1445	84.1	2615	85.9
Pakistani	228	92.7	264	90.4	264	90.4
Black African	120	89.6	165	85.1	172	81.9
Indian	115	90.6	89	84.8	117	78.5
Mixed Black Caribbean and White	80	89.9	76	89.4	47	72.3
Black Caribbean	28	90.3	46	85.2	28	82.4
Kashmiri Pakistani	146	96.7	134	91.2	132	89.2
Bangladeshi	87	93.6	92	93.9	69	94.5
Any Other Ethnic Group	55	90.2	102	89.5	78	88.6
Any Other White Background	60	98.4	51	91.1	114	85.7
Any Other Mixed Background	62	91.2	85	90.4	68	91.9
Other Asian	47	95.9	82	91.1	93	84.5
Any Other Black Background	25	100.0	27	87.1	33	89.2
Mixed Asian and White	61	98.4	59	89.4	46	86.8
White Irish	16	94.1	9	81.8	9	100.0
Refused To Answer	246	95.7	135	91.2	35	81.4
Chinese	17	85.0	28	73.7	28	84.8
Mixed Black African and White	24	92.3	25	89.3	25	75.8
Gypsy Roma	7	87.5	16	94.1	11	78.6
Traveller of Irish Heritage	6	100.0	5	83.3	4	66.7
Kashmiri Other	13	100.0	6	100.0	9	81.8
White Western European	6	100.0	8	88.9	9	100.0
White Eastern European	3	75.0	21	75.0	30	85.7

APPENDIX 4

SECONDARY SCHOOLS APPEAL RESULTS

School Name	Granted			Not Granted			Total		
	2007	2008	2009	2007	2008	2009	2007	2008	2009
Allerton Grange	2	0	0	3	0	0	5	0	0
Allerton High	3	3	2	30	16	4	33	19	6
Benton Park	6	1	2	17	11	17	23	12	19
Boston Spa	0	0	0	0	0	0	0	0	0
Brigshaw	0	3	0	0	4	0	0	7	0
Bruntcliffe	1	0	0	1	0	0	2	0	0
Carr Manor	0	0	0	0	0	0	0	0	0
City of Leeds	0	0	0	0	0	0	0	0	0
Cockburn	11	10	4	29	34	33	40	44	37
Crawshaw	5	1	0	24	8	1	29	9	1
Farnley Park	5	3	0	25	7	0	30	10	0
Garforth *	4	6	0	7	17	0	11	23	0
Grangefield	8	7	2	59	30	36	67	37	38
Guiseley	0	0	0	0	0	0	0	0	0
Horsforth	4	6	6	7	5	14	11	11	20
John Smeaton	0	0	0	0	0	0	0	0	0
Lawnswood	0	0	0	0	0	0	0	0	0
Morley	6	6	7	19	16	36	25	22	43
Otley Prince Henry	13	12	1	0	0	7	13	12	8
Parklands	0	0	0	0	0	0	0	0	0
Priesthorpe	3	0	0	33	1	0	36	1	0
Primrose	7	2	0	23	9	0	30	11	0
Ralph Thoresby	1	0	0	0	0	0	1	0	0
Rodillian	5	1	0	14	1	12	19	2	12
Roundhay	6	8	7	86	81	50	92	89	57
Royds	0	0	7	13	0	5	13	0	12
South Leeds	0	0	0	0	0	0	0	0	0
Swallow Hill	0	0	0	0	0	1	0	0	1
Temple Moor	4	5	5	23	11	8	27	16	13
Wetherby	0	0	0	0	0	0	0	0	0
Woodkirk	9	3	10	23	19	12	32	22	22
Total	103	77	53	436	270	236	539	347	289
	19%	22%	18%	81%	78%	82%			

* Garforth Community College are a Foundation school and conduct their own appeals

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Originator: Ed Mylan, Angela
Lawson
Tel: 07891 278061

**APPENDIX 1 NOT FOR PUBLICATION
Exempt / Confidential under Rule 10.4 (3)**

Report of the Director of City Development

Executive Board

Date: 14th October 2009

Subject: Holt Park Wellbeing Centre – Outline Business Case Affordability Position

Electoral Wards Affected:
Horsforth
Weetwood
Adel and Wharfedale

Specific Implications For:

Equality and Diversity	<input checked="" type="checkbox"/>
Community Cohesion	<input type="checkbox"/>
Narrowing the Gap	<input checked="" type="checkbox"/>

Eligible for Call In

Not Eligible for Call In

EXECUTIVE SUMMARY

- 1 The Council's Executive Board at its meeting on 19th June 2008 approved the submission of an Expression of Interest (EOI) to the Department of Health (DoH) for £32 million of PFI credits for the Holt Park Wellbeing Centre (HPWC) Project.

- 2 The HPWC Project aims to develop a fully accessible Wellbeing Centre jointly supported by the Council's Adult Social Care and Sport and Active Recreation services. The Centre will combine care, reablement and hydrotherapy facilities with multipurpose and leisure facilities which are prioritised for older people and people with learning and physical disabilities, but are also available to the general public. In addition to greater integration of services, the new Centre will promote and support greater health and wellbeing throughout the community and greater engagement of all groups within the community.

- 3 The HPWC Project proposes to replace existing social care and leisure facilities with a new purpose-built integrated facility adjacent to and providing an important link

between the Holt Park District Centre and the new Ralph Thoresby High School (which includes a community library and theatre).

- 4 After assessment of the financial aspects of the Project by the Chief Support Services Officer and the Public Private Partnerships Unit, advised by the Council's financial advisor PricewaterhouseCooper (PwC), the HPWC is considered to be affordable to the Council and will provide Value for Money.
- 5 It is proposed that the project will be procured through the Leeds Local Education Partnership (LEP).
- 6 Approval is sought to the affordability position and the submission of the Outline Business Case (OBC) to the DoH and HM Treasury Project Review Group (PRG). Approval is also sought to the Project Initiation Document (appendix 23 of the OBC).
- 7 Members of the Executive Board are recommended to:
 - a) Note the contents of this report and approve the submission of the Outline Business Case for the HPWC Project to the DoH;
 - b) Approve the affordability implications over the life of the proposed PFI Contract for the HPWC, summarised in Table 1 of the confidential Appendix to this report, and to authorise officers to issue the Council's affordability thresholds relating to the PFI Project to the LEP and to Environments for Learning;
 - c) Approve that the governance of the HPWC Project be under the Education PFI Project Board in accordance with paragraph 8.7;
 - d) Note and support the decision of the Director of City Development under delegated powers approving the delivery of the HPWC PFI Project through the LEP as described in paragraph 8.2.
 - e) Approve the Project Initiation Document for this project.

1.0 INTRODUCTION

- 1.1 The purpose of this report is to seek Members' approval to the submission of the OBC to the DoH and to the Project Initiation Document for this project (appendix 23 of the OBC). A copy of the OBC is available from the clerk named on the front sheet of the agenda. Appendix 1 and the Outline Business Case, are confidential under Access to Information Rule 10.4.3 because publication could prejudice the City Council's commercial interests as both the Appendix and the Outline Business Case include commercial matters which are confidential to the City Council. In addition the Outline Business Case contains sensitive commercial information. In these circumstances it is considered that the public interest in not disclosing this commercial information outweighs the interests of disclosure.

2.0 BACKGROUND

- 2.1 Social Care credits became available through the DoH in December 2007. The Council's Executive Board at its meeting on 19th June 2008 approved the

submission of an Expression of Interest (EOI) to the DoH for £32 million of PFI credits for the HPWC Project.

- 2.2 The bid was given approval by the DoH on 25th February 2009 with credits of £32 million allocated in principle for the project; the Council was invited to submit an OBC for the new Wellbeing Centre. A copy of the DoH letter is attached at Appendix 2.

3.0 SUMMARY OF HOLT PARK WELLBEING CENTRE

- 3.1 The HPWC Project aims to develop a fully accessible Wellbeing Centre jointly supported by the Council's Adult Social Care and Sport and Active Recreation services. The Centre will combine care, reablement and hydrotherapy facilities with multipurpose and leisure facilities which are prioritised for older people and people with learning and physical disabilities, but are also available to the general public. The new facility will eventually replace ageing and poorly designed adult training and day centres, although these will not be closed as part of the Wellbeing Project, and a leisure centre at Holt Park which will remain open until the new facility becomes operational. In addition to greater integration of services, the new Centre will promote and support greater health and wellbeing throughout the community and greater engagement of all groups within the community.

4.0 SCOPE OF THE PROJECT

- 4.1 The Holt Park District Centre is in poor physical condition with ageing buildings which are reaching the end of their lives and which are in some instances inaccessible. Over the last 5–10 years the Council has been working with local residents and businesses to regenerate the Holt Park District Centre. This commenced with the replacement of the Ralph Thoresby High School under the Combined Secondary Schools PFI Project and will continue with the Wellbeing Project which, in addition to providing social care facilities, will also replace the existing leisure centre.
- 4.2 The HPWC Project proposes to replace the existing social care, health and leisure facilities with a purpose-built, integrated facility adjacent to and providing an important link between the Holt Park District Centre and the new Ralph Thoresby High School (which includes a community library and theatre).
- 4.3 The proposed facilities mix at the new centre is as follows:
- Day rooms for older people and learning disability quiet/training areas;
 - Range of multi-function rooms of varying sizes for meetings, gatherings, quiet areas, training sessions, sports activities;
 - Bodyline gym;
 - 25m 4-lane main swimming pool;
 - Small pool for teaching swimming or other activity classes;
 - Hydrotherapy pool for therapy and mobility sessions;
 - 1 large and 1 small activity hall;
 - Large entrance atrium for meeting/socialising/viewing area.
- 4.4 Once the new Wellbeing Centre is completed and operational, the existing Holt Park Leisure Centre will be demolished.

5.0 OPTIONS APPRAISAL

- 5.1 A large number of matters have been examined as part of the options appraisal in the OBC. The appraisal was based on best practice options appraisal guidance from the 4Ps (part of the Local Government Association) and the Treasury. From this analysis the recommended option is the development of an integrated Wellbeing Centre at Holt Park in North-West Leeds with the facilities mix summarised above.

6.0 OPERATIONAL APPROACH

- 6.1 The Council determined that a Design, Build, Finance and Operate approach, procured through the Government's Private Finance Initiative, demonstrates the potential to deliver Best Value. This would not include the operation of the individual or integrated services, which would be retained by the Council, but would include the operation of the hard and some soft facilities management associated with the building including security, maintenance and cleaning.
- 6.2 The OBC concludes that the Project structured and delivered on the basis set out in the OBC will provide Value for Money.

7.0 FINANCIAL ISSUES

- 7.1 See Confidential Appendix Number 1.

Appendix 1 is exempt/confidential under the Access to Information Procedure Rule 10.4 (3) because it contains commercial information which, if disclosed at this stage, could prejudice the Council's position with regard to future negotiations with the Local Education Partnership and its supply chain and it is considered that the public interest in not disclosing this commercial information outweighs the interests of disclosure.

8.0 PROJECT DELIVERY

- 8.1 The Council has developed a very well-respected track record of delivering PPP/PFI projects. It has an established project delivery model which was successful for a number of schools projects, street lighting, leisure and social care projects. The Council is currently involved in several projects in various stages of the procurement and approval processes; the model has been extended to all PPP/PFI infrastructure projects within Leeds City Council.
- 8.2 As part of the options appraisal for the delivery of the Project an appraisal of the most appropriate procurement route identified that the most cost-effective and timely delivery mechanism for the HPWC Project is under the LEP. This will enable a reduction in procurement time for the Project and enable the HPWC Project to benefit from the economies of scale and costs attributed to the LEP for Leeds. This approach was approved under delegated powers by the Director of City Development at the Education PFI/BSF Project Board on 21st May 2009.
- 8.3 The Project Programme envisages contract close in June 2010 subject to approval of the OBC by the DoH and PRG.

MANAGEMENT ARRANGEMENTS

- 8.4 The Council expects that the Project Agreements from the BSF and New Leaf Projects will form the basis for the Project Agreement for the HPWC, amended as necessary to reflect sector and project-specific issues, in light of the 4ps/DoH Social Care Procurement Pack.
- 8.5 The Contractor will have the exclusive right to design, build, finance and maintain the facilities which form the Project. In addition to the main PFI contract, there will be a Direct Agreement between the Council and the Senior Debt Funders, providing for the Funders' step-in rights in the event of default by the PFI contractor.
- 8.6 The contract will be certified for the purposes of the Local Government Contracts Act 1997.
- 8.7 The Council's revised Corporate Governance procedure sets out a specific Project Management model to be applied to each of the Council's PFI Projects. An Education PFI Project Board was established for the Education PFI Projects including the PFI BSF Programme and the creation of the LEP with authority delegated to it by the Council's Executive Board to take delegated decisions on project-specific issues. This Project falls within the remit of the Education Project Board (attended by the Wellbeing Centre Project Sponsor and Project Director) given that it will be procured under the LEP.
- 8.8 There is a separate Wellbeing Programme Board which integrates the Council's Adult Social Care and Sport and Active Recreation Services with NhsLeeds and which will provide consistent Client decisions on the HPWC Project as well as being responsible for the development and delivery of the Wellbeing Strategy and Integrated Services throughout Leeds.

The Project Team

- 8.9 A Project Team has been formally established to take responsibility for the day-to-day administration of the Project. This will be a small core team, which will be assisted and advised at different stages of the Project by relevant specialists from Council departments. There will also be a need to obtain external advice in some areas, namely legal, financial and technical to supplement the work which will be primarily undertaken by existing "in-house" staff in the Public Private Partnerships Unit and nominated staff from Adult Social Care and City Development.
- 8.10 The Project Team will assist the Project Board and make available to it minutes and other documentation as required. Papers to Project Board will be presented in the corporate reporting format. The Project Team will also be responsible for ensuring Project communication and liaison mechanisms are in place and functioning

9.0 RECOMMENDATION

- 9.1 Executive Board is requested to:
- a) Note the contents of this report and approve the submission of the Outline Business Case for the HPWC Project to DoH;
 - b) Approve the affordability implications over the life of the proposed PFI Contract for the HPWC, summarised in Table 1 of the confidential Appendix to this report, and to authorise officers to issue the Council's affordability

thresholds relating to the PFI Project to the LEP and to Environments for Learning;

- c) Approve that the governance of the HPWC be under the Education PFI Project Board in accordance with paragraph 8.7;
- d) Note and support the decision of the Director of City Development under delegated powers approving the delivery of the HPWC PFI Project through the LEP as described in paragraph 8.2.
- e) Approve the Project Initiation Document for this project.

Appendices

Appendix 1 – Financial Issues (Confidential)

Appendix 2 – DoH letter

Background Papers

Holt Park Expression of Interest

Health and Wellbeing Plan

Appendix 2 – DoH Confirmation Letter



Angela Lawson
Executive Project Manager
Public Private Partnerships Unit
Chief Executive's Department

Quarry House
Quarry Hill
Leeds LS2 7UE
Tel: 0113 254 5000

Dear Angela,

25th

February 2009

Expression of Interests for Social Care PFI credits - 2008 round – notification of Ministerial decision

I am writing to notify you of the outcome of your council's Expression of Interest in the 2008 bid round for social care PFI credits, submitted to DH in June 2008. I am pleased to be able to tell you that an allocation in principle has been confirmed by Phil Hope, the Minister of State for Care Services. Your allocation in principle is £32.0 million of PFI credits.

It is important for you to be aware that this letter does not constitute a firm commitment to revenue support for your project via PFI credits. That can only be given once your Outline Business Case has been approved by Treasury's Project Review Group, and the PFI credits consequently endorsed.

Given the allocation in principle, you are therefore invited to proceed to OBC stage. As requested of you earlier by separate email, you are to submit a timetable for OBC development and submission by end March 2009 (or as soon as possible before then); this timetable will be regarded as binding, and continuation of the allocation will depend on its being met.

Please use the procurement and business case guidance for social care projects on the 4ps website, to assist in developing the OBC.

Please contact me if you have any queries.

Yours sincerely,

A handwritten signature in blue ink that reads 'Susan Peak'.

Susan Peak
Capital Investment Branch
Dept of Health

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