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## EXECUTIVE BOARD

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Meeting to be held in Civic Hall, Leeds on  
Wednesday, 10th March, 2010 at 1.00 pm

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### Councillors

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

### 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><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></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><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></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><b>RESOLVED –</b> 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><b>LATE ITEMS</b></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><b>DECLARATION OF INTERESTS</b></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><b>MINUTES</b></p> <p>To confirm as a correct record the minutes of the meeting held on 12<sup>th</sup> February 2010.</p> <p><b><u>DEVELOPMENT AND REGENERATION</u></b></p>	1 - 12
6			<p><b>DEPUTATION TO COUNCIL - MAYOR FOR THE DAY - "YOU DON'T HAVE TO SPEND A FORTUNE TO MAKE A DIFFERENCE"</b></p> <p>To consider the report of the Director of City Development in response to the deputation to Council from Brigshaw High School and Language College regarding its 'Mayor for the Day' manifesto entitled, 'You don't have to spend a fortune to make a difference'.</p>	13 - 22

Item No K=Key Decision	Ward	Item Not Open		Page No
7	Chapel Allerton;		<p><b>DEPUTATION TO COUNCIL - YOUNG PEOPLE FROM THE MILES HILL ESTATE REQUESTING TRAFFIC CALMING MEASURES ON THE ESTATE</b></p> <p>To consider the report of the Director of City Development in response to the deputation to Council from young people of the Miles Hill estate requesting traffic calming measures on the estate.</p>	23 - 28
8	Adel and Wharfedale;		<p><b>DEPUTATION TO COUNCIL - MOORLAND ROAD RESIDENTS REGARDING THE SPEED LIMIT ON MOORLAND ROAD, BRAMHOPE</b></p> <p>To consider the report of the Director of City Development in response to the deputation to Council from residents of Moorland Road, Bramhope, regarding the speed limit on the road.</p>	29 - 36
9			<p><b>REVISIONS TO THE LOCAL DEVELOPMENT SCHEME</b></p> <p>To consider the report of the Director of City Development outlining proposed changes to the current Local Development Scheme.</p>	37 - 42
10	Headingley; Hyde Park and Woodhouse;	10.4(3) (Appendix 3 only)	<p><b>THE FORMER ROYAL PARK PRIMARY SCHOOL</b></p> <p>To consider the report of the Director of City Development advising of the proposals received by the Council with respect to the future use of the former Royal Park Primary School building.</p> <p>Appendix 3 to this report is designated as exempt under Access to Information Procedure Rule 10.4(3).</p>	43 - 78

Item No K=Key Decision	Ward	Item Not Open		Page No
11		10.4(3) (Appendices A and B only)	<p><b>LARGE CASINO LICENCE</b></p> <p>To consider the report of the Director of City Development providing an update on the process for the awarding of the large casino licence.</p> <p>Appendices A and B to this report are designated as exempt under Access to Information Procedure Rule 10.4(3).</p>	79 - 90
12	Adel and Wharfedale; Burmantofts and Richmond Hill; City and Hunslet; Headingley; Hyde Park and Woodhouse; Middleton Park; Weetwood;		<p><b>SUBMISSION OF THE TRANSPORT AND WORKS ACT ORDER APPLICATION FOR THE NEW GENERATION TRANSPORT SCHEME</b></p> <p>To consider the report of the Director of City Development providing an update on the current position on the proposals for a high quality public transport system in Leeds. The report also details the next stage of the project – the submission of the Transport and Works Act Order and associated applications to the Secretary of State for Transport, and seeks approval for these applications to be made in June 2010.</p>	91 - 106
13	Adel and Wharfedale; Burmantofts and Richmond Hill; City and Hunslet; Headingley; Hyde Park and Woodhouse; Middleton Park; Weetwood;		<p><b>REQUEST FOR AUTHORISATION TO ENTER INTO A JOINT VENTURE AGREEMENT BETWEEN LEEDS CITY COUNCIL AND METRO TO DEVELOP AND PROGRESS THE NEW GENERATION TRANSPORT SCHEME</b></p> <p>To consider the report of the Director of City Development regarding proposals to enter into a Joint Venture Agreement between the City Council and Metro to develop and progress the New Generation Transport Scheme.</p>	107 - 110

Item No K=Key Decision	Ward	Item Not Open		Page No
14 K	Garforth and Swillington; Horsforth;		<p><b><u>ENVIRONMENTAL SERVICES</u></b></p> <p><b>STRATEGIC REVIEW OF HOUSEHOLD WASTE SORTING SITES AND BRING SITES</b></p> <p>To consider the report of the Director of Environment and Neighbourhoods on the current provision and performance of Household Waste Sorting Sites (HWSS) and Bring Sites, and advising of the issues influencing their use and effectiveness in order to recommend options for spatial policy and joint working with neighbouring authorities.</p>	111 - 128
15 K			<p><b>RESPONSE TO THE SCRUTINY BOARD (ENVIRONMENT AND NEIGHBOURHOODS) INTERIM STATEMENT INTO 'THE PROCUREMENT OF THE GROUNDS MAINTENANCE CONTRACT FOR 2011'</b></p> <p>To consider the report of the Director of Environment and Neighbourhoods presenting a response to the Scrutiny Board (Environment and Neighbourhoods) Interim Statement entitled, 'The Procurement of the Grounds Maintenance Contract for 2011'.</p>	129 - 146
16			<p><b><u>CHILDREN'S SERVICES</u></b></p> <p><b>CHILDREN'S SERVICES IMPROVEMENT ARRANGEMENTS</b></p> <p>To consider the report of the Assistant Chief Executive (Planning, Policy and Improvement) providing an update on the Children's Services Improvement Board's membership and proposed terms of reference, the Improvement Notice issued by the Department for Children, Schools and Families (DCSF) and the Council's Improvement Plan for Children's Services.</p>	147 - 232

Item No K=Key Decision	Ward	Item Not Open		Page No
17			<p><b>CHILDREN'S SERVICES: ORGANISATIONAL REVIEW</b></p> <p>To consider the report of the Chief Executive providing an update on the organisational review being undertaken with respect to Children's Services.</p>	233 - 286
18	Armley; Bramley and Stanningley; Kirkstall;		<p><b>BUILDING SCHOOLS FOR THE FUTURE PHASE 4 - LEEDS WEST ACADEMY</b></p> <p>To consider the report of the Director of Children's Services regarding the proposals with respect to the new building project of Leeds West Academy (formerly Intake High School).</p> <p><b><u>CENTRAL AND CORPORATE</u></b></p>	287 - 342
19			<p><b>LEEDS STRATEGIC PLAN 2008-11 REFRESH - AMENDMENTS TO PARTNERSHIP AGREED INDICATORS</b></p> <p>To consider the report of the Assistant Chief Executive (Policy, Planning and Improvement) informing of, and seeking agreement to a number of amendments to the partnership agreed targets contained within the Leeds Strategic Plan 2008-11.</p>	343 - 360



## EXECUTIVE BOARD

FRIDAY, 12TH FEBRUARY, 2010

**PRESENT:** Councillor A Carter in the Chair

Councillors R Brett, 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

### 175 Exclusion of the Public

**RESOLVED** – That the public be excluded from the meeting during consideration of the following parts of the agenda designated as 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 as follows:-

- (a) Appendix B to the report referred to in minute 181 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that it is not publicly available from the statutory registers of information kept in relation to certain companies and charities. It is considered that since this information has been prepared for the Council's assessment of various property transactions then it is not in the public interest to disclose this information at this point in time. Also the release of such information would or would be likely to prejudice the Council's commercial interests in relation to and undermine its attempts to acquire by agreement similar properties in the locality in that owners of other similar properties would be aware 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 available from the Land Registry following completion of the purchase and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time.
- (b) Appendix 1 to the report referred to in minute 188 under the terms of Access to Information Procedure Rule 10.4(3) and appendix 2 to the same report under 10.4(3,6), and on the grounds that it contains information about the commercial position of the City Council in relation to the proposed procurement; information which would reveal action the authority proposes to take under legislation, in relation to identified sites which are subject to separate consultation in the first instance with residents and staff concerned. The public interest of maintaining the exemption outweighs the public interest in disclosing such information. Whilst it is considered that there is public interest in disclosure of this information at the earliest opportunity, it is deemed more appropriate, and consequently of greater public interest to ensure

that the information is released once a decision has been made by Executive Board.

- (c) Appendix 1 to the report referred to in minute 189 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that it contains information which if disclosed to the public would, or would be likely to prejudice the commercial interests of the Council. The Appendix contains commercially sensitive information which if disclosed may prejudice the future negotiation of the contract for the project.
- (d) Appendices 1 and 2 to the report referred to in minute 185 under the terms of Access to Information Procedure Rule 10.4 (3) and on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) which if disclosed to the public would, or would be likely to prejudice the commercial interests of that person or of the Council. The proposals have been considered in terms of the benefit that the Council would seek as part of any proposal to make its land available to facilitate any S106 requirements.
- (e) Appendices B and C to the report referred to in minute 194 under the terms of Access to Information Procedure Rule 10.4 (3) and on the grounds that they contain information that is commercially sensitive relating to the Council's ongoing waste PFI procurement and the financial and business affairs of Bidders, where the benefit of keeping the information confidential is considered greater than that of allowing public access to the information.

**176 Declaration of Interests**

Councillor Wakefield declared personal interests in the matters referred to in minute 179 as a school and college governor and a personal and prejudicial interest in the matters referred to in minute 185 as a consequence of a close personal association connected to Farsley Celtic.

**177 Minutes**

**RESOLVED** – That the minutes of the meeting held on 6<sup>th</sup> January 2010 be approved.

**DEVELOPMENT AND REGENERATION**

**178 Items relating to the New Generation Transport (NGT) Scheme**

**RESOLVED** - That consideration of the two items entered on the agenda relating to the New Generation Transport scheme be deferred to the next meeting of the Board.

## **CENTRAL AND CORPORATE**

### **179 Revenue Budget 2010/2011 and Capital Programme**

#### **(A) Revenue Budget 2010/11 and Council Tax 2010/11**

The Director of Resources submitted a report on the proposals for the City Council's Revenue Budget for 2010/11, on the Leeds element of the Council Tax to be levied in 2010/11 and the Council House rents for 2010/11. In presenting the report the Director indicated that the final determination in respect of the Housing Revenue Account Subsidy was at variance with the figure contained in the papers as submitted to the Board. It was proposed that the estimates for the Housing Revenue Accounts be amended for submission to Council, reflecting the final subsidy determination with a subsequent increase in the HRA reserves. It was reported that a further report will be submitted to the Board with proposals on the use of these additional resources in 2010/11.

On behalf of the Board, the Chair paid tribute to all those officers who had been involved in the preparation of the 2010/11 budget and thanked them for their efforts.

#### **RESOLVED –**

- (a) That Council be recommended to approve the Revenue Budget for 2010/11 totalling £569,295,000, as detailed and explained in the submitted report and accompanying papers, including a 2.5% increase in the Leeds element of the Council Tax, subject to appropriate amendments to the report for submission to Council to reflect the final determination in respect of the Housing Revenue Account.
  - (b) That with respect to the Housing Revenue Account Council be recommended to:
    - (i) approve the budget at the average rent increase of figure of 3.1%
    - (ii) increase the charges for garage rents to £6.07 per week
    - (iii) increase service charges in line with rents (3.1%)
- (B) Capital Programme Update 2009-2014  
The Director of Resources submitted a report setting out the updated Capital Programme for 2009-2014. A page containing revised recommendations had been circulated to all members in advance of the meeting.

#### **RESOLVED –**

- (a) That the following be recommended to Council:
  - (i) That the capital programme, as attached to the submitted report, be approved and that the list of schemes shown at Appendix H to the report be reserved until additional resources become available;

- (ii) That the Executive Board be authorised to approve in year amendments to the capital programme including transfers from and to the reserved programme in accordance with Financial Procedure Rules;
  - (iii) That the proposed Minimum Revenue Provision policies for 2010/11 as set out in 5.3 of the report and explained in Appendix G be approved;
  - (iv) That the Minimum Revenue Provision policies for 2009/10 be amended as set out in 5.3.3 of the report.
- (b) That the list of land and property sites shown in appendix F to the report be disposed of to generate capital receipts to support the capital programme
  - (c) That the Director of Resources be authorised to manage, monitor and control scheme progress and commitments to ensure that the programme is affordable.
- (C) Treasury Management Strategy 2010/2011  
The Director of Resources submitted a report on the Treasury Management Policy and Strategy for 2010/11

**RESOLVED –**

- (a) That approval be given to the initial treasury strategy for 2010/11 as set out in Section 3.3 of the report and that the review of the 2009/10 strategy and operations set out in Sections 3.1 and 3.2 be noted.
- (b) That Council be recommended to set borrowing limits for 2009/10, 2010/11, 2011/12 and 2012/13 as set out in Section 3.4 of the report.
- (c) That Council be recommended to set treasury management indicators for 2009/10, 2010/11, 2011/12 and 2012/13 as set out in Section 3.5 of the report.
- (d) That Council be recommended to set investment limits for 2009/10, 2010/11, 2011/12 and 2012/13 as set out in Section 3.6 of the report.
- (e) That Council be recommended to adopt the revised CIPFA Treasury Management Code of Practice 2009 and revised Prudential Code.

(The matters referred to in parts A(a), A(b), B(a) (i) to (iv) and C(b) to (e) being matters reserved to Council were not eligible for Call In)

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he abstained from voting on the decisions referred to in parts (A) and (B) of this minute)

**180 Financial Health Monitoring 2009/10 - Quarter Three Report**

The Director of Resources submitted a report on the financial position of the authority after nine months of the financial year in respect of the revenue budget and the housing revenue account.

**RESOLVED** – That the projected financial position of the authority after nine months of the financial year be noted.

**181 Changing the Workplace Report and Business Case**

The Director of Resources submitted a report presenting the objectives and proposals for the Changing the Workplace programme, with particular focus on the delivery of phase 1 of the initiative in the city centre.

Following consideration of Appendix B to the report, designated as exempt under Access to Information Procedure Rules 10.4(3), which was considered in private at the conclusion of the meeting it was

**RESOLVED** –

- (a) That the programme for changing the workplace as outlined in the report be supported
- (b) That the recommendations for phase 1 as detailed in paragraph 5 of the exempt appendix, and with regard to the following matters, be approved
  1. The negotiation of terms for the acquisition of a building on the terms detailed in the appendix or procuring the construction of a building.
  2. Seeking release of freehold and leasehold properties as proposed.
  3. Agreement to the level of fees proposed for specialist property advice.
  4. Agreement to the reinvestment of the property efficiency savings plus 5% of other efficiencies to be delivered through the Changing the Workplace programme, to support delivery of the new workplaces, technology, programme resource and training for phase 1.
  5. Agreement that the Director of Resources bring a further report to this Board regarding a preferred option.

**182 City Card**

The Assistant Chief Executive (Policy, Planning and Improvement) submitted a report outlining a proposal for the introduction and implementation of the City Card scheme as part of the Council's Business Transformation

programme, as a phased development, focussing in Phase 1 on City Development.

**RESOLVED** – That approval be given to an injection of £692,000 into the Capital Programme, and that authority be given to incur expenditure of £1,342,000 to implement phase one of the City Card project.

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he abstained from voting on this matter pending receipt of a detailed briefing with regard to the proposals)

**183 Scrutiny - Half Year Report**

The Chief Democratic Services Officer submitted a report introducing the first half yearly report with respect to the operation of the Scrutiny function in Leeds.

**RESOLVED** – That the report be received.

**DEVELOPMENT AND REGENERATION**

**184 Strategic Housing Land Availability Assessment 2009**

The Director of City Development submitted a report summarising the key aspects of, and presenting for approval, the Leeds Strategic Housing Land Availability Assessment (SHLAA) for 2009.

In presenting the report, the Chair thanked all those officers within City Development who had been involved in the preparation of the Leeds SHLAA document for 2009.

**RESOLVED** – That the Leeds Strategic Housing Land Availability Assessment 2009 be approved for publication.

**185 Farsley Celtic Administration**

The Director of City Development submitted a report on two proposals in relation to the future use of the Farsley Celtic facility, the Council's interests in the site and the need to inform the Administrator with regard to the Council's intentions in the matter.

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 to the meeting it was

**RESOLVED –**

- (a) That Members being satisfied that assisting FC 2010 Limited would promote the social and environmental wellbeing of the area, assistance be offered to FC 2010 Limited as a means of supporting their proposed Creditor Voluntary Arrangement and that approval be given to the following:

- (i) The use of the Council land shown on plan 1 attached to the submitted report to support the delivery of any Section 106 Agreement required for Chartford Homes' adjacent residential development.
  - (ii) The use of the Council's land at less than best consideration, at a peppercorn, on a licence or leasehold basis, on final terms to be approved by the Chief Asset Management Officer.
  - (iii) To utilise the Council's Prudential Borrowing powers to provide a loan to FC 2010 Limited on the basis of the Heads of Terms outlined in Appendix 2 of the report, subject to the Director of Resources being satisfied with the outcome of the final due diligence undertaken and the final terms agreed.
- (b) That in the event that FC 2010 Limited's proposal is not acceptable to the Administrator, officers be authorised to pursue alternative courses of action in the terms now indicated.
  - (c) That this decision be exempt from Call In due to the matter being considered urgent, and that Call In may result in the Administrator seeking to liquidate the Football Club's assets without further delay.

(Councillor Wakefield, having declared a personal and prejudicial interest, left the meeting during the consideration of this matter)

## **NEIGHBOURHOODS AND HOUSING**

### **186 Future Improvement Priorities for Private Sector Housing**

The Director of Environment and Neighbourhoods submitted a report outlining the proposed future priorities for action to improve private sector housing in Leeds, including the basis upon which future investment bids and proposals would be made.

#### **RESOLVED –**

- (a) That the following proposals to be adopted as future private sector priorities for action for private sector housing in Leeds.
  - (i) Direct investment towards excess cold / fuel poverty and falls hazards
  - (ii) To progress strong partnership collaborative work with NHS Leeds, the Leeds City Region Partnership, and Government in support of the Health and Housing Agenda.
  - (iii) Exploring new and innovative ways of securing funding to support future investment plans.
  - (iv) Jointly undertake a feasibility exercise to assess the potential of introducing private finance through the use of Social Impact Bonds (SIB) with CLG.

Draft minutes to be approved at the meeting to be held on Wednesday, 10th March, 2010

- (b) That a further report be brought to the Board providing further detail on potential funding options.

**187 Home Energy Conservation Act (HECA) (1995) - 13th Progress Report**

The Director of Environment and Neighbourhoods submitted a report providing an update on the progress which has been made in relation to the overall energy efficiency levels of the Leeds housing stock during the period 1<sup>st</sup> April 2008 to 31<sup>st</sup> March 2009.

**RESOLVED –**

- (a) That content of the 13<sup>th</sup> HECA Progress Report be approved and that it be noted that the report will be released to Government Office for Yorkshire and the Humber, upon request.
- (b) That an annual report, on the same basis as this report, continues to be brought to this Board.

**188 Round 6 Housing PFI Project: Lifetime Neighbourhoods for Leeds**

The Director of Environment and Neighbourhoods and the Director of Adult Social Services submitted a joint report setting out a proposal for improvements to older people's housing as a result of the Council's successful Expression of Interest for Round 6 of the national Housing PFI programme.

Following consideration of Appendix 1 to the report, designated as exempt under Access to Information Procedure Rule 10.4(3) and appendix 2 to the report designated as exempt under Access to Information Procedure Rule 10.4 (3) and (6), which were considered in private at the conclusion of the meeting it was

**RESOLVED –**

- (a) That approval be given to the scope of the project as follows:
- 700 new build accommodation of extra care or lifetime homes aimed primarily at older people, 300 units of extra care; 400 lifetime homes.
  - mostly 2 bedroom units (flats and houses) with a small number of 3 bed houses (2 or 3 per site) where site size allows;
  - a 25 year long HRA Scheme, with a five year construction period;
  - Lifetime Homes standard for all properties. Code for Sustainable Homes Level 4/BREEAM Very Good as a minimum;
  - design, build and facilities management including repairs, lifecycle improvements, housing management, communal service management (for extra care), and leasehold management (if applicable); and
  - 10 sites in 10 locations.
- (b) That the sites listed in the table of exempt Appendix 2a to the report be included in the project.



- (c) That approval be given to an anticipated City Council financial contribution as detailed within section 2 (iii) of exempt Appendix 1 to the report
- (d) That the Outline Business Case be completed and submitted, following approval by the Director of Environment and Neighbourhoods under delegated authority, on the basis of the details set out above.
- (e) That approval be given for a period of statutory consultation to commence with immediate effect to be undertaken as set out in recommendation (i) of exempt Appendix 2a to the report.
- (f) That, having regard to the scope and context of this project and reasons set out in the report, support be given to the principle of replacing sheltered housing as set out in recommendation (ii) of exempt Appendix 2A to the report and that the Chief Housing Officer be authorised to take the final decision on whether the sheltered housing should be replaced as proposed following any relevant formal consultation. Further, that any consequential decisions about suspension of lettings, re-housing and demolition should also be taken by the Chief Housing Officer at the appropriate time under delegated authority.
- (g) That a progress report be brought to this Board in June 2010.
- (h) That the project be allocated to the Housing PFI Project Board for project governance proposals

## **ADULT HEALTH AND SOCIAL CARE**

### **189 Holt Park Wellbeing Centre - Affordability Position**

The Director of Adult Social Services and Director of City Development submitted a joint report on the revised affordability position for the Holt Park Wellbeing Centre project.

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

#### **RESOLVED –**

- (a) That approval be given to the revised estimated affordability implications and sensitivity analysis over the life of the proposed PFI Contract for the Holt Park Wellbeing centre, summarised in table 1 of the exempt appendix to the report
- (b) That the detailed information contained in the exempt appendix with regard to recalculation of PFI credit and reassessment of the affordability position be noted and that the revised affordability position, as contained in paragraph 3.6 of the appendix, be approved.

- (c) That officers be authorised to issue the City Council's affordability thresholds relating to the PFI project to the LEP and to Environments for Learning.

## **CHILDREN'S SERVICES**

### **190 The Ofsted and Care Quality Commission Inspection of Safeguarding and Looked After Children's Services in Leeds**

The Interim Director of Children's Services submitted a report providing details of the outcomes from the recent announced Ofsted inspection of safeguarding and looked after children's services in Leeds.

**RESOLVED** – That the findings of the announced inspection of safeguarding and looked after children's services and how these fit into the wider improvement work currently taking place be noted.

### **191 Scrutiny Board (Children's Services) Inquiry into Safeguarding - Interim Report: Director of Children's Services Response**

The Interim Director of Children's Services submitted a report presenting a response to the Scrutiny Board (Children's Services) interim report regarding the Safeguarding of Children. The Chair of the Scrutiny Board (Children's Services) attended the meeting and presented the interim report of the Board.

**RESOLVED** – That the recommendation of the Children's Services Scrutiny Board Inquiry into Safeguarding-Interim Report be noted and that the response set out by the Interim Director of Children's Services in Paragraphs 3.2 to 3.7 of the submitted report be approved as an appropriate response to the recommendation.

### **192 Outcome of Consultation on the Expansion of Primary Provision for September 2010**

Further to minute 103 of the meeting held on 14<sup>th</sup> October 2009 the Chief Executive of Education Leeds submitted a report detailing the outcomes arising from the statutory public consultation process undertaken with respect to the prescribed alterations to:

- permanently expand the 17 primary schools identified in paragraph 2.3 of the report
- add community specialist provision for up to 14 pupils with complex medical physical needs at New Bewerley Primary School
- add community specialist provision for up to 14 pupils with complex medical physical needs at Whitkirk Primary School.

#### **RESOLVED –**

- (a) That the outcome of statutory public consultation on the prescribed alterations be noted
- (b) That approval be given for the publication of a statutory notice in respect of the proposals

- (c) That it be noted that a report detailing the response to the statutory notice will be brought to this Board for determination.

**193 Outcome of Consultations on the Expansion of Primary Provision at Gildersome Primary School in 2011 and at Richmond Hill Primary School in 2012**

Further to minutes 104 of the meeting held on 14<sup>th</sup> October 2009 and 120 of the meeting held on 4<sup>th</sup> November 2009 the Chief Executive of Education Leeds submitted a report detailing the outcomes from the statutory public consultation exercise undertaken with respect to Richmond Hill Primary School and Gildersome Primary School.

**RESOLVED –**

- (a) That the outcome of statutory public consultation on the prescribed alterations to permanently expand Gildersome and Richmond Hill Primary Schools be noted.
- (b) That approval be given for the publication of a statutory notice proposing:
  - (i) the expansion of Gildersome Primary School to a new capacity of 420 pupils from September 2011, with an admission limit of 60 pupils
  - (ii) the expansion of Richmond Hill Primary School to a new capacity of 630 pupils from September 2012, with an admission limit of 90 pupils.
- (c) That it be noted that a report detailing the response to the statutory notice will be brought back to this Board in the Summer of 2010 for a final decision.

**ENVIRONMENTAL SERVICES**

**194 Waste Solution for Leeds - Residual Waste Treatment PFI Project - Results of Detailed Solutions Stage**

The Director of Environment and Neighbourhoods submitted a report presenting the outcomes arising from the evaluation of bids at the Detailed Solutions stage of the procurement process. The report also provided an update on the progress of the Residual Waste Treatment PFI Project since the report which was considered by the Board in November 2008 (minute 136).

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

**RESOLVED –**

- (a) That approval be given to the exclusion of the residual waste transfer station from the scope of the Residual Waste Treatment PFI project
- (b) That approval be given to the proposal not to develop a dedicated residual waste transfer station, with the result that all residual waste for treatment under the PFI contract will be delivered directly to the main residual waste treatment facility once the operational phase of the PFI contract commences
- (c) That the Board notes the continued requirement for the provision at Evanston Avenue of a household waste sorting site (HWSS) and the existing level of waste transfer capacity for a range of materials, and the intention to bring a further report to this Board on the proposed city-wide HWSS strategy, which will expand on the strategy for redevelopment of the Evanston Avenue site
- (d) That the programme going forward to complete the Residual Waste procurement and to award the contract be noted
- (e) That the communications strategy going forward be noted
- (f) That the Board notes the affordability issues detailed in the exempt section of the submitted report and approves that the Price Ceiling will be calculated based upon the methodology set out in Appendix B paragraphs 1.6 and 1.7 until the selection of Preferred Bidder.

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

DATE OF PUBLICATION: 16<sup>th</sup> February 2010  
LAST DATE FOR CALL IN: 23<sup>rd</sup> February 2010

(Scrutiny Support will notify Directors of any items Called In by 12.00 noon on Wednesday 24<sup>th</sup> February 2010)



Originator: Anup Sharma

Tel: 0113 247  
8215

## Report of the Director of City Development

### Executive Board

Date: 10 March 2010

Subject: Draft response to manifesto from Charlotte Annakin – Deputation to Full Council

<b>Electoral Wards Affected:</b>  <input type="checkbox"/> Ward Members consulted (referred to in report)	<b>Specific Implications For:</b> Equality and Diversity <input checked="" type="checkbox"/> Community Cohesion <input checked="" type="checkbox"/> Narrowing the Gap <input type="checkbox"/>
Eligible for Call In <input type="checkbox"/>	Not Eligible for Call In (Details contained in the report) <input type="checkbox"/>

## EXECUTIVE SUMMARY

See Appendix B for a summary table.

### 1. Purpose of this Report

- 1.1 The following comments are in response to the submission to full Council from Charlotte Annakin as part of the 'Mayor for a Day' scheme. In her submission she suggested various ideas that she believed would improve the environment for disabled people. We welcome the comments as a valuable contribution to the equality debate and support the Council's desire to create an environment that is easy to use and accessible to all users. A copy of her submission is provided in Appendix A.
- 1.2 Each of the issues raised from both the main body of her submission and her section entitled 'WHAT'S THE SOLUTION' are tackled in the **Main Issues** part of this report.
- 1.3 It should be noted that some of the issues raised can be addressed by LCC whilst others had to be are addressed by working with other agencies. A table of the Recommendations and the appropriate agency is shown in Appendix B.

## **2.0 Background Information**

2.1 Charlotte's suggestions are weighted towards those members of the disabled community who have a mobility impairment. However, all her suggestions are also likely to have a positive impact on a variety of users in either a physical or educational way.

2.2 This report addresses each of her recommendations and outlines

- 1 What the Council's position is
- 2) Technical aspects of each of her recommendations
- 3) A possible way forward if appropriate. These are then collated in 'Recommendations' in section 4

## **3. Main Issues**

### **3.1 '.....but not all of the buses have access'**

3.1.1 The Council supports any measures in the public transport provision and infrastructure that improve access for all users.

3.1.2 In 1985 deregulation removed the provision of buses from local government control and placed the provision onto a commercial basis. Thus LCC has no control over the provision of accessible buses.

3.1.3 However the Disability Discrimination Act (1995) gave the Secretary of State power to make regulations to ensure that public service vehicles are accessible to disabled people. These regulations came into force on 30<sup>th</sup> August 2000. Any current stock that is not accessible does not have to be removed or retrofitted. Thus during the transition period there are likely to be a mix of buses on routes. From 2015 (through to 2017 – different dates apply according to size and type of vehicle) all buses are expected to comply with the regulations regardless of their age.

### **3.2 'On the path you find uneven paving, so it's a bumpy ride and some litter can be particularly unpleasant when your wheels and hands are the way you get about'**

3.2.1 Leeds City Council expect all pavement to be clean and even for use by all users.

3.2.2 The Council has programme of inspection for roads, streets and footpaths. All streets and adjoining footpaths in Leeds are inspected at least once a year. Major roads and adjoining footpaths are inspected on a quarterly basis. From this a prioritized programme of works is developed within available resources.

3.2.3 The opportunity also exists for any member of the public to report any problems through City Centre Management and to Street Cleansing.

### **3.3 'Create a wheelchair experience area in Briggate titled. 'How would you like it'.'**

3.3.1 The Council fully support any projects that raise awareness of barriers faced by disabled people.

- 3.3.2 Effective awareness training is the subject of some debate in the access community. Not everyone in the community is convinced to the merits of the simulation approach.
- 3.2.3 Any training should not just embrace wheelchair users but have a pan disability approach.
- 3.4 'Camphor [Chamfer] or ramp all steps into public buildings.'**
- 3.4.1 The Council actively pursue improvements to buildings through its Planning and Building Control processes to ensure access for all users where appropriate. It also has an ongoing process of ensuring all its own building are accessible.
- 3.4.2 For the purposes of this report the definition of public buildings will have the wider meaning of buildings to which members of the public are admitted.
- 3.4.3 For applications proposing new development, and where planning permission is required, Applicants are required to submit a design and access statement. These proposals are then checked by the council's Access Officer to ensure that they comply with the appropriate guidance. The available controls that local government has to make access related changes in public such buildings is limited. If a building needs changes that warrant a Planning or Building Regulations application it is possible (given the right circumstances) to ensure that the development is made accessible.
- 3.4.4 The criteria for when the Council can make such changes is based on national legislation coupled with locally based policies. The Access Team based in Building Control having a consultation process with Planning that ensures that developments that need planning permission are made accessible where appropriate.
- 3.4.5 The other control for access into public buildings is the Disability Discrimination Act (DDA). Simply put, this is civil legislation to encourage people to ensure their buildings are 'reasonably' accessible. By way of illustration, if a wheelchair user cannot get into a shop because of a step the wheelchair user can challenge the 'service provider'. Basically the wheelchair user states that are not getting the same level of service as other users and therefore the service provider is being discriminatory. It is then up to the service provider to prove they are acting reasonably or ensure that the shop becomes accessible.
- 3.4.6 The council has a programme of works for its own buildings regarding all its obligations under the DDA.

**3.5 Create remote control access to parking spaces.**

- 3.5.1 Leeds City Council provides on street disabled persons parking bays where appropriate and have been providing such bays for many years. However Interestingly there is no traffic/highways based legal duty to do this. It is likely that this will fall under the general duty to promote disabled persons issues as stated in the Disability Discrimination Act 2006.
- 3.5.2 However there are two types of disabled persons parking bays. Those 'off street' and those 'on street'. The former can be found in car parks and the later type are found on the highway and are therefore governed by Highways based legislation. It is not possible to place any type of barrier to the 'on street' bays.

- 3.5.3 It is recognised that Blue Badges can be used unlawfully. Basically friends or family members of people with Blue Badges use them to access free disabled persons parking in the city centre and other areas such as sports centres and supermarkets.
- 3.5.4 It may be possible to place barriers to off street parking bays in Council run car parks, but the question is raised as to whether it would be desirable. Such barriers would need control mechanisms and the issue of how these are to be provided, maintained and how any remote mechanism would be provided to disabled people has significant resource and management implications for the Council. Also if a visitor from outside Leeds was to use a Council run car park, remote devices would also pose access problems.
- 3.5.5 The need for better control of the abuse of the Blue Badge scheme and the use of disabled persons parking bays is well documented. However it is likely that a remote control barrier system of these bays would be resource intensive and ultimately may have a negative impact in terms of access for disabled people.
- 3.5.6 Two reports on Blue Badge abuse have been written in response to member requests. These reports resulted from work between the Equality Unit and Parking Services. The reports identified many issues with Blue Badge parking abuse and also identified an enforcement scheme in Liverpool that seemed to have success. Again, these schemes were resource intensive.
- 3.6 'Ask shops to create space for browsing and make space around tables particularly where there is fixed seating. Advise them of the average width of a chair.'**
- 3.6.1 This is to be read in conjunction with item 3.4.
- 3.6.2 As with item 3.4 LCC are very much aware of such concerns however (also with item 3.4 three) the control is limited.
- 3.6.3 The technical aspects of what is considered accessible internally are available. However, these are generic national standards and as with all generic solutions will only provide solution for a certain (if very high) proportion of disabled people.
- 3.6.4 Fixed seating is actually preferred by some users as it allows for security when rising or sitting on a chair. However, when asked and where appropriate, LCC ask for a mixture of seating to be provided.
- 3.6.5 However current mechanisms for the delivery of information already exists. Leeds Retail Association (LRA) meets quarterly and scope exists to present information and ideas at this meeting. Also a news letter is produced which is coordinated by City Centre management about retail in the City Centre. This goes out to over a 1000 retailers in the City every 2 months. Articles or advice could be printed in the Newsletter. Lastly contact could be made with the Leeds, York and North Yorkshire Chamber of Commerce to see how they could facilitate matters.
- 3.7 Extend the time at pedestrian crossings**
- 3.7.1 LCC is aware that some people move slower than others at crossing points and will always try and ensure that all pedestrians have adequate time to cross roads.



3.7.2 The timings for crossings are set nationally by the Department for Transport. Crossings such as 'Pelicans' have strict timing regulations, relating to the crossing distance, and can only be varied by a matter of seconds. Crossings at traffic signal junctions can have a longer green man time as they operate in parallel with movement. In a lot of cases green man timings in Leeds are increased in the off peak periods to assist pedestrians. Each traffic signal junction and its crossings are different but Leeds takes a lot of care to help pedestrian cross the junction by coordinating the crossings wherever possible.

**3.8 'A massive awareness campaign involving local TV and radio to kick start the process. They would publicly award those who make an effort and those who ignore it. Why ?'**

3.8.1 As stated in 2.1 the Council supports any initiatives that heighten awareness and we should take this opportunity to publicise the proposed Briggate event .

3.8.2 Recent comments from charities regarding the practice of penalty charges at supermarkets for users who take longer than two hours have identified that this may be discriminatory against disabled people. If a campaign raising awareness of disabled persons issues is likely to be resource intensive then Asda (or a similar organisation) may wish to work in partnership with LCC to raise the profile of the issue.

#### **4. Conclusion**

4.1 We welcome the proposal from Charlotte as a positive contribution to the improvement of access in Leeds for all users.

4.2 It is important that all of the recommendations above be taken in light of and sensitive to the Councils current financial position.

4.3 Charlotte (and friends should she wish) is invited to spend a Mayor for a Day 'event day' with the Access Team of City Development Department and associated officers. It is proposed that the day consists of visits to existing and proposed sites that highlight some of the problems and associated solutions with access. In particular this day will focus on the areas raised in her manifesto and highlight the progress Leeds City Council is making with regard to access.

4.4 Executive board is asked to accept the Recommendations as outlined in Appendix B.

#### **Background Papers**

Disability Discrimination act 1995/2005  
Reports on Blue Badge abuse

## Appendix A:

### Manifesto

Name: Charlotte Annakin

School: Brigshaw High School and Language College

Age: 16

Campaign Slogan: You don't have to spend a fortune to make a difference.

#### Campaign Summary

1. Create a wheelchair experience
2. Create a secure disabled parking system
3. Improve access, steps aren't always essential.

If I was running Leeds for a day I would say 'You don't have to spend a fortune to improve life for a lot of people'. Who would not be in favour of that ! Talking about spending – spend a day in a wheelchair and find out how difficult and frustrating your life can be.

Annoyingly, for the most part, it's not the big things that cause the problems its small things which are easily fixed. The wheelchair experience is a real sensitizer. We take so much for granted, not realising that these small things can bring you to a standstill – literally !!!

Getting into the city is free – a great start but not all of the busses have access. Drive in and you can have major problems with parking. It is so annoying when clearly marked disabled spaces are taken by perfectly fit people who have much more provision but can't be bothered to walk. I wish !!

On the path you find uneven paving, so it's a bumpy ride and some litter can be particularly unpleasant when your wheels and hands are the way you get about. Imagine encountering broken glass, chewing gum and doggy deposits – its bad enough getting it on your shoe.

Get to the shops and many of them have a small step or threshold. One small step for man but a giant leap for a wheelchair. Only the bigger shops have automatic doors so it's a nightmare if you're on your own, you have to rely on an increasingly 'in a hurry' society.

Once in the shops and restaurants it can be so difficult to negotiate the tables and aisles. Floor space is expensive, racks are put close together and become a jungle of T shirts and trousers. Then, where is the disabled changing room and how difficult will it be to pay ?

There are so many small changes that would make a massive difference.

SO THAT'S THE MOAN

## WHAT'S THE SOLUTION ?

The people who have the problems can advise on the solutions. Don't presume. Give them the voice and empower them to make changes by listening and acting. After the wheelchair experience, I would be suggesting.

Create a wheelchair experience area in Brigade titled, 'How would you like it?'

Camphor or ramp all steps into public buildings.

Create remote control access to parking spaces.

Ask shops to create space for browsing and make space around tables particularly where there is fixed seating. Advise them of average width of chair.

Extend the time at crossings

A massive awareness campaign involving local TV and radio to kick start the process. They would publicly award those who make an effort and ask those who ignore it. Why ?

## Appendix B – Recommendations

Comment	Agency	Recommendation
<p><b>‘Create a wheelchair experience area in Briggate titled. ‘How would you like it’</b></p>	<p>Leeds City Council / Independent Disability Council / Access Group / Charlotte Annakin</p>	<p><b>Recommendation 1:</b> Work is undertaken between LCC, the Independent Disability Council (IDC) / Disability Hub and Charlotte Annakin to hold an pan disability awareness raising event to in Leeds City Centre.</p>
<p><b>Create remote control access to parking spaces.</b></p>	<p>Leeds City Council</p>	<p><b>Recommendation 2:</b> Further work to rake place to explore possible solutions to Blue Badge abuse in context with current and future resources available to the Leeds City Council.</p>
<p><b>‘Camphor [Chamfer] or ramp all steps into public buildings.’</b></p> <p><b>‘Ask shops to create space for browsing and make space around tables particularly where there is fixed seating. Advise them of the average width of a chair.’</b></p>	<p>Partnership Work with Private Sector</p>	<p><b>Recommendation 3:</b> Access Team, Equality Unit and City Centre Management to discuss which information should be sent to retailers to improve accessibility using existing processes.</p>
<p><b>‘A massive awareness campaign involving local TV and radio to kick start the process. They would publicly award those who make an effort and those who ignore it. Why ?’</b></p>	<p>Leeds City Council / Partnetship Work with Private Sector / IDC / Charlotte Annakin</p>	<p><b>Recommendation 4:</b> Work is undertaken between LCC and the Independent Disability Council (IDC) / Disability Hub to establish a method of raising awareness in a resource sensitive way.</p>
<p><b>Other Recommendations</b></p>	<p>Leeds City Council</p>	<p><b>Recommendation 5:</b> That Charlotte Annakin and any friends she wishes to bring are invited to spend a day in the company of the Access Team in Building Control to better understand how the Council addresses issues of Access.</p>

DEPUTATION ONE  
Pupils of Brigshaw High School  
Mayor for the Day

THE LORD MAYOR: Good afternoon and welcome to today's Charlotte Annakin. I would like to say here that Charlotte and I have met before and we were very pleased when she won the Mayor for a Day. We went off to the switching on of the lights, which was a wonderful event, and Charlotte actually spoke then to the people present, which I understand amounted to about 40,000, so you have nothing to worry about this afternoon, Charlotte!

We are pleased to have you here. Congratulations once again and we would like to hear what you have to say.

CHARLOTTE ANNAKIN: If I was running Leeds for a day I would say 'You don't have to spend a fortune to improve life for a lot of people.' Who would not be in favour of that? Talking about spending - spend a day in a wheelchair and find out how difficult and frustrating your life can be.

Annoyingly, for the most part, it's not the big things that cause the problems; it's the small things which are easily fixed. The wheelchair experience is a real sensitiser. We take so much for granted, not realising that these small things can bring you to a standstill – literally.

Getting into the city is free - a great start but not all of the buses have access. Drive in and you can have major problems with parking. It is so annoying when clearly marked disabled spaces are taken by perfectly fit people who have much more provision but cannot be bothered to walk.

On the path you find uneven paving, so it's a bumpy ride and some litter can be particularly unpleasant when your wheels and hands are the way you get about. Imagine encountering broken glass, chewing gum and even animal waste. It is bad enough when we get it on our shoe.

Get to the shops and many of them have a small step or threshold. One small step for man can be a giant leap for a wheelchair. Only the bigger shops have automatic doors so it is a nightmare if you're on your own; you have to rely on an increasingly 'in a hurry' society.

Once in the shops and restaurants it can be difficult to navigate the tables and aisles. Floor space is expensive; racks are put close together and become a jungle of tee-shirts and trousers. Then, where are the disabled changing rooms and how difficult will it be to pay?

There are so many small changes that would make a massive difference. SO that is the moan, but what is the solution?

The people who have the problems can advise on the solutions. Don't presume - give them the voice and empower them to make the changes by listening and acting. After the wheelchair experience, I would be suggesting:

To create a wheelchair experience area in Briggate entitled ‘How would you like it?’

Ramp all steps into public buildings

Create remote control access to parking spaces

Ask shops to create space for browsing and make space around the tables particularly where there is fixed seating. Advise them on the average width of a chair

Extend the time at crossing

A massive awareness campaign involving local TV and radio to kick start the process. They would publicly award those who make an effort and for those who ignore it - why? Thank you. (*Applause*)

THE LORD MAYOR: Thank you very much, Charlotte. Councillor Bentley?

COUNCILLOR BENTLEY: Lord Mayor, I move that the matter be referred to the Executive Board for consideration.

COUNCILLOR GRUEN: I am very happy to second.

THE LORD MAYOR: Could we have a show of hands, please? (*A vote was taken*)  
This is CARRIED.

Thank you for attending today, Charlotte, and for what you have said. You will be kept informed of the consideration which your comments will receive. Good afternoon and well done. (*Applause*)



Originator: Gurdip Bahi

Tel: 24 78707

**Report of the Director of City Development**

**Executive Board**

**Date: 10<sup>th</sup> March 2010**

**Subject: Deputation To Council –Young People From Miles Hill Estate Requesting Traffic Calming On The Estate**

**Electoral Wards Affected:**

Chapel Allerton

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**

1.1 The following report is a response to the deputation to the council from young residents of the Miles Hill estate. The deputation covers concerns of speeding cars, rat running in the area at peak times and the safety concerns for pedestrians. Traffic calming has been provided along the main cut through, Miles Hill Road, and the deputation requests further calming features along Miles Hill Street and Miles Hill View.

## **2.0 Purpose of this Report**

- 2.1 The purpose of this report is to respond to the deputation to the council from the young residents of the Miles Hill estate. The deputation raises concerns about the high speeds and rat running problems in the morning peak, and requests further traffic calming measures on Miles Hill View and Miles Hill Street.

## **3.0 Main Issues**

- 3.1 The West Yorkshire Local Transport Plan 2006-11 includes priorities for improving road safety and reducing road casualties in line with local and national targets. A programme of road safety measures is developed each year and implemented as part of the Integrated Transport investment programme. This includes a programme of area wide 20 mph zones which is identified and prioritised on the basis of an Areas for Concern listing which is updated and reviewed annually.
- 3.2 The Miles Hill area is identified on the Areas for Concern listing and is therefore regularly monitored. The area currently ranks 18<sup>th</sup> in priority on the list of potential 20mph zones as ranked with other areas across the city. The potential 20 mph zones are ranked in sequence of casualties per kilometre of road within the area and are updated with the latest accident statistics prior to the annual programme being determined.
- 3.3 A programme for a further four 20mph zones identified from the priority along with a further list has been established for the remainder of the Local Transport Plan budget until March 2011. The Council awaits advice from the Department for Transport (DfT) regarding the level of funding beyond 2011, and the type of schemes which the Department would expect to see funded. It is therefore not possible at the present time to provide a firm timetable and priorities for future schemes.
- 3.4 Speed surveys have been carried out in Miles Hill estate area and have shown 85<sup>th</sup> percentile speeds of 24mph to 32mph at various locations. Traffic volume surveys carried out in the area would indicate there is some rat running, however the majority of the traffic is travelling within the current speed limit. A traffic calming scheme has previously been implemented on Miles Hill Road, which is the main through route between Stainbeck Lane and Potternewton Lane.
- 3.5 An internal review is currently looking at the future use of 20mph speed limits and zones to establish whether the Council will be in a position to develop measures more economically in the future. The Department for Transport (DfT) has recently consulted on proposals for reforming their advice on speed limits which includes 20 mph limits and the internal review will take on board the contents of that consultation in considering the options available for the future. At the same time DfT are undertaking a traffic signs review which influence the choice and use of traffic calming measures within such areas.
- 3.6 In the intervening time the Road Safety Team have a Speed Information Device (SID) which is loaned out to community groups who are concerned about speeding issues in their community. This can help to encourage motorist to drive at more appropriate speeds and give greater consideration to pedestrians. The device is available for use by residents along with training in its operation.



## **4.0 Legal and Resource Implications**

- 4.1 This report has no specific legal or funding implications. Future 20 mph zone schemes will be funded from the Local Transport Plan according to their contribution to road casualty reduction and Council priorities.. The Miles Hill area will continue to be included and reviewed as part of the process for setting future investment priorities.

## **5.0 Conclusions**

- 5.1 This area has and will continue to be monitored for casualties along with the other residential areas across Leeds, and remain on the Areas for Concern ranking list for consideration in future programmes.
- 5.2 Currently funding is fully allocated to schemes for the remainder of the Local Transport Plan period to March 2011. The Miles Hill area will however be considered as programmes for the third Local Transport Plan from April 2011 are prepared. The extent of this programme will depend on the levels of funding made available by the Government which it is not expected to be announced until later this year.

## **6.0 Recommendations**

- 6.1 Members of Executive Board are requested to:
- i) Note the contents of this report and the actions being taken to progress 20 mph zones within the city as described in this report;
  - ii) Endorse the monitoring and review of potential 20 mph zones as the basis for determining future priorities and to include the Miles Hill area within this process.
  - iii) Consider the issues raised concerning the Miles Hill area when reviewing 20 mph zone proposals as part of the development of investment proposals for the Local Transport Plan programme from April 2011 onwards.
  - iv) Endorse the proposals to offer the SID device to the residents in the interim period.

### **Background Papers**

### **The deputation note**

### **SID Leaflet**

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DEPUTATION THREE  
Young People from Miles Hill Estate

THE LORD MAYOR: Good afternoon. We have some young people from Miles Hill estate requesting traffic calming measures on the estate. We are very pleased to have you here this afternoon, we have already said “Hello”, have we not, so it is nice that you are here.

I would like you to make your speech to the Council which should be no longer than five minutes and would you begin, please, by introducing your deputation?

MEGAN HANAKIN: My Lord Mayor and fellow Councillors, good afternoon. My name is Megan.

JODIE LEWIS: My name is Jodie.

BECKY McCONNELL: My name is Becky.

MEGAN HANAKIN: We all live on the Miles Hill estate. First of all I would like to say thank you to all you Councillors for allowing us to come along today to put our case forward to you, and also a special thanks to Councillor Jane Dowson for her support.

JODIE LEWIS: All of us live on the Miles Hill estate in Leeds and we have one particular problem that is very bad in the morning between 7.00am and 9.00am. Traffic cuts through from Stainbeck Lane, along Miles Hill Road, on to Miles Hill View, then on to Potter Newton Lane. Miles Hill View is a narrow street full of families with young children with a range of ages. There is also a lot of parked cars. Between 8.00 am and 9.00 am a lot of cars cut through our street on to Scotthall road. At this time parents will be taking their children to nursery or school and some may even walk themselves.

BECKY McCONNELL: We have previously, with the help of our local neighbourhood policing team organised spreadsheets surveys, which are available if needed. A lot of these cars go faster than 40 mph. Our parents have tried to calm down the traffic with petitions but this has been ignored. We have made, with the assistance of youth services, stick on messages to put on wheelie bins to give a message to drivers. An example of some of these could be:

- 1) Kill your speed not a child
- 2) Look twice for motorbikes
- 3) Stop, look, listen and think

MEGAN HANAKIN: Since we have been trying to get traffic to calm down, Miles Hill Road has had speed bumps made and this will allow traffic to slow down, but then it all speeds back up on Miles Hill View and Street. We are asking you to install bumps on to Miles Hill View and Street and hopefully this will reduce the speed and make our streets a better and safer place to walk.

JODIE LEWIS: Thank you for listening to us. We hope you can help us with this problem and make our street safer for everyone. (*Applause*)

THE LORD MAYOR: Councillor Bentley.

COUNCILLOR BENTLEY: I move that the matter be referred for consideration to the Executive Board.

COUNCILLOR GRUEN: I second, Lord Mayor.

THE LORD MAYOR: Could I have a show of hands, please? (*A vote was taken*) Thank you very much, this is CARRIED. Thank you very much, girls for coming here this afternoon and congratulations in the way that you have presented your case. You did very well indeed. You will be kept informed of the considerations which your comments will receive, so good afternoon and thank you very much for coming.

Originator: Howard Claxton

Tel: 0113 295 0851

## Report of the Director of City Development

### To Executive Board

Date: 10<sup>th</sup> March 2010

**Subject: DEPUTATION TO COUNCIL, 21 JANUARY 2010  
MOORLAND ROAD, BRAMHOPE – SPEED LIMIT**

#### Electoral Wards Affected:

Adel & Wharfedale

#### 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 informs the Executive Board in relation to the deputation received by Council on the 21 January 2010 concerning the speed limit on Moorland Road and Occupation Lane, Bramhope.

### 1.0 Purpose of this Report

1.1 This report provides information relating to the deputation received by Council at the January 2010 meeting in relation to concerns about the existing 60mph speed limit on Moorland Road and Occupation Lane, Bramhope.

### 2.0 Background Information

2.1 A deputation from local residents was heard by the 21 January 2010 meeting of Council. The subject of this was a request from residents for the existing speed limit of 60mph to be changed to 30mph.

2.2 The section of road concerned is illustrated on the attached plan. Currently a 60 mph speed limit extends along Moorland Road, westwards, from its junction with Moor Road up to the junction of Occupation Lane with its junction at Old Lane. The existing speed limit of 60mph for a single carriageway is a national speed limit and is consistent with many similar types of road in Leeds. Old Lane and Moor Lane, from Old Lane to a point just south of Moorland Road are covered by existing 30mph speed limits.

- 2.3 Records indicate that correspondence on traffic volume was received in the year 2000 and residents have been seeking a change in speed limit, according to press reports, for over 5 years. The campaigners have recently received greater publicity in local media and support from Greg Mulholland MP and a local ward member.

### 3.0 Main Issues

- 3.1 The roads in question, Moorland Road and Occupation Lane are narrow, unclassified country roads where on-coming vehicles have difficulty in passing and, as one resident wrote 'no less than 5 blind bends on this road within a stretch of 1.5miles.' At the eastern end is a concentration of residential properties. The remaining length has numerous farms and access to the District Scout camp grounds.
- 3.2 In investigating the request for a change in speed limit, traffic surveys and an accident record search have been undertaken. The traffic surveys were undertaken between 7<sup>th</sup> and 17<sup>th</sup> December 2006

#### Moorland Road

	<b>Two - Way</b>
Average 24hr flow	125 vehicles
Average Mean Speed	26.3mph
% of Vehicles exceeding 30mph	45%

#### Occupation Lane (North of Moorlands Road)

	<b>Two - Way</b>
Average 24hr flow	119 vehicles
Average Mean Speed	26.6 mph
% of Vehicles exceeding 30mph	45%

#### Occupation Lane (South of Old Lane)

	<b>Two - Way</b>
Average 24hr flow	137 vehicles
Average Mean Speed	24.9 mph
% of Vehicles exceeding 30mph	34%

The accident records for both roads since 1999 have been accessed and there are no reported personal injury accidents.

- 3.3 An important factor when setting a speed limit is what the road looks like to the road user. This is influenced by the road geometry (road width, sightlines, bends, etc.) and the environment through which it passes (rural, residential, commercial, retail, school, etc.) Road users will expect lower limits where they can see there are more potential risks.
- 3.4 A low speed limit will not, necessarily, produce the lowest actual speeds. If the speed limit is unrealistically low, drivers may choose to ignore it whilst a higher, more realistic, limit could affect drivers' choice of speed.

- 3.5 The data in paragraph 3.2 shows that although the speed limit is un-restricted (60mph single carriageway), the road character and geometry limits the speed at which most drivers will travel. The average speeds and low usage suggest many of the motorists are regular travellers and are aware of the surrounding environment and nature of the road.
- 3.6 Funding for traffic engineering schemes, such as changes in speed limit, is restricted. It is therefore necessary to prioritise expenditure towards locations of greatest need. With no history of accidents or high levels of speeding traffic, the work at Moorland Road [can not be recommended for progression over sites where injury accidents are occurring](#).
- 3.7 With increasing pressure to introduce a change of speed limit, a local ward member indicated that MICE funding would be made available.
- 3.8 Estimates have therefore been provided for two options to introduce a 30mph speed limit:
- (i) The initial request for the whole length of Moorland Road and Occupation Lane from Moor Lane to Old Lane. The cost is estimated at £6500. Because the roads which Moorland Road and Occupation Lane connect to, Moor Lane and Old Lane respectively, are within existing 30mph speed limits there would be no terminal 30mph signs on Moorland Road or Occupation Lane. There would, however, be small repeater signs at 250metre intervals because it is being imposed by Order and not street lighting.
  - (ii) A further, subsequent, request for a short length of Moorland Road from Moor Lane to a point approximately 0.2Km westward. This covers the higher concentration of properties and would provide terminal 30mph signs prior to the residential properties for traffic heading eastwards. The estimated cost is £5800. If this option were to be advertised it may lead to objections from other residents of Moorland Road and Occupation Lane who consider a 30mph speed limit should apply along the full length of both roads.
- 3.9 A recent Ward member consultation with local residents has indicated that local preference is for both Moorland Road and Occupation Lane to be included within a 30mph speed limit.
- 3.10 The Police have indicated verbally that it is a difficult location to enforce but would, subject to their operational requirements, target appropriate enforcement. A written response has been requested and will be provided at the meeting of the Board.

#### **4.0 Implications for Council Policy and Governance**

- 4.1 This report does not raise any specific implications for Council policy and Governance.

#### **5.0 Legal and Resource Implications**

- 5.1 This report has no specific legal and resource implications. Detailed approval to advertise any required Speed Limit Traffic Regulation Order will be the subject of a separate report to the Chief Officer (Highways and Transportation).

#### **6.0 Risk Assessments**

- 6.1 No risks, other than those normally associated with introducing Traffic Regulation Orders and working on the public highway are associated with the scheme.

## **7.0 Conclusions**

- 7.1 The position with regard to the prioritization of this issue has not changed over the years, in that there are many other locations where the evidence of need is greater. However, with the support of MICE funding, the Traffic Order can be progressed.

## **8.0 Recommendations**

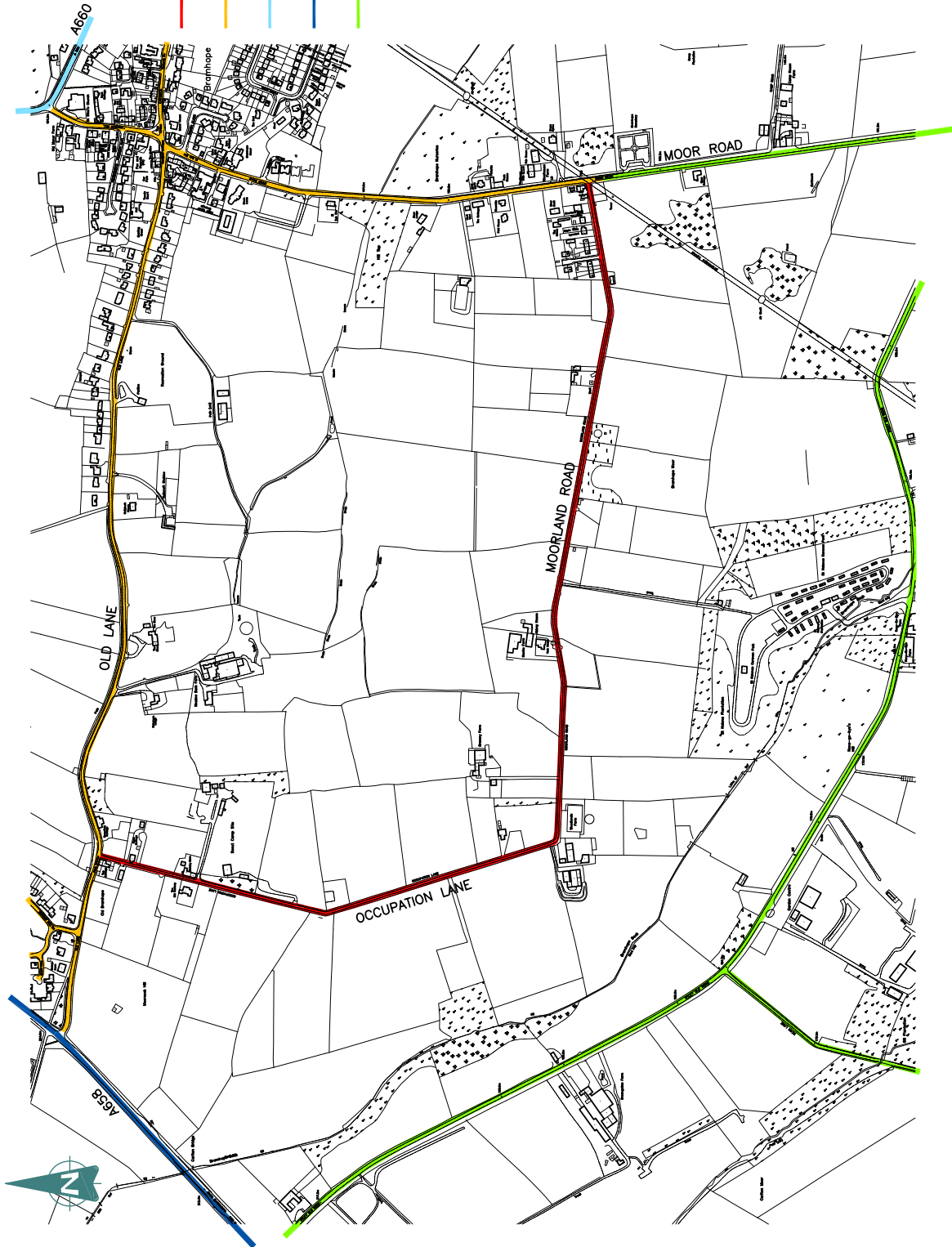
- 8.1 Members of the Executive Board are requested to note the contents of the report and agree in principle to a Traffic Regulation Order for a speed limit of 30mph with repeater signs being progressed on Moorland Road and Occupation Lane with MICE funding.

## **9.0 Background Papers**

The following documents provide background information for this report:

- i) Deputation to Leeds City Council concerning the speed limit on Moorland Road and Occupation Lane, Bramhope.





- Proposed 30mph speed limit
- Existing 30mph speed limit
- Existing 40mph speed limit
- Existing 50mph speed limit
- Existing derestricted roads

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**MOORLAND ROAD / OCCUPATION LANE, BRAMHOPE**  
**PROPOSED 30 MPH SPEED LIMIT**

INITIALS	DATE	SCALE
ARM	2/10	N.T.S
ARM	2/10	ORIGINAL SHEET SIZE A3
CHECKED BY		

**Leeds**  
 CITY COUNCIL  
 HIGHWAYS AND TRANSPORTATION

DRAWING NUMBER:  
**TMW-1-1524-Loc1**

DATE: **February 2010**

FIRST APPROVED AMENDMENTS	DATE
ASB	
DRAWN	
CHECK	
DATE	

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DEPUTATION TWO  
Moorland Road Residents, Bramhope

THE LORD MAYOR: We now have the Moorland Road residents regrading the speed limit in Moorland Road, Bramhope.

Good afternoon and welcome to today's Council meeting. Please now make your speech to Council, which should be no longer than five minutes, and please begin by introducing the people in your deputation.

MR M KINGSTON: Thank you. My Lord Mayor and fellow Councillors, good afternoon. My name is Mark Kingston and these are my colleagues, Mike Reilly, Veronica Kirwin, Sarah Kingston, my wife, and Lindsey Boshier.

As you may have seen on local press, radio and TV, we are campaigning for a reduction in the speed limit from 60 miles an our to 30 miles an hour on the street where we live.

Moorland Road is a small country lane on the edge of the village of Bramhope village. It is single track, it has no pavements and it has two blind bends along its roughly a mile length. At the southern end is a small community of round about 20 homes, which includes 13 children of ten or under who obviously like to run and play and move between each other's houses. There are further houses dotted along the road and at the north end is the Bramhope Scouts campsite. This is due to be upgraded to a County site this year, with greater numbers of scouts visiting most weekends of the year. The lane in between is used by villagers and residents alike for walking, jogging, horse riding, as well as the scouts using it on a regular basis on the weekends. It should be an absolutely idyllic place, looking out over open countryside, and it would be if not for the fact that cars can legally speed down it at speeds of up to 60 mph. It is completely crazy, but that is the case.

The situation has been made worse recently in that local roads have been reclassified down to 30 mph. This has led to the road becoming a rat run for drivers who are in a hurry. They know that they can travel at those excessive speeds without being censored for it. All of us know of residents locally who have had to dive into hedges to avoid being mown down, there are several cars who have ended up in ditches, one of the local children was knocked off his bike. It is only a matter of time before somebody gets really seriously injured or killed. At less than 30 mph they have a chance; at 40, 50 mph, which they are legally allowed to do at the moment, we all know they have got very little chance at all.

We have been campaigning for around about five years actively, lately with a great deal of help from Greg Mulholland, our MP, and Councillor Barry Anderson has also been a big help. Both of them have been very supportive and realise the seriousness of the situation. We also have the support of local police who agree that the limit is wrong but cannot currently censor drivers, even if they are travelling at 50 mph plus, because they are well within the legal limit for the road. They agree that the situation is farcical and that it needs to be changed.

The Highways Department have repeatedly refused to lower the limit and they have given several reasons for that. Firstly, in terms of speed, they measured the speed and they said that the average was 30 mph. For a start, we know that they measured the speed just before one of the blind bends where drivers do slow down to some extent, so obviously that would have been at a lower speed. The locals drive much, much slower than the 30 mph limit so by logic there are many drivers who drive much, much faster than this and it only takes one car travelling at that legal limit of up to 60 mph to kill or injure, seriously injure one of us.

The second reason they have given is one of cost, with an initial estimate given of £6,400 to change the limit for the road, but again what price do you put on the life of a child or one of us?

This decision was made even more laughable to my mind when the following day after getting this letter we received another one from a different part of the Council saying that they had found a spare £20,000 and were going to resurface what we considered to be our already very serviceable road, thus making it even faster. They were happy to make it faster but could not address our concerns at a quarter of that price.

Thankfully at last we have made some progress. Two days ago the Highways Department agreed to reduce the limit to 30 mph but only outside the houses at the southern end of the road – a stretch of about 200m. They costed this as £5,800 as opposed to £6,300 for the full length of the road – a minimal saving of £600. That is because the vast majority of that change is made up of legal costs.

Whilst we are delighted at this process, surely we can afford an extra £600 to protect all the recreational users and the scouts who use it on a regular basis and, more to the point, to remove that temptation for drivers to use the road as a legal rat run. Moorland Road needs to be 30 mph along its full length.

We urge you to end the lunacy of this situation and to help make all of Moorland Road a safer place for all of us. Thank you. (*Applause*)

THE LORD MAYOR: Thank you. Councillor Bentley?

COUNCILLOR BENTLEY: I move that the matter be referred to the Executive Board for consideration.

COUNCILLOR GRUEN: I second, looked after children.

THE LORD MAYOR: Could I call for a vote on that? (*A vote was taken*) Thank you very much. Thank you for attending and we shall keep you informed of the consideration which your comments will receive at the appropriate Executive Board meeting. Thank you very much for coming and good afternoon. (*Applause*)



**Report of the Director of City Development**

**Executive Board**

**Date: 10 March 2010**

**Subject: Revisions to the Local Development Scheme**

**Electoral Wards Affected:**

All

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**

1. The Local Development Scheme (LDS) is the Council's work programme for the Local Development Framework (LDF). The LDF is the portfolio of Local Development Documents that together with RSS constitutes the Development Plan for Leeds. It is a requirement of the Planning and Compulsory Purchase Act 2004 that the Council keeps the LDS up to date.
2. The current LDS was approved by Executive Board in July 2007 and needs updating. This arises in particular from the need to redirect resources to the delivery of the Core Strategy and its associated Infrastructure Delivery Plan which are now seen as being of increased importance within the LDF system. In addition the downturn in the economy has had a significant impact on regeneration proposals in the areas of change for which Area Action Plans were being produced. As a consequence it is now suggested that a number of the AAPs should be formally withdrawn. Future planning in these areas is likely to be through more informal and flexible routes that are less resource hungry. It is nevertheless important that any guidance produced is given planning status if it is to be given weight as a material consideration in future planning decisions.
3. This report therefore recommends that the LDS be amended to show the withdrawal of the AAPs for the City Centre, Easel and West Leeds Gateway, the insertion of a Site Allocations DPD and the removal of a number of thematic DPDs not yet started.

## **1.0 PURPOSE OF THIS REPORT**

1.1 To agree changes to the Council's Local Development Scheme (LDS)

## **2.0 BACKGROUND INFORMATION**

2.1 The Planning and Compulsory Purchase Act 2004 introduced a new Development Plans system with the Local Development Framework (LDF) replacing the UDP. At the same time regional guidance was given greater status with the Regional Spatial Strategy also forming part of the Development Plan.

2.2 The new and "simpler" LDF system created an extensive new lexicon. Many of these new terms are regularly referred to by abbreviation. For convenience some of the key terms used throughout this report are explained below:

- Regional Spatial Strategy (RSS) - a plan setting out the broad strategy for the region, in our case Yorkshire and the Humber, and now part of the Development Plan;
- Local Development Framework (LDF) - a portfolio of Local Development Documents (LDD) that set out the spatial planning strategy for Leeds;
- Development Plan Documents (DPDs) - those documents that are subject to a formal inquiry and adoption process that make up the development plan for an area;
- Core Strategy (CS) - the key DPD which sets out the strategic policies and overall scale and direction of development;
- Other types of DPD are Area Action Plans (AAPs) which provide guidance focussed on a limited geographic area and thematic DPDs such as the Site Allocations DPD or our Natural Resources and Waste document (NRWDPD);
- Supplementary Planning Documents - these are not part of the development plan but are LDDs forming part of the LDF and provide more details on policies contained in a DPD;
- Local Development Scheme (LDS) - effectively the LDF work programme (see below 2.3);
- Annual Monitoring Report - an annual progress report on the LDF that has to be submitted to Government Office by the end of December; and
- Infrastructure Delivery Plan (IDP) - a document setting out the key infrastructure requirements on which plans depend and how and when this is to be provided. This is particularly important for the Core Strategy and will be considered by the Inspector at Public Inquiry.

2.3 Section 15(1) of the Act requires the Council to prepare and maintain a Local Development Scheme (LDS). Under Section 15(8) the Council must revise its LDS when appropriate. The revised scheme has to be submitted to the Secretary of State. The LDS is a programme plan setting out all the LDF documents that the Council intends to produce, their purpose and a timetable. The intent of the LDS is to provide residents and other stakeholders with clear understanding of the Council's LDF work programme. It is therefore important that it is kept up to date.

### **3.0 ISSUES**

- 3.1 The current revision of the LDS was approved by Executive Board in July 2007. However, the Annual Monitoring Report (AMR) considered at Executive Board on 9 December 2009 signalled the need to formally review the LDS programme.
- 3.2 There are a number of reasons for this. In June 2008, a revised version of Planning Policy Stated 12 (PPS12: Local Spatial Planning) was published. This makes clear the priority attached to the Core Strategy (CS) amongst all the LDF documents. There is also emphasis on the need for the CS to be supported by an Infrastructure Delivery Plan. The primacy of the CS has been made clear in discussions with officers of GOYH and CLG and the timetable for completion of Core Strategies is embedded in the City Region Forerunner Agreement. Within this context and significantly reduced income it is considered necessary to give greater priority to CS work with the inevitable consequence that less resource is available for other DPD work.
- 3.3 In addition changed circumstances, particularly the impact of the recession have also played a part, especially on the programme of Area Action Plans (AAP). The current LDS shows four AAPs in production. These are EASEL, Aire Valley, West Leeds Gateway and the City Centre.
- 3.4 While the AAP programme was well intentioned and entirely appropriate within the context of government guidance progressing AAPs through the various LDF stages has proved challenging. The AAP programme was designed to support the Council's priority regeneration activity. However, as it clear the recession has had a significant impact on timescale and the ambitions of the private sector. Attempting to progress AAPs through the system to public examination when the evidence base, viability, public funding and development aspirations are so uncertain would be inappropriate. The outcome could well be an adopted plan that is best out of date and at worst too inflexible. Such plans might actually inhibit rather than support regeneration initiatives. In these circumstances the considerable time and cost associated with taking plans through the formal planning process is not warranted at this time.
- 3.5 However, a great deal of very valuable work has been done on all the AAPs, including substantial community engagement. It is important to build on this work and to be clear that changes to the AAP programme are not seen as signalling any weakening of the Council's commitment to the regeneration of these areas. It will be important that any alternative planning frameworks/guidance are approved as planning documents of the Council so that they can carry weight as a material planning consideration in future planning decisions.

### **4.0 CONCLUSIONS**

- 4.1 Given the changes in circumstance and in order to direct resources to the Priority Development Plan Documents, which are likely to have the greatest impact, a number of changes are warranted to the work programme as follows:

## **City Centre AAP**

- 4.2 Work on the City Centre AAP has effectively been on hold for some time. This is due in part to the direction of resources to the Core Strategy but also to the impact of the City Centre Conference and the changed priorities emerging from that initiative. Given these changes and the lapse of time work on the City Centre AAP would effectively mean starting from scratch. In the circumstances it is now considered appropriate to formally withdraw the AAP.

## **Easel AAP**

- 4.3 Progress on the Easel initiative through the private sector partnership and the development of neighbourhood plans has been slowed by the recession. Attempting to progress the AAP in support of area-wide regeneration has been significantly frustrated as a result. It is suggested that the AAP should be formally withdrawn. Further consideration will be necessary on the most appropriate means of providing spatial planning guidance as regeneration activity is clarified. This may well be by means of informal planning frameworks for individual communities rather than the area as a whole.

## **West Leeds Gateway AAP**

- 4.4 Work on West Leeds Gateways was at the most advanced stage of all the AAPs. The AAP has been prepared for publication: the stage at which a draft is published for formal representation prior to submission to the Secretary of State and public examination. In this case it is suggested that whilst the AAP is withdrawn, the Council publishes the draft plan for further public comment with a view to its eventual adoption as a supplementary planning document.

## **Aire Valley AAP**

- 4.5 The Aire Valley is perhaps the area of Leeds that is earmarked for the greatest change in the next 10-15 years. In addition an extended Aire Valley has been accepted as one of the Leeds City Region Urban Eco-Settlement (UES) priorities recognised in the LCR Forerunner Agreement and as a priority for the HCA. It will be expected that these significant proposals and the eco-standards that are eventually defined will be properly tested through the planning system by public examination. For this reason it is proposed that the Aire Valley AAP be progressed.

## **Thematic DPDs**

- 4.6 The LDS (2007) also included a commitment to the production of a series of thematic DPDs (in addition to the Natural Resources and Waste DPD (NRWDPD)) to be produced following the adoption of the Core Strategy and AAPs. In the light of the changed circumstances discussed above it is also proposed to remove the "retail", "greenspace" and "highways" DPDs from the programme. In their place it will be necessary to bring forward at an early date a "Site Allocations" DPD that will provide the detail to implement the Core Strategy approach. There may also be the opportunity within this document to address some of the issues that would have been covered in the thematic DPDs.



4.7 Subject to these proposed changes the Council's priorities for the LDF will be the Core Strategy, the Natural Resources and Waste DPD and the Aire Valley AAP. The Infrastructure Delivery Plan is a significant new task on which much remains to be done. It should also be recognised that the Core Strategy establishes the scale and broad distribution of development. It will need to be closely followed by a site allocations document to provide the detail. This work programme thus remains a very significant challenge, both technically and in resource terms.

## 5.0 RECOMMENDATIONS

5.1 Executive Board is requested to:

- (i) Authorise the Director of City Development to make the appropriate revisions to the Council's Local Development Scheme to reflect the changes set out in section 4 of this report and to submit the revised LDS to the Secretary of State pursuant to section 15 of the Planning and Compulsory Purchase Act 2004. Further, should a direction be received from the Secretary of State under section 15(4), the Director of City Development be authorised to make any necessary changes to the revised LDS prior to it coming into effect in order to comply with the direction.
- (ii) Agree that the revised Local Development Scheme shall be brought into effect as from 1 May 2010 subject to one of the statutory requirements below having been met. Namely that either:
  - Before the end of a 4 week period starting on the day on which the Council submit the revision to the Secretary of State, the Council receive notice from the Secretary of State notice that he does not intend to give a direction under section 15(4); or
  - The 4 week period has ended and the Council have not received either a direction under section 15(4) from the Secretary of State or notice that he requires more time to consider the revision; or
  - The Council have received a direction under section 15(4) and have either complied with it (as varied by any further direction), or have received a direction revoking it; or
  - The Council have received notice from the Secretary of State that he requires more time to consider the revision and either subsequently receive notice from the Secretary of State that he does not intend to give a direction under section 15(4) or such a direction is received and the Council have complied with it (as varied by any further direction), or have received a direction revoking it.
- (iii) Authorise the formal withdrawal of the Easel, City Centre and West Leeds Gateway AAPs pursuant to section 22 of the Planning and Compulsory Purchase Act 2004.
- (iv) Agree that the Director of City Development undertake further public consultation on the West Leeds Gateway proposals with a view to their eventual approval as a Supplementary Planning Document.

## Background Papers - Local Development Scheme 2007





**Appendix 3 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: 10 March 2010**

**Subject: The Former Royal Park Primary School**

**Electoral Wards Affected:**  
Hyde Park & Woodhouse  
Headingley

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 report)

**EXECUTIVE SUMMARY**

Members will be aware that the future of the former Royal Park School building has been considered by Executive Board on a number of occasions since 2003. On 14 October 2009 Executive Board declined the Royal Park Community Consortium's repeated request for a six month period of exclusivity to allow the Consortium time to develop funding applications which might subsequently lead to the lease or transfer of the ownership of the property for community purposes. Instead it instructed the Director of City Development to invite unconditional best and final financial offers for sale of the property, including evidence to support the capacity to purchase and bear the very substantial cost of the refurbishment and also to indicate the means of achieving long term sustainability for the building.

Accordingly, this report outlines the progress made following the October 2009 meeting.

The report presents recommendations for Member consideration on two bases, namely:

- Sale of the property at best consideration in a manner which brings about its restoration as soon as possible;
- And also using the Council's Well Being powers to facilitate community use for part of the building.

The report also advises Executive Board of the outcome of the legal action brought about to evict a group of community activists, which unlawfully occupied the building during November and would have frustrated the marketing exercise. It seeks the view of Executive Board on a request from Inner North West Area Committee requesting that the Council does not pursue collection of its legal costs from the members of this group, which were awarded by the Court .

## **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 the former Royal Park Primary School and to advise Executive Members of the proposals received for the building.
- 1.2 Executive Board is also asked to consider Inner North West Area Committee's request that the costs awarded by the court to evict trespassers be waived by the Council.

## **2.0 Background Information**

- 2.1 Executive Board, in November 2003, approved in principle the retention of the former Royal Park Primary School 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 wishes from within 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 number of schemes on this basis were considered, including interest for community use from Royal Park Community Consortium (RPCC) in February 2005, but they all ultimately proved to be undeliverable or had insufficient funding.
- 2.2 Therefore on 14 October 2009 Executive Board approved the marketing of the property for refurbishment, by inviting unconditional best and final financial offers. It was agreed that bids would be considered on a basis of 30% of the score in any assessment be on consideration of business plans illustrating the ability of the bidder to guarantee the long term sustainability of the building, that the Council will be under no obligation to accept any of the offers and 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.
- 2.3 In November 2009 a group of community activists occupied the building unlawfully for over three weeks. During the occupation the group undertook works intended to make repairs to the building. This action resulted in significant media coverage with the request for community ownership of the site featuring on local television on a number of occasions and with various articles in the local press. In order to ensure the safety of the occupiers and to progress the marketing, a Court Order instructing the group to vacate the building was issued and the group was evicted from the site on 2 December. This action resulted in the Council incurring legal costs which were awarded against the individuals responsible who had made arrangements to pay back the Council at a monthly rate prior to the Area Committee's request to waive the costs. Details are provided in the confidential appendix 3 of this report.

### 3.0 The Formal Submissions

Invitations to tender for purchase of the building were advertised in December 2009 following vacation of the building by the trespassers, with a closing date for their receipt of 18 January 2010. The tendering approach was selected in order that this long standing issue could be brought quickly to a close, because it can commit the tenderer to a binding contract that allows completion of the sale to take place within 56 days following its acceptance by the Council. Two tenders were received on this basis by the deadline. One of these also had a further informal offer attached. One additional non-monetary offer was also received. Details of financial offers received are set out in confidential appendix 3 to the report and are summarised below as Company A, Company B and the RPCC.

3.1 **Company A** - Company A submitted a formal tender and was one of the previously interested parties considered by the Board in October 2009. If accepted by the Council, the sale would be contracted to complete 56 days after notification. The tender was submitted in support of a proposal that provides a combination of community and commercial uses.

3.1.1 Company A is a very recently registered investment company created solely for the potential purchase and development of the Royal Park School. The company's two directors are Leeds based, one of whom is based in Leeds 6, and both have a background of supporting local communities and charities.

3.1.2 Their proposal is to refurbish the building to provide a variety of community uses including:

- Youth clubs
- Community groups
- Nursery
- Recreation activities – gym, sports clubs etc
- Office space
- Conference room
- Educational use
- Debt counselling
- Possible library relocation
- Small business set up units

3.1.3 The timetable for the works, which would be phased, is two years in line with the conditions of the tender.

3.2 **Company B** - Company B submitted the second formal tender. It was submitted in support of a proposal to refurbish the building to provide mainly residential accommodation with some commercial uses. If this tender is accepted by the Council, the sale would also be contracted to complete 56 days after notification.

3.2.1 The company is owned by a former local resident and partner who have been purchasing and developing property for over 30 years. The company has a portfolio of over 80 properties, both residential and commercial. The company has been refurbishing its portfolio and lets to a wide range of tenants including professionals, students, families and housing benefit tenants. A company in the same ownership operates as local property letting agents.

- 3.2.2 The proposal is to refurbish the school to provide between 33 and 35 residential and commercial units, the majority being residential. Commercial units would be located on the ground floor and in the basement. The timetable for the refurbishment works, which would be undertaken in phases over two years, in line with the conditions of the tender.
- 3.2.3 Planning consent would need to be obtained for a change of use for residential purposes, but the tender is not conditional upon the granting of planning permission. The principle of conversion of this building to residential use is acceptable in planning policy terms to the Council as planning authority, but detailed consideration would be required in respect of housing mix and student accommodation and this is not within the jurisdiction of the Executive Board.
- 3.2.4 The proposal does not go into detail about intended occupiers, but the developer has indicated that the units will be self contained and have a range of bedrooms per unit, which would be suitable for both student and professional lettings. Given the proximity of the city's universities, it is considered likely that the development would appeal to the student population. Notwithstanding the previous desire not to sell the building for student accommodation purposes, in order to seek viable uses to support the restoration of the building Executive Board agreed, that the Council in its role as vendor, would not seek to restrict the uses of the building.
- 3.3 Company B also submitted a reduced conditional offer on the basis of community benefit reflecting the lower income derived from inclusion of business start up units within the scheme in addition to residential accommodation.
- 3.3.3 The offer is not too detailed in terms of the project that would take place. The upper floor would still be used for residential accommodation, but the ground floor hall and basement would be converted into starter workshops at flexible and reduced rates to help people in the local community start their own trades. This proposal would be subject to the same planning issues as detailed at 3.2.3 above, except that the offer is not contractually binding and is therefore likely to be subject to the grant of a satisfactory planning consent and other matters.
- 3.3.4 The company has stated that this offer has been submitted on the basis that the proprietor grew up in the local area for twenty years and has kept very close ties to the area. This proposal would lead to a reduction in rental income for the company so the amount offered to the Council has been reduced accordingly. The company director indicated that he would be amenable to community use as an alternative to business start-ups if desired by the Council, which is the subject of further consideration below.
- 3.4 **Royal Park Community Consortium** - RPCC submitted a non-monetary offer outside the terms of the tender. This proposal resubmits the previous request for an exclusivity agreement, now for a minimum of 12 months for fundraising, which if successful would be followed by the granting of a lease of at least 21 years at nil rent on the basis of a community asset transfer to refurbish the buildings for use by the local community. The proposal is set out in the form of a much more detailed business plan than previously. It sets out the rationale for the project on the basis of community empowerment and social value of the activities proposed.
- 3.4.3 RPCC is a company limited by guarantee managed by a core group of local residents. The company's purpose is stated as 'to use the premises of the former Royal Park

Primary School, Queens Road, Leeds LS6 1NY to make available affordable space to house local community groups and provide other resources and activities which are beneficial to residents living in the Hyde Park area.'

- 3.4.4 The proposal sets out a series of refurbishment works over four phases. The first three phases aim to be completed within the two year timescale required by the conditions of the tender. At this stage the building will be open for use and will have been refurbished to a basic standard. The business plan is in the public domain and a cost of £182,000 has been estimated for the refurbishment works, which includes professional labour costs but excludes the value of volunteer work upon which much of the refurbishment work relies. Ambitious and expensive environmental sustainability features are proposed but those costs are also dependent upon extra fundraising. Phase four of the scheme, outside the refurbishment timetable, proposes some internal remodelling of the ground floor space for greater flexibility.
- 3.4.5 Funding for the initial works will be provided by a private interest bearing loan of £100,000 from a member of the RPCC. Further works are subject to a variety of grant funders. One application has been submitted so far to the Community Builders fund and a schedule of potential grant funding agencies is listed. Income assumptions are set out in the business plan, excluding reliance on grants with a view to long term sustainability.
- 3.4.6 The project, once all four phases are complete, would provide a facility for community uses including:
- Social enterprise workspace
  - Community workshop space
  - Classroom space – overspill from local schools, before and after school clubs
  - Affordable workspace/studio space
  - Creche
  - Community Café
  - Gym and sports hall
  - Theatre and dance studio
  - Weddings and functions
  - Rehearsal room for local bands/musicians
  - Gallery space
  - Market space
  - Alternative therapy centre
  - Prayer space
  - Garden area
- 3.4.7 RPCC has also considered two less preferred alternative options for the building:
- Leasing part of the building from the Council and jointly seeking funding for its restoration. The Council, however, has already indicated that it has no operational or investment proposal for any part of the building.
  - Partnership with a commercial enterprise willing to lease part of the building for community uses. Officers agree with RPCC that issues of legal security of tenure and affordability of rentals make this option difficult to deliver.

## 4 Community Partnership Options

- 4.1 Both commercial organisations indicated in their submissions that they would be amenable to letting some of the space for community purposes and the Community Consortium's business plan also offered the opportunity for such discussions if its primary request for exclusive use is not supported.
- 4.2 With regard to availability of community facilities in the local area, the Area Management Service advises that in its opinion there is sufficient range to cope with most demand and that some of these are receiving ongoing financial support from the Council. In the immediate area, community space is available to all at the Burley Lodge Centre, Woodsley Road Community Centre and Cardigan Centre which have been provided or enabled by the Council. Other local community space is available at the Swarthmore Centre, Park Lane College, local schools and places of worship. Slightly further afield but still within the Inner North West Area, community space is available at Headingley Community Centre, Woodhouse Community Centre, Kirkstall Leisure Centre, the West Park Centre and other local schools and places of worship. Considerable investment is also shortly to be made by the Council in new community facilities about one mile away through the Headingley Development Trust's refurbishment of the former Headingley Primary School.
- 4.3 Notwithstanding this point, it is also recognised that there would be important community empowerment and cohesion benefits if the Consortium is allowed to test the development of a community facility on a more limited scale and consequently with more realistic financial targets. If Executive Board is minded to support this sale and partial leaseback approach, approval to use of the Council's statutory Well Being powers to dispose of property at 'less than best consideration' will be required.
- 4.4 Therefore in order that partnership options can be fully considered by Executive Members without further delay, officers have opened discussions with each party to explore the potential for a community partnership. Revised offers have been invited on the basis of a reduced capital receipt for the freehold sale and refurbishment by the developer, followed by a leaseback of defined space to the Council at nil rent for subletting to the Community Consortium. A number of safeguarding conditions for the Council have been built in if fundraising is ultimately unsuccessful or if the RPCC ceases to operate successfully.
- 4.5 Informal offers on this community partnership basis have been received from both commercial organisations along with a response from the Community Consortium. As mentioned above an analysis of the offers is made in table B of confidential appendix 3 on the basis of the Council's community asset transfer evaluation framework, which balances the following key considerations to be taken into account for such proposals. These are the essential elements of a project for it to become successful and for officers to look at in detail before a proposal can be recommended:
- Achievement of Council strategic objectives
  - Sponsoring Service evaluation
  - Business Plan
  - Organisational evaluation



- Financial evaluation
- Asset evaluation
- Overall summary

4.6 These offers include the option for the landlord to acquire the residue of the lease from the Council should the community group cease to use the property for more than three continuous months.

4.7 The community partnership offers of both companies which have been submitted on this basis are as follows :

4.8 **Company A** - Company A has submitted an offer, but rather than let the ground floor for community use the proposal is to let 50% of the main building space over both the ground and first floors. The company requires some of the ground floor space for its own plans. Should the building be dividable on a 50% basis this would provide approximately 940 sq m of net space for community use over two floors.

4.9 **Company B** - Company B has submitted three alternative options, as shown in the plans at appendix 2, in addition to its first option to use the whole of the building under the formal tender. Each further option gives additional amounts of space for community use. As one would expect, the amount offered for the freehold declines with the greater the space given for community use.

- Option 1 is the formal tender submitted for use of the whole building and includes no community space;
- Option 2 would allow the basement and ground floor hall space only to be used for community use, plus the stairwell to the basement and private access. This would provide a total of approximately 510m<sup>2</sup> of space for community use;
- Option 3 would allow the basement, ground floor hall, the kitchen and the rooms at rear of the building to be used for community use plus the stairwell to the basement and private access. This would provide a total of approximately 861m<sup>2</sup> of space for community use;
- Option 4 would include all of the space detailed in option 3 plus three rooms at the front of the building. This would provide a total of 1,048m<sup>2</sup> of space for community use.

## 5 Option Appraisal

Options for disposal of the property have been appraised on the following three bases, details of which are to be found in the confidential appendix 3:

5.1 **Formal tenders for sale of the whole building** - If the Executive Board wishes to sell the property and see it restored as soon as possible for a sustainable use at best consideration, officers recommend that the formal tender from Company B is accepted for subsequent completion of the sale within 56 days and the tender from Company A be declined.

**5.2 Community use of the whole building** – the RPCC has requested a 12 months exclusivity period for fundraising, leading to a community asset transfer through a 20 year lease at a peppercorn rent. Officers have examined the RPCC proposal set out in their business plan. In summary the officer view is that the business plan has developed significantly however there are two principal aspects that remain unresolved and subject to relatively high degrees of risk. These aspects are:

- Fundraising for the full level of refurbishment required for this large property
- Revenue viability of the business plan over the medium and longer term

Ultimately the ability of RPCC to deliver their scheme could only be determined by the Council agreeing to their request. However, given the degree of risk and uncertainty, it is not recommended in this form.

**5.3 Community use of part of the building** - through leasing part of the building rent free from the Council. This would be on the basis that the freehold is sold to the developer at a price which reflects the cost of leasing part of it back to the Council at no cost. If the RPCC is successful with fundraising and the organisational arrangements within 12 months, the internal area agreed for community use would be sub-let to them. The developer would refurbish the exterior of all the building and the commercial part of the interior in the first year and the RPCC would refurbish its own internal area later. If the RPCC not successful in fundraising etc, the space would be sold to the developer on agreed terms. Variable amounts of space for community use are available under these partnership options, :

- Option 2 Ground floor hall and basement only – likely to be too small
- Option 3 Ground floor hall, rear rooms and basement – if Executive Board is supportive of the RPCC’s objectives, this option is recommended by officers as providing sufficient community space, while allowing the developer to have control of the visible ground and first floor frontage of the building as protection of his investment.
- Option 4 All ground floor and basement – likely to be unattractive to developer as less control over the building.

## **6 Demolition of the building**

6.1 This course of action was considered as one of six options as a last resort at the October Executive Board when it was decided to market the property instead. Officers’ advice at the time was that without an early disposal of the building there was no real alternative to demolition.

6.2 In order to preserve the fabric of the building and in response to concerns expressed from the local community, the Council has undertaken cost effective measures to make the building wind and watertight and will continue to secure it from unauthorised entry.

6.3 Because a number of offers have been received at a level that could be accepted it is unnecessary to further consider demolition at this time if a decision on the future of the building is made quickly. The risks entailed by the building standing empty for another year to allow fundraising remain.

- 6.4 Therefore, if the community partnership option is supported, the developer would take possession of the building and restore the external fabric along with their own areas, during which time the Consortium would be fundraising to refurbish the internal shell of the area which they would occupy. It is recommended that in such circumstances, the RPCC would only be permitted to take possession of the building when all the funding and approvals have been received to ensure that the project can be delivered and sustained.

## **7 Ward Member Consultation**

- 7.1 Inner North West Area Committee resolved at their December meeting “that the Royal Park Consortium and the community be congratulated on their efforts in saving the building and that the Council be requested not to pursue the costs associated with the recent Royal Park School court action from those interested parties without delay.” The property is in the Hyde Park & Woodhouse Ward but, at the time of the original Executive Board report, it was in the Headingley ward. Accordingly, Members for both Hyde Park & Woodhouse and Headingley wards have been advised of the proposals received.
- 7.2 Ward Members are not supportive of any proposal which would involve the demolition of the former school.
- 7.3 Ward Members have advised that their position is that the Council should look for an outcome that ensures the retention of the building and the maximum community use thereafter. They continue to support the aspirations of the RPCC and accept that the council needs to find a solution that ensures the sustainable use of the building.

## **8 Implications For Council Policy and Governance**

- 8.1 Notwithstanding the availability of alternative community facilities in the area already, it is clear that the level of support and determination which exists in the local community for taking on the project does engender the community empowerment and community cohesion elements which the Council seeks to deliver through the Harmonious Communities theme to the Leeds Strategic Plan.

## **9 Legal and Resource Implications**

- 9.1 The information contained in Appendix 3 relates to the financial or business affairs of the Council. It is considered that 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. 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.

- 9.2 From April 2009, the anticipated total cost of security and maintenance for the building is expected to be £21,500, including £11,300 spent on maintenance and repairs to the roof.
- 9.3 Well Being powers are afforded to the Council by section 2 of the Local Government Act 2000, which enables the Council to dispose of land and building for "less than best consideration" where:
- 9.3.1 The undervalue is £2,000,000 or less
- 9.3.2 The Council is satisfied that:
- a) The land is held under powers which permit it to be disposed of under the Local Government Act 1972;
  - b) The purpose for which the land is to be disposed is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of the Council's area or of any person resident or present in the area:
    - i) The promotion or improvement of the economic well-being;
    - ii) The promotion or improvement of the social well-being;
    - iii) The promotion or improvement of environmental well-being as set out in the Council's community strategy, which is the Leeds Strategic Plan.

The Council's Legal, Licensing & Registration Service advises that these criteria would have to be satisfied if Executive Board wishes to approve a disposal which is not at the 'best consideration' offer referred to at paragraph 6.2.1. In this event, Executive Board will need to authorise the Director of City Development to rescind the formal tender process and incorporate the necessary terms and conditions into the new sale and lease agreements to ensure that these 'well being' benefits are delivered in return for the reduced price payable.

## 10 Risk Assessment

- 10.1 There is a risk that, if the Council accepts the highest offer by tender, although the sale would be completed within 56 days, the purchaser may not obtain planning permission, resulting in delays in refurbishing the building. This is addressed through seeking to make sure that any purchaser has the required funds to complete the refurbishment.
- 10.2 If the Council does not accept the highest offer by tender, the use of Well Being powers will be required to sell at less than best consideration. This will require the negotiation of new terms of sale to ensure that the benefit of using such powers are delivered, which will delay the disposal. For this reason it is recommended that, if this option is approved, a deadline of 31 March is given:
- 10.2.1 to the purchaser for agreement of the main terms and conditions of sale and leaseback to the Council;

- 10.2.2 to the Consortium for agreement on the terms and conditions of the lease from the Council.
- 10.2.3 If this deadline cannot reasonably be met, it is recommended that the offer be withdrawn and disposal of the whole property be progressed as recommended.
- 10.3 There is a risk that, if the Council enters into a community partnership sale and leaseback at less than the best financial offer to allow community usage of the site, there may be further delays in obtaining finance while the property continues to deteriorate. There may also be insufficient demand at the relevant rent levels for such use from the community without continuing subsidy. The risk can be mitigated as set out in the attached letter dated 29 January 2010, that if the community consortium make insufficient progress in fundraising or cease its activities, the Council would have the right to terminate the sublease and sell to the landlord at a capital figure, agreed in advance and based on the current tender figures offered.
- 10.4 There is a risk that rent levels for some of the community uses proposed may be unaffordable. This can be managed by allowing alternative uses instead.

## **11 Conclusions**

- 11.1 The Head of Property Services confirms that in his opinion the tender from Company B represents the best consideration that can reasonably be obtained under Section 123 of the Local Government Act 1972 (or under the Housing Act 1985), even though it has been scored on the basis of 70% financial consideration and 30% business plan.
- 11.2 On this basis, if the Board wishes simply to sell the property and see it restored as soon as possible, officers recommend that the tender from Company B is accepted for subsequent completion of the sale 56 days later and the tender from Company A be declined.
- 11.3 Alternatively, if Executive Board decides to accept one of the other offers it will have to be under the Less Than Best Consideration policy which would require additional conditions to be placed of the purchaser offeror. Should this be the preferred course of action, Executive Board would have to give authority for officers to abandon the tender process and enter into one to one negotiations with the preferred purchaser.
- 11.4 Officers are mindful that there is support among the local community for the site to be transferred to the Royal Park Community Consortium for community purposes. However the Area Management Service has advised that there is already sufficient community provision in the area. Transferring the whole school for community use would lead to over 2,000 m<sup>2</sup> of community space being available and it is questioned whether a community project on this scale would be sustainable. Furthermore fundraising is still in its early stages and there is no guarantee that sufficient capital will be raised or sufficient income generated as an enterprise. Therefore it is recommended that the request from the Consortium for a lease of the building be declined.
- 11.5 However, if Executive Board is minded to support the provision of some community space in the building, the community partnership proposals detailed at paragraph 4.9 above would provide what is considered to be a deliverable and more financially sustainable solution. This would result in a full restoration of the building, a reduced

capital receipt and an opportunity for the Consortium to secure funding for a significant amount of community space. The scoring for these options shows the proposal from Company B to be the strongest, having taken all the community asset considerations into account.

- 11.6 Subject to Executive Board approval for the community partnership approach, the tender process will need to be rescinded and the Director of City Development be authorised to offer the freehold sale of the property to Company B. In these circumstances, Option 3 with a 25 year leaseback at nil rent for subletting for community purposes is considered to be the optimum balance between the capital receipt from the sale, the amount of community space to be created and the investment concerns of the purchaser. If agreement cannot be reached with the Consortium by 31 March on the terms for a sub-lease under option 3, the whole property to be offered back to Company B on the basis of their formal tender.

## **12 Legal Costs**

- 12.1 With regard to the legal costs which were awarded to the Council in the eviction case as described at paragraph 2.6 above, the Council has not yet taken action to recover its costs against the individuals who occupied the building during November, pending consideration of the following request.
- 12.2 Inner North West Area Committee resolved at their December meeting “that the Royal Park Consortium and the community be congratulated on their efforts in saving the building and that the Council be requested not to pursue the costs associated with the recent Royal Park School court action from those interested parties without delay.”
- 12.3 Officers recommend that this request be rejected on a number of grounds:
- 12.3.1 The costs reflect significant legal fees which the Council was obliged to incur through the courts in order to deal with the trespass. Members should note that there is no revenue budget provision for those costs and therefore if they are not collected, delivery of another service will be lost. Details of the costs are provided in the confidential appendix.
- 12.3.2 Without first evicting the trespassers, the property could not have been marketed as directed by Executive Board, nor would it have been possible to report back details of offers received at this time. The trespassers were seeking to frustrate the democratic process through which the Council operates.
- 12.3.3 Despite verbal and written warnings, the trespassers knowingly exposed themselves to health and safety risks within the building, for which the Council, as landowner, would have become responsible if an accident had occurred.
- 12.3.4 If the Council does waive the costs, there is a risk that the trespassers may repeat the action at another time, or other groups may be encouraged to take similar steps elsewhere.

## **13 Recommendations**

- 13.1 That Executive Board notes the various tenders and offers received and;
- 13.2 If Executive Board wishes to sell the property and see it restored as soon as possible for a sustainable use at best consideration, officers recommend that the formal tender

from Company B is accepted for subsequent completion of the sale within 56 days and the tender from Company A be declined or;

- 13.3 Alternatively, should Members of Executive Board wish to secure an element of community use in the building, it is recommended that the Council enters into one to one negotiations with Company B and RPCC on the basis that :
- 13.3.1 the Council disposes of the freehold to Company B at the figure offered under option 3;
  - 13.3.2 the Council leases back the ground floor elements of the building identified under option 3 (appendix 2 plan) and basement for 26 years at a peppercorn rental for community use;
  - 13.3.3 the Council seeks to conclude an agreement for lease for a twelve month period with RPCC to enable them to conclude their fundraising and organisational arrangements prior to taking occupation of the space provided under a 25 year lease at a peppercorn rental under less than best consideration powers for community use;
  - 13.3.4 the Council agrees the heads of terms for the sale and leaseback with Company B and for the underlease with RPCC by 31 March 2010.
  - 13.3.5 If terms cannot be agreed with RPCC by 31 March 2010, or should RPCC fundraising fail to meet their obligations under the agreed heads of terms, then the community space shall be disposed of to Company B on terms to be approved by the Director of City Development.
- 13.4 That Executive Board notes the proposal from Inner North West Area Committee to waive the legal fees awarded against the individuals who trespassed on the site, but it is recommended that this proposal is rejected and that payment of the fees be required as per the Court order.

**Background papers:**

City Development (Strategic Asset Management Service) file

Environment & Neighbourhoods (Area Management) file



**Royal Park Community Consortium**  
**Care of Mr J Lawrence**  
By email

**Strategic Asset Management**  
The Leonardo Building  
2 Rossington Street  
Leeds LS2 8HN

Contact: John Ramsden  
Tel: 0113 247 8844  
Minicom: 0113 [000] [0000]  
Fax: 0113 [000] [0000]  
john.ramsden@leeds.gov.uk  
Your reference:  
Our reference: JNR/AMSU  
29 January 2010

**Without Prejudice and Subject to Contract**

**Dear Mr Lawrence**

**Former Royal Park School – Partnership option**

Thank you for submitting the business plan for a community asset transfer proposal on behalf of the Royal Park Community Consortium, which was received on Monday 18 January. The tenders have been opened and a report setting out the options will be considered by the Council's Executive Board on 10 March for a decision, after which you will be advised of the outcome as soon as possible.

It is noted that the RPCC business plan indicated that a partnership approach with either the Council or a commercial concern would be acceptable in principle. This letter is to inform you that other parties who submitted tenders for the purchase of the property have indicated that they would be interested in making space available within the building for community purposes on terms to be agreed. Therefore, while not dismissing their original tenders at all, or indeed your own preferred solution, I have obtained figures from them for an alternative option which would not only secure the restoration of the building, but also incorporate community use on terms which is much more certain and affordable than .

Whilst this arrangement lies beyond the scope of what the Executive Board has asked me to do, it is my intention to report that this option exists as an alternative if the Council decides to offer it, subject to detailed agreement with both the selected developer and the RPCC. However before doing so, please let me know whether the following arrangements would be acceptable to RPCC.

Broadly the outline terms would be as follows:

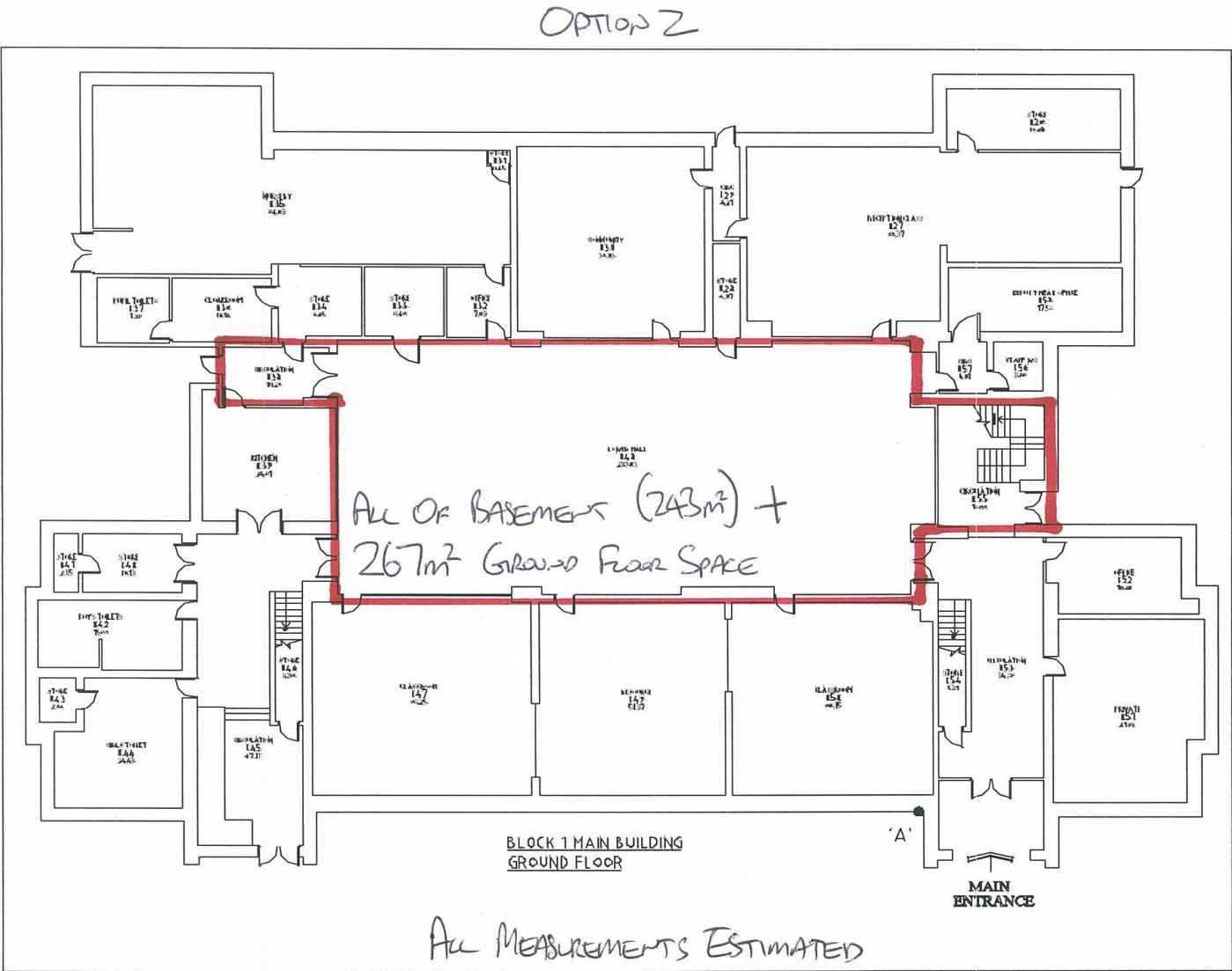




1. Freehold sale of the property to a developer at a 'Reduced Price' reflecting the following :
2. Parts of the main building and caretaker's house to be available to the developer / landlord for their own income earning scheme proposals;
3. Leaseback to the Council of optional areas of the ground floor and all the basement on a 25 year lease at a peppercorn rent for community related uses and within hours to be agreed;
4. Council to grant a 12 month option to a properly constituted community group for fundraising and planning purposes, with subsequent grant of a 25 year lease at a peppercorn rent dependent upon:
  - 4.1. Establishment of the organisation as a Development Trust and other organisational requirements to be agreed;
  - 4.2. The provision from a certified accountant of evidence that all necessary capital funding for the sub-tenant's refurbishment scheme has been secured;
  - 4.3. Demonstration through market research and funding agreements, to be supported by the national Asset Transfer Unit, that a sustainable income stream can be generated by the enterprise to cover all running costs to break-even within three years without recourse to revenue grant assistance from the Council;
  - 4.4. Securing building regulations, planning permission if necessary and all other consents necessary to carry out the refurbishment and subsequent running of the community activities;
  - 4.5. Securing developer/landlord's consent, not to be unreasonably withheld, and Council consent as immediate landlord, to the sub-tenant's refurbishment proposals.
5. The community group to provide the Council with quarterly progress reports towards achieving the consents set out in paragraph 4 above during the option period and if insufficient substantive progress has been reached within the 12 month option period, the Council will surrender its own lease to the developer /landlord on prior agreed terms. The Council may consider extending the option period by a maximum of 6 months in order to accommodate approval timetables of major funding bodies;
6. Possession of the property to the sub-tenant will be granted only following grant of the lease
7. Developer / landlord to be responsible for completion of refurbishment within two years. It is hoped that the external refurbishment works will be completed before grant of the sub-lease;
8. Developer / landlord to be responsible for subsequent maintenance of the structure, external fabric of the whole building, caretaker's house and allocated parts of the yard and garden, separation of utility supplies / services, internal parts of the building referred to in para 2 above without any recharge;

9. Landlord's service charge to cover cleaning / maintenance of any internal common access areas, shared external areas and a proportion of buildings insurance;
10. Exclusive parking and garden areas to be agreed
11. Upon grant of its 25 year lease, the sub-tenant to be responsible for completion of internal refurbishment of the allocated ground floor area and basement within two years, including internal utilities / services, heating, sound and thermal insulation and external windows and doors to a standard to be approved by the developer/landlord;
12. Sub-tenant to be responsible for maintenance of the internal fabric of the ground floor area and basement, glass in external windows / doors, internal and external decoration, allocated yard and garden areas, separation of utility supplies;
13. Sub-tenant to enter into a service level agreement with the Council setting out minimum levels of social value through defined community activities in return for the capital subsidy made by the Council through the peppercorn rent.
14. The Council to have the right to forfeit the lease in the event that the community group ceases to comply with the terms of a service level agreement with the Council or ceases to operate.
15. Developer/landlord to have first refusal (an option) to acquire residue of the lease on prior agreed terms in the event that the community group ceases to operate.

John Ramsden  
Executive Manager (Strategy)  
Strategic Asset Management  
Leeds City Council



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Development Department  
**Architectural Design Services**  
 Adams Court, Adams Terrace, Leeds, LS12 1DB  
 LEEDS CITY COUNCIL. Tel: (0113) 247 6566 Fax: (0113) 247 6462

PROJECT  
**Royal Park Primary School**

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DATE  
 28/04/04

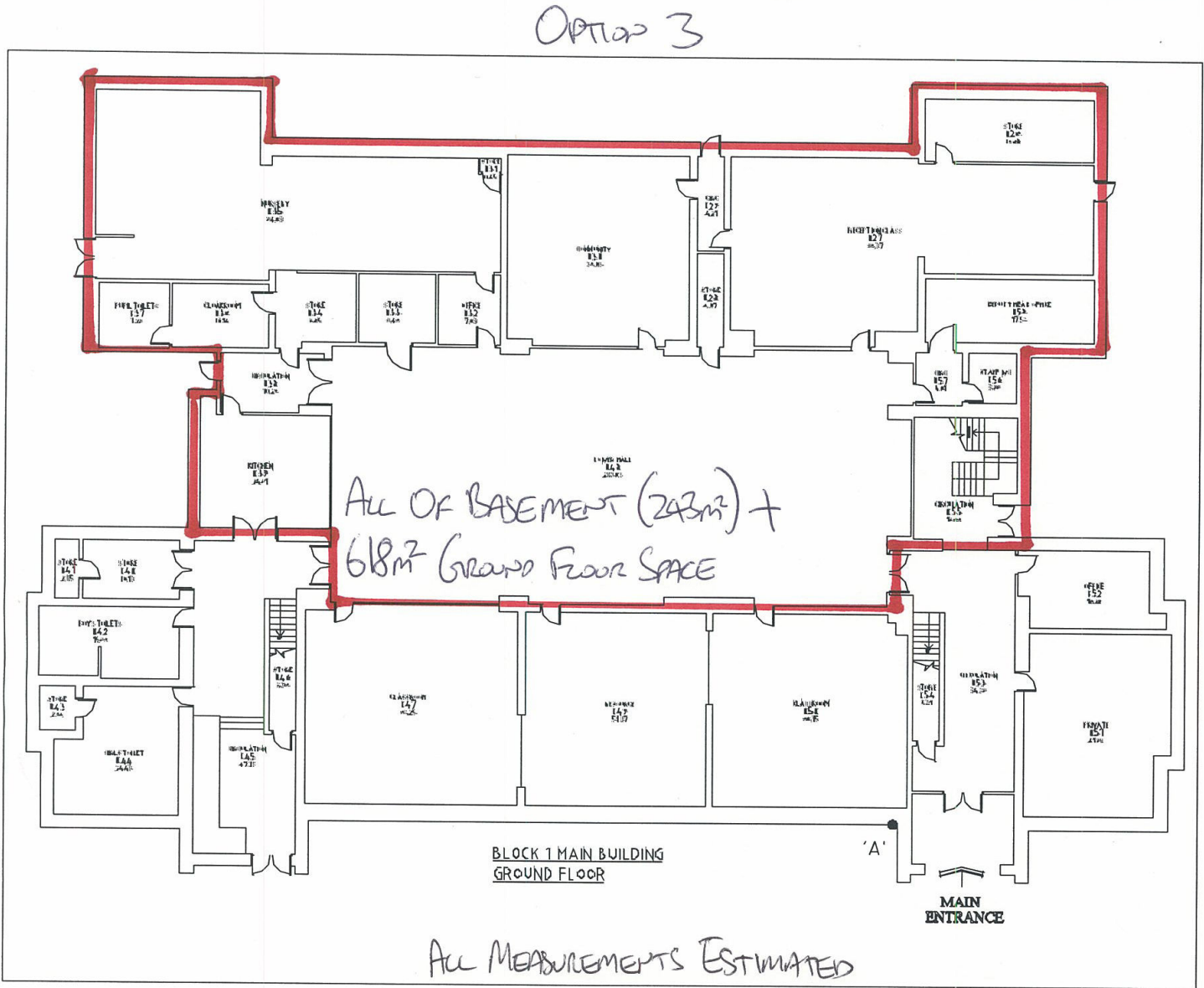
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PROJECT  
**A.M.I.P. - Ground Floor Plan**



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Development Department  
**Architectural Design Services**  
 Adams Court, Millers Terrace, Leeds, LS12 1DB  
**LEEDS CITY COUNCIL** Tel: (0113) 247 6555 Fax: (0113) 247 6462

PROJECT  
**Royal Park Primary School**

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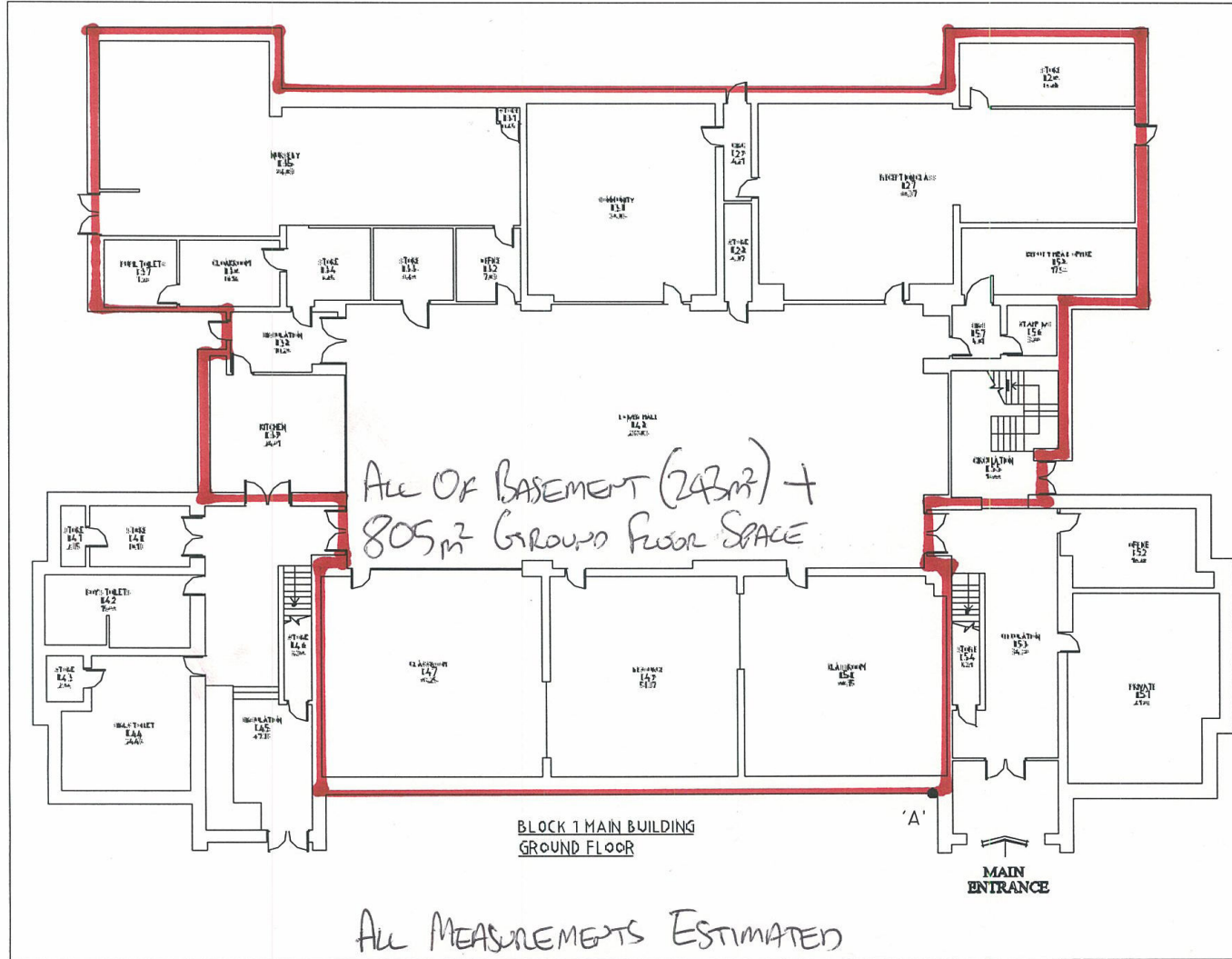
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OPTION 4



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Development Department  
**Architectural Design Services**  
 Address: Coura Kiskadee, Terrace, Leasda, L512 1DB  
 LIFFORDS CITY COUNCIL Tel: (0113) 247 6566 Fax: (0113) 247 6462

PROJECT  
 Royal Park Primary School

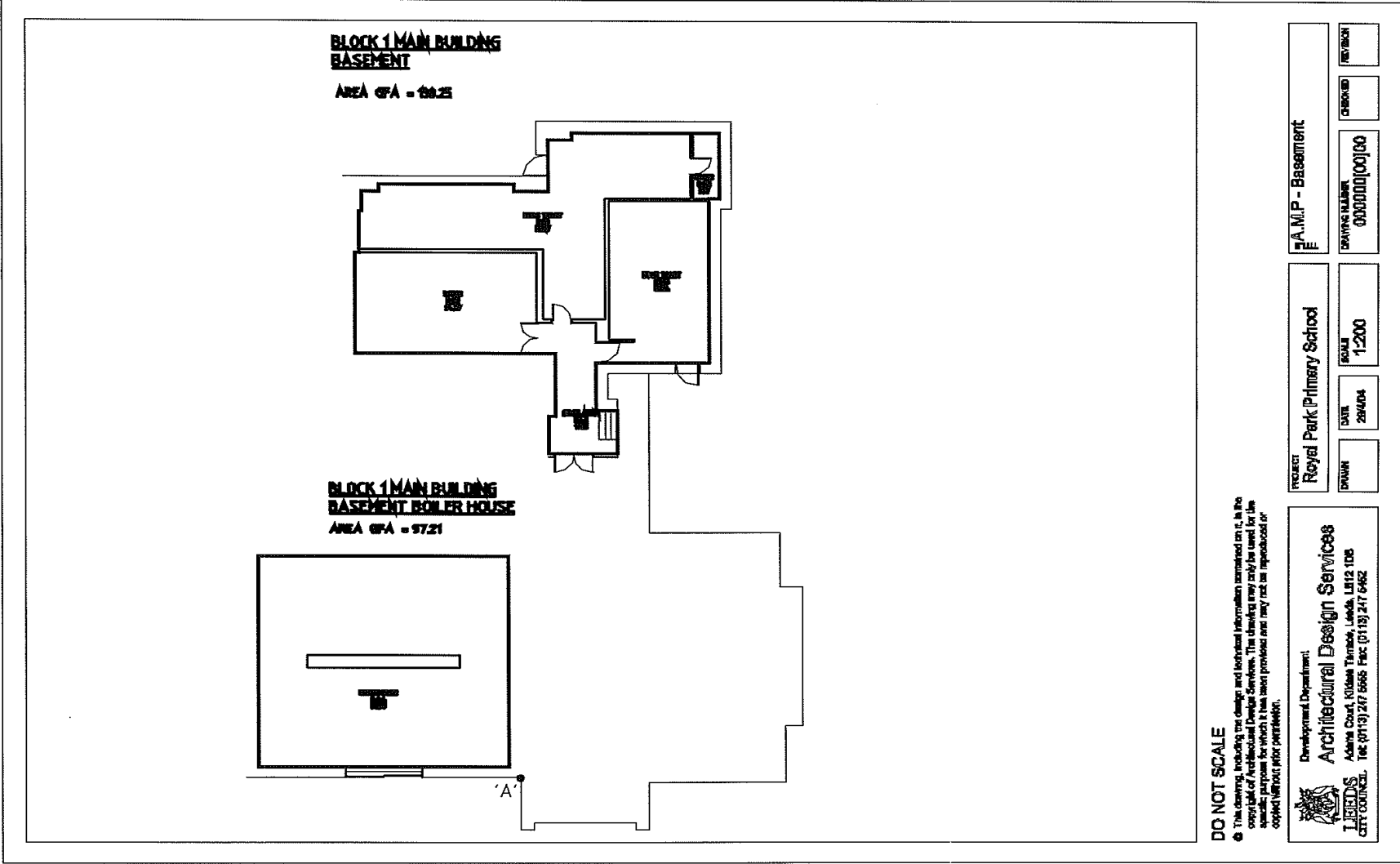
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PROJECT  
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**Not for Publication: Appendix A and B of this report are Exempt/Confidential under Access to Information Procedure Rules 10.4 ( 3 )**

**Report of the Director of City Development**

**Executive Board**

**Date: 10 March 2010**

**Subject: Large Casino Licence**

**Electoral Wards Affected:**

Not known

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)

**Exemption**

Appendix A & B to this report are confidential as it is considered that their disclosure at this stage in the Large Casino licence application process would be prejudicial. The public interest in maintaining the exemption in relation to this document outweighs the public interest in disclosing the information by reason of the fact that it contains information relating to financial and business affairs of the Council which, if disclosed may prejudice the development of the Casino project and may adversely affect the business of the Council.

**EXECUTIVE SUMMARY**

This report provides Members with an update on the process which the Council will need to undertake to move forward with the awarding of the Large Casino Licence. The Council was granted the statutory authority to award a Large Casino Licence after the submission of a successful bid to Government in 2006. The bid provided a broad overview of the approach that the Council would adopt in the awarding of the licence, but in order to move forward it is now important that the aims or objectives of the project and the expected benefits accruing are more particularly identified. Within this report, officers have proposed the 3 objectives of securing a positive and significant economic impact, the maximisation of a financial return to the Council and that any financial return accrued will be used to facilitate the delivery of projects in support of the Narrowing the Gap agenda. If Members support this approach, it is proposed that these will be reflected in a 'Statement of Principles', which will be developed and incorporated into the Council's Gambling Policy via the budget and policy framework.

The structure of the application process with a proposed indicative timetable is provided along with the resource implications which include the use of professional advisors to act as an Advisory Panel to evaluate the bids received. Authority is sought for the Director of City Development and the Assistant Chief Executive (Corporate Governance) to move forward with the process.

## **1.0 Purpose of this Report**

1.1 The purpose of this report is to provide Executive Board with a progress update on how the process for the awarding of the Large Casino Licence is being moved forward and to identify:

- proposed objectives for the project
- the structure of the process going forward
- the approach to managing the resource implications of the licensing process
- the approvals required to move forward with the licensing process
- the proposed timetable for the project

## **2.0 Background Information**

2.1 As has been previously reported, the Council now has the statutory authority to licence one Large Casino. This resulted from the bid submitted by the Council in 2006 to the Government's Casino Advisory Panel. The making of the bid was considered and approved by Executive Board in March 2006 (Minute 241 refers). The bid provided a broad overview of the approach that the Council would adopt in awarding the Licence including the establishment of a Social Inclusion Fund.

2.2 The Government decided not to progress any proposals for a Regional (Super) Casino. Consequently, the Large Casino Licence is the largest casino licence that can be granted in the UK. In total eight local authorities have been given the statutory powers to award a Large Casino Licence. In addition to Leeds they are Newham, Great Yarmouth, Hull, Middlesbrough, Milton Keynes, Solihull and Southampton. In the context of the above, Leeds is in a somewhat unique position as the only Core City to have obtained the statutory power to grant a Large Casino Licence. This may result in Leeds being one of the more sought after licences to secure.

2.3 Accordingly officers have considered Leeds' position with a focus on how the casino licence can provide economic benefits to Leeds and support the Narrowing the Gap agenda. This core strategy is reflected in the 3 objectives outlined at 3.1.2 below.

## **3.0 Main Issues**

### **3.1 Objectives for the Project**

3.1.1 In awarding a licence for a Large Casino, the legislation requires the Council to determine which of the competing applications would, in the authority's opinion, be likely if granted to result in the greatest benefit to the authority's area. In this report that statutory test will be referred to as 'the greatest benefit test'.

3.1.2 In determining how the Council should move forward with the awarding of the Large Casino Licence, it is of paramount importance that the Council is clear about the

rationale for its involvement, the objectives for the project and the expected benefits that will accrue to the City.

3.1.3 Building on the original submission officers have identified the need to more clearly define the Council's motives and objectives for the project. Furthermore, if the Council is not clear about what it is trying to achieve through the licensing process then there is the potential that a sub-optimal outcome will be achieved. Accordingly, to give some definition to the Council's rationale for the project, it is proposed that, the following objectives are adopted for the project:

- **Economic** - To secure a positive and significant economic impact for the local economy through the provision of a Large Casino in Leeds
- **Financial** – To seek to maximise the financial return to the Council, and
- **Social** - To use any financial return accrued to facilitate the delivery of programmes and projects that support the Council's Narrowing the Gap agenda, for the benefit of the Leeds area.

3.1.3 Ultimately the objectives outlined above will be reflected in a 'Statement of Principles' which will be incorporated, in due course, into the Council's Gambling Policy, to be approved by full Council following the budgetary and policy framework rules. This Statement of Principles will be the key document that will outline the Council's overall approach to the awarding of the Licence. It is therefore important to establish the objectives which will underpin the Statement of Principles and in turn informs the structure of the process through to the delivery phase and the structure of the competition.

3.1.4 As part of the Council's original submission to the Government it was proposed that a Social Inclusion Fund be established which uses the proceeds, raised through the awarding of the Large Casino Licence. This fund, which would be managed and administered under the guidance of the Council, would be used to finance programmes and projects that would provide benefit to the people of the Leeds area, with a focus on the Narrowing the Gap agenda.

## **3.2 Structure of the Licence Process**

3.2.1 The Gambling Act 2005 sets out a two stage application process including an exercise whereby competing applicants will attempt to show how their proposal will result in the 'greatest benefit' to the area. The Act outlines the general process to be followed, which has some similarities to a competitive dialogue procurement. However, the complexity of the process is dependent on how it is applied in detail and the approach adopted by the Council. For this reason it is proposed that the Council seeks to develop a relatively straightforward process that facilitates a timely and well executed project that is focussed on delivering the objectives agreed.

3.2.2 The Act assumes that the licence will be highly sought after and that authorities will receive multiple applications. For this reason the Act sets out a detailed two stage selection process.

3.2.3 Stage 1 is a routine licence application, similar to the process every gambling premises licence is subjected to. In effect applicants will need to demonstrate that they are fit and proper organisations to hold the Large Casino Licence. It is expected that most, if not all potential operators of the Large Casino Licence will be established in the Casino market and will pass through this stage. Each operator

may object to other operators. This is also the part of the process where the statutory objectives in the legislation will be considered and where the public and agencies have the right to raise relevant representations about the application. Any representations may result in sub-committee hearings in the normal manner. Adverse decisions can be appealed to the Magistrates Court. This process should take 60 days however any appeals lodged will extend this process. Stage 2 cannot commence until all Stage 1 appeals have been determined. Dependant on the number of applicants that pass Stage 1 there is no limit to the number of participants at Stage 2.

- 3.2.4 Stage 2 is the application of the greatest benefit test. There are some similarities within the licensing process to a tender process, where each operator will be asked to demonstrate how their bid would result in the greatest benefit to the area. The legislation allows the authority to enter into a written agreement with the winning applicant or to attach conditions to the licence to secure the proffered benefits.
- 3.2.5 The application pack contents are defined under the Act and will be in the form and manner as prescribed by the application regulations, no other information may be included. The pack will contain a statement of the procedures that the licensing authority will follow, the Statement of Principles, the date that a decision will be made and any other information that the licensing authority considers appropriate and which will include the scoring matrix that will be applied to applications and any communications procedures. It should be noted that Stage 1 & Stage 2 submissions will have to be kept totally independent of each other. It should also be noted that if there is only one applicant for the licence at Stage 1 then there will be no requirement for a Stage 2 process and thus no prospect of securing any benefits (financial or socio-economic) for Leeds through the licensing process.
- 3.2.6 Stage 2 submissions will need to show how applicants will secure the greatest benefit to the local area as identified through the objectives agreed and detailed in the approved Statement of Principles. Consequently, the Statement of Principles sets the framework for the competition and needs to be consistent with the development of the detailed scoring matrix for assessing applications. Essentially the current thinking is to split the evaluation into 4 areas, these are as detailed in Appendix A.

### **3.3 Timetable**

- 3.3.1 An outline indicative programme has been developed which indicates the process herein and in particular the approvals required that relate to the Gambling Policy and the roles of Full Council, Executive Board, Licensing Committee and Scrutiny. Arranging all of the governance requirements in a seamless way is going to be challenging and therefore the process will inevitably take a certain period of time as outlined below:

- |  |                |
|--|----------------|
| • Pre project set up and planning                                      | January '10    |
| • Draft Statement of Principles  | February '10   |
| • Preparatory work for advisory panel                                  | February '10   |
| • Executive Board approval   | March '10      |
| • Set up Project Board/Advisory Panel                                  | April '10      |
| • Complete the Statement of Principles                                 | June '10       |
| • Scoring matrix and content of application pack                       | June - Nov '10 |
| • Revised Gambling Policy<br>(incorporating Principles) Scrutiny Board | June '10       |

“	Executive Board	June ‘10
“	Full Council	June ‘10
“	Public Consultation	August – November ‘10
“	Scrutiny Board	January ‘11
“	Executive Board	January ‘11
“	Full Council	January ‘11
•	Publish & advertise new policy	February ‘11
•	Advertise competition	February ‘11
•	Stage 1 process	May - July ‘11
•	Stage 2 process	Aug - October ‘11
•	Licensing Committee determine Stage 2	November ‘11
•	Issue licence	December ‘11

It is to be noted that these dates do not allow for any legal challenges that might occur during the policy, Stage 1 and Stage 2 processes.

#### **4 Implications For Council Policy And Governance**

- 4.1 The Council must approve a Statement of Principles as part of the Gambling Policy which will set out in some detail how the Council will seek to approach the licensing process. The revision of the Gambling Policy will be approved by full Council following the budgetary and policy framework rules. The legislation also requires a public consultation on the policy which will be considered by the Scrutiny Board and the Executive Board before the matter is referred to Council.
- 4.2 With regard to the licensing process itself, the legislation states that the functions under Part 8 of the Gambling Act 2005 relating to premises licenses, including casino premises licenses, are all delegated to the Licensing Committee of the Authority. Consequently, the governance of the licensing process and the subsequent award of the licence itself falls to the Licensing Committee.
- 4.3 This report seeks the approval of the Executive Board to move forward with the process in the manner outlined within the report. That approval is a matter for the Executive Board notwithstanding that approval of the revised Gambling Policy and the licensing process itself are matters for full council and the Licensing Committee respectively.

#### **5 Legal And Resource Implications**

- 5.1 To be able to achieve the maximum benefit for the area it will be necessary for the Council to enter into a licensing process which will require input at specific points from a number of service areas and potentially professional advisors. In developing a structure to complete the process it will be necessary to give consideration to the following:-
- That the licensing process will be a bespoke process which is based on, but not identical to a competitive dialogue structure
  - The competitive dialogue process can be very time and resource intensive and needs to be managed to a disciplined structure and time table
  - The level of interest that will be generated through the licensing process may prove to be high with interest from a number of parties, all of which may have to be involved in the dialogue process at Stage 2.

5.2 Taking into account the above and given the nature of the industry, the preference is that an external group of advisors are involved in some form. However, in view of budgetary constraints it is proposed to limit this to the minimum and seek to use internal resources where the appropriate skill sets and capacity is in place. Areas where potential additional support may be required includes:-

- The production and content of the bid documentation.
- The application process at Stage 2 .
- The evaluation of the bids for submission to the Licensing Committee.

It is envisaged that the overall project management and licensing statutory processes will remain the responsibility of City Development and Legal, Licensing & Registration.

5.3 The details relating to the financial considerations in respect to the resource implications are highlighted at Appendix B.

## **6 Risks**

6.1 A key risk is that of legal challenge from the gaming industry. It is routine for businesses to submit representations against other businesses, and to lodge appeals when decisions are awarded against them. There is also a heightened risk of challenge by way of judicial review from unsuccessful applicants given the potential benefits to the successful applicant and the limited number of licences awarded across the country. To ensure that this risk is managed, consideration has been given to the use of professional advisors to act as an Advisory Panel and to evaluate the bids received.

6.2 There are a number of other risks which should be highlighted before this approach is agreed

- If the Council only receives one application for the licence then it will be bound to grant that licence if the applicant was successful at Stage 1 of the process. There would be no Stage 2 and thus no prospect of securing any of the benefits discussed above or offsetting any of the costs through licence fees or capital or percentage of yield payments.
- There is a risk of none delivery of the project for example if the Council decides that it is not appropriate to continue the competition because the benefits that will be accrued are insufficient. However work will already have been undertaken on the project and the costs of that would then need to be met from the corporate contingency.

## **7 Conclusions**

7.1 The Council has the statutory power to grant a Large Casino Licence and with a view to the Council moving forward, consideration needs to be given to the outcomes that the Council is seeking. With that in mind it is proposed that the focus of the award of a Large Casino Licence centres on the Narrowing the Gap agenda and seeks to secure economic and social benefits for the area through the financing of a Social Inclusion Fund.



## **8 Recommendations**

- 8.1 Executive Board is asked to note the report and to authorise the Director of City Development and the Assistant Chief Executive (Corporate Governance) to move forward with the process which will lead to the award of the Large Casino Licence; on the basis of the:
  - 8.1.1 Objectives detailed in the report and the confidential Appendix A
  - 8.1.2 The draft timetable presented
  - 8.1.3 The resource implications identified in the confidential Appendix B.

### **Background Papers**

None

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Originator: Francis Linley

Tel: 3481704

## Report of the Director of City Development

### Executive Board

**Date: 10 March 2010**

**Subject: Submission of the Transport and Works Act Order application for the New Generation Transport (NGT) Scheme**

#### **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**

This report provides an update on the current position on the proposals for a high quality public transport system in Leeds. It provides details of the next key stage of the project – the submission of the Transport and Works Act Order and associated applications to the Secretary of State for Transport, and seeks approval for these applications to be made in June 2010.

## **1.0 PURPOSE OF THIS REPORT**

- 1.1 To seek approval for the submission of the Transport and Works Act Order (TWAO) application and associated Planning and Highway applications for the New Generation Transport (NGT) Scheme.

## **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 As reported to the 14 October 2009 meeting of Executive Board, the Major Scheme Business Case (MSBC) for the project was submitted to the Department for Transport (DfT) at the end of October 2009. Following that submission the project team has been responding to a number of routine clarification questions from the DfT prior to it being reported to the HM Treasury Investment Panel on the 19th January 2010. Positive feedback from the regular update meetings held with the DfT means that we are hopeful that the MSBC submission will be taken forward for approval from this Panel meeting and if this is the case the formal announcement by the Secretary of State that programme entry has been granted is likely to follow shortly thereafter. A verbal update will be provided at the Executive Board meeting.
- 2.4 On the basis of this positive feedback from Central Government, work is proceeding at risk on preparing the documentation for the next critical stage of the approval process – namely the Transport and Works Act Order and associated Planning and Highways applications. These submissions are programmed to be made in June of this year, but approval is required now due to the long technical lead-in for an application of this scale and importance.
- 2.5 A further report will be brought to the 21 April meeting of full Council seeking formal authorisation from the City Council for the promotion of a Transport and Works Act Order for NGT

## **3.0 MAIN ISSUES**

### **3.1 Allocated Funding**

- 3.1.1 As previously reported to Executive Board, the Regional Transport Board of the Yorkshire and Humber Regional Assembly has prioritized a total of £248.73m for the delivery of NGT between 2013 and 2016. In order for the Project to be in a position to spend this allocation, it will be necessary to have full approval from the DfT by 2013, a prior requisite of which is that all the necessary statutory approvals should be in place – in this case the Transport and Work Order and associated Planning and Highway approvals. As these will inevitably require a full Public Inquiry (see 3.8 below for the details of the anticipated programme), it is essential that a TWAO

application is made as soon as possible to allow for the necessary consents to be in place to fit with the funding profile set out above.

- 3.1.2 The Transport and Works Order submission is also the next key milestone for the project. Given the current economic situation and the strong likelihood of significant reductions to the national and regional transport budget after this years General Election, it is clearly in the scheme's best interests to have progressed through as many key milestones as possible prior to any budget announcements being made, in order to provide maximum protection from the effects of these likely reductions.

### **3.2 Need for a Transport and Works Order submission**

- 3.2.1 The project team have carried out a detailed consideration of the potential legislative frameworks for the delivery of the NGT project.
- 3.2.2 From this assessment the TWAO powers appear to offer the process best suited to the promotion of a trolleybus based NGT scheme. Used alone or in combination with other legal powers, the TWAO would provide the Promoters with the powers to build and operate the scheme as currently envisaged and to deliver and sustain it's key objectives in the long term .
- 3.2.3 TWAO powers are also expected to give the Promoters the greatest potential to ensure that the necessary inputs to deliver NGT are provided and to ultimately ensure that expected scheme benefits are realised and safeguarded for the future. For example, under powers achieved through TWAO, the Promoters would have greater scope to influence the output specification for the vehicles and infrastructure, priority given, and road/ infrastructure use, than through any other deliverable options.
- 3.2.4 Using TWAO powers, the Promoters are also potentially better able to influence the key outputs during operations (e.g. by being able to specify the service requirements such as reliability, accessibility and integration of NGT and through greater enforcement powers than with other deliverable options).
- 3.2.5 The ability to ensure that the inputs and the outputs requirements for NGT meet the Promoters' expectations means that TWAO powers maximize the potential for NGT to deliver the overall scheme objectives in the long term, as well as maximizing the deliverability of the procurement approach itself. NGT authorized through the TWAO process also allows NGT to be secured over a much longer period.
- 3.2.6 This has a direct impact on stakeholder support for NGT up front as well as contributing to the sustainability of NGT over the long term.

### **3.3 Details of the Application to be made**

- 3.3.1 A full list of the documents and plans that have to be prepared and submitted for the Transport and Works Act Order submission are given in Appendix 1 to this report.
- 3.3.2 In summary the application is seeking approval for:

- (i) the proposed route
- (ii) the "limits of deviation" within which the alignment can be constructed
- (iii) the location of the NGT stops
- (iv) the Park and Ride sites to be provided at Stourton and Bodington
- (v) the depot for NGT vehicles

- (vi) the required substations to power the electric trolleybuses

3.3.3 In addition the TWAO application will also incorporate:

- (i) a request for deemed planning consent
- (ii) details of the associated Listed Building and Conservation Area consents required
- (iii) the proposed Traffic Regulation Orders
- (iv) a Code of Construction Practice
- (v) an Urban Design Statement
- (vi) a Traffic Assessment
- (vii) a Sustainability Appraisal
- (viii) a Flood risk Assessment Strategy
- (ix) an Environmental Statement (detailing the output from the Environmental Impact Assessment)
- (x) powers to compulsorily purchase land and property required to deliver the proposed scheme

### **3.4 Public Consultation**

3.4.1 A two-stage approach to public engagement on the NGT project has been implemented to date.

3.4.2 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.

3.4.3 The second phase of NGT consultation commenced in June last 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 in Leeds City centre to obtain as wide a consultation as possible of the public's views on the scheme.

3.4.4 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.

3.4.5 The consultation materials presented the Preferred Option routes and vehicle (Trolleybus). 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.

3.4.6 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.

3.4.7 The summer 2009 consultation consisted of six public exhibitions each lasting two to four days across Leeds including evenings and Saturdays with nearly 1,400 people attending. Information was also available on the internet, in libraries, to local groups and distributed to members of the public on-street. Feedback was sought via a questionnaire which over 2,500 people completed. The questionnaire responses showed a positive reaction to the proposals and 77% of all respondents



supported/ strongly supported them. The main reasons for such support related to:

- Reduced car use/congestion
- Environmental reasons
- Provision of reliable/quick/good quality, modern public transport
- Positive impact of the scheme on Leeds

3.4.8 A similar level of support was shown for the use of trolleybuses, which were primarily supported due to environmental reasons. Over 70% of all respondents supported/strongly supported the introduction of Park & Ride sites at the end of the North and South routes; such support was even higher amongst car owners. The feedback questionnaire asked about potential use of NGT and 88% of those living within a ten minute walk of one of the routes said they would consider using it. 42% of car owners responding said they would consider using one of the Park & Ride sites.

3.4.9 A number of comments and suggestions were received in relation to the NGT proposals. Common themes from all responses included the following:

- A desire for more NGT routes and wider coverage of Leeds
- The need for low fares to encourage use
- The need for competitive Park & Ride pricing to encourage car drivers
- Concern about how NGT would integrate with existing bus services- some felt it is not necessary if existing services are improved
- The impact of the scheme on traffic, with some concerns that NGT would create additional congestion

### **3.5 Member Involvement**

3.5.1 In addition to the detailed briefings carried out as part of the summer 2009 consultation, a further round of Member and Area Committee briefings were held in December 2009 and January 2010. These were set up to provide feedback on the consultation and to indicate what amendments are being made to the concept design in response to the issues and concerns raised.

3.5.2 It should be noted that the late decision to include an extension to Holt Park in the proposals has meant that the Outer North West Area Committee were only formally notified of the proposals at their December meeting and the local exhibition and consultation for this section of the alignment cannot now be held until later in March this year. The outcome of this consultation will be reported back to the Administration via the Leader Management Team.

3.5.3 The minutes of the Area Committees are attached as Appendix 2 to this report. Details of the principal design changes considered following consultation are set out in section 3.7.

### **3.6 Officer Involvement and Stakeholder Consultation**

3.6.1 The project team tasked with delivering the project comprises officers from both Leeds City Council and Metro and staff from the appointed advisors.

3.6.2 The preparation of the Transport and Works Order submission, the subject of this report, has also included consultation with and the involvement of key officers from

LCC Highways and Transportation and LCC Planning Services as well as key officers in Metro's Development and Passenger Services Directorates.

3.6.3 Detailed briefings on the project have also been provided to the Chamber of Commerce, Yorkshire Forward, the Integrated Transport Partnership, St James' and Leeds General Infirmary, the two Universities, all the local public transport operators as well as key interest and community groups.

### **3.7 Refinement of the Proposed Scheme**

3.7.1 Wherever technically feasible the concept design prepared for public consultation has been amended to take into account the concerns and issues raised.

3.7.2 Amendments made include the following:

- Alignment through Hunslet (preferred option from the consultation adopted to maximise accessibility to local residents and minimise adverse impacts on residential amenity.)
- Off-highways (railway) alignment between Balm Road and Pepper Road (provision made in the limits to avoid impacting on Leasowe recreation ground)
- Headingley Hill (limited additional widening on south side to create better lane widths in order to minimise NGT/cyclists conflict.)
- Woodhouse Moor – (preferred option from the consultation adopted but with design changes made to junction arrangements to minimise impact on the Moor and the surrounding residential streets).
- Off highway alignment to rear of Arndale Centre (preferred option from the consultation adopted but with design amended to reduce impact on St Columba's Church and to enhance safety of Wood Lane stop.)
- Otley Road / Kepstorn Road Local Centre (proposed road closure amended in response to concerns raised by local retailers)
- Lawnswood Roundabout (design proposals amended to reduce loss of mature trees to south of roundabout)
- Eastgate Development (proposals modified to take account of current circumstances)
- Boar Lane/City Square (proposals modified to take into account revised proposals for the Trinity West development)

3.7.3 It has not, however, been possible to address/reconcile all the issues and concerns raised at consultation. For example it has not been possible to make changes in relation to the following issues/suggested amendments:-

- Reducing the highway capacity provided for private vehicles:  
(the scheme has been designed on the basis that existing capacity for private vehicles will be substantially retained. In any event the NGT design needs to

allow for the level of traffic demand predicted to ensure that NGT priority and reliability is not undermined by traffic delays and congestion.)

- Provision of a similar level of enhancements for conventional bus services and/
- Allowing conventional buses to utilise the proposed off highway sections proposed for NGT.  
(In both cases it is not technically feasible to provide the same level of priority (as proposed for NGT) to all conventional bus services whilst at the same time maintaining existing highway capacity for general traffic)
- Avoid provision of the off-highway NGT alignment by-passing the Arndale Centre.  
(It has not been possible to both provide the level of priority required for NGT as well as catering for the predicted radial and orbital traffic movements at this location without constructing the off highway section included in the proposals.)
- Avoid demolition of Fountain Head public house outside St James Hospital.  
(diverting the preferred alignment to avoid this demolition would adversely impact on the residential amenity of the occupiers of the Shakespeare Towers due to the loss of mature trees and the partial loss of the landscaped embankment that would result from such a diversion.)

3.7.4 The construction of such a major transport project as NGT requires the provision of a high level of segregation as well as a wide range of priority measures if the journey times and reliability necessary for effective modal switch are to be achieved.

3.7.5 The objectives of the scheme cannot be delivered without having impacts on other road users, heritage and landscape feature and existing public transport operations. These impacts need however to be considered in the context of:-  
(a) the wider environmental benefits of reduced congestion and pollution and  
(b) the fact that the scheme will be required to provide appropriate mitigation measures where these impacts are unavoidable.

3.7.6 The mitigation measures will be set out in some detail in the Design Statement to be submitted with the application. In order to achieve the wider environmental benefits of reduced congestion and pollution, it is essential to provide an attractive and convenient system offering reliable and consistent journey times.

3.7.7 The plans to be submitted with the application therefore seek to deliver such a system for Leeds whilst at the same time seeking to minimise its impact both on the environment and on other road users.

### **3.8 Next Steps and Key Project Milestones**

3.8.1 Following the submission of the Transport and Works Order and associated application in June 2010, the emphasis of work will shift towards the preparation of the detailed proofs of evidence for the Public Inquiry. Assuming Programme Entry is achieved early in 2010 the current anticipated timescales for the key project milestones are as follows:

- TWAO submission June 2010
- TWAO Public Inquiry early 2011

- Conditional Approval by September 2012
- Full Approval by July 2013
- Start of substantive construction by October 2013
- Start of Operation 2016

3.8.2 A further report will be submitted to full council in April 2010 to seek formal authorisation for the promotion of a Transport and Works Act Order for NGT. 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 and contribute 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 Director General 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 project team will be significantly increased. At the discretion of the DfT up to 50% of the cost of these additional resources will be rechargeable to the project if programme entry is granted.

5.2 The cost of the TWAO application and Public Inquiry however has to be met by the promoters. These costs (currently estimated at approximately £5.169m) are being incurred at risk as further progression of the scheme beyond this stage is subject to a favourable decision being obtained at Public Inquiry.

5.3 Development costs to date have been met jointly by Metro and LCC.(see separate agenda item). The LCC share of the TWAO costs incurred up to the end of January 2010 (£1.349m) have therefore been taken into account in the November 09 report previously made to Executive Board.

5.4 How the costs of the TWAO application beyond programme entry will be shared by the parties has yet to be agreed, but it is likely to be set out via a funding deed and a revised version of the JVA. Any further iteration of the JVA will be subject of a separate report to Exec Board. The working assumption at this stage must be that LCC will be liable for at least 50% of future development costs.

5.5 Members will recall that in July 2008 Executive Board granted approval for a capital programme injection of £1.400m of Section 106 monies to jointly fund the initial development costs of the scheme up to and including the Major Scheme Business Case (MSBC) stage. £0.505m of this will be utilized to part fund the TWAO costs to January 2010. In a subsequent Capital Programme update report to Executive Board in July 2009, approval was given to allocating part of the remaining Strategic Development Fund to progressing the NGT project, and in the mid year report to Exec Board in November 2009, £0.844m of this existing funding was allocated to

meeting development costs. This amount, plus the £0.505m already approved, makes up the full £1.349.m required as per Para 5.3 above.

- 5.6 Members are now being asked to allocate a further £1.91m from the Strategic Development Fund to meet (the assumed 50%) LCC share of the TWAO Inquiry costs beyond the programme entry stage (ie from February 2010 to December 2011).

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						
DESIGN FEES (6) on Scheme 14810/000/000	505.0		505.0				
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>505.0</b>	<b>0.0</b>	<b>505.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

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
TWAO costs to Jan 2010	844.0		844.0				
TWAO costs from Feb 2010 to beyond Programme Entry stage.	1910.0		270.0	1640.0			
<b>TOTALS</b>	<b>2754.0</b>	<b>0.0</b>	<b>1114.0</b>	<b>1640.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

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
Corporate Unsupported Borrowing (52) as follows :- Existing amount already transferred from SDF allocation 14201/BAL/000 as per Nov 2009 Report	844.0		844.0				
Further amount to be transferred from SDF allocation 14201/BAL/000 for TWAO costs from Feb 2010 to beyond Programme Entry.	1910.0		270.0	1640.0			
Section 106 Funding transferred from 14810/000/000	505.0		505.0				
<b>Total Funding</b>	<b>3259.0</b>	<b>0.0</b>	<b>1619.0</b>	<b>1640.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

## 6.0 Conclusion

- 6.1 The allocation by the Regional Transport Board of just under £250m to the proposed NGT rapid transit network for Leeds provides a real opportunity to deliver the step change in public transport that Leeds has been seeking for the last two decades. Extensive consultation has been carried out on the proposals, the endorsement of the Department of Transport of the submitted MSBC is expected shortly and the public have indicated overwhelming support for the scheme. Members are therefore asked to approve the next key stage in the approval

process, the submission of the TWAO and associated applications to the Secretary to State.

## **7.0. RECOMMENDATIONS**

7.1 Members are asked to approve:-

1. The submission of the required Transport and Works Act Order and associated applications for NGT to the Secretary of State for Transport. (These applications will set out the proposed route and works as detailed in section 3.3 and Appendix 1 of this report)
2. The transfer of additional funding to meet the LCC share of the £3.820m required to progress the Transport and Works Act Order application beyond the Programme Entry stage (assumed to be £1.91m as set out in section 5 of this report) from the Council's Strategic Development Fund.
3. Additional expenditure of £2.754m as shown in the Finance Table Paragraph 5.6.

### **Background Papers**

Major Scheme Business Case

Minutes of Area Committee meetings

## Appendix 1

### Transport and Works Act Order Documents – Application section only

	Document
1	Application letter
2	Draft Order
3	Explanatory memorandum
4	Statement of aims
5	Consultation report
6	Declaration of status
7	List of consents
8	Scoping Opinion
9	Waiver directions
10	Funding statement
11	Estimate of expense
12	s.90(2A) planning application (full planning and LBC/CAC documents will be listed separately) a) request for s.90(2A) direction b) elements of development c) proposed planning conditions d) plans e) Code of Construction Practice f) Urban Design Statement g) Sustainability Appraisal g) Traffic Assessment h) Sustainability Appraisal i) Flood Risk Assessment Strategy j) Outline Site Waste Management Plan k) Energy Demand Assessment and Climate Proofing (provisional)
13	Book of reference
14	Environmental Statement
15	Works and Land Plans and Sections
16	TRO & Rights of Way Plans
17	Technical Development Plans
18	Ancillary consents docs (tbc)

## Appendix 2

### Extracts from Minutes of Area Committees attended

#### **EAST (INNER) AREA COMMITTEE**

THURSDAY, 3RD DECEMBER, 2009

PRESENT:

Councillor B Selby in the Chair

Councillors A Hussain, R Harington,

D Hollingsworth, G Hyde and V Morgan

#### *Item 54*

##### New Generation Transport (NGT) Scheme

The report of the New Generation Transport Tea (City Development) outlined progress on the New Generation Transport Scheme and provided Members with feedback from the summer consultation process and recent Major Business Scheme Case submission. The next stage and proposed timeframe for submission of the Transport and Works Act Order were also outlined.

In brief summary, the following issues were discussed:

- The scheme had attracted 77% support of those consulted across the City, with 79% in Inner East Leeds.
- The trolleybus mode of transport was supported.
- There was likely to be a public inquiry into the application for works – it was anticipated that there would be some objections to the scheme.
- Issues of concern included the loss of green space, loss of car parking areas and the proposed demolition of the Fountains Head public house.
- Building on the scheme would commence in 2013 and hopefully be completed by 2015.
- There would be consultation opportunities at all stages of the scheme.

RESOLVED – That the report, in particular the Request for Further Information (RFI) be noted.



## **WEST (INNER) AREA COMMITTEE**

WEDNESDAY, 9TH DECEMBER, 2009

PRESENT:

Councillor N Taggart in the Chair

Councillors T Hanley, J Harper, A Lowe

and J McKenna

Co-optees Hazel Boutle – Armley Forum

Stephen Longley – Bramley & Stanningley  
Forum

Morgan Pugh – Armley Forum

### *Item 55*

New Generation Transport Scheme: Current Position and Public Consultation Results

A report of the New Generation Transport Team (City Development) was submitted outlining progress in relation to the development of the New Generation Transport scheme and providing the Area Committee with feedback from the summer consultation process and recent Major Business Scheme.

Mark Philpott, NGT Highways Manager and Tom Gifford, Metro presented the report and responded to Members' queries and comments.

Discussion ensued on the contents of the report and appendices. Members also noted that in the short term the New Generation Transport Scheme does not include any proposals for the West Leeds area at this stage, although there was scope for future extensions and alignments in the West Leeds area but these were not included in the current funding allocation and design work. In summary, the main issues raised were:

- the need for better transport links to Leeds Bradford Airport.
- the need to improve transport links in the West Leeds area which was renowned for being one of the worst areas served by public transport in the Leeds area.
- that improved transport links in the West Leeds area would help to reduce worklessness on one of the most deprived areas of the city.
- whether consideration had been given to using dual powered vehicles along the NGT route.
- whether a promotional video presentation was available for the proposed NGT route.

(In response, officer informed the meeting that there was a video available on the [www.ngtmetro.com](http://www.ngtmetro.com) website).

The Chair thanked officers for their attendance.

RESOLVED –

(a) That the contents of the report be received and noted.

(b) That the New Generation Transport Co-ordinator be requested to feed back the above comments into the consultation process.

## **NORTH WEST (INNER) AREA COMMITTEE**

THURSDAY, 10TH DECEMBER, 2009

PRESENT:

Councillor B Chastney in the Chair  
Councillors B Atha, S Bentley, J Chapman,  
P Ewens, M Hamilton, J Illingworth,  
J Matthews, J Monaghan and L Yeadon

### *Item 53*

New Generation Transport (NGT) Scheme: Current Position and Public Consultation Results

A report of the New Generation Transport Team (City Development) was submitted outlining progress in relation to the development of the New Generation Transport scheme and providing the Area Committee with feedback from the summer consultation process and recent Major Business Scheme submission.

Francis Linley, New Generation Transport Co-ordinator, City Development was in attendance and responded to Members' queries and comments. The Committee noted that as part of the ongoing preparatory work for the Transport and Works submission, letters would be going out shortly to all parties directly affected by the proposals and that Ward Members would be given prior notification of these "requests for information" being sent out in their ward. The Committee also welcomed the intention to carry out additional public consultation on the more recent decision to seek powers to extend the system to Holt Park as referred to in Section 6.0 of the report.

Discussion ensued on the contents of the report and appendices.

In summary, specific reference was made to the following issues:-

- to welcome the fact that, following briefings between Elected Members and officers on the revised scheme, a number of their concerns on the proposals had been taken on board
- the need to keep Headingley Ward Members informed of current developments on a regular basis
- the need to discuss the proposals, in detail, at the next Transport Sub Group meeting in January 2010
- the concerns to be addressed include the cost and justification for the Headingley by pass section, the closure of Kepstorn Road and of the Weetwood Lane junction; the impact on the sheltered housing on St Chad's Road, the loss of trees approaching and beyond Lawnswood Roundabout and the impact on the area's character of the alignment going straight across the Lawnswood Roundabout

RESOLVEDa)

That the contents of the report, and in particular the forthcoming Request for Information process, be noted.

b) That the New Generation Transport Co-ordinator be requested to feed back the above comments into the consultation process.

c) That this issue be discussed, in detail, at the next Transport Sub Group meeting in January 2010 with regular progress reports back to the Committee.

## **NORTH WEST (OUTER) AREA COMMITTEE**

MONDAY, 14TH DECEMBER, 2009

PRESENT:

Councillor C Townsley in the Chair  
Councillors S Andrew, J Bale, J L Carter,  
B Cleasby, R Downes and C Fox

### *Item 55*

New Generation Transport (NGT) Scheme: Current Position and Public Consultation Results

A report of the New Generation Transport Team (City Development) was submitted outlining progress on the development of the New Generation Transport scheme and providing the Area Committee with feedback from the summer consultation process and recent Major Business Scheme.

Francis Linley, New Generation Transport Co-ordinator and Louise Stewart, Transport Planner, City Development were in attendance and responded to Members' queries and comments.

Detailed discussion ensued on the contents of the report and appendices.

In summary, specific reference was made to the following issues:-

- The extension of the scheme to Holt Park
- The consultation process – it was reported that there would be a 2/3 day exhibition at Holt Park. Members also asked for the consultation process to be extended beyond Holt Park to all users of existing bus services in particular.
- A major scheme business case had been submitted to the Department of Transport in October 2009. A response was expected by the end of January 2010.
- There was likely to be a public inquiry into the scheme.
- It was estimated that construction would take place on any successful scheme between 2013 and 2015.
- Members expressed concern regarding the potential impact on current services – it was reported that this had not yet been considered but would be fully evaluated during further stages of consultation.

RESOLVED –

(a) That the contents of the report, and in particular the forthcoming Request for Information process, be noted.

(b) That the item be discussed at the area committee's business and transport sub-group early in the new year.

## **SOUTH (INNER) AREA COMMITTEE**

WEDNESDAY, 10TH FEBRUARY, 2010

PRESENT:

Councillor A Gabriel in the Chair

Councillors J Blake, D Congreve,

D Coupar, G Driver, M Iqbal and A Ogilvie

### *Item 55*

#### **New Generation Transport (NGT) Scheme: Current Position and Public Consultation Results**

The New Generation Transport Team submitted a report which outlined progress on the development of the New Generation Transport Scheme and provided Members with feedback on the summer consultation process and recent Major Scheme Business Case submission.

Appended to the report were the proposed routes being developed which incorporated a central loop around the city centre and three radial routes as follows:

- North Leeds through Headingley along the A660 to a park and ride site at Bodington
- South Leeds through Hunslet to a Park and Ride site at Stourton
- East Leeds to St James's Hospital.

The Chair welcomed to the meeting, Francis Linley, NGT Co-ordinator, and Louise Porter, NGT Team, to present the report and respond to Members' questions and comments.

In brief summary, the main areas of discussion were:

- Confirmation that 200 people had attended the consultation event at South Leeds Exhibition Centre. 3,000 information packs had been distributed and 60 people had completed a questionnaire.
- Concern about the effect of the scheme on bus services.

**RESOLVED –**

Draft minutes to be approved at the meeting  
to be held on Thursday, 25th March, 2010

- (a) That the report and information appended to the report be noted; and
- (b) That a further information briefing be provided to the Area Committee in Autumn 2010.



Originator: Francis Linley

Tel: 3481704

**Report of the Director of City Development**

**To: Executive Board**

**Date: 10 March 2010**

**Subject:** Request for authorisation to enter into a Joint Venture Agreement between Leeds City Council and Metro to develop and progress the New Generation transport (NGT) Scheme.

**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 report)

**EXECUTIVE SUMMARY**

A Joint Venture Agreement (JVA) for the New Generation Transport (NGT) scheme has been drawn up for inclusion in the Major Scheme Business Case (MSBC) for the project. This initial Agreement sets out the responsibilities and liabilities of the two promoters in relation to taking the scheme forward, and at this stage simply reflects the working arrangements and resource commitment previously authorised by Executive Board (in July 08 and July 09). These reports did not however include express authorisation to enter into a JVA, therefore, this report seeks approval to do so.

**1.0 Purpose of this Report**

1.1 To seek authorisation to enter into the Joint Venture Agreement between the City Council and Metro to develop and progress the New Generation Transport (NGT) Scheme.

**2.0 Background Information**

2.1 Members will recall that in July 2008 Executive Board granted approval for a capital programme injection of £1.266m to jointly fund the initial development costs of the NGT project up to and including the Major Scheme Business Case (MSBC) stage. Endorsement was also given at that meeting to the Strategic Fit Work already carried out which set out how the scheme fitted with the wider transport context/ strategy in Leeds.

- 2.2 The NGT project has subsequently been progressed by a joint LCC / Metro project team and as advised in the October 09 report to Executive Board the MSBC was submitted to the Department for Transport at the end of October.
- 2.3 A key element of the delivery case included in the submitted MSBC is what promotion and delivery arrangements have been entered into between the joint promoters. A joint Venture Agreement (JVA) has therefore been drawn up between Metro and LCC which sets out the responsibilities and liabilities of each party in relation to taking the scheme forward.
- 2.4 This agreement which sets out the working arrangements to date does now need to be formally endorsed to provide a clear indication of the promoters commitment to the scheme
- 2.4 Whilst the July 2008 report to Executive Board did authorise the project work carried out so far, it did not give express authorisation to enter into the JVA, hence the need for this current report.
- 2.5 Both parties have agreed that following approval of the MSBC (referred to as Programme Entry), they will enter into a further iteration of the JVA which will cover the detailed working arrangement for the next stages of the project (i.e. up to and beyond the Transport and Works Application) which is dealt with as a separate item on this agenda.

### **3.0 Issues for Consideration**

#### **3.1 Matters Covered**

- 3.1.1 The full contents list of the JVA as currently drawn up is attached as Appendix 1 to this report. From this list it can be seen that the matters covered include:-
- Treatment of Council Land
  - Staff and consultants
  - Project Costs
  - Confidentiality and freedom of information
  - Arrangements for future agreement
- 3.1.2 The terms of the agreement have been the subject of detailed consultation within the City Development Directorate and with Legal Services and are closely modelled on those used in the predecessor Joint Venture Agreement previously entered into on the Supertram project.
- 3.1.3 Section 12 of the Agreement makes it clear that this initial JVA relates to the arrangements for developing the scheme to the MSBC stage and that following Programme Entry the two parties will enter into a further agreement confirming future working arrangements for the project.

#### **3.2 Key Matters for further Agreement**

- 3.2.1 There are three key areas where the initial JVA needs to be developed further to establish the future working arrangement for the project. These relate to:-
- i. Treatment of land as a contribution to the project
  - ii. How funding costs beyond Programme Entry will be shared by the promoters
  - iii. What staffing resources will be required to deliver the project

- 3.2.2 Subject to the outcome of ongoing discussions on these matters it is anticipated that a more detailed version of the JVA will be drafted and brought back to Executive Board in due course, but in any event prior to the Transport and Works Order Inquiry expected to be held early next year.

#### **4.0 Implications for Council Policy**

- 4.1 The NGT proposals support the objectives of the Local Transport Plan and contribute 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 Director General 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 Authorising this Joint Venture Agreement clearly commits the City Council to specific responsibilities and liabilities in relation to the NGT scheme. This initial version of the Agreement however, simply formalises working arrangements that are already in place and does not commit the Council to any additional expenditure over and above what has already been identified and agreed in previous Executive Board reports (July 08 and July 09), and what is identified in the other NGT report (on the TWAO submission) also on this agenda.

#### **6.0 Conclusion**

- 6.1 The allocation by the Regional Transport Board of just under £250m to the proposed NGT rapid transit network for Leeds provides a real opportunity to deliver the step change in public transport that Leeds has been seeking for the last two decades. Extensive consultation has been carried out on the proposals, the endorsement of the Department of Transport of the submitted MSBC is expected shortly and the public have indicated overwhelming support for the scheme. A JVA is normal practice in a project of this scale and importance and officers of both Authorities have now reached agreement on terms and conditions.
- 6.2 Members are therefore asked to authorise the signing of the Joint Venture Agreement with Metro, setting out and confirming the Council's commitment to this key scheme.

#### **7.0. RECOMMENDATIONS**

- 7.1 Members are asked to authorise the signing of the Joint Venture Agreement between the City Council and Metro for developing and progressing the NGT scheme.

#### **Background Papers**

Major Scheme Business Case (Oct 09)  
NGT Joint Venture Agreement(Oct 09)

**APPENDIX 1. JOINT VENTURE AGREEMENT  
CONTENTS**

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2. CONTRACT DURATION.....05  
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Originator:

Liz Behrens (x75980)

## Report of the Head of Waste Management

### Executive Board

Date: 10<sup>th</sup> March 2010

Subject: Strategic Review of Household Waste Sorting Sites and Bring Sites

#### Electoral Wards Affected:

All Wards (as this is a city wide strategy),  
Horsforth, Garforth and Swillington Wards are  
specifically 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

Leeds CC currently operates with ten (10) Household Waste Sort Sites (HWSS) and one smaller “zero waste” site for the receipt of a limited number of recyclable items. Located on sites with long standing waste disposal use, seven (7) sites have been significantly redeveloped: the East Leeds HWSS is to be developed during 2010, and due to the expiry of a temporary planning permission, the Gamblethorpe HWSS is programmed to close in Sept 2010.

The HWSS infrastructure provides a significant contribution, (13.8% points) to the overall recycling rate of the city, (30.4%, 2008/09). Leeds CC also operates over 400 bring sites for glass and other recyclables that contributes 2.7% points to the overall recycling rate.

Reviewing population densities and site operational capacities, the current sites provide a broad spatial infrastructure and the accessibility for Leeds residents to recycle but generally are neither working to capacity or consistently maximising recycling performance and diversion of waste from landfill.

Although there are differences in the operating cost/ tonne of each site, overall the total cost of provision of these sites compares favourably with other authorities. The report, however, concludes that there is no justification to maintain the Calverley Bridge zero waste site, as the costs are disproportionately high, given that there are alternative HWSS within a 10 min drive time.

The report recommends that the current free access for residents from neighbouring authorities, be maintained; on the proviso that protocols and procedures to account for the shared provision of facilities, on a site by site basis, are developed. On this basis the preferred option is not to source an alternative replacement site for Gamblethorpe HWSS within Leeds, but to work with neighbouring authority North Yorkshire and so provide flexibility for residents to use current and potential new border sites and Leeds to contribute their share of the cost of operation of a site.

HWSS currently achieve between 50 to 70% recycling of waste delivered to sites, to maximise performance and deliver a consistently high performance across all sites, the operational practices are to be reviewed further, and be the subject of a future report.

Considering the complementary bring site infrastructure, the report highlights that a site can be accessed within a 1000m radius currently and details a Value For Money exercise showing the favourability of this approach.

## **1.0 Purpose Of This Report**

1.1. The purpose of this report is to provide information on the current provision and performance of Household Waste Sorting (HWSS) and Bring Sites, discussing issues influencing their use and effectiveness in order to recommend options for spatial policy and joint working with neighbouring authorities. The report details the need for further work to maximise consistently high recycling performance and diversion of waste from landfill.

## **2.0 Background Information**

2.1 In October 2006, Executive Board adopted the Integrated Waste Strategy for Leeds 2005-2035. In September 2007, Executive Board approved updates to the Integrated Waste Strategy to address the statutory recycling targets set out within DEFRA's Waste Strategy for England 2007 and to reflect the Council's commitment to achieving a combined recycling and composting rate in excess of 50% of household waste.

2.2 The emerging Leeds' Local Development Framework, which includes the Core Strategy, will set out the overarching strategic policies for planning and development in Leeds and the Natural Resources and Waste Development Plan Document, will contain spatial waste planning policies for the District. The Yorkshire and Humber Plan, provides the overarching strategy for planning in the region up to 2026.

### **2.3 Existing Provision: Household Waste Sites**

2.3.1 There are currently 10 household waste sorting sites (HWSS) and 1 zero waste site, for the receipt of a limited number of recyclable items, situated across Leeds. The map at Appendix 1 shows the location of these existing sites.

2.3.2 In 2001 Local Public Service Agreement (LPSA) funding was obtained and an extensive redevelopment programme was embarked upon which now sees 7 of the existing sites enhanced with new access layout, split level reception bays, recycling opportunities for numerous materials, WRAP's national signage, new staff amenity facilities and information points for customers. Table 1 below provides details of the HWSS status and recycling performance (2008/09). Overall the existing 11 sites contributed 13.8% points towards the overall recycling and composting performance of 30.4% in 2008/09.

2.3.3 The eighth site to be redeveloped will be East Leeds. The sites which currently remain undeveloped are Kirkstall Road and Gamblethorpe.

*Table 1 Household Waste Sort Site status and recycling performance*

<b>HWSS Performance Band</b>	<b>Site</b>	<b>Status</b>	<b>2008/09 Recycling rate %</b>	<b>2008/09 Tonnes processed</b>
➤ <b>70%</b>	<b>Thorp Arch</b>	Redeveloped	70.43	4774
<b>65 to 70%</b>	<b>Kirkstall Rd</b>	Undeveloped	68.4*	2668
<b>60 to 65%</b>	<b>Ellar Ghyll</b>	Redeveloped	64.86	4776
	<b>Meanwood Road</b>	Redeveloped	61.69	9616
	<b>Holmewell Rd</b>	Redeveloped	61.57	10302
	<b>Milners Rd</b>	Redeveloped	61.51	7487
<b>55 to 60%</b>	<b>Gamblethorpe</b>	Undeveloped	58.51	8079
	<b>Pudsey</b>	Redeveloped	56.6	8582
	<b>East Leeds</b>	Planned redevelopment for completion spring 2011	55.6	6975
<b>&lt;55%</b>	<b>Stanley Rd</b>	Redeveloped	49.18	8397
<b>Zero Waste</b>	<b>Calverley Bridge</b>	Undeveloped	99.29	1491

\* This figure may be inaccurate due to inconsistent allocation of materials on IWS between the HWSS and TLS

## 2.4 Existing Provision: Bring Sites

2.4.1 Leeds currently has the largest local authority network of what is termed 'Bring Sites' in the UK with over 440 sites. Small sites may for example have one bank for mixed glass with larger supermarket based sites having facilities for numerous recycling materials. Sites are signed and branded using WRAP iconography to ensure they are complimentary and consistent with HWSS and kerbside recycling schemes.

2.4.2 Bring Sites contributed 2.7% points to the overall recycling rate in 2008/09. Significantly these sites provide a network for the collection of glass which is not currently accepted through the Councils existing kerbside recycling scheme. In addition to glass, work at maximising capture of other materials is being developed including addition of textile and small WEEE (Waste electrical and electronic equipment) collection points. This ensures that residents have various options to recycle which are adaptable to their lifestyle.

### 3.0 Main Issues

#### 3.1 HWSS Capacity Requirements

3.1.1 In 2007/08 the 11 HWSS sites handled 75,200 tonnes of recyclable and residual waste and 73,133 tonnes during 2008/09.

3.1.2 Table 2 below details the current waste through puts at the existing sites and their licensed capacities taken from their Operating Permits. These permitted quantities are not indicative of the actual capacity that a site could handle but are within a preset banding level for sites of their size.

3.1.3 Based on the best information available the estimated maximum working capacities of each existing site are shown in the table below, with a maximum threshold set at 15,000 tonnes. National guidance recommends that urban authorities should aim for a level of provision that should, on average, achieve throughputs of less than 17,250 tonnes per site.

3.1.4 The overall working capacity totalling an estimated 101,000 tonnes/annum compares favourably with the modelled processing capacity for 90,386 tonnes that will be required by 2026, as determined by waste flow modelling linked to the residual waste treatment PFI project. It should be noted that Gamblethorpe's capacity has not been taken account of as it is due to close in September 2010 and cannot form part of the longer term strategy for provision of HWSS in Leeds.

3.1.5 Table 2 below also indicates how sites are currently under-utilised for populations within a 10 minute drive time radius of sites. Spatial policy and the impact of potential future housing growth are discussed later in the report.

*Table 2 HWSS Capacities*

Site Name	Licensed Capacity (tonnes)	Site Area (Ha)	2008/09 Tonnes processed	Estimated Maximum Working Capacity (tonnes)(1)	Households Within 10 min Drive Time	Spare Capacity Based On Current Use (%) (4)
Thorp Arch	24999	0.5	4774	12000	2,483	60%
Kirkstall Road	7499	0.2	2668	4000	98,021	33%
Ellar Ghyll	24999	0.4	4776	6000	26,238	20%
Meanwood Road	15000	0.5	9616	10000	85,143	4%
Holmewell Road	24999	0.6	10302	12000	34,931	14%
Milners' Road	24999	1.0	7487	15000	19,382	50%
Gamblethorpe(2)	0	0.3	8079		35,852	
Grangefield Road	24999	0.5	8582	10000	61,947	14%
East Leeds(3)	10000	1.0	6975	15000	59,289	54%
Stanley Road	24999	0.6	8397	15000	115,058	44%
Calverley	7499	0.3	1491	2000	62,643	23%

<b>Bridge</b>					
<b>Total</b>	<b>189,992</b>		<b>73,147</b>	<b>101,000</b>	

(1) Potential Capacity: Estimated based on two samples of waste tonnage taken from Meanwood Road over 2 separate weekends. The average tonnage was 50 tonnes. Meanwood has 9 bays so potentially could handle 5.5 tonnes per bay per day. 5 tonnes per bay used for all sites based on the No. of bays. Meanwood used for estimate as is one of the busiest sites and is potentially working close to capacity particularly at weekends. This estimate has been further reduced by 50% to allow for the assumptions made, unless current throughput exceeded. Overall estimated maximum capacity limited to 15,000 tonnes

(2) Gamblethorpe will close Sept 2010 planning condition

(3) East Leeds site to be developed 2010.

(4) Spare capacity based on current tonnage captured per household within 10 minute drive

## 3.2 Maximising Potential of redeveloped sites

3.2.1 Referring to information in previous tables there is a need to assess how to develop use of the sites to maximise their potential. Stanley Road and Milners' Road have the largest site areas and number of container bays but conversely do not have the greatest throughput or recycling performance. Milners' Road is not reaching its potential and although there are current issues regarding noise and the use of the site compaction machine this should not impact on the number of customers attempting to use the site. Therefore understanding the demographic profile of households living within the catchment areas of sites may also suggest the best method of engagement to maximise the potential of all redeveloped sites.

*Table 3 HWSS performance, operating costs/ tonne and potential savings from diverting additional waste from landfill*

<b>HWSS Performance Band</b>	<b>Site</b>	<b>2008/09 Recycling rate %</b>	<b>2008/09 Tonnes Processed</b>	<b>Site Operating Cost per Tonne (£)</b>	<b>Potential FUTURE saving by achieving 70% recycling rate (£000)</b>
➤ <b>70%</b>	<b>Thorp Arch</b>	70.43	4761	54.84	n/a
<b>65 to 70%</b>	<b>Kirkstall Rd</b>	68.4	2668	111.48**	(2)
<b>60 to 65%</b>	<b>Ellar Ghyll</b>	64.86	4776	61.35	(10)
	<b>Meanwood Road</b>	61.69	9612	29.51	(34)
	<b>Holmewell Rd</b>	61.57	10319	29.24	(35)
	<b>Milners Rd</b>	61.51	7486	38.70	(25)
<b>55 to 60%</b>	<b>Gamblethorpe</b>	58.51	8077	48.20	(37)
	<b>Pudsey</b>	56.6	8573	31.87	(48)
	<b>East Leeds</b>	55.6	6974	69.59	(45)
<b>&lt;55%</b>	<b>Stanley Rd</b>	49.18	8398	34.20	(79)
<b>Zero Waste</b>	<b>Calverley Bridge</b>	99.29	1489	142.06	n/a

\*Operating costs based on direct cost (No central charges)

*Note: Potential savings need to be assessed against future changes if staff costs resulting from review of management and operational practices.*

*\*\*This is currently show as disproportionately high as it also includes Transfer station costs*

- 3.2.2 Ensuring maximum usage of each site needs to be explored further taking detailed account of the operating cost per tonne for each site and the potential cost savings from diverting additional waste from landfill. Table 3 above provides a comparison of each sites operating costs per tonne of waste processed. It also indicates the potential financial savings that could be achieved if recycling and composting levels could reach 70%. The saving calculated reflects anticipated landfill tax and gate fee savings, offset by the relevant changes in recycling processing costs. It must, however, be noted that the achievement of the 70% recycling rate is aspirational and would require changes in operational and management practices as well as cultural change. The required operational and staffing review to embed this change will be subject to a separate future report.
- 3.2.3 Leeds' cost per tonne for HWSS operations (£46 per tonne) compare favourably with other local authorities operating similar sites operated both by in-house and outsourced arrangements. Cost range from £29 per tonne for Bristol to £57 for Lincolnshire.
- 3.2.4 Well utilised sites for example Meanwood Road, Holmewell Road and Pudsey have the lowest costs per tonne, on average £29 per tonne. Sites such as Thorp Arch which has an excellent recycling rate, but not the level of throughput which urban sites have, in comparison costs £54 per tonne. This again demonstrates the need to ensure site capacity is maximised.

### 3.3 Site Specific Issues in relation to currently undeveloped HWSS

#### 3.3.1 **Calverley Bridge**

- a) Calverley Bridge is located just off the A6120 Leeds outer ring road between the Leeds and Liverpool canal and river Aire. The site occupies a very small parcel of land which was the former location of a pulverisation and incineration plant operated by Pudsey urban district council. Access to the site is directly from the ring road onto Calverley lane. This is an extremely busy road and customers and contractors servicing the site have difficulty turning in and out of the site. During peak times traffic can sometimes queue back onto the ring road itself causing traffic problems.
- b) Due to the site size and location it was not been deemed suitable for refurbishment in line with the Councils other HWSS. The site has however been trialled as a zero waste site, offering a range of recycling opportunities for customers. The site does not accept general waste. If customers wish to dispose of any waste they are redirected to either Pudsey or Milners' Road HWSS's, which are both within 3 miles of the site.
- c) In terms of tonnage Calverley handles the smallest amount of materials of any of the sites. During 2008/09 its throughput was 1489 tonnes. The site has a small rol-pak in operation and operates utilising 2 full time attendants. Cost of operating the site during 2008/09 was approx £150K.
- d) Strategically the site is located in very close proximity to Milners' Road and Pudsey HWSS's. Drive time plans indicate that these two sites are located such that they could adequately provide an alternative recycling and disposal point for residents currently using Calverley Bridge, with the majority of households within this area being able to reach one of the two sites within a 15 minute drive time or less which is acceptable.

- e) If we compare the cost per tonne for waste processed through these sites at 3.2.1 above it can be seen that Calverley Bridge's processing costs are significantly higher than either Milners' Road or Pudsey's.
- f) Considering the above, it is proposed to close this facility. Local Ward Members have been consulted on this proposal.

### 3.3.2 East Leeds

- a) East Leeds HWSS is currently programmed for redevelopment. Demolition of the former transfer station which jointly occupied the site has already been completed. A planning application is being prepared for submission and it is expected that the site will close in July 2010 and reopen in spring 2011.
- b) This site refurbishment will be the biggest undertaken to date and will provide opportunities for SME businesses to recycle their waste in addition to public access for household waste.
- c) A further enhancement to this scheme is the construction of a purpose built re-use shop within the HWSS boundary which will be operated by the Community and Voluntary Sector.
- d) The redevelopment programme for the site is strategically linked to the closure of the Gamblethorpe site in Sept 2010. East Leeds has been identified as being the main alternative site, for customers who currently favour using Gamblethorpe, pending consideration of longer term options.
- e) It needs to be noted here that due to the slippage of the original refurbishment programme for East Leeds a further temporary planning application to extend the closure timescale for Gamblethorpe is to be proposed for consideration. The re-opening of East Leeds following its refurbishment will not occur prior to 30 September 2010. This would effectively mean that residents to the east of the City would be without HWSS at both East Leeds and Gamblethorpe for potentially a period of at least 3 months. Any application will be subject to further consultation with Leeds Planners and local residents following finalisation of the East Leeds development programme.

### 3.3.3 Gamblethorpe

- a) Gamblethorpe HWSS is currently programmed to close at the end of September 2010 in accordance with planning requirements. The site was developed within the footprint of the former landfill in greenbelt. It has been the subject of three temporary extensions on the basis of special circumstances. Leeds planning cannot support a permanent site there as it contravenes current planning guidance in terms of permanent development in greenbelt.
- b) However as detailed above, a further temporary planning permission is to be requested, pending the redevelopment of East Leeds HWSS. The impact of closure and long term requirements for either an alternative site or other arrangements are discussed later in the report and local ward members have been consulted.

### 3.3.4 Kirkstall Road

- a) Kirkstall Road HWSS occupies a small area of land, less than 0.2ha, within the footprint of the fire damaged transfer station. No redevelopment work or



enhancements have ever been undertaken at the site. The strategic review demonstrates the need for a HWSS at this location and so it is proposed that a new HWSS will be developed within the curtilage of the existing transfer station of a similar size and design to the new facility at East Leeds. As part of the redevelopment, to include the removal of the present fire damaged structures, the remainder of the site will be used to provide a modern transfer facility to deal with the current range of materials that are dealt with at the site.

### 3.4 Cross Border Use

3.4.1 Across West Yorkshire all Leeds' neighbouring authorities operate HWSS of their own. The distribution of the sites across the County is largely historic and as such pays no real heed to individual local authority boundaries. As a result in certain locations residents from neighbouring authorities find it easier to cross borders to try and access sites rather than to visit sites within their own local authority area. From a customer perspective this is understandable and should be seen as the ideal in terms of providing the best and most convenient customer service.

3.4.2 In recent years a number of other authorities have decided to introduce various controls for example residents permits or van bans such that waste deposited at HWSS is to a greater or lesser extent derived solely from that own authority's area. As a result of this approach a situation has developed where some authorities are net importers of waste and others are net exporters. Results from 3 customer surveys undertaken indicate that Leeds is a net importer.

3.4.3 The significance of this position has obviously increased in recent years as all local authorities are charged with not only reducing and recycling as much waste as possible but are also engaged in procurement exercise for residual waste treatment facilities where predicting accurate future waste arisings is a fundamental part of that work.

3.4.4 Leeds' view is that ideally HWSS should be made available to residents without restriction so that they are most easily able to access sites closest to them; this should be regardless of whether their nearest site is in another authority's area.

3.4.5 As part of joint working with the West Yorkshire Authorities through the Association of West Yorkshire Authorities a number of options were proposed and all authorities asked for their views. Leeds' firm view being that free cross border use was the ideal position. This however was not the view put forward by the other authorities.

3.4.6 In order to try and move this issue forward Leeds agreed to undertake an independent survey of their HWSS located in border areas. Leeds commissioned Enventure Consultancy Limited to undertake this survey with the objective of ascertaining:

- The extent to which people who live within local authority areas use Leeds City Council's HWSS
- Why customers use these sites?
- If influxes of customers from neighbouring authorities occur on particular days

3.4.7 The survey was carried out at 5 sites over 7 consecutive days from 25 May until 31 May 2009. 1193 customers were interviewed. In brief the main conclusions from the report were:

- Customers use sites which are the closest to where they live.
- The majority of customers (83%) use a car to travel to the sites
- Almost half of the material taken to the site is general waste (42%)
- The main sites which are used by customers from other Local Authorities are:
  - Ellar Ghyll (Bradford customers)
  - Holmewell Road (Wakefield Customers)
  - Thorp Arch (North Yorkshire Customers)

3.4.8 Bradford and North Yorkshire (NY) operate their sites on the same basis as Leeds at present and customers entering their sites from neighbouring authorities are not challenged. Wakefield District Council however does have a residents permit system in operation which means that no flow of waste from Leeds customers is allowed through their sites. The survey tells us that circa 25% of customers using Holmewell Road are from Wakefield. Based on the current tonnage data for the period Sept 08 to Aug 09 the site handled 10,165 tonnes of waste. Based on the survey results the proportion of waste from Wakefield would be 2,541 tonnes. When considering the strategic provision for Leeds in terms of Holmewell Road and the proportion of customers from Leeds we anticipate it should be capable of serving we would need to consider this flow of waste from Wakefield.

3.4.9 North Yorkshire (NY) have also undertaken customer survey work in collaboration with Leeds in an attempt to judge the level of cross border activity in the Wetherby/Tadcaster area. The survey undertaken in 2007 indicated that approximately 22% of customers using NY's Tadcaster site were Leeds residents and 9% of Thorp Arch's customers were from NY. The evidence appeared to show that usage of the Tadcaster site by Leeds residents occurred mostly during their later opening period and by drivers of larger vehicles which potentially may be considered as being commercial in Leeds' view and restricted to Wednesday and Saturday. It is accepted however by both authorities in this case that import and export occurs in both directions. The Enventure report on Cross Border Use indicated that 18% of users of the Thorp Arch site during the survey were from North Yorkshire.

3.4.10 North Yorkshire are currently seeking to secure a new HWSS for their residents in the Sherburn in Elmet area which lies adjacent to Leeds' eastern boundary. They have indicated that they would welcome further discussions relating to the potential shared use of their new facility and Leeds' Thorp Arch facility for residents from both authorities. It is thought that when Gamblethorpe closes, then residents in the areas of Garforth, Kippax and Micklefield would probably use this new site as opposed to other alternatives in the Leeds area. Joint working would appear to be of benefit to both authorities as efficiencies could be gained from shared use rather than extensive capital investment by both in such close proximity.

3.4.11 There are various options to address cross border issues including:

- Introduction of residents permit system for Leeds only customers at border sites.
- Agreement with Wakefield that they bear a financial burden for their customers use of the Holmewell Road site (Wakefield have been invited to enter discussions with officer from Leeds to discuss the way forward)

- Agreement with North Yorkshire for joint use of Thorp Arch and their new Sherburn facility
- Agreement would be need to be reached with regard to cost sharing of the Thorp Arch and Tadcaster sites with colleagues from North Yorkshire.

3.4.12 North Yorkshire currently have an agreement in place with Wakefield which allows their residents to use Wakefield Ferrybridge Site near Castleford. A Memorandum of Understanding exists with in respect of NY's residents use of the Ferrybridge Site. The site is monitored on a minimum of 4 periods per annum to ascertain use by the two council's residents. The survey is led by Wakefield but NY are free to monitor. Tonnages are split according to this surveyed split for the following quarter. NY is billed for disposal (including vehicle wear and tear). The Audit Commission and DEFRA have agreed that this arrangement is suitable for the assessment of tonnages for Waste Data Flow.

3.4.13 Following results of the Enventure customer survey Leeds have now approached officers from Wakefield to discuss its' implications with a view to continuing to allow free access to the site for Wakefield's residents on the basis that Wakefield make an appropriate financial contribution. It was proposed that calculation of the contribution would be on the same basis as outlined at 3.4.12 above. Wakefield have agreed to consider the proposal which they indicated they were not adverse to.

### 3.5 Options For Spatial Policy

3.5.1 There are various factors influencing the decision as to where to locate HWSS to ensure adequate provision, these include:

#### 3.5.2 Drive Times

- Available guidance suggests that urban authorities should aim to provide sites which are within a maximum of 20 minutes normal drive time for all their residents. Maximum normal drive times of 10 minutes for most residents are desirable.
- Mapping the average drive times from Leeds' 9 HWSS based on an off peak journey time, where Calverley Bridge and Gamblethorpe have been excluded, demonstrates that all residents of Leeds have access to one of the 9 HWSS within a 20 minute drive of their home. In fact the majority of the City has reasonable access within a 15 minute drive but there are some gaps to the east of the city in the Garforth and Kippax area.
- A 10 minute drive time data set shows that most residents living within densely populated areas can reach a HWSS within a 10 minute drive. This accords well with national data and what residents are likely to view as a desirable time to reach a facility.

#### 3.5.3 Sites per head of population and average site tonnages

- In considering the provision of sites in further detail we have also taken into account the number of HWSS provided per inhabitant of the City. This provides an approximate measure of the number of customers using each HWSS and consequently an approximate measure of the amount of waste taken to each site.

Table 4 Sites per head of population

Leeds	Population 2008/9	Current No. of HWSS	Average No. inhabitants per HWSS
2008	761,000	11	84,555
2026	933,000	10*	93,300

\* If Gamblethorpe not replaced total drops to 10 sites.

- b) Analysis of national data reveals that the average population per HWSS for English urban authorities is circa 99,300 compared to circa 41,800 for rural authorities.
- c) In comparison to other local authorities Leeds currently has a large number of HWSS. Even when considering the closure of Calverley Bridge and Gamblethorpe the nine remaining sites would give provision, currently, for 84K customers per site. Taking account of population growth up to 2026 these existing sites would give provision for 104,000 customers per site.

### 3.6 Localised Housing Growth

- 3.6.1 Considering the potential for localised housing growth suggested in the Core Strategy (the principal document in the Local Development Framework), it is viewed that to meet the longer term needs of residents to the east of the A1/M1 motorway in the Garforth and Kippax area the preferred policy is to progress joint working with North Yorkshire and the resulting flexibility of using cross border sites.

### 3.7 Bring Sites

- 3.7.1 It is considered that 1000metres is the potential catchment radius of a bank and the maximum distance a customer should realistically be expected to walk to reach a recycling point.
- 3.7.2 Larger bring sites, of which there are 26 in Leeds, for example ones located at the White Rose and Asda Owlcoates have a larger potential catchment. These sites are obviously more accessible to car users and as such a 5km (3 miles) is considered the potential catchment zone of these locations.
- 3.7.3 Information obtained from the Leeds 2008 Compositional Analysis Survey, indicates that the average proportion of glass in the residual waste from residents is as high as 7%. The existing bring banks captured over 8000 tonnes of glass in 2008/09 but there is obviously a significant proportion still being placed in black residual bins by residents.
- 3.7.4 Current collection and treatment costs for recyclate collected through bring banks is £7.89 per tonne compared with kerbside SORT at £103.42 per tonne. Commingling glass within existing SORT collections is not viewed as current best practice and would also significantly add to the processing costs. There are no current proposals to make separate collections of glass from the kerbside, and so it is essential that an adequate network of bring banks are provided for residents to recycle their glass as conveniently as possible. However it is acknowledged that in certain areas the proportion of glass is greater than the average stated in 3.7.3 and that this has the potential to overwhelm a bring infrastructure. These issues will be tackled via the implementation of the Recycling Improvement Plan that was approved by Executive Board in December 2009. The Environment and Neighbourhoods Scrutiny Board are

also currently conducting an inquiry into Recycling and are due to make recommendations soon.

#### **4.0 Implications For Council Policy And Governance**

- 4.1 The proposals in this report would reduce the number of HWSS within the Leeds administrative boundary to nine (9) redeveloped sites and formalise a policy of joint working with neighbouring authorities on HWSS provision. This report also looks to endorse that a 1000metres is the potential catchment radius of a bring bank and the maximum distance a customer should realistically be expected to walk to reach a recycling point.

#### **5.0 Legal And Resource Implications**

##### **5.1 Closure of Calverley Bridge zero waste site**

- 5.1.1 In addition to the financial detail contained in 3.2.1 and 3.3.1, there is also a potential capital receipt from the sale of the Calverley Site on the open market, previous enquiries have been made with regard to potential purchase of the site if it became available.

##### **5.2 Impact of future closure of Gamblethorpe HWSS**

- 5.2.1 Savings from the closure of the site are estimated at around £300k in a full year. The cost of dealing with the tonnage this site currently attracts would need to be quantified once future usage patterns at alternative sites are established.
- 5.2.2 Land acquisition to develop an alternative facility will not be necessary resulting in a potential capital saving. The current capital programme includes a sum of £1.050m for the replacement of a site for Gamblethorpe HWSS funded by Leeds own capital resources. It is proposed to utilise this funding to contribute to the costs of the upgrade of Evanston Avenue (Kirkstall Road – see 5.5). However, section 5.5 also shows the additional prudential borrowing contribution required should this proposal not be acceptable.

##### **5.3 Cross Border Use**

- 5.3.1 The potential contribution from Wakefield should they agree to make a financial contribution for their residents use of Holmewell Road is approximately £70,000. This funding could be used to offset any net contributions required to be made by Leeds for joint site (Thorp Arch and Tadcaster) use with NY.
- 5.3.2 As referred to in para 3.4.9, the potential contribution from NY for using Thorp Arch would be broadly £10,000 (plus share of site costs); whereas Leeds could have to pay an estimated £22,000 for the use of NY's Tadcaster's site (plus share of site costs).
- 5.3.3 Based on para 3.4.10, assuming 1/3 of the current tonnage from Gamblethorpe taken to a site in Sherburn, then Leeds could have to pay approximately £75,000 to North Yorkshire in disposal costs alone for use of the site.

#### 5.4 Increased Landfill Diversion

- 5.4.1 Potential savings from increased landfill diversion are discussed in 3.2.1 Table 3. If HWSS recycling rates could be increased to 70% considerable savings could be realised. At landfill tax rates of £48 per tonne, these savings are estimated in the region of £300k.
- 5.4.2 Options available to facilitate this are currently being evaluated and would be funded from the disposal cost savings accruing from improved recycling performance. This is to be the subject of a future report.

#### 5.5 Kirkstall Road Redevelopment

- 5.5.1 Following the Executive Board's approval of the decision to exclude the redevelopment of Kirkstall Road from the Residual Waste Treatment PFI, the costs of redevelopment, discussed at 3.3.4 would now be required to be funded from the Council's capital programme.
- 5.5.2 Indicative costs for the site have been sought from the Council's technical advisors, Jacobs. These suggest that the redevelopment of the site, based on current throughput, would cost around £3.8m.
- 5.5.3 In 2010/11 an additional DEFRA Waste Infrastructure Grant of £0.5m will be received by the City Council. This funding will be earmarked for the Kirkstall Road site which would reduce the impact on the Council's capital programme to around £3.26m. If this had to be prudentially borrowed over 25 years, the annual cost to the Waste Management revenue budget would be around £231k.
- 5.5.4 A business case would need to be prepared to obtain the approval for any new capital scheme that is funded by prudential borrowing. It is anticipated that the savings in this service review as a whole would form the basis of the business case rather than the Kirkstall site alone.

	Without Gamblethorpe	With Gamblethorpe
<b>CAPITAL COSTS</b>	<b>Cost (£000)</b>	<b>Cost (£000)</b>
Redevelop Evanston Avenue	3,756	3,756
Use of 2010/11 DEFRA Grant	(0.501)	(0.501)
Gamblethorpe Capital Funding – Not Required	(1.050)	
<b>TOTAL REQUIREMENT FOR KIRKSTALL</b>	<b>2.205</b>	<b>3.255</b>
Annual Revenue Repayment	156	231

- 5.5.5 The current operating costs for the Kirkstall Road site are budgeted at around £450k. The staffing and vehicle levels reflect the total throughput at the site of around 26,000 tonnes of variable waste types. These budgeted costs are consistent with the independent figures received from Jacobs of £440k operating costs for a site of this size and waste type. Therefore, other than the additional borrowing costs, there ought to be no significant revenue implications of the redevelopment of the site.

## 5.6 East Leeds Waste Sort Site

- 5.6.1 With the closure of the East Leeds HWSS for refurbishment in the spring / summer of 2010, savings will accrue in 10/11 and partially into 11/12. However, the current operating budget (staff and vehicles) will need to be retained in its entirety when the site re-opens after redevelopment.
- 5.6.2 The table below assumes East Leeds closes in July 2010 for redevelopment saving around £200k in 2010/11. The exact date will be dependent upon planning permissions.

## 5.7 Summary of Financial Issues

- 5.7.1 The financial implications associated with this report are both immediate and long term. Current estimates are set out in the table below.
- 5.7.2 It should be noted that the revenue budget for 2010/11 already assumes a total of £250k worth of efficiencies within the Waste Management service. (£150k in the base 09/10 and a further £100k target in 10/11), leaving a longer term indicative saving of £250k.
- 5.7.3 Even with this target, the longer term financial implications of this Strategic review indicate that savings in excess of this level can be delivered.
- 5.7.4 It needs to be noted that some of this saving could be required to fund the financial implications of the required staffing and cultural changes required to deliver 70% recycling as referred to in 3.2.1.

<b>Cost Area</b>	<b>Immediate (2010/11) £000</b>	<b>Longer Term Indicative Costs /(Savings) 2011/12 + £000</b>
Closure of Calverley Bridge WSS	(150)	(150)
Closure of Gamblethorpe WSS (half year in 10/11)	(140)*	(280)
Temporary Closure of East Leeds (July 2009)	(200)	0
Kirkstall Road Financing Costs (assuming capital contribution as per 7.7.6.)	0	156
Improvement in Recycling rates at WSS to 70%	0	(315)
Contribution from Wakefield relating to Holmewell Road WSS	(70)	(70)
Net payment to NY CC re Tadcaster / Thorp Arch sites	12	12
Potential Payment to NY for new site at Sherburn (disposal only)	38	75
<b>TOTAL</b>	<b>(504)</b>	<b>(572)</b>

\* In the short term (2010/11) this may not be realised if an extension to Gamblethorpe planning permission is positively received and approved by the Planning Authority. **If an extension is not approved this funding may be required to contribute to the restoration of the site.**

## **6.0 Conclusions**

6.1 In conclusion this report provides information on the current provision and performance of Household Waste Sorting (HWSS) and Bring Sites, discusses issues influencing their use and effectiveness in order to recommend options for spatial policy and joint working with neighbouring authorities. The report details the need for further work to maximise consistently high recycling performance and diversion of waste from landfill.

## **7.0 Recommendations**

7.1 Executive Board is requested to approve:

- The permanent closure of the Calverley Bridge zero waste site.
- Maintaining the current free access for residents from neighbouring authorities, to use border HWSS on the proviso that protocols and procedures to account for the shared cost of the provision of facilities, on a site by site basis, are developed and subject to continuous review.
- Not to source an alternative replacement site for the expected closure of the Gamblethorpe HWSS within Leeds, but to commend developing joint working with neighbouring authority North Yorkshire and so provide flexibility for residents to use current and potential new border sites and to share the costs.
- The redevelopment of the HWSS at Kirkstall Road and modernisation of the existing transfer station.
- The further review of operational practices in order to deliver a consistently high performance across all sites and that a further report be submitted.
- Maintaining and developing the current complementary bring site infrastructure, whilst continuing to evaluate the effectiveness of bring site provision.

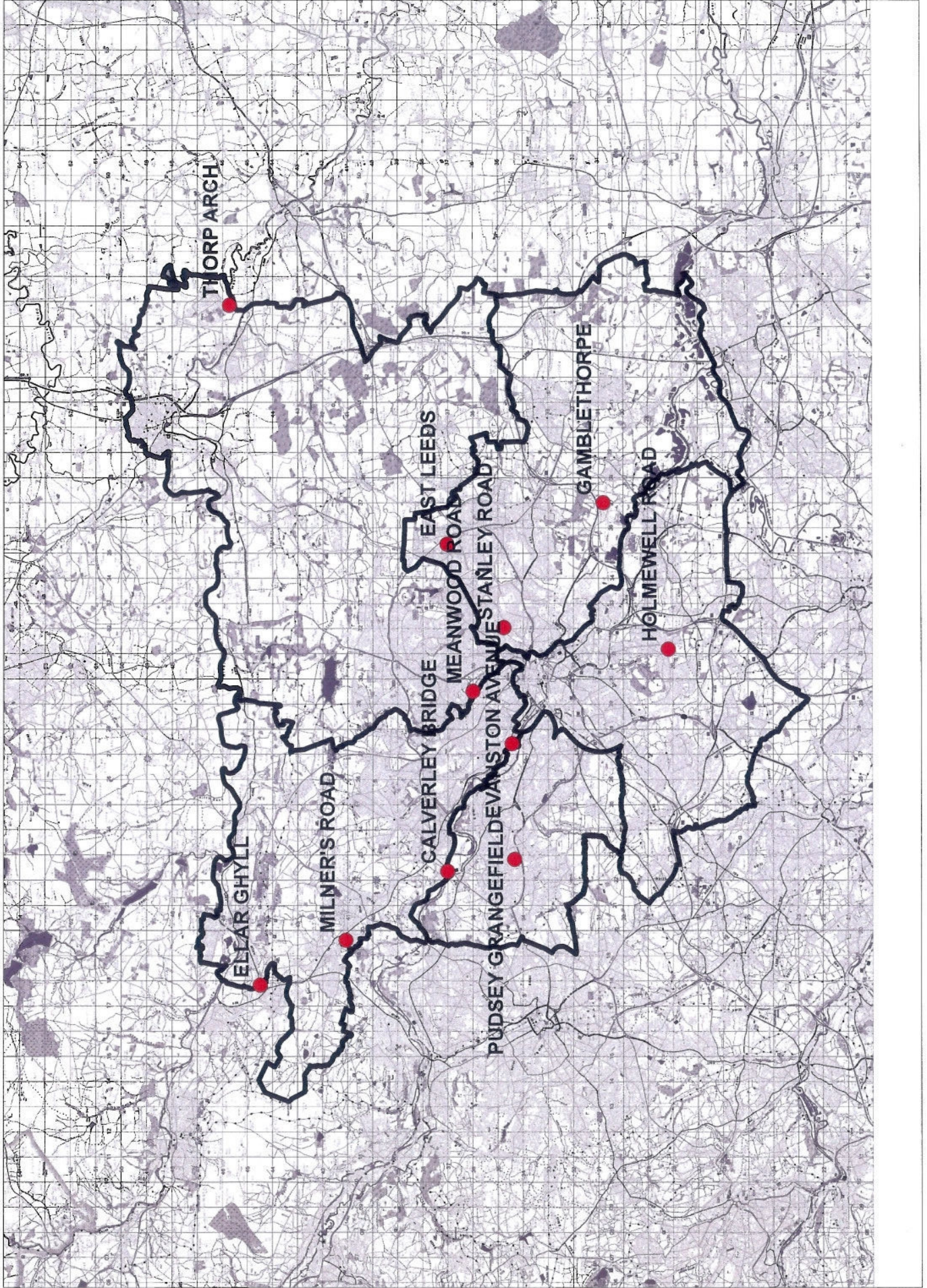
## **9.0 Background Papers**

The following papers are available to view: Network Recycling Report, Bristol Report, Acxiom Drive Times 10 Minutes, Acxiom Drive Times 15 Minutes, Acxiom Drive Times 20 Minutes, LDF Core Strategy

## **10.0 APPENDICES**

### **Location of HWSS in Leeds**





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Originator: Stephen Smith

Tel: 24 74249

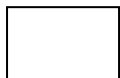
## Report of the Director of Environment and Neighbourhoods

### Executive Board

Date: 10<sup>th</sup> March 2010

**Subject: Environment & Neighbourhoods Inquiry in to the Procurement of the Grounds Maintenance Contract for 2011**

#### Electoral Wards Affected:



Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

The Scrutiny Board (Environment & Neighbourhoods) published its draft report summarising the detailed inquiry in to the Grounds Maintenance procurement process. Within the report are twelve recommendations.

In accordance with the requirements of the constitution the response to the Scrutiny Board's recommendations need to be agreed by the Executive Board. Attached to this report is the report of the Scrutiny Board (Environment & Neighbourhoods).

### Recommendation 1

**That the chair of the Grounds Maintenance Project Board ensures that the relevant client groups actively engage with all Elected Members at key stages of the current grounds maintenance procurement project. We would advise that such engagement continues to be conducted through Area Committees.**

The Director of Environment & Neighbourhoods agrees with this recommendation. The process has already begun and the Grounds Maintenance update will become a regular agenda item on Area Committee meetings.

### Recommendation 2

**That Area Committees are recognised as key stakeholders during the procurement of future grounds maintenance contracts and are engaged from the start of the procurement process in order to inform key decisions.**

The Director of Environment & Neighbourhoods agrees with this recommendation and the Environmental Champion from each Area Committee will be involved in the engagement with Area Committees.

### **Recommendation 3**

**That clear guidelines be drawn up immediately in relation to Elected Member engagement throughout all stages of the procurement process and particularly for high profile projects. That these guidelines be brought back to Scrutiny for consideration.**

The Director of Environment & Neighborhoods agrees with this recommendation and will raise it at Corporate Leadership Team to consider the application of guidelines corporately.

### **Recommendation 4**

**That the Chair of the Grounds Maintenance Project Board ensures that all local Parish and Town Councils are actively engaged at key stages of the current grounds maintenance procurement project.**

The Director of Environment & Neighbourhoods agrees with this recommendation and will ensure that Parish and Town Councils are engaged at key stages of the procurement process through Area Committees.

### **Recommendation 5**

**That the Executive Board considers an immediate risk assessment for conducting a further option appraisal as part of the current procurement process so that the option of awarding smaller contracts for the grounds maintenance service is considered again and involves the engagement of local Parish and Town Councils.**

The Director of Environment & Neighbourhoods considers this recommendation no longer relevant, as these options will form part of the proposed procurement approach for the next Grounds Maintenance contract. This report will refer to option appraisal work done to support the procurement approach that will be recommended and also include reference to how Parish and Town Councils can be involved and engaged.

### **Recommendation 6**

- i. That details of the analysis conducted by the Grounds Maintenance Project Board in relation to the benefits and limitations of having an output specification for the new grounds maintenance contract is shared with Elected Members.**
- ii. We further recommend that such analysis is brought to the attention of the Executive Board for its consideration.**

The Director of Environment & Neighbourhoods agrees with this recommendation and will ensure that the information is presented as requested to both Executive Board and Scrutiny Board.

### **Recommendation 7**

- i. That the Chair of Grounds Maintenance Project Board ensures that further work is carried out to quantify the size of the problem in dealing with unregistered land and its financial impact on the Council.**

- ii. **We further recommend that consideration is given to the feasibility of setting aside a separate budget for maintaining such pieces of orphan land until ownership matters are resolved.**

The Director of Environment & Neighbourhoods agrees with the recommendation and will refer to this in the report to Executive Board referred to in 5 above.

#### **Recommendation 8**

**That the tendering process for the new grounds maintenance contract encourages a localised approach towards the delivery of the new service and particularly if the service is to be packaged as one city wide contract.**

The Director of Environment & Neighbourhoods agrees with this recommendation in principle. Through the new contract specification bidders will be encouraged to adopt the approach. In addition further control can be exercised over the new contractor through client influence over the work programme.

#### **Recommendation 9**

**That the Grounds Maintenance Project Board gives further consideration to strengthening existing arrangements for dealing with adverse performance issues, including the introduction of more stringent penalties and for this to be fed back to the Scrutiny Board as part of its ongoing review in to the procurement of the new grounds maintenance contract.**

The Director of Environment & Neighbourhoods agrees that robust procedures need to be in place to deal with contract monitoring and adverse performances. The four clients have agreed a contract monitoring and administration model and advice is currently being sought regarding adverse performance penalties.

#### **Recommendation 10**

**That the Grounds Maintenance Project Board ensures that each of the ALMOs and Highways Services works in partnership with Elected Members and local Parish and Town Councils to develop a framework for delivering more robust monitoring arrangements for grounds maintenance as part of the current procurement project.**

The Director for Environment & Neighbourhoods agrees with this recommendation and will ensure that it is incorporated into the monitoring process.

#### **Recommendation 11**

**That the Chair of the Grounds Maintenance Project Board ensures that attendance from all senior representatives on the Project Board is consistent.**

The Director for Environment & Neighbourhoods agrees with this recommendation and can confirm that it has already been communicated to all Programme Board members.

#### **Recommendation 12**

**That the Chair of the Grounds Maintenance Project Board ensures that a full commitment is given by the Project Board to work in partnership to successfully**

**deliver on the procurement timetable for awarding the 2011 grounds maintenance contract.**

The Director for Environment & Neighbourhoods agrees with this recommendation.

# Scrutiny Interim Statement

## Procurement of the Grounds Maintenance Contract for 2011

Scrutiny Board  
(Environment and Neighbourhoods)

11<sup>th</sup> January 2010







# Introduction and Scope

## Introduction

1. An extensive inquiry into the process of handing over the Streetscene Grounds Maintenance service to an external contractor was conducted by the former Environment and Community Safety Scrutiny Board during 2005 following public and Member concerns about the delivery and standard of the service.
2. This inquiry had identified a number of factors that had prevented a smooth transition of the Streetscene Grounds Maintenance service to the external contractor, Glendale Grounds Maintenance Ltd, and consequently led to the problems encountered during the first year of the new contract. There were 21 recommendations made as a result of this inquiry that aimed to improve the procurement process and develop a more robust risk management approach to similar projects in the future.
3. The initial grounds maintenance contract period was three years with the option to expand by up to a further three years. Since the Scrutiny inquiry in 2005, service delivery improvements had been reported in years two and three of the contract. As a result, a decision was made to extend the contract into year four. However, this extension was on the understanding that rough cut, sight line and 'In Bloom' judging route grass be worked out of the main contract. This led to a smaller contract being awarded through a competitive process to ATM which commenced on 1<sup>st</sup> March 2008 for one year with the option to extend up to a further two years in order to allow for a co-terminus end to both contracts.
4. Both contracts were extended again for a further year and are now expected to run into their final year, meaning that both contracts will end on 28<sup>th</sup> February 2011.
5. Grounds maintenance continues to be a service area that generates high public interest and often is an issue raised by local residents with Members of the Council. It therefore remains an area of priority for Scrutiny.
6. In February 2009, the Environment and Neighbourhoods Scrutiny Board was formally consulted on the Streetscene Grounds Maintenance draft Service Improvement Plan. This Plan summarised the actions agreed between Leeds City Council, the ALMO's and Glendale Managed Services Ltd for improvements to the contract to be implemented in 2009/10, many of which aimed to build upon the lessons learned during 2008.
7. At that time, Members had requested that Scrutiny be given a proactive role in considering the specification for the new 2011 grounds maintenance contract to ensure that lessons learned from the existing contract are reflected within it.
8. In June 2009, it was brought to our attention by the Executive Member for Environmental Services that the procurement process for the new contract had commenced and it was agreed that Scrutiny had an important role in this process.
9. A working group of the Board was established to oversee the procurement process for the new contract, ensuring that the recommendations from the 2005 inquiry had been taken forward



# Introduction and Scope

and that lessons learned from the existing contract were also being reflected in the new specification. The membership of this working group includes Councillors Barry Anderson (Chair), Ann Blackburn and Ann Castle.

10. The working group met initially in August with the Area Development Manager to clarify the procurement timetable in place to deliver the new contract from 1<sup>st</sup> March 2011. At this stage, it was noted that a client and stakeholder consultation process around the future content of the new contract, which was being undertaken by the main clients (the 3 ALMOs and Highways Services), was due to be completed at the end of August. In view of this, the working group agreed to meet with the client groups at the beginning of September to get their feedback from the consultation.
11. In the meantime, a member of the Collingham with Linton Parish Council had approached a member of the working group expressing a wish to feed into the Scrutiny Board's review. This was welcomed and prompted an invitation to all 31 Parish and Town Councils to attend a meeting of the working group to discuss the future content of the grounds maintenance service contract or alternatively to submit their views in writing.
12. Whilst we were very surprised that only 6 out of the 31 Parish and Town Councils<sup>1</sup> had responded to this invitation, this does not detract from the level of frustration that was shared by these local councils about the existing grounds maintenance service and lack of consideration given to those local councils that have continuously attempted to negotiate with the Council for an opportunity to manage the grounds maintenance service within their own boundary area.
13. The contribution of these local councils has also led Scrutiny to identify a fundamental omission within the existing contract procurement exercise as we learned that none of the Parish and Town Councils had been formally consulted as part of the client and stakeholder consultation process despite being acknowledged within the procurement implementation plan as one of the stakeholder groups.
14. The issues and concerns raised by the local councils during our review are valid and we believe that many of these could have been addressed much earlier if given the opportunity to engage effectively. Our review has also raised issues around the level of engagement with Elected Members throughout the procurement process.
15. This interim statement sets out our initial findings and recommendations relating to the procurement of the new contract for the attention of the Executive Board and the Grounds Maintenance Programme Board at this particular stage of the procurement process.

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<sup>1</sup> The 6 local councils included Arthington Parish Council, Boston Spa Parish Council, Clifford Parish Council, Collingham with Linton Parish Council, Scarcroft Parish Council and Thorner Parish Council.



# Conclusions and Recommendations

## Management of the current procurement project

16. Firstly, we do acknowledge that many of the recommendations arising from the 2005 Scrutiny inquiry have been taken forward into the current procurement strategy. In particular, we welcome that a more rigid risk management approach is now being applied in line with the Council's Delivering Successful Change methodology. As part of this approach, we noted that an initial health check of the procurement process by the Council's Project Assurance Section was conducted in April 2009. As a result, a number of recommendations were put forward to improve the procurement process and the project was given an overall RAG (red, amber or green) rating status of Amber. A copy of the health check report was considered as part of our review.
17. We are also pleased that governance arrangements are now in place to oversee the procurement process. Such arrangements include the appointment of a Project Manager and the establishment of a Grounds Maintenance Project Team and Project Board, which has senior representation from the various clients plus other Council services including Strategic Landlord, Procurement Unit and Parks and Countryside. However, we did raise a number of issues in relation to the Project Board, which we have addressed separately within our Statement.
18. We do note with concern that there are still a number of recommendations from the 2005 inquiry that have not yet been fully achieved and consequently this has had an impact on the management of the current procurement project. We have made reference to these particular recommendations where appropriate within our Statement.
19. As the current grounds maintenance contracts have been extended into their final year, there is now the urgency to procure a new contract to be implemented from 1<sup>st</sup> March 2011.
20. The 2005 Scrutiny inquiry identified a number of factors that had prevented a smooth transition of the service to an external contractor. However, the main problems encountered were associated with the lack of time allocated for a thorough induction process for the contractor and the reduced time available for the contractor to mobilise effectively.
21. We note that the current implementation timetable does factor in these key lessons by allowing for a longer lead-in period for contract mobilisation, which starts from November 2010. This lead-in time also responds to the earlier recommendation by Scrutiny for future contracts to be awarded well ahead of the growing season so as to ensure the contractor has sufficient time to mobilise.
22. However, whilst we acknowledge the amount of work and level of consultation carried out with stakeholders by the client groups to help inform the current procurement strategy, there does not appear to have been a great deal of engagement with Elected Members throughout this process. This is extremely disappointing given that issues around communication with Elected Members was also raised as a concern during the 2005 Scrutiny inquiry.



# Conclusions and Recommendations

23. Although we would not expect all Elected Members to be briefed on every aspect of a project, it is vital that Members are able to put forward their views in order to inform key stages of a procurement process, particularly for high profile projects.

24. It is clear that the recent consultation exercise conducted with Area Committees during October/November around the future content of the grounds maintenance contract should have been undertaken much earlier during the procurement process. This would have allowed more time for the Grounds Maintenance Project Board and the client groups to reflect and respond appropriately to the issues and concerns raised by Elected Members.

25. In relation to this particular project, we recommend that the Chair of the Grounds Maintenance Project Board ensures that the relevant client groups actively engage with all Elected Members at key stages of the procurement process and would advise that such engagement continues to be conducted through Area Committees.

**Recommendation 1**  
**That the Chair of the Grounds Maintenance Project Board ensures that the relevant client groups actively engage with all Elected Members at key stages of the current grounds maintenance procurement project. We would advise that such engagement continues to be conducted through Area Committees.**

26. In future, it is vital that Area Committees are recognised as one of the key stakeholders and engaged from the start

of the procurement process in order to inform key decisions.

**Recommendation 2**  
**That Area Committees are recognised as key stakeholders during the procurement of future grounds maintenance contracts and are engaged from the start of the procurement process in order to inform key decisions.**

27. As a result of the 2005 Scrutiny inquiry, a recommendation was made which stated '*That where a high profile project is experiencing any difficulties or risks that might influence the awarding of a contract or the delivery of new service arrangements, the relevant Executive Board Member is briefed by the chair of the project board at the earliest possible stage. To complement this we recommend that guidelines are drawn up outlining the appropriate stages at which Members should be briefed.*'

28. Whilst we acknowledge that communication with the Executive Member has improved, we are unaware of any guidelines being drawn up in relation to holding general briefings with Elected Members, as recommended.

29. In view of this, we further recommend that clear guidelines be drawn up immediately in relation to Elected Member engagement throughout all stages of the procurement process and particularly for high profile projects. We would like such guidelines to be brought back to Scrutiny for consideration.



# Conclusions and Recommendations

## **Recommendation 3**

**That clear guidelines be drawn up immediately in relation to Elected Member engagement throughout all stages of the procurement process and particularly for high profile projects. That these guidelines be brought back to Scrutiny for consideration.**

30. As we have already highlighted in our introduction, there has also been a fundamental omission within the existing contract procurement exercise as none of the Parish and Town Councils had been formally consulted as part of the client and stakeholder consultation process despite being acknowledged within the procurement implementation plan as one of the stakeholder groups.

31. We believe that many of the issues and concerns that have been raised by the local council representatives during our own review could have been addressed much earlier if given the opportunity to engage effectively. In view of this, we further recommend that the Chair of the Grounds Maintenance Project Board ensures that all local Parish and Town Councils are also actively engaged at key stages of the current grounds maintenance procurement project.

## **Recommendation 4**

**That the Chair of the Grounds Maintenance Project Board ensures that all local Parish and Town Councils are actively engaged at key stages of the current grounds maintenance procurement project.**

## **The benefits and limitations of a city-wide contract**

32. One of the key issues we have debated during our review and particularly with the local council representatives, has been around the benefits and limitations of pursuing with a city-wide contract for the grounds maintenance service in line with the principle of achieving value for money.

33. Value for money is about ensuring that services are delivered to the agreed quality, perform effectively and generate outcomes which meet the needs of service users for the agreed price. With proposed changes already being identified for the new contract specification, we recognise that a like for like comparison with the existing service would now be very difficult.

34. We are aware that some Parish and Town Councils have continuously attempted to negotiate with the Council for an opportunity to manage the grounds maintenance service within their own boundary area.

35. In doing so it was felt that local councils would be able to specify the level of standard required in line with local expectations and could incorporate more robust local monitoring mechanisms. Also, as some Parish and Town Councils already employ a local contractor to provide grounds maintenance services in addition to that provided by Glendale, this would remove this added cost and duplication of effort.

36. However, during our review the local council representatives were advised



# Conclusions and Recommendations

that by taking on that responsibility, local councils would need to ensure that a complete grounds maintenance service was being provided within their area, which includes a wider range of horticultural duties than just cutting grass. It was also noted that legally, local councils are not insured to work on the highway and therefore any local contractor would need the appropriate accreditation and insurance for this work.

37. It was also acknowledged that any Parish and Town Council interested in tendering for such a contract would be required to take part in the statutory competitive tendering process in order to demonstrate value for money for delivering that service, which was also considered to be a major obstacle.
38. Whilst recognising the potential challenges to this approach, a suggestion was put forward by the local council representatives to have a pilot scheme running alongside the new contract as this would provide an opportunity to test whether smaller local contracts could provide better value for money.
39. We understand that the Risk Management Unit (RMU) facilitated two Options Appraisal Workshops (the first was completed April 2008 with a follow-up in June 2008). Of the 9 options considered, it had emerged that the preferred option was to continue with a city-wide contract. Whilst we understand that some reservations about this option were initially expressed by two of the ALMOs at that time, which was reported within the initial health check report and prompted a request for a further risk assessment to be undertaken, it had emerged that this was still the preferred option put forward

by the Grounds Maintenance Project Board.

40. Whilst we recognise that the restrictions now placed upon the current procurement timetable could be a potential barrier for revisiting the option appraisal process, we do believe there would be merit in giving further consideration to awarding smaller contracts for the grounds maintenance service and for local Parish and Town Councils to be engaged in this process.
41. In view of this, we recommend that the Executive Board consider an immediate risk assessment for conducting a further option appraisal as part of the current procurement process so that the option of awarding smaller contracts for the grounds maintenance service is considered again and involves engagement from local Parish and Town Councils.

## **Recommendation 5**

**That the Executive Board considers an immediate risk assessment for conducting a further option appraisal as part of the current procurement process so that the option of awarding smaller contracts for the grounds maintenance service is considered again and involves the engagement of local Parish and Town Councils.**

## **Key principles surrounding the new contract specification**

42. Separate to the debate around contract packaging, we discussed the key principles surrounding the new contract



# Conclusions and Recommendations

specification, as it is clear that the specification will be key to measuring the quality delivered through the new contract.

43. In consideration of the proposed changes to the specification we acknowledge that the main principle behind the new contract will be around providing a consistent service across the city and guaranteeing a minimum specification standard, but also incorporating more flexibility within the specification to give clients the option to purchase an enhanced service if required.

44. As an example, we noted that a significant change will be around the frequency of cuts for enhanced grass as this will be reduced from 32 cuts and replaced with a more general standard, 13 cuts at 25mm. However, this will be variable by clients with appropriate formal notice.

45. In welcoming this flexibility within the contract, we also recognise the need to ensure that rigorous contract monitoring is also completed in order to measure quality consistently. We have therefore addressed this matter separately within our statement.

46. Whilst acknowledging that the proposed changes put forward by the client groups reflect the continuation of an input based specification, we did question whether an output specification would have been more appropriate.

47. The principle of an output specification means that the onus is put on the contractor to manage the contract accordingly in order to achieve the specified level of standard. In view of the problems often presented by the unpredictability of the weather, such an

approach would allow the contractor more flexibility to conduct maintenance works when appropriate and not be restricted to a rigid schedule of cuts.

48. Whilst we understand that the Grounds Maintenance Project Board has already analysed the benefits and limitations of having an output specification, we would recommend that the details of this analysis be shared with Elected Members, particularly as this was also an issue raised during the consultation with Area Committees. We would also recommend that such analysis is brought to the attention of the Executive Board and Scrutiny for consideration.

## **Recommendation 6**

**(i) That details of the analysis conducted by the Grounds Maintenance Project Board in relation to the benefits and limitations of having an output specification for the new grounds maintenance contract is shared with Elected Members.**

**(ii) We further recommend that such analysis is brought to the attention of the Executive Board and Scrutiny for consideration.**

49. During our review, we also recognised the need to ensure that the data used to map site locations within the tender documentation is as current as possible in order to provide bidders with a comprehensive pricing document. In doing so, potential bidders will be able to submit as accurate as possible tendered price for evaluation purposes. It will also help minimise the scope for site variations in and out of the contract. We noted that this was another key recommendation arising from the 2005



# Conclusions and Recommendations

inquiry which has not been fully achieved.

50. However, it was acknowledged by the client groups and also the local council representatives that a lot of work has been undertaken to help identify all pieces of 'orphan' land still remaining across the city in order to vary this into the contract where necessary.
51. We debated the likelihood of ever achieving 100% accuracy at all times and concluded that there is very much a need to continue to have a clear mechanism included within the new specification to effectively manage the incorporation of any new site locations.
52. Whilst we appreciate that the existing client groups have budget provisions in place to vary any additional pieces of land into the contract, we recognise that many of the problems arise in dealing with unregistered land where the ownership is not clear and requires investigation by officers. We therefore recommend that further work is carried out to quantify the size of the problem in dealing with unregistered land and its financial impact on the Council. We also recommend that consideration is given to the feasibility of setting aside a separate budget for maintaining such pieces of orphan land until ownership matters are resolved.

## **Recommendation 7**

- (i) That the Chair of the Grounds Maintenance Project Board ensures that further work is carried out to quantify the size of the problem in dealing with unregistered land and its financial impact on the Council.**
- (ii) We further recommend that consideration is given to the feasibility of setting aside a separate budget for maintaining such pieces of orphan land until ownership matters are resolved.**

53. We understand that the introduction of more localised grounds maintenance teams has been a contributing factor in improving the existing grounds maintenance service. Where staff are given responsibility for a particular area, we believe that this encourages greater ownership and pride in the quality of service delivered. We would therefore like to see such an approach being encouraged as part of the tendering process for the new contract, and particularly if the service is to be packaged as one city-wide contract.

## **Recommendation 8**

**That the tendering process for the new grounds maintenance contract encourages a localised approach towards the delivery of the new service, and particularly if the service is to be packaged as one city-wide contract.**

54. During our review, we also identified a need to introduce more stringent penalties/measures to address quality of service issues.





# Conclusions and Recommendations

55. As part of the existing contract, we noted that the Council monitors highway land by taking a 10% random sample after each cut. Where a quality of service issue is raised, the contractor is given 5 working days to rectify the issue. However, should the issue not be rectified then a percentage of the payment made against the random sample is deducted accordingly.

56. We would recommend that the Grounds Maintenance Project Board gives further consideration to strengthening existing arrangements for dealing with adverse performance issues, including the introduction of more stringent penalties, and for this to be fed back to Scrutiny as part of our ongoing review.

**Recommendation 9**  
**That the Grounds Maintenance Project Board gives further consideration to strengthening existing arrangements for dealing with adverse performance issues, including the introduction of more stringent penalties, and for this to be fed back to the Scrutiny Board as part of its ongoing review into the procurement of the new grounds maintenance contract .**

## The need for robust contract monitoring arrangements

57. There was a consensus view that a fundamental part of the procurement process will be to ensure that robust and consistent contract monitoring arrangements are written into the new specification to ensure that the quality of work is of the required standard. Such

robust monitoring will also be needed to demonstrate to the contractor where adverse performance has been recorded in order to action any penalties/ reductions in payment as a result.

58. The Council currently monitors highway land by taking a 10% random sample after each cut, whilst each of the ALMOs have adopted their own monitoring arrangements. In delivering the existing city-wide contract, this inconsistent approach towards monitoring has often generated confusion and difficulties with the current contractor.

59. We would like to see Elected Members engaged in developing more robust monitoring arrangements and understand that some Parish and Town Councils have also expressed an interest to be part of the monitoring process on a voluntary basis providing they receive the appropriate training.

60. In recognising the benefits of utilising this valuable resource, it was felt that each of the ALMOs and Highways Services should also be working in partnership with the local councils to develop a framework for delivering more robust and consistent monitoring arrangements. We therefore recommend that the Grounds Maintenance Project Board ensures that this is fed into the current procurement project.

**Recommendation 10**  
**That the Grounds Maintenance Project Board ensures that each of the ALMOs and Highways Services works in partnership with Elected Members and local Parish and Town Councils to develop a framework for delivering more robust and consistent monitoring arrangements for grounds maintenance as part of the current procurement project.**



# Conclusions and Recommendations

## Project Board commitment and partnership working

61. Finally, in acknowledging that the current procurement timescale for awarding the new contract is challenging, it will require effective decision making from the Project Board to successfully deliver on this project.

62. However, as part of the initial health check report in April 2009, we noted that attendance at Project Board meetings was reported as being inconsistent and often delegated, which impacts on the timeliness of the decision making process.

63. It is essential that the Project Board demonstrates a commitment to partnership working and provides their full engagement with the project. We therefore recommend that the Chair of the Project Board ensures that attendance from senior representatives is consistent and that a full commitment is given by the Project Board to work in partnership to successfully deliver on the procurement timetable.

64. As a Scrutiny Board, we will continue to oversee and feed into the key stages of the current procurement process and look forward to continue working closely with the client groups and also the Project Board to ensure that the future grounds maintenance service delivers value for money and best meets the needs of residents across the city.

**Recommendation 11**  
That the Chair of the Grounds Maintenance Project Board ensures that attendance from all senior representatives on the Project Board is consistent.

**Recommendation 12**  
That the Chair of the Grounds Maintenance Project Board ensures that a full commitment is given by the Project Board to work in partnership to successfully deliver on the procurement timetable for awarding the 2011 grounds maintenance contract.

**Scrutiny Board (Environment and Neighbourhoods)**  
**Interim Statement - procurement of the Grounds Maintenance Contract for 2011**  
**11<sup>th</sup> January 2010**

**Report author: Angela Brogden**



[www.scrutiny.unit@leeds.gov.uk](http://www.scrutiny.unit@leeds.gov.uk)

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

**To: Executive Board**

**Date: 10 March 2010**

**Subject: Children's Services Improvement Arrangements**

<p><b>Electoral wards affected:</b></p> <p>All</p>	<p><b>Specific implications for:</b></p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the gap <input type="checkbox"/></p>
<p>Eligible for Call In <input checked="" type="checkbox"/></p>	<p>Not eligible for Call In <input type="checkbox"/> (Details contained in the report)</p>

**1.0 Purpose of this Report**

- 1.1. At their meeting on 6 January 2010, Members of Executive Board received a report outlining proposals to establish an independently chaired Improvement Board to oversee the implementation of the Council's improvement plan for children's services.
- 1.2. This report provides an update for Members with a particular focus on:
  - i) Formal endorsement of the Board's membership and proposed terms of reference.
  - ii) An update on the Improvement Notice to be issued by the Department for Children, Schools and Families (DCSF).
  - iii) Formal agreement of the Council's Improvement Plan for Children's Services.

**2.0 The Improvement Board**

- 2.1. A proposal to establish the Improvement Board was formally proposed to Dawn Primarolo MP, Minister of State for Children Young People and Families, in a letter from the Leaders of Council dated 4 December 2009, and was formally announced as an agreed proposal shortly afterwards.
- 2.2. At the same time, it was announced that the Board will be led by an independent chair and it was confirmed that Bill McCarthy, Chief Executive of NHS Yorkshire and the Humber, had kindly agreed to fulfil this role. The final membership of the Board

has now been agreed and can be confirmed as consisting of the following representatives:

- i) Cllr Golton, Lead Member for Children's Services.
- ii) Paul Rogerson, Chief Executive of Leeds City Council.
- iii) Chief Superintendent Gerry Broadbent, Leeds North East Divisional Commander, West Yorkshire Police.
- iv) Peter Roberts, Chief Executive of Leeds City College.
- v) John Lawlor, Chief Executive of NHS Leeds.
- vi) Penny Thompson, external challenge and support.

- 2.3. The Board will also be attended by key officers of the Council, including the Assistant Chief Executive (Planning, Policy and Improvement), who will be the key corporate officer supporting the Chair, and the Director of Children's Services. Other senior colleagues from children's services and Education Leeds will also report into the Board as required.
- 2.4. We have also extended an invite for a GOYH representative, as well as a member of the DCSF Intervention team, to also attend the Improvement Board in an observer capacity.
- 2.5. The Board met for the first time on the 19 January 2010 and for a second time on 22 February 2010. At these meetings the Board discussed its proposed terms of reference and the proposed final version is now attached at appendix 1 to this report.

### **3.0 Improvement Notice**

- 3.1. In the January 2010 report to Executive Board, Members were informed that the Minister of State for Children, Young People and Families had indicated that she was minded to issue a formal Improvement Notice which would establish the targets and milestones the Minister expects to see delivered over the coming months. Improvement Notices are not legal instruments, but are formal notices designed to address under performance in a local authority.
- 3.2. A draft of Leeds' Improvement Notice was received shortly after the January 2010 Executive Board meeting and officers have been in discussion with the DCSF over recent weeks to secure agreement on the final terms of the Notice. The draft was also reported to the Improvement Board at both its January and February meetings and the Board's comments are being taken into account in agreeing the final draft.
- 3.3. We expect to receive the final notice prior to the 10<sup>th</sup> March 2010 and will, therefore, circulate copies to members of Executive Board as soon as it arrives with us.
- 3.4. It is expected that the Improvement Notice will set out a clear agenda for improvement in the areas of safeguarding children, improving attainment, delivering the National Challenge Programme and making overall improvements in LAA indicators relating to children's services and statutory attainment targets.
- 3.5. The duration of the Improvement Notice is expected to last until October 2011, although it can be lifted at an earlier date at the discretion of the Secretary of State if the necessary improvements have been made and are sustainable.

## **4.0 The Improvement Plan**

- 4.1. The terms of reference for the Improvement Board, as well as the Improvement Notice, require the preparation of an Improvement Plan which identifies the key actions being progressed to ensure improvement is secured and that milestones set within the Improvement Notice are met.
- 4.2. The Improvement Plan has five high level themes as follows:
- i) Effective leadership and governance of integrated children's services in Leeds;
  - ii) Excellent safeguarding standards and practice;
  - iii) Improved outcomes for looked after children;
  - iv) All young people participating fully, socially and economically;
  - v) A highly skilled, well supported, motivated and continually developing workforce;
  - vi) Within each theme are a number of outcomes, for which lead accountability has been identified.
- 4.3. All of the actions within the Improvement Plan arise from key sources (e.g. the Improvement Notice, the Announced and Unannounced Inspection reports, the Annual CAA Children's Assessment) and, therefore, represent the key performance issues that need to be addressed over the course of the next 12-18 months.
- 4.4. The latest version of the Improvement Plan is attached at appendix 2. The plan will need to be considered further once the final Improvement Notice has been received and the Children's Service review outcomes have been agreed. Executive Board will receive regular updates on progress against the plan.
- 4.5. A monitoring process and framework has also been developed and is outlined in the relevant section of the Improvement Plan.

## **5.0 Recommendations**

- 5.1. Members of Executive Board are recommended to:
- i) Endorse the Terms of Reference for the Improvement Board, and;
  - ii) Approve the Improvement Plan.

### **Background Documents:**

- Report to Executive Board dated 6 January 2010

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## **Terms of Reference**

### **Background**

On 7 December 2009, Leeds City Council formally agreed with Dawn Primarolo MP, Minister of State for Children, Young People and Families, to establish an Improvement Board led by an independent chair.

This proposal was in response to a range of challenges identified across children's services following an unannounced inspection of contact, assessment and referral services in July 2009 and subsequent inspections/assessments. The key inspections/assessment included:

- Ofsted's July 2009 unannounced inspection of contact, referral, and assessment services which identified a number of 'priority areas for action';
- Ofsted's annual children's services assessment published in 2009 which concluded that 'whilst the majority of the local authority's inspected and regulated services provision in children's services are good or better there are significant weaknesses in areas of social care provision' which led to a performance assessment of performing poorly;
- The Area Assessment published in December 2009 which identified safeguarding as being a key issue of concern and identified as a 'red flag';
- The announced inspection of Safeguarding and Looked After Children which was published on 7 January 2010 and identified that whilst positive progress was being made, significant challenges remain, particularly in regard to safeguarding which remains to be assessed overall as being inadequate. The assessment for capacity to improve was judged as being adequate.

The DCSF has also issued Leeds City Council with a (currently draft) Improvement Notice specifying the performance measures required to comply with the Improvement Notice; a range of actions to be progressed; timescales for those changes; how delivery against the Improvement Notice will be monitored and assessed; and, the action that may be taken by the DCSF if there is a failure to comply with the requirements of the Improvement Notice.

Progress against the requirements of the Improvement Notice will be assessed by:

1. The Improvement Board receiving regular updates on performance and actions against the measures and actions identified within the Council's agreed Improvement Plan;
2. The Chair of the Improvement Board reporting to the Minister for Children, Young People and Families and Leeds City Council<sup>1</sup> on a bi-monthly basis, and;
3. Formal six-monthly interim reviews<sup>2</sup> reporting performance against the requirements of the Improvement Notice,.

An Improvement Plan will be produced by the Council, in partnership with others as appropriate, incorporating not only the Improvement Notice and key inspection findings but also the outcomes of the significant review of children's services leadership, governance and partnership arrangements

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<sup>1</sup> The chair will report to the Council's Joint Leaders on a bi-monthly basis, as well as the Scrutiny Board (Children's Services) at agreed intervals, to update Members of Council on progress being made.

<sup>2</sup> Following initial consideration by the Improvement Board, the formal six-monthly interim reviews will also be submitted to the Council's Executive Board, the Council's Scrutiny Board (Children's Services) and the Department for Children, Schools and Families.

that the authority has undertaken. The Improvement Plan will be signed off by both the City Council and the Improvement Board and will provide the context for the Board's work.

**Purpose:**

The Leeds Children's Services Improvement Board will advise on, and challenge the content of, delivery, progress and outcomes of the Improvement Plan and monitor compliance with the terms of the Improvement Notice.

**Chair:**

- The Board will be chaired by an independent chair
- Bill McCarthy, Chief Executive of NHS Yorkshire and Humber has been jointly appointed by Leeds City Council and DCSF to undertake this role.
- If the Chair is unable to attend any meeting then he/she shall appoint an appropriate person from the existing Board membership to deputise in his/her absence.

**Board Membership:**

- Bill McCarthy, Chief Executive of NHS Yorkshire and Humber
- Paul Rogerson, Chief Executive of Leeds City Council
- Councillor Stewart Golton, Lead Member for Children's Services
- Chief Superintendent Gerry Broadbent, Leeds North East Divisional Commander, West Yorkshire Police
- Peter Roberts, Chief Executive of Leeds City College
- John Lawlor, Chief Executive of NHS Leeds
- Penny Thompson, external challenge and support

**Others in Attendance:**

- The Council's Director of Children's Services
- James Rogers, Assistant Chief Executive (Planning, Policy and Improvement)
- Senior colleagues from children's services, Education Leeds and partner organisations will attend and report into the Board as required
- A representative from GOYH and the DCSF Intervention Team will be invited to attend in an observer capacity

**Meeting Frequency:**

The Board will meet on a monthly basis and a schedule of meetings will be agreed for 2010 in the first instance. Meeting requirements for 2011 will be considered by the Board in the autumn of 2010.

**Quorum:**

The Improvement Board has no specified quorum. It will be a matter for the chair to determine whether there are sufficient members either present or able to attend to undertake the necessary business of the Board.

**Alternates:**

Members of the Board will be required to attend in person or send their apologies. Deputies cannot attend in place of Board Members. For others attending the Board to support its work, deputies may attend with the prior agreement of the chair.

## **Roles and Responsibilities**

The Board will:

1. Consider, comment upon and agree the detail of an Improvement Plan (to be prepared and agreed formally by the Council) which will provide a focus for the Board's work;
2. Ensure the requirements of the Improvement Notice, as issued by the DCSF, are adequately and appropriately addressed within the Council's Improvement Plan;
3. Receive proposals for addressing the key performance issues identified within the Improvement Notice and monitor progress including the receipt of relevant performance management information;
4. Oversee, monitor and challenge progress on, the implementation of the Council's Improvement Plan;
5. Advise on the implementation of the Improvement Plan, assessing risk and considering issues that arise that may be impeding on the delivery of the plan e.g. constraints such as IT, financial or staffing issues;
6. Assure itself that front-line practitioners, customers and partners are all being appropriately engaged by the Council in addressing the key performance issues identified within the Improvement Plan;
7. Assure itself that the Council has appropriate governance arrangements and practices which are sustainable in the longer term, in order to maintain a high standard of performance across children's services;
8. Agree the future work plan of the Board;
9. Support the chair in agreeing the key issues to be formally reported to the City Council and the DCSF as part of the formal reporting requirements, and;
10. Consider reports from the City Council and its partners, as may be required, on the wider improvement agenda in children's services.

## **Dissolution of the Board**

The Board will be dissolved by a joint-decision of the Minister of State for Children, Young People and Families and Leeds City Council following a recommendation from the Board that all of the key requirements in the Improvement Notice have been sufficiently met and are sustainable. Any change in the Board membership will need to be agreed with the DCSF, the City Council and the Independent Chair.

## **Administration**

Leeds City Council will be responsible for the preparation of the agenda and papers for the meetings of the Board, in consultation with the Independent Chair. Papers will be distributed to Board Members at least five working days in advance of the meeting. Leeds City Council will also be responsible for the administration, clerking and hosting of the Board meetings and will ensure that minutes are taken and distributed to Board members within one week of a Board meeting. The Chair should agree minutes before circulation.

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# Children's Services Improvement Plan

## Document Details

<b>Title</b>	Children's Services Priority Improvement Plan
<b>Accountable Officer</b>	Director of Children's Services
<b>Current Document Status</b>	Draft
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1.1	Draft	11/01/10	Initial Draft	MP, BN, AH, LW
1.2	Draft	9/02/10	Second draft – inc section D (ready for CSLT discussion on 11 February). Tidying/numbering etc still to be done.	MP
1.3	Draft	15/02/10	Ready for submission to Improvement Board	MP
1.4	Draft	25/02/10	Response to feedback from the Improvement Board	MP/BN/LW

## Children's Services Improvement Plan

### 1.2 Approvals

<b>Name</b>	<b>Signature</b>	<b>Job Title</b>	<b>Date</b>
Sandie Keene		Interim DCS	

### 1.3 Distribution

<b>Name</b>	<b>Job Title</b>	<b>Date of Issue</b>	<b>Version</b>
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# Children's Services Improvement Plan

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# Children's Services Improvement Plan

## Section A

### Demographics of Children's Services in Leeds

#### **1.1 About Leeds**

- 1.1.1 Leeds is the second largest metropolitan borough authority in England with a population of three quarters of a million people. It has 178,000 children and young people aged 0 to 19, which represents 23% of the city's total population. The population of children in Leeds is growing, with 2000 more 0-4 year olds in 2007 than there were in 2000.
- 1.1.2 There is significant variation in the social background of children and young people living in Leeds. Whilst approximately a third live in places classified amongst the 20% most deprived areas of the country, at the same time 6% of children and young people in Leeds schools live in areas that are among the 10% most affluent in the country.
- 1.1.3 Of the 107,000 children and young people who attend maintained schools in Leeds, 22,000 (20.5 per cent) are of Black and Minority Ethnic (BME) heritage. The proportion of BME pupils has increased steadily in recent years, with a greater increase in primary than in secondary schools.
- 1.1.4 The size and diversity of the city creates opportunities, but also some significant challenges for services. For example, children and young people's social care in Leeds receives more than 15,000 referrals a year. Like many parts of the country, Leeds has recently experienced a significant increase in referrals, up by 19.4% in 2008/9 on the previous year. The council consistently has approximately 5,500 cases of children or young people receiving some form of support from social care. Currently around 430 children in Leeds are the subject of a child protection plan; of these, 79 are from BME backgrounds.
- 1.1.5 For some time Leeds has consistently had relatively high numbers of looked after children ( 88 children per 10,000 in 2008/9) in comparison with statistical neighbours for whom the average is 63. The total of looked after children is currently more than 1,350 including unaccompanied asylum seeking children. There are over 80 children in Leeds' 13 residential homes. Leeds manages a secure children's home, which caters for 37 children and young people.
- 1.1.6 The size of Leeds means that there is a wide range of settings and services working with children, young people and families every day. Leeds has 268 schools currently. This includes 219 primary schools, 38 secondary schools (of which three are academies), six specialist inclusive learning centres and four pupil referral units. Currently there are 48 children's centres in the city, with a further 10 due for completion (all 58 are designated, only 5 waiting for buildings).
- 1.1.7 The children and young people's workforce in Leeds is extensive. It includes :



## Children's Services Improvement Plan

- 485 Integrated Youth Support Service staff
- 1,026 in Children and Young People's Social Care, approximately  $\frac{3}{4}$  of whom are full time. Of the total, 255 are social workers and there are 36.5 vacancies.
- 960 staff in Early Years
- 20 staff in the Director of Children's Services Unit
- 933 in Education Leeds and
- 18,219 staff in Leeds' schools

### **1.2 Current children's services arrangements in Leeds**

1.2.1 Since 2006, the children's trust arrangements have been supported by a small team called the Director of Children's Services Unit (DCSU). Working closely with the Director, this team has held responsibility for taking a strategic lead across key children's services themes, building and supporting partnership working, particularly locally, and providing support to the Director's role and functions. This team has also led on the development and review of the Children and Young People's Plan.

1.2.2 Within Leeds' children's services, there are three closely linked, but distinct service areas :

- **Education Leeds:** Education Leeds is a not-for-profit company formed in 2001. It was created, under Direction from the Secretary of State, following the receipt of a critical OfSTED report in 1999. The company established its own brand, policies and procedures as it considered appropriate, but maintained close links with the City Council continuing to use the Council's accommodation for its staff and continuing, in most areas, to use the Council's support infrastructure. The Direction was removed in 2006, but the model has been retained with the company now being wholly owned by the City Council. It is led by its own Chief Executive, and oversight of the company is undertaken by a Board consisting of Council representatives, professional educational input, business representation and an independent Chair. Education Leeds is responsible for providing all education support services that relate to children and young people of statutory school age.
- **Children and Young People's Social Care:** CYP Social Care was formed primarily by dividing the former Social Care Department into distinct Adults' and Children's sections. Social care services for children and young people come under a Chief Officer with delegated powers of decision-making. The service across Leeds includes 11 Assessment Teams, 19 Care Management Teams and six Child Health and Disability Teams. Other teams include Pathway Planning (leaving care) team, the Children's Asylum and Refugee team and the Fostering and Adoption services.
- **Early Years and Integrated Youth Support Services:** These services have been brought together under one chief officer and have merged support functions and teams. This was in response to the need to ensure strong links between preventative services across the whole 0-19 age range.

## Children's Services Improvement Plan

IYSS was established in April 2008 in response to the national Youth Matters strategy and to the Education and Inspections Act. The provision of youth work and Connexions services were the two original principal and statutory functions of IYSS, the Youth Offending Service having been added as a third key strand in January 2009. (*Further information to follow*) IYSS also includes youth volunteering, youth engagement, Positive Activities for Young People, Targeted Youth Support, and the Out of School Activities Team whose work includes Breeze on Tour and other events. Connexions services are delivered by a range of agencies commissioned by IYSS. Approximately 85% of youth work is delivered by Leeds Youth Service and the rest by VCFS organisations.

The Early Years Service aims to raise the achievement of young children, narrow the outcome gap between the more and less advantaged children and promote social inclusion. The service works through the Sure Start Partnership to deliver key statutory responsibilities and proactively lead in all areas of early education, childcare, parenting, early intervention and preventative services. The service is organised in three main teams to deliver the four key statutory duties of the Childcare Act: children's centres programme, childcare sufficiency, Early Years Outcome Duty, and the 0-19 Information Duty.

- 1.2.3 The Senior Officer from each of these service areas, along with the Director and Deputy Directors from within the Director of Children's Services Unit make up the Council's Children's Services Leadership Team (CSLT).

### Wider Partnerships

- 1.2.4 Leeds introduced its first Children and Young People's Plan and the Children's Trust Arrangements established to deliver against this in 2006. The trust arrangements were originally developed uniquely for Leeds to incorporate: a broad partnership that works regularly with children and young people to shape and influence policy and strategy - namely the Children Leeds Partnership; and a smaller distinct senior leadership group from across key partners, which takes forward collective commissioning of services to target priority areas - namely the Integrated Strategic Commissioning Board. The safeguarding responsibilities of the partners across the trust arrangements are overseen by the Leeds Safeguarding Children Board, which in Leeds is independently chaired.
- 1.2.5 From the initiation of the trust arrangements in Leeds, these citywide bodies have been complemented by an emphasis on locality working, developed through a range of pilot initiatives and connected to the council's elected members through its area committees.
- 1.2.6 Work is currently underway to review the children's trust arrangements in Leeds, including the Safeguarding Children Board, in response to both external inspection findings and new government guidance. New arrangements will be in place by spring 2010.

## Children's Services Improvement Plan

- 1.2.6 Through the trust arrangements and other local and service specific arrangements, council and education services work closely together and with the other key partners involved with children and young people across the city, including colleges, health partners, West Yorkshire Police and the voluntary, community and faith sectors.
- 1.2.5 NHS Leeds, the local Primary Care Trust (PCT), commissions health services for people in Leeds and shares the same boundary as Leeds City Council. These services include child and adolescent mental health services (CAMHS), health visiting and children's community nursing. These are delivered by the organisation's provider arm, NHS Leeds Community Healthcare. NHS Leeds also commissions general practitioners, pharmacists and dentists to provide local healthcare services.
- 1.2.6 The main provider of children's acute hospital services is the Leeds Teaching Hospitals NHS Trust. NHS ambulance services throughout the city are provided by the Yorkshire Ambulance Services NHS Trust, which was formed in July 2006. NHS organisations are performance managed by NHS Yorkshire and the Humber.

### Democratic Leadership

- 1.2.7 The Children Act 2004 required the appointment of a Lead member for Children's Services. In Leeds an Executive Member (Cllr Golton) is responsible for the political oversight of the Children's Services portfolio and undertakes the Lead Member responsibilities as defined by the Act. As a consequence of the size of the portfolio, another Executive Member (Cllr Harker) has been appointed with responsibility for political oversight of Learning, Early Years and Integrated Youth Support. This Member is the key political interface with Education Leeds.

## **Children's Services Improvement Plan**

Key findings of the internal Children's Services Review

To be added once finalised.

# Children's Services Improvement Plan

## Key findings of recent external reviews and inspections

### *Inspection context*

**3.1 The Joint Area Review** (published May 2008) was positive in its overall assessment of work taking place, it described children's services in Leeds as 'good', although on the 'stay safe' judgement Leeds was rated as 'adequate' with good capacity to improve.

**3.1.1 The Annual Performance Assessment** (2008) of children's services in Leeds, found services to be adequate overall, but highlighted some particular concerns, around for example:

- the number of young people who are not in education, employment or training in Leeds and school attendance rates;
- outcomes for vulnerable groups in Leeds, including looked after children and young people;
- the number of under 18 conceptions;
- the need to improve the participation of children and young people in their reviews;
- timeliness of reviews and the need to reduce the social worker vacancy factor.

**3.1.2** In July, as part of its new framework for inspections of children's services (published in May 2009) Ofsted carried out an **unannounced inspection of contact, referral and assessment in Leeds**. This highlighted some significant issues, including that:

- case files suggested some children had been left at potential risk of significant harm;
- our response to child protection referrals was not consistently in line with statutory guidance;
- there were some weaknesses in our performance management, quality assurance and supervision arrangements;
- inconsistent recording was found;
- the thresholds for accessing services were unclear; and
- our child protection procedures were outdated.

**3.1.3** In December 2009 Ofsted published its latest **annual rating for children's services** in Leeds. This rating was informed by the unannounced inspection (undertaken in July) and therefore reported that although the majority of services inspected during the year had been found to be good or better, that the significant concerns found around safeguarding during the unannounced inspection were such that the overall rating for children's services was inadequate. Ofsted also drew attention to :

- performance in secondary schools, school sixth forms and special schools
- achievement at Early Years Foundation Stage
- attainment of specific minority ethnic groups at 11 and 16
- achievement of Level 2 qualifications by age 19

## Children's Services Improvement Plan

- numbers entering the youth justice system and numbers and relatively high numbers of young people sentenced to custody
- high numbers of young people not in education, employment or training

3.1.4 Coinciding with the publication of this annual rating, between late November and early December Ofsted carried out its **announced inspection of safeguarding and looked after children's services**. This found improvements and progress. It judged the overall effectiveness of services for looked after children to be adequate, with adequate capacity to improve. Overall effectiveness for safeguarding was found to be inadequate, and capacity to improve adequate. Importantly, feel safe and stay safe were judged as adequate. A number of recommendations for improvement were made. These include, for safeguarding, improving

- the timeliness and quality of social work responses for assessments, case planning and recording, including the analysis of risk;
- performance management and quality assurance frameworks;
- the electronic recording system;
- the capacity for the delivery of child protection conferences
- the capacity of the workforce;
- high levels of social worker caseloads and team manager capacity; and
- the contact centre procedures.

3.1.5 Looked after children services' areas for improvement are to :

- review the level of resource available;
- improve the quality of core assessments and case records;
- strengthen arrangements for monitoring the quality and outcomes of external placements;
- ensure all looked after children and young people are made aware of how to complain and that their views are taken into account in the reshaping of services;
- develop a clear and understandable set of measures and targets for the achievement of the Care Promise;
- review the level of resource available to support the children in care council and increase awareness of its role and membership so that it is more representative of the looked after children population;
- improve the range of placement choice available;
- improve the effectiveness and relevance of personal education plans; and
- improve the regularity and timeliness of information-gathering on the progress of looked after children.

3.1.6 Significant change has been implemented and improvement realised in response to the findings of external inspections; however a significant amount of work remains.

# Children's Services Improvement Plan

## The Improvement Notice

*Draft version, supplied by DCSF officials on 8 February*

### Improvement Notice

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To: Name LEEDS CITY COUNCIL

Address Civic Hall, Calverley Street, Leeds LS1 1UR

#### **4.1 This Improvement Notice is being issued due to poor performance in:**

4.1.1 Children's services

#### **4.2 on the basis of evidence contained in:**

4.2.1 Ofsted's August 2009 unannounced inspection of contact, referral and assessment arrangements.

4.2.2 Ofsted's annual assessment 2009, which judged Leeds' children's services to be "performing poorly".

4.2.3 Ofsted's January 2010 inspection of safeguarding and looked after children's services which judged Leeds' overall effectiveness of safeguarding services to be "inadequate".

#### **4.3 The duration of the Improvement Notice will be:**

4.3.1 From date of issue until the final review of progress relating to October 2011 is delivered. The Secretary of State may, at his discretion, choose to lift the Improvement Notice at an earlier date if he is satisfied that the necessary improvements have been made and are sustainable.

#### **4.4 The following measure(s) are needed for you to comply with this Improvement Notice:**

4.4.1 The Council must take action to:

- a. improve areas of weakness identified in the reports from the above inspections and assessments,
- b. improve performance against key indicators in the areas concerned; and
- c. put in place robust and sustainable arrangements to sustain and build on the improvements secured. In particular:

# Children's Services Improvement Plan

## 5.1 Safeguarding children

### 5.1.1 **Developing services and front-line practice:**

- The Council is expected to improve the response to child protection referrals to meet statutory guidelines, and ensure discussions with the police and other agencies take place in a timely manner in all relevant circumstances, as set out in 'Working Together to Safeguard Children'
- The Council must have clear multi-agency thresholds in place, shared with and understood by partners, in order for children and young people to access appropriate services and to ensure consistent and high quality referrals from other agencies.
- The Council needs to ensure that it has effective information management arrangements in place, ensuring that records for all children and young people are up-to-date and that assessment reports are routinely shared with parents as appropriate.
- The Council needs to ensure that it has effective quality assurance arrangements in place to monitor the quality of contact, referral and assessment services and ensure that assessments are of a consistently high standard.
- The Council must further embed the use of the CAF in practice across children's services so that it is effectively used to inform early intervention.
- The Council must demonstrate improvements in staff satisfaction (measured through the Council's corporate staff survey and the local social worker survey) and in the satisfaction of children and families (measured through various service specific surveys) throughout the term of the Improvement Notice.
- The Council must establish clear and agreed processes with partners in the Children's Trust and LSCB to ensure effective scrutiny and training takes place so that the quality of contacts, referrals and assessments improve.

### 5.1.2 Demonstrate clear evidence of improvement in outcomes, evidenced by improvements in the following performance indicators:

- NI 59 - whilst maintaining high quality, increase the percentage of initial assessments for children's social care carried out within timescale to 72% for the month of March 2010, to 80% for the month of October 2010 and to 80% by end of March 2011 (i.e. the annual cumulative figure)
- NI 60 - whilst maintaining high quality, increase the percentage of core assessments for children's social care that were carried out within 35 working days of their commencement to 80% for the month of March 2010, to 84% for the month of October 2010 and to 85% by the end of March 2011 (i.e. the annual cumulative figure)



# Children's Services Improvement Plan

## 5.2 Other areas of concern

### 5.2.1 The Council must:

- Working with the National Challenge Board and any other government agencies as appropriate, effectively deliver the National Challenge Programme, implement the Council's agreed plan for Schools Vulnerable to the National Challenge and ensure agreed targets are met.
- Deliver improvements in the following outcomes:
  - NI 78 - reduction in number of schools where fewer than 30% of pupils achieve 5 or more A\*-C grades at GCSE and equivalent including GCSEs in English and Maths to no schools in the 2011 examinations, with plans in place and demonstrable progress towards that goal by September 2010
  - NI 79 – increase achievement of Level 2 qualifications by the age of 19 to 75.2% in the 2009/10 academic year.
  - NI 102 - narrow the achievement gap between pupils eligible for free school meals and their peers achieving a 5 ppts reduction at Key Stage 4 in the 2010 examinations
  - NI 108 - achieve a sustained upward trend in the achievement of black and mixed heritage pupils by the end of the academic year 2010/11
  - NI 117 – reduce the number of 16-18 year olds who are not in education, employment or training (NEET) to 6.8% in 2010/11
- Working with DCSF, GOYH, National Strategies and other government agencies as appropriate, the Council is expected to demonstrate overall improvements in LAA indicators relating to children's services and statutory attainment targets through the period of this Improvement Notice.

## 5.3 Building capacity and capability to deliver and sustain improvements

### 5.3.1 The Council, working with its partners must ensure robust leadership and implementation of an effective improvement programme covering all staff and elected members and engaging partners, with a clear focus on improving outcomes for children and young people, particularly in relation to safeguarding. It must:

- Cooperate with the independent chair to establish an Improvement Board and support the Board in providing effective challenge across the partnership to drive swift and sustainable progress through a robust improvement plan. The Council must provide the Improvement Board with robust evidence of both quantitative outcomes and qualitative processes as required. The Council must take full account of the advice and recommendations of the Improvement Board to deliver

## Children's Services Improvement Plan

improvements in its children's services, and to continue to improve partnership arrangements.

- Prepare a robust Improvement Plan to be agreed with the Improvement Board for delivering improvements across children and young people's services, addressing all areas of weaknesses highlighted in Ofsted inspections, the 2009 Comprehensive Area Assessment and other areas of concern as appropriate.
- Monitor improvement in children's social care, by establishing rigorous performance management and quality assurance systems which deliver regular monitoring, scrutiny and quality assurance of social care performance.
- Increase capacity within children's social care, in particular at team manager and social worker levels, by ensuring that there is an effective senior management team responsible for social care.
- Review social workers' responsibilities and workloads to ensure that responsibilities are clearly and tightly defined, and that no staff carry too wide a range of work. This will need to involve consideration of whether a restructure of children's social care services is necessary to deliver high quality services.
- Develop a comprehensive programme of training, mentoring and continuous professional development for all social care staff so that they have the skills to complete high quality and timely assessments

### **5.4 Improvement against the above measures will be assessed as follows:**

5.4.1 The Improvement Board will receive regular updates on performance against the above measures. The Chair of the Improvement Board will report to the Department for Children, Schools and Families and Leeds City Council on a bi-monthly basis.

5.4.2 This will be supplemented by interim reviews in regard to performance at:

- The end of March 2010 (reported in May 2010)
- The end of September 2010 (reported in November 2010)
- The end of March 2011 (reported in May 2011)

as well as a final review at the end of October 2011. The Secretary of State may exceptionally require additional reports in light of these scheduled reviews.

### **5.5 by:**

5.5.1 The Department for Children, Schools, and Families, who will, on the basis of measurable progress towards the targets outlined above, advise Ministers on any necessary follow-up action, taking account of reports from the Improvement Board and Leeds City Council.

## Children's Services Improvement Plan

**5.6 Failure to comply with this Improvement Notice by the assessment dates may lead to:**

- 5.6.1 The Secretary of State for Children, Schools and Families using statutory powers of intervention (s497A Education Act 1996) to direct the Council to enter into an appropriate arrangement to secure the necessary and rapid improvements required in children's services.

**Signed:** ..... **Date:** .....

# Children's Services Improvement Plan

## Section B

### Role, scope and membership of the Children's Services Improvement Board

#### 6.1 Background

6.1.1 On 7 December 2009, Leeds City Council formally agreed with Dawn Primarolo MP, Minister of State for Children, Young People and Families, to establish an Improvement Board led by an independent chair.

6.1.2 This proposal was in response to a range of challenges identified across children's services following an unannounced inspection of contact, assessment and referral services in July 2009 and subsequent inspections/assessments. The key inspections/assessment included:

- Ofsted's July 2009 unannounced inspection of contact, referral, and assessment services which identified a number of 'priority areas for action';
- Ofsted's annual children's services assessment published in 2009 which concluded that 'whilst the majority of the local authority's inspected and regulated services provision in children's services are good or better there are significant weakness in areas of social care provision' which led to a performance assessment of performing poorly;
- The Area Assessment published in December 2009 which identified safeguarding as being a key issue of concern and identified as a 'red flag';
- The announced inspection of Safeguarding and Looked After Children which was published on 7 January 2010 and identified that whilst positive progress was being made, significant challenges remain, particularly in regard to safeguarding which remains to be assessed overall as being inadequate. The assessment for capacity to improve was judged as being adequate.

6.1.3 The DCSF has also issued Leeds City Council with a (currently draft) Improvement Notice specifying the performance measures required to comply with the Improvement Notice; a range of actions to be progressed; timescales for those changes; how delivery against the Improvement Notice will be monitored and assessed; and, the action that may be taken by the DCSF if there is a failure to comply with the requirements of the Improvement Notice.

6.1.4 Progress against the requirements of the Improvement Notice will be assessed by:

1. The Improvement Board receiving regular updates on performance and actions against the measures and actions identified;

## **Children's Services Improvement Plan**

2. The Chair of the Improvement Board reporting to the Minister for Children, Young People and Families and Leeds City Council on a bi-monthly basis, and;
3. Interim reviews in regard to performance being provided to the Improvement Board, Leeds City Council and DCSF at times specified within the Improvement Notice.

6.1.5 An Improvement Plan will be produced by the Council, in partnership with others as appropriate, incorporating not only the Improvement Notice and key inspection findings but also the outcomes of the significant review of children's services leadership, governance and partnership arrangements that the authority has undertaken. The Improvement Plan will be signed off by both the Council and the Improvement Board and will provide the context for the Board's work.

### **6.2 Purpose:**

6.2.1 The Leeds Children's Services Improvement Board will advise on, and challenge the content of, delivery, progress and outcomes of the Improvement Plan and monitor compliance with the terms of the Improvement Notice.

### **6.3 Chair:**

- The Board will be chaired by an independent chair
- Bill McCarthy, Chief Executive of NHS Yorkshire and Humber has been jointly appointed by Leeds City Council and DCSF to undertake this role.
- If the Chair is unable to attend any meeting then he/she shall appoint an appropriate person from the existing Board membership to deputise in his/her absence.

### **6.4 Board Membership:**

- Bill McCarthy, Chief Executive of NHS Yorkshire and Humber
- Paul Rogerson, Chief Executive of Leeds City Council
- Councillor Stewart Golton, Lead Member for Children's Services
- Chief Superintendent Gerry Broadbent, Leeds North East Divisional Commander, West Yorkshire Police
- Peter Roberts, Chief Executive of Leeds City College
- John Lawlor, Chief Executive of NHS Leeds
- Penny Thompson, external challenge and support

### **6.5 Others in Attendance:**

- The Council's Director of Children's Services
- James Rogers, Assistant Chief Executive (Planning, Policy and Improvement)
- Senior colleagues from children's services, Education Leeds and partner organisations will attend and report into the Board as required

## Children's Services Improvement Plan

- A representative from GOYH and the DCSF Intervention Team will be invited to attend in an observer capacity

### 6.6 Meeting Frequency:

- 6.6.1 The Board will meet on a monthly basis and a schedule of meetings will be agreed for 2010 in the first instance. Meeting requirements for 2011 will be considered by the Board in the autumn of 2010.

### 6.7 Quorum:

- 6.7.1 The Improvement Board has no specified quorum. It will be a matter for the chair to determine whether there are sufficient members either present or able to attend to undertake the necessary business of the Board.

### 6.8 Alternates:

Members of the Board will be required to attend in person or send their apologies. Deputies cannot attend in place of Board Members. For others attending the Board to support its work, deputies may attend with the prior agreement of the chair.

### 6.9 Roles and Responsibilities

- 6.9.1 The Board will:

1. Consider, comment upon and agree the detail of an Improvement Plan (to be prepared and agreed formally by the Council) which will provide a focus for the Board's work;
2. Ensure the requirements of the Improvement Notice, as issued by the DCSF, are adequately and appropriately addressed within the Council's Improvement Plan;
3. Receive proposals for addressing the key performance issues identified within the Improvement Notice and monitor progress including the receipt of relevant performance management information;
4. Oversee, monitor and challenge progress on, the implementation of the Council's Improvement Plan;
5. Advise on the implementation of the Improvement Plan, assessing risk and considering issues that arise that may be impeding on the delivery of the plan e.g. constraints such as IT, financial or staffing issues;
6. Assure itself that front-line practitioners, customers and partners are all being appropriately engaged by the Council in addressing the key performance issues identified within the Improvement Plan;

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7. Assure itself that the Council is implementing revised arrangements and practices which are sustainable in the longer term in order to maintain a high standard of performance, particularly in the area of children's social care;
8. Agree the future work plan of the Board;
9. Support the chair in agreeing the key issues to be formally reported to the Council and the DCSF as part of the formal reporting requirements, and;
10. Consider reports from the Council and its partners, as may be required, on the wider improvement agenda in children's services.

### **6.10 Dissolution of the Board**

6.10.1 The Board will be dissolved by a joint-decision of the Minister of State for Children, Young People and Families and Leeds City Council following a recommendation from the Board that all of the key requirements in the Improvement Notice have been sufficiently met and are sustainable. Any change in the Board membership will need to be agreed with the DCSF, the Council and the Independent Chair.

### **6.11 Administration**

6.11.1 Leeds City Council will be responsible for the preparation of the agenda and papers for the meetings of the Board, in consultation with the Independent Chair. Papers will be distributed to Board Members at least five working days in advance of the meeting. Leeds City Council will also be responsible for the administration, clerking and hosting of the Board meetings and will ensure that minutes are taken and distributed to Board members within one week of a Board meeting. The Chair should agree minutes before circulation.

# Children's Services Improvement Plan

## Section C

### Reporting lines of the Children's Services Improvement Board

#### 8.1 Reporting

8.1.1 The Children's Services Improvement Board will receive monthly monitoring reports about progress with delivering the Improvement Plan. The Summary Monitoring report will be produced on an exception reporting basis and will highlight any key issues and risks arising. In addition details of any changes made to the plan will be reported as will a brief overview of progress against key actions and those nearing completion.

8.1.2 These reports will be timed so that the information is as up to date as possible for the Board and will then be used as a basis for updating a number of other groups and Boards as shown in the table below.

Key Meetings	Purpose of Meeting	Frequency of Meeting
Children's Services Support Group Chair – Paul Rogerson	Challenge and support for the delivery of the plan from a cross-council perspective	Once a month
Children's Services Leadership Team Chair – Eleanor Brazil	Improvement plan monitoring and clearance of papers for the Improvement Board	Once a month
Children's Services Improvement Board Chair – Bill McCarthy	Advise on and challenge delivery, progress and outcomes of the Improvement Plan  Monitor compliance with the terms of the Improvement Notice.  Provide material for Bill McCarthy to update DCSF and Council Leaders once every two months.	Once a month
Children's Trust Board Chair - TBC	Understanding our progress against the Children's Services Priority Improvement Plan and driving forward progress	Monthly
Corporate Leadership Team Chair – Paul Rogerson	Monitoring and, where appropriate, supporting the delivery of the Children's	Bi monthly



## Children's Services Improvement Plan

	Services Priority Improvement Plan	
Leader Management Team Chair – Leader of the Council	Briefing on progress against the plan and challenge as appropriate	Bi monthly
Member Reference Group Chair – Paul Rogerson	Briefing on progress against the plan and challenge as appropriate	Once a month
Children's Services Scrutiny Chair – Cllr Bill Hyde	Monitoring our progress against the plan on a quarterly basis, including a 6-monthly review of progress against the Improvement Plan	Quarterly
DCSF Ministers	Update via Bill McCarthy	Bi monthly
Executive Board	6-monthly review of progress against the Improvement Plan	6-monthly

8.2 So, in summary:

- Each month, there will be a monitoring report that is produced primarily for the Children's Services Improvement Board reported at various meetings every two months, there will be progress update meetings provided to DCSF and Council Leaders by Bill McCarthy.
- Every quarter, along with the normal quarterly performance reporting, a consolidated position will be provided to the Council's Scrutiny Board.
- Every 6 months, a formal review against the Improvement Notice will be provided to the DCSF, the Council's Executive Board and the Council's Scrutiny Board.

8.3 A timetable of reporting meetings can be seen in Appendix A.

# Children's Services Improvement Plan

## Section D

### An overview of the key themes of the improvement plan

#### 9.1 Background

9.1.1 The Children and Young People's Plan 2009-2014(CYPP) sets out a vision for all the children of Leeds to be happy, healthy, safe, successful and free from the effects of poverty. The CYPP sets out two important cross cutting priorities, very relevant to the context that Leeds is now in given more recent inspection findings, which are:

- improving safeguarding
- enabling integrated working

9.1.2 Additionally, the CYPP set out 8 further short term priorities and 10 longer term ambitions. All of the short term priorities are relevant to the themes in the Improvement Plan and many of the targets feature in the Improvement Notice. The short term priorities are:

- Improving outcomes for looked after children
- Improving attendance and reducing persistent absence from school
- Improving early learning and primary outcomes in deprived areas
- Providing places to do and things to do
- Raising the proportion of young people in education or work
- Reducing child poverty
- Reducing teenage conception
- Reducing the need for children and young people to be in care

#### 9.2 Structure of the Improvement Plan

9.2.1 However, it is clear that we need to increase the pace of improvement in a number of areas in Leeds and this Improvement Plan will provide a focus for that increased pace and impact. The Improvement Plan is organised around five themes, in order to provide comprehensive and coherent coverage of the issues. The themes are:

- Effective leadership and governance of integrated children's services in Leeds
- Excellent safeguarding standards and practice
- Improve outcomes for looked after children
- All young people participating fully, socially and economically
- A highly skilled, well motivated, motivated and continually developing workforce

9.2.2 The detail of what will be done, by, when and who, how, and how we will measure success is all laid out in section E of the Improvement Plan – a detailed implementation plan across all the themes. However, these can also be summarised as:

- Effective leadership and governance of integrated children's services in Leeds

## Children's Services Improvement Plan

- Implement new Leadership and Governance arrangements for Children's Services, including developing an accountability framework for the delivery of outcomes for children and young people at a local level
  - Create a new Children's Trust Board with appropriate governance arrangements at both citywide and local level
  - Review the Children and Young People's Plan
  - Establish robust commissioning arrangements
  - Develop a strong performance management culture and framework, and develop robust quality assurance systems
  - Consider requirements for budget realignment to support delivery of children's services priorities
- Excellent safeguarding standards and practice
    - Establishment of high quality operational procedures with strict compliance, good record keeping and clear risk assessed decision making backed up by excellent quality assurance processes
    - Revise the operation of the Local Safeguarding Children's Board to ensure it is able to carry out all its functions effectively
    - Improve Early Intervention and prevention by: good information sharing, adherence to clear thresholds, use of CAF and effective interagency working
  - Improve outcomes for looked after children
    - Improve placements for looked after children
    - Reduce the number in care and time spent in care
    - Ensure effective planning for children and young people in care and leaving care
  - All young people participating fully, socially and economically
    - Implement an action plan to reduce the numbers of NEET (including the number of not knowns)
    - Improve attainment with particular focus on under achieving groups and settings (Eg. LAC relevant BME pupils, SEN and Free School Meals, National Challenge)
    - Improve school attendance with a particular focus on secondary and persistent absentees
    - Reduce the numbers of young people involved in burglary and reduce the high number of young people in the youth justice system who receive a custodial sentence
  - A highly skilled, well motivated, motivated and continually developing workforce
    - Produce workforce development plan for an integrated C&YP workforce to include recruitment, retention, training, skills development and provide improved clarity of roles and responsibilities
    - Ensure staff are enabled to carry out their responsibilities efficiently by provision of effective IT systems and adequate support

## Children's Services Improvement Plan

- Ensure C&YP Social Care staff have appropriate and manageable workloads, and are kept under regular supervision

9.2.3 The Annual Review of the CYPP 09-14 will take place during March/April, set within the context of the revised children's trust arrangements. This Annual Review will take account of the Improvement Plan.

### 9.3 How we will know when we've got there

9.3.1 We want to secure excellent services for children and young people in Leeds by 2014. This will mean no areas for priority action being found in our next unannounced inspection of contact, referral and assessment, and improved annual performance ratings to "adequate" in 2010 and "performing well" in 2011.

9.3.2 During the lifetime of the Improvement Notice we will embed revised Children's Trust arrangements city-wide and at local level. This will include effective Children's Trust and Local Safeguarding Children Boards, with the appropriate level of representation across all partners, and the necessary supporting and consultative groups, with robust linkages between the different elements, in order to drive our improvement through the Children and Young People's Plan. Our leadership arrangements will be redefined to better manage and support effective integrated frontline services.

9.3.3 Through internal self- evaluation and external scrutiny we have increased our self-awareness and understanding of risk .We will build on this approach in a more systematic way, embedding it into our routine performance management. Delivery of services for children and young people will be backed by integrated support functions including commissioning and performance management to achieve greater coherence across the whole system and enable robust prioritisation and alignment of resources to priority improvement areas and sustaining good quality services. Our longer term approach to financial planning will ensure that budget allocations are kept under review and aligned to the delivery of our plans and priorities. Any such planning will need to take place in the context of the national funding picture and the impact of the Government's Comprehensive Spending Review.

9.3.4 Strengthening the leadership and challenge role of the Local Safeguarding Children Board will help us to ensure that practice in Leeds is robust and agencies are working together effectively to safeguard vulnerable children and young people. An Integrated Safeguarding Unit will help to deliver a robust child protection system in which children, young people and families are properly engaged. Promotion of safeguarding, learning the lessons from Serious Case Reviews and delivering comprehensive training are all important elements that will be secured to improve our safeguarding arrangements.

9.3.5 We recognise that we cannot secure the improvements we need for our children and young people without a skilled, motivated and well supported

## Children's Services Improvement Plan

workforce that continues to develop, and this will be reflected in our Integrated Workforce Strategy.

- 9.3.6 It is of critical importance that frontline staff have appropriate case loads and are well supported, trained and supervised. Staff will be deployed into multi-disciplinary and multi-agency teams as best fits the needs of the children, young people, families and communities we are here to assist. To achieve this we will require strong leadership and a clear agreed vision for the delivery of integrated children's services in Leeds.
- 9.3.7 Clear thresholds for intervention have been developed and will be fully understood and utilised by staff across all agencies. Integrated front-line services targeting support for children and families with additional and multiple additional needs will deliver timely responses to problems using appropriate care pathways. As the whole system is strengthened to respond more effectively to meet families' needs, we expect to see a reduction in the numbers of children and young people becoming looked after.
- 9.3.8 Whilst outcomes for our looked after children are improving, they lag behind those for their peers and this is unacceptable. We will continue to narrow that gap through better assessment, planning and co-ordinated individualised support for looked after children and young people and their carers. We will make sure that we are listening to what looked after children and young people are telling us about their experiences and use this to evaluate and improve our provision. A better range of local placements will not only improve choice and stability for children and young people, but will also have an impact on one of our major budget pressures, thus freeing resources for other priority areas of activity.
- 9.3.9 We want to see a greater proportion of our young people engaging fully in their community, thriving socially and economically. This means that we will focus our collective efforts more keenly on those groups of children and young people who are particularly vulnerable to under achievement. The gap between them and their peers must reduce progressively. We will tackle disengagement through our approach to Raising the Participation Age : ensuring we have the right range of opportunities for learning and training that will excite and motivate our young people, and providing them with good quality advice and support to access them. Our systems for information, advice and guidance will be strengthened to track young people more effectively and ensure that they stay within a supportive network that will help them to succeed. Partnership activity including a "Think Family" approach and integrated offender management will be used to reduce burglary and re-offending.
- 9.3.10 Leadership across all levels of our children's trust partnership in Leeds needs to be active, visible and effective in sustaining high quality responses to improve outcomes for our children and young people, particularly the most vulnerable. As our Improvement Plan develops we expect it to provide further

## **Children's Services Improvement Plan**

evidence of strong partnership activity to deliver on our priorities, and increased satisfaction of both service users and staff.

Key	Source	Key	Source
IN T	Target from the Improvement Notice	AI SG	Announced inspection - Safeguarding
IN	Improvement Notice	AI LAC	Announced inspection - Looked After Children

Key	Urgency
1	1 month
2	3 months
3	6 months
4	12 months
5	> 12 months

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
<b>Improvement Theme 1 : Effective leadership and governance of integrated children's services in Leeds</b>										
<b>Theme One: Outcome One: Implement new Leadership and Governance arrangements for Children's Services, including developing an accountability framework for the delivery of outcomes for children and young people at a local level</b>										
<b>Lead accountable Officer : Interim DCS</b>										
IN 3.1 1.1.1	Cooperate with the independent chair to establish an Improvement Board and support the Board in providing effective challenge across the partnership to drive swift and sustainable progress through a robust improvement plan.	1 01/03/10	<b>Main Action 1: Establish an effective improvement board</b>							
			1a. Inform Executive Board of the Improvement Board	6/1/2010.	Assistant Chief Executive	1. A board is in place.  2. The Board provides effective challenge across the partnership, drives swift and sustainable progress and regularly monitors a robust improvement plan.  3. Progress made at each formal review period.	1. 2010: Unannounced Inspection : no areas for priority action are found  2. 2010: CAA / Annual Children's Services Performance Rating : Children Services in Leeds are rated as performing adequately  3.2011: CAA / Annual Children's Services Performance Rating : Children's Services in Leeds are rated as performing well			
			1b. Produce draft Terms of Reference for inaugural meeting of Improvement Board	19/1/2010.						
			1c. Produce Executive Board paper about operation of the Improvement Board including links and key relationships	10/03/2010.						
			1d. Review operation of the board every 6 months	Sept 2010 / March 2011						
			<b>Main Action 1: Develop a robust improvement plan</b>		Deputy Director Children's Services Innovation and Change					
			1a. Agree outline for improvement plan	19/1/10	Improvement Board					
			1b. Produce first draft of improvement plan	31/1/10						

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
IN 3.2 and 16 AI SG 1 1.1.2	Prepare a robust Improvement Plan, which is agreed with the Improvement Board, for delivering improvements across children and young people's services, addressing all areas of weakness highlighted in: Ofsted inspections; the 2009 Comprehensive Area Assessment; other areas of concern as appropriate and the outcome of the Council's review of service delivery.	01/03/10	1c, Produce final draft of improvement plan by Plan to be submitted to: a, Improvement Board; b, Executive Board and to DCSF 1d, Agree monitoring process for Improvement Plan 1e, Determine programme management arrangements to support delivery of improvement plan and ensure the required capacity is available to support implementation 1f, Submit regular monitoring reports to the Improvement Board at each of their monthly meetings	16/02/2010 22/02/2010 10/03/2010 15/2/10 31/3/10 15th march 12th April 18th May 14th June 13th July 17th August 13th Sept 11th Oct	Deputy Director Children's Services Innovation and Change	SC 3 - IN 4.1	1 Clear and succinct action plan is in place which reflects all actions from the announced inspection and the wider improvement priorities 2 Improvement plan agreed / approved 3 Regular updates and robust evidence of both quantitative outcomes and qualitative processes is provided to the improvement board, 4 Progress made at each review period.	2010: Unannounced Inspection : no areas for priority action are found 2010: CAA / Annual Children's Services Performance Rating : Children Services in Leeds are rated as performing adequately 2011: CAA / Annual Children's Services Performance Rating : Children's Services in Leeds are rated as performing well	CYPP and the LSP (and their reviews)	Yes - Corporate Support
Theme One: Outcome Two; Create a new Children's Trust Board with appropriate governance arrangements at both citywide and local level Lead Officer : Deputy Director of Children's Services Partnerships and Governance										
			Main Action 1: : Implement the new Children's Trust Board 1a, Develop a project lead and project plan 1b, Development of proposals and consultation with key partners and stakeholders 1c, Draft constitution, supporting paperwork, proposals for support arrangements, membership, work programme, communications plan	1/4/10 31/1/10 28/2/10 26/3/10			1. Governance arrangements in place which meet the updated governance guidance and the Council's requirements for Significant Partnerships . 2. Partners are well represented on Boards/Partnerships at appropriate levels of seniority.		DCSF - ACSL Act Nov 09,	Additional Capacity



Source of the Recommendation	Recommendation Ref	Recommendation	Urgency	Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
NA	1.2.1	Create a new Children's Trust Board to strengthen partnership and co-operation arrangements and strategic oversight.	2	Phase 1: April 10 Phase 2 : April 11	1d, Approval from key partners and the Council's Executive Board	07/04/2010	Project Lead	NA	<p>levels of seniority.</p> <p>3. Remit of the boards and sub board arrangements, partnerships , partner roles and linkages are well defined.</p> <p>4. Forward plans developed and in place which focus on partnership priorities, to deliver better outcomes.</p> <p>5. New style CYPP approved April 2011</p> <p>6. Robust arrangements are in place for the CTB to oversee/monitor the implementation of the CYPP</p> <p>7,Progress is against the above and the broader project deliverables is in line with expectations at mid and end year review</p>		<p>Children's Trust Guidance Nov 09,</p> <p>Working Together Guidance Dec 09.</p> <p>Leeds - Leeds Initiative,</p> <p>Vision for Leeds, CYPP (ref 1.3)</p>	<p>in place to support Phase One to April 10</p> <p>Phase Two being scoped; will include requirement to support new Children's Trust Board and area/locality arrangements</p>
NA	1.2.2.	Refine area (wedge) and locality (cluster) arrangements to become significant partnerships linked to the Children's Trust Board	3	30/05/10	<p><b>Main Action 1: Refine area (wedge) and locality (cluster) arrangements to become significant partnerships linked to the Children's Trust Board</b></p> <p>1a, Approval of framework for arrangements</p> <p>1b, Project lead and project plan developed</p> <p>1c, Consultation with area based partners</p> <p>1d. Develop constitution, supporting paperwork, support arrangements, membership, work programme, communications plan</p> <p>1e, Confirm partnership arrangements with the new CTB</p> <p>Transition to new arrangements</p>	<p>1/5/10</p> <p>1/12/09</p> <p>1/1/10</p> <p>Mar 10</p> <p>Feb /Mar 10</p> <p>From May 10</p>	Project Lead		<p>1. Governance arrangements in place which meet the updated governance guidance and the Council's requirements for Significant Partnerships .</p> <p>2. Partners are well represented on Boards/Partnerships at appropriate levels of seniority.</p> <p>3. Remit of the boards and sub board arrangements, partnerships , partner roles and linkages are well defined.</p> <p>4. Forward plans developed and in place which focus on partnership priorities, to deliver better outcomes.</p> <p>5. Measured by mid-year and end-year reviews.</p>		<p>DCSF - ACSL Act Nov 09,</p> <p>Children's Trust Guidance Nov 09,</p> <p>Working Together Guidance Dec 09.</p> <p>Leeds - Leeds Initiative,</p> <p>Vision for Leeds, CYPP (ref 1.3)</p> <p>Locality Pathfinder</p>	<p>Additional Capacity in place to support Phase One to April 10,</p> <p>Phase Two being scoped; will include requirement to support new Children's Trust Board and area/locality arrangements</p>
<p>Theme one: Outcome Three : Review the Children and Young People's Plan</p> <p>Lead Accountable Officer: Deputy Director of Children's Services Innovation and Change</p>												

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
1.3.1	Review of the Children and Young People's Plan	2 01/04/10	<b>Main Action 1: Undertake the 2010 annual review of the Children and Young People's Plan</b>	1/4/10	Education Leeds Director of Learning Environments	PI 1 - IN 2.2	Review that meets the guidance	1, Overall improvements in LAA indicators relating to children's services and statutory attainment targets through the period of the improvement notice are demonstrable (Source: Improvement Notice IN2.2 )	JSNA LSP 08-11 LSP 11-14 2009 - 14 CYPP Vision for Leeds III	Additional performance management support
			1a, Agree process for undertaking the annual review of the CYPP	15/2/10						
			1b, Deliver an annual review of the CYPP, making clear links with the Children's Services Improvement Plan	30/4/10						
			1c. Report CYPP Review to Executive Board	30/6/10						
			1d, Deliver quarterly performance monitoring report	Q4 - 19th May 10 Q1 - 10th Aug 10 Q2 - 9th Nov 10 Q3 - 8th Feb	Strategic Leader Performance					
			<b>Main Action 2: Deliver a fundamental review of the CYPP for 2011 in line with national guidance</b>	30/4/10	Strategic Leader Performance					
			2a, Agree a process, timeline and tasks for the fundamental review of the CYPP for 2011	30/4/10						
			2b, Ensure the review of the Children and Young People's Plan is complete	30/4/11						
			<b>Main Action 3: Improve customer satisfaction</b>	31/10/10	Strategic Leader Performance					
			3a, Establish measurement methodology	30/3/10						
			3b, Establish and report baseline/ frequency	30/4/10						
			3c, Service action plans to deliver improvements developed and agreed	31/5/10						

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
				3d, Produce update reports in line with reporting timetable	TBC						
Theme one: Outcome Four: Establish robust commissioning arrangements											
Lead accountable officer : Deputy Director of Children's Services Commissioning											
AI SG 14	1.4.1	Within six months ensure that there is a suitably trained, experienced paediatrician available across the city 24 hours every day of the week to support effective child protection medical examinations involving children.	3 01/08/10	<b>Main Action 1: As in recommendation column</b>	1/4/10	• Project lead Dr Sharon Yellin; Consultant in Public Health Medicine, NHS Leeds	N/A	Medical service in place which consistently meets requirements and core standards		PCT Children's Commissioning Priorities	No – within existing resources
				1a review current medical provision and investment (for in and out of hours provision) against Royal College guidelines/Working Together	1/5/10						
				1b, Secure agreement on process and model of provision with West Yorkshire Police for the joint commissioning of this service	1/6/10						
				1c, Ensure all partners are aware of any subsequent service changes that may occur	1/7/10						
				<b>Main Action 1 : Ensure all current commissioning capacity is consolidated to form a single children's services commissioning service</b>	30/10/10	Deputy Director - Commissioning	NA	1, All current commissioning capacity is consolidated to form a single children's services commissioning service, this will include the following:  a, Single service in place with clear accountabilities and responsibilities  b, Capacity pressures absorbed from consolidation of			
		1.a Identify all current children's commissioning capacity and related budgets within LA	15/3/10	Head of Finance Children's Services							
		1.b Agree structure and budget for a consolidated children's commissioning service	31/5/10	CSLT							
		1.c Successful implementation of the new structure for commissioning	31/09/10	Deputy Director - Commissioning							

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
N/A 1.4.2	Create a single commissioning function made up of all relevant commissioning resources from across council provided children's services.	4 01/01/10	1.d Delivery of agreed savings targets as part of children's services finance plan (cross ref outcome 1.6.3 - Review the council's five year budget strategy in light of the challenges faced in children's services )	30/10/10	Deputy Director - Commissioning		consolidation of functions and working processes c. Savings made on contracts are improved through the commissioning process		Children's Services Budget Plan Implementation Plan arising from the children's services review Service/ Budget Plans	Support from Human Resources, Procurement Unit and Finance
			<b>Main Action 2:A schedule of all commissioning activity (including that in place as well as planned) is to be compiled</b>	31/09/2010	Deputy Director - Commissioning	NA	2. A schedule of all commissioning activity (including that in place as well as planned) is compiled which identifies: a. Existing spend against commissioned services b. Existing commissioning budgets c. Current performance against contracts d. Opportunities for savings and service improvements			
			2.a. Urgent review completed on all commissioning activity	1/6/10	Head of Commissioning					
			2.b All commissioning budgets identified	1/4/10	Head of Finance Children's Services					
			2.c All contracts identified	1/4/10	Head of Finance Children's Services					
			2.d Review of all contracts completed	1/7/10	Head of Commissioning					
			2.e Savings plan agreed	1/5/10	Deputy Director - Commissioning					
			2.f Agreement on areas for service redesign and improvement	1/8/10	Deputy Director - Commissioning					
			<b>Main Action 3: Review current governance arrangements for commissioning and make recommendations for revised commissioning , which are in line with new children's trust arrangements.</b>	30/6/10	Deputy Director - Commissioning	NA	3. Current governance arrangements for commissioning are reviewed and clear recommendations for revised commissioning , which are in line with new children's trust arrangements, are made.			
			3.a. Identify requirements for commissioning from new children's trust legislation	1/4/10						
			3.b. Engage with partners re options for joint commissioning and commissioning governance	1/5/10						
			3.c. Develop options	1/5/10						
			3.d. Implement agreed option	1/10/10						
			<b>Main Action 4 : Develop a commissioning plan / prospectus setting out commissioning practices underpinning the Children and Young People's Plan and Improvement Plan Priorities. This will focus on commissioning activity to deliver improved outcomes and value for money.</b>	1/10/10	Deputy Director - Commissioning	NA	4. A commissioning plan / prospectus setting out commissioning practices underpinning the Children and Young People's Plan and Improvement Plan Priorities is developed which			

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details	
				4.a. Template for commissioning plan/prospectus agreed	1/5/10	Priority Outcomes Commissioner		focuses commissioning activity to deliver improved outcomes and value for money.				
				4.b. Workstream commissioning leads identified	1/6/10	Deputy Director - Commissioning						
				4.c. Commissioning plan/prospectus in place	1/6/10							
				4.d. Areas for decommissioning/service change/commissioning agreed	1/10/10							
				4.e. Savings plan agreed	1/10/10							
	1.4.3	Within six months develop and begin implementation of a service review programme for commissioned services (as part of the performance management framework) and re-align current Children's Services base budget to reflect new priorities following CAA and announced inspection	2 01/07/10	<b>Main Action 1: See Recommendation Column</b>	1/7/10	Deputy Director CS Commissioning		1, Areas for re-investment identified in support of budget re-alignment across children's services  2, Achievement of planned savings in:  - Business Support functions - Integrated front-line service delivery  3, 11/12 Budget reflects re-alignment of spending.	CS review implementation plan Service and budget plans	Performance management, finance and procurement capacity		
				1a, Develop and agree service review methodology	1/6/10	Priority Outcomes Commissioner						
				1b, Define and agree review capacity	1/6/10	Deputy Director CS Commissioning						
				1c, Agreed priorities with focus on Improvement Plan areas and those where there are the greatest potential for change	1/6/10							
				1d, Review programme agreed and implementation commenced	1/6/10							
<b>Theme One : Outcome 5: Develop a strong performance management culture and framework, and develop robust quality assurance systems</b> Lead Accountable Officer: Deputy Director - Partnerships and Governance												
ALAC 6	1.5.1	Within three months develop a clear and understandable set of measures and targets for the achievement of the Care Promise.	2 02/04/10	<b>Main Action 1: Develop an effective performance management framework to aid monitoring of the Care Promise</b>	2/4/10	Head of Virtual School for Looked After Children/ Head of LAC Services - When appointed	N/A	1. Performance measures and QA framework in place and agreed by 'Have Your Say' Council.  2. Service plans reflect partners contributions to meeting core promise.		MALAP Exec and Corporate Carer forward plans  Service Delivery Plans	Yes - the collection and analysis of additional data, focus group responses, and satisfaction measures will require additional Performance Management support	
				1a, Draft proposals for a framework which encompass feedback from children and young people received during the development of the Promise presented to the Care Council, MALAP Exec and Elected Member Corporate Carer Group	31/3/10							
				1b, Agreed framework in place	31/3/10							

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
			1c. Ensure effective governance of performance against the promise through the development and agreement of regular reporting arrangements to the Care Council, the MALAP Executive and the Elected Member Corporate Carer Group, and from there to the Exec Board.	31/3/10						The implementation will need more resource but development can be done within existing resources
			1d. Ensure service plans of all relevant partners include agreed measures and targets as set out in the framework.	30/4/10	Chair of MALAP					
			1e. Develop and agree a process for monitoring the Promise year on year	30/4/10	CO - CYPSC					
ALAC 10	1.5.2 Within six months improve the regularity and timeliness of information-gathering on the progress of looked after children at a strategic level, to enable regular tracking of pupils' progress and more timely evaluation of the impact of actions and interventions on progress and learning of looked after children.	3 02/07/10	<b>Main Action 1 : Improve the regularity and timeliness of information-gathering on the progress of looked after children by the Leeds Virtual School</b>							
			1a. Establish a formal agreement with headteachers and governors for schools to provide termly data on attainment and progress to the Leeds Virtual School.	2/6/10						
			1b. The Virtual School provides feedback on school compliance with data collection requests to the School Improvement Service and School Improvement Partners to challenge headteachers if necessary.	2/7/10						
			<b>Main Action 2: Enable regular tracking of pupils' progress</b>							
			1a. Education Leeds Data Management team migrate looked after children and care leaver data into the SIMS Management Information System to enable the Leeds Virtual School to use SIMS to track pupil level progress.	2/5/10	Head of the Virtual School for Looked After Children		1, 90% of schools agree to provide termly data on attainment and progress to the Extended School by June 2010. 2, Data on attainment, progress and attendance is available for all looked after children in education on a termly basis from December 2010 onwards.	OC2 annual return	LEXS Improvement Plan	Yes - resource need to be identified as the solution is implemented.
			1b. Education Leeds Data Management team provide training to allow the Leeds Extended School to make effective use of the SIMS Management Information System to track individual pupil progress against planned interventions from 1 September 2010.	2/7/10			3, Summaries of the attainment, progress and attendance of looked after children, and the evaluation of the impact of interventions, are reported to the MALAP Exec and Elected Member Corporate Carer Group termly.			
			1c. Integrate pupil level attendance information into the data set held by the Virtual School in the SIMS Management Information System.	2/7/10						
			<b>Main Action 3: Provide more timely evaluation of the impact of actions and interventions on progress and learning of looked after children</b>							
			1a. The Leeds Virtual School provides a manually produced report to MALAP Exec and Elected Member Corporate Carer Group which identifies the predicted year-end outcomes of looked after children and the provisional impact of interventions on those outcomes. This report provides the template for termly reporting from the 2010-2011 academic year onwards.	2/5/10						

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
IN3.3 1.5.3	Monitor improvements in children's social care, by establishing rigorous performance management and quality assurance systems which deliver regular monitoring, scrutiny and quality assurance of Social Care performance	2	<b>Main action 1: Establish a rigorous performance management and quality assurance system, to ensure the quality of referrals and assessments are monitored (including quality assuring recording)</b>							
			1a, Continue and develop, further the existing audit arrangements for referral quality and performance management	28/2/10	Head of Service Transformation					
			1b, Produce monthly report identifying trends, progress and issues; incl. development and resourcing requirements.	Monthly from March 2010	Head of Service Transformation					
			1c, Establish targets at team level and a mechanism through which this can be managed and monitored	from Feb 10	Chief Officer - CYPSC					
			1d, Establish a lead Service Delivery Manager in each area of the city to audit performance and quality in relation to Initial and Core Assessments within the context of the quality assurance framework	31/1/10	Chief Officer CYPSC	PI 1 - INT1.1 PI 2 - INT 1.2	1, The quality of performance is available at team level and monitored closely and a consistent improvement is demonstrable. Full team in place. Data collection and reporting arrangements in place. QA framework completed and implemented 2. Full QA team in place	1, NI 59 - whilst maintaining high quality, increase the percentage of initial assessments for children's social care carried out within timescale to 72% for the month of March 2010, to 80% for the month of October 2010 and to 80% by end of March 2011 (i.e. the annual cumulative figure) 2. NI 60 - whilst maintaining high quality, increase the percentage of core assessments for children's social care that were carried out within 35 working days of their commencement to 80% for the month of March 2010, to 84% for the month of October 2010 and to 85% by the end of March 2011 (i.e. the annual cumulative figure)	LSCB - Business Plan	Additional resources identified Recruitment to quality assurance and performance management team underway
			1e, Complete recruitment to CYPSC performance and quality team.	31/3/10	Chief Officer - CYPSC					
			1f, Develop ESCR dashboard to proactively report on individual and team performance.	28/2/10	Head of Service Transformation					
			1g, Hold monthly performance clinics to review performance against timescales and quality.	Monthly from March 2010	Chief Officer - CYPSC					

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
INI.7	1.5.4	The Council will establish clear and agreed processes with partners in the Children's Trust and LSCB to ensure effective scrutiny and training takes place so that the quality of contacts, referrals and assessments improve.	3	Main Action 1 : For details regarding delivery of this action see Theme 2 - Outcomes 2 and 3				see relevant outcomes		Children's Services Priority Improvement Plan 2.2 and 2.3	
				Main Action 2 : Establish a process for delivering audit information on the effectiveness of training to the LSCB to enable them to provide effective scrutiny of the training provided	30/6/10	LSCB Manager		1, Performance is regularly reported to the LSCB and they are able to challenge performance where appropriate (see recommendation 2.2.2)			
				1. Establish reporting arrangements to CTB and LSCB	31/3/10	Governance and Partnerships Project Lead LSCB Manager		2 Annual calendar in place detailing reporting arrangements to CTB and LSCB. 3, LSCB standards and effectiveness unit in place.			
				2. Safeguarding unit re-design to include formal arrangements for QA of individual cases/files.	30/4/10	Deputy Director Partnerships and Governance		4,Standards and effectiveness unit work programme for 10/11 in place 5, LSCB minutes demonstrate regular performance and quality reporting and subsequent actions.			
N/A	1.5.5	Develop and agree an implementation plan for a new and effective performance management arrangements for children's services.	31/06/2010	Main Action 1 : Ensure all current performance capacity is consolidated to form a single children's services performance service	31/06/2010	Deputy Director CS Partnerships and governance		Effective system in place and efficiencies made  Jointly produced whole service management information, produced more frequently which enables managers to influence performance			
				1.a Identify all current children's performance capacity and related budgets within LA	31/03/10						
				1.b Agree structure and budget for a consolidated children's performance service	30/04/10						
				1.c Implementation plan for the new structure for the performance service	30/05/10						
Theme one : Outcome 6 : Consider requirements for budget realignment to support delivery of children's services priorities											
Lead Accountable Officer : Deputy Director of Children's Services Partnerships and Governance											
				1 Main Action : Review the Service Level Agreement (SLA) with the Children's Rights Service							
				1a , Undertake contract review with The Children's Rights Service provider.	31/3/10	Head of Commissioning					



Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
AI LAC 7 1.6.1	Within three months, review the level of resource available to support the children in Care Council and increase awareness of its role and membership so that it is more representative of the looked after children population.	2 02/04/10	1b. Ensure full participation of children and young people in review	31/3/10	Chief Officer- CYPSC	AI LAC 7	1, The Care Council will have sufficient resource to fund its current needs in the 2010 - 2011 financial year  2, There will be a sustainable, annually reviewed, funding stream that will allow the Care Council to fulfil its growing role from April 2011.  3, There will be a Children's Rights Service improvement plan that describes how the involvement of children and young people with the Care Council will be broadened to better reflect the age, gender, ethnicity, placement type, SEN and physical disability profile of the looked after children's cohort as a whole.  4, The revised service level agreement for the Children's Rights Service will include robust targets and measures for the engagement of children and young people in the work of the Council.  5, The Children's Services Participation Strategy will clearly describe how members of the Care Council should be rewarded for their contribution.	PI developed and performance evidences that Children and Young People understand the role of the Care Council - End of 2010  All residential homes have a house meeting where they establish if every child understands the role and function of the Care Council  Year on year improvement shown through the LAC survey of the number of young people involved in the Care Council	SLA/Contract with Barnardo's for the provision of the Children's Rights Service	Yes - an additional level of resource will be required to support the changes in the SLA
			1c. Children's Services will identify a sustainable funding stream that will allow the Care Council to fulfil its role	31/3/10	Chief Officer - CYPSC					
			<b>2 Main action: Increase awareness of the Care Council's role and revise its membership so that it is more representative of the looked after children population.</b>							
			2a. The Children's Rights Service will submit plans that detail how it intends to broaden the involvement of children and young people with the Care Council to better reflect the age, ethnicity, placement type, SEN and physical disability profile of the looked after children's cohort as a whole.	31/3/10	Head of LAC Services (upon appointment)					
			2b. An initial review of the service level agreement for the Children's Rights Service will be completed to ensure there are within it sufficiently robust targets and measures for the engagement of children and young people in the work of the Council.	31/3/10	Head of the Virtual School for Looked After Children (via the Children's Rights Service)					
			2c. Children's Services will review its participation strategy to determine how members of the Care Council should be rewarded for their contribution.	30/4/10	Head of the Virtual School for Looked After					
			<b>3 Main Action : Develop a performance indicator</b>							
			3a. Review existing surveys (ECM, Care4me) to ensure they address awareness of 'Have Your Say' Care Council.	30/9/10	Head of the Virtual School for Looked After					
			3b. Ensure that statutory reviews consider awareness of 'Have Your Say'	30/9/10						
3c. Annual review to report on membership and representation in terms of age, gender, ethnicity and placement type.	30/9/10									

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
A1 SG 2 1.6.2	Immediately undertake a full evaluation of the allocation of children's service resources, to ensure that the capacity of the workforce is sufficient to meet the demand for service at the published threshold	1 31/03/10	<b>Main Action : Evaluate the 2010/11 budget and realign resources to support the improvement plan</b>	31/03/10						
			1.a. Develop proposals to reduce caseload pressures and incorporate into 2010/ 2011 budget proposals	31/01/10	Chief Officer - CYPSC					
			1.b. Develop and agree implementation proposals to maximise the use of additional investment, within the recruitment context for the service	28/02/10	Chief Officer - CYPSC					
			1c. Implement spending plans and saving plans, and regularly monitor	31/03/10	Interim DCS	N/A	Management information is accurately presented in order to inform redesign of the service and to inform service development in order to achieve a reduction in caseload levels from 24 to 22 by 2010/11 and to 20 by 2011/12.  Base budget capable of delivering our plans and priorities  Appropriate level of resource is allocated to children and young people's social Care  Consistently good value for money is achieved in Children and Young People's Social Care and across children's services			
			<b>Main Action 2: Put in place the Children's Services medium-term financial plan which links clearly to service improvement priorities, the commissioning framework and value for money</b>	31/03/10						
			2a. Take stock of existing VfM work and analysis and produce position report	31/3/10	Head of Finance Children's Services					
			2b. Consider options for realignment, link to service review programme and produce report for decision and developing implementation plan	31/7/10						
			<b>Main Action: Implement the service review programme</b>	30/3/10						
			1a. Review arrangements and role of conference chairs to ensure the 15 day timescales for Child Protection Conferences are met	30/3/10			1. Improved performance against timeliness measure and reduction in Child Protection Plans that have been in place for more than 2 years.			Children's Services budget increased by £3m in 2010/11 with £6.2m increase in CYPSC budget.

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
AI SC 8 1.6.3	Immediately ensure that the capacity for the delivery of child protection conferences matches the demand for service, that child protection core group meetings are effective and actions and outcomes for individual children are monitored against their child protection plan.	1 30th March 2010	1b. Increase note-taker capacity for initial conferences	26/3/10	Senior Child Protection Officer	INT 2	2. Revised arrangements in place for organisation and administration of child protection conferences.  3. All agencies' QA frameworks include monitoring of conference and core group work.  4. LSCB audits demonstrate quarter by quarter improvement.	The percentage of initial child protection conferences held within 15 days of referral is at 85% by March 2011	Links to section 2.1.6 of the Children's Services Improvement Plan	
			1c. Redesign standard documentation and process for management of CiN CPP and Conference and Core Group records	12/2/10						
			1d. Review roles and responsibilities within the child protection conference system to strengthen quality assurance process, including core group attendance	26/2/10						
			1e. Plan inter-agency training programme to ensure all partners understand the status and role of core groups and ensure Quality Assurance of Child Protection Plans continue on a multi-agency basis	26/2/10						
			1f. Ensure that a protocol and measures are in place for all agencies to monitor agency participation in conferences and core groups for children with CPP	28/2/10						
<b>Improvement Theme 2 : Excellent safeguarding standards and practice</b>										
<b>Theme 2 : Outcome 1 : Establishment of high quality operational procedures with strict compliance, good record keeping and clear risk assessed decision making backed up by excellent quality assurance processes</b> <b>Lead Accountable Officer: Chief Officer Children's and Young People's Social Care</b>										
			<b>Main Action 1 : Develop systems , processes and performance measures to deliver improved timeliness and quality of initial assessments</b>	28/2/10						
			For NI 59: 1a Design new working practices for SDMs and TMs to focus on performance management approach to initial assessments,	22/1/10	Chief Officer - CYPSC					
			1b Consult with and train staff to implement new working practices to improve timeliness	30/1/10						
			1c. Complete procurement for organisational development programme which includes training, coaching, mentoring and practice improvement partners	30/1/10	Head of HR Organisational Development					

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details	
A1SG5 2.1.1	Immediately improve the timeliness and quality of social work responses for assessments, case planning and recording, including the analysis of risk, to meet minimum standards.	1 28/02/10	1d, Set individual and team accountabilities and performance targets aligned to the required corporate performance targets/outcomes and managed through the supervision and appraisal processes; set by 13/2/10; supervision monthly; and appraisal annually.	13/2/10	Chief Officer - CYPSC					Children's Services Priority Improvement Plan 1.5.3 (Establishment of rigorous quality assurance and performance management arrangements)	
			1e, Review the process for S47 referrals and specify changes required to ESCR/working practices to conform to best practice,	30/1/10							
			1f, Complete the data cleansing in ESCR for all referrals to remove those erroneously 'open'	13/2/10							
			1g, Re-run the Q3 performance analysis and establish the variance from original; inform further action required for main target,	17/2/10							
			1h, Design and produce ESCR based senior managers 'dashboard' showing weekly performance and trends, by team, area and city.	13/2/10							
			1i, Through ESCR Development Board prioritise and deliver any improvements identified in action 1g.	3/4/10							
			1j, Review the impact of prioritising assessments to ensure that quality of assessments and the timely delivery of other work is not jeopardised.	Ongoing on a monthly basis from Feb							
			<b>Main Action 2: Develop systems , processes and performance measures to deliver improved timeliness and quality of core assessments.</b>								
			For NI 60:								
			2a Design new working practices for SDMs and TMs to focus on performance management approach to core assessments,	22/1/10	Chief Officer - CYPSC						
2b Consult with and train staff to implement new working practices to improve timeliness	30/1/10										
2c, Complete procurement for organisational development programme which includes training, coaching, mentoring and practice improvement partners	30/1/10	Head of HR Organisational Development									

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
AI SG 6 /IN 1.4	2.1.2	Immediately accelerate plans to introduce a comprehensive performance management and quality assurance framework to support casework practice relating to contacts,	01/04/10	2d. Set individual and team accountabilities and performance targets aligned to the required corporate performance targets/outcomes and managed through the supervision and appraisal processes; set by 13/2/10; supervision monthly; and appraisal annually.	13/2/10	Chief Officer - CYPSC					
				2e. Review the process for S47 referrals and specify changes required to ESCR/working practices to conform to best practice,	30/1/10						
				2f. Complete the data cleansing in ESCR for all referrals to remove those erroneously 'open'	13/2/10						
				2g. Re-run the Q3 performance analysis and establish the variance from original; inform further action required for main target,	17/2/10						
				2h. Design and produce ESCR based senior managers 'dashboard' showing weekly performance and trends, by team, area and city.	13/2/10						
				2i. Through ESCR Development Board prioritise and deliver any improvements identified in action 1g.	3/4/10						
				2j. Review the impact of prioritising assessments to ensure that quality of assessments and the timely delivery of other work is not jeopardised.	Ongoing on a monthly basis from Feb						
				2k. Track all core assessments starting from 8/1/10 (i.e. those which will be complete in March 2010) and include two quality reviews in the process to ensure timely completion, to quality, will be achieved.	31/3/10						
AI SG 6 /IN 1.4	2.1.2	Immediately accelerate plans to introduce a comprehensive performance management and quality assurance framework to support casework practice relating to contacts,	01/04/10	<b>Main Action 1: Introduce immediately all available performance management and quality frameworks and train key staff on utilising these to improve management and working practices.</b>	1/4/10	Head of Service Transformation		1. All managers have completed training on and are using the quality assurance and performance management framework in: - their daily working routine; - monitoring; and - supervision.	1. NI 59 - whilst maintaining high quality, increase the percentage of initial assessments for children's social care carried out within timescale to 72% for the month of March 2010, to 80% for the month of October 2010 and to 80% by end of March 2011 (i.e. the annual cumulative figure)  2. NI 60 - whilst maintaining high quality, increase the percentage of		
				1a. review the draft Quality assurance and performance management framework and launch the agreed version	31/3/10						
				1b. Develop team performance profiles	28/2/10						
				1c. Roll out manager training to embed the use of performance data	31/3/10						

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	referrals and assessments.		1d, Establish performance and quality arrangements to measure effectiveness and quality of contact centre arrangements.	1/4/10	Chief Officer - Early Year and IYSS		2, Process in place to track pathways of cases which are directed from contact centre to agencies other than social care. 3, Results of case tracking reported on quarterly basis to Contact Centre board.	core assessments for children's social care that were carried out within 35 working days of their commencement to 80% for the month of March 2010, to 84% for the month of October 2010 and to 85% by the end of March 2011 (i.e. the annual cumulative figure)		
AI SG 9 2.1.3	Within three months ensure children and young people and their parents receive information on how to make complaints and gain access to the advocacy service.	2 02/04/10	<p><b>Main Action 1 : Ensure children and young people and their parents receive information on how to make complaints and gain access to the advocacy service</b></p> <p>1a, Review service user information documentation.</p> <p>1b, Include requirement to share information about how to make a complaint with children, young people and their families in the service standards and quality assurance requirements.</p> <p><b>Main Action 2: Monitoring the delivery of information to children and young people and their parents regarding how to make a complaint and gain access to the advocacy service</b></p> <p>2a, Introduce mandatory field in ESCR to identify that complaints documentation has been given to children, young people and their families.</p> <p>2b Monitor take-up quarterly, on a team by team basis</p>	2/4/10 28/2/10 28/2/10 Ongoing 1/4/10 Every quarter from April 10	Compliments and Complaints manager Head of Transformation CYPSC Head of Transformation CYPSC	N/A		Q1 in 10/11 establishes baseline for existing performance on ensuring service user awareness of complaints. Targets set for Q2, Q3 and Q4. Annual target of 80%. Target for 11/12 is 100%. Statutory reviews examined knowledge of complaints procedure at least annually and always at 28 day review.		
			<p><b>Main Action 1: Ensure children, young people and their families are involved in the Child Protection Process.</b></p> <p>1a, Review and revise current arrangements for access to reports and participation in conferences</p>	31/3/10	Senior Child Protection Officer					

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency	Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
AI SG 10	2.1.4	Within three months ensure the involvement of children, young people and their families in the child protection process is consolidated and records demonstrate that practice is being implemented effectively and their views taken into account.	2	30th March 2010	1b, Deliver mandatory staff training on family participation in initial core and risk assessment	31/3/10		N/A	Increased and improved participation in child protection process by children, young people and families			
					1c, Include participation in the service standards and quality assurance framework	31/3/10						
					1d, Ensure children , young people and families are enabled to participate in the redesign of conference arrangements	1/7/10	Chief Officer Children and Young People's Social Care					
					<b>Main Action 2: Ensure that we can demonstrate that children and young people are engaged with the Child Protection Process</b>	31/3/10	Senior Child Protection Officer					
					2a, Establish a baseline and set targets, for 2011, relating to participation in the Child Protection Process	1/7/10	Senior Child Protection Officer					
AI SG 13	2.1.5	Within six months complete an analysis of why there is such a high proportion of children who are the subject of a child protection plan for two or more years.	3		<b>Main Action 1: See recommendation column</b>		Leeds Safeguarding Children Board Manager	N/A	Review completed with recommendations			No
					1a, Establish a review team and terms of reference	1/3/10						
					1b, Initially undertake a review of the conference minutes for all cases where children have ceased to be subject to a child protection plan in the last year, but prior to this had been subject to a plan for two or more years,	1/6/10						
					1c, Establish key emerging themes and undertake further analysis where appropriate							
					1d Draw conclusions and make recommendations							
					1e report to the LSCB	01/07/10						
INI.1	2.1.6	Improve the response to child protection referrals to meet statutory guidelines, and ensure discussions with the police and other agencies take place in a timely manner in all relevant circumstances, as set out in Working Together to Safeguard	2	31/03/10	<b>Main Action 1: See recommendation column</b>		Head of Service W/NW		Section 47 standards and procedures are reviewed and reissued.	Baseline for frequency and recording of strategy discussions is established and improvement demonstrated over a six month period.	Section 1.6.3 of the Children's Services Priority Improvement Plan	
					1a, Review referral and assessment procedures to include clear definitions and recording protocols for contacts and referrals.	31/3/10						
					1b, Review protocol of joint working between social care and the police / other agencies (where appropriate)	28/2/10						
					<b>Main Action 2: Monitoring progress</b>							

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
	Children'		2a, Audit of compliance against new standards for section 47 procedures - including strategy meetings, in order to establish a baseline 2b, Subsequent audit of compliance to test effectiveness of the actions	31/3/10 10/10/10	Child Protection Officer					
IN 1.3 a 2.1.7	The Council needs to ensure that it has effective information management arrangements in place, ensuring that records for all children and young people are up-to-date	2	<b>Main Action 1: See recommendation column</b> 1a) Develop and implement revised dashboards in ESCR to identify data completeness/quality issues by 13/2/10. 1b) Revise key forms (CIN, CPP etc) to streamline the completion process and release by 13/2/10 . 1c) Review record keeping as part of the QA process and development of new standards 1d) Include information management arrangements in staff learning and development programme. 1e) Provide remote access to staff so that records can be maintained from 'off-network' locations 1f. Continue programme of record keeping audit	13/2/10 31/3/10 Various dates for functional areas 1/7/10 Phased from 6/02/10 then 31/07/10 ongoing	Head of Transformation	N/A	For electronic records; Demonstrable improvement in the quality and completeness of records in ESCR identified through analysis of revised dashboards which show 'overdue' record keeping reducing as data cleansing achieved.  Evidenced also through easier production of NI and other performance and management information (quicker, more accurate at source).  Engagement in the use of ICS; ensuring appropriate design, implementation, training and development to ensure universal usage.  For paper records The findings from audit activity identifies any shortfalls in case file management and instigate corrective actions.  Corrective action sheets are completed and audits of these demonstrate improved compliance		ESCR Development Plan ICS Project Plan	Business Analysts for forms and process design ESCR development QA & Performance Management staff (pending on-going recruitment) ICT for remote access (Budget & Staff to implement)
IN 1.3 b 2.1.8	Ensure that assessment reports are routinely shared with parents as appropriate	2 31/03/10	<b>Main Action 1: See recommendation column</b> 1a. Ensure this activity is included in the revised Quality Assurance framework and service standards 1b., Communication of this requirement to Service Delivery Managers, Team Managers and Social Workers. 1c. Revised documentation for assessments to ensure parental participation and agreement is recorded <b>Main Action 2 : Develop clear monitoring arrangements to ensure that reports are shared with parents</b> 2a. Include in the case file audit 2b. include in the customer feedback questionnaire	31/3/10 31/3/10 31/3/10 31/3/10 31/3/10 31/3/10	Head of Service Transformation CYPSC Head of Service Delivery WNW Head of Service Transformation CYPSC		Recorded evidence through ESCR that assessments are being shared with parents routinely  Benchmark is set and performance is monitored through dashboards.  Audit of case recording demonstrates compliance with the requirements  User feedback in quality assurance framework shows increased participation in assessments and improved satisfaction with the process		Linked with section 2.1.4 and 5.34	



Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
<p>Theme 2: Outcome 2: Revise the operation of the Local Safeguarding Children's Board to ensure it is able to carry out all its functions effectively                      Lead Accountable Officer: Deputy Director of Children's Services Partnerships and Governance</p>											
AI SG 11 2.2.1		Within three months improve access to multi-agency child protection training delivered by the Leeds Safeguarding Children Board in order to ensure all partner agency staff are well informed and they know and understand their child protection roles and responsibilities.	2 03/05/10	<b>Main Action : See recommendation column</b>		Leeds Safeguarding Children Board Manager	N/A	1, Increase in training places available (from May 2010) 2, Reduction in waiting lists (May 10 – July 11) 3, Evidence of impact on safeguarding practice using follow up evaluations to be completed by course attendee and line manager 3 months after course (May 2010 – March 2011)		LSCB Training Needs Analysis	<ul style="list-style-type: none"> <li>- LSCB budget uplift agreed for 2010/11 enables recruitment of a Training Officer to the LSCB Support Team.</li> <li>- Additional trainer required to support the LSCB in delivering training, in order to meet the success criteria</li> <li>- Partner Agencies required to identify staff to become active members of the LSCB Training Pool (required to deliver action 1b)</li> </ul>
				1a, LSCB agreement to restructure training programme in order to agree arrangements for delivery of level one and two training	26/1/10						
				1b, Agree arrangements for the delivery of specialist multi-agency training	26/1/10						
				1c, Partner agencies to identify trainers for LSCB training pool	28/2/10						
				1d, New training calendar to be issued (May 10 – March 11)	22/3/10						
				1e, Training for Trainers events to be held	31/3/10						
				1f, LSCB Learning & Development sub group to agree revised contents of courses	31/3/10						
				1g, Briefings for trainers on specific courses	26/4/10						
				1h, Delivery of new courses within new training calendar.	3/5/10						
				<b>Main action 1: Review the LSCB.</b>		Partnerships and Governance Project Lead		Main Action 1 - 1) Revised Board meets (end April) 2) LSCB Annual Review to include a report to the Children's Trust Board evaluating the effectiveness of safeguarding		<ul style="list-style-type: none"> <li>1, LSCB budget uplift agreed for 2010/11 enables recruitment of : - a second Assistant Manager (with a lead on performance management) - Training Officer to the LSCB Support Team.</li> <li>- Independent - A permanent</li> </ul>	
1a, Project lead and project plan to be agreed	31/1/10										
1b, Development of proposals and consultation with key partners and stakeholders to take place	26/3/10										
1c, Draft constitution, supporting paperwork, membership, work programme, communications plan to be developed	26/3/10										
1d, Secure core resource for LSCB business support (Linked with main action 3 below)	TBC - as it is dependant on other actions										
1e, Review recommendations to be incorporated into proposals for the new CTb and revised LSCB	1/3/10										
1f, Implementation of the review's findings	TBC - as it is dependant on other actions										
				<b>Main Action 2: LSCB evaluation of the effectiveness of safeguarding arrangements in Leeds</b>							
				2a:Annual review to include a report to the Children's Trust Board evaluating the effectiveness of safeguarding activity in Leeds and identify areas for improvement							

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
ALSG 12 2.2.2	Strengthen the Leeds Safeguarding Children Board arrangements in providing challenge and monitoring safeguarding across the partnership so that more rapid progress is made in delivering robust safeguarding services across Leeds for children and young people	3 31/08/10	2b, Develop a proposal, and submit it to the DCSF, for the procurement of additional resources to provide performance management support, in order to inform the development of the CYPP	30th March 10	Leeds Safeguarding Children Board Manager		The effectiveness of safeguarding activity in Leeds and identifying areas for improvement.  Main Action 2 -  An effective annual review, which includes a report to the Children's Trust Board evaluating the effectiveness of safeguarding activity in Leeds and identify areas for improvement is complete and considered as required  Main Action 3 -  Monitoring arrangements are in place and demonstrate effective implementation of the learning from serious case reviews  Main Action 4 -  Proposal is agreed and resources are made available for implementation		Review of LSCB  • Review of Children's Trust arrangements  • Ofsted findings from safeguarding inspections (unannounced, announced, settings inspections)	Quality Assurance Officer to LSCB Support Team - A further Admin Assistant post to LSCB Support Team  2. Immediate performance management capacity in the LSCB Support Team is required to develop the LSCB Performance Management Framework (for 2010/11) and to collate and analyse available data from 2009/10. An individual seconded from a partner agency might be appropriate.
			2c, Implement the proposals detailed in action 2b	From 1st May						
			<b>Main Action 3: Ensure that the learning for Leeds Serious Case Reviews is effectively disseminated and implemented</b>							
			3a, Ensure that the learning from Leeds Serious Case Reviews is disseminated	Ongoing						
			3b, Put in place arrangements for monitoring the effectiveness of individual agencies' approaches to implementing the recommendations from serious case reviews	31/8/10	Deputy Director - Partnerships and Governance					
			<b>Main Action 4: Undertake an options appraisal and agree a proposal for the development of an integrated safeguarding unit in order to consolidate existing capacity relating to policy, performance management, QA and training for safeguarding</b>	30/4/10						
			4.1 Audit existing safeguarding resources							
			4.2 Develop proposals for an integrated safeguarding unit							
Theme Two : Outcome Three : Improve Early Intervention and prevention by: good information sharing, adherence to clear thresholds, use of CAF and effective interagency working. Lead Accountable Officer: Chief Officer Early Years and IYSS										
			<b>Main Action 1: See recommendation column</b>							
			1a. Review ESCR arrangements for identifying contacts and referrals.	28/2/10						
			1b. Publish staff guidelines on new classifications	28/2/10						
			1c. Include in service standards and QA procedures.	28/2/10						
			1d. Complete options appraisal from BPR review of contact centre procedures and identify preferred delivery model	7/3/10						

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A1SC4 2.3.1	Immediately re-configure the contact centre procedure and practice for the classification of contacts and referrals so that these are more closely aligned with the definitions set out in national guidance; and evaluate the implementation of recent improvements to consolidate and inform further development.	1 31/03/10	1e, Conduct a 3 month and 6 month review of arrangements	31/05/10 and 31/08/10	Head of Service Transformation CYPSC / Contact Centre Project Manager		Classification arrangements revised and new reporting in place.  Identify preferred delivery model and action plan by the end of March  Case tracking demonstrates timely response by agencies to cases not referred to social care producing good outcomes	Reduction of the number of repeat referrals to 20% for 2009/10  NI 59 - whilst maintaining high quality, increase the percentage of initial assessments for children's social care carried out within timescale to 72% for the month of March 2010, to 80% for the month of October 2010 and to 80% by end of March 2011 (i.e. the annual cumulative figure)	Children's Services Priority Improvement Plan 2.1.6 , 2.1.3.	Staffing required for the delivery of the new model
			1f, Ensure sufficient trained social care staff are in place to enable screening of calls	31/3/10						
			1g, Put in place a robust process to ensure that referrals to the contact centre which do not meet the CYPSC threshold receive appropriate multi agency action	31/3/10						
			1h, Ensure a robust process is developed and implemented for tracking the progress of cases not for action by CYPSC or progression through the common assessment process	31/3/10	Head of Service Transformation CYPSC / Contact Centre Project Manager					
			1i, Implement training for all contact centre staff on new processes	From March 10						
			1j, Produce an ISCB report for the March meeting to set out challenges of referrals to help manage the demand and ensure ownership of the issues and response to make improvements in each service area.	22/2/10	Chief Officer - Early Year and IYSS					
			<b>Main action 2: Ensure robust data is available which reflects the referrals made into the contact centre</b>	31/3/10	Head of Service Transformation CYPSC / Contact Centre Project Manager					
			2a, Develop proposals for the implementation of robust processes for the collection and analysis of data on contacts and referrals	31/3/10						
			2b, Develop a process for reporting the data emerging from the contact centre	31/3/10						
			2c, Agree targets for the reduction of inappropriate referrals for each agency based on data collection and analysis	31/3/10						
			<b>Main Actions 1: Establish and embed clear multi-agency thresholds</b>	30/1/10						
			1a, Consider the appropriateness of and, if agreed, mandate the Integrated Processes Group to:							

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
IN 3 a 2.3.2	The Council will have clear multi-agency thresholds in place, shared with and understood by partners, in order for children and young people to access appropriate services and to ensure consistent and high quality referrals from other agencies.	31/01/10	1a i) Develop a communications plan for the implementation of the thresholds documentation	1/6/10	Chief Officer Early Years and IYSS		Multi-agency thresholds documents are available in all agencies  Quality Assurance process demonstrates consistent application of thresholds  All contacts into the contact centre are undertaken using the common referral form.			
			1a ii) Review/ refresh existing thresholds guidance	1/6/10						
			1b, Produce an ISCB report for the March meeting to set out challenges of thresholds to help manage the demand and ensure ownership of the issues and response to make improvements in each service area.	22/2/10						
			<b>Main Action 2: Ensure there is a quality assurance process in place</b>	30/3/10	Head of Transformation CYPSC					
			2a. Quality Assurance process is in place	30/3/10						
			2b. Develop a process for measuring the number of referrals made using the common referral form	30/3/10						
			2c, Ensure ISCB members are asked to provide evidence of the processes they have in place to ensure that that the threshold documents have been effectively rolled out and embedded in their agency and establish the effectiveness through monitoring the number of inappropriate referrals on an agency by agency basis	1/3/10	Chief Officer Early Years and IYSS					
			<b>Main Action 1: Further embed the use of CAF</b>							
			1a, i) All Children's Trust Partners are to ensure that staff teams and contracted services are performance managed to increase the initiation of, and co-operation with, the common assessment process ii) Base lines to be developed by 30th April 10	Ongoing from 30th April 10	i) Trust Partners ii) Integrated Processes Manager					
			1b, Review current arrangements and develop proposals for methods for establishing monitoring arrangements for: i) Embedding the common assessment ii) Establishing feedback on the common assessment process and responding to this as appropriate	23rd April	Integrated Processes Manager					

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
IN 1.5 2.3.3	Further embed the use of the CAF in practice across children's services so that it is effectively used to inform early intervention.	2 30/09/10	1c, Establish a solution to the identified issues which are prohibiting the NHS from engaging fully in the CAF process	30/4/10	Chief Officer Early Years and IYSS / Acting Director of Operations - Children and Families Services - Education Leeds		1, Increase in the use of CAF 2, Reduction in the number of children that are looked after 3 Reduction from the baseline of the number of referrals to social care and other specialist services which have not been subject to a CAF 4, A rise in customer satisfaction and on effectiveness measures which are taken after a CAF is closed 5, An increase in the number of agencies undertaking the common assessment process.	1, A 10 % reduction in referrals to specialist agencies where no CAF is completed 2, A 10% Increase in the number of CAFs successfully closed 3, ensuring 90% of CAF meetings are held within 2 weeks of the designated date - 30/09/10 4, ensuring 96% of CAF meetings are held within 2 weeks of the designated date - 30/09/11	Integrated Processes Project Plan	
			1d, Monitor compliance with requirements to undertake a common assessment prior to referring to the contact centre	From 30th March	Chief Officer Early Years and IYSS					
			1e, Ensure 15 Intervention Panels and 3 Children Leeds Panels are established and functioning providing city wide coverage.	31/3/10	Children Leeds and Intervention Panel Manager					
			1f, Ensure management information on training and initiation of CAFs is available for all agencies and is utilised to enable targeted support to be provided to agencies experiencing difficulties in undertaking CAFs.	30/3/10	Integrated Processes Manager					
			1g, Ensure that Integrated Services Leaders are in post	1/2/10	Strategic Manager Study Support					
			1h, Improve timeliness of CAF process to ensure that 90% if CAF meetings are held within 2 weeks of the designated date (see Performance Target 3 and 4)	30/9/10	Integrated Processes Manager					
			1i, Develop and implement a training programme to support i) contact point ii) the common assessment is completed and sufficient practitioners are trained	1/9/10	Workforce Development Manager					
			1j, Develop and launch the Family Hub directory service	30/3/10	CIS Manager					
			1k, Produce an ISCB report for the March meeting to set out challenges of CAF to help manage the demand and ensure ownership of the issues and response to make improvements in each service area.	22/2/10	Chief Officer - Early Year and IYSS					

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
Improvement Theme 3 : Improved outcomes for looked after children										
Theme three: Outcome one : Improve placements for Looked After Children Lead Accountable Officer : Chief Officer Children and Young People's Social Care										
A1 LAC 3.1.1	Within three months strengthen the arrangements for monitoring the quality and outcomes of external placements, particularly in residential special schools and for those children and young people who are in schools out of the city.	2 01/04/10	<b>Main Action 1: Strengthen the arrangements for monitoring the quality and outcomes of external placements</b>		Head of the Virtual School for Looked After Children and / Head of LAC Services - when appointed.					
			1a, Develop and publish the revised quality framework for monitoring outcomes in external placements .	1/4/10	Head of Service (Children's Residential) will work with Head of Commissioning and Contracts	1, The immediate and compulsory implementation of a contracting framework and supporting documentation will be introduced to all new placements and those placements that will continue into 2011/2012.  2, All planned placements will be approved by the Chair of the Placements Group  3, Revised frameworks and SLA in place for financial year 10 / 11				
			1b, Review existing contract template to ensure it is effective and includes the requirement to meet the national minimum standard	1/4/10	Head of Commissioning - CYPSC					
			1c, Review the current use of the independent visitor and Children's Rights Service functions for Children and Young People in external placements .	1/4/10	Head of Service (Children's Residential)					
			1d, Ensure that children and young people are involved in the redesign of the above commissioning and quality processes	1/4/10	Chief Officer Children and Young People's Social Care					
A1 LAC 8 3.1.2	Improve the range of placement choice available, particularly those from minority ethnic communities or for those children and young people with complex needs	3 31/07/10	<b>Main Action 1: Review and revise the existing placement strategy.</b>	31/7/10						
			1a, Review the needs analysis and develop a needs profile based on this.	31/7/10	Head of Service (Children's Residential)	1, New placement strategy in place  2, The provision of sufficient capacity and choice is in place to meet future demand  3, The Care 4 Me survey indicates improved service user satisfaction with the available service provision	NI 62 - The stability of placements of looked after children; number of placements - improve performance against this indicator	Children's Homes Service Improvement Plans 2010 - 11  Residential review		
			1b, Review statements of purpose and functions for all existing provision							
			1c, Review sustainability of the current mix of provision .							
			1d. Review menu of provision for unaccompanied asylum seeking children and develop an action plan to improve the range and quality of services							
1e. Monitor impact of the increased capacity provided by the new short breaks facility at Rainbow House and the Holton Unit to determine appropriateness of the work done to match needs and services for disabled children										

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			1f. Work with the regional centre of excellence for procurement to develop and implement a market procurement plan							
			1g. Ensure that children and young people are involved in the redesign of the processes and provision		Chief Officer Children and Young People's Social					
<b>Theme Three : Outcome 2: Reduce the number in care and time spent in care</b> <b>Lead Accountable Officer : Chief Officer Children and Young People's Social Care</b>										
3.2.1	Reduce the numbers in care and time spent in care	4 30/07/10	<b>Main Action 1: See the Recommendation column</b>  1a, Undertake immediate review of all looked after children placed with their parent and consider the appropriateness of alternative orders  1b, Include within the revised Placement Strategy for CYPSC a review of residential placements to support more creative arrangements for preventative work with adolescents and their families  1c, Develop a dedicated staff to undertake intensive work to support the discharge of children and young people accommodated under section 20 of the Children Act (1989)  1d, Implement the action plan to increase the provision of in house placement capacity for fostering and adoption,  1e, Ensure that children and young people are involved in the redesign of the processes and provision  1g,. Review of the targets currently set in the CYPP to reflect the population growth and changing demographics; provide benchmarks against regional, core cities and national indicators.	30/3/10   30/7/10  30/7/10  31/1/11  30/7/10	Chief Officer Children and Young People's Social          Education Leeds Director of Learning Environments	IN T2	Improvements across three distinct areas :  a, Prevention : a reduction in the need for children and young people to become looked after.  b, Provision of appropriate care for all looked after children  c, Implement better planning and management arrangements to improve case planning, permanency planning and the timely discharge of looked after children from care.	Additional 40 foster carers approved by March 2011  Additional adopters approved by March 2011  NI 61 - Timeliness of placements of looked after children for adoption following an agency decision on that a child should be placed for adoption - Target for 2009/2010 - 85%		1, Additional 2 million revenue funding from 2010 / 11  2, Additional budget for staffing identified in 10/11 revenue budget
			<b>Main action 2: Take stock of existing work that can contribute to the reduction of the numbers in care and time spent in care</b>	30/3/10						

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
				2a, Develop the next steps following the stocktake	30/3/10	Head of Finance Children's Services					
				2b, Review the effectiveness of existing preventative arrangements and agree revised arrangement.	30/6/10						
<b>Theme Three : Outcome 3 : Ensure effective planning for children and young people in care and leaving care</b> Lead Accountable Officer : Chief Officer - Children and Young People's Social Care											
AI LAC 2	3.3.1	Within three months improve the quality of core assessments and case records.	2	<b>Main action 1: Develop Systems , processes and performance measures to deliver improved timeliness and quality of core assessments.</b>  For NI 60: 1a, Design new working practices for SDMs and TMs to focus on performance management approach to core assessments,  1b Consult with and train staff to implement new working practices to improve timeliness  1c, Complete procurement for organisational development programme which includes training, coaching, mentoring and practice improvement partners  1d, Set individual and team accountabilities and performance targets aligned to the required corporate performance targets/outcomes and manage through the supervision and appraisal processes; set by 13/2/10, supervision monthly, appraisal annually.  2e, Review the process for S47 referrals and specify changes required to ESCR/working practices to conform to best practice,  2f, Complete the data cleansing in ESCR for all referrals to remove those erroneously 'open'  2g, Re-run the Q3 performance analysis and establish the variance from original; inform further action required for main target  2h, Design and produce ESCR based senior managers 'dashboard' showing weekly performance and trends, by team, area and city.	22/1/10  30/1/10  30/1/10  13/2/10  30/1/10  13/2/10  17/2/10  13/2/10	Chief Officer - CYPSC          Chief Officer - CYPSC		1, Provider for the organisational development programme is identified and the programme has commenced from May 2010 ( action 1c)  2, 270 staff have completed the intensive training on assessment  3, PIPs are in place  4, File audits demonstrate improvement in quality of assessments  5, Improvements in data quality and compliance with ICS requirements  6, Impact assessments are recorded to show that risks are mitigated	NI 60 - whilst maintaining high quality, increase the percentage of core assessments for children's social care that were carried out within 35 working days of their commencement to 80% for the month of March 2010, to 84% for the month of October 2010 and to 85% by the end of March 2011 (i.e. the annual cumulative figure)	Children's Services Priority Improvement Plan section 2.1.1	



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			<p>2i, Through ESCR Development Board prioritise and deliver any improvements identified in action 1g.</p> <p>2j, Review the impact of prioritising assessments to ensure that quality of assessments and the timely delivery of other work is not jeopardised.</p> <p>2k, Track all core assessments starting from 8/1/10 (i.e. those the which will be complete in March 2010) and include two quality reviews in the process to ensure timely completion, to quality, will be achieved.</p>	<p>3/4/10</p> <p>Ongoing on a monthly basis from Feb</p> <p>31/3/10</p>						
AI LAC 3.3.2	Within three months ensure all looked after children and young people are made aware of how to make a complaint	1 02/04/10	<p><b>Main Action: See the Recommendation column</b></p> <p>1a, Review existing arrangements and documentation.</p> <p>1b, Work with the 'Have your say' Care Council to develop new arrangements.</p> <p>1c, Inform all existing looked after children and carers of new arrangements.</p> <p>1d, Establish procedure for advising new admissions.</p> <p>1e, Include requirements in service standards and QA framework.</p> <p>1f, Review the current use of the independent visitor and Children's Rights Service functions</p> <p>1g, All statutory reviews to record that children and young people are aware of complaints procedures and safeguarding arrangements are in place to ensure access to the complaints process</p> <p>1h, Ensure access to the children's rights services for all looked after children and young people</p> <p>1i, Develop a measurement and target which demonstrates awareness of how to make a complaint.</p>	1/4/10	<p>Head of Service (Children's Residential) / Head of LAC Services - when appointed.</p> <p>Service Delivery Managers</p> <p>Head of Service (Children's Residential)</p> <p>Head of the virtual school for Looked After Children</p>		<p>1, 'Care 4 Me' survey shows improved levels of awareness of and satisfaction with services provided and complaints procedures.</p> <p>2, Statutory reviews demonstrate increased awareness of complaints procedures.</p> <p>3, Children's Rights Service SLA revised and implemented</p>	<p>Q1 in 10/11 establishes baseline for existing performance on ensuring service user awareness of complaints.</p> <p>Targets set for Q2, Q3 and Q4. Annual target of 80%. Target for 11/12 is 100%.</p> <p>Statutory reviews examined knowledge of complaints procedure at least annually and always at 28 day review.</p>	Section 3.3.3, 3.3.4 and 1.5.1 of the children's services priority improvement plan	Additional resources may be required due to the requirement to change the SLA with the children's rights service

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			1j, Ensure that children and young people are involved in the redesign of the processes and provision		Chief Officer Children and Young People's Social Care					
AI LAC 4b 3.3.3	Within three months ensure that clear systems exist so lessons learned from complaints can help shape services and strengthen access to the children's rights services, particularly for those in out of city placements.	2 02/04/10	<p><b>Main Action 1: See recommendation column</b></p> <p>1a, Establish quarterly management reviews to identify themes emerging from existing complaints and run annual learning events for all staff linked to the annual report produced by the Complaints Service</p>	2/4/10	Head of Compliments and Complaints CYPSC		<p>1, Review programme and learning events are in place</p> <p>2, Care 4 Me survey shows improved levels of awareness of, and satisfaction with, complaints arrangements</p> <p>3, Quality Assurance of external placements demonstrates increased awareness of complaints procedures and access to Children's Rights Service</p>			
AI LAC 4c 3.3.4	Within three months ensure access to the Children's Rights Service, particularly for those in out of city placements is strengthened	02/04/09	<p><b>Main Action 1: Review existing SLA with current Children's Rights provider and associated procedures around referral and take up</b></p> <p>1a, Introduce a mandatory requirement within the looked after children's procedures for social workers to complete the revised referral pro forma to children's rights within 48 hours of placement commencement. The pro forma will include the name and placement type and contact details. Social Workers will ensure that all young people are provided with the Leeds Children's Rights information pack at their first visit.</p>	02/04/09	<p>Head of service residential homes / Head of Commissioning</p> <p>Manager of the children's rights service</p>		1, File audits demonstrate social workers complete a referral proforma to Children's Rights Service within 48 hours of the commencement of the placement		N/A	Adjustments to the current Barnardo's SLA
AI LAC 5 3.3.5	Within three months ensure the views of looked after children and young people are sought and taken into account in the reshaping of services for looked after children.	2 02/04/10	<p><b>Main Action 1: See recommendation column</b></p> <p>1a, Chief Officer to champion the use of the overarching participation strategy to ensure that looked after children and young people are involved for every aspect of service redesign</p>	Ongoing	Chief Officer Children and Young People's Social Care		1, There will be clear evidence of the demonstrable impact of on service development and delivery of the consultation with children and young people		<p>MLAP Exec and Corporate carer forward plans and SLA for the Children's Rights Service</p> <p>Linked with Action 1.5.3 in the Improvement</p>	See 1.6.1
			<b>Main Action 1: See recommendation column</b>				1, Every looked after child or young			

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
AI LAC 9	3.3.6	Within six months improve the effectiveness and relevance of personal education plans	3 02/07/10	<p>1a, The Extended School presents a revised draft of the Personal Education Planning process to a sample of Designated Teachers and Independent Reviewing Officers by April 2010.</p> <p>1b, The final agreed planning process, and associated record keeping format, will be included in the Summer 2010 cycle of Designated Teacher training and communicated to all Social Workers, Fostering Officers, Carers and IROs by June 2010.</p> <p>Develop and embed a quality assurance framework for PEPS</p> <p>1d, Members of the Extended School will expect to receive copies of current PEPs during their existing round of meetings with individual Designated Teachers from February 2010 onwards and strengths and areas for development noted.</p>	<p>1/4/10</p> <p>1/6/10</p> <p>2/7/10</p> <p>From 01/02/10</p>	Head of the Virtual School for Looked After Children		<p>person will have a Personal Education Plan (PEP).</p> <p>2, PEPs will present a concise and clear record of current attainment and progress against potential and current attainment targets</p> <p>3, Copies of PEPs will be available to the Leeds Extended School which will include regular feedback on their quality in their work with Designated Teachers and their reports to the MALAP Exec and the Corporate Carer Group.</p> <p>4, There will be a continued upward trend in the educational outcomes of looked after children which continues to narrow the gap with the rest of their peers and the gap between their actual attainment and their potential.</p> <p>5, All statutory reviews for LAC and SEN to include a review of PEP</p>	<p>Increased levels of attainment and rates of attendance for looked after children.</p> <p>All LAC over the age of two to have an up to date PEP in place by Dec 2010</p>	LEXS Improvement Plan	Yes - the current LEXS team can engage effectively with all secondary school Designated Teachers but extending that to all Primary School Designated Teachers will require the confirmation of the appointment of 2 x SO1.
<b>Improvement Theme 4 : All young people participating fully, socially and economically</b>											
<b>Theme 4 : Outcome One : Implement an action plan to reduce the numbers of NEET (including the number of not knowns)</b> Lead Accountable Officer : Chief Officer - Early Years and IYSS											
				<p><b>Main Action1 : Resolve IT issues that inhibit full recording of information on Insight database</b></p> <p>1a Establish a time limited project team to problem solve the issues</p> <p><b>Main Action 2 Reduce the not known and NEET figures</b></p> <p>2a Establish information sharing protocols across the partnership on young people who cannot be contacted, or status is not known or expired</p>	<p>30/4/10</p> <p>30/4/10</p>	<p>Chief Officer IT Services</p> <p>Chief Officer Early Years and IYSS</p>		<p>Improved network access for providers of IAG</p> <p>Information is safely shared across partners</p>	<p>1, Reduction in the number of young people whose status is not known to target of 6.3% by Nov/Jan 2011</p>		

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details							
INT1.7	4.1.1	Reduce the number of 16-19 year olds who are not in Education, Employment or training	31/03/11	2b Ensure that all High Schools comply with the statutory guidance for careers education (CE) and impartial information and advice and guidance (IAG) including the identification of a nominated senior lead on the participation status of young people on school roll	30/4/10	Head of School Improvement	PI 3 - INT 1.7	Compliance with CE and IAG	Reduction in the number of young people whose status is not known to target of 6.3% by Nov/Jan 2011 NI117 reduce the number of 16- 18 year olds who are not in education, training or employment to 6.8 % 2010 /11	NEET action plan CYPP Priority 13 - 19 Learning and Support Plan								
				2c All High School head teachers, NEET officers and School Improvement Partners (SIPs) are provided with management information on pupils whose status is NEET or unknown, in particular management information highlighting High Schools that are NEET ' hot spots'	31/3/10	NEET Activity Manager		Management information is provided to partners monthly										
				2d, Improve quality and consistency of inputting onto the Insight database	ongoing	IYSS Manager		All Pas are inputting data on the insight data base										
				2e, Ensure quality management information is provided to all providers of IAG to inform their QA and monitoring	30/4/10	IYSS Service Development Manager		Contract visits are regular										
				2f, Ensure contract monitoring arrangements are in place and tightly operated	30/4/10	IYSS Service Development Manager		Quality standards are applied by contract officers										
				<b>Main Action 3: Perform well on the January and September Guarantee</b>														
				3a Provide appropriate and accessible provision that is responsive to need as identified by young people and PAs	30/9/10	Head of the IYSS and Head of 13-19 Planning and Coordination		A diverse menu of provision is available for young people				2, January and September guarantee figures are in line with statistical neighbours						
				<b>Main Action 4 : Prepare for the development of a robust Raising Participation Age strategy</b>														
				4a, Launch of IAG Strategy and introduction of new quality standards	31/3/10	Operations Director Connexions Leeds		All providers 'attain kite' mark and all PAs engaged with new framework by March 2011				3, NI 117 reduce the number of 16- 18 year olds who are not in education, training or employment (NEET) 6.8% in 2010 / 11						
				4b, Strengthen links with the 14-19 Strategy Group and amalgamate work	Ongoing until Sept 10	Head of the IYSS		Amalgamation of IYSS Board, NEET Improvement Board with 13- 19 Partnership Board				4, Leeds status green or amber in preparedness for Raising the Participation Age						
<b>Theme 4 : Outcome Two : Improve attainment with particular focus on under achieving groups and settings ( E.g. LAC relevant BME pupils , SEN and Free School Meals, National Challenge )</b> Lead Accountable Officer : Chief Executive - Education Leeds																		
				<b>Main Action 1: Effectively manage the National Challenge programme,</b>														

Source of the Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
IN 2.1 4.2.1	Working with the National Challenge Board and any other government agencies as appropriate, effectively deliver the National Challenge Programme, implement the Council's agreed plan for Schools Vulnerable to the National Challenge and ensure agreed targets are met.	4 2010/2011 academic year	<p>1a, Reviews at local national Challenge Board meetings, attended by National Challenge Advisors, officers from Education Leeds, National Strategies and the DCSF- every term</p> <p>1b, Revised Raising Achievement Plans to be agreed with National Challenge Advisors - in progress</p> <p><b>Main Action 2: Implement the Education Leeds Plan for Schools Vulnerable to the National Challenge in line with the agreed timetable. Focusing on schools where the need for structural change has been</b></p> <p>2a, Carry out consultation on structural reorganisation relating to three National Challenge schools</p> <p>2b, Report to Executive Board and gain permission to publish statutory notices</p> <p>2c, Publish statutory notices for closure</p> <p>2d, Final decision, recommended by School Organisation Advisory Board, to the Executive Board of the Council</p> <p>2e, Decision included in Admissions documentation to inform choice of secondary schools for September 2011</p> <p>2f. New schools open for 2011</p>	<p>10/11 Ac Yr</p> <p>31/3/10</p> <p>1/4/10</p> <p>30/4/10</p> <p>31/7/10</p> <p>31/8/10</p> <p>1/9/11</p>	<p>Education Leeds Head of Secondary School Improvement</p> <p>Deputy Chief Executive of Education Leeds</p>	P11 - INT1.3	Structural reorganisation is complete with new governance arrangements in place for September 2011	NI 78 - reduction in number of schools where fewer than 30% of pupils achieve 5 or more A*-C grades at GCSE and equivalent including GCSEs in English and Maths to no schools in the 2011 examinations, with plans in place and demonstrable progress towards that goal by September 2010 ( Int 3)	Individual school National Challenge Plans	Detailed in National Challenge plans
3 2	Achieve a sustained upward trend in the achievement of black and mixed	ing	<p><b>Main Action: Plan for upward trend</b></p> <p>1a, Identify priority BME cohorts as part of 2010-11 local authority and school target setting process and set targets that will narrow the gap.</p> <p>1b, EMA Primary Adviser to work closely with School Improvement Advisers (SIAs) in targeted schools to raise BME attainment by building leadership and management capacity</p> <p>1c, Training for SIPS on challenging and supporting schools to get BME pupils to national expectations by the end of Key Stage 2</p>	<p>30/4/10</p> <p>30/4/10</p> <p>31/1/10</p>	<p>Education Leeds Head of PMIT</p>		<p>1. Local authority targets agreed with DCSF April 10 for identified priority</p>	NI 108 - achieve a sustained upward trend in the achievement of black and	Primary BME Strategy, Secondary BME	Detailed in plans

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency	Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
INT 1.4	4.2.3	the achievement of black and mixed heritage pupils and other priority minority ethnic group	2	Ongoing	1d, Pupil estimates shared with National Strategies (NS) advisers and consultants to ensure that they challenge and support the school through a variety of strategies to get named pupils to national expectations	30/4/10	Education Leeds Head of Equality and Entitlement	PI 1 - INT 1.6	DCSP April 10 for identified priority cohorts	trend in the achievement of black and mixed heritage pupils by the end of the academic year 2010/11	Secondary BME Strategy (currently both draft)	Detailed in plans
					1e, Use school based ethnicity data to re-align NS support for schools to accelerate BME performance at KS4	30/4/10						
					1f, Share 2009 analysis with SIAs to identify priority target BME groups for specific secondary schools so that they can support capacity building at Leadership level for BME achievement - spring term / April 10	30/4/10						
					1g, Share 2009 analysis with NS advisers and consultants to identify priority target BME groups for specific secondary schools so that they can support capacity building through the Narrowing the Gap programme	30/4/10						
INT 1.4	4.2.3	Increase achievement of Level 2 qualifications by the age of 19	4	2010/2011 academic year	<b>Main Action 1: Plan for increase in level 2</b>		Education Leeds - Head of 14-19 Strategy	IP 1 - NI T1.4		NI 79 – increase achievement of Level 2 qualifications by the age of 19 to 75.2% in the 2009/10 academic year	Leeds 13 - 19 Learning and Support Plan	Detailed in plans
					1a, Develop strategy and processes for implementation of 14-19 curriculum reform , including: confederation level curriculum plans - March 2010, and Gateway 4 application for diplomas	30/11/09						
					1b, Build clear and comprehensive progression pathways for all learners	30/9/09						
					1c, Ensure all young people receive impartial information, advice and guidance (IAG), supported by a comprehensive programme of careers education. 75% of learning providers have IAG quality standard	28/2/10						
					1d, Successfully implement Machinery of Government changes	31/3/10						
					1e, Develop and implement an effective 14-19 commissioning framework for learning providers	31/3/10						
					<b>Main Action 1 : See recommendation column</b>	Ac Yr 2010/11						
					1a, Prepare and implement co-ordinated programme for supporting the achievement of young people entitled to FSM	Ac Yr 2010/11				NI 102 - narrow the achievement gap between pupils eligible for free school meals and their peers achieving a 5	Education Leeds Annual Plan	

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency	Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
IN T5	4.2.4	Narrow the achievement gap between pupils eligible for free school meals and their peers	4	Ac Yr 2010/11	1b, FSM challenge embedded into core school improvement partners (SIPs) and school improvement advisers work to support achievement of school level targets	Ac Yr 2010/11	Education Leeds Head of 14-19	PI1 - INT 1.5		ppts reduction at Key Stage 4 in the 2010 examinations  Reduction = 30% gap in 2010 based on 2009provisional results  SALTs NI target based on school returns = 24.8% point gap for 2009-10	Annual Plan Secondary School Improvement Team Plan, Learning Communities Team Plan	Secure partnership commitment to free school meals Plan
					1c, Support programmes e.g. city learning centre programmes, booster camps, study support, to target FSM young people at risk of low achievement as a priority cohort	Ac Yr 2010/11						
					1d, Improvement Plan activity in respect to BME, LAC achievement, National Challenge and attendance will impact on this priority	Ac Yr 2010/11						
Theme Four: Outcome Three: Improve school attendance with a particular focus on secondary schools and persistent absentees Lead Accountable Officer : Chief Executive - Education Leeds												
	4.3.1	Embed Children's Services Attendance Strategy and secure engagement of key partners	4	Ongoing	<b>Main Action 1 : See recommendation column</b>		Education Leeds Head of Attendance		Rates of reduction in persistent absence in target and non-target schools are even.  All key partners have activity that impacts on attendance and persistent absence reflected in the plan and monitoring processes evidence compliance.	NI 87 – secondary school persistent absence rate to achieve 6.3% in 2009/10, reducing to 5% across the authority by the end of 2011.  Overall attendance target in 2009/10 93.3% at secondary	Children's Services Attendance Strategy, Attendance Strategy Team Plan	Detailed in plans
		1a: Securing membership of partners at Attendance Strategy Monitoring Group										
		1b: Formalise contribution of partners through pledge approach and where key actions are embedded in the activity plan										
		1c: Monitor progress and activity plan										
		1d: Share information and data to help secure partner commitment and engagement with the Strategy										
Theme Four : Outcome Four: Reduce the numbers of young people involved in burglary and reduce the high number of young people in the youth justice system who receive a custodial sentence Lead Accountable Officer : Chief Officer - Early Years and IYSS												
					<b>Main Action 1: Reduce the numbers of young people involved with burglary</b>							
					1a. Establish a task and finish burglary task group reporting to YOS Senior Management Team and YOS Partnership Board							

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
CAA IN 1 4.4.1	Achieve a sustained downward trend in the numbers of young people involved with burglary	5 01/03/11	1b, Work with police and partners to ensure all young people with convictions for burglary who are on intensive supervision or in custody are jointly managed by the YOS and the police through integrated offender management processes	1/3/10	Head of the Youth Offending Service	IN 1	Reduce year on year the number of young people aged 10 - 17 convicted of burglary by 10% by March 2011 from 2009/10 baseline.  Ensure that all young people with a conviction for burglary who are in custody or on intensive supervision are managed through the Deter Young Offenders Scheme		Youth Justice Performance Improvement Framework  Leeds Serious Acquisitive Crime Tasking Document  Safer Leeds Partnership Strategic Intelligence Assessment	Detailed in plan
			1c, Where parents of young people with a history of burglary are also offenders, work with the probation service, Signpost, MST service and others to embed a think family approach to YOS interventions	1/6/10						
			1d, Assess all young people who have a conviction for burglary for the YOS burglary impact programme	1/3/10						
			1e, Work with HMYOI Wetherby to explore additional interventions to young people in custody who have convictions for burglary	1/06/2010						
			1.f Work with Safer Schools Partnership police officers to identify young people who already have DYO status or who are considered to be at risk of committing burglary offences. SSP officers to develop individual action plans with identified nominals to include school and parents as appropriate	1/6/10						
			1.g Expand number of Safer School Partnerships to include Pupil Referral Units	1/9/10						
			1.h Work with Education Leeds and police to undertake rapid interventions with pupils identified as at risk of committing burglary who are absent from SILCs. Information on attendance patterns of nominals to be shared through burglary tasking meetings.	1/6/10						
4.4.2	Implement the action plan to reduce the number of young people who receive a custodial sentence	5 31/03/11	Main Action 1, See recommendation column		Head of Youth Offending Service	IN 1	Reduce to 160 the number of custodial sentences by March 2010 (from baseline of 220 for 2008/09) and sustain		Youth Justice Performance Improvement Framework  Safer Leeds	Detailed in plan
			1a, Increase confidence in community sentences as alternative to custody by holding event to increase understanding of YOS intervention programmes	1/4/10						
			1b, Work with court senior legal advisor and chair of youth bench to review and embed the Scaled Approach	1/4/10						
			1c, Meet with district judges to ensure YOS is able to address any issues raised relating to custodial sentences and the Scaled Approach	1/6/10						



Source of the Recommendation	Recommendation Ref	Recommendation	Urgency (Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
				1d, i. Ensure all Pre Sentence Report authors attend court with the cusp of custody reports in order to provide additional information to assist with the sentencing judgement ii. The YOS will work in partnership with the court to establish clear timeslots for the writers of the pre sentencing reports to attend the court to present their recommendations, in order to make the best use of YOS officer's time.	1/6/10			this reduction over 2010/11		Partnership Strategic Intelligence Assessment	
<b>Improvement Theme 5 : A highly skilled, well supported, motivated and continually developing workforce</b>											
Theme Five : Outcome One: Produce workforce development plan for an integrated C&YP workforce to include recruitment, retention, training, skills development and provide improved clarity of roles and responsibilities.											
Lead Accountable Office : Chief Executive - Education Leeds											
NA	5.1.1	Produce and agree an integrated workforce strategy . Further develop and agree an implementation plan.	5	<b>Main Actions : See recommendations column</b> 1a, Draft strategy and implementation plan circulated to partners for consideration April 2010, review at Workforce Reform Group May , finalise recommendations in June for consideration by CTB in July 2010. 1b, Establish a Workforce Development sub group of the new Children Trust Board with first meeting by the end of May. 1c, Continue Leadership development work which will support delivery of a steady supply of suitably qualified, effective individuals able to take on and deliver key leadership roles within the Trust. 1d, Continue the succession planning and talent recognition for aspiring children's services leaders 1e, Develop and implement the middle leader curriculum with the Seacroft/Manston partnership 1f, provide leadership development opportunities for the new Integrated Service Leaders. Monitor and evaluate the impact of this new role working with CWDC and the National Coherence Group (re integrated working). 1g, Co-locate LCC children services workforce development teams	1/3/10 May 2010 Ongoing Ongoing 1/10/10 1/9/10 TBC	Head of HR Education Leeds. Locality Enabler DCSU Headteacher Consultant Headteacher Consultant Locality Enabler DCSU Headteacher Consultant		1, The Integrated Workforce Strategy and Implementation Plan are agreed by the Children's Trust Board (End of July 10) 2) Governance arrangements for the Workforce Reform Partnership Group are refreshed as part of the new Children Trust and LSCB arrangements. 3) a) Development centre and learning opportunities model for aspiring children services leaders ready to 'receive' first cohort of aspirant leaders July 2010. b) evaluation report from the project and core leadership team in place in Seacroft/Manston ready to 'move into' the co-location funded centre. c) Interim evaluation report October 2010. 4) LCC Children Services workforce teams are co-located 5) HR network knows who hold relevant workforce data across the Trust and where to access it. The HR network recommends how the required workforce intelligence is systematically collected and analysed to enable the Trust to set and monitor priorities and outcomes		Children and Young people Plan Priority 10 / Leeds Strategic Plan Learning theme	Yes in relation to the co-location of teams - this project would need to secure capacity to identify space and to support transition. And Yes in relation to clearly identified

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
			<p>1h, Further develop the HR partnership network who will make recommendations about: the collection of workforce intelligence and reporting to enable the Trust to set priorities and outcomes; the advantages that can be accrued by more common approaches to recruitment and retention; the design of roles and responsibilities to facilitate integration.</p> <p>1i, A learning pathways partnership group is established to quality assuring generic skills training across the workforce; map training opportunities into the Integrated Qualification Framework.</p> <p>1j, Baseline perspectives are collated from existing workforce surveys and monitored to assess improvement.</p> <p>1k, Sustain the Integrated Working Training Programme Jan to July 2010 planned capacity; Conduct feasibility study re on-line and blended learning package.</p>	<p>Ongoing</p> <p>March 2010 July 2010</p> <p>31/3/10</p> <p>Ongoing</p>	<p>Head of HR LCC Children Services</p> <p>Workforce Development Manager</p> <p>Locality Enabler DCSU</p> <p>Workforce Development Manager</p>		<p>6) Analysis and evaluation from major training programmes will evidence multi- priorities and outcomes.</p> <p>7) Learning Pathways (quality assurance) Group established March 2010. Quality assurance framework agreed July 2010.</p> <p>8) The Council can demonstrate improvements in staff satisfaction through the term of the Improvement Notice. (Progress is monitored using the one children's workforce 'rainbow' perception surveys, IIP process through LCC).</p> <p>capacity for the suite of training programmes. Course evaluations.</p> <p>10) The balance of training is shifted so that increasingly delivery is locally based and multi-agency.</p>			to clearly identified support for partnership groups.
AI LAC 1 5.1.2	Commission an integrated service for looked after children and young people and for those with disabilities and as part of this review the level of resources made available to deliver key social work tasks for looked after children.	3 30/09/10	<p><b>Main Action: See recommendation column</b></p> <p>1a, Identify current resources for LAC services and those for disabled children across the partnership review (service and VfM) of current provision completed</p> <p>1b, Views of LAC and disabled children sought to steer service planning</p> <p>1c, Service models and performance framework agreed</p> <p>1d, Service models fully costed with financial implications identified</p> <p>1e, Source of any possible additional funding that may be required over and above existing service cost identified</p>	TBC - as it is dependant on other actions	Deputy Director Children's Services - Commissioning	NA	<p>1. improved outcomes for looked after and disabled children;</p> <p>2. improved VfM in service delivery</p>		Action plans for outcome 5.3.3	

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
			1f, Any required changes to provider arrangements agreed							
			1g, New services established							
<b>Theme 5 : Outcome Two: Ensure staff are enabled to carry out their responsibilities efficiently by provision of effective IT systems and adequate administrative support</b> Lead Accountable Officer : Chief Officer Children and Young People's Social Care										
AI SG 7	5.2.1	1	<b>Main Action 1a: Prioritise and tackle the difficulties associated with the electronic recording system</b>  1a, Programme management arrangements in place 1b, Programme Manager and staff allocated to CYPSC's business lead 1c, ESCR resources reallocated to CYPSC priorities to make immediate improvements to ESCR 1d, Progress updates to Programme Board 1e, Procurement process for a new IT system is complete 1f, Development team in place 1g, Staff training programme to be designed prior to its implementation 1h, Funding secured (capital and revenue)	12/2/10 12/2/10 12/2/10 Monthly from Feb 2010 1/9/10 TBC TBC 1/4/10	HoS Transformation		1, Resources allocated to CYPSC priorities  2, Draft development plan written identifying the required improvements needed to the existing system.  3, Revised governance agreed and in place. Interim Head of Transformation to chair the ESCR Development Programme Board.  4, Resources from the ESCR			
<b>Theme Five : Outcome Three : Ensure C&amp;YP Social Care staff have appropriate and manageable workloads, and are kept under regular supervision</b> Lead Accountable Office : Chief Officer Children and Young People's Social Care										
			<b>Main Action: Establish existing case load levels</b>							

Source of the Recommendation Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
AI SG 3 and IN 3.4 5.3.1	Immediately tackle the unacceptably high level of social worker caseloads, ensure that newly qualified social workers are protected from carrying high and complex caseloads and increase capacity within children's social care, in particular at team manager and social worker level, by ensuring there is an effective senior management team responsible for social care.	1	1a, Complete analysis of existing caseloads to establish indicative levels.	1/1/10	Chief Officer - Children and Young People's Social Care	PI - 1 INT 1 PI 2 - INT 2	1, The Council budget for 2010/11 provides additional investment which supports reduction in the level of social worker caseloads  2, Evaluation undertaken with the next cohort of NQSW evidences clear improvement - baseline from the current placement report  3, 6 placements via the Step Up to Social Work initiative.  4, Less reliance on agency staffing.  5, Caseload management scheme agreed and implemented  6, Staff survey demonstrates improvements in staff morale and work satisfaction	1, NI 59 - whilst maintaining high quality, increase the percentage of initial assessments for children's social care carried out within timescale to 72% for the month of March 2010, to 80% for the month of October 2010 and to 80% by end of March 2011 (i.e. the annual cumulative figure)  2, NI 60 - whilst maintaining high quality, increase the percentage of core assessments for children's social care that were carried out within 35 working days of their commencement to 80% for the month of March 2010, to 84% for the month of October 2010 and to 85% by the end of March 2011 (i.e. the annual cumulative figure)  3, 25 advanced practitioners in post by 31/03/11  4, 10 additional administrators are in post by 31/03/11  5, 15 additional social work posts established in 2010/11  6, Further 15 social work posts established in 2011/12		
			1b, Undertake further detailed segmentation work to analyse caseload levels at an individual and team level to inform deployment of additional capacity.	1/3/10						
			1c, Establish a vertical slice staff group with Trade Union Representation to develop proposals for a caseload management scheme.	31/3/10						
			1d, Measure impact of first round of advanced practitioner deployment and use analysis to inform deployment of further posts from current recruitment.	31/3/10						
			1e, Ongoing recruitment of social workers reducing vacancies, long term absence and reliance on temporary staff. Remodelling of service to develop capacity of qualified social workers and target unqualified workers to support Social workers undertaking core tasks.	Ongoing						
			1f, Secure additional investment in the 2010/11 budget.	12/2/10						
			1g, Analyse lessons learnt from the CWDC cohort 1 NQSW programme and clarify expectations for the future.	1/2/10						
			1h, Develop an assessment of skills to evaluate the impact of support for NQSW.	1/2/11						
			1i, Engage in the Step Up to Social Work initiative via the regional partnership	1/1/10						
			<b>Main Action 1: See recommendation column</b>							
			1a, Establish the Programme Board, Programme support arrangements and key project strands.	31/3/10						
			1b, Develop a detailed vision and plan of a remodelled service from the high level vision established - including the social care elements of an integrated Looked After Children's Service and Integrated Disability Service.	1/5/10						

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
IN3.5	5.3.2	Review social workers' responsibilities and workloads to ensure that responsibilities are clearly and tightly defined, and that no staff carry too wide a range of work. This will need to involve consideration of whether a restructure of children's social care services is necessary to deliver high quality services.	4	1c, Establish the Programme Board, Programme support arrangements and key project strands	31/3/10	Locality Enabler DCSU		Evidence of consultation with staff, children, young people and parents on vision  Project mandate agreed by Corporate Support Group  Project strands agreed by project board 30th April 10		Children's Services Priority Improvement Plan Section - 5.1.3	
				1d, Establish a communication strategy for the change management process.	1/5/10						
				1e, Ensure that children and young people and their families are fully engaged in the service redesign process	ongoing throughout programme	Chief Officer - Children and Young People's Social Care					
				1f, Establish a dedicated change team to support the implementation of a new delivery model	1/4/10	Locality Enabler DCSU					
IN3.6	5.3.3	Develop a comprehensive programme of training, mentoring and continuous professional development for all social care staff so that they have the skills to complete high quality and timely assessments	2	<b>Main Action 1; Engage the workforce in the design, implementation and monitoring of a 'new' professional development offer which is highly regarded and is clearly contributing to key service improvement measures.</b>		Locality Enabler DCSU	PI 1 - INT 1 PI 2 - INT 2	1, Measure progress against the baseline evidenced through recent audit work. 2, Instigate regular monitoring through sampling of assessment. 3, Reduction in repeat referrals. Manager and staff survey evidence. Progress recognised through external inspection.	1, NI 59 - whilst maintaining high quality, increase the percentage of initial assessments for children's social care carried out within timescale to 72% for the month of March 2010, to 80% for the month of October 2010 and to 80% by end of March 2011 (i.e. the annual cumulative figure)  2, NI 60 - whilst maintaining high quality, increase the percentage of core assessments for children's social care that were carried out within 35 working days of their commencement to 80% for the month of March 2010, to 84% for the month of October 2010 and to 85% by the end of March 2011 (i.e. the annual cumulative figure)	Section 3.3.1 of the Children's Services Priority Improvement Plan	Additional investment by the Council has been supplemented by RIEP.
				1a, Finalise procurement of organisational development programme which will support social workers to meet agreed standards through a coaching model and which embeds an agreed model of assessment.	1/3/10	Chief Officer CYPSC		6, Evaluation from staff supported and managers of those staff.			
				1b, Implement a programme sponsored by Community Safety to improve assessments where there are domestic violence referrals (240 staff - 2 day course).	April 2010 to March 2011.	Chief Officer CYPSC		7, Positive course evaluations. Positive staff and manager assessment post course.			
				1c, Develop leadership and cultural change model based on the successful Adult Social Care model.	1/4/10	Chief Officer CYPSC		8, CYPSC SLT agree elements to take forward. Recommendations made to Programme Board.			
				1d, Establish problem solving 'change teams' engaging staff from across the service.	1/4/10	Locality Enabler - DCSU		9, Initial programme developed.			
				1e, Sustain engagement with the CWDC sponsored development programmes.	Ongoing	Locality Enabler - DCSU		10, Retention rates. Assessment of staff and managers.			

Source of the Recommendation	Recommendation Ref	Recommendation	Urgency Recommendation to be achieved by:	Main Action and supporting Sub-Actions	Action deadlines	Lead Responsible Officer	Source of the Success Criteria	Success Criteria	Performance Target Where applicable	Related Plans:	Capacity / Additional Resources required? Yes / No details
				1f. Managers and staff supported to understand and use changes made to ESCR which have been made to facilitate more timely assessments.	Ongoing	Locality Enabler - DCSU	IN 2.6	11. Demonstrate improvements in staff satisfaction (measured through the Council's corporate staff survey and the local social worker survey) are made			
IN 19	5.3.4	Ensure there is a robust supervision policy in place so that there is effective supervision of social workers and case management arrangements.	2 31/03/10	<b>Main Action 1: See recommendation column</b> 1a Review and amend the supervision policy 1b, Documentation and recording procedures agreed and disseminated 1c, Audit arrangements agreed and implemented 1d, Commission additional supervision training to address reflective practice requirements	28/2/10  31/3/10 1/5/10	Chief Officer - Children and Young People's Social Care		All Social Workers receiving effective supervision and monitoring through the audit process			

		Meeting Title											
		Monitoring meeting (Lead Accountable Officers and Monitoring Officers)	Children's Services Leadership Team (Improvement Plan Monitoring and clearance)	Papers to be Submitted to Improvement Board	Improvement Board	Children's Services Scrutiny	Cabinet Submission Part of submission to exec board)	Executive board	LMT	Member Reference Group	Trust Board	CLT	DCFS - 6 monthly Performance Reporting
Dates	<b>February</b>												
	22nd				22nd Feb		Meeting 22nd Feb						
	<b>March</b>												
	1st	W/C 1st March						Papers Submission (1st March)					
	8th		19th March					Meeting 10th March					
	15th			<b>15th March</b>									
	22nd				22nd March	25th March							
	29th	W/C 29th March											TBC
	<b>April</b>												
	5th		6th April										
	12th			<b>12th April</b>									
	19th				19th April								
	26th	W/C 26th April											
	<b>May</b>												
	3rd		4th May										
	10th			<b>18th May</b>									
	17th				25th May								
	24th												
	31st	W/C 31st May											
	<b>June</b>												
	7th		8th June										
	14th			<b>14th June</b>				Dates to be confirmed					
	21st				21st June								
	28th	W/C 28th June											TBC
	<b>July</b>												
	5th		6th July										
	12th			<b>13th July</b>									
	19th				20th July								
	26th												
	<b>August</b>												
2nd	W/C 2nd August												
9th		10th August											
16th			<b>17th August</b>										
23rd				24th August									
30th	W/C 30th August												
<b>September</b>													
6th		7th September											
13th			<b>13th September</b>				Dates to be confirmed						
20th				20th September									
27th	W/C 27th September							TBC				TBC	
<b>October</b>													
4th		5th October											
11th			<b>11th October</b>										
18th				18th October									
25th	W/C 25th October												

Bimonthly: dates to be confirmed

Monthly: dates to be confirmed

Monthly: dates to be confirmed

Bimonthly: dates to be confirmed

Meeting Title												
	Monitoring meeting (Lead Accountable Officers and Monitoring Officers)	Children's Services Leadership Team (Improvement Plan Monitoring and clearance)	Papers to be Submitted to Improvement Board	Improvement Board	Children's Services Scrutiny	Cabinet Submission Part of submission to exec board)	Executive board	LMT	Member Reference Group	Trust Board	CLT	DCFS - 6 monthly Performance Reporting
	<b>November</b>											
	1st											
	8th	9th November										
	15th		<b>18th November</b>	25th November								
	22nd											
	29th	W/C 29th November										
	<b>December</b>											
	6th	7th December										
	13th		<b>13th December</b>		Dates to be							
	20th			20th December	confirmed							
	27th											
												TBC



## **Executive Board 10 March 2010**

### **ITEM 16 – Supplementary Information**

**Subject: Children's Services Improvement Arrangements**

#### **Additional Information for Members of Executive Board**

Following completion of the above report, we have now received the final version of the Improvement Notice. Therefore, please find attached:

1. A letter from the Rt. Hon. Dawn Primarolo MP regarding the draft Improvement Notice dated 22 February 2010.
2. A copy of the final Improvement Notice dated 2 March 2010

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**Rt Hon Dawn Primarolo MP**

Minister of State for Children, Young People and Families.

Sanctuary Buildings Great Smith Street Westminster London SW1P 3BT  
tel: 0870 0012345 dcsf.ministers@dcsf.gsi.gov.uk

Cllr Andrew Carter  
Leader's Office  
2nd Floor East  
Civic Hall  
Leeds LS1 1UR

22 February 2010

*Dear Andrew,*

I am writing to follow up my letter to you of 7 December and to enclose, as the next stage of our intervention, a draft improvement notice for your comments. I know there has been a good deal of engagement between your officers and officials here in developing the notice and I am grateful for their work.

I have been pleased to see the agreements we reached in our exchange of letters in December beginning to be put into place. I understand the Improvement Board, under Bill McCarthy's chairmanship, met productively for the first time on 19 January – and I look forward to seeing an Improvement Plan, to be agreed by the Board in March. I note too however, that the Ofsted inspection report on your safeguarding and looked after children provision published last month emphasises the amount of work needed to deliver the necessary step change in performance.

The primary focus of the attached Improvement Notice and the priority area for action is, of course safeguarding, but it also rightly contains targets which reflect the wider concerns set out in your Ofsted annual rating. I have a clear sense of the issues being tackled with vigour within the Council, but see this notice and the improvement plan which will follow in March as key building blocks - providing reassurance that you have identified the right issues and have realistic and sustainable plans for dealing with them.

I would be grateful if you and Bill (to whom I am copying this letter) could let me have any comments by 1 March I will then write to you formally, putting the Notice in place. A copy of this letter is also being sent to Paul Rogerson, James Rogers and to Sandie Keene.

*Yours sincerely  
Dawn*

**DAWN PRIMAROLO**



department for  
**children, schools and families**

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# Improvement Notice

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To: Name LEEDS CITY COUNCIL

Address Civic Hall, Calverley Street, Leeds LS1 1UR

**This Improvement Notice is being issued due to poor performance in:**

Children's services

**on the basis of evidence contained in:**

Ofsted's August 2009 unannounced inspection of contact, referral and assessment arrangements.

Ofsted's annual assessment 2009, which judged Leeds' children's services to be "performing poorly".

Ofsted's January 2010 inspection of safeguarding and looked after children's services which judged Leeds' overall effectiveness of safeguarding services to be "inadequate".

**The duration of the Improvement Notice will be:**

From date of issue until the final review of progress relating to October 2011 is delivered. The Secretary of State may, at his discretion, choose to lift the Improvement Notice at an earlier date if he is satisfied that the necessary improvements have been made and are sustainable.

**The following measure(s) are needed for you to comply with this Improvement Notice:**

The Council must take action to:

- a. improve areas of weakness identified in the reports from the above inspections and assessments,
- b. improve performance against key indicators in the areas concerned; and
- c. put in place robust and sustainable arrangements to sustain and build on the improvements secured. In particular:

## **Safeguarding children**

Developing services and front-line practice:

- The Council is expected to improve the response to child protection referrals to meet statutory guidelines, and ensure discussions with the police and other agencies take place in a timely manner in all relevant circumstances, as set out in '*Working Together to Safeguard Children*'

- The Council must have clear multi-agency thresholds in place, shared with and understood by partners, in order for children and young people to access appropriate services and to ensure consistent and high quality referrals from other agencies.
- The Council needs to ensure that it has effective information management arrangements in place, ensuring that records for all children and young people are up-to-date and that assessment reports are routinely shared with parents as appropriate.
- The Council needs to ensure that it has effective quality assurance arrangements in place to monitor the quality of contact, referral and assessment services and ensure that assessments are of a consistently high standard.
- The Council must further embed the use of the CAF in practice across children's services so that it is effectively used to inform early intervention.
- The Council must demonstrate improvements in staff satisfaction (measured through the Council's corporate staff survey and the local social worker survey) and in the satisfaction of children and families (measured through various service specific surveys) throughout the term of the Improvement Notice.
- The Council must establish clear and agreed processes with partners in the Children's Trust and LSCB to ensure effective scrutiny and training takes place so that the quality of contacts, referrals and assessments improve.

Demonstrate clear evidence of improvement in outcomes, evidenced by improvements in the following performance indicators:

- NI 59 - whilst maintaining high quality, increase the percentage of initial assessments for children's social care carried out within timescale to 72% for the month of June 2010, to 80% for the month of October 2010 and to 80% for the cumulative period October 2010 to March 2011
- NI 60 - whilst maintaining high quality, increase the percentage of core assessments for children's social care that were carried out within 35 working days of their commencement to 80% for the month of June 2010, to 84% for the month of October 2010 and to 85% for the cumulative period October 2010 to March 2011

### **Other areas of concern**

The Council must:

- Working with the National Challenge Board and any other government agencies as appropriate, effectively deliver the National Challenge

Programme, implement the Council's agreed plan for Schools Vulnerable to the National Challenge and ensure agreed targets are met.

- Deliver improvements in the following outcomes:
  - NI 78 - reduction in number of schools where fewer than 30% of pupils achieve 5 or more A\*-C grades at GCSE and equivalent including GCSEs in English and Maths to no schools in the 2011 examinations, with plans in place and demonstrable progress towards that goal by September 2010
  - NI 79 – increase achievement of Level 2 qualifications by the age of 19 to 75.2% in the 2009/10 academic year.
  - NI 102 - narrow the achievement gap between pupils eligible for free school meals and their peers achieving a 5 ppts reduction at Key Stage 4 in the 2010 examinations
  - NI 108 - achieve a sustained upward trend in the achievement of black and mixed heritage pupils by the end of the academic year 2010/11
  - NI 117 – reduce the number of 16-18 year olds who are not in education, employment or training (NEET) to 6.8% in 2010/11
- Working with DCSF, GOYH, National Strategies and other government agencies as appropriate, the Council is expected to demonstrate overall improvements in LAA indicators relating to children's services and statutory attainment targets through the period of this Improvement Notice.

### **Building capacity and capability to deliver and sustain improvements**

The Council, working with its partners must ensure robust leadership and implementation of an effective improvement programme covering all staff and elected members and engaging partners, with a clear focus on improving outcomes for children and young people, particularly in relation to safeguarding. It must:

- Cooperate with the independent chair to establish an Improvement Board and support the Board in providing effective challenge across the partnership to drive swift and sustainable progress through a robust improvement plan. The Council must provide the Improvement Board with robust evidence of both quantitative outcomes and qualitative processes as required. The Council must take full account of the advice and recommendations of the Improvement Board to deliver improvements in its children's services, and to continue to improve partnership arrangements.
- Prepare a robust Improvement Plan to be agreed with the Improvement Board for delivering improvements across children and young people's services, addressing all areas of weaknesses highlighted in Ofsted inspections, the 2009 Comprehensive Area Assessment and other areas of concern as appropriate.

- Monitor improvement in children's social care, by establishing rigorous performance management and quality assurance systems which deliver regular monitoring, scrutiny and quality assurance of social care performance.
- Increase capacity within children's social care, in particular at team manager and social worker levels, by ensuring that there is an effective senior management team responsible for social care.
- Review social workers' responsibilities and workloads to ensure that responsibilities are clearly and tightly defined, and that no staff carry too wide a range of work. This will need to involve consideration of whether a restructure of children's social care services is necessary to deliver high quality services.
- Develop a comprehensive programme of training, mentoring and continuous professional development for all social care staff so that they have the skills to complete high quality and timely assessments

**Improvement against the above measures will be assessed as follows:**

The Improvement Board will receive regular updates on performance against the above measures. The Chair of the Improvement Board will report to the Department for Children, Schools and Families and Leeds City Council on a bi-monthly basis.

This will be supplemented by interim reviews in regard to performance at:

- The end of March 2010 (reported in May 2010)
- The end of September 2010 (reported in November 2010)
- The end of March 2011 (reported in May 2011)

as well as a final review at the end of October 2011. The Secretary of State may exceptionally require additional reports in light of these scheduled reviews.

**by:**

The Department for Children, Schools, and Families, who will, on the basis of measurable progress towards the targets outlined above, advise Ministers on any necessary follow-up action, taking account of reports from the Improvement Board and Leeds City Council.

**Failure to comply with this Improvement Notice by the assessment dates may lead to:**

The Secretary of State for Children, Schools and Families using statutory powers of intervention (s497A Education Act 1996) to direct the Council to enter into an appropriate arrangement to secure the necessary and rapid improvements required in children's services.



Signed: *Jaun Prasad* Date: .....2 March 2010.....

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**Report of the: Chief Executive**

**To: Executive Board**

**Date: 10 March 2010**

**Subject: Organisational Arrangements for the Provision of Children's Services in Leeds**

<p><b>Electoral wards affected:</b></p> <p>All</p>
--

<p><b>Specific implications for:</b></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)

**1.0 Purpose of this Report**

1.1. This brief covering report draws Members' attention to the findings of a recently-concluded review of organisational arrangements within children's services, and makes recommendations with respect thereto.

**2.0 Background**

2.1. A report elsewhere on this agenda sets out some of the significant improvement challenges that are currently being faced (and vigorously tackled) in the children's services area.

2.2. Members will be aware, however, that the organisational arrangements in accordance with which children's services have been provided in Leeds since 2006 have recently been reviewed.

2.3. A copy of the review (which was a strategic review undertaken by officers in the Chief Executive's Unit) is attached to this report. The focus of the review is, for the most part, upon the Council's own internal arrangements; however, the review also offers comment on the Council's relations with other key agencies and some important external perspectives are captured.

2.4. The key question posed by the review is whether, given

- i) the magnitude of the improvement challenges which the Council is currently facing,

- ii) the changes in policy and practice (both nationally and locally) that are in prospect,
- iii) the fact that the Council is preparing to recruit a new permanent Director of Children's Services, and
- iv) the reality that the resources available to the Council over the course of the next few years to meet the many, growing and varied needs of children across the city are likely to be very constrained,

the organisational arrangements that were put in place in 2006 remain, in all important respects, adequate and appropriate.

- 2.5. Put broadly, the Board could opt to make only minimal changes to current arrangements at this time, and resolve that any redesign of them should be aligned very closely with what we already have; alternatively, the Board could take the view that what is now called for is a more radical overhaul of the arrangements.
- 2.6. For the assistance of Members, brief observations on these two broad options are set out below.

### **3.0 The case for minimal change**

- 3.1. As Members will be aware, the Children's Services Annual Performance Assessment for Leeds, published in December 2009, found that "the majority of the local authority's inspected and regulated services and provision in children's services are good or better." Accordingly, the case for making only modest changes to the organisational framework that was put in place in 2006 could be viewed as essentially resting upon a 'mend only what is broken' approach.
- 3.2. On this thesis, what has arguably been broken have been aspects of the leadership and management of children's social care (and, more particularly amongst those aspects, performance management), and what has been missing has been a sufficiency of resource to enable the service to respond appropriately to a very significant increase in the workload of its staff. What is therefore required, on this view, are revised senior management arrangements in this area of children's services, and the identification by the Council of a substantial additional resource to enhance systems, support staff re-training and make new appointments on the front line.
- 3.3. It is also undoubtedly the case that many of the factors that lay behind the decisions that were taken in 2006 continue to pertain. There is still a substantial schools agenda and Education Leeds continues to perform well (as it has since 2001) under a contract with the Council that leaves the Chief Executive of the company with clear accountabilities which sit with, and in no way detract from, an unambiguous responsibility on the part of the Council's Director of Children's Services for all children's services, including education-related services.
- 3.4. On the resource front, too, the point may be made that, whilst Education Leeds has been appropriately funded under its contract with the Council, the business support functions that the company has developed over the years are specific rather than generic and are, in large part, school and company facing.

## **4.0 The case for more radical change**

- 4.1. There are 180,000 children in Leeds aged under 19 and the Council has a responsibility to secure that all of these children and young people are kept happy, healthy, safe, successful and free from the effects of poverty. Moreover, the Council and its partner agencies (many of whom have a duty to co-operate in a city-wide endeavour to secure the achievement of the above outcomes) are working ever more closely together across organisational boundaries and under frameworks providing for the common assessment of need and the better integrated commissioning of both services and support.
- 4.2. Against this background, it is the recommendation of the Council's corporate leadership team (CLT) that the Council ought to take a fresh look, across the piece, at its own organisational arrangements for the provision of children's services in the city.
- 4.3. More specifically, CLT believes that, given the considerations referred to in paragraph 2.0 above, organisational arrangements within children's services should now be redrawn with the object of harnessing the strengths of Education Leeds and bringing the company's resources together with those from early years, children and young people's social care and the integrated youth service, under the leadership of a new Director of Children's Services. CLT is supportive, therefore, of the adoption of the approach detailed in Option 5 of the attached review. Under this option, the new Director would be appointed to lead an integrated team comprising (in due course) a Deputy Director, or equivalent, overseeing and championing the Council's education and learning functions, together with a Deputy Director, or equivalent, taking the professional lead for targeted and specialist services for the city's most vulnerable children and young people.
- 4.4. In agreeing these three principal leadership roles, it will be important to establish them at an appropriate level within the council's structure and this may necessitate final consideration being given to the status and title of each of the posts. The holders of the three posts will, however, take the lead in delivering a fully-integrated children's services approach; developing effective working arrangements with the council's partners; improving outcomes for children and young people across the city, and delivering efficiencies so that essential resources can be targeted at front-line services.
- 4.5. It is recognised that if the above approach is adopted, it will entail a significant dismantling and re-engineering of the Council's current organisational framework in the children's services area; it is plain too that, if members of the Board choose to endorse this approach, there will need to be detailed discussions with a range of service users, staff, partners, stakeholders and other interested parties over the course of the next few months. However, Members may wish to note that if the Council does resolve to support this more radical approach (with a view to revised arrangements being ushered in from April 2011), the Chief Executive and Board of Education Leeds have made clear their readiness to work closely with colleagues within the Council and from other agencies to manage the proposed change successfully.

## **5.0 Conclusions**

- 5.1. The attached strategic review appraises a number of options, and not just the two possible ways forward that are discussed in this report. If however, having considered the review in the light of this report, it is decided that Option 5 of the review should be adopted as the preferred way forward, then further reports will

obviously need to be brought back to the Board on the outcome of the consultations and discussions with affected parties that are envisaged, on any transitional arrangements that may require to be put in place in the run up to 1st April 2011, and upon the final form of the revised organisational arrangements for children's services that are proposed to take effect on that date.

## **6.0 Recommendations**

6.1. It is recommended:

- i) that, building on the strengths of current arrangements and seeking to spread them across all areas of children's services, a new integrated Children's Services Directorate model be worked up along the lines detailed in Option 5 of the attached review,
- ii) that officers be authorised to take all such steps as may reasonably be required (including the service of appropriate notices) to allow the Council's contract with Education Leeds to be terminated on 31<sup>st</sup> March 2011, and
- iii) that further reports detailing the revised arrangements (including any proposed transitional arrangements), and consultations thereon, be brought to the Board at regular intervals over the course of the coming year.

# **Strategic Review of Leeds City Council's Children's Services Arrangements**

**Author: Chief Executive's Unit**

**Dated: 1 March 2010**

**Version: Final Version**

**Meeting: Executive Board 10 March 2010**



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**Appendix 1 – Operational Issues Identified by Stakeholders but Not Covered by the Review**

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**Appendix 2 – List of Stakeholders Consulted**



## Executive Summary

The Children Act 2004 significantly changed the legislative framework through which children's services are provided. The Act created the new statutory role of Director of Children's Services, consuming the statutory responsibilities previously assigned to the Director of Social Services (as regards services for children) as well as those responsibilities previously allocated to the statutory role of Chief Education Officer. For the first time, we were required to have a single officer statutorily responsible for both children's social care and education provision. The Act also provided for the Director of Children's Services to have responsibilities which extended beyond the council and across other partner services, where services for children and young people are provided. There was a further requirement for the establishment of a Children's Trust to provide overall leadership to the improvement of outcomes for children and young people in the area.

In 2006, the City Council appointed its first Director of Children's Services. The early work led by the Director saw the establishment of a strategic children's services team, known as the Director of Children's Services Unit (DCSU). The DCSU was developed following the receipt of professional advice and support from the Office of Public Management (OPM). The DCSU was given strategic leadership responsibility for children's services, covering both Leeds City Council provided services and relevant partner agency services. This approach was considered appropriate in 2007 as a consequence of the early developmental nature of national guidance and policy on children's services matters as well as the need to lead the development of the change agenda locally across all relevant partners. Indeed, our approach was endorsed in both the Children's Services Annual Performance Assessment in December 2007 as well as the Joint Area Review in 2008, both of which acknowledged that our arrangements provided for good prospects for improvement.

Leeds City Council's children's services delivery arrangements were operationally split into four key areas - Children and Young People's Social Care, Early Years Services, the Integrated Youth Support Service (IYSS) and Education Support Services, the latter being provided through Education Leeds, a separate company wholly owned by the council. The senior officers from the DCSU, the key providers and, where appropriate, external partners, come together under the leadership of the Director to form the Children's Services Leadership Team (CSLT).

In the summer of 2009, the Director of Children's Services gave notice of her intention to retire from the Authority's service at a mutually agreeable time. The Director retired from the authority's service on 31 December 2009. Three years on from the development of our current Children's Services arrangements, with the further development of national policy and guidance, and with the pending recruitment of a new Director of Children's Services, it was considered appropriate and timely to undertake an organisational review of our arrangements.

Recent inspections have highlighted the need to ensure that our improvement actions deliver improved outcomes for children and young people at a faster pace, particularly in the area of Children and Young People's Social Care. In so doing, we also need to ensure that those involved in children's services activities are able to develop their ability to work better together ensuring well targeted and responsive services alongside the universal services provided by children's services and schools.

Children's services in Leeds are made up of a large and complex set of services across a wide range of partner organisations serving and supporting approximately 180,000 children and young people age 0-19, which equates to approximately 25% of Leeds' overall population. It is important, therefore, to understand the context of this review. Whilst the review was extensive in terms of the range of stakeholders involved, it does not seek to consider every aspect of children's services. Rather, its focus is on the effectiveness or otherwise of the city council's organisational and leadership arrangements (including its partnership arrangements), in order to ascertain whether any changes are

required, prior to commencing the recruitment of a new Director of Children's Services. Therefore, whilst the review did not assess the detail of operational services, or the detail of current performance against stated outcomes, the whole purpose of the review is to assess whether our current organisational arrangements are as effective as they need to be to provide a truly integrated children's services approach and deliver improved outcomes for children in Leeds.

## **Key Findings of the Review**

The Children Act 2004 heralded a change in leadership approach for children's services, supported by a major new national policy initiative and outcomes framework known under the banner of 'Every Child Matters'. All local authorities, including Leeds, were required to publish a Children and Young People's Plan (CYPP) where the focus was to put children and young people's needs at the heart of intervention, working closely with their parents and carers. Agencies and services providing support being required to drive an integrated approach to the delivery of service, delivering new integrated processes and governance with particular emphasis on prevention and early intervention for those children and young people with particular needs. Additional to this was an extensive programme of work with schools to drive up standards and develop new approaches to a broad based 'offer' to all young people.

Since 2004, the Children and Young People's agenda for local authorities and their partners has been heavily prescribed by national policy, supported in part by legislative change within a strong regulatory framework, involving both Ofsted and DCSF. High standards have been set for Local Authorities in relation to improving outcomes and driving system change.

The governance framework established in Leeds in 2006/7 has made a significant contribution to the establishment of partnerships, commissioning and locality working arrangements. There is also good engagement with young people and good performance across a range of our stated priorities. There have been many positives with significant improvement and investment across universal services, particularly education and early years. The children's services annual performance assessment, published in December 2009, concluded that "the majority of the Local Authority's inspected and regulated services and provision in children's services are good or better". However, the recent inspections of "Contact Assessment and Referral Services" and "Safeguarding and Looked After Children" have highlighted serious shortcomings in respect of children's social care services. These weaknesses are significantly focussed on front line practice but are also reflective of wider system issues in the leadership and resourcing of children's services; governance of the Leeds Safeguarding Children Board; performance management; quality assurance, and; in the effectiveness of early intervention and preventative approaches across the wider provision of children's services. These weaknesses were further profiled through the identification of a Red Flag for safeguarding within the December 2009 Comprehensive Area Assessment (CAA) reporting arrangements.

The DCSF has recently published information identifying early indicators and risk factors associated with declining performance in children's services authorities. Contributory elements include:

- The population context
- The wider local authority context
- Workforce capacity
- Leadership
- Structure and delivery
- Partnership commitment

The findings of the DCSF review are significant in highlighting areas of action which are required to address efficiency, effectiveness and the organisation of local authority services. Whilst an extensive improvement plan is in hand to respond to the recent inspection findings, the full speed of recovery is likely to be impacted by the response to the recommendations. To date, whilst much progress has been made, it is evident that further action is necessary if we are to achieve the full benefit of effective integration across children's services.

The review has highlighted four key drivers that underpin the proposals within this report and all have a strong relationship to the outcomes of the recent DCSF review as detailed above. The four drivers are:

- The need to ensure clarity in terms of leadership, governance and accountability arrangements;
- The need to develop an approach which fully embraces the move towards integrated delivery of children's services;
- The need to accelerate the pace of change in order to deliver improvements in underperforming services as well as the general improvement of outcomes for children and young people, and;
- The need for any change to be economically efficient in order to redirect resources to front-line services.

In assessing our current organisational arrangements and considering the case for change, this report has a particular focus on four key areas which are considered in turn and include: the role, functioning and effectiveness of the Director of Children's Services Unit; the effectiveness of our Children Leeds partnership arrangements; the strategic fit of Education Leeds in an integrated children's services model; and, the need for revised structural and organisational arrangements.

### **Director of Children's Services Unit**

In establishing new children's services arrangements in 2006/7, a Director of Children's Services Unit (DCSU) was created to provide the strategic lead and develop commissioning arrangements for children's services in Leeds with council operational provider services being led by chief officers who were not directly line-managed by the Director. Rather, a commissioning based approach was preferred to provide the oversight and management of social care, early years, youth and education services, the latter through the council's wholly owned company Education Leeds. Within the DCSU, a number of new posts were created including three deputy director roles (one jointly appointed with the PCT), four strategic leader posts and five locality enablers. Other supporting roles were established to support the strategic team, although the team is still relatively small in overall capacity terms and relies significantly on capacity and resources within operational services to undertake significant aspects of business and commissioning support activities.

Whilst there have been numerous positives with the arrangements adopted in 2006/7, it is fair to say that the world of children's services has moved on during this time. An increased focus on safeguarding and the more recent guidance issued by Government on the development of integrated approaches to children's services requires that further consideration be now given to our organisational arrangements. Therefore, the next phase of development for our children's services leadership arrangements needs to fully embrace the integration agenda.

In so doing, it will be important to review the structure of the DCSU to ensure that roles, responsibilities and priorities are clear and that our arrangements more effectively support the development of integrated planning and delivery approaches. In accordance with the most recent DCSF review and associated government guidance, there is a need to further improve the clarity of our leadership, structure and reporting arrangements across the whole of the council's children's services system. As part of these developments, it is proposed that the senior officers responsible for the operational provider services should be more closely aligned under the leadership and management of the Director. As the Director is also vested with the statutory accountabilities with regard to education and learning, it is further recommended that the Director should also have a more direct line management role, than has hitherto been the case, for education related services.

In moving to an integrated children's services approach led by the Director, it will be important to ensure that he/she is supported with the necessary resource and capacity to fulfil essential business and commissioning support services across the whole of children's services. Such support is essential in underpinning a move to a truly integrated approach to the delivery of children's services and the absence of such support in critical areas has been a contributory factor to some of the performance deficiencies identified during the course of the last 12 months.

Whilst, to date, the use of business and commissioning support capacity within provider services has been partly effective, the current fragmented approach to the provision of such essential support services is not considered the best way of making use of such capacity in seeking to achieve a more integrated way of working. Moreover, budgetary pressures require that consideration ought sensibly to be given to the integration of services where this would provide economies of scale and, potentially, budget efficiencies.

Therefore, the review proposes the establishment of integrated business and commissioning support arrangements across children's services, reporting to the Director. This will require the bringing together of relevant resources from across early years, children and young people's social care, the integrated youth service and Education Leeds. In agreeing this approach, it is recognised that detailed work is necessary to understand the level and quantity of resource that needs to be provided at the broad children's services level and that which needs to remain close to services.

With an integrated support team, the Director and wider leadership team will be better supported; such a team will assist in delivering a more integrated approach across children's services; it will enable change to be progressed at a faster pace, and; it will build upon the success of such functions in certain areas of the council's business e.g. Education Leeds. A more integrated and holistic approach will also enable the Director to target support resources more effectively to build upon success and tackle under-performance.

The development of integrated commissioning and business support arrangements are considered essential to deliver a truly integrated approach to the delivery of children's services and the creation of such a team should be seen as a priority.

### **Partnership Arrangements**

In considering our Partnership Arrangements, this review, as well as other separate reviews undertaken on specific aspects of the partnership arrangements, have found several strengths and aspects of good practice within Leeds' Children's Trust Arrangements. However, there are also significant areas for development which need to be addressed in order to develop partnership arrangements that are effective and fit-for-purpose.

Moreover, the government has recently issued updated statutory guidance on Children's Trust arrangements which require a fundamental re-think of our own arrangements, with the requirement to put in place a new Children's Trust Board by 1 April 2010. The key requirements/issues within this new guidance are that:

- The Children's Trust is the sum total of co-operation and partnership arrangements between organisations with a role of improving outcomes for children and young people. It is not a legal entity in itself as each partner retains responsibility for their respective functions. It covers every organisational level from governance to front-line delivery.
- The Children's Trust Board is a new statutory body that every local authority is required to have in place by 1 April 2010. The Board will have responsibility for developing, publishing, reviewing, revising and monitoring the Children and Young People's Plan. The Children's Trust Board is required to have a clear and separate identity within the wider co-operation arrangements. Whilst the Children's Trust Board will be a statutory body in its own right, it does fit within the wider Local Strategic Partnership as a thematic partnership. It is the responsibility of the Local Authority to appoint the chair of the Board. There are no restrictions on who the chair is, simply that it is the most appropriate person who can speak with authority on behalf of the Children's Trust Board. The Local Authority is responsible for monitoring the effectiveness of the Chair's work. The Board must include a representative of the local authority and each of its statutory 'relevant partners'. It should also include non-statutory partners to reflect local circumstances.
- The Duty to Cooperate continues to be a key aspect of children's trust arrangements. The list of statutory 'relevant partners' has though been extended to include maintained schools, Academies, non-maintained special schools, FE and sixth-form colleges, Short Stay School / Pupil Referrals Units and Job Centre Plus.
- The Children and Young People's Plan will be the agreed joint strategy of the partners in the Children's Trust and responsibility for its preparation moves from the Local Authority into the new Children's Trust Board. The new style plan needs to be published by April 2011.

In addition to the above, a separate review of the Leeds Safeguarding Children Board (LSCB) has recently been undertaken and the recommendations flowing from that review need to be properly considered and implemented as soon as practicably possible so that the LSCB can provide the necessary challenge and support to safeguarding practice across the city.

The review also acknowledges the positive developments at the locality level and the recent changes to locality governance arrangements, as agreed by Executive Board in December 2009.

### **Strategic Fit of Education Leeds**

The review acknowledges that following the creation of Education Leeds in April 2001, significant progress has been made against the educational attainment and broader schools improvement agenda. In 2009, education provision is in a very different place to where it was ten years ago. However, with the advent of children's services, the current arrangements in their entirety are not considered sustainable if we are to effectively respond to developing an integrated and more holistic approach to the development and delivery of children's services.

This report proposes the establishment of an integrated business and commissioning support function reporting to the Director of Children's Services. Assuming this development is agreed, it would see relevant aspects of the company's operation transferring to the council as part of an integrated support

team operating across the whole of children's services. Furthermore, with the identified need to have a more integrated approach to children's services policy and strategy development, the role of the current Board of Education Leeds needs to be considered.

When the Board was first established in April 2001, it had a wide range of responsibilities covering both the operational management of the company as well as receiving and shaping advice on education related policy and strategy matters that would ultimately be put to the city council for consideration. Whilst with a company arrangement it will always be a requirement to have a Board to oversee the operational management of the company, with the need to develop an integrated approach to children's services, a requirement for the Board to oversee the development of education policy and strategy becomes less convincing, not least when it is being done in isolation of wider children's services policy and strategy development. Moreover, since the Board was first established we have been required to develop children's trust arrangements which themselves have a clearly stated responsibility for policy development across children's services.

Therefore, it is proposed that the Board of Education Leeds ceases to have a role in the development of education related policy and strategy matters, requiring instead that such responsibilities be vested as part of the revised children's trust arrangements in order to secure an integrated approach to policy and strategy development across children's services. Should such a change be agreed, then a review is likely to be required of the current Board membership recognising the changing role and function of such a Board.

The review also identifies the need for the Director of Children's services to have clear and unambiguous responsibility and accountability for all children's services, including education related services. In considering this issue, the review has identified a degree of confusion with some stakeholders on the role and accountabilities of a Director of Children's Services as compared with the Chief Executive of Education Leeds. The review concluded, therefore, that looking forward there needs to be clear accountability within the role of Director of Children's Services for education based matters. That is not to say that a senior officer with responsibility for leading and championing the schools agenda is not required, as this is most certainly an essential requirement of any future remodelling of children's services. Rather, what is needed is clarity of reporting arrangements which make clear the accountability a Director of Children's Services has for the senior officer responsible for education in the city. This would require a review of the role of Chief Executive of Education Leeds and their respective reporting and accountability arrangements. It is recognised that whilst this matter might be complicated by the fact that a separate company model currently exists, this need not necessarily be an insurmountable barrier.

In regard to the broader issue of the company model, five options have been considered in undertaking the review, summarised as follows:

Option 1 – "Status Quo" – This option would see the retention of the current arrangements.

Option 2 – "A Slimmed Down Company Model" – This option would see the retention of the company model with the exception of a) relevant business and commissioning support functions which would transfer to an integrated children's services team, b) the Board of Education Leeds ceasing to have a responsibility for overseeing education related policy and strategy matters and c) the Chief Executive of Education Leeds being more directly accountable to Director of Children's Services, in line with the wider recommendations of this review;

Option 3 – "An Enhanced Company Offer" - As option 2, but with the addition of a reverse transfer of a range of universal children's services (early years and youth services) from the council into the company to create an enhanced company model based around a set of universal provider services.

Option 4 – “Children Leeds Ltd” – The option would see Education Leeds Ltd evolve into Children Leeds Ltd with all children’s services functions and responsibilities being transferred into a revised company arrangement, excluding a client function that would need to be retained by the council.

Option 5 – “Children’s Services Directorate” – This option would conclude that in light of the development of children’s services, and the need to have a fully effective and integrated children’s service, the most appropriate action is to transfer all of Education Leeds’ services to the council in a managed way by 1 April 2011, under a new directorate based leadership arrangement..

Option 1 is not considered an appropriate course of action recognising the issues identified within this review, particularly the need to develop a more integrated children’s services approach. Option 4 would require significant change with a large transfer of resource from the Council to the company, including children’s and young people’s social care services and is considered too high risk to be a realistic option for consideration. Options 2, 3 and 5 offer the best opportunity of securing an effective approach to the delivery of integrated children’s services arrangements within the council. Option 2 would be appropriate if there is a desire to continue with a company arrangement, albeit on a smaller scale. Option 3 would offer the potential of enhancing the company model with other universal services, although this option does require more detailed work and consideration. Option 5 offers the best prospect of integration, but requires a decision to cease with the company arrangement and transfer all services to the council to be provided on the basis on the new directorate based model proposed in the next section.

### **Future Structure and Organisational Arrangements**

If the proposals contained within this report are supported, detailed consideration will need to be given to the nature of the new directorate based leadership arrangements to be put into place. Whilst this will require more detailed work, it is expected that a new leadership arrangement would see the following as a starter for debate:

- Overall leadership provided by a Director of Children’s Services – the recruitment for this post has recently commenced and an appointment is expected by the autumn of 2010. In the meantime, Eleanor Brazil, interim Director of Children’s Services, will provide leadership as we commence the transition to new arrangements.
- A Deputy Director (or equivalent) of Children’s Services to provide the professional lead and champion the education and learning functions of Children’s Services.
- A Deputy Director (or equivalent) of Children’s Services to provide the professional leadership and champion targeted and specialist services for vulnerable children and young people (e.g. children and young people’s social care).
- And, appropriate leadership arrangements for the integrated business and commissioning support functions.

In agreeing the three principal leadership roles, it will be important to establish them at an appropriate level within the council’s structure and this may necessitate further consideration being given to the status and title of each of the posts. The holders of these posts will have responsibility for leading the delivery of a truly integrated children’s services approach; developing effective working arrangements with the council’s partners; improving outcomes for children and young people across the city, and delivering efficiencies so that essential resources can be targeted at front-line services.

## 1.0 Introduction

- 1.1. The Children Act 2004 significantly changed the legislative framework through which children's services are provided. The Act created the new statutory role of Director of Children's Services, consuming the statutory responsibilities previously assigned to the Director of Social Services (as regards services for children) as well as those responsibilities previously allocated to the statutory role of Chief Education Officer. For the first time, we were required to have a single officer statutorily responsible for both children's social care and education services.
- 1.2. The Act also provided for the Director of Children's Services to have responsibilities which extended beyond the council and across other partner services, where services for children and young people are provided. There was a further requirement for the establishment of a Children's Trust to provide overall leadership to the improvement of outcomes for children and young people in the area.
- 1.3. In 2006, the City Council appointed its first Director of Children's Services. The early work led by the Director saw the establishment of a strategic children's services team, known as the Director of Children's Services Unit (DCSU). The DCSU was developed following the receipt of professional advice and support from the Office of Public Management (OPM). The DCSU was given strategic leadership responsibility for children's services, covering both Leeds City Council provided services and relevant partner agency services. This approach was considered appropriate in 2007 as a consequence of the early developmental nature of national guidance and policy on children's services as well as the need to lead the development of the change agenda locally across all relevant partners. Indeed, our approach was endorsed in both the Children's Services Annual Performance Assessment in December 2007 as well as the Joint Area Review in 2008, both of which acknowledged that our arrangements provided for good prospects for improvement.
- 1.4. Leeds City Council's children's services delivery arrangements were operationally split into four key areas - Children's and Young Peoples Social Care, Early Years Services, the Integrated Youth Support Service (IYSS) and Education Support Services, the latter being provided through Education Leeds, a separate company wholly owned by the council. The senior officers from the DCSU, the key providers and, where appropriate, external partners, come together under the leadership of the Director to form the Children's Services Leadership Team (CSLT).
- 1.5. From a partnership perspective, the Children's Leeds partnership provides a strategic overview of children's services arrangements in Leeds, supported by the Integrated Strategic Commissioning Board (ISCB), the Local Safeguarding Children Board (LSCB) and a range of locality arrangements.
- 1.6. Collectively, these officer, partnership and locality arrangements form what is known as Leeds' Children's Trust Arrangements. This type of Children's Trust was adopted in Leeds, recognising the breadth and complexity of children's services arrangements in the city and the need to move to a commissioning approach across children's services.
- 1.7. Whilst Education Leeds is part of the children's services arrangements, it does have its own governance and leadership arrangements having been established as a company wholly owned by the City Council. Education Leeds was originally created under Direction from the Secretary of State, following the receipt of a critical OfSTED report in 1999 and has been operational since 1 April 2001. The Secretary of State Direction was removed in 2006.



Oversight of the Company is undertaken by a Board consisting of Council representatives, professional educational advisers, business representation and an independent Chair. Whilst it has been possible to implement changes to the company arrangement since the removal of the Direction in 2006, fundamental change has not to date been considered necessary bearing in mind the improvements made on the educational attainment agenda and being cognisant of the developing world of children's services following the enactment of the Children Act in 2004. There was some limited change in 2006 including a new contractual arrangement with the council and the removal of the partnership agreement with Capita Education Services, although Capita representatives were retained on the Board to provide continuing professional input and challenge.

- 1.8. In regard to Elected Member responsibilities, the Children Act 2004 required the appointment of a Lead member for Children's Services. An Executive Member is responsible for the political oversight of the Children's Services portfolio and he undertakes the Lead Member responsibilities as defined by the Act. As a consequence of the size of the portfolio, another Executive Member has been appointed with responsibility for political oversight of Education and Learning. The latter is the key political interface with Education Leeds. In regard to Scrutiny Board arrangements, Leeds has a single Scrutiny Board covering Children's Services.
- 1.9. Since 2007, the Director of Children's Services' focus has been on developing a clear and aspirational strategy through the development of the Children and Young People's Plan, to drive the development of strategic commissioning arrangements for children's services and deliver improved outcomes for children and young people.
- 1.10. Following the enactment of the Children Act in 2004, the Government has continued to develop policies aimed at improving services for Children and Young People (e.g. The Laming Report, Children's Trust developments, 21<sup>st</sup> Century schools etc.). Moreover, with the national outcry over the Baby Peter tragedy in Haringey, the issue of children's safeguarding arrangements are being critically reviewed and assessed as part of OfSTED's revised inspection arrangements.
- 1.11. In thinking about organisational arrangements and the changes adopted within the council over the course of the last three years, it's helpful to consider the broad range of options and understand where we have moved from and to. It can be noted from table 1 below that most council services have evolved from a departmental based approach to a directorate based model.
- 1.12. However, in 2007 the new approach to the development of the children's services agenda was still in its early developmental stages, both at the national and local levels. It was, nevertheless clear that the breadth of the statutory leadership role for children's services, both within and outside of the authority, was significant and careful consideration was, therefore, needed in considering any changes that the council might consider appropriate in regard to its own organisational arrangements.
- 1.13. As a consequence of this, as well as the need to work closely with partners to develop the most appropriate arrangements for Leeds, the considered view was that radical change in regard to the council's organisational arrangements as regards children's services was not considered appropriate or indeed justified at that time, with a recognition that further consideration would need to be given to this matter when national guidance was further developed and we had had time to consider the best arrangements moving forward for

Leeds. Therefore, in 2007, our efforts were focused on developing a model which would provide a commissioning lead for the oversight and development of children's services.

Table 1

<b>Departmental Based</b>	<b>Children's Services</b>	<b>Directorate Based</b>
<b><u>Pre-2007</u></b>	<b><u>Post-2007</u></b>	<b><u>Post-2007</u></b>
<b>All council services</b> managed/operated in this way.	<b>Children's Services</b> develops a commissioning based approach as national and local agenda develops	<b>All other council services</b> move to directorate based model
Traditional departmental based model constructed on a clear hierarchy which is run top-down with the Director having complete control and high degree of responsibility for, and thus regular involvement in, operational matters.	A commissioning based model where the Director is primarily concerned with driving the strategy and seeking to secure improvements in operational delivery through commissioning arrangements.	A more devolved model where through concurrent delegations senior officers are empowered to be the principal operational managers of services. Director retains line management responsibility of chief officers and provides leadership to directorate team.

- 1.14. In regard to performance issues, children's services was rated as Good in the 2007 Annual Performance Assessment, and received a positive Joint Area Review inspection, published in May 2008. Both of these assessments considered children's services' prospects for improvement and in both cases considered our prospects to be good recognising the appropriateness of the organisational arrangements that had been adopted at that time. However, there have been a number of performance challenges over the course of the last 18 months, arising mainly from the new approach to inspections and assessments of safeguarding arrangements. The weaknesses identified through such inspections have been fully acknowledged and responded to in a timely manner, and in light of this heightened focus, safeguarding has become a key improvement priority for the city council and wider Children Leeds partnership.
- 1.15. Recent inspections have highlighted the need to ensure that our improvement actions deliver improved outcomes for children and young people at a faster pace, particularly in the area of children and young people's social care. In so doing, we also need to ensure that those involved in children's services activities are able to develop their ability to work better together ensuring well targeted and responsive services alongside the universal services provided by children's services and schools.
- 1.16. In the summer of 2009, the Director of Children's Services gave notice of her intention to retire from the Authority's service at a mutually agreeable time. The Director retired from the authority's service on 31 December 2009. Three years on from the development of our current Children's Services arrangements, with the further development of national policy and guidance, and with the pending recruitment of a new Director of Children's Services, it was

considered appropriate and timely to undertake an organisational review of our arrangements.

- 1.17. The brief for this review identified the need to:
1. Review the progress made to date in responding to the requirements of the Children Act 2004 and associated guidance;
  2. Review the effectiveness of our current leadership, managerial and partnership arrangements, as they relate to children's services, and;
  3. Make proposals for any changes that may be considered necessary to the council's organisational arrangements prior to commencing the recruitment of a new Director of Children's Services.
- 1.18. Considering the corporate significance of the review and the need for a degree of urgency, the work was sponsored by the Chief Executive and led internally by the Deputy Chief Executive and the Assistant Chief Executive (Planning, Policy and Improvement). A Senior Project Manager was also allocated to support the review.
- 1.19. Phase one of the review consisted of an extensive set of individual meetings with key stakeholders and facilitated sessions with relevant groups. A full list of stakeholders who have contributed to the review is attached as appendix 2. Stakeholder involvement has been significant with over 120 separate individuals contributing their views into the review process. Whilst a wide range of issues have been identified, it is fair to say that there has been a high degree of consistency between views on a range of key issues. As you might expect with such a wide range a stakeholder involvement, a range of issues have been identified and whilst this review does not seek to address all issues identified, it does identify a number of issues that, in the view of the review team, are critical to the future development of children's services in Leeds.
- 1.20. Children's services in Leeds are made up of a large and complex set of services across a wide range of partner organisations serving and supporting approximately 180,000 children and young people age 0-19, which equates to approximately 25% of Leeds' overall population. It is important, therefore, to understand the context of this review. Whilst the review was extensive in terms of the range of stakeholders involved, it does not seek to consider every aspect of children's services. Rather, its focus is on the effectiveness or otherwise of the city council's organisational arrangements, in order to ascertain whether any changes are required, prior to commencing the recruitment of a new Director of Children's Services. Therefore, whilst the review did not assess the detail of operational services, or the detail of current performance against stated outcomes, the whole purpose of the review is to assess whether our current organisational arrangements are as effective as they need to be to provide a truly integrated children's services approach and deliver improved outcomes for children in Leeds.
- 1.21. In regard to the appointment of a new Director of Children's Services, the review team have been mindful of the need not to resolve every matter of detail and, therefore, limit the flexibility to be afforded to the new Director when appointed. Rather, the review has focussed on a range of key strategic matters that are considered critical to the future operation of children's services in Leeds. They primarily relate to issues that will provide for greater clarity in leadership, governance and partnership arrangements across children's services in Leeds. This focus should provide greater confidence to an incoming Director that leadership and

governance arrangements in Leeds are effective and clear and that its Children's Trust arrangements are fit for purpose.

- 1.22. The review report does not itself consider the issue of best practice in other authorities. The reason for this is that the review is intended to be a strategic assessment of Leeds' current organisational arrangements and their respective strengths and weaknesses. It then focuses on the weaknesses and identifies strategic led solutions to address the concerns or issues identified. In developing the detail of the recommendations during the next phase (e.g. the future senior management structure to be adopted) it will be appropriate to consider best practice from elsewhere in determining the most appropriate model to be adopted. Specific pieces of improvement activity do consider the best practice question, however, the detail of such consideration is not repeated in any detail within this report. Examples include improvement work in children and young people's care and consideration of best practice around Local Safeguarding Children's Board arrangements in other authorities.
- 1.23. The remainder of this report is broken down into sections addressing key themes, each containing an analysis of the issues identified and recommendations for moving forward.

## 2.0 The Drivers for Change

- 2.1. The Children Act 2004 heralded a change in leadership approach for children's services, supported by a major new national policy initiative and outcomes framework known under the banner of 'Every Child Matters'. All local authorities, including Leeds, were required to publish a Children and Young People's Plan where the focus was to put children and young people's needs at the heart of intervention, working closely with their parents and carers. Agencies and services providing support being required to drive an integrated approach to the delivery of service, delivering new integrated processes and governance with particular emphasis on prevention and early intervention for those children and young people with particular needs. Additional to this was an extensive programme of work with schools to drive up standards and develop new approaches to a broad based 'offer' to all young people.
- 2.2. Since 2004, the Children and Young People's agenda for local authorities and their partners has been heavily prescribed by national policy, supported in part by legislative change within a strong regulatory framework, involving both OfSTED and DCSF. High standards have been set for Local Authorities in relation to improving outcomes and driving system change.
- 2.3. The governance framework established in Leeds in 2006 has made a significant contribution to the establishment of partnerships, commissioning and locality working arrangements. There is also good engagement with young people and good performance across a range of our stated priorities. There have been many positives with significant improvement and investment across universal services, particularly education and early years. The children's services annual performance assessment, published in December 2009, concluded that "the majority of the Local Authority's inspected and regulated services and provision in children's services are good or better". However, the recent inspections of "Contact Assessment and Referral Services" and "Safeguarding and Looked After Children" have highlighted serious shortcomings in respect of children's social care services. These weaknesses are significantly focussed on front line practice but are also reflective of wider system issues in the leadership and resourcing of children's services; governance of the Leeds Safeguarding Children Board; performance management; quality assurance, and; in the effectiveness of early intervention and preventative approaches across the wider provision of children's services. These weaknesses were further profiled through the identification of a Red Flag for safeguarding within the December 2009 Comprehensive Area Assessment (CAA) reporting arrangements.
- 2.4. The DCSF has recently published information identifying early indicators and risk factors associated with declining performance in children's services authorities. Contributory elements include:
1. The population context
  2. The wider local authority context
  3. Workforce capacity
  4. Leadership
  5. Structure and delivery
  6. Partnership commitment
- 2.5. The findings of the DCSF review are significant in highlighting areas of action which are required to address efficiency, effectiveness and the organisation of local authority services. Whilst an extensive improvement plan is in hand to respond to the recent inspection findings, the full speed of recovery is likely to be impacted by the response to the recommendations. To date, whilst much progress has been made, it is evident that further action is necessary if

we are to achieve the full benefit of effective integration across children's services. The review has highlighted four drivers that underpin the proposals within this report and all have a strong relationship to the outcomes of the recent DCSF review as detailed above. The four drivers are:

1. The need to ensure clarity in terms of leadership, governance and accountability arrangements;
  2. The need to develop an approach which fully embraces the move towards integrated delivery of children's services;
  3. The need to accelerate the pace of change in order to deliver improvements in underperforming services as well as the general improvement of outcomes for children and young people, and;
  4. The need for any change to be economically efficient in order to redirect resources to front-line services.
- 2.6. In assessing our current organisational arrangements and considering the case for change, this report has a particular focus on four key areas which are considered in turn and include: the role, functioning and effectiveness of the Director of Children's Services Unit; the effectiveness of our Children Leeds partnership arrangements; the strategic fit of Education Leeds in an integrated children's services model; and, the need for revised structural and organisational arrangements.

### **3.0 The Role and Functioning of the Director of Children's Services Unit**

#### **3.1. The Director of Children's Services Unit**

- 3.1.1 In establishing new children's services arrangements in 2007, a Director of Children's Services Unit (DCSU) was created to provide the strategic lead and develop commissioning arrangements for children's services in Leeds with council operational provider services being led by chief officers who were not directly line-managed by the Director.
- 3.1.2 The establishment of the DCSU was proposed in 2007 following the receipt of professional advice and support from the Office of Public Management (OPM). This approach recognised that the development of the children's services agenda was still in its early developmental stages, both at the national and local levels. It was, nevertheless clear that the breadth of the statutory leadership role for children's services, both within and outside of the authority, was significant and careful consideration was, therefore, needed in considering any changes that the council might consider appropriate in regard to its own organisational arrangements.
- 3.1.3 As a consequence of this, as well as the need to work closely with partners to develop the most appropriate arrangements for Leeds, the considered view was that radical change in regard to the council's organisational arrangements as regards children's services was not considered appropriate or indeed justified at that time, with a recognition that further consideration would need to be given to this matter when national guidance was further developed and we had had time to consider the best arrangements moving forward for Leeds.
- 3.1.4 Therefore, in 2007, our efforts were focused on developing a model which would provide a commissioning lead for the oversight and development of children's services. The role, therefore, of the Director and supporting team was constructed on the basis of it being a strategic team to lead the development of children's services arrangements in Leeds. Another expectation from the DCSU approach was the idea that a strategic team, sitting separate from the operational delivery teams, would reinforce its strategic role far beyond the council and into the partnership.
- 3.1.5 The team established to support the Director followed this strategic approach, with all roles designed to have an outward facing perspective covering the wide range of services provided by both the council and related partners.
- 3.1.6 Three Deputy Directors were appointed, one covering commissioning and partnership related activity, another focused on change and innovation, with the third being a joint-appointment with the PCT. These senior posts were supported by four Strategic Leader posts (three actually in post) covering change and performance, partnerships and participation, resources and assets and intelligence and innovation. Five Locality Enablers (four actually in post) also cover the five wedges of the city.
- 3.1.7 Whilst there have been numerous positives with the arrangements adopted in 2007, it is fair to say that the world of children's services has moved on during this time. An increased focus on safeguarding and the more recent guidance issued by Government on the development of integrated approaches to children's services requires that further consideration be now given to our organisational arrangements. Therefore, the next phase of development for our children's services leadership arrangements needs to fully embrace the integration agenda.

- 3.1.8 Furthermore, when the Director of Children's Services is absent it is not clear which of the two deputies, or indeed any other post for that matter, is the natural deputy accountable for fulfilling the statutory responsibilities of the Director. Whilst this may be clear within the council's delegation arrangements, it is not clear to the layperson where respective responsibilities lie. Moreover, the senior officers within the DCSU are essentially 'strategic' in nature whilst the chief officers have a focus on operational delivery.
- 3.1.9 A further issue raised was in regard to a lack of clarity about accountabilities between the post of Director of Children's Services and Chief Executive of Education Leeds. Whilst the Director of Children's Services has ultimate responsibility and accountability for children's services in Leeds, as the Chief Executive of Education Leeds is on a similar level of the hierarchy, this does provide a degree of confusion regarding roles and accountability.
- 3.1.10 Therefore, in moving to the next phase of development, it will be important to review the structure of the DCSU to ensure that roles, responsibilities and priorities are clear and that our arrangements more effectively support the development of integrated planning and delivery approaches. In accordance with the most recent DCSF review and associated government guidance, there is a need to further improve the clarity of our leadership, structure and reporting arrangements across the whole of the council's children's services system. As part of these developments, it is proposed that the senior officers responsible for the operational provider services should be more closely aligned under the leadership and management of the Director. As the Director is also vested with the statutory accountabilities with regard to education and learning, it is further recommended that the Director should also have a more direct line management role, than has hitherto been the case, for education related services. This issue is considered in more detail on section 6.

## 3.2. **Business and Commissioning Support Functions**

- 3.2.1 Whilst many stakeholders commented that they were of the view that the DCSU was well resourced, they appeared to be mainly of this view because of the prevalence of senior roles within the team with which they have some form of engagement. What was not as clearly understood by stakeholders, was the fact that below the senior officer structures, support teams are not as well resourced as might generally be expected due to the key support roles existing within individual service areas rather than at the DCSU level. For example, whilst stakeholders were often positive about the quality of strategic thinking and documents produced by the DCSU, such as the Children's and Young Peoples Plan (CYPP), they often struggled to understand how and where this strategic thinking was being translated into improvements on the ground and what the role of the DCSU was in this regard.
- 3.2.2 In moving to an integrated children's services approach led by the Director, it will be important to ensure that he/she is supported with the necessary resource and capacity to fulfil essential business and commissioning support services across the whole of children's services. Such support is essential in underpinning a move to a truly integrated approach to the delivery of children's services and the absence of such support in critical areas has been a contributory factor to some of the performance deficiencies identified during the course of the last 12 months.
- 3.2.3 In considering this issue, it is important to understand the key components of effective commissioning and business support arrangements which can be summarised as follows:
1. Strategic Needs Analysis – to understand the needs of children and young people across the city;



2. Strategic Planning – the preparation and development of the Children and Young People’s Plan (CYPP);
  3. Commissioning – to commission services to deliver the outcomes and priorities identified with the CYPP;
  4. Business Planning and Improvement – to ensure children’s services arrangements are fit-for-purpose and new integrated approaches are implemented;
  5. Performance Management – to oversee and manage performance against stated priorities;
  6. Quality Assurance – to ensure that services are effectively quality assured as part of the performance management process;
  7. Partnership Governance – to ensure the partnership structures are effective, fit-for-purpose and appropriately supported;
  8. Resource Management – to ensure resources are prioritised across children’s services in the most appropriate way to deliver stated outcomes;
  9. Knowledge and Information Management – to ensure that we have sound and robust information governance arrangements in place for children within the city and a more holistic view of the child, and;
  10. Workforce Reform – to ensure the children’s workforce as a whole is supported and developed to deliver against the expectations of a new integrated approach.
- 3.2.4 Whilst progress has been made in all of the above areas, the level of business and commissioning support capacity at the DCSU level has been insufficient to effectively support the development of an integrated approach to children’s services at the required pace.
- 3.2.5 A ‘hosting’ approach has been adopted which sees existing business support teams in operational service areas taking responsibility for broader children’s services issues. Whilst the use of business and commissioning support capacity within provider services has been partly effective, the current fragmented approach to the provision of such essential support services is not considered the best way of making use of such capacity in seeking to achieve a more integrated way of working. Moreover, budgetary pressures require that consideration ought sensibly to be given to the integration of services where this would provide economies of scale and, potentially, budget efficiencies.
- 3.2.6 Therefore, the review proposes the establishment of integrated business and commissioning support arrangements across children’s services, reporting to the Director. This will require the bringing together of relevant resources from across early years, children and young people’s social care, the integrated youth service and Education Leeds. In proposing this approach, it is recognised that detailed work is necessary to understand the level and quantity of resource that needs to be provided at the broad children’s services level and that which needs to remain close to services.
- 3.2.7 With an integrated support team, the Director and wider leadership team will be better supported; such a team will assist in delivering a more integrated approach across children’s

services; it will enable change to be progressed at a faster pace, and; it will build upon the success of such functions in certain areas of the council's business such as Education Leeds. A more integrated and holistic approach will also enable the Director to target support resources more effectively to build upon success and tackle under-performance.

- 3.2.8 The development of integrated commissioning and business support arrangements are considered essential to deliver a truly integrated approach to the delivery of children's services and the creation of such a team should be seen as a priority development.
- 3.2.9 A further challenge for children's services related to business support arrangements is the need to construct a coherent transformation programme to deliver the improvements required across children's services. Whilst there are plainly improvement programmes and projects in existence and being progressed, there is no overarching transformation programme, and as a consequence of this it is sometimes difficult to see the linkages between various aspects of improvement activity, or indeed be satisfied that we understand the full extent of improvement required, or the resources needed to secure such improvement.

### 3.3. **Children's Services Leadership Team**

- 3.3.1 In order to provide strategic leadership across children's services, a Children's Services Strategic Leadership Team (CSLT) was created. This body is chaired by the Director and its core membership consists of the three Deputy Directors, the Chief Officers from Early Years/IYSS and Children and Young Peoples Social Care, the Head of the Integrated Youth Support Service and the Chief Executive of Education Leeds. Over time, CSLT has also developed to include key partner representatives, particularly from the PCT.
- 3.3.2 CSLT was conceived as a key leadership body where the key executives from the relevant parts of children's services would come together to drive change, innovation and improvement and, in essence, deliver the ambitions of the CYPP.
- 3.3.3 The leadership team is a key component of our leadership arrangements and there is a need to reinvigorate this leadership arrangement further in order to improve its overall effectiveness. Terms of reference need to be revisited; roles and responsibilities need to be clear; membership needs to be reviewed to ensure the right people are attending; and, all attendees need to work as a team, with clear direction and leadership from the Director, taking collective responsibility for the effective leadership of children's services arrangements in Leeds.

### 3.4. **The Role of Elected Members**

- 3.4.1 Whilst the review has not considered the detail of Elected Member arrangements, within this section of the review, it is appropriate to identify the issues that Members do need to consider further.
- 3.4.2 From the work undertaken, the general view of stakeholders is that elected member arrangements have worked generally well. However, with the increasing focus on children's services matters and the significant challenges we face, Members may wish to consider whether any changes are necessary.
- 3.4.3 Members are recommended to consider whether any changes to Executive Member portfolios are required or indeed Deputy Executive Member arrangements. Similarly,

Members may wish to consider whether Scrutiny Board arrangements are working sufficiently effectively.

3.4.4 Some stakeholders did raise the issue of Elected Member involvement on the Board of Education Leeds. This issue is addressed in the Education Leeds section of this report.

3.4.5 In interviewing Elected Members, there continues to be a strongly held view that Elected Members are not sufficiently engaged with developments across children's services. This appears to stem from two principal concerns. The first is that some Members do not feel adequately engaged in the children's services locality arrangements. This issue has been acknowledged and a paper was presented to Members of Executive Board in December 2009 which sought to address this issue. The second issue relates to some Elected Members feeling that they are not adequately involved and consulted on children's services issues and developments in their local area. This appears to have been a longstanding issue and whether true or not, some Members certainly feel they are 'kept at arm's length' and further efforts are required to ensure that Elected Members are appropriately, and sufficiently, involved and consulted on key children's services related developments.

### 3.5. **Conclusion**

3.5.1 As a consequence of issues and developments identified within this report, it will be important to review the structure of the DCSU to ensure that roles, responsibilities and priorities are clear and that our arrangements more effectively support the development of integrated planning and delivery approaches. In accordance with the most recent DCSF review and associated government guidance, there is a need to further improve the clarity of our leadership, structure and reporting arrangements across the whole of the council's children's services system. As part of these developments, it is proposed that the senior officers responsible for the operational provider services should be more closely aligned under the leadership and management of the Director. As the Director is also vested with the statutory accountabilities with regard to education and learning, it is further recommended that the Director should also have a more direct line management role, than has hitherto been the case, for education related services. The level of business and commissioning support capacity is insufficient at the DCSU level to effectively support the development of children's services and the role and function of the Children's Services Leadership Team is not as effective as it needs to be. Members need to consider the sufficiency of Executive Member and Scrutiny Board arrangements and ascertain whether any changes might be required. Moreover, consultation and engagement of local ward members needs to be strengthened.

### 3.6. **Recommendations regarding the DCSU:**

1. Review the senior management arrangements for children's services responding to the issues identified above.
2. Provide clarity on which post/person acts as the natural deputy for fulfilling the statutory responsibilities of the Director of Children's Services when they are absent.
3. Create an integrated business support function, reporting to the Director, made up of all relevant business support functions from across council provided children's services, including Education Leeds.

4. Create an integrated commissioning support function, reporting to the Director, made up of all relevant commissioning support functions from across council provided children's services, including Education Leeds.
5. Develop a coherent children's services transformation programme (using programme and project management approaches) detailing the range of improvement projects requiring to be progressed and the resourcing issues arising.
6. Make arrangements for the senior officers responsible for the operational provider services to be line managed by the Director or one of his/her deputies.
7. Review the Children's Services Leadership Team arrangements with consideration being given to reinforce its role as a key leadership body. There is a need to review terms of reference, membership, individual roles and responsibilities and leadership arrangements.
8. Progress the recruitment for a new permanent Director of Children's Services as soon as practicably possible in 2010.
9. That Members give consideration to Executive member portfolio arrangements.
10. That Members give consideration to the sufficiency of existing scrutiny board arrangements for children's services.
11. That further work is progressed to ensure that there are effective consultation and engagement mechanisms in place for ward member involvement in children's services issues.

## **4.0 Children Leeds Partnership Arrangements**

### **4.1. Children's Trust Arrangements**

- 4.1.1 From a partnership perspective, the Children's Leeds partnership provides a strategic overview of children's services arrangements in Leeds, supported by the Integrated Strategic Commissioning Board (ISCB), the Leeds Safeguarding Children Board (LSCB) and a range of sub groups and locality arrangements.
- 4.1.2 Collectively, these partnership and locality arrangements, as well as the officer based arrangements, form what are known as Leeds' Children's Trust Arrangements. This type of Children's Trust was adopted recognising the breadth and complexity of children's services arrangements in Leeds and the need to move to a commissioning approach for all children's services.
- 4.1.3 As a separate piece of work, a very thorough review has been undertaken of Leeds' Children's Trust Arrangements and this report does not, therefore, seek to duplicate that work. Rather, in this paper a summary will be provided of stakeholder feedback on the partnership arrangements and proposals for moving forward.
- 4.1.4 The Leeds trust arrangement is unusual in that it does not have a single Children's Trust Board. The initial thinking behind this approach was a recognition that Leeds is a large and complex city and there needs to be a wide range of partners involved in driving the agenda forward.
- 4.1.5 Leadership for the partnership arrangements is shared between the Director of Children's Services, who chairs the Integrated Strategic Commissioning Board (ISCB) and the Lead Executive Member who chairs the Children Leeds Partnership (CLP).

### **4.2. The Children Leeds Partnership (CLP)**

- 4.2.1 The Children Leeds Partnership (CLP) is the 'softer' side of partnership and has a broad set of core functions within its terms of reference, although, as identified in the fuller review, the terms of reference do not describe sufficiently how the partnership will carry out its responsibilities or indeed how its success might be measured.
- 4.2.2 A key strength of the CLP is its inclusiveness and accessibility, as well as its engagement with young people. It is seen as presenting opportunities for networking, finding new ways of working together and raising awareness.
- 4.2.3 However, it has grown significantly since its inception with 41 specified members as part of its original terms of reference, extending now to 69 in the membership list updated in 2009. As the principal partnership body for children's services in the city, it is difficult to understand how such a large body, with such a diverse range of stakeholder involvement, can effectively lead the children's services agenda in Leeds. Indeed, stakeholders who do, or had in the past, participated in the CLP commented that it was an unwieldy body which struggled to find its focus. Stakeholders agree that the time is now right to revisit the CLP arrangements.

### **4.3. The Integrated Strategic Commissioning Board (ISCB)**

- 4.3.1 The Integrated Strategic Commissioning Board (ISCB) is the 'harder' side of partnership and is principally where partners work together to performance manage the delivery of children's

services across the city and where the commissioning strategy for children's services is developed. It is the body where, under the 'duty to cooperate' requirements, provider services and partners can be held to account.

- 4.3.2 However, the ISCB does not commission services itself. Rather, it relies on six commissioning groups which are themed around key areas of commissioning activity. Whilst these groups exist, it is not clear why these particular commissioning groups have been established or indeed the reporting relationship to the wider ISCB.
- 4.3.3 Attendance at ISCB meetings is generally poor with less than 60% attending regularly. This appears to be getting worse with less than 29% in June 2009. Many key partners (e.g. Strategic Health Authority, Surestart, Leeds Teaching Hospital Trust) have not attended for nearly two years. The education sector is also not represented and there have been some tensions as regards the appropriateness of attendance by the Chair of the Leeds Safeguarding Children Board and a representative of the Government Office for Yorkshire and the Humber.
- 4.3.4 Overall, stakeholders felt that the ISCB was not fulfilling its role well enough. There was also concern that some members struggled to see it as a priority, despite the intention of it being the hard-edge of partnership activity.
- 4.3.5 As regards commissioning, one of its core functions, the ISCB has only received one report considering the outcomes of commissioning and it is not clear where commissioning happens and, importantly, how such commissioning activity is overseen by the Board, partly as a result of the invisibility of its commissioning groups.
- 4.3.6 Representatives of the voluntary sector were particularly critical of the role of commissioning, feeling significantly disengaged from the commissioning process and feeling over dominated by a focus on city-wide delivery arrangements. Whether true or not, further engagement with the voluntary sector is clearly required in order to improve the working relationship between children's services and the voluntary sector.
- 4.3.7 Performance management is also a key role for the Board, however, children's services do not yet have sufficient performance management arrangements in place to support such a role. The establishment of an integrated business support team should provide sufficient opportunity to improve the performance management arrangements.

#### 4.4. **The Leeds Safeguarding Children Board (LSCB)**

- 4.4.1 The Leeds Safeguarding Children Board (LSCB) also forms part of our Children's Trust Arrangements. Its responsibilities and focus are clear, not least because its role is very clearly set out in Government guidance, and the LSCB had an independent chair well before this was usual or required.
- 4.4.2 Again, a separate detailed review of the LSCB is currently in the process of being undertaken and the detail, therefore, of any issues arising can be considered as part of that review. For the benefit of this review, a number of key issues are identified, all of which are picked up in the fuller review.
- 4.4.3 Accountabilities between the Director of Children's Services (DCS) and Chair of the LSCB appear to be unclear. As the DCS is statutorily accountable for the provision of children's services across the city, it is clear in the mind of the review team that that is where ultimate

accountability lies. Therefore, there needs to be a strong line of communication and reporting arrangement between the DCS and independent Chair of the LSCB.

- 4.4.4 In addition to this, it is important for the chair of the LSCB to maintain and recognise his/her independence. In this respect, it is suggested that the chair prepare an annual report to be issued to key partners, including the Council's Chief Executive and Corporate Leadership Team. Moreover, the chair also needs to be able to raise issues of significant concern with the council's Chief Executive directly, should this be considered necessary.
- 4.4.5 The Chair of the LSCB should also be a formal attendee (not member) on the ISCB in order to provide challenge and support on safeguarding matters.
- 4.4.6 The membership of the LSCB is too large and it does not have sufficient people of the right level of seniority to operate effectively.
- 4.4.7 The work of the Board has also been largely associated with the consideration of Serious Case Reviews (SCRs) which has been time consuming. The Board has generally handled SCRs well with reviews being assessed as being adequate or better. However, such focus on SCRs has left insufficient time and scope for ensuring the effectiveness of safeguarding practice across the city.
- 4.4.8 The functioning of the LSCB also relies on effective performance management and, as stated previously, there are gaps in children's services performance management arrangements, therefore, the LSCB is not currently being adequately served in regard to performance issues.
- 4.4.9 Rather, the focus should be on getting the membership right on the LSCB and creating the capacity (both in terms of time available from the chair and support capacity to the Board) to effectively support the functioning of the Board.

#### 4.5. **Locality Arrangements**

- 4.5.1 When the Director of Children's Services Unit was created, five Locality Enablers were appointed to take the leadership role in locality working. This saw the creation of five Locality Leadership Teams
- 4.5.2 Our locality arrangements are focused around local extended service networks involving clusters of schools, children centres and a range of partners.
- 4.5.3 In 2009, the government published its 21st Century Schools white paper which has a particular emphasis on building "team around the child" capacity and early intervention at the levels of local school partnerships and individual school settings. In Leeds, the natural base for this type of work is the current collaborative networks that schools have formed around:
  1. the delivery of extended services;
  2. behaviour, attendance and exclusion work;
  3. 14 to 19 planning, and;
  4. the inclusion agenda.
- 4.5.4 In a report to Executive Board in December 2009, the creation of five Area Children Leeds Partnerships were proposed, based on the current inner/outer area committee wedge model. The existing Locality Leadership Teams would effectively evolve into these new

arrangements. A key benefit of the new arrangements is strengthened democratic engagement through greater involvement of local councillors and more formal linkages to the Area Committee structure.

- 4.5.5 Members agreed that the role of an Area Children Leeds Partnership should be to:
1. Develop, oversee and monitor the delivery of the children and young people themed actions in Area Delivery Plans (including 14-19 planning);
  2. Support and drive local priorities (locality level action plans);
  3. Oversee and monitor locality level planning work in support of that overall delivery;
  4. Ensure links to the partnership groups operating at locality levels (e.g. extended services management groups, area inclusion partnerships, and 14-19 planning), and;
  5. ensure the required coordination of effort.
- 4.5.6 To ensure the required level of partnership, democratic involvement and governance at the locality level, it was agreed that such partnerships be established based upon extended services clusters involving schools, children's centres and a range of partners. A number of extended services clusters are already moving towards this new model.
- 4.5.7 As some of the emerging cluster arrangements in Leeds are developments around the new powers of school governing bodies to establish school trusts, the report to Executive Board made proposals for how an existing cluster arrangement can be brought within a strategic partnership and specific proposals for how such is handled when a school trust is in place or being established.
- 4.5.8 These are positive developments and significantly enhance democratic engagement in children's services developments. One issue raised as part of the stakeholder sessions was the need to be mindful of how these arrangements are presented in order that they can be seen to be providing clarity to our locality based arrangements rather than adding further confusion to what is already in place. One group of professionals had particularly strong views that the locality partnership arrangements need to be streamlined as, at present, there were too many disparate groups e.g. neighbourhood networks, area committees, children Leeds area partnerships, safeguarding panels, cluster arrangements, school families etc.

#### 4.6. **The New Children's Trust and Children's Trust Board**

- 4.6.1 On 13 November 2009, the Government issued new statutory guidance, for consultation, on requirements regarding Children's Trust arrangements. The key requirements/issues within this new guidance are that:
1. The **Children's Trust** is the sum total of co-operation and partnership arrangements between organisations with a role of improving outcomes for children and young people. It is not a legal entity in itself as each partner retains responsibility for their respective functions. It covers every organisational level from governance to front-line delivery.
  2. The **Children's Trust Board** is a new statutory body that every local authority is required to have in place by 1 April 2010. The Board will have responsibility for developing, publishing, reviewing, revising and monitoring the Children and Young People's Plan. The Children's Trust Board is required to have a clear and separate identity within the wider co-operation arrangements. Whilst the Children's Trust Board will be a statutory body in its own right, it does fit within the wider Local Strategic



Partnership as a thematic partnership. It is the responsibility of the Local Authority to appoint the chair of the Board. There are no restrictions on who the chair is, simply that it is the most appropriate person who can speak with authority on behalf of the Children's Trust Board. The Local Authority is responsible for monitoring the effectiveness of the Chair's work. The Board must include a representative of the local authority and each of its statutory 'relevant partners'. It should also include non-statutory partners to reflect local circumstances.

3. The **Duty to Cooperate** continues to be a key aspect of children's trust arrangements. The list of statutory 'relevant partners' has though been extended to include maintained schools, Academies, non-maintained special schools, FE and sixth-form colleges, Short Stay School / Pupil Referrals Units and Job Centre Plus.
4. The **Children and Young People's Plan** will be the agreed joint strategy of the partners in the Children's Trust and responsibility for its preparation moves from the Local Authority into the new Children's Trust Board. The new style plan needs to be published by April 2011.

#### 4.7. **Conclusion**

- 4.7.1 In considering our Partnership Arrangements, this review, as well as other separate reviews undertaken on specific aspects of the partnership arrangements, have found several strengths and aspects of good practice within Leeds' Children's Trust Arrangements. However, there are also significant areas for development which need to be addressed in order to develop partnership arrangements that are effective and fit-for-purpose.
- 4.7.2 Moreover, the recently issued statutory guidance on Children's Trust arrangements requires a fundamental re-think of our own arrangements with the requirement to put in place a new Children's Trust Board by 1 April 2010.
- 4.7.3 With revised statutory guidance having recently been issued, and with the benefit of the three separate reviews having been undertaken on Leeds' partnership arrangements, it is recommended that new partnership arrangements are implemented, commencing with the requirement to implement a new Children's Trust Board by 1 April 2010.
- 4.7.4 The recommendations flowing from the review of the Leeds Safeguarding Children Board need to be properly considered and implemented as do the recent changes to governance arrangements at the locality level, as agreed by Executive Board in December 2009.
- 4.7.5 These changes, at both the strategic level and locality level, require that a full review of our arrangements be now undertaken to ensure our arrangements are fit-for-purpose and provide clarity in leadership and governance across the full partnership structure.

#### 4.8. **Recommendations regarding Leeds' partnership arrangements:**

1. Implement new Children's Trust arrangements in light of the new guidance that has recently been issued.
2. Establish a new Children's Trust Board to fulfill the new statutory responsibilities to be assigned to such body from 1 April 2010.

3. Implement revised arrangements for the engagement of Area Committees and Children's Champions in the children's services locality arrangements as agreed by Executive Board in December 2009.
4. Review all children's services locality based arrangements (e.g. family of schools, clusters, neighbourhood groups etc.) to ensure they are appropriate and fit-for-purpose and to remove any potential for duplication.
5. Review the commissioning approach being adopted through the ISCB sub-commissioning board arrangements to ensure they are aligned strategically to the new arrangements.
6. Strengthen the dialogue and working arrangements with representatives of the voluntary sector as regards children's services matters.
7. Implement the recommendations from the review of the LSCB including the need to get the board membership at the right level of seniority; the need to have effective performance management arrangements in place; the need to have the appropriate level of capacity and support to enable it to function effectively; and, to clarify the accountability and reporting arrangements of the chair.

## 5.0 Education Leeds – The Strategic Fit

### 5.1. The Case For Change

- 5.1.1 Whilst Education Leeds is part of Leeds' children's services arrangements, it does have its own governance and leadership arrangements with it being established as a company wholly owned by the city council. Education Leeds was originally created under Direction from the Secretary of State, following the receipt of a critical OfSTED report in 1999 and has been operational since 1 April 2001. The Company established its own brand, policies and procedures as it considered appropriate, but maintained close links with the city council continuing to use the council's accommodation for its staff and continuing, in most areas, to use the council's support infrastructure.
- 5.1.2 Over the last eight years, significant progress has been made in regard to the attainment and broader schools improvement agenda. The Direction was removed in 2006, and certain changes were made to the operating model, but the overarching company arrangement was retained by the city council. Oversight of the Company is undertaken by a Board consisting of council representatives, professional educational advisers, business representation and an independent Chair.
- 5.1.3 Whilst it has been possible to implement changes to the company arrangement since the removal of the Direction in 2006, fundamental change has not to date been considered necessary bearing in mind the improvements made on the educational attainment agenda and being cognisant of the developing world of children's services following the enactment of the Children Act in 2004. There was some change in 2006 which followed the falling away of the Direction. This change included a new contractual arrangement with the council and the removal of the partnership agreement with Capita Education Services, although Capita representatives were retained on the Board to provide continuing professional input and challenge.
- 5.1.4 That said, it is fair to say that the continuing operation of a company arrangement during the development of the children's agenda has posed some challenges in regard to clarity of leadership and accountability across children's services. Many stakeholders commented that they were not clear on the role, responsibilities and reporting arrangements of the Chief Executive of Education Leeds to, and compared with, the Director of Children's Services. A number of stakeholders also questioned the role and purpose of the Board of Education Leeds, particularly in considering issues relating to education policy and strategy. In regard to the retention of a company arrangement, it is fair to say that there was a wide variety of views on whether the company model should be retained.
- 5.1.5 Moreover, earlier on in this report, the issue of creating an integrated business and commissioning support arrangement for children's services is considered. Assuming this development is agreed, it would see relevant aspects of the company's operation transferring to the council as part of an integrated support team operating across the whole of children's services.
- 5.1.6 In addition to the above, the government have over recent years progressed an agenda which sees schools having greater autonomy over their budgets and the services they receive. This has changed the overall relationship between Education Leeds and Schools with schools commissioning more of their own services. This direction of travel is likely to continue with even more powers and budgets being delegated to schools and governing

bodies. This will require greater flexibility in the way in which education support services are provided and will likely see a continuing reduction in the level of support provided by a central education support service.

5.1.7 Therefore, with all of these issues, it is now an appropriate time to reflect on our current arrangements.

## 5.2. Leadership Arrangements

5.2.1 There is a degree of confusion between the roles and accountabilities of the Chief Executive of Education Leeds and the Director of Children's Services. The fact that both senior officers appear by most stakeholders to be 'peers' in the hierarchy of children's services arrangements, provides a general lack of clarity and understanding as to where ultimate accountability lies and who is responsible for whom and for what set of priorities. Whilst the relationship between the two officers concerned was considered to be effective and professional, it is clear that such ambiguity between respective roles cannot, overall, be beneficial to the efficient delivery and leadership of children's services in Leeds.

5.2.2 This becomes more important at a time when clarity of leadership is required in order to refocus resource and capacity at the most important issues that require to be addressed across children's services at this time.

5.2.3 The review team have, therefore, concluded that looking forward there needs to be clear accountability within the role of Director of Children's Services for education based matters. That is not to say that a senior officer with responsibility for leading and championing the schools agenda is not required, as this is most certainly an essential requirement of any future remodelling of children's services. Rather, what is needed is clarity of reporting arrangements which make clear the line management responsibility a Director of Children's Services has for the senior officer responsible for education in the city.

5.2.4 This would require a review of the role of Chief Executive of Education Leeds and the respective reporting and accountability arrangements.

5.2.5 This requires a significant change in leadership arrangements and needs to be handled appropriately in full discussion with the affected parties in order to secure a positive transition to the new arrangements during the course of the next 12 months. Not least because the current Chief Executive of Education Leeds has, over the past eight years, provided strong and highly effective leadership for the schools agenda; is highly regarded; and has overseen the transformation of schools estate and educational outcomes.

## 5.3. The Board of Education Leeds

5.3.1 The Board of Education Leeds was established in 2001 when the company became operational. It consists of council representatives, professional educational advisers, business representation and has an independent Chair.

5.3.2 When the Board was first established in April 2001, it had a wide range of responsibilities covering both the operational management of the company as well as receiving and shaping advice on education related policy and strategy matters that would ultimately be put to the city council for consideration. Whilst with a company arrangement it will always be a requirement to have a Board to oversee the operational management of the company, with the need to develop an integrated approach to children's services, a requirement for the

Board to oversee the development of education policy and strategy becomes less convincing, not least when it is being done in isolation of wider children's services policy and strategy development.

- 5.3.3 Whilst it would be unfair to suggest that Education Leeds do not have a broader outlook on the holistic needs of the child or family, it is apparent that with the development of children's services, all related policy and strategy development needs to be developed through an integrated children's services approach.
- 5.3.4 The review team have therefore concluded that there is little added value in retaining an arrangement where education based policy and strategy development is constrained to the responsibility of the Education Leeds board, prior to recommendations coming to the Council's Executive Board.
- 5.3.5 Whilst it is fair to say that the Education Leeds Board could continue to oversee schools based policy and strategy development before being considered by the Director of Children's Services (as opposed to being reported straight to Executive Board) the added value provided by the Board in fulfilling this role becomes less evident as our children's services arrangements develop.
- 5.3.6 That is not to say that the Board don't add value because clearly they do. Rather, it is an acknowledgment that with the advent of children's services, a more holistic and integrated means of policy development is required.
- 5.3.7 Therefore, it is proposed that the Board of Education Leeds ceases to have a role in the development of education related policy and strategy matters, requiring instead that such responsibilities be vested as part of the revised children's trust arrangements in order to secure an integrated approach to policy and strategy development across children's services.
- 5.3.8 With such a shift in responsibility, and assuming the company model is maintained the Board would become responsible for the statutory company based responsibilities which would be focussed on ensuring that the company delivers its contractual obligations to the council and schools and that its finances and operating effectiveness are in good order.
- 5.3.9 This being the case then the representation on the Board would need to be reconsidered. There would be an argument to suggest that there was no longer a need for professional educational input from Capita Education Services as well as no longer requiring an independent chair. It could, however, be argued that external representation from the business sector would continue to be beneficial, in order to help provide a business focussed approach and link education to the future employment agenda.
- 5.3.10 In light of this suggested shift, the Board ought sensibly to be slimmed down to a smaller number, with a senior officer of the Council, probably the officer charged with leading and championing the schools/education agenda, chairing the Board in a similar manner to a Director/Chief Officer chairing his/her own management team.
- 5.3.11 Recognising the change in focus, further value could be added to the Board arrangement through the possible addition of head teachers and/or governor representatives recognising that they are the key recipients of the services provided.
- 5.3.12 There is also a question regarding whether the retention of professionally qualified advisers/consultants would be beneficial to the broader development of children's services in

Leeds. It has been suggested by some, that a Board with such professional input could be created at the children's services level in order to retain such professional challenge and support. However, whilst there is some merit in the suggestion of retaining some element of professional support and challenge, the governance arrangements for children's services are already crowded and the review team do not consider it appropriate to add another layer of governance to achieve this objective.

- 5.3.13 Rather, consideration should be given as to whether external professional children's services advisers should form some part of the children's services governance arrangements (e.g. by being part of the Children's Trust Board) in order to fulfil any external professional challenge and support role that may be required.
- 5.3.14 One further issue raised by a number of stakeholders was the appropriateness of Elected Members being on the Board of Education Leeds. Whilst the reasons for Board representation are well documented, there continues to be some stakeholders who question why Members are not on the Board.
- 5.3.15 When Education Leeds was created, the city council argued a strong case for Elected Members retaining democratic control of education policy and strategy matters. The city council was successful in this quest requiring all significant matters of education policy and strategy to be referred to the council for determination. The role played by the Education Leeds Board has only ever been to make recommendations to the council on such matters, not too dissimilar to any management team or Director of a department/directorate.
- 5.3.16 For this reason, Board representation was appropriately restricted to officers. Indeed, it would be quite a challenge to understand the respective roles and responsibilities if Elected Members were on the Board of Education Leeds approving recommendations related to education policy and strategy which were then to be recommended to other, or indeed the same, Members on the Council's Executive Board. Moreover, as the previous recommendation proposes the removal of such responsibilities from the Board of Education Leeds, thus leaving a set of standard operational responsibilities, it does not seem appropriate for the council's agreed position on this matter to change i.e. it continues to be appropriate for officers, as opposed to Elected Members, to serve on the Board of Education Leeds.

#### 5.4. **A Separate Company Entity**

- 5.4.1 The third issue that requires to be considered as part of the Education Leeds arrangement is whether there continues to be a need to retain a separate company entity. It is clear that a more integrated approach is required if we are to respond effectively to the challenge of improving outcomes for children and young people in the city. That's why much of this paper has already identified the need for greater integration across a range of issues.
- 5.4.2 Therefore, in order to assist consideration of the future of the company model, five options have been identified as follows:
1. Option 1 – "**Status Quo**" – This option would see the retention of the current arrangements;
  2. Option 2 – "**A Slimmed Down Company Model**" – This option would see the retention of the company model with the exception of a) relevant business and commissioning support functions which would transfer to an integrated children's services team, b) the

Board of Education Leeds ceasing to have a responsibility for overseeing education related policy and strategy matters and c) the Chief Executive of Education Leeds being more directly accountable to the Director of Children's Services, in line with the wider recommendations of this review;

3. Option 3 – “**An Enhanced Company Offer**” - As option 2, but with the addition of a reverse transfer of a range of universal children's services (early years and youth services) from the council into the company to create an enhanced company model based around a set of universal provider services.
4. Option 4 – “**Children Leeds Ltd**” – The option would see Education Leeds Ltd evolve into Children Leeds Ltd with all children's services functions and responsibilities being transferred into a revised company arrangement, excluding a client function that would need to be retained by the council.
5. Option 5 – “**Children's Services Directorate**” – This option would conclude that in light of the development of children's services, and the need to have a fully effective and integrated children's service, the most appropriate action is to transfer all Education Leeds services to the council in a managed way by 1 April 2011 under a new directorate based leadership arrangement.

5.4.3 Option 1 (**Status Quo**) is not considered an appropriate course of action recognising the issues identified within this report. Particularly the need to develop a more integrated children's services approach, both in terms of service delivery and policy development; the need to have integrated business and commissioning support arrangements across children's services; the requirement to provide clarity of role and responsibility of a Director of Children's Services regarding the provision of education related services; and the need to consider the provision of services which are cost efficient and ensure the maximum focus of resources on front-line service delivery. For these reasons, and the high risks associated with not responding to the issues identified within the review, the status quo (option 1) is not recommended for further consideration.

5.4.4 Option 2 (**A Slimmed Down Company Model**) would retain most of what is currently provided by Education Leeds, although it would still involve fairly significant change affecting business and commissioning support arrangements; a change in the role of the Board and thus a review of its membership, and; a change in the reporting requirements of the Chief Executive of Education Leeds. Whilst it does involve change, it is the option which involves the least level of change. It could, however, restrict flexibility in delivering a truly integrated approach across children's services, with education support services continuing to be provided under a different governance arrangement to other related children's services. This option is considered appropriate if Members wish to retain a company model, principally for the provision of support services to schools.

5.4.5 Option 3 (**An Enhanced Company Offer**) would involve moderate to significant change with a range of functions and resources (e.g. business and commissioning support resources) being transferred to the council, with a corresponding resource transfer into the company bringing together a range of universal services (e.g. education, learning, youth and early years services). The number of staff transferring into the company would likely be higher than those transferring out under this option. There is the potential for industrial relations issues, transferring further staff into a company arrangement with different policies, procedures and employment practices in place. Even with this model, there would need to be significant change affecting business and commissioning support arrangements; a change

in the role of the Board and thus a review of its membership, and; a change in the reporting requirements of the Chief Executive of Education Leeds. Therefore, this option would involve moderate to significant change and whilst it might assist in the improved integration of universal services, it would not achieve a fully integrated model as other key services would be retained by the council. It is moderate to high risk in terms of the scale of change, but would see improved integration as compared to the status quo. This option is considered appropriate if Members wish to build upon the success of Education Leeds through adding other universal services to its range of functions.

- 5.4.6 Option 4 (**Children Leeds Ltd**) is based around a principle of creating a truly integrated model and building upon the success of Education Leeds. It would see the transfer of all children's services resources, excluding a client function which would need to be maintained within the council, into the company arrangement which would evolve into Children Leeds limited. This would be a significant change with a large resource transfer of staff from the council to the new company. It would require significant support to reengineer the company and contractual arrangements as well as dealing with the obvious industrial relations issues that would arise from the TUPE transfer of such a large number of staff. It would have a high implementation cost and there is a real danger that such significant change could also create a diversion from the important improvement agenda, particularly in the area of children's social care. Therefore, this option is considered to be too high risk and is not recommended for further consideration.
- 5.4.7 Option 5 (**Children's Services Directorate**) builds upon the principle of option 4, but through the creation of a truly integrated model within the council's own structural arrangement. It has significant merit in building an integrated approach to delivery and support across children's services. It offers the best opportunity to fundamentally review current provision; provides maximum flexibility for the redesign of services; allows for the re-arrangement of services in a truly integrated way, and; will deliver efficiencies which can be redirected to essential front-line services. This option is not though without risk. It would still see the transfer of a sizeable workforce from Education Leeds to the council and the consequential employee and industrial relations matters that would arise. It will also be important for stakeholders to understand the benefits of such change and to ensure such transfer is progressed in a way that builds upon the success of Education Leeds and maintains and further enhances the provision of education support services to schools. The council's own arrangements have changed significantly since the LEA OfSTED report in 2000 with enhanced governance arrangements in place following modernisation. Notwithstanding this, there may be some fears in some quarters of a move to the council and such change will need to be managed in an inclusive and managed way. It is for this reason that this report proposes that if such a change was to be progressed, it should be implemented in a managed way with full transition being complete by 1 April 2011 in order to provide sufficient time to develop revised leadership, managerial and organisational arrangements, whilst allowing for effective engagement of staff, partners and schools.
- 5.4.8 Options 2, 3 and 5 offer the best opportunity of securing an effective approach to the delivery of integrated children's services arrangements within the council. Option 2 would be appropriate if there is a desire to continue with a company arrangement, albeit on a smaller scale. Option 3 would offer the potential of enhancing the company model with other universal services, although this option does require more detailed work and consideration. Option 5 offers the best prospect of integration, but requires a decision to cease with the company arrangement and transfer all services to the council under a new directorate based leadership arrangement.



## 5.5. Conclusion

5.5.1 The review acknowledges that following the creation of Education Leeds, significant progress has been made against the educational attainment and broader schools improvement agenda. In 2009, education provision is in a very different place to where it was ten years ago. Both the council and Education Leeds need to be applauded for the positive progress made. However, with the advent of children's services, the current arrangements in their entirety are not sustainable if we are to effectively respond to the new agenda we have been set. The review concludes that it is not appropriate for the Board of Education Leeds to continue to have any role in regard to education related policy and strategy. Rather, such responsibilities should be firmly a part of our wider children's services arrangements. It similarly concludes that the officer with principal responsibility for education provision in the city should be more clearly accountable to the Director of Children's Services. The review further recommends the creation of an integrated business and commissioning support function under the leadership of the Director of Children's Services which would see such resources currently within Education Leeds being transferred to the new integrated team. As regards the retention of the company model, five options are presented for consideration by Members.

## 5.6. Recommendations regarding Education Leeds:

1. Ensure that the senior officer responsible for education services in the city is clearly accountable to the Director of Children's Services.
2. That relevant business support functions be transferred to a new integrated business support team under the direction of the Director of Children's Services.
3. That relevant commissioning support functions be transferred to a new integrated commissioning team under the direction of the Director of Children's Services.
4. That consideration be given to the five options presented for the future of the company model.
5. If a company arrangement is maintained, it is recommended that the Education Leeds Board ceases to have a role in developing education policy and related strategy.
6. If a company arrangement is maintained, it is recommended that there ceases to be a need for the appointment of professional education advisers on the Board as well as the need for an independent chair. However, consideration should be given to the possible inclusion of head teachers and/or governors on the Board to have a clearer service provision focus.
7. That further consideration is given to the potential value of professional children's services advisers being part of the new children's services trust governance arrangements.

## **6.0 Future Structure and Organisational Arrangements**

### **6.1. Issues to be Addressed**

6.1.1 This review has identified a range of issues that need to be considered in developing new organisational arrangements. They can be summarised as follows:

1. The need to move forward with arrangements that support and enhance an integrated approach to the planning and delivery of children's services;
2. The need for the Director of Children's Services to have clear and unambiguous accountability and responsibility for all areas of children's services;
3. The need to ensure that education services, however they might be provided, are seen as being accountable to the Director of Children's Services;
4. The need to ensure that there are appropriate line management arrangements in place between the Director of Children's Services and the senior officers responsible for individual operational service areas;
5. The need to empower senior operational managers (i.e. chief officers) to deliver efficient and effective children's services;
6. The need to have a cohesive and effective Children's Services Leadership Team;
7. The need to have an integrated business support function across children's services;
8. The need to have an integrated and clear approach to commissioning across children's services;
9. The need to accelerate the pace of change in order to deliver improvements in underperforming services as well as the general improvement of outcomes for children and young people, and;
10. The need for any change to be economically efficient in order to redirect resources to front-line services.

### **6.2. Moving Forward**

6.2.1 In thinking about future organisational arrangements for children's services, it's useful to first consider the changes adopted within the council over the course of the last three years. It can be noted from table 1 below that most council services have evolved from a departmental based approach to a directorate based model.

6.2.2 However, in 2007 the new approach to the development of the children's services agenda was still in its early developmental stages, both at the national and local levels. It was, nevertheless clear that the breadth of the statutory leadership role for children's services, both within and outside of the authority, was significant and careful consideration was, therefore, needed in considering any changes that the council might consider appropriate in regard to its own organisational arrangements.

- 6.2.3 Indeed the Annual Performance Assessment in December 2007 and the Joint Area Review, published in May 2008, both acknowledged that children's services' prospects for improvement were good recognising the appropriateness of the organisational arrangements that had been adopted at that time.

Table 1

<b>Departmental Based</b>	<b>Children's Services</b>	<b>Directorate Based</b>
<b><u>Pre-2007</u></b>  <b>All council services</b> managed/operated in this way.	<b><u>Post-2007</u></b>  <b>Children's Services</b> develops a commissioning based approach as national and local agenda develops	<b><u>Post-2007</u></b>  <b>All other council services</b> move to directorate based model
Traditional departmental based model constructed on a clear hierarchy which is run top-down with the Director having complete control and high degree of responsibility for, and thus regular involvement in, operational matters.	A commissioning based model where the Director is primarily concerned with driving the strategy and seeking to secure improvements in operational delivery through commissioning arrangements.	A more devolved model where through concurrent delegations senior officers are empowered to be the principal operational managers of services. Director retains line management responsibility of chief officers and provides leadership to directorate team.

- 6.2.4 As a consequence of this, as well as the need to work closely with partners to develop the most appropriate arrangements for Leeds, the considered view was that radical change in regard to the council's organisational arrangements as regards children's services was not considered appropriate or indeed justified at that time, with a recognition that further consideration would need to be given to this matter when national guidance was further developed and we had had time to consider the best arrangements moving forward for Leeds. Therefore, in 2007, our efforts were focused on developing a model which would provide a commissioning lead for the oversight and development of children's services.

- 6.2.5 In responding to these issues in 2010, it is important to construct an organisational arrangement that will build upon the principles agreed as part of the 2007 smarter working, better results restructure, namely:

1. to create an organisation that is flexible and responsive and is clearly focused on delivering improved outcomes for the city and its people;
2. to increase organisational capacity to provide more effective strategic leadership and direction for both the organisation and the city. A corporate leadership team whose roles and behaviours change to the extent that they are consistently providing effective strategic leadership for the organisation and the city;
3. to maximise the contribution of senior and middle managers and create an environment where senior officers are empowered and able to effectively manage service delivery;

4. develop an organisation where services are organised in such a way as to maximise their contribution to delivering improved outcomes; and
5. create a strong culture and ethos of a one-council approach within the organisation.

6.2.6 With the passage of time and the further development of thinking and guidance on children's services developments, at both the national and local level, it is now considered appropriate to move forward and develop a directorate based arrangement for the provision of children's services. The development of a directorate based arrangement is proposed as it provides the best opportunity to integrate children's services at the planning, support and service delivery levels and ultimately support the delivery of improved outcomes for children and young people.

### 6.3. **A Proposal to Consider**

6.3.1 Therefore, in considering the range of issues identified in this report, a move to a directorate based approach is now recommended as being appropriate for the provision of the council's children's services arrangements. This would see the development of a devolved model which, through concurrent delegations, would see senior officers empowered to be the principal managers/leaders of services, with the Director retaining line management responsibility of such senior officers, and thus accountability for all services. The Director would still need to have a focus on leadership and strategy, but with the necessary focus on key operational pressures and priorities as they may arise.

6.3.2 The revised organisational arrangement will need to construct the managerial tiers in an appropriate manner in order to provide the appropriate leadership and accountability arrangements for all services, plus the necessary business and commissioning support arrangements that will be required to make the model work effectively.

6.3.3 Considering the size, scale and complexity of the agenda, incorporating both children's social care at one end of the spectrum and education and learning provision at the other, it will also be important to secure the appropriate professional leadership arrangements. For example, with the introduction of the role of Director of Children's Services, this created a situation where candidates would ordinarily have an education or social care background, but not both. This has been a particular issue for many authorities in seeking to ensure both professions have the appropriate level of professional leadership. In a city like Leeds, this is particularly relevant where both professions are significant in size and require the appropriate level of professional leadership.

6.3.4 Whilst more work is required in considering the appropriate directorate leadership arrangement to be adopted, the following is suggested as a starter for debate:

1. Overall leadership provided by a Director of Children's Services – the recruitment for this post has recently commenced and an appointment is expected by the autumn of 2010. In the meantime, Eleanor Brazil, interim Director of Children's Services, will provide leadership as we commence the transition to new arrangements.
2. A Deputy Director (or equivalent) of Children's Services to provide the professional lead and champion the education and learning functions of Children's Services.

3. A Deputy Director (or equivalent) of Children's Services to provide the professional leadership and champion targeted and specialist services for vulnerable children and young people (e.g. children and young people's social care).
4. And, leadership arrangements will be required for the integrated business and commissioning support functions.

6.3.5 In agreeing the three principal leadership roles, it will be important to establish them at an appropriate level within the council's structure and this may necessitate further consideration being given to the status and title of each of the posts. The holders of these posts will have responsibility for leading the delivery of a truly integrated children's services approach; developing effective working arrangements with the council's partners; improving outcomes for children and young people across the city, and delivering efficiencies so that essential resources can be targeted at front-line services.

6.3.6 As the above represents a significant change in approach, there will need to be a detailed review of the senior management structure in children's services over the next few months.

#### 6.4. **Conclusion**

6.4.1 In regard to future organisational arrangements, and in recognition of the range of issues identified in this report, the review team recommend an approach which sees the next phase of change being the development of a children's services directorate based approach. Whilst this would not have been considered appropriate in 2007, as a consequence of the developing nature of children's services arrangements at that time, there is now a need to accelerate the pace of change and respond effectively to the integration agenda, therefore, the time is now right to move to a directorate based solution for the delivery of the council's children's services.

#### 6.5. **Recommendations regarding future organisational arrangements:**

1. The development of a directorate based solution for the provision of children's services as provided for by Leeds City Council.
2. That consideration be given to the outline structure suggested at 6.3.4 as a starter for debate.

## **Appendix 1**

### **Operational Issues**

Whilst this review has not considered the detail of the operational arrangements in place within children's services, the review has identified a number of issues that need to be addressed. It is, therefore, appropriate to reference these wider issues here so that due consideration can be given to such matters as part of any further work taken forward.

#### **Children and Young People's Social Care**

The challenges being faced by children and young people's social care services was an issue identified by most stakeholders interviewed. There was broad understanding of the pressures facing children's social care services and recognition that the safeguarding of children and young people was a job for all agencies, not just social care. Stakeholders were supportive of the priority now being given to making improvements in children's social care issues and had a desire to assist wherever possible in those improvement plans. Although it is fair to say that some stakeholders were also concerned of the pressure being put on their own organisation/agency as a consequence of the significant increase in initial referrals and the roll-out of the Common Assessment Framework. Stakeholders did identify that from their perspective, thresholds for social care support and intervention did appear to be high and there were a number of frustrations that it was often difficult to secure the appropriate level of support, advice or intervention from children's social care colleagues due to their significant workload. These issues are actively being responded to as part of the council's improvement plans and are not, therefore, considered in any detail within this report.

#### **Youth Provision**

First, most stakeholders commented on the city's role in regard to youth service provision. All comments were similar in nature and related to a perception that youth service provision does not effectively meet the needs of young people in the city. Those contributing to the review commented that sufficient youth service resources are not available at the times of most need (evenings and weekends); that insufficient support is provided to the voluntary sector; that young people do not know what is on offer; and, that the services offered do not meet the needs of today's young people. The review team have not looked into this issue in any detail and it would, therefore, be inappropriate to offering any concluding remarks on this matter, other than to indicate that as there were such strong views expressed, further work will be necessary to fully understand the issues and concerns and decide what further action may be required.

#### **Early Years**

Whilst there were fewer stakeholders who made comment on Early Years services, a number did provide comment that they didn't feel that early year's services were sufficiently integrated into the broader children's services arrangements. So whilst the review team have not looked into this issue in any detail it would appear to be appropriate to undertake some further work and analysis of early years services and their integration into the wider children's agenda. Further work will be necessary to fully understand the issues and concerns and decide what further action, if any, may be necessary.

#### **Resourcing**

A number of stakeholders commented on the resourcing challenges of children's services arrangements. The council's budget strategy was noted as providing for limited growth in children's services over the life of the 5 year strategy which, with the current focus on pressures in children's services, was questioned by some as still being the appropriate strategy. However, whilst it is

appropriate to review the overall financial strategy in light of recent challenges, it is also important to look at the allocation of resources across children's services. Stakeholders commented that there appears to have been limited re-allocation of resource across the operational areas of children's services in order to respond to priority issues or take forward new developments. Indeed, a number of improvement actions appear to have been hindered by an inability to reallocate appropriate resource and funding to key issues. That's not to say there hasn't been some reallocation just that more needs to be done if Leeds' aspirations for children's services are to be fully realised. As part of the current budget setting process a full assessment of resource availability and current priorities across children's services needs to be undertaken with proposals for the necessary reallocation of resources to meet current pressures.

### **The Thoughts and Contributions of Young People**

A number of young people contributed to the review and whilst they feel engaged in the strategic developments around children's services, such as contributing to the development and dissemination of the Children and Young People's Plan, they offered a number of views which have been captured here. Although again, the review has not sought to consider the detail of these issues as they are out of scope, but merely records the key points made. The young people contributing to the review were all enthusiastic about the city and had a positive outlook on the future. Reflecting on life as a young person in Leeds, they observed:

- That they do not generally find out from within the school environment what other things they can get involved in outside of school. They are generally unaware of activities available in their local communities for children and young people and feel schools should be playing a bigger part in making young people aware of issues and opportunities;
- That they do not generally engage with youth service provision;
- That they do not feel they are adequately supported and advised in regard to future careers options;
- They do not feel the education environment generally takes sufficiently seriously the important, but sensitive, issues such as sex, relationships and drugs.
- They are all optimistic about the future (although worried about money) and have clear ambitions which most are actively taking forward.

This is a bit of a 'taster' of the issues identified by the young people contributing to the review.

The review team recognises that this was not a comprehensive sample, or indeed that these views were wholly shared by all, but the voice on these issues was sufficiently strong enough to warrant recording as part of this review as, after all, outcomes for young people are ultimately the key focus of our wider children's services activities.

### **Think Family Approaches**

The review also highlighted strong support for the think family agenda. For many though, this mantra of 'think family' is considered a challenge with a strong view that too many services still operate in silos. This is often evidenced well in Serious Case Reviews (i.e. when something has gone wrong) where in-effective inter-agency working, poor communication, limited information sharing all contribute to a child or young person suffering harm or neglect.

Too often, we still continue to be bound by organisational, or sub-organisational, boundaries and cultures, which too often get in the way of thinking 'family' or 'integrated support'. Looking forward, this is a major long term challenge for the public sector if we are to improve outcomes, particularly for the most vulnerable people in society.

In regard to vulnerability, it is not always clear that we all fully understand the context of universal services as compared to those services which might be considered preventative in nature, those which are targeted at specific individuals or families or those specialist services at the far right end of the support spectrum that require specialist intervention.

Recent work undertaken on safeguarding has provided some clarity on this issue identifying four key areas of support and intervention:

- Universal support for all children
- Children with additional needs
- Children with multiple needs
- Children at risk of or experiencing significant harm

Over the course of the last two years, national focus has rightly shifted to those children with multiple needs and those children at risk of harm. Safeguarding is a priority for all local authorities and particularly authorities like Leeds which has a large population to support, with significant numbers of families living in deprived circumstances.

When we refer to the need for better integration of services, improved communication and information sharing, a lead professional approach and the need for a common assessment framework, whilst this generally refers to meeting the needs of all children, the reality is that if such arrangements work effectively, it is those children and young people at the more vulnerable end of the spectrum who will secure greater benefit.

In recognising this challenge, and being mindful of the need for greater integration of services provided by the council, there is the potential to consider a more integrated leadership model for services provided to vulnerable children and young people in order to deliver more focused support.

Indeed, in time, such integration could develop into a more rounded family support and intervention approach targeted at vulnerable families. This issue needs to be considered as part of any new model developed if Leeds really is to respond to the broader challenges faced by the city in its desire to make long term sustainable improvement to the outcomes for children and young people.

The table below provides a 'starter for ten' on the possible split of services between 'universal and preventative' and 'vulnerable children and families'.



Universal and Preventative	Vulnerable Children and Families
Education Related Services: Schools Provision School Improvement School Admissions and Transport School Places Planning Business Support to Schools Supporting School Failure National Standards Active Citizenship  + Children's Centre Provision  + Youth Provision	Safeguarding Children and Young People Social Care Outreach to Vulnerable Groups Development of Strategy for the Vulnerable Disability Teenage Pregnancy Sexual health Looked After Children Substance use Youth Justice Obesity Emotional and mental Health Child Poverty Children Missing School NEET Education Welfare Special Education Needs

A further issue to consider as part of the 'think family' agenda is the issue of transition from young person to adulthood and the way services and agencies work together effectively to support such transition, particularly for vulnerable children and young people. Again, this issue is not considered in any detail within this review, but is a consideration that needs to be taken forward under the 'think family' agenda.

#### **Recommendations regarding operational arrangements:**

1. Consider the significance of comments received regarding youth service provision across Leeds and give thought to undertaking a specific review into youth services.
2. That further work be undertaken to consider the issues raised in regard to early years services.
3. Re-consider the council's five year budget strategy in light of the challenges faced in children's services in order to ensure that the strategy remains relevant and appropriate to meet the challenges ahead.
4. Undertake an urgent review of the allocation of resources across children's services and make recommendations for the reallocation of resources towards current priorities as may be required.
5. Consider the feedback from children and young people in order to inform future operational arrangements and priorities and to meet more closely the needs and desires of children and young people across the city.
6. Consider the extent to which 'think-family' approaches ought appropriately to be considered in remodeling children's services arrangements.

## Appendix 2

### List of Acronyms Used in the Report:

CSLT	-	Children's Services Leadership Team
CYPP	-	Children's and Young Peoples Plan
CLP	-	Children Leeds Partnership
CLT	-	Council's Corporate Leadership Team
DCS	-	Director of Children's Services
DCSF	-	Department for Children, Schools and Families
DCSU	-	Director of Children's Services Unit
ISCB	-	Integrated Strategic Commissioning Board
IYSS	-	Integrated Youth Support Service
LEA	-	Local Education Authority
LSC	-	Learning and Skills Council
LSP	-	Local Strategic Partnership
LSCB	-	Local Safeguarding Children Board
OfSTED	-	Office for Standards in Education
PCT	-	Primary Care Trust
SCR	-	Serious Case Review
TUPE	-	The Transfer of Undertakings (Protection of Employment) Regulations

## Appendix 3

### List of Stakeholders Contributing to the Review

Stakeholder Group	Name(s) and Job Title
Leeds City Council Chief Executive	Paul Rogerson Chief Executive
Conservative Group	Cllr Carter Leader - Conservative
Lib Democrat Group	Cllr Brett Leader – Lib Democrat
Labour Group	Cllr Wakefield Leader – Labour  Cllr Blake Deputy Leader - Labour
Executive Member Children’s Services	Cllr Golton
Executive Member - Learning	Cllr Harker
Leader of the Greens	Cllr Ann Blackburn
Executive Board Member	Cllr Finnegan
Chair – Children’s Services Scrutiny	Cllr William Hyde
Shadow Spokesperson for Children’s Services - Labour	Cllr Lisa Mulherin
Adult Social Care	Sandie Keene Director of Adult Social Services
Children’s Services	Judith Dodd Independent Chair of the Children’s Safeguarding Board
Children’s Services Leadership Team	Rosemary Archer Director of Children’s Services
	Keith Burton Deputy Director of Children’s Services – Commissioning and Partnerships
	Mariana Pexton Deputy Director of Children’s Services – Change and Innovation
	Sarah Sinclair Deputy Director of Children’s Services –

Stakeholder Group	Name(s) and Job Title
Children's Services Leadership Team contd.....	Commissioning
	Chris Edwards Chief Executive of Education Leeds
	Ros Vahey Deputy Chief Executive of Education Leeds
	Jackie Wilson Chief Officer of Children's Services
	John Paxton Head of Youth Service
	Sally Threlfall Chief Officer – Early Years and Youth Services
	NHS Leeds Community Healthcare
Director of Children's Services Unit Management Team	David McDermott Strategic Manager Education Leeds
	Dennis Holmes Chief Officer – Commissioning Adult Social Care
Education Leeds Board	Stephen Parkinson Professor Emeritus
	Gary Lumby Head of Retail Banking England
	Parin Bahl Deputy Managing Director - Strategic Children's Services and National Strategies Capita Business Services
	Ian Harrison Managing Director - Strategic Children's Services and National Strategies Capita Business Services
	Neil Evans Director of Environment and Neighbourhoods

Stakeholder Group	Name(s) and Job Title
Head Teachers Forum	Facilitated Group discussion.
School Governors	<p>Facilitated Group discussion held with the following:</p> <ul style="list-style-type: none"> <li>• Geoff Roberts, Chair of Governors – West SILC,</li> <li>• Ian Garforth, Community Governor, Garforth Community College</li> <li>• Rod Ash, Chair of School’s Forum and Foundation Governor, St Matthews CE (A) Primary School</li> <li>• Susan Knights, Governor for North West Primary and member of Children’s Scrutiny Board</li> </ul>
Youth Council Executive Board	Facilitated Group discussion.
Reach Out and Reconnect (ROAR)	Facilitated Group discussion.
Government Office Yorkshire and Humber	<p>Helen McMullen Deputy Regional Director Children and Learners</p> <p>Nick Powley Children’s Services Advisor</p>
Comprehensive Area Assessment Lead - West Yorkshire	<p>Stephen Gregg CAA Lead - West Yorkshire Audit Commission</p>
PCT	<p>Linda Pollard Chair of PCT</p> <p>Kevin Howells Acting Chief Exec of PCT</p> <p>Sarah Sinclair Director of Commissioning and Planning: Children’s and Maternity – NHS Leeds</p> <p>John Lawlor New Chief Executive of NHS Leeds</p>

<b>Stakeholder Group</b>	<b>Name(s) and Job Title</b>
Jobcentre Plus	Diana Towler Partnership Director (Leeds)

Police (Member of Children Leeds Partnership)	Chief Superintendent Mark Milsom
Police (Member of Children's Safeguarding Board)	Chief Superintendent Gerry Broadbent
Police (Responsible for Child and Public Protection Unit)	Detective Inspector Lawrence Bone
Locality Leadership Team - East	Facilitated Group discussion.
Locality Leadership Team – North East	Facilitated Group discussion.
Voluntary Sector	Richard Norton Re'new Chair of Integrated Youth Support Services
Voluntary Sector	Ann Pemberton Homestart Chair of the Leeds Voice Children and Young People's Forum and Member of Children Leeds Partnership
Children's Leeds Partners – Integrated Strategic Commissioning Board (ISCB)	Marcus Beecham Commissioning Manager for Safer Leeds West Yorkshire Police
	Andrew Chandler Assistant Chief Officer West Yorkshire Probation
	Lynne McLaughlin Voluntary Youth Sector Development Manager Leeds Voice
	Jill Asbury Divisional Nurse – Women's, Children's, Head, Neck and Dental Leeds Teaching Hospital Trust

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Originator: Jackie Green

Tel: 247 7163

**Report of the Chief Executive of Education Leeds on behalf of the Director of Children's Services**

**To Executive Board**

**Date: 10 March 2010**

**Subject: Design & Cost Report and Final Business Case**

**Scheme Title: Building School for the Future Phase 4 – Leeds West Academy  
Capital Scheme Number: 15414**

<p><b>Electoral Wards Affected:</b></p> <p>Bramley and Stanningley Armley Kirkstall</p>	<p><b>Specific Implications For:</b></p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input checked="" type="checkbox"/></p>
<p>Eligible for Call In <input checked="" type="checkbox"/></p>	<p>Not Eligible for Call In (Details contained in the report) <input type="checkbox"/></p>

**Executive Summary**

This report seeks the approval of the Executive Board to proceed with the new building project to Leeds West Academy (Formerly Intake High School) and to approve the Final Business case for the Leeds West Academy Project ('Project').

**1.0 Purpose of this Report**

1.01 The purpose of this report is to request Executive Board to:

1. Approve the Final Business Case for the Leeds West Academy Project for submission to PFS.

**2.0 Background Information**

The Strategic Partnering Agreement (SPA) signed on 3<sup>rd</sup> April 2007, provided, contractually, for the Leeds Local Education Partnership (LEP) to benefit from a measure of "exclusivity", subject to the terms set out in the SPA. These terms are encapsulated within the SPA in the New Projects Procedure. This Procedure requires that the LEP's and Interserve's design and cost proposals (amongst other

matters) for Leeds West Academy must proceed, successfully through two approval stages. This Final Business Case will confirm that the proposals have successfully proceeded through these stages

Leeds West Academy forms part of Leeds BSF Phase 4 and is to proceed as a new build Design and Build scheme. The Academy opened on the 01 September 2009 on the site of Intake High School Arts College.

The sponsor is the Edutrust Academies Charitable Trust (EACT), an education foundation and a registered charity, committed to promoting excellence in education under the leadership of Sir Bruce Liddington, the former Schools Commissioner for England.

The school is currently a specialist Performing Arts College and the sponsor has decided to add English as a further lead specialism. By using the English specialism as a catalyst for academic and personal improvement, the Leeds West Academy will give priority to the significant improvement required in standards of literacy.

### **3.0 Main Issues**

#### **Design Proposals / Scheme Description**

The Leeds West Academy project will be a conventional Design and Build project which involves creation of a new build academy and demolition of the existing school. It will deliver an 8 form entry Academy comprising of 1500 places, (1200 11-16 pupils and 300 post 16 places) on the site of Intake High School Arts College.

The Education Brief, including the Curriculum Model and Accommodation Schedule (12,210m<sup>2</sup> gross internal floor area), has been developed and signed off by the Department for Children, Schools and Families (DCSF).

The new buildings will respect the character of the adjacent neighbourhood and will be positioned to exploit both topography as well as the position of the existing large buildings to minimise their visual impact. They will feature innovative arrangements for subject teaching, placing aspects of the curriculum within three hubs; Diversity, Communications and Innovation.

A Design Brief has been developed which reflects EACT's aspirations expressed during the development of the initial design options. Furthermore, Mark Burgess, from the Council's City Development Department, has been appointed as Design Champion and is responsible for ensuring that the buildings are consistent with Leeds City Council guidelines and for consulting representatives from Leeds Architectural Design Initiative (LADI), Commission for Architecture and the Built Environment (CABE), Leeds City Council Planners and Education Leeds.

With regards to sustainability, a BREEAM score of "very good" is required as a minimum and funding of £755,250 has been secured from DCSF. The DCSF expect carbon emissions from new school buildings to be reduced by 60% relative to those that are currently being constructed and have been designed to 2002 Building Regulations.

The Children's Services Project Board and Strategic Investment Board have reviewed the Final Business Case (attached as Annex 1) and recommended submission to PFS.

## Consultations

The Design Development meetings and consultations which have taken place have provided a forum for the wider stakeholder interests associated with the Project during the procurement process. The Principal of Leeds West Academy and Academy sponsor EACT have been actively involved with the City Council's Project Team, Education Leeds, the LEP and Interserve to ensure that the design of the Academy will meet their aspirations relating to design, functionality, and services.

The Academy, Sponsor and the Governing Body have been regularly consulted on the development of the Output Specifications and on design development as part of the Communication and Consultation Strategy.

The designs were prepared and developed with reference to relevant guidance (DCFS building bulletins, Commission for Architecture and the Built Environment (CABE), Sport England etc.) in order to ensure that Leeds West Academy will meet the transformational agenda inherent in the Building Schools for the Future Programme, improved performance and extended use.

The Final Business Case Report has been reviewed by the Children's Services Project Board (formerly BSF/PFI Education Board) and Strategic Investment Board.

The Outline Planning Application was approved on 15 June 2009. The Reserved Matters Application was submitted on 14 December 2009 and the City Council is confident that this will be approved prior to Financial Close. The Project Team, the LEP and Interserve have worked closely with Planning Officers.

Executive Board have previously (17 June 2009 and 09 December 2009) authorised scheme expenditure from capital scheme number 15414 for Leeds West Academy;

## Programme

The key project milestones for Leeds West Academy are summarised in the table below.

<b>KEY MILESTONE</b>	<b>DATE</b>
Executive Board Approval of the Outline Business Case for Phases 4 of Wave 1	17 June 2009
Approval of the Outline Business Case for Phase 4 of Wave 1 by Partnerships for Schools	11 Sept 2009
Successful progress of Leeds West Academy proposal through Stage 1 of the New Project Procedure	06 November 2009
Reserved Matters Application submitted	14 December 2009
Reserved Matters Application Decision	18 February 2010
Successful progress of Leeds west Academy proposal through Stage 2 of the New Project Procedure	16 April 2010
FBC approval by PfS	23 April 2010
Commercial and Financial Close	30 April 2010
Construction Commence	03 May 2010

## **4.0 Implications for Council Policy and Governance**

The Leeds West Academy project will impact on the 'Narrowing the Gap' and 'Going up a League' agendas. Academies in Leeds have the potential to contribute to the ambitious targets to meet key priorities within the Children and Young People's Plan and the work on the Local Area Agreement.

It is envisaged that the new build Academy will address the requirements of the Council to respond to the National Challenge in respect of any structural change to the targeted schools.

## **5.0 Legal and Resource Implications**

The period between Stage 2 of the New Projects Procedure and Commercial and Financial Close, programmed for 30 April 2010, will be utilised by the City Council, the LEP and Interserve to prepare contract documents.

### **Scheme Design Estimate**

Estimated costs for this scheme have been reviewed and validated by an external qualified cost consultant based on an approved costing system, using previous schemes cost information and industry knowledge, to ensure value for money is achieved.

The construction cost of the project is £29,647,000.

Excluded from the above is £1,526,000 which was authorised by Executive Board on the 9 December 2009 as part of the Programme Contingency fund.

Also excluded is £2,175,000 for ICT hardware which has previously been authorised for the whole BSF programme.

The total budget for the scheme is therefore £33,348,000. This includes a £45,000 grant from PfS for abnormalities which was not included in the Outline Business Case.

Executive Board have previously (17 June 2009 and 09 December 2009) authorised scheme expenditure from capital scheme number 15414 for Leeds West Academy;

## Capital Funding and Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2010 £000's	FORECAST		
			2010/11 £000's	2011/12 £000's	2012/13 £000's
CONSTRUCTION (3) -Contingency	31173.0	0.0	22761.8	8411.200	0.0
FURN & EQPT (5) - ICT hardware	2175.0	0.0	0.0	2175.0	0.0
DESIGN FEES (6)	0.0	0.0	0.0	0.0	0.0
OTHER COSTS (7)	0.0	0.0	0.0	0.0	0.0
<b>TOTALS</b>	<b>33348.0</b>	<b>0.0</b>	<b>22761.8</b>	<b>10586.2</b>	<b>0.0</b>

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2010 £000's	FORECAST		
			2010/11 £000's	2011/12 £000's	2012/13 £000's
CONSTRUCTION (3)	0.0	0.0	0.0	0.0	0.0
FURN & EQPT (5)	0.0	0.0	0.0	0.0	0.0
DESIGN FEES (6)	0.0	0.0	0.0	0.0	0.0
OTHER COSTS (7) -Const	0.0	0.0	0.0	0.0	0.0
OTHER COSTS -Authority Works	0.0	0.0	0.0	0.0	0.0
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2010 £000's	FORECAST		
			2010/11 £000's	2011/12 £000's	2012/13 £000's
LCC Funding -Authority Works	350.0	0.0	175.0	175.0	0.0
Government Grant (PfS)-Const	30823.0	0.0	22586.8	8236.2	0.0
Government Grant (PfS)- ICT	2175.0	0.0	0.0	2175.0	0.0
<b>Total Funding</b>	<b>33348.0</b>	<b>0.0</b>	<b>22761.8</b>	<b>10586.2</b>	<b>0.0</b>
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

**Scheme Title:** Building Schools for the Future Phase 4 – Leeds West Academy

### Revenue Effects

Procurement costs (approx £768,000), for the project will be met from Education Leeds' budgets.

Future revenue implications will be the responsibility of EACT, the academy sponsor

### Risk Assessments

Operational risks will be addressed by effective risk management procedures as outlined in the PPPU governance procedures.

The outline risks to the project are:

- Scheme becomes unaffordable or de-scoping required due to poor quality design, cost control or construction cost overruns. The council is working closely with the LEP and its supply chain to ensure early identification of issues and have developed a robust and thorough evaluation process.
- Changes in Government policy (e.g. due to Government change or PfS funding change) could result in a need to re-scope or cancel the project. Central government generally gives advance warning of changes. Election dates and potential strategic policy changes are being monitored to ensure changes can be managed.

- Failure to engage with all relevant stakeholders including sponsor and ward members, in a manner appropriate to their involvement in the scheme. Key stakeholders have been identified and a Communications plan implemented which includes regular briefing of Ward members to maintain their support.
- The Council or Sponsor may require changes to the design during procurement, construction and operation, leading to additional costs. A Change process and Responsibility Matrices have been developed and implemented along with Design Meetings to ensure the design proposals are within agreed funding envelope and specification.

## **6.0 Conclusions**

The budget envelope for the project is £29,647,000 plus £3,701,000 of funding already approved (ICT hardware and the Programme Contingency fund). Subject to PfS approval of the FBC, the Council will enter into a contract for this project.

## **7.0 Recommendations**

The Executive Board is requested to:

1. Approve the Final Business Case for the Leeds West Academy Project for submission to PfS

## **8.0 Background Papers**

Executive Board Report - Proposed Variations to the BSF Capital Programme – 09 December 2009

Executive Board Report – Submission of the Outline Business Case for Leeds West Academy - 17 June 2009

## **ANNEX 1 - Leeds West Academy Final Business Case**

# **LEEDS BUILDING SCHOOLS FOR THE FUTURE PROGRAMME**

## **PHASE 4**

**Leeds West Academy**

**Final Business Case**

**February 2010**

**DOCUMENT CONTROL**  
Revision History

Version	Status	Revision Date	Summary of Changes	Author
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**Review and Approvals**

Name	Signature	Title	Approval Details /Review	Date Reviewed
PfS				

**Distribution**

Name	Title	Date of Issue	Version
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## EXECUTIVE SUMMARY

### Introduction

This Final Business Case (FBC) has been prepared to confirm the viability of procuring Leeds West Academy as a Design and Build project using conventional funding.

Leeds West Academy will be procured through the Local Education Partnership (LEP), subject to approval of this FBC and successful progress through the New Projects Procedure (NPP).

The Sponsor is Edutrust Academies Charitable Trust (EACT) who is one of the largest multi-academy sponsors, EACT is opening new academies as part of a major programme of investment in educational centres of excellence.

More than Six thousand students and One thousand staff have joined EACT academies in London, Birmingham, Sheffield and Leeds, with more set to transfer in 2010.

### Overview and Commitment

**Section 1** and **Appendix 1** of this FBC describes the Scheme and confirms the commitment of all parties to the solution developed by the LEP.

The proposal is for an 8 form entry Academy comprising of 1500 places, (1200 11-16 pupils and 300 post 16 places) on the site of Intake High Schools Arts College, Calverley Lane, Bramley, Leeds, LS13 1AH. The sponsor is EACT, an education foundation and a registered charity, committed to promoting excellence in education under the leadership of Sir Bruce Liddington, the former Schools Commissioner for England.

On the 31<sup>st</sup> August 2009 Intake High School Arts College formally closed and opened as Leeds West Academy on the 1<sup>st</sup> September 2009.

The design developed by the LEP has been signed off by EACT. A Reserved Planning Application was submitted on the 21<sup>st</sup> December 2009 and a decision on this is expected in February 2010.

EACT and Leeds City Council can confirm that the standard Development Agreement, developed by PfS, is currently being negotiated between both parties and is due to be signed on the 15<sup>th</sup> March 2010, will be used.

The Funding Agreement, Deed of Gift and all associated documents have

been signed and the Academy Trust is in place.

## **The Procurement Strategy**

**Section 2** and **Appendix 2** of this FBC describe the details of the scheme.

The scheme is a single school project and includes the design and construction of Leeds West Academy and will be procured via the LEP. The LEP has sole and exclusive right to construct the Academy under the Strategic Partnership Agreement (SPA) signed on the 3<sup>rd</sup> April 2007 with Leeds City Council. The exclusivity afforded is dependent on the LEP successfully proceeding through two approval stages.

On the 9<sup>th</sup> October 2009, the LEP submitted their NPP Stage 1 proposal which was evaluated and subsequently approved by the City Council. On the 16<sup>th</sup> November 2009 the council wrote to the LEP inviting them to enter into NPP Stage 2.

## **Facilities Management**

**Section 3** and **Appendix 3** of this FBC detail the proposals for the provision of Life Cycle and Hard FM.

EACT will provide its own life cycle and hard FM services and are committed to maintaining the buildings to a very high standard. EACT, through their Procurement Manager will look to gain value for money through economies of scale across their Academies.

## ICT Procurement

**Section 4** and **Appendix 4** of this FBC describe the ICT procurement carried out, and the interface with the procurement and delivery of the building.

EACT's vision for ICT is to support excellence in education for all by making state of the art technology fully accessible, to stimulate creativity, collaboration, community involvement, efficient administration and personalised learning.

EACT will be procuring a fully managed ICT service from Research Machines Education Plc (RM) who is also the Council's Strategic ICT partner. They will provide the ICT provision for Leeds West Academy.

In addition to attending design meetings and feeding into the design process both EACT and RM have put processes in place to ensure that there is a close link between ICT delivery and the design and build programme.

## Affordability

**Section 5** and **Appendix 5** of this FBC set out the affordability position of the whole scheme.

The Academy will be procured through the LEP as a 100% new build using £33,348,000 of funding which was approved by PfS in August 2009. This amount includes £350,000 for highways works and an additional £45,000 for abnormalities compared to Outline Business Case.

Leeds City Council will not be contributing to the capital cost of the project however will be accountable for ensuring that the project is delivered within the affordable envelope. The City Council has made a separate provision for off site highways works.

## Design and Build Contract and Development Agreement

**Section 6** and **Appendix 6** of this FBC detail any derogations from the Design and Build Contract(s) and Development Agreement used with the PfS National Framework.

The derogations to the Design and Build Contract are provided in Appendix 6. This is the current list as of 11 February 2010 and is subject to change during NPP2.

## Readiness to Deliver

**Section 7 and Appendix 7** of the FBC sets out the personnel of the Project Team. It also sets out the arrangements for supervising the delivery of the Design and Build and ICT contracts, and confirms that the necessary statutory approvals are in place.

Leeds City Council's Project Team for Leeds West Academy has significant amount of experience gained from delivering Leeds' BSF projects as part of phase 1, 2 and 3. At the 2008 Excellence in BSF awards, Leeds' LEP which brings together Leeds City Council, Education Leeds, PfS and the Interserve led consortium Environments 4 Learning was named the 'best in the country'.

EACT's Project Team also has significant amount of experience gained from delivering the first purpose built EACT academy in Gainsborough, Lincolnshire. The £35 million Trent Valley Academy boasts hi-tech facilities in a state-of-the-art new building.

The Leeds West Academy project will be managed using the Delivering Successful Change (DSC) methodology which is Leeds City Council's corporate project management methodology.

The supervision of the Design and Build contract will be undertaken by Leeds City Council's Public Private Partnerships Unit's (PPPU) Technical Team.

The supervision of the ICT contract will be undertaken by EACT's Director of IT.

## 1 OVERVIEW AND COMMITMENT

**Section 1** and **Appendix 1** describe the Scheme and confirm the commitment of all parties to the solution developed by the Selected Panel Member.

**Drafting Note: We expect this section to be approximately [4] pages in length.**

### 1.1 Strategic Overview

**Drafting Note:** This should provide a brief overview of the key strategic objectives as detailed in the OBC and confirm that they are fully reflected in the FBC proposals.

If there are any changes or developments to the position stated in the OBC they should be indicated here and detailed in full.

Where there are changes, the LA should explain the approvals process and stakeholder consultation process followed to secure buy-in to the changes locally and nationally (DCSF, PfS).

The Leeds Strategic Plan 2008 to 2011 sets out the strategic outcomes Leeds City Council would like to see in people's lives and the city by 2011.

Leeds City Council's vision for education, as stated in the Leeds Strategic Plan is:

'An enhanced workforce that will meet future challenges through fulfilling individual and economic potential and investing in learning facilities'.

To realise its ambition for education, Leeds City Council formed Education Leeds in April 2001, a not for profit organisation wholly owned by the Council.

Education Leeds' vision for education is:

'We want all children and young people to enjoy brilliant learning that gives them the skills, confidence, knowledge, understanding and skills to thrive and achieve their potential. We want all Leeds schools to be brilliant learning places – to be good schools, improving schools and inclusive schools where every child and young person can be happy, healthy, safe, successful and where no child is left behind'.

The aims, objectives and outcomes of the Leeds BSF Programme in relation to this phase are detailed below:

### **Aims**

- To provide a framework for the transformation of teaching and learning at Leeds West Academy
- To contribute to the realisation of the Vision for Leeds 2004 - 2020
- To improve learning and achievement at Leeds West Academy
- To build upon the developments already undertaken through the secondary and post 16 review
- To ensure that the balance between the supply of and demand for places is appropriate within the demographic profile of the city
- To facilitate and develop the 14-19 strategy
- To provide up to date and modern facilities for a 21<sup>st</sup> century curriculum
- To develop ICT as a fundamental tool for achieving a step change in teaching and learning
- To support Education Leeds' Inclusion Strategy through the development of partnership bases.

### **Objectives**

- To open a brand new state of the art Academy able to meet 21<sup>st</sup> Century expectations in terms of styles of teaching and learning; technological developments with flexibility and adaptability to enable future changes as the education landscape evolves
- To provide an e-confident school which will promote enhanced thinking, collaborative working and community cohesion
- To provide flexible and adaptable accommodation to enable the school to develop extended schools practice
- Raise educational standards by securing investment and providing an opportunity for all parties to input into a strong educationally led design brief
- Develop partnerships with organisations who share our values and together transform education in a way that best serves the local community for generations to come
- Support the 'Every Child Matters' strands and deliver significant improvements on all five outcomes for young



people.

## **Outcomes**

- Leeds West Academy will be a high achieving school providing a curriculum that will help young people to feel more powerful and optimistic about their future, allowing all young people to follow their individual learning pathways and thereby gaining high self esteem through achieving success
- Leeds West Academy will be fully inclusive where all children and young people achieve success and have access to the highest quality of education regardless of their background
- Leeds West Academy will be an e-confident school with ICT embedded in all teaching and learning
- Leeds West Academy will develop community links which will support the extended schools agenda.

The above aims, objectives and outcomes are shared by EACT who are committed to delivering excellence in education for all in every one of its Academies. At Leeds West, EACT is developing a Centre of Excellence through innovative approaches to teaching and learning.

The focus of EACT is supporting young people to achieve their true potential. It is committed to significantly improving student ambitions, aspirations, learning, achievement and personal development, irrespective of their ability, gender, faith or race.

A Benefits Realisation Plan has been developed in partnership with EACT clearly showing what will happen, where and when benefits will occur and who will be responsible for their delivery. There is a tracking process which monitors achievement of benefits against expectations and targets.

The Academy will compliment the transformation that has and is currently taking place in education in Leeds as part of the BSF Wave 1 programme and will move Leeds a step closer to realising its vision for education.

## 1.2 The Scheme

**Drafting Note:** This should provide a brief overview of the Scheme procured. It should include:

- The number of schools in the scheme
- For each school it should detail:
  - The Sponsor/Academy Trust
  - The predecessor school
  - The opening date for the Academy
  - The Academy specialisms
  - The age range
  - The capacity (pupil numbers)
  - The opening date for new buildings

If there are any changes or developments proposed, as a result of work since OBC (for example changes to proposed scope of works), they should be indicated here and be detailed in full.

Where changes are have been made, the LA should explain the approvals process and stakeholder consultation process followed to secure buy-in to the changes locally and nationally (DCSF, PfS).

The key details for Leeds West Academy are set out in the table below:

Fig 1: Key Data: Leeds West Academy

The Sponsor/Academy Trust	Edutrust Academies Charitable Trust (EACT)
The Predecessor School	Intake High School Arts College, Calverley Lane Bramley Leeds LS13 1AH  Capacity: 1460  Current numbers on roll: 11-16 years: 782  Post 16 years: 117  Total: 899
Opening Date for the Academy (in the existing building)	September 2009
Academy Specialism	English and Performing Arts
Age Range	11-19 years
Proposed Capacity (pupil numbers)	11-16 years: 1200 Post 16 years: 300
Opening Date for the New Building*	September 2011
Additional Facilities to be provided	None

\*Since September 2009 the Academy has been operating from the existing buildings.

The Education Brief, including the curriculum model and accommodation schedule has been developed and signed off by the Project Steering Group (PSG) as well as by the DCSF and PfS. The accommodation schedule for Leeds West Academy has been developed using BB98 guidance.

The accommodation schedule approved in the OBC was 12210m<sup>2</sup> which is still the position.

Whilst the accommodation schedule proposed is below the BB98 gross internal floor area stated in the Funding Allocation Model (FAM) all parties involved (Leeds City Council, Education Leeds and EACT) are confident that it will enable the delivery of the proposed

curriculum model.

Leeds City Council is committed to engaging local people in decisions about their neighbourhood and community and helping to shape local services. 'Our young people equipped to contribute to their own and the city's future well being and prosperity' is a strategic outcome Leeds City Council would like to see in people's lives by 2011. (The Leeds Strategic Plan 2008 -2011).

There has been considerable stakeholder input into the design of the Academy. To date there have been three consultation events attended by local people. These were held to provide the local community with information about the scheme as it was developing as well as maintaining their support.

Briefings were also held with the local elected Councillors to keep them abreast of developments and to maintain their support.

### **1.3 EACT's and Leeds City Council's Commitment**

Leeds City Council and Education Leeds share EACT's aim of providing "A local Academy for local children and the local community... Based on high aspirations, expectations and achievements".

This supports Education Leeds' long standing policy of "Local Schools for Local Children" that embraces diversity and choice for local parents.

EACT has been fully involved in the work to develop the detailed designs through the Design Development Meetings and confirms that the designs support the Education Brief developed for the Academy.

EACT and Leeds City Council can confirm that the standard Development Agreement, developed by PFS, is currently being negotiated between both parties and is due to be signed on the 15<sup>th</sup> March 2010, will be used

EACT and Leeds City Council confirm their commitment to working together to procure the design and construction of the new Academy using the LEP. The Roles and Responsibilities Matrices, developed at NPP1 and submitted as part of the OBC, have been revised to reflect the change in the roles and responsibilities of the parties involved as the project has developed.

The matrices have been signed off by Leeds City Council, Education Leeds and EACT. The matrices define the roles and responsibilities of those stakeholders involved in the project.

As part of the Academies programme, PfS recommend that a Design User Group (DUG) is set up to act as the main stakeholder body for consultation on all design matters.

In agreement with EACT, the City Council ceased the DUG meetings and the terms of reference previously assigned to this group were passed to members of the Design Development Meetings.

The Design Development Meetings took place weekly and were attended by EACT, Education Leeds, PPPU, LEP and Interservice.

The role of these meetings was to ensure:

- The Education Vision was met
- EACT had an opportunity to ensure that their vision, ethos, organisational and curriculum needs for the Academy were reflected in the design
- The design proposals were within the agreed funding envelope (LCC accountable for delivery within budget)
- All relevant stakeholders were consulted on the design.

There are no changes or further developments to the position stated in the OBC for Leeds West Academy which was approved by PfS in August 2009.

#### 1.4 Summary

The Scheme involves replacing the current existing Academy buildings (previously known as Intake High School Arts College) with a new purpose built Academy.

The design developed by the LEP has been signed off by EACT.

EACT and Leeds City Council can confirm that the standard Development Agreement, developed by PfS, has been agreed and is ready to sign.

EACT and Leeds City Council can confirm that the standard Development Agreement, developed by PfS, is currently being negotiated between both parties and is due to be signed on the 15<sup>th</sup> March 2010, will be used.

There are no changes or further developments to the position stated in the OBC for Leeds West Academy which was approved by PfS in August 2009.

The following documents are attached at **Appendix 1**:

- Benefits Realisation Plan
- Roles and Responsibilities Matrices
- Accommodation Schedule that demonstrates an area based on the BB98 gross internal floor area allocation
- A letter of support from EACT <sup>1</sup>
- A letter of support from the Leeds City Council
- Papers and minutes of Leeds City Council's Executive Board meeting confirming approval for the project

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<sup>1</sup> Sponsors/Academy Trusts have requested that their interests are protected in relation to the Design and Build Contract. The FBC will not be approved until a signed letter of support has been received from the Sponsor/Academy Trust.

## 2 PROCUREMENT STRATEGY

**Section 2** and **Appendix 2** of this FBC describe the details of the scheme to be procured through the LEP.

The Scheme is a Single School Project and includes the design and construction of Leeds West Academy and will be procured through the Leeds' Local Education Partnership (LEP). The scheme also includes the demolition of the existing buildings and the reinstatement of the playing fields.

The FBC demonstrates that the process followed for the procurement of the new Academy:

- was in compliance with the Strategic Partnership Agreement (SPA) signed on 3 April 2007 between the City Council and the LEP
- allowed for a sufficiently robust analysis of the LEP's proposed solution included in its NPP Stage 1 and 2 submission
- ensured that the LEP's proposed solution offered value for money through the undertaking of meaningful appraisal and robust challenge
- enabled EACT to fully engage in the design process
- was well resourced and the City Council's procurement costs have been minimised and documented.

The LEP has successfully delivered the first three of five brand new schools, together with significant progress on two wholesale refurbishments, with six more to follow. The partnership has also saved nearly £40m through an efficient procurement process.

At the 2008 Excellence in BSF Awards, Leeds LEP which brings together Leeds City Council, Education Leeds, PFS and Environments 4 Learning was named the best in the country.

Chris Edwards, Chief Executive of Education Leeds described the partnership as a 'fantastic success because everyone involved shares our vision to create brilliant learning places where every young person can be happy, healthy, safe and successful'.

Under the PFS BSF approach for Academies, Leeds City Council understands that it carries the risk of ensuring that the project is delivered within the funding envelope. Attached at Appendix 2 is a letter from EACT clearly setting out the new Academy will be delivered within the funding envelope and any potential cost

overruns will be mitigated by appropriate rescoping to remain within the affordability envelope.

Leeds City Council will not be contributing to the capital cost of the project other than provide an off site works budget. Where it is identified that the cost of the Academy will exceed the budget available from PfS, all parties understand and recognise that there will be a requirement to look at ways of how any affordability gap will be met.

Both Leeds City Council and EACT have and will continue to consider transformational ways of working and alternative educational models so that the challenge of providing a high performing educational establishment within the agreed funding envelope is met.

The project will be delivered using the Target Cost version of the Partnerships for Schools standard form Design and Build contract.

## 2.1 Procurement Costs

**Drafting Note:** This section should include a brief summary of the costs of the procurement, broken down into the following categories:

- External advisor costs (by type, i.e. financial, legal, technical, etc.).
- Internal project management costs.
- Internal advisor costs.
- Additional costs, e.g. stakeholder consultation.

If the costs of the procurement are in excess of the LA's original budgeted estimates, the FBC should include an explanation of why this occurred, and how the LA would propose to minimise such costs for future procurements.

The table below shows the procurement costs for the project. These are within the Councils' original estimated costs for the project.



Procurement Costs	Start of Project to Mar 2010 £000	2010/11 £000	Total £000
<b>Public Private Partnership Unit</b>		TBA	
Project Management	247		
Technical support	35		
Legal	35		
Finance	15		
	332		
<b>External Advisers</b>			
Legal – DLA Piper	95		
Financial – PwC	0		
Technical – E.C. Harris	77		
Other – AON Insurance & Gateway Review	13		
	185		
<b>Total</b>	<b>517</b>		

## 2.2 Carbon Reduction

Drafting Note: This section should confirm that the Selected Panel Member has prepared a design that will achieve a minimum of 60% Carbon Reduction, and that this has been demonstrated by the Carbon Calculator.

In the OBC for Leeds West Academy, the City Council, Education Leeds and EACT stated their commitment to ensuring the new Leeds West Academy will be capable of reducing carbon emissions by 60%.

Measures to reduce carbon emissions include:

- Automatic lightning control and lighting efficiency
- Zero carbon technologies
- ICT low energy equipment (Thin (80%) and Fat Client (20%))

The design proposed by the LEP will achieve a minimum of 60% carbon reduction and this has been demonstrated by the Carbon Calculator.

## 2.3 Summary

The SPA signed by all parties at Financial Close on 3<sup>rd</sup> April 2007, provided contractually, for Leeds LEP to benefit from a measure of exclusivity subject to the terms set out in the SPA. These terms are encapsulated within the SPA in the New Projects Procedures.

The LEP has prepared a design that will achieve a minimum of 60% Carbon Reduction, and this has been demonstrated by the Carbon Calculator.

The following documents are attached at **Appendix 2**

- A detailed programme of work going forward (Gantt chart, including ICT development and procurement)
- Report on Carbon Reduction for Leeds West Academy
- The Carbon Calculator

### 3 FACILITIES MANAGEMENT

**Section 3** and **Appendix 3** of this FBC detail the proposals for the provision of Life Cycle and Hard FM.

**Drafting Note:** The Academy Trust set out their strategy for delivering life cycle and hard FM services in the OBC. This section should summarise the strategy and confirm that there has been no change to the strategy, or detail any changes made since OBC.

EACT will seek to provide its own life cycle and hard FM services where it is possible for it to do so. EACT recognises the importance of maintaining the enhanced facilities it will be responsible for when Leeds West Academy occupies its new buildings and commits to doing so to comply with both government and Leeds City Council requirements.

The Academy currently employs 2 site supervisors and 2 environmental workers and where possible all facilities maintenance is provided in house.

EACT are currently scoping staff requirements for the new building but based on the increased floor area the current indications are that there will be an increase in the number of maintenance staff, cleaning staff and catering staff. EACT are committed to providing training and will ensure that all staff are appropriately trained including managing visiting contractors, additional administration, understanding the function of assets and Health and Safety regulations that should be adhered to. This will also include carrying out Risk Assessments and Method Statements for generic tasks.

The School does buy in services where specialist skills are required. This includes larger scale decorating or landscaping works and also specialist electrical, environmental and other specialist skills. EACT anticipate also procuring similar services for Leeds West Academy to ensure that all facilities management requirements and regulations are fulfilled.

EACT is committed to ensuring that it meets all the lifecycle and hard FM costs and will invest in these costs from the available funds to ensure that it can meet all the obligations involved in taking over this area of the contract.

EACT can confirm that there have been no changes to the FM strategy since the OBC was approved.

### 3.1 Summary

EACT has set out their strategy for delivering life cycle and hard FM services. It is committed to ensuring that it meets all Lifecycle and Hard FM costs and commits to meeting these costs from the funds available to it from the General Annual Grant (GAG).

The following documents are attached at **Appendix 3**:

- NOT USED

## 4 ICT PROCUREMENT

**Section 4 and Appendix 4** of this FBC describe the ICT procurement carried out, and the interface with the procurement and delivery of the building.

The ICT capital budget for hardware which is currently £1,450 per pupil is to be delivered to EACT to procure ICT solution.

### 4.1 ICT Procurement

*Drafting Note: Provide details of the ICT procurement carried out, including confirmation of the bidders involved and the evaluation process.*

As part of BSF Phase I, Leeds City Council procured a Strategic Partner for ICT, Research Machines, in order to gain benefits across all schools through economies of scale. The scope of the proposed procurement was set out in the Final Business Case for the ICT Strategic Partner Contract approved by PfS in 2007. RM Education PLC was appointed as the ICT Strategic Partner in May 2007.

RM's involvement in Leeds is much more than hardware and software supply and maintenance. It is about providing strategic support to schools, professional development for all staff and ensuring that the technology in schools is relevant and robust to deliver on EACT's ICT vision for radically different learning environments.

EACT will "opt-in" and work with the Council and its ICT Strategic Partner to define and agree the nature and delivery of the ICT and related managed services.

RM will provide a managed ICT service comprising the following elements:

- Strategic Services
- Operational Services; and
- Continuing Professional Development services

Other options, such as opting out from the ICT Strategic Partner arrangement were considered and ruled out as:

- The existing arrangement is robust and meets all the needs
- There is flexibility within the arrangement to allow for needs to be met for all parties

EACT has worked closely with RM to develop outline costings and is liaising currently with both the Academy and RM at a more detailed

level to establish precise ICT requirements.

## 4.2 Interface with Design and Construction Contract

**Drafting Note:** This section should set out an explanation as to how the ICT solution has been aligned with the design and build solution for the school(s).

This section should also identify and explain the plan and controls in place for the management of interface risks.

EACT's ICT team and RM have been involved throughout the design workshops and design process and have attended the Design Development Meetings. EACT also issued the design and build team high level guidelines for the impact of ICT upon the construction, based upon previous experience of building an academy.

RM will work with the Design and Construction Partner, EACT, Leeds West Academy and the Council:

- Pre-financial close to support and give input to issues relating to design and the curriculum.
- In the build-up to construction, to give input and advice to succession of room and building designs.
- During construction works period to develop and agree entry and exit points for ICT installation and ensure that the building is ICT-ready.
- During handover/implementation to ensure a smooth transition.

There will be a defined project manager/team both within EACT and RM to scope, agree and implement the ICT solutions. These will hold regular reviews with the Design and Construction Partners.

The alignment of and the Design and Construction is highlighted as one of the top 10 risks to the Scheme.

## 4.3 Summary

EACT has procured the ICT provision through Research Machines.

BECTA has reviewed the delivery approach for the ICT provision and confirmed that it is acceptable.

A detailed risk register for the ICT project been developed and a clear strategy to manage / mitigate ICT risks has also been put in place.

The following documents are attached at **Appendix 4**:

- ICT Risk Matrix (identifying the top 10 risks)
- Letter from BECTA confirming that delivery approach for ICT provision has been reviewed and is acceptable<sup>2</sup>

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<sup>2</sup> Note that a template BECTA letter has not been developed. The BECTA advisor will supply a short note confirming that the ICT aspects of the project are acceptable. The form of the letter will depend on progress made on ICT procurement since OBC.

## 5 AFFORDABILITY

**Section 5** and **Appendix 5** of this FBC set out the affordability position of the whole scheme.

The FBC and the appendices to it confirm that the price submitted by the LEP is affordable to the City Council and remains good value for money for the Public Sector.

There has been no material difference in the scope of the procured solution to the scope of the project from what was set out in the OBC.

### 5.1 Design and Construction

**Drafting Note:** This section should set out in tabular format the funding approved at OBC against the costs from the Selected Panel Member.

The LA should confirm that it has checked, where relevant, the Selected Panel Member's costs against the agreed rates in the National Framework Agreement, and confirm that the overall solution is 'on market'.

The LA should identify any gap between the Selected Panel Member's costs and agreed funding. An explanation as to how any funding gap will be met should be provided and detailed.

The LA should detail any monies identified by the Authority that might be required to be used in order to share additional costs where the actual cost outturn is above the target cost and is subject to the cost sharing provisions of the D&B contract.

Leeds City Council can confirm that it has checked the LEP's cost against the FAM and OBC estimate, and confirm that the overall solution is 'on market'.



<b>Category</b>	<b>Approved OBC Estimate (£)</b>	<b>Cost of Solution from the LEP</b>	<b>Variance</b>
Construction Costs (incl contingency & other)	20,424,655	22,496,751	2,072,096
External Works	3,659,905	1,935,636	-1,724,269
Abnormals*	2,628,535	1,179,384	-1,449,151
Fees	3,309,836	2,352,700	-957,136
FFE	Incl above	2,103,200	2,103,200
ICT Infrastructure	Incl above	Incl above	0
<b>Carbon Reduction</b>	<b>755,250</b>	<b>755,250</b>	<b>0</b>
<b>Local Authority Works</b>	<b>350,000</b>	<b>350,000</b>	<b>0</b>
<b>D&amp;B Contract sub-total</b>	<b>31,128,181</b>	<b>31,172,921</b>	<b>44,740</b>
Project Support Funding			
ICT Hardware	2,175,000	2,175,000	0
<b>Total</b>	<b>33,303,181</b>	<b>33,347,921</b>	<b>44,740</b>

It should be noted from the above table that the Capex cost to the City Council is within the affordability parameters agreed by the City Council.

Notes:

Location Factor: 1.03

\*Includes £445K abnormals approved by PfS in August 2009, £45K of which was not included in the OBC

## 5.2 Lifecycle/Hard FM costs

**Drafting Note:** This section should set out the costs identified to deliver the lifecycle and hard FM provision over a 25 year period.

The Academy Trust who FM should identify how these costs will be met and how they compare to the current budgeted spend on school's maintenance/lifecycle programme. Any risk monies associated with possible variations from planned maintenance expenditure should be identified.

If there has been any change in estimates since OBC, there should be an in principle agreement from the Academy Trust to meeting the required life cycle and hard FM, confirmed in writing.

EACT has reviewed the lifecycle and hard FM costs provided by Leeds City Council which it understands are indicative and provide an estimate of FM costs based on an average of other Leeds BSF Schools. EACT will undertake a further review of the expected costs as the design and requirements for the new buildings are progressed to ensure that they are realistic and affordable. It is EACT's intention to provide the best value for money for the use of the Academy's funding provided by the DCSF and any external income that EACT raises on behalf of the Academy.

EACT has reviewed the current costs incurred by Intake High School Arts College that comprise the Facilities Management in total (the school does not currently differentiate between Hard and Soft FM). The actual costs for the 2008/09 financial year for facilities management amounted to in excess of £66,000 which does not include the salaries and on-costs of the four permanent members of staff. The Academy is expected to maintain this level of expenditure for 2010/11.

EACT anticipates, given the level of funding required in comparison with the environmental grants of £250,000 (estimated) being made available to the Academy that the current spending plans are affordable and within the funding envelope.

EACT is currently reviewing its expenditure forecasts in terms of the new building's services and is content to use the LCC forecasts as an estimate of costs to base its own budgeting on, given that many of these services are currently provided to the school by Leeds City Council. As a multi academy sponsor, EACT will seek to manage its academy portfolio in a manner that will maximise the use of funds across the EACT family of academies.

EACT is committed to ensuring that it meets all Lifecycle and Hard FM costs, and commits to meeting these costs from the funds available to it from the General Annual Grant (GAG). EACT are also committed to working closely with all stakeholders and partners involved.

### 5.3 ICT

**Drafting Note:** The Academy Trust should confirm that that the cost of the ICT solutions offered by ICT bidders are 'on market'.

This section should set out the cost estimates for the ICT solution across the whole project and should include:

- The indicative capital costs of the selected ICT option;
- Monies required to maintain the operational and maintenance (revenue) costs;
- Any monies associated with installation, implementation & transition; and
- Where applicable supplementary costs associated to flexibility and scalability of selected ICT option are available.

The section should illustrate how the capital costs of the selected ICT option will be met and the means by which the maintenance and lifecycle costs for any ICT works will be afforded.

The ICT capital budget for hardware (£1,450/student) and infrastructure capital budget (£225/student) is to be delivered to EACT via the existing ICT Strategic Partner arrangement.

The following costs are estimates, based upon the current understanding of requirements, student numbers and estimated costs from RM:

Learner PCs and laptops	£377,000
Admin PCs	£208,000
Teacher laptops	£32,000
Classroom A/V	£82,000
Multimedia hardware/software	£60,000
Printers	£30,000
Sustainability fund	£540,000
Hardware support	£70,000
Local choice	£60,000
Servers and related equipment	£100,000
Networking	£135,000
Desktop software	£106,000
Server/network software	£85,000
Curriculum software	£15,000
Implementation	£225,000
Training	£50,000
<b>Total</b>	<b>£2,175,000</b>

Indicative on-costs from RM are c.£172,000 per annum; this equates to an average cost per student of around £115.

This places it well within the national range of £100 - £200 per student and is comparable with Sandwell who are believed to have negotiated a cost of around £120 per student.

The costs from the implementation will be met fully by the ICT Capital Grant.

There will be retention of 25% of the ICT capital investment (costed into figures above) to provide a future fund supporting enhancements and upgrades. This will be supplemented by ICT allowances in revenue budgets and other grants. There will be a 3-5 year refresh cycle – the planned use of energy efficient technologies will also allow the refresh window to be extended as these tend to be lower maintenance and have longer lifecycles.

#### 5.4 Other sources of funding

**Drafting Note:** This section should detail any additional central government or other agency funding that is available for this phase of work, the extent to which the affordability of the projects or ICT relies on this funding, and any restrictions or risks associated with the securing of such funding.

In particular the Authority should set out its strategy for using funds from any land receipts from the disposal of any land as part of the development process in accordance with the PfS Funding Guidance document which can be found on the PfS website [www.p4s.org.uk/library/bsf\\_guidance.jsp#FundingGuidance](http://www.p4s.org.uk/library/bsf_guidance.jsp#FundingGuidance).

Leeds City Council will not be contributing to the capital cost of the project other than provide an off site works budget for the following elements:

- Improvements to the Bus Stop located on Intake Lane and Coal Hill Lane
- Development of the bus lay-by and shelter(s) on Calverley Lane
- Funding of Traffic Management Measures as determined by Highways Maintenance Section

Leeds City Council's Planning and Development Services department have been engaged by the Project Team to undertake this work. A quote to undertake the off site works will be provided by the end of March 2010.

There are no additional central government or other agency funding that is available for this project.

## 5.5 FBC Required KPI Data

The KPI Data required by PfS has been completed and appended to the FBC.

## 5.6 Summary

The FBC provides a separate cost analysis reconciled against the OBC for both the design and build and ICT elements of the project.

The analysis indicates that the LEP's proposals are affordable within the funding.

### ***Design and Construction***

The LEP's solution for the Scheme has been fully costed. The cost estimate has been checked against the rates included in PfS' National Framework Agreement.

The capital costs fit within the funding approved at OBC.

### ***Facilities Management***

Life Cycle and Hard FM costs have been estimated for a 25 year period. EACT has confirmed their commitment to meeting these costs through the General Annual Grant (GAG).]

### ***ICT***

The FBC sets out the cost per pupil in relation to a learning environment, managed service platform.

*Capital Costs* - The designs for the Academy have been fully costed and identified what is to be delivered through the £1450/pupil funding.

EACT can confirm that the capital costs fit within the Funding Allocation Model (FAM) agreed with PfS.

ICT costs have been estimated for a 25 year period. The estimated annual cost is c.£172,000 and EACT has confirmed their commitment to meeting these costs through the General Annual Grant (GAG).]

The following documents are attached at **Appendix 5**

- \* Financial and Technical Proformas
- FBC Required KPI Data

\* To be issued as part of NPP2

## **6. DESIGN AND BUILD CONTRACT AND DEVELOPMENT AGREEMENT**

**Section 6** and **Appendix 6** of this FBC detail any derogations from the Design and Build Contract(s) and Development Agreement used with the PfS National Framework.

**Drafting Note:** The Academy Trust/Sponsor and/or LA should discuss and agree all derogations with PfS prior to submitting an FBC. The National Framework operates under the EU Restricted Procedure, so derogations must be limited to local project specifics.

The City Council has used the documentation signed for BSF Phase 1 as the initial template for the procurement of Leeds West Academy. This documentation was itself based on standard form documentation issued by PfS.

The City Council made a number of project specific amendments to the standard form documentation in BSF Phase 1 which have been approved by PfS.

A further limited number of amendments specific to the Leeds West Academy project will be submitted to PfS for approval. These amendments will need to be formally approved by PfS prior to approval of this FBC.

The City Council remains on programme to achieve contractual and financial close on the 30<sup>th</sup> April 2010.

### **5.7 Summary**

Leeds City Council has drafted the Design and Build Contract(s) and will be negotiating agreement of this document with the LEP during NPP Stage 2. The contract has been reviewed and all derogations have been issued to PfS for assessment and approval prior to the financial close date.

All land transactions associated with the project and Reviewable Design Data have been agreed.

Leeds City Council and EACT have agreed the Development Agreement and it is ready to sign. The agreement has been reviewed and all derogations have been issued to PfS for assessment and approval prior to financial close.



The following documents are attached at **Appendix 6**:

- Schedule of agreed derogations to the Design and Build Contract
- Schedule of agreed derogations to the Development Agreement (To follow)

## 6 READINESS TO DELIVER

**Section 7 and Appendix 7** of the FBC sets out the personnel of the Project Team to illustrate that the Local Competition has been resourced appropriately. It also sets out the arrangements for supervising the delivery of the Design and Build and ICT contracts, and confirms that the necessary statutory approvals are in place.

**Drafting Note:** *This section should be no more than 4 pages in length.*

### 6.1 Project Management Through the Local Competition

The LA maintained a fully resourced project management regime for the successful delivery of Scheme.

<b>Role on Project</b>	<b>Position</b>	<b>Name</b>	<b>Time Commitment</b>
Owner	Deputy Director of Children's Services	Keith Burton	P/T
Project Director	Director of Planning and Learning Environments	Jackie Green	P/T
Project Manager	Team Lead	Craig Taylor	F/T
Technical Advisors	Senior Technical Manager (EC Harris)	Jeff Gibson	P/T
Leeds City Council Design Champion	Design Team Leader	Mark Burgess	P/T
EACT Design Adviser	Head of Design and Architecture	Yasmin Shariff	P/T
ICT Advisers	Project Manager Leeds BSF - ICT	Paul Craggs	P/T
Legal Adviser	Project Solicitor	Jacqueline Ainsley-Stringer	

In addition, PfS has provided support during procurement and has monitored progress to ascertain whether their requirements have been met. The PfS Project Director is Kevin Crotty.

## 6.2 Supervising and Monitoring the Delivery of the D&B Contract

*Drafting Note: The LA should set out the arrangements it has put in place for supervising and monitoring the works, confirming the approved budget.*

Throughout the delivery stage the work-stream leaders (supported as appropriate) will check compliance with the contract requirements and processes dealing with issues as they arise. Workstreams will co-ordinate and co-operate with each other to ensure cross-cutting issues are adequately addressed on an ongoing basis.

### **Workstreams**

#### **Overall Leads:**

Stuart Gosney (Education Leeds),  
Terry White (PPPU)

#### **Design and Construction:**

Terry White (PPPU)  
Jeff Gibson (EC Harris)  
Construction Monitor (PPPU) TBA

#### **Stakeholder Management:**

Debra Penny (Education Leeds)

#### **Finance:**

Matthew Cooper (PPPU)  
Gordon Mitchell, (Education Leeds Finance)  
Mark Woodward (EC Harris)

#### **Legal:**

Jacqueline Ainsley-Stringer (PPPU)

#### **Project Management:**

Paul Kennedy, Jay Patel, Terry White (PPPU)  
Craig Taylor, Imtiaz Hasan, Martine Maxwell (PPPU)

#### **Decant:**

Debra Penny (EL), Phil Andrews (PPPU)

#### **Facilities Management**

Terry Dickens (EACT)

### 6.3 Supervising and Monitoring the Delivery of ICT

*Drafting Note: The Academy Trust should set out the arrangements it has put in place for supervising and monitoring the delivery of ICT, confirming the approved budget.*

EACT is working alongside RM and the Academy during the current scoping phase to identify and scope requirements.

Once completed, EACT will sign off the technical specification, plans and verify purchase orders.

During implementation, EACT will attend project review meetings, to monitor progress. EACT is also providing representation on DUG and Design groups.

EACT will ensure that there are appropriate sign-off, reporting, exception handling, escalation and change management procedures which are agreed prior to implementation.

Chris Meaney (EACT ICT Director) will be responsible for supervising and monitoring the delivery of ICT.

### 6.4 Statutory Approvals

An Outline Planning Application for Leeds West was approved on 15 June 2009.

A Reserved Planning Application was submitted on the 18<sup>th</sup> December 2009 and a decision is due on the 18<sup>th</sup> February 2010.

The Project Team has worked closely with Planning Officers to ensure that the proposed design is aligned with Leeds City Council's best practice guidelines for buildings of this type.

The City Council has agreed to take planning judicial review risk as it has on previous school projects and accepts that will be liable for any financial risks that may arise as a result of this risk materializing. The judicial review period is expected to be until 18<sup>th</sup> May 2010.

***Drafting Note:** Where the Authority has accepted the Planning risk of judicial review this needs to be stated and the date when this will have concluded should be given. The Authority should also confirm that they have taken into account, and accepted any financial risk that may arise as a result of this risk materialising.*

## 6.5 Risk

A risk workshop has been held and a risk strategy for the delivery phase has been developed.

The Risk Register details:

- The risks identified
- Who is responsible for the mitigation
- Measures being taken to mitigate each risk

The City Council's Risk Management Plan ensures that the management of risk is integral to the planning and management of any successful project. To crystallise, monitor and manage risk, the City Council has and will continue to maintain a detailed Project Risk Register through the post-construction phase.

## 6.6 Summary

Leeds City Council has put in place resources for the duration of the project, including post contract, to monitor and maintain ongoing relations with the Selected Panel Member and ensure that performance is continually reviewed.

All statutory necessary statutory approvals have been granted.

A risk workshop has been held and a risk strategy developed.

The following documents are attached at **Appendix 7**:

- Budget for delivery
- Planning Permission
- Risk Register (detailing top 10 risks going forward)

## **APPENDIX 1 – OVERVIEW AND COMMITMENT**

- Benefits realisation plan
- Roles and Responsibilities Matrices
- Accommodation Schedule
- A letter of support from EACT
- A letter of support from the Leeds City Council (To be issued once approved by Executive Board)
- Papers and minutes of Leeds City Council's Cabinet meetings confirming approval for the project (To be issued once approved by Executive Board)

## **APPENDIX 2 – THE LOCAL COMPETITION**

- A detailed programme of work going forward (Gantt chart, including ICT development and procurement)
- Report on Carbon Reduction for Leeds West Academy
- The Carbon Calculator



## **APPENDIX 3 – FACILITIES MANAGEMENT**

- NOT USED

## **APPENDIX 4 – ICT PROCUREMENT**

- ICT Risk Matrix (identifying the top 10 risks)
- Letter from BECTA confirming that delivery approach for ICT provision has been reviewed and is acceptable

## **APPENDIX 5 – AFFORDABILITY**

- Financial and \*Technical Proformas<sup>3</sup>
- FBC Required KPI Data

\*Technical proforma to be submitted as part of NPP2

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<sup>3</sup> The FBC should include the proformas submitted with the Selected Panel Member's ITT, updated if there have been any changes.

## FBC Required KPI Data

In order to measure efficiencies and achievements against BSF National Priorities the following data is required at FBC stage.

Please record both the data values and the relevant document reference.

Data description	Units required	Category	FBC value	Document reference
Cost / m <sup>2</sup> : Total cost per square metre, calculated as the actual final total cost for new construction divided by the gross floor area.	Average £/m <sup>2</sup> for sampled schemes	Mainstream New Build	£1080	
		SEN New Build	N/A	
Whole life costs Discount rate: 3.5% Base date: 1Q 2003	Total NPV whole life cost across all sample schemes, £	New Build	To Follow	
		Refurbishment / Remodelling	N/A	
Site works costs*  Base date: 1Q 2003	Total site works cost across all sample schemes, £	All sample schemes	£2,455,232	
Abnormal costs*  Base date: 1Q 2003	Total abnormal Costs for all sample schemes, £	New Build	£400,00	
		Refurbishment / Remodelling	N/A	
Number of joined up funding streams predicted for this project in addition to BSF	Number	Project	None	
Predicted total amount of joined	£	Project	None	

\* These should only be completed where Proforma 3 of the Financial and Technical Proformas, provided by Partnerships for Schools at [www.partnershipsforschools.org.uk](http://www.partnershipsforschools.org.uk), does not already hold these costs.

up funding				
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Please also list on the next page any significant assumptions underlying the above data. If there have been any significant change in circumstances affecting these costs i.e. change in building regulations, DCSF policy etc. please state these as well.

Assumptions / Change in Circumstances

## **APPENDIX 6 – DESIGN AND BUILD CONTRACT AND DEVELOPMENT AGREEMENT**

- Schedule of agreed derogations to the Design and Build Contract
- Schedule of agreed derogations to the Development Agreement  
(To follow)

## **APPENDIX 7 - READINESS TO DELIVER**

- Budget for procurement and delivery
- Planning Permission (Outline Planning Application permission)

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Originator: Martyn Long  
/Jane  
Stageman  
Tel: 74352

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

### Executive Board

Date: 10 March 2010

Subject: Leeds Strategic Plan 2008-11 Refresh – Amendments to Partnership Agreed Indicators

**Electoral Wards Affected:**  
ALL

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 Leeds Strategic Plan 2008 -11, the Local Area Agreement for Leeds, was approved in July 2008. At this time it was not possible to set all targets in the Plan due to the fact that a large number of the measures drawn from the government's national indicator set required final definitions to be clarified; data collection issues to be resolved and, where new or changed indicators were introduced, baseline information to be collected in order to set targets. Therefore, the Plan was 'refreshed' in two stages during Spring 2009 in order to allow us to meet statutory deadlines. Firstly the 30 targets agreed with Government were agreed in March 2009, with the updated Partnership Agreed targets signed off by Executive Board in June 2009.

Representation was made to Government during the 2009 Refresh process about the impact of the economic downturn on achieving targets set prior to the recession. Consequently, it was been agreed that the most severely affected indicators/targets could be reviewed as part of the current annual review. The targets effected are National Indicators 152 (working age people on out of work benefits), 154 (Net additional homes provided)and 155 (Number of affordable homes delivered (gross). In addition to these indicators, at the time of the 2008/09 refresh it was not possible to agree a 2010/11 target for NI 112 Under 18 Conception Rate. This was therefore delayed until 2009/10 and formed part of the review process with government office.

This report explains the outcome of this review and explains amendments required to a number of the partnership agreed targets of the Leeds Strategic Plan 2008-11. Appendix 1 outlines the amendments in detail.

Members of Executive Board are recommended to approve Appendices 1 and 2 as our proposed revisions and additions to the agreed targets in the Leeds Strategic Plan.

## **1.0. Purpose of This Report**

- 1.1 To inform Executive Board of the outcome of negotiations with Government on the Review of National Indicators 152 (working age people on out of work benefits), 154 (Net additional homes provided) and 155 (Number of affordable homes delivered (gross))
- 1.2 To inform and seek Executive Board agreement to a number of amendments to the partnership agreed targets in the Leeds Strategic Plan 2008-11, the Local Area Agreement for Leeds. The amendments concern a number of baselines and targets that can now be determined in the light of relevant data and/or government guidance being available, as well as a number of changes to targets where further performance information has been made available.

## **2.0 Background Information**

- 2.1 Full Council originally agreed the Leeds Strategic Plan 2008 -11 in July 2008 which was then 'refreshed' in two stages and signed off by Full Council in July 2009. The content of the Leeds Strategic Plan follows the eight themes in the 'Vision for Leeds 2004 – 2020' and the improvement priorities and targets in the Leeds Strategic Plan support the delivery of these Vision themes.
- 2.2 The Leeds Strategic Plan fulfils the requirements of being a Local Area Agreement as required by the Local Government and Public Involvement in Health Act 2007. It contains 'designated' targets which have been negotiated and agreed with Government as well as local targets which have been agreed by the Council and its partners.
- 2.3 The 30 targets agreed with government that are subject to formal monitoring via Government Office (GOYH) and are eligible for a performance reward grant upon completion were agreed by members of Executive Board on 4 March 2009 and subsequently submitted to the Secretary of State for Communities and Local Government for final sign off. These targets, with the exception of NIs 112, 152, 154 and 155 were fixed for the remainder of the Plan are not part of the 2010 Refresh process.
- 2.4. Executive Board will receive an annual update on the progress made towards achieving the priorities and targets of the Leeds Strategic Plan as soon as end of year performance information has been collated.

## **3.0 Main Issues – Designated Targets**

- 3.1 **Designated targets.** The 30 'designated targets' (those formally agreed with Government) were agreed by Executive Board at its meeting on 4 March 2009 and signed off by the Secretary of State for Communities and Local Government on 31 March 2009.
- 3.2 At the time of signing off these targets, representations were made to government about the need to re-negotiate certain targets that would be most severely affected by the economic downturn. In response, it was agreed that the most severely affected indicators/targets could be reviewed as part of the 2009/10 review process. The indicators effected by this are those focused on housing and worklessness and cover NI 152, NI 154 and NI 155.
- 3.3. In addition to these indicators, at the time of the 2009 refresh it was not possible to agree a 2010/11 target for NI 112 Under 18 Conception Rate. Leeds has seen significant changes in activity levels to address teenage conception and as a result there is local confidence in setting a target that is 22.7% reduction from the 1998 baseline. However, this target does not meet the Department of Health requirement to reduce under 18 conceptions by 50% by 2010. Therefore, it is recommended that this target is removed from the set of designated targets.

- 3.4. Appendix 1 contains details of the outcomes of the review with government representatives and the recommended targets to be set for 2010 -11. A summary is provided below:

**NI 154: Net additional homes provided**

The impact of the recession has meant that there has been a fundamental change in the housing market impacting on the start and completion of new houses. This has led to a reassessment and reduction in the three year cumulative target.

**NI 155: Number of affordable homes provided (gross)**

The economic conditions have impacted on the new starts (NI154) and this has had an impact on the ability to provide affordable housing through planning (section 106). Therefore, targets have been reviewed leading to a small downward revision in the three year cumulative target.

**NI 152: Proportion of working age adults on out of work benefits in Leeds**

The targets have been amended following a thorough review of the trends in 'out of work' claimant rates both during and prior to the recession. The targets also take account of LCC and partners' responses to the economic downturn, and of a number of recent studies and reports on the likely future implications of the downturn on Leeds.

**NI 4: Percentage of people who feel they can influence decisions in their locality**

**NI 1: Percentage of people who believe people from different backgrounds get on well together in their local area**

Baselines have been updated to show final 2008 Place Survey figures, the targets are based on the minimum significant statistical improvement figures received along with the final 2008 data.

**NI 112: Teenage Conception**

The target for 2010-11 has been based on a straight line trajectory of improvement from the 08 – 09 and 09-10 targets. However, it is recommended that this target is removed from the set of designated targets as it does not meet the national public sector agreement target of a 50% reduction from the 1998 baseline. It will continue to be included in the plan as a partnership agreed target.

3.5 **Partnership Agreed Targets.**

Appendix 2 contains the full details of the proposed changes to the partnership agreed indicators and targets. A summary is provided below:

**LSP-CU1a(ii) The number of visits to museums and galleries**

Targets have been revised due to exceptional performance in 2008/09. Targets for 2010/11 are slightly lower than for 2009/10 due to visitor numbers to City Museum falling slightly after its initial year.

**LSP-CU2a(i) amount spent on buildings/refurbishing new & existing buildings of International significance**

The amount of spend recorded during 2008-09 was higher than predicted because of the good progress made on the Leeds Arena. This indicator measures known spend on planned facilities and should therefore be regarded as an indicator of spend rather than a measure of performance. Targets for the next two years have been amended upwards principally because of known (planned) spend on the Arena.

**LSP-EE1b Result of annual satisfaction survey relating to planning performance agreements**

The baseline was to be set during 2008-09, however as only three Planning Performance Agreements were signed during 2008-09 and none of these had been determined by the 31st March 2009, no satisfaction surveys could therefore be conducted. It is also unlikely that there will be sufficient numbers during 2009-10 due to the continuing economic difficulties and the consequent lack of major development work.

**NI 80 Achievement of Level 3 qualifications by the age of 19**

The target for the 2009/10 academic year has been moderated in the light of the publication of 2007/08 results. This still represents a stretch from current performance levels.' When compared nationally this target is in the Upper Median Quartile

**LSP-TR1b(ii) Local bus passenger journeys originating in the authority area.**

There is currently no data available for this Indicator. Metro have purchased additional software that will enable them to provide the data. It is anticipated that a baseline figure will be available in March 2010. Targets will be set following release of baseline data.

**NI 112 Under 18 conception rate – disaggregated to focus on the 6 wards in the city with the highest rates of conception.**

See 3.4.

**NI 58 Emotional and behavioural health of looked after children**

The 2009/10 result will inform the baseline and targets will be set from April 2010.

**NI 136 People supported to live independently through social services (all adults)**

Baseline and targets now agreed.

**LKI HAS4 The number of homeless acceptances made in the year.**

To reflect the increase in homeless preventions the 2010/11 target has now been set at the improved figure of 720.

**NI 39 Rate of Hospital Admissions per 100,000 for Alcohol Related Harm**

2009/10 and 2010/11 targets updated to make them consistent with refresh of NHS Leeds Vital Signs Indicators with Strategic Health Authority.

**NI 153 Working age people claiming out of work benefits in the worst performing neighbourhoods**

The targets have been amended following a thorough review of the trends in 'out of work' claimant rates both during and prior to the recession. The targets also take account of LCC and partners' responses to the economic downturn, and of a number of recent studies and reports on the likely future implications of the downturn on Leeds.

**NI 92 Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest**

Targets are set on an annual basis, in line with DCSF statutory requirements – as a result the 2010/11 target has been amended.

**NI 102b Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4**

Baseline has been amended in line with DCSF statutory requirements. 2010/11 Target has been amended to make it consistent with targets in the Improvement notice.

**NI 116 Proportion of children in poverty**

This performance indicator has been removed because at present we have no indication as to when data will be available for reporting.

## **New indicators:**

The following indicators have been added as part of the revised Child Poverty Basket and was agreed by the Child Poverty Strategic Outcomes Group on 10 February 2010.

- NI 181: Time taken to process Housing Benefit /Council Tax Benefit new claims and change events.
- NI 82: Inequality gap in the achievement of a level 2 qualification by the age of 19;
- NI 105: SEN/non-SEN gap achieving % A\*-C GCSEs including English and Maths;
- NI 106: Young people from low income backgrounds progressing to Higher Education;
- NI 108: Key Stage 4 attainment for BME groups;
- NI 176: Working age people with access to employment by public transport.
- NI 156 Number of households living in temporary accommodation
- LSP- CP1 To reduce infant mortality in the most deprived areas

### **4.0. Implications for Council Policy and Governance**

4.1. The Leeds Strategic Plan is part of the Council's Budget and Policy Framework. Full Council at its meeting on 9 April 2008 agreed that Executive Board should undertake the following functions under the Local Government and Public Involvement in Health act 2007 with regard to the local area agreement:

- The duty to prepare and submit a draft of a local area agreement (section 106)
- The revision and addition of targets (section 110)
- Designated targets (i.e. government agreed: revision proposals (section 111)
- Duty to publish information about the local area agreement (section 113)

4.2. The second function will be exercised by Executive Board in approving Appendix 1 and 2.

### **5.0 Legal and Resource Implications**

5.1 The Leeds Strategic Plan fulfils the Council's statutory requirement to prepare a Local Area Agreement for its area. In identifying the amendments to this plan the Council has consulted and negotiated with a number of partners including public sector partners designated as statutory partners in the Local Government and Public Involvement in Health Act. These partners have a duty to have regard to the targets in the Leeds Strategic Plan when setting out their own plans and budgets.

5.2 Generally, resources to deliver the targets in this plan are identified from the budgets of the Council and its partners. Resources have to be used as efficiently as possible to deliver all the targets in the Leeds Strategic Plan and innovative delivery methods such as strategic commissioning, pooled budgets and joint service delivery are being explored as part of delivering the Leeds Strategic Plan.

### **6.0 Conclusions**

6.1 Amendments to baselines and targets of the partnership agreed targets in the Leeds Strategic Plan 2008-11 have been made following the availability of baseline information and evidence and in response to the changed economic climate. These revisions require approval by Executive Board before seeking partnership sign off via the Leeds Strategy Group.

### **7.0 Recommendations**

7.1. Members of Executive Board are recommended to approve Appendices 1 and 2 as our proposed revisions and additions to the agreed targets in the Leeds Strategic Plan.

### **8.0 Background Papers**

Local Government and Public Involvement in Health Act 2007  
Leeds Strategic Plan 2008-11  
Executive Board Report, 4 April 2009 – ‘Amendments to the Leeds Strategic Plan 2008-11’

## Appendix 1: Amended Designated Targets

Improvement Priority	Indicator selected by Leeds	Baseline	Outcome of Review with Government Office	2010/11 Target
Increase the number of affordable homes.	NI 154 Net additional homes provided  Targets will be revised as part of next years Annual Review	3,327 (2006-07)	The 3 year cumulative housing targets have been reassessed due to the fundamental changes in the housing market and market downturn. The cumulative total to be achieved by 2010-11 is 8428 replacing the original projected completions of 10, 400. In 2008/9 an increase on the projected numbers was achieved of 3828; however, the drop off in starts in 2009/10 due to the impact of the recession has meant that it is anticipated that an average of 2,300 completions will be achieved in 2009/10 and 2010/11.	8428 (Cumulative total over 3 years from 2006/07)
	NI 155 Number of affordable homes delivered (gross) Targets will be revised as part of next years Annual Review	258 (2006/07)	The economic conditions have impacted on the new starts (NI154) and this has had an impact on the ability to provide affordable housing through planning (section 106). Therefore, targets have been reviewed and for 2010/11 the target for delivering affordable homes is 1750 (cumulative over the 3 years of the Leeds Strategic Plan 2008-11)	1750 (Cumulative total over 3 years from 2006/07)
Reduce worklessness across the city with a focus on deprived areas.	NI 152 working age people on out of work benefits	11.6% (Q1 2009)	The baseline for the new target will be set at the point that the new target was negotiated. The Floor Target Interactive (FTI) data (as calculated by a prescribed Government Office tool) shows that for Q1 <sup>1</sup> 2009 the Leeds 'out work rate' was 11.6%, which compared to the England average of 11.9%. As such the baseline is:  <i>The NI 152 baseline is 0.3%, which is the difference between the Leeds rate of 11.6% and the average England rate of 11.9% in Q1 of 2009.</i>	Target is to ensure that that the Leeds rate remains 0.3 percentage points below the England average rate by Q2 May 2011.

<sup>1</sup> Quarters relate to Q1 = Feb data, Q2 = May data, Q3 = Aug data, Q4 = Nov data – as set by data released by FTI

			<p>As suggested by the DWP, the Leeds NI 152 target will be based on the quarterly Floor Target Interactive (FTI) data (as calculated by a prescribed Government Office tool) for 'out of work' claimants, and will be set relative to the average rate for England. As such, the newly agreed challenging NI 152 target is to:</p> <p><i>Ensure a lead over the England average rate of at least 0.3 percentage points by Q2 May 2011</i></p> <p>In other words the target is to ensure that that the Leeds rate remains 0.3 percentage points below the England average rate by Q2 May 2011.</p>	
An increase in the number of local people that are empowered to have a greater voice and influence over local decision making and a greater role in public service delivery.	NI 4 Percentage of people who feel they can influence decisions in their locality	30.7% - (2008 Place Survey)	Baselines have been updated to show final 2008 Place Survey figures, the target is based on the minimum significant statistical improvement figure.	35.2% (Taken from 2010 Place Survey)
An increased sense of belonging and pride in local neighbourhoods that help to build cohesive communities.	NI 1 Percentage of people who believe people from different backgrounds get on well together in their local area	73.8% - (2008 Place Survey)	Baselines have been updated to show final 2008 Place Survey figures, the target is based on the minimum significant statistical improvement figure.	78.5% (Taken from 2010 Place Survey)



Reduce teenage conception and improve sexual health	<p><b>NI 112 Under 18 conception rate – disaggregated to focus on the 6 wards in the city with the highest rate of conception</b></p> <p>Please note this indicator is no longer a designated (agreed with Government) target and is therefore removed from the Performance Reward Grant.</p>	50.4 conceptions per 1,000 females aged 15-17 (1998)	08/09 Actual (Target)	09/010 Target	10/11 Target	<p>LEEDS CITY COUNCIL*</p> <p>Partners through the Children Leeds Partnership</p> <p>Leeds PCT</p> <p>Leeds Teaching Hospitals Trust</p> <p>Re'new</p> <p>Education Leeds</p> <p>VCFS bodies through Leeds Voice Health Forum</p>
			48.1 (45.0)	42.7 Conceptions per 1000 females aged 15-17	39.0 Conceptions per 1000 females aged 15-17	

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**Appendix 2: Amended Partnership Agreed Targets**

Improvement Priority	Indicator selected by Leeds	Baseline	Targets			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09 Actual (Target)	09/10 Target	10/11 Target	
Enable more people to become involved in sport and culture by providing better quality and wider ranging activities and facilities.	LSP-CU1a(i) Number of visits to libraries	4,181,923 (2006/07)	3,998,353 (4,111,297)	3,850.000 Target for 2009/10 is reduced due to closure for refurbishment of Garforth and Crompton Road libraries.	4,100,000	LEEDS CITY COUNCIL*  Museums, Libraries and Archives - Yorkshire
Facilitate the delivery of major cultural schemes of international significance.	Restore, refurbish & increase the cultural infrastructure of the city:  LSP-CU2a(i) amount spent on buildings/refurbishing new & existing buildings of International significance	0 (2007/08)  This is a new indicator which relates to specific projects - as such there is no baseline data.	Year 1 Spend  £12,698k (£10,519k)	Total 2 Year cumulative Spend  £46,557k	Total 3 Year cumulative spend  £83,896k	LEEDS CITY COUNCIL*  Arts Council  English Heritage
Facilitate the delivery of major developments in the	LSP-EE1b Result of annual satisfaction survey relating to planning performance agreements	The baseline was to be set during 2008-09, however as only three Planning Performance Agreements were signed during 2008-09 and none of these had been determined by				LEEDS CITY COUNCIL* Highways Agency West Yorkshire Metro

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**Appendix 2: Amended Partnership Agreed Targets**

Improvement Priority	Indicator selected by Leeds	Baseline	Targets			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09 Actual (Target)	09/10 Target	10/11 Target	
city centre to enhance the economy and support local employment		the 31st March 2009, no satisfaction surveys could therefore be conducted. It is also unlikely that there will be sufficient numbers during 2009-10 due to the continuing economic difficulties and the consequent lack of major development work.				
Improve learning outcomes and skill levels for 19 year olds.	NI 80: Achievement of Level 3 qualifications by the age of 19	41.0% (2006/07 Academic Year)	42.2% (43%) (2007/08 Academic year)	47.0% (2008/09 Academic year)	48.0% (2009/10 Academic year)	LEEDS CITY COUNCIL* Education Leeds Learning and Skills Council Leeds Colleges VCFS bodies contacted through Archway Connexions Forum
Improve the quality, use and accessibility of public transport services in Leeds.	LSP-TR1b(ii) Local bus passenger journeys originating in the authority area.	See Comments	The data for this indicator is provided by METRO and will be available from March 2010.			WEST YORKSHIRE METRO* Leeds City Council
Reduce teenage conception and improve sexual health	NI 112 Under 18 conception rate – disaggregated to focus on the 6 wards in the city with the highest rates of conception	50.4 conceptions per 1,000 females aged 15-17 (1998)	48.1 (45.0)	42.7 conceptions per 1000 females aged 15-17	39.0 conceptions per 1000 females aged 15-17	LEEDS CITY COUNCIL* Partners through the Children Leeds Partnership Leeds PCT

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**Appendix 2: Amended Partnership Agreed Targets**

Improvement Priority	Indicator selected by Leeds	Baseline	Targets			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09 Actual (Target)	09/10 Target	10/11 Target	
						Leeds Teaching Hospitals Trust Re'new Education Leeds VCFS bodies through Leeds Voice Health Forum LEEDS CITY COUNCIL*
Improved psychological, mental health, and learning disability services for those who need it.	NI 58 Emotional and behavioural health of looked after children	The 2009/10 result will inform the baseline and targets. This 209/10 result will be available from September 2010.				LEEDS CITY COUNCIL* NHS Leeds Partners through the Children Leeds Partnership
Increase the number of vulnerable people helped to live at home.	NI 136 People supported to live independently through social services (all adults)	3,904 (2008/09)	3,904 * 2009/10 figure to be reported in June 2010	3,900	3,900	LEEDS CITY COUNCIL* West Yorkshire Fire and Rescue Service VCFS bodies contacted through Leeds Voice Health Forum

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**Appendix 2: Amended Partnership Agreed Targets**

Improvement Priority	Indicator selected by Leeds	Baseline	Targets			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09 Actual (Target)	09/10 Target	10/11 Target	
Reduce the number of homeless people.	LKI HAS4 The number of homeless acceptances made in the year.	1,142 (2007/08)	1,099 (1,100)	1,060	720	LEEDS CITY COUNCIL*  Housing and regeneration bodies in the Leeds Housing Partnership  Re'new  VCFS bodies through Leeds Voice Health Forum  West Yorkshire Police  Leeds Colleges
Improve lives by reducing the harm caused by substance misuse	NI 39 Rate of Hospital Admissions per 100,000 for Alcohol Related Harm	1,277 (2006/07)	1,561 (1,412)	1,433	1,422	<b>LEEDS CITY COUNCIL</b>  <b>NHS Leeds</b>

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**Appendix 2: Amended Partnership Agreed Targets**

Improvement Priority	Indicator selected by Leeds	Baseline	Targets			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09 Actual (Target)	09/10 Target	10/11 Target	
Reduce worklessness across the city with a focus on deprived areas.	NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods	16.9%,  This is the difference between the overall Leeds rate of 11.6%, and the overall NI153 area rate of 28.5% in Q1 of 2009.	Narrow the gap between the Leeds out of work claimant rate and the overall rate for the combined NI 153 areas to 16.5% by Q2 May 2011.  Narrow the gap between the Leeds out of work claimant rate and the overall rate for the combined NI 153 areas to 16.5% by Q2 May 2011.			JOB CENTRE PLUS*  Leeds City Council  VCFS bodies contacted through Leeds Voice Economy and Skills Forum  Learning and Skills Council  Yorkshire Forward

**Appendix 2: Amended Partnership Agreed Targets**

Improvement Priority	Indicator selected by Leeds	Baseline	Targets			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09 Actual (Target)	09/10 Target	10/11 Target	
Reduce the number of children in poverty	<b>A basket of indicators has been developed to measure this improvement priority</b>					
	<b>Existing indicators with revised targets are listed below</b>					
	NI 92 Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest	38.2% (2006/07 Academic Year)	39.7% (33.3% (2007/08 academic year))	30.0% (2008/09 academic year)	31.4% (09/10 academic year)	Partners though Child Poverty strategic Outcomes Group
	NI 102b Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4	31.5% (2006/07 Academic Year)	N/A	28.0% points - KS4 (for 08/09 academic year)	5 percentage point reduction on 08/09 Academic year (09/010 academic year)	
	<b>New indicators and targets are detailed below.</b>					
	NI 181: Time taken to process HB/CTB new claims and change events.	14.98 days (2008/09)	14.98 days	14.00 days	13.00 days	Partners though Child Poverty strategic Outcomes Group
NI 82: Inequality gap in the achievement of a level 2 qualification by the age of 19	43% (2006/07 academic year)	46.8 (2007/08 academic year)	46% (for 2008/09 academic year)	50.5% (for 2009/10 academic year)		

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**Appendix 2: Amended Partnership Agreed Targets**

Improvement Priority	Indicator selected by Leeds	Baseline	Targets			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09 Actual (Target)	09/10 Target	10/11 Target	
Reduce the number of children in poverty	NI 105: SEN/non-SEN gap achieving % A*-C GCSEs including English and maths.	39.7 % points (2006/07 academic year)	45.0 (2007/08 academic year)	36 % points (2008/09 academic year)	43.4 % points (2009/10 academic year)	Partners though Child Poverty strategic Outcomes Group
	NI 106: young people from low income backgrounds progressing to HE.	This data-set is owned by the Department for Innovation, Universities and Skills, and there is a three-year delay in the publication of results. For example, the most recent data available currently is from the 2005/06 academic year, and data for the 2006/07 academic year will not be available until November 2009, i.e., in the 2009/10 academic year. With such a delay, target-setting is a theoretical exercise rather than a process that can lead to improvements in outcomes. The data source is linked national pupil database and Higher Education Statistics Agency (HESA) data, so Education Leeds wouldn't even be able to access more recent provisional data.				
	NI 108: KS4 attainment for BME groups.	Not Set	37.1% (2007/08 academic year)	42.2% (for 2008/09 academic year)	47.2% (for 2009/10 academic year)	
Reduce the number of children in poverty	NI 176: Working age people with access to employment by public transport.	99.9% (2004)	83.9% (2008)	99.9%	99.9%	Partners though Child Poverty strategic Outcomes Group
	NI 156 Number of households living in temporary accommodation	548 (March 2007)	281 (333)	260	110	

**Appendix 2: Amended Partnership Agreed Targets**

Improvement Priority	Indicator selected by Leeds	Baseline	Targets			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09 Actual (Target)	09/10 Target	10/11 Target	
	LSP- CP1 To reduce infant mortality in the most deprived areas	8.12 per 1000 births (2002-2006)	N/A	7.01 per births (2004-2008)	6.98 per 1000 births (2005-2009)	
Reduce the number of children in poverty	<p style="text-align: center;"><b>Indicators that continue to be in the Child Poverty basket but remained unchanged</b></p> <p>NI 102a 'Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2'            NI 118 'Take up of formal childcare by low-income working families '</p> <p style="text-align: center;"><b>Indicators that are also in the Child Poverty basket but are already included elsewhere in the Leeds Strategic Plan</b></p> <p>NI 152 working age people on out of work benefits            NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods            NI 187 Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating            LSP-TP1e Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts).            NI 117 16 - 18 year olds who are not in education training or employment (NEET)            NI 158 Percentage non-decent council homes            - VSC02 Proportion of people with depression and/or anxiety disorders who are offered psychological therapies.</p>					

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