



A meeting of the Council will be held in the Civic Hall, Leeds on Wednesday, 15th July, 2009 at 1.30 pm

Members of the Council are invited to attend and transact the following business:

1. Minutes

To confirm the minutes of the Council Meeting held on 21st May 2009.

2. Declarations of Interest

To receive any declarations of interest from Members.

3. Communications

To receive such communications as the Lord Mayor, the Leader, Members of the Executive Board or the Chief Executive consider appropriate.

4. Deputations

To receive deputations in accordance with Council Procedure Rule 10.

5. Reports

To consider reports as follows (the Monitoring Officer considers that these reports are appropriate to be received at this meeting in accordance with Council Procedure Rule 2.2(f)):-

- a) That the recommendations of the Independent Remuneration Panel, as presented by the report of the Chief Democratic Services Officer, be approved and that the Assistant Chief Executive (Corporate Governance) be authorised to make any consequential changes to the Members' Allowances Scheme.

R BRETT

- b) That the Scrutiny Board's Annual Report to Council, prepared in accordance with Article 6 of the Constitution, be approved.

R BRETT

- c) That the report of the Assistant Chief Executive (Corporate Governance) on appointments be approved.

J PROCTER

- d) That the report of the Assistant Chief Executive (Corporate Governance) on amendments to the officer delegation scheme (executive functions) in accordance with Executive Procedure Rule 1.4 be noted

J PROCTER

6. Questions

To deal with questions in accordance with Council Procedure Rule 11.

7. Recommendations of the Executive Board

- a) That the Health and Wellbeing Partnership Plan 2009 to 2012 be approved.

R BRETT

- b) That the Children and Young People's Plan 2009/14 be approved.

R BRETT

- c) That the draft of the Gambling Act 2005 Statement of Licensing Policy be approved for the purposes of consultation.

R BRETT

8. Recommendations of the Standards Committee

That the annual report of the Standards Committee be received in accordance with the recommendations of the the report of the Assistant Chief Executive (Corporate Governance).

C CAMPBELL

9. General Purposes Committee

That the recommendations of the General Purposes Committee, as contained in the report of the Assistant Chief Executive (Corporate Governance) be approved.

A CARTER

(Report to follow.)

10. Recommendations of the Corporate Governance and Audit Committee

That the annual report of the Corporate Governance and Audit Committee be received in accordance with the recommendations of the report of the Assistant Chief Executive (Corporate Governance).

J BALE

11. Minutes

To receive the minutes in accordance with Council Procedure Rule 2.2(o).

R BRETT

12. White Paper Motion - Waste Collection Services

That this Council condemns the recent service changes imposed on tax payers in this city. This Council believes the citizens of Leeds are entitled to Council services that will be delivered on time and meet the highest possible standards.

Specifically this council commits itself to a Leeds Waste Pledge which promises that:

1. All bins will be collected on the day promised.
2. There will always be a weekly ordinary waste collection.
3. Every household will have a recycling waste collection.

This Council believes if the ruling administration are fining residents £75 for leaving their wheelie bins on the street, then it is also appropriate for residents to be refunded if their bins are not collected.

J LEWIS

13. White Paper Motion - Post-16 Home to College Transport

This Council believes that taking away free transport for post 16 school and college students would have disastrous consequences for young people, as it would seriously damage this Council's ability to fulfil our commitment to the new 14-19 agenda. Furthermore it would limit choice and punish hardest those who most need our help. Therefore this Council resolves that travel to school or college will remain free in this city.

J DOWSON

14. White Paper Motion - Neighbourhood Wardens

That this Council agrees that the Neighbourhood Wardens do an excellent and essential job in the local areas which they currently cover and calls upon the Executive Member for Neighbourhoods and Housing to ensure that warden coverage remains in these areas.

A BLACKBURN

15. White Paper Motion - New Generation Transport

That this Council reiterates its view that Leeds deserves a first class transport system and welcomes the Regional Transport Board's proposed investment in 'New Generation Transport' which represents a key element of such a system, along with improved commuter rail and bus services.

Council therefore supports the NGT proposals drawn up for Leeds and welcomes, as a starting point, the consultation exercise currently being undertaken by the West Yorkshire Integrated Transport Authority. This Council believes that such proper public and political consultation should be undertaken for all major transport proposals affecting Leeds.

Any major transport project in Leeds is dependent on Government support therefore this Council calls upon Leeds' MPs to campaign vigorously to ensure NGT will get the necessary funding from this and all future Governments.

Furthermore, this Council reiterates its all party commitment to the NGT project at both city and regional level.

R DOWNES

16. White Paper Motion submitted under the Provisions of Council Procedure Rule 3.1 (d) - Bus Services in Leeds

That this Council condemns the recent decision by First Bus to cut bus services to communities throughout the city and resolves to do everything within its power to ensure that those services are reinstated.

Council welcomes the announcement by Metro that they intend to provide temporary funding to protect some of these services on a trial basis from mid-July and also the moves by Geldard Coaches, TLC Travel and Harrogate Coach Travel to protect other threatened routes.

This Council further resolves to explore all possible funding avenues to ensure that a fit for purpose 21st century bus service is provided to the residents of Leeds, with or without the support of First Bus.

A SHEL BROOKE

17. White Paper Motion submitted under the Provisions of Council Procedure Rule 3.1 (d) - Use of Notional Income from Savings in Calculating Council Tax Benefits

That this Council is concerned that despite the reduction in interest earned on savings that the Government continues to use a notional income from savings, which historically has been greater than that earned, when considering Council Tax Benefits.

This Council calls on the Chief Executive of Leeds City Council to write to the Government requesting that the notional income from savings is brought into line with prevailing interest rates to enable more people to claim Council Tax Benefits and help reduce poverty in this City.

S BENTLEY

Chief Executive

Civic Hall
Leeds
LS1 1UR

NOTE – The order in which White Paper motions will be debated will be determined by Whips prior to the meeting



Proceedings of the Annual Meeting of the Leeds City Council held at the Civic Hall, Leeds on Thursday, 21st May, 2009

PRESENT: The Lord Mayor Councillor Frank Robinson in the Chair

WARD

ADEL & WHARFEDALE

Barry John Anderson
John Leslie Carter
Clive Fox

ALWOODLEY

Ronald David Feldman
Ruth Feldman
Peter Mervyn Harrand

ARDSLEY & ROBIN HOOD

Karen Renshaw
Jack Dunn

ARMLEY

Alison Natalie Kay Lowe
James McKenna
Janet Harper

BEESTON & HOLBECK

Angela Gabriel
Adam Ogilvie
David Congreve

BRAMLEY & STANNINGLEY

Ted Hanley
Neil Taggart

BURMANTOFTS & RICHMOND HILL

Ralph Pryke
Richard Brett
David Hollingsworth

WARD

CALVERLEY & FARSLEY

Andrew Carter
Joseph William Marjoram
Frank Robinson

CHAPEL ALLERTON

Eileen Taylor
Mohammed Rafique
Jane Dowson

CITY & HUNSLET

Elizabeth Nash
Patrick Davey
Mohammed Iqbal

CROSS GATES & WHINMOOR

Suzi Armitage
Pauleen Grahame
Peter John Gruen

FARNLEY & WORTLEY

David Blackburn
Ann Blackburn
Andy Parnham

GARFORTH & SWILLINGTON

Andrea McKenna
Mark Dobson
Thomas Murray

GIPTON & HAREHILLS

Alan Leonard Taylor
Arif Hussain
Roger Harington

GUISELEY & RAWDON

Graham Latty
Stuart Andrew
John Bale

HAREWOOD

Ann Castle
Rachael Procter
Alec Shelbrooke

HEADINGLEY

Jamie Matthews
James John Monaghan
Martin Hamilton

HORSFORTH

Christopher Townsley
Andrew Barker
Brian Cleasby

HYDE PARK & WOODHOUSE

Penny Ewens
Kabear Hussain
Linda Valerie Rhodes-Clayton

KILLINGBECK & SEACROFT

Graham Hyde
Veronica Morgan
Brian Michael Selby

KIPPAX & METHLEY

John Keith Parker
James Lewis
Keith Ivor Wakefield

KIRKSTALL

Lucinda Joy Yeadon
John Anthony Illingworth
Bernard Peter Atha

MIDDLETON PARK

Geoffrey Driver
Judith Blake
Debra Ann Coupar

MOORTOWN

Mark Daniel Harris
Brenda Lancaster
Richard Harker

MORLEY NORTH

Robert Finnigan
Robert William Gettings
Thomas Leadley

MORLEY SOUTH

Judith Elliott
Terrence Grayshon
Christopher James Beverley

OTLEY & YEADON

Graham Peter Kirkland
Colin Campbell
Ryk Downes

PUDSEY

Josephine Patricia Jarosz
Richard Alwyn Lewis
Mick Coulson

ROTHWELL

Donald Michael Wilson
Steve Smith
Barry Stewart Golton

ROUNDHAY

Matthew Lobley
Valerie Kendall
Paul Wadsworth

TEMPLE NEWSAM

William Schofield Hyde
David Schofield
Michael Lyons

WEETWOOD

Ben Chastney
Susan Bentley
Judith Mara Chapman

WETHERBY

Gerald Wilkinson
Alan James Lamb
John Michael Procter

1 Announcement

The Lord Mayor announced that the Leeds entry at the Chelsea Flower Show had received a Silver Gilt Flora Award.

2 Late Item - Attendance of Councillor Atkinson at Meetings of the Authority

The Lord Mayor had admitted the report to the agenda in order that early consideration be given as a reassurance to the member concerned.

It was moved by Councillor Gruen seconded by Councillor Bentley and

RESOLVED UNANIMOUSLY - That the report of the Assistant Chief Executive (Corporate Governance) on the proposed authorisation of the absence of Councillor Atkinson from meetings of the authority for a further period of six months beyond that allowed by statute be approved.

3 Vote of Thanks to the Retiring Lord Mayor

Councillor A Carter moved a vote of thanks to the retiring Lord Mayor, Councillor Robinson. This was seconded by Councillor D Blackburn, supported by Councillors Parker, Townsley and Elliott.

4 Election of Lord Mayor

It was moved by Councillor A Carter seconded by Councillor Brett

That Councillor Judith Elliott be elected the Lord Mayor of the City of Leeds to hold office until the date of the Annual Meeting of the Council in 2010.

An amendment was moved by Councillor Gruen seconded by Councillor Taggart

Delete all and replace with

“This Council regrets that the historical conventions and agreements of Leeds City Council have been broken, and that office of Lord Mayor of Leeds has been used for political purposes. Therefore this Council resolves that Jim McKenna be rightfully elected the Lord Mayor of City of Leeds to hold office until the date of the Annual Meeting of the Council in 2010.”

The amendment was lost and upon the motion being put to the vote it was

RESOLVED - That Councillor Judith Elliott be elected the Lord Mayor of the City of Leeds to hold office until the date of the Annual Meeting of the Council in 2010.

The meeting was suspended at 6.40 pm and resumed at 6.50 pm with Councillor Elliott taking the Chair.

5 Deputy Lord Mayor

It was moved by Councillor A Carter seconded by Councillor Bentley and

RESOLVED - That Councillor A Barker be appointed Deputy Lord Mayor of the City of Leeds to hold office until the date of the Annual Meeting of the Council in 2010.

6 Minutes

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED – That the minutes of the meeting of Council held on 22nd April 2009 be approved subject to a correction to delete the name of former Councillor Russell from the attendance and replace it with that of Councillor Parnham.

7 Election of Leader

It was moved by Councillor Bentley seconded by Councillor J Procter and

RESOLVED - That Councillor Brett be elected as Leader for the period 21st May 2009 to 30th November 2009 and Councillor A Carter for the period commencing 1st December 2009 to the Annual Meeting in 2010.

8 Amendments to the Constitution

It was moved by Councillor A Carter seconded by Councillor Gruen and

RESOLVED - That the recommendations of the General Purposes Committee with regard to amendments to the Constitution as detailed in the report of the Chief Democratic Services Officer be approved.

9 Establishment of Committees and Appropriate Terms of Reference

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED – That Committees be established having Terms of Reference as detailed in Schedule 7(a) to the agenda.

10 Appointments to the Standards Committee

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED - That the report of the Monitoring Officer with regard to the appointment of a Parish and Town Council Member, an Independent Member and reserve Independent Member to the Standards Committee be approved.

11 Membership of Committees, Boards and Panels

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED - That appointments be made to the Committees referred to in 7(a) above as detailed in Schedule 7(c)(i), subject to an amendment to delete the name of Councillor Blake from the membership of the Development Plan Panel and to the addition of Councillor R Lewis and that the Assistant Chief Executive (Corporate Governance) be authorised, in consultation with appropriate Whips, to change appointments made during the period between this meeting and the next ordinary meeting of Council.

12 Membership of the Standards Committee

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED - That appointments to the Standards Committee as detailed in Schedule 7(c)(ii) to the agenda be approved.

13 Appointment of Chairs

It was moved by Councillor Bentley seconded by Councillor J Procter and

RESOLVED – That Chairs be appointed to Committees in accordance with schedule 7(d) to the agenda.

14 Appointments to Outside Organisations

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED – That appointments to outside organisations as detailed in schedule 7(e) to the agenda be approved.

15 Scheme of Delegation

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED – That the Officer Delegation Scheme (Council (Non-Executive) Functions) as detailed in Schedule 8 to the agenda be approved.

16 Calendar of Meetings

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED – That the Calendar of Meetings as contained in Schedule 9 to the agenda be approved.

17 Executive Functions

It was moved by Councillor Bentley seconded by Councillor Gruen and

RESOLVED - That the list presented by the Leader setting out the arrangements for the discharge of Executive Functions as detailed in Schedule 10 to the agenda be noted.

Council rose at 7.10 pm

Council rose at Time Not Specified

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Originator: N de la Taste

Tel: 24 74560

Report of the Chief Democratic Services Officer

Report to Council

Date: 15th July 2009

Subject: Members Allowances

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 INTRODUCTION

1.1 This report advises Council of the receipt of a report from the Independent Remuneration Panel and asks Council to make a number of changes to the Members' Allowances Scheme.

2.0 BACKGROUND

2.1 Council is required to determine a Members' Allowances Scheme, having regard to recommendations from an Independent Remuneration Panel.

2.2 In determining or varying its Members' Allowances Scheme, Council may modify, accept or reject any such recommendations from the Independent Remuneration Panel as it considers appropriate.

2.3 Council is advised that the Independent Remuneration Panel published a report in June 2009, a copy of which is attached as an appendix to this report.

3.0 FINANCIAL IMPLICATIONS

3.1 The cost of increasing the allowance payable to Parish members of the Standards Committee, together with increasing the level allowance payable to them, will be £2431pa

4.0 RECOMMENDATIONS

- 4.1 Council is asked to approve the recommendations of the Independent Remuneration Panel as detailed in the attached report, with effect from the beginning of the current municipal year
- 4.2 Council is asked to authorise the Assistant Chief Executive (Corporate Governance) to make any consequential changes to the Members' Allowances Scheme.

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LEEDS CITY COUNCIL

Report of Panel on Members' Allowances

June 2009

Introduction.

1. The Independent Panel on Members' Allowances was appointed by the Council to make recommendations on Members' Allowances in accordance with the relevant Regulations and the Government's statutory guidance. Gordon Tollefson has relinquished membership of the Panel following his appointment to the Council's Standards Committee. The Panel now consists of Sir Rodney Brooke CBE DL, Carolyn Lord and Matthew Knight.
2. The Panel issued its first report in May 1999. It updated its recommendations in October 2002 following new Government guidance. The Council adopted those recommendations with modifications. In subsequent reports the Panel has made further recommendations which again have been accepted, in some cases with modifications. A number of issues have now been referred to the Panel. They are set out below.

Standards Committee

3. Since May 2008 the Standards Committee in Leeds has had (inter alia) the responsibility for the initial assessment of any complaint made about the conduct of Leeds City Councillors or Parish and Town Councillors in the Leeds area. The Standards Committee (England) Regulations 2008 require each standards committee to establish at least two sub-committees to carry out these functions. Both these committees (an Assessment Sub-Committee and a Review Sub-Committee) have a total membership of four, comprising
 - one independent member (who must chair)
 - two City Councillors
 - One Parish member (required when the relevant Sub-Committee is considering a complaint about a Parish or Town Councillor),

The quorum of the sub-committees is three.

4. In July 2008 the Independent Remuneration Panel made recommendations on the remuneration of the independent and Parish members of the Standards Committee, viz £7,098 for the Chair; £2,366 for the independent members; and £570 for the Parish members [figures adjusted after the annual updating]. The Panel also recommended that these allowances be reviewed after twelve months in order that a better assessment could be made of workloads in the light of experience. Since that report the Council (having regard to workload) has increased the number of independent members from two to four and the number of Parish members from two to three. At that time the Council's General Purposes Committee asked the Panel to review the level of remuneration payable to the Parish members of the Committee.

5. In 2008-09, 19 complaints were received and considered during nine separate Assessment Sub-Committee meetings. The Review Sub-Committee also considered five review requests in four separate meetings. During 2009-10 there will be a sub-committee scheduled every month in the Council's diary.
6. Although Parish members need be present only when an allegation about a Parish or Town Councillor is to be considered, the workload has necessitated the participation of Parish members in other cases. In eleven of the cases considered, a Parish member has been involved. As well as attendance at the meetings, sub-committee members must also comment on and approve decision notices as well as minutes of the meeting. They participate in the general work of the Standards Committee.
7. While the Panel believes that the allowances recommended for the independent members of the Standards Committee continue to be appropriate, it is clear that the workload of the Parish members exceeds that contemplated when allowances were recommended. Bearing in mind that (unlike the independent members) Parish members do not chair meetings, **the Panel believes that an appropriate co-optees' allowance for Parish members of the Standards Committee is £1,183**, ie half that paid to the independent members.

Travel Arrangements

8. The Members' Allowances Scheme provides that the Councillors' basic allowance includes the cost of travelling and subsistence when undertaking Council business within the Leeds metropolitan area'. This sensible arrangements has many advantages.
9. On occasions it is necessary to co-ordinate travel arrangements for members and officers by arranging travel by mini-bus or taxi. In order to clarify matters, **we recommend that the Members' Allowances Scheme includes the following provision:**

Where, for convenience, travel arrangements are made for joint visits by members by taxi or mini-bus, members who do not avail themselves of the travel arrangements should not be entitled to reimbursement of the cost of travel in the Leeds Metropolitan area.

Annual Updating of Allowances

10. The Members' Allowances Scheme makes provision for the annual updating of basic, special responsibility, co-optees' and dependants' (children) carers' allowances in line with the headline pay increase negotiated through the National Joint Committee for Local Government Employees; for the annual updating of dependants' (other than children) carers' allowances in line with the rate paid by the Department of Adult Services; and for the annual updating of travel and subsistence allowances in accordance with the rates claimable by officers.

11. In accordance with Regulation 10(5) of the Local Authority (Members' Allowances) (England) Regulations 2003, **we recommend that updating in accordance with the Members' Allowances Scheme continue for a period of four years from the date of this report.**

Summary of Recommendations

- (a) **the co-optees' allowance for Parish members of the Standards Committee should be £1,183;**
- (b) **the Members' Allowances Scheme should include the following provision:**

Where, for convenience, travel arrangements are made for joint visits by members by taxi or mini-bus, members who do not avail themselves of the travel arrangements should not be entitled to reimbursement of the cost of travel in the Leeds Metropolitan area.

- (c) **updating in accordance with the Members' Allowances Scheme continue for a period of four years from the date of this report.**

**Rodney Brooke
Matthew Knight
Carolyn Lord**

18 May 2009

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Scrutiny at Leeds City Council

Annual Report 2008/09



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Foreword from the Scrutiny Advisory Group



*Scrutiny Advisory Group – Left to Right
Top: Cllr Ralph Pryke, Cllr Barry Anderson, Cllr Mark Dobson
Bottom: Cllr Judith Chapman, Cllr Bill Hyde (chair), Cllr Sue Bentley
Cllr Pauleen Grahame (not pictured)*

Welcome to the annual report of the Council's Scrutiny Boards. As Chair of the Scrutiny Advisory Group (on which all Scrutiny Board Chairs sit) I am pleased to report details the work undertaken by the Council's seven Scrutiny Boards in 2008/09.

This has been an interesting year for scrutiny, one which has seen the introduction of a new Scrutiny Board - City & Regional Partnerships - reflecting the changing nature of the delivery of public services and the introduction by the Government of increased scrutiny powers and the widening of its role to include the scrutiny of partners.

We ourselves have also been subject to scrutiny with the publication of an external audit report, carried out by KPMG, on the strengths and weaknesses of the overview and scrutiny function in Leeds.

Whilst the report paints an overall positive picture of how scrutiny operates in Leeds, there are areas for improvement and it will be the job of officers and the Scrutiny Advisory Group to ensure that those improvements are made in order that scrutiny and its role in the governance of the city goes from strength to strength.

Cllr Bill Hyde – Scrutiny Advisory Group Chair

Work of the Boards

In 2008/09 there were 7 Scrutiny Boards:

- Scrutiny Board (Adult Social Care)
- Scrutiny Board (Central and Corporate Functions)
- Scrutiny Board (Children’s Services)
- Scrutiny Board (City and Regional Partnerships)
- Scrutiny Board (City Development)
- Scrutiny Board (Environment and Neighbourhoods)
- Scrutiny Board (Health)

Each individual Board has reported its work in more detail in this report.

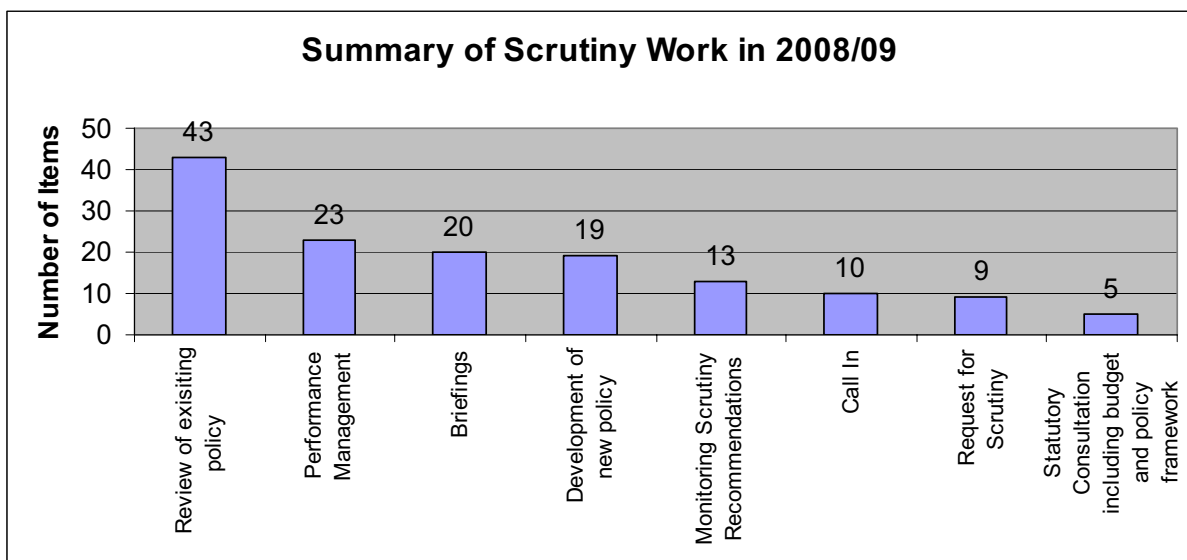
Call In

There have been nine Call Ins this year, the highest number in one year since the introduction of Overview and Scrutiny. These are detailed under the relevant Scrutiny Board.

Summary of Scrutiny Work in 2008/09

Each Scrutiny Board identifies the type of work it does. This allows scrutiny members to see at a glance the balance of the items on their work programme and support them in deciding what types of work they would like to focus on.

The bar chart below represents the types of work that the Scrutiny Boards have done this year.



Scrutiny Board (Adult Social Care)



*Councillor Judith Chapman
Chair of Scrutiny Board
(Adult Social Care)*

Membership of the Board:

Councillor Judith Chapman (Chair)
Councillor Stuart Andrew
Councillor Suzi Armitage
Councillor Debra Coupar
Councillor Penny Ewens
Councillor Ruth Feldman
Councillor Clive Fox
Councillor Ted Hanley
Councillor Arif Hussain
Councillor Graham Kirkland – until 10th September 2008
Councillor Thomas Murray
Councillor Alan Taylor – from 10th September 2008
Councillor Eileen Taylor

Co-opted Members of the Board:

Joy Fisher – Alliance of Service Users and Carers

The Chair's summary

I am pleased to present the annual report of Scrutiny Board (Adult Social Care) for 2008/9.

This year, in addition to our large scale Adaptations inquiry, we have looked at several other areas such as Commissioning in Adult Social Care; Homecare provision in the city; the consultation and engagement employed during the most recent Income Review; and Dignity in Care.

We have paid particular attention to performance management following the 2008 CSCI inspection and report. A working group was established to monitor the improvement of Adult Social Care services against the targets set out in their Independence Wellbeing and Choice Action Plan. In addition we have looked at two specific work areas with the aim of improving adult safeguarding arrangements within the city. These are Strengthening Strategic Partnerships and the Implementation of Quality Assurance Processes and Procedures.

An ongoing area of major change this year and for the foreseeable future is the transition towards personalised budgets, which will enable those who prefer to control their own funds the choice and flexibility to manage how they are supported and by whom. A further working group has been established to monitor and examine this ongoing process.

Finally, I would like to say thank you to all the members of the Board for completing our busy work programme with such enthusiasm and commitment.

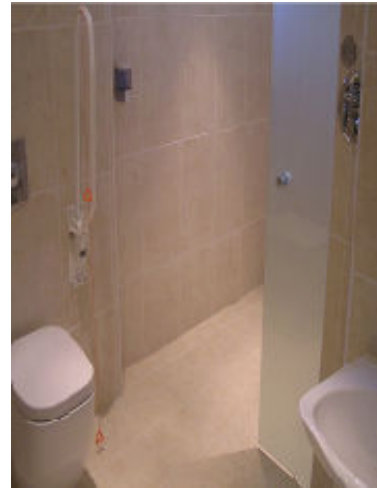
Cllr Judith Chapman, Chair of Scrutiny Board (Adult Social Care)

Inquiry into Adaptations

We identified Adaptations as a potential area for a more detailed scrutiny inquiry in June 2008. We were advised that a previous scrutiny inquiry on adaptations had been undertaken a number of years ago and a report was published in October 2002. We acknowledge that progress had been made since the previous inquiry in 2002: However we were keen to identify if the Council was providing good customer service when assessing and delivering adaptations.

We also wanted to explore whether value for money was being achieved, and determine if the wellbeing of the individual was a general consideration when providing adaptations and that equality across all housing tenures was being achieved.

We considered the best approach to this inquiry was to establish a working group who would have the capacity to undertake the inquiry in greater detail.



The purpose of the inquiry was to make an assessment of the overall adaptations process for disabled adults in both public and private sector dwellings (cross-tenure) and, where appropriate, make recommendations on the following areas:

- The overall time to complete the adaptations process from the initial point of contact with the Council to practical completion of the adaptation, with particular reference to high risk cases and families with complex needs.
- Specific and identifiable stages within the overall adaptations process.
- The determination of risk within the adaptations process and how low level needs are addressed.
- Delivery of consistently high levels of customer service throughout the process, including the availability of customer advice/guidance and the collection/use of customer feedback.
- Current safeguards in place to ensure the Council receives 'value for money' in the delivery of adaptations, including the re-use of aids and equipment.

The presentation of evidence has now concluded and it is intended that the Board will present its recommendations at the beginning of the next municipal year. It is recommended that the forthcoming Adult Social Care Scrutiny Board continue to monitor the implementation of these recommendations throughout 2009/10 and beyond.

Dignity in Care

In June 2008, we identified 'Dignity in Care' as the subject of a potential scrutiny inquiry and an area that we wanted to examine in more detail. We requested a report that outlined Leeds' approach to help ensure the preservation of individuals' dignity across various care settings. In addition we were keen to learn about how the Council had used the £1,040,000 capital grant money awarded by the government during 2007/08 to support the work in Leeds.

We were advised that overall, the process for deciding how the grant was to be allocated was not prescribed by the Government – although some allocation criteria was laid down. This included:

- Improvements should directly benefit residents – improvements of areas that are exclusively used by staff would therefore be inappropriate.
- Improvements should not be of such magnitude as to prompt a demand for increased fees.
- Care home providers should be given a degree of discretion and flexibility in making the intended improvements. However, they should maintain a clear audit trail of their decision-making processes, which can be made available if requested.
- The grants are not intended to enable large-scale or expensive redevelopments which benefit only a small number of care homes.
- The grant should not unreasonably favour homes owned by the local authority itself.

As part of the grant allocation process, we heard that dignity and quality of care were adopted as the basis for all the decisions about the distribution of the grant. All care homes were informed that grant funding should support improvements that would make the greatest difference to the quality of life of residents.

We were very pleased to hear that in total 71 improvement schemes had been completed, with grants of up to £41,000 being awarded. We were advised that, for a variety of reasons, the bids from 23 organisations were unsuccessful. Works included the improvement to buildings and refurbishment of accommodation, landscaping of external areas and the provision of equipment.



We consider that the approach and commitment employed to improving the dignity and respect experienced by citizens has resulted in proven successful outcomes. We consider the organisation and practices employed for the Dignity in Care Campaign to be an example of good practice for other major projects and initiatives. We do recommend however that the forthcoming Adult Social Care Scrutiny Board commissions a report in the next municipal year to identify where grant allocation has not yet been provided to the various successful organisations.

Personalisation

8 October 2008 saw the Executive Board receive an update on the work undertaken in Leeds to prepare for the personalisation agenda, since the publication of the concordat 'Putting People First' in December 2007. The Executive Board subsequently requested that the Adult Social Care Scrutiny Board monitor the progress of the personalisation agenda. For the purpose of this inquiry we decided to establish a working group to ensure sufficient attention was paid to what is anticipated to be a major development in policy and working practice over the next three years.



Since December 2008 we have received regular monthly presentations on the 'Independence, Wellbeing and Choice' Action Plan which incorporates the personalisation objectives and targets to be achieved by the Adult Social Services Department.

The Personalisation Working Group has been advised of the vision to transform the whole of Adult Social Care into a system of self-directed support. This will enable eligible people needing social care and associated services to design, choose and control that support. It is our intention to monitor these objectives and ensure that individuals are given choice and control over the delivery of their care package.

We have been informed of the Early Implementer project and its purpose to pilot the use of the Self Directed Support (SDS) model by transferring those service users who wish to take part. This will test new processes and procedures developed by the project team, including the new system in operation for allocating financial resources.

Due to the scale and importance of the policy and operational development in the area of personalisation we recommend that this inquiry continues during the next municipal year and that a personalisation Working Group is re-established to scrutinise the remaining criteria defined in the terms of reference, these being:

- The Common Assessment Framework, Single Assessment Questionnaire, and associated areas,
- The process of assessment and review
- Partnership working - so people 'only need to tell their story once'.
- Provision of urgent social care support, particularly outside normal working hours.
- Advocacy services

Income Review for Care Services

On 23 July 2008 we were advised about the detailed consultation plan for the Income Review. The consultation process ended on 31 October and the broad outcome of that process was presented to us at our meeting on 24 November 2008.

We were advised that a charging regime had been in place since the establishment of the Social Services department in the 1970s. We also heard about the current serious funding pressures in Adult Social Services – both nationally and locally. The national average for generating income through charges for non-residential community care services was around 13%, currently Leeds generates around 6%.

We sought assurance that the consultation had adequately included the wider population of Leeds and not solely current service users. We were advised that in addition to direct user consultation a Citizens Panel had formed part of the consultation process. 11,250 consultation survey forms were distributed, 10 media adverts and press releases were issued and 20 consultation events and briefings were held.



We were also keen to determine at our April meeting the integrity of the consultation process and identify if any lessons had been learnt. We were advised that there was a level of confusion with the form used. Some of the individuals who received it commented that it was complicated and not simple enough. Others thought the form did not apply to them so did not complete it. We are reassured by the plan to use panels as reading groups, to look at future consultation and policy document examples intended to go into the service user and public domain. They will provide guidance on the style and content used to suit the needs of the recipient. We were also advised that face to face consultation would have resulted in a greater level of feedback. This should be a consideration when undertaking future consultation with sufficient time allocated to carry out this consultation method. We were pleased to note that the voluntary, community and faith sectors have stipulated their willingness to assist in the future.

In order to assess the actual impact of the income review on service users and assess the response generated by increased charges we recommend that a report is brought before the Adult Social Care Scrutiny Board in the next municipal year providing a full evaluation.

Safeguarding, and Independence, Wellbeing and Choice



**Leeds Safeguarding
Adults Partnership**

On 3 December 2008 the Executive Board received the 'Independence, Wellbeing and Choice' inspection report from the Commission for Social Care Inspection (CSCI).

As a result the Executive Board asked that the matter be referred to the Adult Social Care Scrutiny Board for us to monitor performance against the agreed targets, aimed at improving the quality and consistency of services currently provided.

In order to be rigorous in our inquiries we agreed that it was necessary for our colleagues on the Health Scrutiny Board to be integrated and involved in the overview of performance against the action plan. We also agreed that more rigorous investigation was required in the area of safeguarding.

We decided that the Proposals Working Group would meet on a monthly basis to monitor overall progress of Adult Social Services performance against the objectives set out in the action plan and report its views directly to the Scrutiny Board. In addition we have undertaken two safeguarding inquiries looking specifically at strengthening strategic partnerships and the implementation of quality assurance processes and procedures.

We have heard that progress has been made in the formulation of the Leeds Safeguarding Adult Partnership Board and its sub groups. Partnership organisations have nominated representatives for the Safeguarding Board. The first meeting of the revised Safeguarding Board took place on 18 February 2009.

We have been assured that ten additional senior practitioners are being recruited to reinforce front line service delivery and ensure quality checks are in place. To support this we have been advised of the significant amount of safeguarding training to be delivered to staff and the voluntary sector.

Dr Margaret Flynn, Principal Research Fellow at Sheffield Hallam University and Chair of Lancashire County Council's Safeguarding Board kindly agreed to answer our questions regarding the safeguarding case file audit conducted by her team in November 2008. She highlighted the concerns raised in her report and encouragingly explained to us that the potential for improvement within Adult Social Care is promising.

We recognise the endeavours that have been made to significantly improve the service provided by Adult Social Services since the CSCI inspection and recommend that performance monitoring continues throughout the next municipal year until the time of the next inspection. We also recommend that the requirement for further monitoring be evaluated following the next inspection.

The Board's full work programme 2008-9

Review of existing policy

- Inquiry into adaptations

Development of new policy

- Income generation for Community Care services
- Personalised support for adults
- Health and Wellbeing Plan
- Sustainable Communities Act

Performance management and monitoring

- Commissioning in Adult Social Care
- Performance management - quarterly reports
- Homecare provision
- Adult Social Services- annual review report (2007/08)
- Independence, Well-being and Choice inspection report
- Safeguarding – Strengthening strategic partnerships
- Safeguarding - Implementation of quality assurance processes and procedures
- Income review - consultation and engagement review

Briefings

- Dignity in Care
- Income generation for Community Care services
- Update on Leeds Local Involvement Network (LINK)
- Joint Strategic Needs Assessment (JSNA)
- The Mental Capacity Act

Scrutiny Board (Central and Corporate Functions)



*Cllr Mark Dobson
Chair of Scrutiny Board
(Central and Corporate Functions)*

Membership of the Board:

Cllr Mark Dobson (Chair)
Cllr Bernard Atha
Cllr John Bale
Cllr Sue Bentley
Cllr Ben Chastney
Cllr Patrick Davey
Cllr Jane Dowson
Cllr Penny Ewens
Cllr Martin Hamilton
Cllr Valerie Kendall
Cllr Alison Lowe
Cllr Brian Selby
Cllr Paul Wadsworth

The Chair's summary

When I took the Chair of this Scrutiny Board it was with the intention of adding real value to the work of the council, to offer the executive recommendations that would improve the services we provide and perhaps prove along the way the worth of scrutiny. I hope we have gone some way to achieving this.

I am very grateful for the personal support my fellow Board members have given me over the past year. On my part I would like to thank members for the manner in which our meetings have been conducted. All members of the Board have worked hard; attendance has been high and a number of working groups have supplemented the work of the main Board.

Our decision at the beginning of the year to focus on one item per meeting has paid massive dividends. Whilst never meant to be an easy ride, our witnesses have commented on how coming to Scrutiny has been a positive experience and have expressed gratitude for being given the time and space in the meeting to have challenging discussions with Members on important issues.

I am pleased with the inquiries we have tackled this year, especially attendance management, procurement, cover pricing and equality and diversity. I am satisfied

that the recommendations will make a difference and was very pleased that the Executive Board agreed with our recommendations.

I am also particularly pleased with our choice of witnesses. The Board made a conscious decision this year to seek the views of people outside of the Civic Hall. We were delighted therefore to meet with Professor Dame Carol Black - National Director for Health and Work, Chairman of the Academy of Medical Royal Colleges and Chairman of the Nuffield Trust. We were also pleased to receive the views and opinions of Trade Union colleagues, Health Service professionals, the private sector and national policy advisors. The Board would like to extend its thanks to all our contributors.

There have been issues that the Board has not been able to address this year. We have agreed terms of reference for an inquiry into the use of external consultants; we have also flagged up the need to explore the relationship between the call centre and directorates. These will be recommended to our successor Board.

Our successor Board will also be asked to further embed the principle of scrutinising the budget in conjunction with the Council's performance framework, an activity started this year.

Cllr Mark Dobson
Chair of Scrutiny Board (Central and Corporate Functions)

Inquiry on Attendance Management

The business case for sound attendance management procedures and processes is clear. It is estimated that sickness absence cost the authority approximately £26 million in 2007/08. This to our mind is not acceptable.

The economic argument was not our only concern. There is also a human cost to these figures. The good health of our employees will provide better life chances for their families and go a long way towards our aim of 'narrowing the gap.'

The aim of this inquiry was to seek solutions to the challenges of sickness absence management within the authority. All our recommendations were agreed by Executive Board.



Dame Carol Black, who participated in the inquiry

“Employers have significant scope to facilitate an employee’s early return from sickness absence. Early, regular and sensitive contact with employees during sickness absence can be a key factor in enabling an early return. Yet as many as 40% of organisations have no sickness absence management policy at all.”

Dame Carol Black’s review of the health of Britain’s working age population

Our main recommendations

That the Council’s most senior officers instil a culture where team leaders are expected, and are equipped with the skills, to take responsibility for the attendance management of their staff.

That all staff recognise their responsibility to foster a culture where good attendance is expected and where unjustified absence will not be tolerated.

That the Council pilots a ‘shift swap’ scheme within Environment and Neighbourhoods.

That the Council in the first instance develops formal links with Leeds Teaching Hospitals NHS Trust to share best practice in the area of attendance management and that consideration is given to Leeds City Council leading on the development of a wider ‘best practice’ network.

That the Council actively pursues becoming a *Fit for Work* pilot area.

That the introduction of fit notes is endorsed and implemented as soon as is possible.

Our other recommendations were:

That the Council explores practical ways in which jobs may be adjusted in order to respond to fit notes and therefore encourage return to work.

That the Council continues with its proactive approach to health and well-being under the Happy, Healthy and Here programme. In particular, it would encourage careful evaluation of pilots such as Vielife and rehabilitation and return to work, to see if there is merit in rolling them out across the Council.

It is also important that the Council is aware of its role and influence as an exemplar employer across the city and we would encourage the Council to work with the Healthy Leeds Partnership to coordinate existing and develop new health and well-being initiatives across the city. The new Workplace Health Improvement Specialist should be supported in their role in making this happen.

Inquiry on Procurement, Outsourcing and Commissioning

Procurement is an activity that is shared across all directorates. It ranges from small-scale, routine purchases to large and/or high-risk projects. Our starting point was to better understand the business case for the proposed development of a One Council Commissioning Framework and particularly to understand how this framework would address the elected Members' perennial concerns over contract management. All our recommendations were agreed by Executive Board.

Our main recommendations

That further work is undertaken to ascertain whether the One Council Commissioning Framework can be embedded within existing arrangements. This could involve a formalised role for scrutiny.

That the Chief Procurement Officer is given responsibility for the successful development of the Category Management approach.

That Category Management plans for key spend areas are developed. These plans should cover up to a 3 year period and detail what the Council plans to commission in those areas, what resource will be required to commission and manage the arrangements and how efficiencies will be made in those spend areas.

That a Category Manager is identified for each category who will be responsible for that category and will engage with the relevant part of the council who spend in that category area.

Our other recommendations were

That a 'certificate of competency' is developed and introduced for officers involved in procurement.

That contract management is incorporated in the pre-contract phase of a project. This to include the development of a contract management plan, identifying resources to be assigned to contract management and any training requirements.

That a regional approach is taken to addressing capacity and capability problems around contract management, using Yorkshire and Humber's Regional Improvement and Efficiency Plan (RIEP) funding to facilitate improvements.

That further discussion and agreement takes place on the most appropriate way forward to influence contractors' employment practices, which promotes our legal equality duties and helps achieve our Equality and Diversity Scheme.

Inquiry on Member Development

The Council was awarded the Improvement and Development Agency's 'Charter for Member Development' in 2007. Their report made a number of suggestions, including the recommendation to undertake a scrutiny review of Member Development.

We agreed to focus our inquiry on making an assessment of and, where appropriate, making recommendations on the following areas:

- Extent to which Member Development is Member-led
- Provision of resources and budget to support the function.
- Effectiveness of the Member Development Strategy and existing training provision for Members
- Our ability to gain CharterPlus

Our main recommendations

That the Member Development Officer discusses with Directors how the presentation skills of those officers providing training may be improved.

That the Member Development Officer work with the whips and group offices in a more proactive way in preparing the necessary Personal Development Plan (PDP) documents based on existing knowledge in order to increase the number of completed PDPs.

That the Member Development Officer as a matter of routine shares feedback with course presenters and publishes course information on the intranet.

That for role specific training, officer/member groups are established to evaluate the effectiveness of training modules.

That the Council makes a commitment to achieve Charterplus in February 2010. We would support this with the caveat that the final decision is made after the external pre-assessment in autumn 2009.

Inquiry on Cover Pricing

Our decision to undertake this piece of work was based on the concern that the Office of Fair Trading (OFT) investigations into cover pricing practices indicated that the authority was susceptible when inviting tenders for projects. We were particularly interested in whether there was any evidence that cover pricing was resulting in inflated tenders being submitted and therefore causing a direct cost to public money. We have noted that there appears to be little evidence that this is occurring.

We are pleased to say from the outset that the Chief Procurement Officer and the Senior Audit Manager have been clear, efficient and proactive in responding to the concerns raised. Following discussions we were satisfied that as an authority we are equipped with the knowledge and systems to combat any unethical practices within the tendering process. Efforts made by the authority are good and reflect largely what we suggest should be put in place.

Inquiry on Embedding Equality, Diversity and Cohesion and Integration

On 16th April 2008 Executive Board approved the Equality and Diversity Strategy and resolved the following;

“That the Equality and Diversity Scheme be referred to Overview and Scrutiny Committee for consideration, with Overview and Scrutiny Committee being requested to monitor progress of the scheme against the action plan”.

Our main recommendations

That the Scrutiny Advisory Group consider the incorporation of equality, diversity and cohesion and integration issues within the scrutiny process and request the drafting of an appropriate Scrutiny Guidance Note for inclusion within the Council’s Constitution.

That the Head of Equalities develops a realistic and deliverable approach to incorporating impact assessments into the council’s decision making process and report back to this Scrutiny Board in April 2009.

Leeds City Council has signed up with the Fair Play Partnership who will work with elected Members to develop their knowledge, understanding and future role in driving forward the equality and diversity agenda.

Our inquiry also recommended the following:

That members of Scrutiny Board (Central and Corporate Functions) commit to undertaking the equality and diversity assessment and training provided by the Fair Play Partnership.

This was agreed and a subsequent meeting between the Fair Play Partnership and members of the Board agreed to recommend to the responsible Executive Board Member that an action plan is drawn up.

Call Ins

Call In - Capital programme update 2008

The Executive Board's decision to agree adjustments to the capital programme was called in.

The decision was released for implementation.

Call In – Marketing Leeds grant

The officer delegated decision to grant funding to Marketing Leeds was called in. The Board agreed to release the decision for implementation but to recommend amendments to the agreement. This was agreed by the Chief Executive. It was further recommended that Scrutiny Board (City and Regional Partnerships) undertake a broader inquiry into the work and positive achievements of Marketing Leeds. This was also agreed.

Call In – Budget action plan - staffing

The officer delegated decision to introduce revised working arrangements was referred back for reconsideration.

There were two associated issues with this decision. Firstly the issue of whether the decision had been implemented prior to the call in period expiring and secondly the fact that we were advised after the event that the decision should not have been available for call in.

The first issue is of great concern to Members and representation has been made to the Chief Executive.

Call In – Procurement of a corporate Interactive Voice Recognition package

The officer delegated decision to introduce this package was referred back for reconsideration.

This matter will now be discussed by the Executive Board.

Scrutiny Board Working Groups

The Board established four working groups this year.

ALMOs – capital finance

The Board's interest in this was initially sparked off in July when members discussed the Council's financial performance for the year ending 31st March 2008. Of particular interest to the Board was the reported position of the ALMOs.

Board members were interested in understanding further the reasons for this financial position and to gain a better understanding of the legal relationship between the Council and the ALMOs which might in turn influence the management of capital reserves.

It was members' view that given the commencement of an options appraisal to determine the long term vision for Council housing in Leeds and an assessment of the financial and organisational options to deliver the vision, no further work on this matter would be undertaken by Scrutiny Board (Central & Corporate Functions). A referral was however made to Scrutiny Board (Environment and Neighbourhoods) with a recommendation that it takes a proactive role in following the development of any future options for housing in Leeds.

Inquiry on ALMO inspections – meeting the Equality Standard and preparing for inspection

The driver for this working group was concern from members of the Board that the ALMOs may fall down in their forthcoming inspections on the grounds of Equality and Diversity.

We were pleased to conclude that any fears we may have initially had about the ALMOs readiness to meet the key lines of inquiry in this area were greatly reduced.

Human resources

A working group was established to undertake preliminary research into workforce planning issues, particularly the Council's role in offering job offer guarantee schemes and apprenticeships for young people. No further scrutiny has been undertaken.

Electoral Services – Form As

A working group was established in order to brief members on the processes adopted to manage Form As (voter registration cards).

The Board's full work programme 2008/09

Review of existing policy

- Inquiry on attendance management
- Inquiry on cover pricing
- Inquiry on Member Development
- Inquiry on ALMO inspections – meeting the Equality Standard and preparing for inspection – Working Group

Development of new policy

- Inquiry on procurement, outsourcing and commissioning
- Inquiry on Embedding Equality, Diversity and Cohesion and Integration
- Fair Play Partnership Diversity Champion project
- Sustainable Communities Act

Performance management

- Council Business Plan performance reports
- Financial health and budget setting reports

Briefings

- Income collection
- ALMO – capital finance – Working Group
- Human Resources – Working Group – use of agency staff
- Electoral Services – Form A – Working Group

Call In

- Capital programme update.
- Marketing Leeds grant
- Budget action plan – staffing
- Procurement of a corporate Interactive Voice Recognition package

Scrutiny Board (Children's Services)



*Cllr Bill Hyde
Chair of Scrutiny Board
(Children's Services)*

Membership of the Board

Councillor Bill Hyde (Chair)	Mr Tony Britten
Councillor Brian Cleasby	Mr Ian Falkingham
Councillor Geoff Driver	Ms Celia Foote
Councillor Judith Elliott	Prof Peter Gosden
Councillor Ronnie Feldman	Mr Robert Greaves (part)
Councillor Brenda Lancaster	Mr Tim Hales (part)
Councillor Jim McKenna	Mrs Sandra Hutchinson
Councillor Vonnie Morgan	Ms Claire Johnson (part)
Councillor Karen Renshaw	Ms Taira Kayani
Councillor Eileen Taylor	Mrs Sue Knights
Councillor Chris Townsley	Ms Jeannette Morris-Boam
	Mr Ben Wanyonyi (part)

The Chair's summary

I am, as always, proud and pleased to be able to introduce the annual report of the Children's Services Scrutiny Board. As usual my colleagues on the Board have worked hard to ensure that our input makes a difference to the children and young people of our city, working alongside the ever-widening range of partners engaged in providing services in this arena.

This year has, once again, seen our work programme closely mirror the priority areas in the Children and Young People's Plan, and key performance indicators from the Local Area Agreement. We have carried out a major inquiry into education standards for young children entering the education system, focusing on transition between early years provision and the first years of formal schooling. We have also contributed to the ongoing development of 14-19 education provision in the city.

We have continued a strong focus on performance monitoring, and holding the Executive Members and senior officers to account for delivery of the key priorities. This year in particular we have become much more assertive in our tracking of action in response to scrutiny recommendations, to ensure that promised improvements in services are delivered.

As a Board, we continue to face (and from time to time to debate) the challenge for one Scrutiny Board in maintaining an overview across such a broad spectrum, as well as being effective in the detailed work that we choose to undertake. For us the answer continues to be a determined prioritisation of subjects for inquiry, and an ongoing reliance on the unfailing willingness of many Board members to take on additional work through working groups, which adds a vital dimension to our capacity.

Once again, we are delighted that young people in Leeds have been involved in scrutiny, through the Young People's Scrutiny Forum, which has produced an excellent report on 'Protecting our Environment'. We are proud to support their recommendations and look forward to working with the young people to track progress in the future.

We are also delighted that the young people's scrutiny work has received national recognition, being highly commended in the community engagement category of the inaugural *Good Scrutiny Awards* presented by the Centre for Public Scrutiny in June 2008.

As always, we have also tried to make room in our work programme for issues that arise during the year. The most significant of these is of course the safeguarding of our children and young people, echoing events on the national stage. We have added two inquiries about safeguarding into our work programme, and these will continue into the new year. The Board will continue to play its part in ensuring that the children of our city are safe.

The next few pages highlight some of the main features of our work over the past year, and I would like to thank all those who have contributed as witnesses to the success of our programme.

Cllr Bill Hyde
Chair of Scrutiny Board (Children's Services)

Co-opted Members

This year the Board has said goodbye to two of its co-opted members: Robert Greaves, our secondary parent governor representative; and Tim Hales, one of our teacher representatives. We particularly pay tribute to Tim's contribution to scrutiny, as he has been with the Board since its very first year, and has been a strong player in many of our working groups and visits over the years. In their places, we are pleased to welcome Ben Wanyonyi and Claire Johnson, who are both already beginning to make their own contributions to the Board's work.



David Young Community Academy, which Board members visited in September 2008

Safeguarding

Safeguarding of our children and young people has been at the forefront of everybody's mind since the national reports of the Baby P tragedy in late 2008. In January 2009, the Scrutiny Board considered a general report on safeguarding activity here in Leeds, and decided to undertake some more in-depth work on the arrangements in place.

As a result the Board has set up two working groups, one focusing on core child protection resources, the other on the general preventative duty applying across the whole range of children's services. Following an initial scoping exercise by each group, the Board agreed a detailed remit for further work by both groups which will extend into the new municipal year. This will include investigations with local staff as well as learning from the significant pieces of work being carried out at a national level.

Education Standards

The Board has carried out two inquiries on this topic during the current year. Our inquiry on the 14-19 education review is ongoing, as indeed the review itself is ongoing. However our work so far has included a meeting with senior representatives of providers across all sectors, and a visit to Sheffield, which last year was awarded Beacon status for its innovative work with this age group.

The second of our inquiries focused on the other end of the education system, on children entering formal education for the first time, often but not always from some form of childcare setting. In this case we have been particularly concerned to look at the transition from informal to formal education, and how information is shared between the various professionals working with children to enable them to start out on the best possible footing.

The Board saw much that was positive during the course of their inquiry, but also identified a number of areas for improvement, including:

- Parity of esteem between different settings
- Links between children's centres and the whole of their local community
- Use of the Early Years Foundation Stage to identify and track those in need of support
- Joined-up working
- Support for BME (Black and Minority Ethnic) children and those with special educational needs
- Coordination of governance arrangements

The inquiry combined the presentation of written evidence to formal Board meetings, with a number of visits to early years providers including schools, private nurseries, children's centres and childminders.

Young People's Scrutiny Forum

'Protecting our Environment' is the third inquiry carried out by the Young People's Scrutiny Forum and, as always, we have been impressed at the quality of the recommendations and report that the young people have produced.

The Forum decided to concentrate on three aspects of the environment:

- Recycling
- Sustainability
- Education

They focused their work on ways that they could influence change and make a difference in Leeds.

The young people canvassed the views of their peers through a questionnaire, as well as collating written evidence from council departments, before holding a question and answer delegate event with a range of officers from across the council.

They have come up with a challenging set of recommendations which have now been formally endorsed by the Children's Services and Environment and Neighbourhoods Scrutiny Boards. We have also agreed to work with the newly formed Scrutiny Panel of Leeds Youth Council to monitor implementation of the recommendations. This is part of a stronger relationship that we are working to develop between the Youth Council Scrutiny Panel and the Scrutiny Boards on an ongoing basis.



Members of the Young People's Scrutiny Forum debating their ideas with officers at the delegate event

Multi-Agency Support Team (MAST)

Our work on this topic arose from a request for scrutiny by a local ward councillor, concerned that a unilateral decision by one part of the council to reduce its funding contribution to a multi-agency project was going to lead to the project's closure, without proper consultation or consideration of the wider implications of that decision.

The project in question is the Multi-Agency Support Team, known as the MAST team, operating in East Leeds. Whilst everyone we heard from agreed that there was a need to review future operation, it was also very clear to us that the project was held in very high regard both locally and more broadly across the city.

Working with the local ward councillor who made the original referral, the Scrutiny Board has successfully negotiated a commitment to retain the project and its staff until September 2009 whilst a planned broader review of services is carried out, and also a commitment to ensure that the staff involved are kept regularly briefed on progress.

In addition the Board has obtained a commitment from the Director of Children's Services that appropriate arrangements will be put in place to ensure that such unilateral action does not jeopardise future joint projects, without the opportunity for the wider children's services partnership to consider the potential impact on the overall priorities for delivering children's services in Leeds.

Recommendation Tracking

Last year the Scrutiny Boards introduced a more formal system of tracking progress against previous recommendations, to ensure that they are put into effect. This is particularly important as some of our recommendations may take longer to achieve in full than others, and it would be all too easy to lose sight of them as the Board's work programme moves on to new inquiries.

We believe that our efforts are beginning to bear fruit. There have been at least three instances over the course of the year where we have found that progress in implementing our recommendations has been subject to unsatisfactory delays. As a consequence we have gone back to the service concerned to demand explanations and action. We trust that this has also sent a clear message to others to take Scrutiny Board recommendations seriously.

Call In - Award of contract for the delivery of Connexions Services in Leeds: Information Advice and Guidance

This officer decision was called in by members concerned about the scoring criteria used to assess the bids; the robustness of the decision-making process; and how the winning bid was deemed to offer the best value for money, particularly concern that a new provider would disrupt service provision.

Officers explained that the tender evaluation panel was established in accordance with council procedures; the panel's decision was unanimous; and it had been supported and endorsed by both the Children's Services Leadership Team and the Joint Preventative Commissioning Panel.

Having considered the evidence provided, the board agreed unanimously that the decision should be released for implementation.

The Board's full work programme 2008/09

Requests for scrutiny

- Multi-Agency Support Team
- Meadowfield Primary School

Review of existing policy

- Children and Young People's Plan review
- Leadership Challenge
- Safeguarding - preventative duty
- Safeguarding - resources
- Education Standards - entering early education
- Attendance

Development of new policy

- Joint Strategic Needs Assessment
- Children and Young People's Plan
- 14-19 review of education
- Sustainable Communities Act
- Involving young people in scrutiny

Monitoring scrutiny recommendations

- Quarterly recommendation tracking
- Inclusion response
- Services for 8-13 year olds response
- Breeze Youth Promise
- Inclusion consultation
- Adoption recruitment
- Youth Service surveys
- Leeds Inclusive Learning Strategy
- Multi-Agency Support Team response

Performance management

- Quarterly performance reports
- Quarterly overview of Children's Services and Children and Young People's Plan priorities
- Ofsted Annual Performance Assessment of Children's Services
- Ofsted inspection and education standards biannual reports

Briefing

- Commissioning
- Visit to David Young Academy

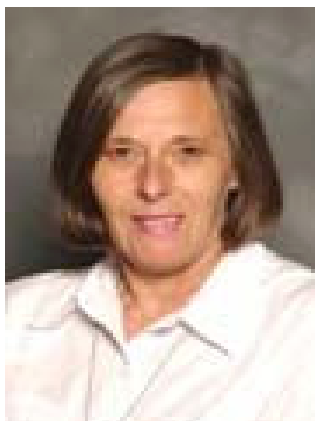
Young People's Scrutiny Forum

- Protecting our Environment Inquiry

Call In

- Award of delivery of Connexions services in Leeds

Scrutiny Board (City & Regional Partnerships)



*Cllr Sue Bentley
Chair of Scrutiny Board
(City & Regional
Partnerships)*

Membership of the Board:

Cllr Sue Bentley (Chair)
Cllr Bernard Atha
Cllr Colin Campbell
Cllr Geoff Driver
Cllr Jack Dunn*
Cllr Clive Fox
Cllr Roger Harington
Cllr Valerie Kendall
Cllr James Lewis
Cllr Tom Murray
Cllr Ralph Pryke
Cllr Alec Shelbrooke

* Cllr Lucinda Yeadon was a member of the Board until 25th February 2009

The Chair's summary

The Council in 2008 recognised the importance of reviewing how our partners are contributing to the outcomes, targets and priorities within the Leeds Strategic Plan by establishing this Scrutiny Board.

Whilst acknowledging the enormity of the task ahead we were able to concentrate our efforts for the first time on the effectiveness of our partnership arrangements. We have undertaken this work with vigour and enthusiasm.

I am grateful to all members of the Board for their support, understanding and encouragement throughout the year. I know that the work we have undertaken thus far has added real value to our understanding of the complexity of this issue and contributed to the effectiveness of the areas we have considered.

A number of members have served on several working groups and or visits and have given freely of their time which has been particularly helpful.

We have tried throughout the year in accordance with good scrutiny practice to maintain single item agendas for our Board meetings. In the main this has been achieved and has proved to be a valuable tool that allows detailed scrutiny of the matter under review. It has also enabled witnesses to present their evidence and respond to our questions in a more relaxed and less pressured environment.

We undertook a detailed inquiry into the role of the voluntary, community and faith sector (VCFS) in Council-led community engagement. This was extremely worthwhile and if our recommendations are accepted by the Executive Board will contribute to our Strategic Plan. Our witnesses included a number from the voluntary and health sectors who informed me how pleased they were at being asked to give evidence to the Board on this matter.

We held several sessions on our inquiry into skills and heard from a wide range of witnesses including the Learning and Skills Council, Heads of FE Colleges, the National Director and Regional Director National Skills Academy Financial Services. This was an extremely complex and difficult inquiry but positive in outcome.

We considered the Council's contract with Marketing Leeds and reviewed its Business Plan for 2009 to 2012.

We also had a number of meetings with representatives of the University Student Unions and Pro-Vice Chancellors of Leeds University and Leeds Metropolitan University on university fees following a request for scrutiny. Our discussions were very beneficial in understanding the issues involved.

There were a number of issues that the Board was unable to pursue because of a lack of time including the development of scrutiny at a regional and sub regional level. I hope at least some of these might be considered in the new municipal year.

I hope that the practice of the Board in making external visits to our partner organisations can continue next year. They were always well received and supported and provided us with a real opportunity to hear from individuals and organisations operating on the front line. It also provided an alternative outlet for them to raise issues and concerns.

Finally, I would like to take this opportunity to thank all those who contributed to the work of the Board including witnesses, officers and scrutiny support staff.

Cllr Sue Bentley
Chair of Scrutiny Board (City & Regional Partnerships)

Inquiry into the Role of the Voluntary, Community and Faith Sector (VCFS) in Council Led Community Engagement

We considered the published empowerment white paper, 'Communities in Control: Real People, Real Power' which sets out new expectations and opportunities for local government. We agreed that it was timely to undertake an inquiry into the role of the VCFS in Council-led community engagement.

Our main recommendation

That the Director of Environment and Neighbourhoods co-ordinates work across the Council to undertake a Compact for Leeds awareness and compliance self assessment. This will enable the Board to assess the extent to which Council services engage with and recognise the value of VCFS in developing and improving their plans and policies in order to deliver a customer based service.

Our other recommendations were:

That through the VCFS Partnership Group the Director of Resources and the Director of Environment and Neighbourhoods:

- a) review the period of funding attached to grant awards to VCFS organisations with a view to phasing in 3 - 5 year awards from April 2010 for appropriate schemes.
- b) identify and provide appropriate support to enable VCFS organisations to develop planned exit strategies to better manage expiry of funding awards
- c) strengthen leadership and collaborative arrangements within the Council and in the VCFS to minimise the potential for the duplication of commissioned activity in order to maximise the effectiveness and efficiency of the services being provided by April 2010.



Voluntary Action Leeds

"The VCF Sector has been extremely successful in engaging with communities at grass roots level in areas such as South Leeds and Gipton but this dynamism, flexibility, vision and energy may be lost as a consequence of commissioning and procurement.

Cllr Geoff Driver
Member of the Scrutiny Board



Members of the Board and Leeds Voice meeting representatives of the organisation Hope of Africa

Our other recommendations (continued) were:

That through the VCFS Partnership Group the Director of Environment and Neighbourhoods identifies

- a) what further improvements could be made to simplify the current procedures and processes (including funding) and how the Council in conjunction with the VCF sector could better provide quality support including training and advice to local voluntary organisations.
- b) the impacts of current commissioning strategies on smaller organisations and identifies what safeguards could be developed to prevent losing the valuable services of these smaller organisations that provide a valuable service to the local community.
- c) the opportunities to develop federated or collaborative working across VCFS infrastructure organisations to extend support to a wider range of organisations within the sector and benefit both their organisation and their service users and maximise the impact of public and other resources.
- d) the opportunities to develop targeted information and support to community organisations to support their development and enable them to address local issues.

"The work done across the city by VCF Sector organisations is invaluable, over 3,000 of which are affiliated to Leeds Voice."

Cllr Sue Bentley (Chair)

That the Head of Scrutiny and Member Development arranges a seminar in 2009/2010 for members on the aims, benefits and use of Talking Point.

That the Chief Officer, Executive Support considers how best to promote this service amongst officers and the wider community.

That through the VCFS Partnership Group the Director of Environment and Neighbourhoods

- a) encourages all signatory partner organisations to undertake a self assessment to monitor awareness and compliance with the "Compact" Codes of Conduct and that this be monitored by the Council from January 2010.
- b) reviews the effectiveness of the "Compact" Codes of Practice in 2009/2010 in the light of changes in the environment and infrastructure, and that the outcome be reported to this Scrutiny Board.



That the Director of Environment and Neighbourhoods identifies opportunities and initiatives that will further improve and enhance links with local VCFS organisations to support the delivery of the Area Committees' work in localities and that they be reported to this Scrutiny Board.

"It is becoming increasingly difficult for the VCF Sector to find sources of funding to maintain existing projects."

Ms Louise Megson, Chief Executive, St Luke's Cares

That the Director of Environment and Neighbourhoods develops a time-tabled action plan to implement any changes identified in 2009/10 and submits this to Scrutiny Board for consideration.

Inquiry into University Fees

In July we considered a request for scrutiny from the University of Leeds Student Union concerning their university fees campaign and the impact students have on the Leeds economy. We established a working group which met with the pro-Vice-Chancellors for the University of Leeds and Leeds Metropolitan University, the City Development department and representatives from the Student Unions. We issued a Statement with the following recommendations:

That local MPs be asked to give their support to the view that there should be adequate funding of Higher Education without removing the cap on fees.

To complement the above recommendation MPs and the Chief Executive of Education Leeds should be asked to support the introduction of a single national bursary system that is easy to understand and access through consistent and transparent processes.

That the Director of Children's Services and the Chief Executive of Education Leeds be asked to report back to this Board in April 2009 on what initiatives they are developing to promote greater coordination and cooperation and flexibility between Universities and the Council to help improve the information, advice and guidance provided to our young people, particularly in relation to university application processes and applications for financial support.



Student protest about university fees

Inquiry into Skills 19 years Plus

The guidance for the new Comprehensive Area Assessment (CAA) indicates inspectors will explore and expect to see “how well councils engage with, involve and empower local people to improve their skill levels”.

We considered it appropriate that we assess our partnership arrangements in this context and how successfully the drivers introduced by the Multi Area Agreement (MAA), Local Area Agreement (LAA) and the review of Further Education (FE) in Leeds would contribute now and in the future to improving skills across the city at all skill levels. In particular we wanted to identify what effect, if any, these new arrangements would have on improving hard to reach young people who have Level 1 skills or less.

Scrutiny Board (Children's Services) is undertaking an inquiry on 14 -19 year olds and we have restricted our inquiry to 19 years plus but inevitably there has been an overlap between the two.

Our recommendations were:

That in view of the Learning and Skills Council funding deficit the Chief Executive seeks assurances from our partners and Skills Secretary, John Denham, that the new Leeds City College will proceed as planned including proposals for an enhanced estate and that a report be presented to this Board or its successor on the outcome.

That the Director of Children's Services work with the new Leeds City College to identify how it can consult at area and neighbourhood level to inform the development of a curriculum that is adequately responsive to the needs of Leeds.

That the Directors of Children's Services and City Development consider and propose how this Scrutiny Board or its successor can scrutinise the outcome of the FE College merger to assess if the benefits outlined in paragraph 16 of this report are achieved over the next 3 years with regard to 19 year olds and above.

That the Principal of the Leeds City College ensures, and provides assurances to this Scrutiny Board or its successor, that the location for the delivery of the new curriculum for 2010/2011 has regard to transport costs and accessibility.

That the Director of Children's Services works with our partners and neighbouring local authorities to ensure wherever possible that there are no artificial barriers that would prevent young people accessing the full curriculum at the most convenient place geographically regardless as to where local authority boundaries lie.

That the Directors of City Development and Children's Services with the Council's partners monitor the transition from the LSC to the YPLA and the SFA to identify any areas of concern including changes in operating costs and report back to this Scrutiny Board or its successor.



Leeds City College

That the Director of Children's Services inform members of Council of the arrangements being made to take responsibility for FE in 2010 and give assurances that the proposals will not impact on the improvements being made at GCSE level.

That the Director of Children's Services asks the Learning and Skills Council to explain the new funding formula that is preventing Futurepathways from recruiting NEET young people and how this can be resolved in both the short and longer-term, with the outcome being reported back to this Scrutiny Board or its successor.

That the Assistant Chief Executive (Planning, Policy and Improvement)

- a) considers the development of suitable performance data and management information systems for the MAA delivery plan.
- b) ensures that there are clear roles and responsibilities for performance management.

That the Assistant Chief Executive (Planning, Policy and Improvement) considers:

- a) the MAA delivery plan and reviews the current partnership reporting arrangements with a view to ensuring that Members are better informed and involved in the initiatives and work being undertaken to improve skill levels through the MAA and reports back to this Board or its successor on the outcome.
- b) how Members can input at an early stage to the policy making process in developing agreements like the MAA /LAA and subsequent implementation.

That the Director of City Development

- a) considers with our partners the accuracy of the reported skill levels for Leeds based on the Government's annual population survey and whether there needs to be more accurate data in order to determine whether or not we are achieving our targets.
- b) monitors the effects of the economic downturn on the level of skills investment if there is a fall as predicted and reports on the action taken with the Council's partners to try and address this situation.

That the Assistant Chief Executive (Planning, Policy and Improvement) initiates a review involving the Chief Executive of Education Leeds, the Director of Environment & Neighbourhoods and the Director of City Development to consider responsibilities for the skills agenda.

That the Directors of Children's Services, City Development and Environment and Neighbourhoods work with the Council's partners to ensure that:

- a) there are alternative suitable courses available to young people across the city who are not accepted for entry into the Leeds College of Building.
- b) there are sufficient courses available across the city, aimed at Skills Level 1 and below.

That the Director of City Development inform members of this Board or its successor of the impact the Government's announcement has had on extending the Train to Gain to agency workers and be provided with the Train To Gain figures for 2008/09 when they become available.



That the Director of Resources provide further details to this Board or its successor on:

- a) how the Council is developing its own approach to Train to Gain funding learning opportunities and corporate apprenticeships.
- b) the outcome of the Council's own skills survey which is currently being undertaken.



That the Director of Children's Services seeks support for additional funding of the e2e scheme and that it become much less classroom based.

That the Director of City Development advise all members of Council of the initiatives being undertaken by the Council and our partners to reach SMEs to encourage and promote training for when the economy starts to recover and what success we have had in this regard.

Presentations and reports

We received during the course of the year a wide range of reports and presentations as part of our monitoring and review role. These included:

Regional governance arrangements

We considered information on current regional governance arrangements and details of the proposals and process leading to a Single Integrated Regional Strategy for the region. We were concerned about the democratic deficit of the new arrangements.

The proposals will mean that the Regional Assemblies will cease to exist in their present form and responsibility for producing the new strategy will pass to a revised regional development agency working in conjunction with local authorities and city region and sub regional partnerships as appropriate.



Marketing Leeds

We considered and reviewed the proposed Marketing Leeds grant agreement with the Council for 2009/2010.

We also received and commented upon the draft Marketing Leeds Business Plan and Work Plan 2009/2012 which included an activity and events summary proposed to be undertaken by Marketing Leeds in 2009/2010.

Leeds Initiative Narrowing the Gap Executive

We were given an excellent presentation by Steve Williamson, Chair of the Leeds Initiative Narrowing the Gap Executive.

We had a detailed discussion on the challenges and priorities of the Narrowing the Gap Board. We looked at previous achievements and the work programme for 2009/2010.



The Board's full work programme 2008/09

Review of existing policy

- Regional governance arrangements providing an overview of the
 - Current regional bodies
 - Future arrangements
 - Single Integrated Regional Strategy for the region
 -
- Inquiry into Skills 19 plus and the
 - Local Area Agreement
 - Multi Area Agreement
 - Further education review
- Request for scrutiny by Leeds University Union concerning university fees
- Marketing Leeds work plan and renewal of contract with the Council in 2009/2010

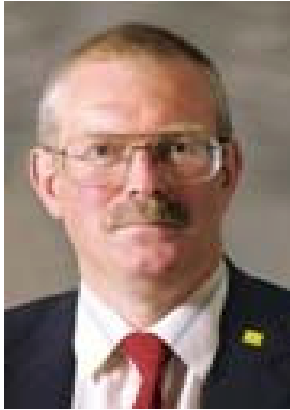
Development of New Policy

- Inquiry into the role of the Voluntary, Community and Faith Sector (VCFS) in Council-led community engagement
- Sustainable Communities Act

Briefings

- Small Businesses Working Group
- Presentation by the Chair of the Leeds Initiative Narrowing the Gap Executive

Scrutiny Board (City Development)



*Cllr Ralph Pryke
Chair of Scrutiny Board
(City Development)*

Membership of the Board:

Cllr Ralph Pryke (Chair)
Cllr Andrew Barker
Cllr Chris Beverley
Cllr Bob Gettings JP
Cllr Arif Hussain
Cllr Josie Jarosz
Cllr Matthew Lobley
Cllr Jamie Matthews
Cllr Adam Ogilvie
Cllr Rachael Procter
Cllr Roger Harington
Cllr Neil Taggart
Cllr Gerald Wilkinson

The Chair's summary

I am pleased to present this year's annual report for Scrutiny Board (City Development). The support and encouragement throughout this busy year by all members of the Board has been encouraging. We have had a number of positive outcomes.

We concluded an inquiry into the thorny issue of residents' parking schemes. We were extremely concerned as a Board that the demand for such schemes was increasing year on year, particularly in certain areas of the city. We were of the view that the process and options available needed to be considered if the credibility of the process was to be maintained. We made a number of recommendations as a result of our detailed deliberations. Unfortunately the Executive Board decided not to approve our recommendations.

There has been a three fold increase in the number of Call Ins the Scrutiny Board has had to deal with this year as a consequence of changes to the scrutiny procedure rules. The first related to proposed highway works at Savins Mill gyratory. The second concerned the future ownership and management of the Council's small industrial unit portfolio at St Ann's Mills/Abbey Mills, Kirkstall. Finally, we considered the City Development department's proposals to increase cemetery fees. With regard to the cemetery fees, on hearing the evidence we accepted the department's explanation and agreed that the decision be released for implementation.

However, we were concerned that this decision had been implemented on 10th October 2008 prior to the expiry of the Call In period on the 17th October 2008 and asked that effective measures be put in place to avoid this happening again.

We considered a request for scrutiny from Shadwell Parish Council concerning the continuing delays in adding paths to the Council's definitive map as rights of way. Based on the detailed evidence presented to us the board felt able to support the officers to progress the list of applications in line with the Council's published statement of priorities and to reject this request.

The second request for scrutiny came from the North West (Inner) Area Committee concerning phase 1 of proposed highways works at on the A660 Corridor at Woodhouse Lane/Clarendon Road. We were able to make a number of recommendations as a consequence of our intervention on this matter.

The introduction of the Leeds Strategic and Council Business Plans 2008 to 2011 and changes to the national performance management arrangements has required changes to the Council's performance reporting and accountability arrangements. The quality and robustness of our performance management arrangements are a key element of the organisational assessment under the new Comprehensive Area Assessment and therefore it is important that these arrangements are effective. We have continued to monitor and challenge the performance indicators of the City Development department.

We have continued to receive and comment upon ongoing plans and strategies which provide a framework for many other projects.

A brief summary of our endeavours during 2008/2009 follows.

Finally, I would like to thank all the witnesses, officers and members of the public who contributed to our work during the year.

Cllr Ralph Pryke
Chair of Scrutiny Board (City Development)

Inquiry into residents' parking schemes

We were concerned that the waiting time for the introduction of residents' parking schemes was unacceptably long even once they had been approved and added to the Council's waiting list for implementation. We recognised that the main reason for this was that there was only a limited amount of funding available in the Council budget each year for such schemes and that it had been necessary to prioritise requests according to greatest need. As demand for such schemes was increasing year on year, particularly in certain areas of the city, we were of the view that the process and options available needed to be considered if the credibility of the process was to be maintained.



"We are grateful to Councillor Andrew Carter for drawing our attention to this issue early in the development of our work programme. We wanted to improve the options available to residents with regard to residents' parking schemes and how they are delivered and funded."

Councillor Ralph Pryke (Chair)



Scrutiny Board (City Development)

"I think the methodology for introducing a Traffic Regulation Order especially RPZ's, is very frustrating. So much time is given over to dealing with objectors and addressing or disproving their concerns"

Councillor James Monaghan
Headingley Ward

Our main recommendation

That the Directors of City Development and Environment and Neighbourhoods:

- a) undertake a review of residents' parking schemes including detailed cost benefit analysis and consultation with residents, with a view to introducing an option that would enable residents to fund the cost of a residents' parking scheme in accordance with agreed policy and does not accelerate lower priority schemes in advance of schemes on the approved list.
- b) that this analysis work includes the use of the Council's consultants to provide additional staffing resources and methods by which residents could recoup the costs of a residents' parking scheme, especially where a large proportion of residents are commuters, by releasing spaces during the day for 'pay and display' parking by non-residents.
- c) that subject to (a) and (b) above the option to allow residents to pay for a residents' parking scheme be introduced from April 2010.

Our other recommendations were:

- a) That the assessment method for determining the suitability of establishing a residents' parking scheme should include the availability of alternative parking and that this be considered as part of the review proposed in recommendation 1.
- b) That the Directors of City Development and Environment and Neighbourhoods review the issuing of resident and visitor parking permits and consult with residents across the city with a view to
 - a. phasing in charges for resident and visitor parking permits over a period of 5 years with regular progress reports to the appropriate Scrutiny Board.
 - b. residents parking and visitor permits being valid for a period of 1 year instead of 3 years.
 - c. restricting the number of resident parking permits (and visitor permits) that are issued to each household.
- c) That the Directors of City Development and Environment and Neighbourhoods
 - a. consider introducing regular reviews of resident parking schemes in order to ascertain how well they are operating and if they remain appropriate and fit for purpose, particularly if charging for resident and visitor permits is introduced
 - b. report back to this Scrutiny Board on how this might be achieved.

- d) In order to improve the clarity and transparency of the process
 - a. that detailed guidance on resident parking schemes that promotes understanding of the process involved with resident parking schemes be included on the Council's web site by early 2009.
 - b. that a policy document on this issue be developed and submitted to this Scrutiny Board for consideration with a view to it being included on the Council's web site.
- e) That the results of the pilot scheme to look at the level of fraud in residents' parking zones be reported to this Scrutiny Board early in 2009.
- f) That certainty of funding of residents' parking schemes is essential for long term planning of schemes on the approved list and which enables schemes to be run over two or more financial years and that a minimum of a three year planned programme should be adopted for these schemes.

"I am concerned that as car parking charges at the Leeds Bradford International Airport are high travellers are parking their cars in local residential streets up to two miles away from the airport. What is more they are left there for two to three weeks while they are on holiday"

Councillor Ryk Downes
Otley & Yeadon Ward

"I think the Council should have a very clear policy on where and when schemes can be put in and what those schemes are designed to do."

Councillor Colin Campbell
Otley & Yeadon Ward



Residents' Parking Zone sign

Inquiry on Phase 1 highways improvements A660 corridor Woodhouse Lane/Clarendon Road

We received a request for scrutiny from the North West (Inner) Area Committee on proposals for phase 1 of proposed highways improvements to the A660 corridor involving junction improvements at Woodhouse Lane/Clarendon Road, an inbound bus/cycle lane and improvements to a sub standard bus stop.

We received a substantial number of enquiries and emails on this matter from the general public, some of whom had been misinformed about the proposed scheme and the role and powers of scrutiny. Some residents attended our meeting in January 2009.

We agreed a Statement and made a number of recommendations as a consequence of our investigations at our meeting in February 2009 as follows:

Our recommendations

That the Chief Highways Officer:

- a) reviews the current consultation process to ensure that at the very least consultees and particularly elected members are encouraged to respond to requests, and how a nil response to invitations to comment may be interpreted as no objections received or support for a particular scheme or project.
- b) reviews the process by which highways schemes are reported to Area Committees and particularly those that affect more than one ward, in order to ensure proper consultation and feedback from all members of Area Committees on proposed highways schemes.
- c) reviews the traffic modelling for the proposals at Clarendon Road to ascertain what alternative solutions, if any, are available including options for using the existing road space to make bus lane provision where it is needed.
- d) ensures that early consultation is carried out in respect to options for making early improvements to the A660 and that this shows the overarching strategy for the corridor to ensure that schemes are not considered in isolation.



Woodhouse Lane towards
junction of Clarendon Road



Woodhouse Moor



Clarendon Road towards
junction with Woodhouse Lane

Call In of Executive Board or officer delegated decisions

We received a number of Call In requests from Members in accordance with the Council's scrutiny procedure rules concerning decisions taken by the Executive Board or by officers under the officer delegation scheme.

Savins Mill gyratory

The first Call In we considered was an officer's delegated decision concerning proposed highway works at Savins Mill gyratory.

We decided on the evidence presented to release this decision for implementation.



Savins Mill Way



Entrance to St Ann's Mills



Abbey Mills

St Ann's Mills/Abbey Mills, Kirkstall

The next Call In we heard was in relation to an Executive Board decision concerning the future ownership and management of the Council's small industrial unit portfolio, St Anns Mills / Abbey Mills, Kirkstall and the investment and agricultural property portfolio.

We concluded that the factors raised by the signatories of the Call In would not have made a material difference to the Executive Board's decision and the decision was immediately released for implementation.

Cemeteries and Crematoria fees and charges

Finally, we heard a Call In regarding an officer delegated decision concerning cemeteries and crematoria fees and charges.

We noted that the substance of the Call-In was that charges for burials had increased by 9% whilst inflation was around 5%.

On hearing the evidence we accepted the department's explanation and agreed that the decision be released for implementation.

However, we were concerned that this decision had been implemented on 10th October 2008 prior to the expiry of the Call In period on the 17th October 2008 and asked that effective measures be put in place to avoid this happening again.



Entrance to Lawnswood Cemetery and Crematorium

Request for Scrutiny: delays in adding paths to the Council's definitive map as Rights of Way

In July 2008 we considered a request from Shadwell Parish Council concerning delays in adding paths to the Council's definitive map as rights of way. We received a report on this matter from the City Development department in September 2008.

We were satisfied on the evidence presented to us to support the officers to progress the list of applications in line with the Council's published statement of priorities.

Presentations and Reports

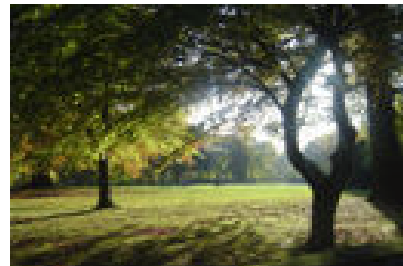
We received during the course of the year a wide range of reports and presentations as part of our monitoring and review role. These included:

Parks & Greenspace Strategy

We received an update in September 2008 and contributed to the development of a draft Parks and Greenspace strategy for the Council.

We were delighted to be able to give our input to this document in advance of consideration by the Executive Board.

We recognise the importance of this strategy for the efficient and effective management of all our parks and greenspace in the city.



Roundhay Park in Autumn



Climate Change Strategy

We commented on the Leeds Climate Change Strategy: Vision for Action prior to submission to Executive Board and full Council for approval.

The Leeds Climate Change Strategy is a city-wide strategy focused on carbon reduction and climate adaptation and aims to fulfil the Council's commitment in the Nottingham Declaration.

Review of the Leeds Economic Development Strategy

In September 2008 we received a presentation and gave our views and input to the development of the city's agenda for improved economic performance.



Tower block in the city

Traffic congestion – key locations

We considered a report on key locations for congestion on the major highway network. This paper also provided information concerning congestion locations specifically identified by ward Members.



Traffic queuing



Swimming pool at Kirkstall Leisure Centre

Consultation on the draft Vision for Leisure Centres

We were advised of and commented upon the consultation exercise that was being carried out on the draft vision for leisure centres in Leeds prior to recommendations being presented to the Executive Board.

Leeds flood alleviation scheme

We heard from the Chief Highways Officer and a representative from the Environment Agency on the latest version of the Leeds Flood Alleviation Scheme design, vision and guide which aims to minimise the potential detrimental impact of the scheme and maximise the opportunities along 19km of the river Aire.



Dark Arches, Granary Wharf



Planning Compliance

Management and capacity of the Planning Compliance service

We received an update from the Chief Planning Officer on the actions being taken to address key issues in the Planning Compliance service, focusing around the themes of improving the customer experience, developing skills and building capacity.

Strategic review of the Planning and Development Services

The Chief Planning Officer gave an update on progress being made on implementing the solutions within the five improvement themes identified in the strategic review of Planning and Development services.

We were pleased with progress which included the introduction of electronic consultations where objections and comments to applications would be included on line.



City Point



My bus

Sustainable Education Travel Strategy and Integrated School Transport policy for Children's Services

We discussed at some length the Executive Board's approval of the Leeds Sustainable Education Travel Strategy (LSETS) and the development of a Children's Services Schools Transport policy which would be integrated in to the LSETS by 2010.

We identified from our enquiries that a number of schools still did not have approved travel plans in place. We requested that all members of Council be provided with details of schools in their ward which did not have approved travel plans.

Major arts organisations funded by Arts@Leeds 08/09

We considered information on the process for awarding Council grant aid to major arts organisations.

We requested details of the funding provided during the last three years to the seven major arts organisations referred to in the report and this was provided by the City Development department.



City centre park

We considered a report on the vision for a new city centre park and proposals to undertake further feasibility work to explore the potential to develop a new piece of greenspace on the Council's site at Sovereign Street.

We agreed that this was an exciting proposal with a longer term objective of exploring land assembly opportunities in partnership with landowners of major sites that would function as a new park for the city centre.



To Sovereign Street car park



Roundhay Park

Roundhay Mansion

We were pleased to hear that an agreement for lease had been agreed with Dine Hospitality Ltd for the Roundhay Mansion.

We were also advised that planning permission and Listed Building Consent had also been approved for the remodelling works to the interior of the building and a new fire escape.

We had wanted to visit the Mansion, but as works will not be completed in this municipal year, the next Board will receive the invitation.

Visits by the Board

City Varieties

The Board visited the City Varieties prior to the commencement of the refurbishment of the building which would include the installation of an external lift.



Inside the City Varieties



Howard Assembly Rooms

Grand Theatre and Howard Assembly Rooms

The Board visited the Grand Theatre and Howard Assembly Rooms which have been refurbished to an extremely high standard. The Assembly rooms have created a permanent home for Opera North.

The Board's full work programme 2008/09

Review of existing policy

- Inquiry on residents' parking schemes
- Request for scrutiny by Shadwell Parish Council regarding delays in adding paths to the Council's definitive map as rights of way
- An agenda for improved economic performance: review of the Leeds Economic Development Strategy 1999
- Update on the strategic review of planning and development services
- Publicity and promotion of leisure events
- Request for Scrutiny by North West (Inner) Area Committee on proposals for phase 1 of highways improvements to the A660 corridor and draft statement and recommendations by the Board

Call In

- The future ownership and management of the Council's small industrial unit portfolio, St Ann's Mills/Abbey Mills, Kirkstall and the investment and agricultural property portfolio
- Proposed highway works at Savins Mill gyratory
- Cemeteries and crematoria fees and charges

Development of new policy

- Parks and greenspace strategy
- Sustainable education travel strategy and the development of an integrated school transport policy for Children's Services
- Consultation on the draft Vision for Leisure Centres in Leeds
- City centre park
- Sustainable Communities Act
- Climate Change Strategy
- Leeds flood alleviation scheme

Briefings

- Major arts organisations funded by Arts@Leeds 08/09
- Visits to the City Varieties, Grand Theatre and Assembly Rooms
- Traffic congestion - key locations
- Roundhay Mansion update

Performance management and monitoring

- Accountability arrangements for 2008/09 and quarter one, two and three performance reports
- Previously received performance indicators

Scrutiny Board (Environment and Neighbourhoods)



*Cllr Barry Anderson
Chair of Scrutiny Board (Environment and
Neighbourhoods)*

Membership of the Board:

Councillor Barry Anderson (Chair)
Councillor Ann Blackburn
Councillor Ann Castle
Councillor Brian Cleasby
Councillor Debra Coupar
Councillor Angela Gabriel
Councillor David Hollingsworth
Councillor Graham Hyde
Councillor Graham Kirkland
Councillor Joe Marjoram
Councillor Lisa Mulherin
Councillor Mohammed Rafique

The Chair's summary

I am very pleased to present the 2008/09 annual report of the Scrutiny Board (Environment and Neighbourhoods). The Environment and Neighbourhoods portfolio encompasses a wide range of services which strive to meet the Council's ambitions for Leeds in terms of creating neighbourhoods that are inclusive, varied and vibrant within an environment that is clean, green, attractive and above all, sustainable. As a Scrutiny Board we continue to oversee those issues which remain key priorities for local people, such as offering affordable and decent housing; tackling crime and anti-social behaviour; reducing worklessness; and improving the quality and sustainability of the built and natural environment. At the beginning of the year, we challenged ourselves to conduct a number of high profile inquiries focusing on the provision of street cleaning services in Leeds; the provision, management and regulation of private rented sector housing; the development of older people's housing; and the impact and management of the Asylum Seeker Case Resolution Programme in Leeds. The details of our inquiries are set out within this report, including our final recommendations, which I hope will add value towards the development of policy and service delivery around these particular issues. I therefore look forward to receiving the initial response to our recommendations and monitoring progress against these over the coming months.

In addition to our main inquiries, we conducted a review of dog fouling enforcement in Leeds in recognition of the fact that this remains one of the highest sources of complaints by the public both locally and nationally. In February 2009, we published a Statement setting out our findings and recommendations and were pleased to note that the Council's Executive welcomed and supported the findings of our review. This year we also provided formal comments on the proposed changes to the Council's Lettings Policy. As many of the changes reflected the recommendations arising from the Scrutiny inquiry into Housing Lettings' Pressures last year, we were very supportive of these.

In March 2009, we commenced an inquiry into the East and South East Leeds (EASEL) regeneration project following a request for Scrutiny. This inquiry aims to ensure that the objectives of this regeneration project continue to remain a priority for all key partners and that the residents of the EASEL area are informed and consulted effectively throughout the project. This inquiry will continue into the new municipal year.

I am proud of what we have achieved this year and would like to sincerely thank my fellow Board members, officers, and other witnesses for their commitment and contribution to the Board's work.

Councillor Barry Anderson, Chair of Scrutiny Board (Environment and Neighbourhoods)

Inquiry into street cleaning

In September 2008, we commenced our inquiry into street cleaning services in Leeds. The primary focus of our inquiry was around the statutory duty of the Council in keeping land clear from litter and refuse and exploring opportunities for further improvements in the way that street cleaning services are delivered to the residents of Leeds.

However, we also acknowledged the need to educate individuals and influence behaviour towards littering as we all play a part in the quality of the local environment and therefore have a responsibility to deal with litter in an acceptable way.

Research by ENCAMS (Environmental Campaigns) reported an estimated cost of £547 million to local authorities in 2005-2006 to clean and clear streets of litter and refuse.

During our inquiry, we sought the views of a wide range of stakeholders, including ENCAMS who provided a professional and independent opinion based around their experiences of working with other local authorities in addressing issues around street cleaning.

As part of our inquiry, we also acknowledged the need to gather opinions of local residents. We therefore invited residents to write in and share their experiences and opinions on the standards of cleanliness across the city and the provision of street cleaning services. We received numerous letters, which formed part of our evidence base and helped us to identify common issues and potential hotspot areas across the city.

Leeds' performance in terms of street cleanliness standards is considered average when compared to other comparable core cities, yet Leeds has one of the lowest spends per head of population. Our inquiry clearly demonstrated the high level of importance placed upon this issue by all stakeholders, including the public, and the demand for this issue to become a priority for the Council.

We believe that the key elements to success are around the development of a co-ordinated and coherent street cleaning service across the city; robust monitoring and recording mechanisms; more local baseline data around street cleanliness needs; targeted enforcement and education campaigns; and identifying and maximising all available resources.

There were 14 recommendations arising from our inquiry. In summary, the key recommendations were as follows:

- That the Director of Environment and Neighbourhoods conducts a piece of research over the next 6 months to determine the wider implications, including any consequential management arrangements, and potential costs involved in bringing the Council's responsibilities under the Environmental Protection Act for keeping land clear of litter and refuse into one single service area. That the findings of this research is brought back to Scrutiny for consideration.
- That the Director of Environment and Neighbourhoods conducts an urgent piece of work aimed at strengthening communication links between the different street cleaning service areas and reports back to Scrutiny within 3 months.
- That the Council uses the Code of Practice for Litter and Refuse 2006 to produce a Charter for Leeds that clearly sets out the statutory duties of the Council and other duty bodies for keeping land free of litter and refuse and also the minimum standard of street cleanliness that the public can expect to see across the city.

- That the Director of Environment and Neighbourhoods ensures that robust monitoring and recording mechanisms are put in place for all street cleaning services to link into, in order to produce an audit trail of when a particular street or area has last been assessed and cleaned.
- That the Director of Environment and Neighbourhoods conducts a review of the current cleansing schedule to ensure that correct minimum cleansing frequencies are being set across the city and also reflects areas of priority in terms of cleanliness needs.
- That the Director of Environment and Neighbourhoods produces an action plan within the next 6 months for delivering street cleaning enforcement and education campaigns across the city and particularly within known hotspot areas.

Review of dog fouling enforcement

The issue of dog fouling was the subject of an earlier Scrutiny inquiry in December 2001 by the former Neighbourhoods and Regeneration Scrutiny Board. However, dog fouling still remains one of the highest sources of complaints by the public both locally and nationally. In view of this, we agreed to revisit this issue again and review the Council's current responsibilities and resources for the enforcement of dog fouling in Leeds.

During our review, we acknowledged that dog fouling was just one of a range of dog control and enforcement duties of the Council which needed to be taken into consideration. Particular reference was made to the Council's statutory duty for stray dogs. Since this responsibility was transferred completely to local authorities from the police in April 2008, the number of strays that the service was dealing with had increased by approximately 25% in less than a year. In view of the existing pressures on the Dog Warden service, we recognised the need to maximise available enforcement resources, which would involve working more closely with local parish and town councils too. We also recognised the need for more flexible working hours for Dog Wardens and other enforcement officers in order to tackle dog fouling offences more effectively.

At present, Leeds has only one Dog Control Order and this relates to dog fouling. There are five Dog Control Orders for local authorities to enforce. We believe that the introduction of additional Dog Control Orders can provide real benefits in terms of easier control of dogs, particularly in areas such as parks and children's play areas, and therefore recommended a review of the options available to the Council to extend these Orders in Leeds.



There were 10 recommendations arising from our review. These were as follows:

- That the Council works in close partnership with local parish and town councils to ensure the effective use of Dog Control Orders across the city and maximise available enforcement resources.
- That the Director of Environment and Neighbourhoods determines a suitable figure for Leeds that will be enforced in relation to the maximum number of dogs that any one person can walk at any one time.
- That the Director of Environment and Neighbourhoods carries out a review within the next 4 months of the options available to the Council to extend Dog Control Orders in Leeds.
- That an action plan is drawn up on how the Dog Control Orders agreed upon following the review can be progressed. This action plan will be brought back to the Scrutiny Board for consideration by June/July 2009.
- That the Director of Environment and Neighbourhoods will roll out the training programme for issuing Fixed Penalty Notices for litter and dog fouling over the next 12 months to all Neighbourhood Wardens and Park Ranger staff and recommend that this involves any other enforcement staff who may be able to carry out such works.

- That the Director of Environment and Neighbourhoods conducts a review of existing staffing resources within the Dog Warden team to determine whether it is adequate to meet current service demands.
- That the Director of Environment and Neighbourhoods ensures that the full budget provision for the Dog Warden service each year, which includes the additional funding from West Yorkshire Police, is spent on improving that service.
- That the contract specification for the provision of stray dog kennels is reviewed prior to its renewal and that further opportunities are explored to help generate greater interest from local suppliers.
- That the Director of Environment and Neighbourhoods reviews an out of hours flexible working scheme for the Dog Warden service and explores opportunities to utilise other relevant enforcement staff working out of hours to assist with the enforcement of dog fouling.
- That the Director of Environment and Neighbourhoods produces a Dog Control Strategy for Leeds by September 2009 setting out the duties of the Dog Warden service; the current and potential role of other officers in enforcing Dog Control Orders; strategies for future education campaigns; and the implications of having additional Dog Control Orders for Leeds.

Inquiry into asylum seeker case resolution

In July 2006, the Home Secretary made a commitment to clear a backlog of 450,000 legacy records relating to pre April 2007 unresolved asylum cases by July 2011. The priorities for this case resolution programme was to focus on those who pose a risk to the public; those who could more easily be removed; those in receipt of UK Border Agency (UKBA) support; and those who may be granted leave to remain.

However, concerns about the overall management and potential impact of the case resolution programme on Council services and on the city as a whole were brought to the attention of the Scrutiny Board by the Executive Member for Neighbourhoods and Housing at the beginning of the municipal year. We therefore agreed to investigate this matter further.

As well as meeting with internal officers to discuss the impact of the case resolution programme from the Council's perspective, we also recognised the need to meet with other key external partners involved in driving forward and managing the programme on a wider scale. This would enable Scrutiny to understand their roles and also allow them the opportunity to raise any particular issues.

We therefore welcomed the involvement of the UK Border Agency and the Yorkshire and Humber Regional Migration Partnership in our inquiry. We were also pleased to learn that, to their knowledge, Leeds is the first local authority in the region to conduct an inquiry into the case resolution programme. Our inquiry was therefore welcomed.

“As well as receiving accurate baseline data and projection details from the UK Border Agency on cases to be resolved as part of the case resolution programme, the Council should also be given sufficient time and, where necessary, additional resources to manage any referred cases effectively.

Partnership working is vital if we are to deliver on the case resolution programme, or any other initiatives, as a region”.

Councillor Barry Anderson - Chair

The target set by the government to clear the backlog of legacy records by July 2011 clearly places additional pressures on local authorities to respond accordingly. Whilst we are very confident in the skills and commitment of officers within the Council to manage such pressures, our inquiry has demonstrated a wider need for all key partners to work more closely together in order to achieve this for Leeds and across the region and therefore many of our recommendations are focused around strengthening such partnership work in the future.

There were 11 recommendations arising from our inquiry. In summary, the key recommendations were as follows:

- That the Regional Director of the UK Border Agency ensures that accurate baseline data on cases to be resolved as part of the case resolution programme is provided directly to the Council as a matter of urgency.
- That the Regional Director of the UK Border Agency ensures that details around projections of likely resolutions and timeframes are shared with the Council regularly to allow officers to assess potential impacts and plan the management of these cases more effectively.
- That the Council be given sufficient time and, where necessary, additional resources from the UK Border Agency to effectively manage any referred asylum seeker cases.
- That the UK Border Agency acknowledges the effective role of the Yorkshire and Humber Regional Migration Partnership and strengthens its communication links with the partnership in future.

- That the Yorkshire and Humber Regional Migration Partnership takes a lead role on producing a joint action plan with the UK Border Agency, aimed at strengthening the communication links between all key partners across the region and that the Regional Director of the UK Border Agency plays a proactive role in overseeing the delivery of this action plan and reports back to the Strategic Migration Group on its delivery.
- That the Council works closely with the Regional Asylum Impacts Group to ensure that the regional cluster guidance does not conflict with the Council's policies around community cohesion and equality.
- That the Council continues to work closely with the UK Border Agency to ensure that systems are in place to target 'cluster areas' and provide for a greater choice of housing accommodation throughout the city.

Inquiry into private rented sector housing

The private rented sector in Leeds now represents approximately 13% of the total housing stock and as such provides accommodation for a significant number of Leeds households, some of whom are amongst the most vulnerable members of society.

Many people will have some experience of renting privately during the course of their lives and therefore we set out to explore the current provision, management and regulation of private rented housing in Leeds. As part of our inquiry, we considered evidence from the various Council services involved in the management and regulation of the private rented sector and also sought the views of a number of private landlords from local landlord representative bodies and Unipol Student Homes. During our inquiry, we noted that there was a lack of representative bodies specifically for private sector tenants in Leeds outside of the student market. We therefore explored opportunities for the Council to help develop such a representative body, as this would also aid communication links with private tenants in future.

We also learned of a national review of the private rented sector in October 2008, undertaken by the University of York, and found that there were a lot of common issues raised about the capacity of this sector to meet a range of housing needs. In particular, we too acknowledged the danger of describing the private rented sector as one homogenous tenure given the different variations available. In view of this, we recognised that the Council's approach in dealing with this sector will need to be multi-dimensional to meet the needs of the various sub-markets within the sector.

"The complexity of the sector has to be appreciated in any policy development, and underpins discussion of the obstacles and issues that attach to the private rented sector fulfilling its potential".

Julie Rugg and David Rhodes, Centre for Housing Policy, The University of York.

Our inquiry highlighted a clear need to improve professionalism within this sector by improving the quality and condition of private rented sector housing; driving up standards of management; providing effective advice, information and support to the sector; and putting in place effective regulatory and enforcement mechanisms to target and enforce sanctions against the small minority of wilfully bad landlords. Many of our recommendations therefore focused around these specific issues.

At the time of conducting our inquiry, we acknowledged that the Council was in the process of updating both its Leeds Housing Strategy and Private Rented Sector Strategy. We therefore hope that our findings and recommendations have contributed towards the development of these strategies. There were 17 recommendations arising from our inquiry.

In summary, the key recommendations were as follows:

- That the Director of Environment and Neighbourhoods raises greater awareness of, and helps private landlords gain access to, available grant or loan funding to improve the quality and energy efficiency of private sector housing.
- That the Director of Environment and Neighbourhoods continues to proactively educate and empower private tenants to understand their rights and have the confidence to approach the Council for assistance if landlords refuse to improve standards in line with minimum requirements.
- That the Director of Environment and Neighbourhoods continues to engage with private landlords in regularly reviewing the standards set within the Leeds Landlords Accreditation Scheme with the aim of attracting more members and expanding the scheme across the city.

- That the Director of Environment and Neighbourhoods continues to further develop an Accredited Tenants Scheme for Leeds and explores opportunities for developing a representative body specifically for private tenants in Leeds.
- That the Director of Environment and Neighbourhoods continues to seek means of bringing empty private housing back into use which maximises recent government initiatives and takes advantage of the current economic climate by brokering deals with property owners to temporarily let their empty properties to the Council for people on the housing register.
- That the Director of Environment and Neighbourhoods considers the feasibility of establishing a single point of contact within the Council for the private rented sector, acting as a conduit for both private landlords and tenants to gain access to accurate and timely advice, information and assistance.

Inquiry into older people's housing

The expectations and aspirations of older people are evolving and therefore the Council will need to ensure that service delivery is reconfigured so that it responds to these changing needs. In view of this, we agreed to conduct an inquiry into older people's housing in Leeds.

Some of the key aspirations of older people, now and in the future, are highlighted in the Government strategy 'Lifetime Homes, Lifetime Neighbourhoods'. The Government's vision is now focused around supporting older people to live independently within their own homes and exercise greater choice and control over their lives. The Lifetime Homes standard therefore provides flexible housing design that reflects the changes that occur over a lifetime and so people are not excluded by design as they grow older and more frail.

During our inquiry, we were pleased to learn that the Council is responding accordingly in trying to meet the Government's vision. We learned that a jointly sponsored project between the Environment and Neighbourhoods and Adult Social Care Directorates has been developed with the aim of creating a network of extra care and affordable lifetime homes in the city to meet primarily the needs of older people, but which will also make a significant contribution to neighbourhood regeneration and achieving affordable housing targets. To help progress with this project, the Council has submitted a bid to Central Government for £271 million of Private Finance Initiative (PFI) credits. This bid includes proposals for the development of 600 units of extra-care housing and 510 units of Lifetime Homes housing.

During our inquiry, we were particularly interested in the extra-care housing model. We therefore held our February 2009 meeting at the Moor Allerton Care Centre, which is based on the extra-care model, and combined this with a tour of the centre. We also conducted a visit to Sheffield's Brunswick Gardens retirement village, which opened in March 2008 and consists of 217 one and two bedroom units of mixed tenure. As this is one of only a few extra care 'villages' in England, we were keen to learn more about the benefits of developing a scheme of this size and to take back any lessons for future developments in Leeds.



The 'village centre' at Sheffield's Brunswick Gardens retirement village



Meeting with senior officers and relevant cabinet members from Sheffield Council

As part of our inquiry, we recognised that the development of housing related services for older people also needs to be rooted in the evolving national 'personalisation' agenda: that recipients of social care services should play an integral role in shaping or choosing the services they use, so that they can be empowered to live independently. We therefore explored the use of assistive technology, telecare and telehealth services to support people to live as independently as possible.

We have now concluded our inquiry and are in the process of producing a final report setting out our findings and recommendations. We hope to publish our report early in the new municipal year.

Other work of the Board

Changes to the Council's Lettings policy

Last year the Environment and Neighbourhoods Scrutiny Board carried out an inquiry into housing lettings pressures and recommended that Scrutiny be consulted on the proposed changes to the Council's Lettings policy. We contributed to the consultation process in August 2008 and provided our formal comments in the form of a Statement, which was published in September 2008.

We were pleased to note that the recommendations arising from last year's inquiry were taken on board and covered by the proposed changes in the Lettings policy. We therefore supported all the proposed changes to the Lettings Policy, as detailed in the consultation document.

Observing Yorkshire Water's £43 million upgrade of Waste Water Treatment Works

In December 2008, we were pleased to be invited to visit Yorkshire Water's Knostrop Waste Water Treatment Works to observe the ongoing work being carried out as part of its £43 million investment to provide more modern and efficient treatment processes that will help to ensure the water returned to the River Aire meets the standards required by the European Fresh Water Fish Directive, which becomes law in the UK in 2010.



Leeds Materials Recycling Facility

In February 2009, we visited the Leeds Materials Recycling Facility, which is operated by Martin Waste Limited. We met with the Council's contracts manager within Recycling and Waste services and also the Marketing Manager and Materials Recycling Manager from Martin Waste Ltd. As part of our visit, we were shown around the site to observe how the recycling facility operates.

In March 2009, we also considered the outcome of a recent external Eco Management and Audit Scheme (EMAS) audit. This audit focused on a broad range of environmental aspects relating to Leeds City Council operations and services, but a specific focus on recycled waste was considered appropriate in light of media speculation around municipal recyclate destinations. We were pleased to note that the audit concluded that the Council and its contractor have robust systems in place to ensure the effective and responsible management of municipal recyclates.

The Board's full work programme 2008/09

Requests for Scrutiny

- Inquiry into EASEL regeneration project (to be continued into 2009/10)

Review of existing policy

- Review of dog fouling enforcement in Leeds
- Street cleaning inquiry
- Asylum seeker case resolution inquiry
- Private rented sector housing inquiry
- Older people's housing inquiry (to be finalised in 2009/10)
- Review of miscellaneous properties

Development of new policy

- Draft Leeds Housing Strategy
- Grounds maintenance draft Service Improvement Plan
- Sustainable Communities Act
- Revised Lettings Policy

Monitoring Scrutiny recommendations

- Quarterly recommendation tracking
- Formal response to previous inquiry into housing lettings pressures
- Formal response to previous inquiry into CO2 emissions

Performance management

- Quarterly performance reports
- Monthly performance updates on the Dog Warden service and the enforcement of dog fouling
- Quarterly updates on the Supporting People programme

Briefing

- The role of Police Community Support Officers (PCSOs)

Call In

- Review of parking facilities including adjustments to prices

Scrutiny Board (Health)



*Cllr Pauleen Grahame
Chair of Scrutiny Board
(Health)*

Membership of the Board:

Cllr Pauleen Grahame
Cllr Alan Lamb
Cllr Andrea McKenna
Cllr Ann Blackburn
Cllr David Congreve (from November 2008)
Cllr Denise Atkinson (until November 2008)
Cllr Graham Kirkland
Cllr Graham Latty (from September 2008)
Cllr Jackie Langdale (until February 2009)
Cllr James Monaghan
Cllr John Bale (until July 2008)
Cllr John Illingworth
Cllr Judith Chapman
Cllr Linda Rhodes-Clayton
Cllr Lucinda Yeadon (from February 2009)
Cllr Mohammed Iqbal

Co-opted members:

Eddie Mack – representing Leeds Voice
Samoud Saqfelhait – representing Touchstone

The Chair's summary

I am pleased to be able to present this year's annual report for the Health Scrutiny Board. It has been a very interesting year – particularly considering my previous time as Chair – with some of the issues from 2004/05, such as hospital services for children and hospital acquired infections, remaining topical issues throughout this year.

We have considered a broad range of matters over the course of the year – and have particularly focused on aspects of service delivery at Leeds Teaching Hospital NHS Trust. This has ranged from the provision of renal services (and associated transport) through to the provision of hospital food, and children's hospital services reconfiguration through to the payment of compensation claims. We have also conducted a number of inquiries, including improving sexual health among young people and GP-led health centres.

Performance monitoring has remained an important aspect of the Board's role and we have considered a range of reports from NHS Trusts and the Council. It is pleasing to see the start of a more coordinated approach to performance reporting – a development strongly influenced by the Board's continued involvement.

As always I would like to thank all my colleagues on the Board for their attendance and contribution to the work we have undertaken this year: It has proved to be a very busy year and one which I hope will contribute to the continuous improvement of healthcare services for the people of Leeds.

Cllr Pauleen Grahame, Chair of Health Scrutiny Board

Improving sexual health among young people

A high profile issue both locally and nationally, sexual health among young people and, in particular, teenage pregnancies has consistently made headlines in recent years. Across England, many local authorities have struggled to make progress against the government target to reduce teenage conceptions; and the rates of chlamydia screening and access to Genitourinary Medicine (GUM) services remain important national indicators.

That these areas are seen as local important priorities in Leeds is, in part, demonstrated by their inclusion as an improvement priority in the Local Area Agreement (LAA). The issue of teenage conception was also highlighted as an area of concern in the 2008 Comprehensive Area Assessment (CAA).

As such, aware that these issues had been considered by Scrutiny before, we were keen to undertake a piece of work which would allow us to further explore the variety of factors which impact upon sexual health among young people and to examine the effectiveness of current strategies.



The 2008 Health and Adult Social Care Scrutiny Board Statement on Teenage Conception concluded that, while there were some excellent services in Leeds to support teenage parents, there was still much work to be done around reducing teenage conceptions and improving sexual health services.

Taking this into account, the initial aim of our inquiry was to examine and make recommendations in the following areas:

- the links between teenage pregnancy and low aspiration;
- the consistency of Sex and Relationship Education (SRE) (in both educational and non-educational settings);
- the availability of access to contraception/family planning for young people;
- the rise in conception rates in under 15s.

Our investigations were also influenced by the report of the Teenage Pregnancy National Support Team (TPNST) that visited Leeds in Autumn 2007 which, while identifying a number of strengths, highlighted a number of areas for improvement, including:



- Strategy
- Local data set
- Communications
- Access to sexual health services
- A coherent vision for SRE within and outside schools

During our inquiry we examined progress against all of these priorities and were particularly struck by the continued need for better coordination and communication between services – as such, many of our recommendations are focused on this area. We hope that in responding to our recommendations, the range of services involved will work together to provide a single response, and a more coordinated approach for the future.

Our recommendations were:

- 1) That NHS Leeds works with its partners to continue to develop the sexual health services on offer to young people, with a focus on:
 - making these services more accessible, both geographically and through appropriate opening hours;
 - better coordination of services in order to target those parts of the city where the need is greatest;
 - advertising the availability of services more widely to the general population, with some advertising targeted specifically at adults.

- 2) That NHS Leeds and Leeds City Council work together to establish a local data set as soon as possible, and that this information is regularly made available to everyone who has a role to play in tackling teenage conception.

That full use is made of this data to measure the effectiveness of schemes and to target resources.

- 3) That Education Leeds and Children's Services continue to support and coordinate initiatives to raise standards in SRE in schools across Leeds.

- 4) That continued targeted support is provided to those schools in 'hotspot' wards, particularly in terms of:
 - developing innovative methods of delivering SRE to young people
 - encouraging staff and governors to be at the centre of such initiatives, through improved training and communication.

That efforts are also made to meet the needs of vulnerable young people across the city.

- 5) That Leeds City Council and Education Leeds work together to provide support to parents, particularly in 'hotspot' wards, to enable them to communicate effectively with their children about the range of issues surrounding sexual health and teenage conception.

- 6) That Leeds City Council and Education Leeds continue to support young people-led activity which is focused on improving sexual health, and that this work is targeted on those young people who are otherwise 'hard-to-reach'.

- 7) That all the agencies in Leeds working with young people collaborate to offer a consistent message on sex and relationships, and promote healthy behaviour, and that this partnership working is centrally coordinated to form a coherent strategy.

- 8) That a coordinated effort is made by Education Leeds, Children's Services, NHS Leeds and other service providers to increase the involvement of elected members in tackling sexual health issues among young people, both in terms of involving members in decision making and making use of their unique role within the community.

That elected members themselves are encouraged to learn more about the complex issues surrounding sexual health and teenage conception through the Member Development process.

- 9) That, with the appropriate consideration of working collaboratively, the issue of sexual health among young people be considered by the Health, Children's Services and Environment and Neighbourhoods Scrutiny Board's in the next municipal year when setting their work programmes, particularly in terms of the links with:
 - Alcohol
 - Drugs
 - Deprivation
 - Attendance and
 - Self-esteem.

Inquiry into GP-led Health Centres

In June 2007, Lord Darzi was instructed to carry out a national review of the NHS and advise on how the challenges of the next decade would be addressed. In October 2007, Lord Darzi published an interim report that highlighted a number of concerns including:

- Continuing and widening health inequalities
- Poor provision of GP surgeries in some areas
- Poor access to GP services among some sections of the community

Given these concerns, we were eager to examine these findings in the context of local healthcare provision in Leeds. As such, at the beginning of the year we agreed to undertake an inquiry to look at how NHS Leeds were addressing Lord Darzi's recommendations.



Much of the inquiry was carried out by a working group and included a series of discussions with NHS Leeds. During these discussions we looked at current provision, planned changes to existing provision, and how such changes would benefit patients accessing healthcare services in Leeds.

We initially established that all Primary Care Trusts had been instructed to create a new GP-led health centre – offering longer opening hours than traditional GP practices (8am – 8pm, 7 days a week) and a 'walk-in' facility to enable patients who were not registered, to see a doctor.

We were informed that in Leeds the new health centre would be located in the Burmantofts area of the city and would aim to cater for around 1000 registered patients by the end of the first year.

We were advised of planned refurbishment works at Burmantofts Health Centre and held 'before' and 'after' site visits and heard that the new provision would be known as the Shakespeare Medical Practice.

A number of discussions were also held at full board meetings, culminating with a dedicated meeting at the Thackray Medical Museum in February 2009, where we heard from both NHS Leeds and the appointed service provider – Care UK Clinical Services.

Despite some difficulties regarding the different terminology used during our inquiry, we gained a clearer appreciation of how the new service will benefit patients and go some way to address some of the concerns highlighted by Lord Darzi. We look forward to being updated on performance of the new centre and will follow further developments with interest.



Inquiry into hospital discharges



The quality of hospital discharges was first raised as an area of inquiry by the then member of the Scrutiny Board, Councillor Denise Atkinson, in October 2008. Then in December 2008, the Commission for Social Care Inspection (CSCI) published its '*Independence, Wellbeing and Choice*' inspection report, which also highlighted some concerns over the consistency and quality of hospital discharges for Leeds residents.

As a result, we agreed to undertake an inquiry aimed at examining and assessing the current hospital discharge arrangements for the adult residents of Leeds. We particularly wanted to consider:

- The coordination of services between the Council and its partners, including the discharge arrangements between the Council and out of boundary hospitals.
- How the Council and its partners ensure that any necessary support plans/packages are in place before patients are discharged.
- The processes for collating, analysing and using discharge performance data and customer feedback.

Outcomes and findings

We held discussions with senior managers in NHS Leeds, Leeds Teaching Hospitals NHS Trust (LTHT), Leeds Partnership Foundation Trust (LPFT) and Adult Social Services.

We received a wealth of information on the current hospital discharge process and details of how the areas for improvement identified in the CSCI report were being addressed. A summary of the information we received is detailed below:

- Planned and Urgent Care group in place to consider discharge issues, with formal mechanisms in place for this group to report on progress.
- Revised discharge protocols will ensure that dignity and safeguarding principles and values are at the forefront of arrangements.
- Revised discharge protocol by March 2009 (Leeds hospitals).
- Revised discharge protocol by November 2009 (out of Leeds hospitals).
- Improved processes to establish a baseline for patients' experience following hospital discharge using information drawn from:
 - service user reviews following hospital discharge
 - complaints arising from hospital discharge
 - user experience surveys

Due to the range of activities seeking to address the identified areas for improvement, we concluded that more time was needed in order to fully assess the impact and effectiveness of current and future actions. Therefore, we see this as an important strand of work for next year's Board.

Forward planning and consultation

Draft Health and Wellbeing Partnership Plan (2009-2012)

We considered the draft Health and Wellbeing Partnership Plan (2009-2012) and supported the four priority areas identified:

- Reducing health inequalities
- Improving quality of life
- Enhanced safety and support for vulnerable people
- Inclusive communities

We firmly believe that these improvement priorities should act as the foundation for the Health Scrutiny Board's future work programme.

We were particularly interested in the Plan's key connections and believe the success of the Plan is largely dependent on the ability of the Council and its partners to act as 'one', particularly in terms of joint commissioning and use of the voluntary sector.



There were mixed views within the Scrutiny Board regarding the proposed recruitment of 'locality enablers'. However, whilst not reaching a clear consensus on whether such appointments should be made, there was agreement that a close relationship with Area Committees would be essential in order to focus on delivering improvements at a local level.

In terms of helping to deliver better health outcomes for the people of Leeds, we believe that other strategies, plans and policies need to be much more complementary. As such, we highlighted that the implementation of the Health and Wellbeing Partnership Plan should not be seen as the sole preserve of health professionals – but rather the responsibility of all directorates.

We also recognised that it would be highly appropriate for future Health Scrutiny Boards to consider the contributions of all relevant directorates when looking at performance outcomes and holding officers to account.

Our comments on the draft plan were recorded and forwarded to the Executive Board.

Health Proposals Working Group



At the beginning of the year, we established a working group that would periodically consider any proposed changes to healthcare services across the city and subsequently monitor the progress of any agreed changes.

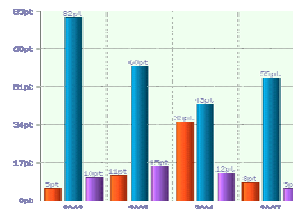
Throughout the year the working group considered a number of issues and a range of proposed service changes. Alongside the proposed service changes, the working group was also presented with the level and methods of user involvement as part of the wider consultation process. The service change proposals considered this year included:

- Development of Primary Care services (LS17)
- Older people's Mental Health services
- Citywide Mental Health treatment services

The working group routinely reported back the issues it had considered to the main Board.

Quarterly performance reports

Performance monitoring remained an important aspect of the Board's work programme and we considered a range of reports from both NHS Leeds and the Council. In addition to keeping a watching brief on some key areas of performance, this work has also resulted in a more coordinated approach to performance reporting by NHS Leeds and the Council.



Monitoring performance is a key role

This development should not only help future Boards undertake the performance monitoring role more efficiently, but it should also help the Council and its partners continue to work collaboratively, improving the coordination of services and improvement activity.

Annual Health Check

Introduced by the Healthcare Commission in 2005/06, this involves each NHS Trust submitting an annual self assessment declaration against core standards set by the Government, including:

- Safety
- Governance
- Patient focus
- Public Health

We considered the declarations from NHS Leeds, Leeds Teaching Hospitals NHS Trust (LTHT) and Leeds Partnership Foundation Trust (LPFT).



While compliance against the majority of standards was reported by each of the Trusts, there were some exceptions, the most notable of which was LTHT's failure to meet the standard for reducing the risk of healthcare acquired infections.

We were alarmed about this position, not least due to the significance this holds for patients and their relatives.

As such, we believe this should remain a priority area for next year's Scrutiny Board and until suitable assurances are given that this core standard is being met.

The Board's full work programme 2008/09

Scrutiny Board inquiries

- GP led Health Centres
- Sexual health among young people
- Hospital discharges
- Implications of National Blood Service Strategy

Hospital service matters

- Children's Hospital Services and Clinical Services reconfiguration
- Provision of Renal Services and associated patient transport
- Peripheral Hospitals Strategy report
- Maternity services and neonatal provision
- Provision of stroke care
- Provision of hospital food
- Leeds Hospitals' compensation payments

Mental Health matters

- Mental Health legislation implementation
- Mental Capacity Act (2005)
- Mental Health Act 2007 – supervised community treatment

Forward Planning and Consultation

- Draft Health and Wellbeing Partnership Plan (2009-2012)
- Joint Strategic Needs Assessment
- Leeds Local Involvement Network (LINK)
- NHS Next Stage Review – High quality care for All
- Health Proposals Working Group – feedback on service change proposals and consultation

Performance monitoring

- The Localisation of Health and Social Care Services – response to previous inquiry recommendations
- Primary Care Trust (NHS Leeds) performance reports
- Leeds City Council – quarterly performance reports
- Recommendation tracking
- Annual Health Check (NHS Leeds, Leeds Teaching Hospitals NHS Trust, Leeds Partnership Foundation Trust)

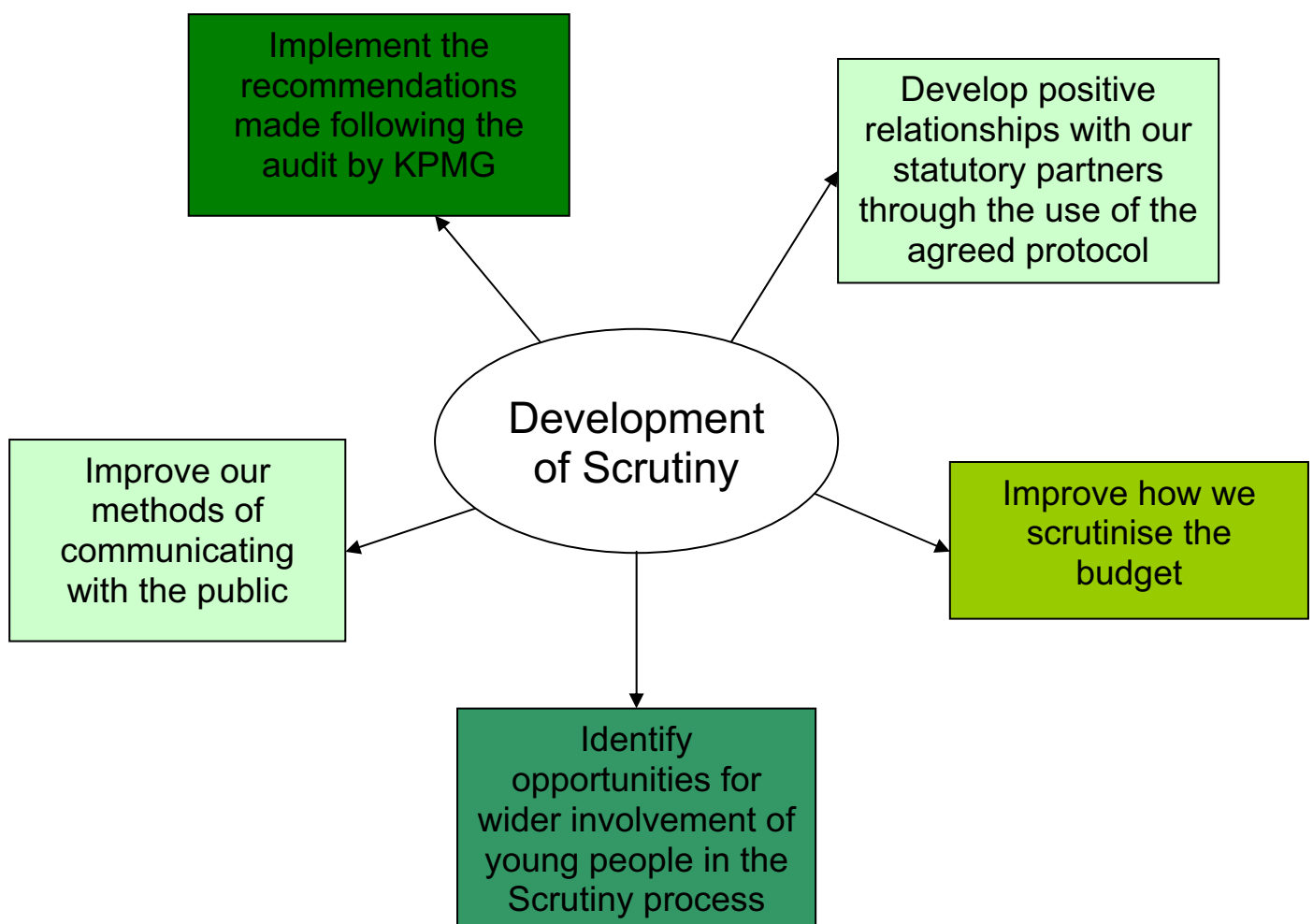
Developing Scrutiny

As has been our practice in previous annual reports, we have published an action plan for the coming year. We have also reviewed last year's plan and made an assessment of how well we have met our previous ambitions.

The action plan this year reflects what we consider to be the main areas for development. A key focus remains ensuring that Scrutiny is a worthwhile process for elected Members and adds value to the running of the Council.

Our goals this year include increasing the participation of young people in the Scrutiny process, enabling the voice and concerns of the public to be heard by Scrutiny and responding to the recommendations made within the KPMG external audit report.

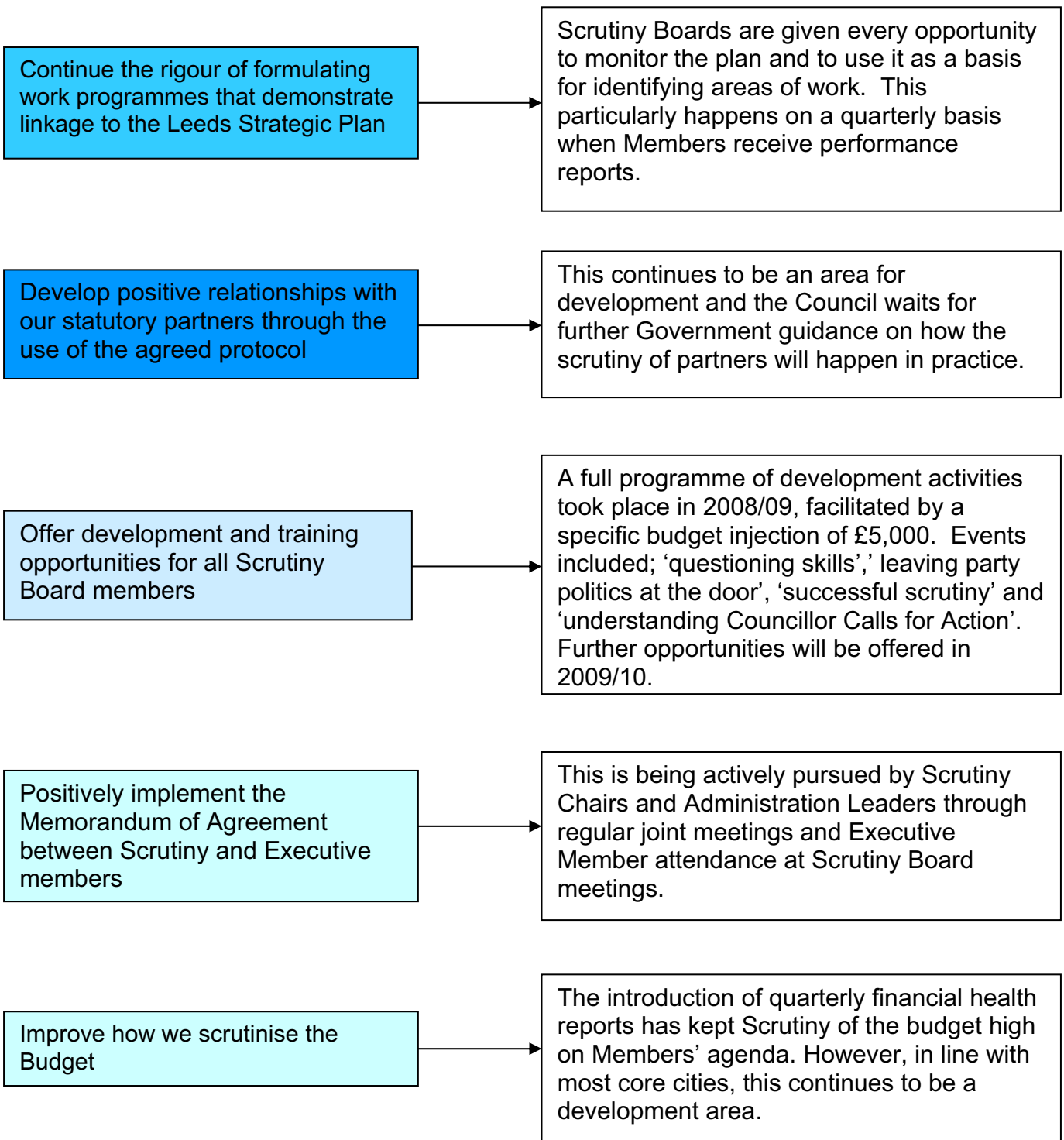
Action Plan 2009/10



Action Plan

2008/09

Progress



Scrutiny Publications 2008/09

Final reports issued by Scrutiny Boards in 2008/09:

- Review of residents' parking schemes
- Multi Agency Support Team inquiry
- The role of the Voluntary, Community and Faith Sector (VCFS) in Council-led community engagement
- Attendance Management
- Improving Sexual Health among Young People
- Member Development
- Procurement of services
- Protecting our Environment (Young People's Scrutiny Forum)
- Asylum Seeker Case Resolution
- Private rented sector housing
- Skills
- Street Cleaning

Statements issued by Scrutiny Boards in 2008/09

- ALMO Inspections - Meeting the Equality Standard and Preparing for Inspection
- Cover Pricing
- Changes to the Lettings Policy
- Embedding equality, diversity & cohesion & integration
- University fees
- A660 corridor transport issues
- Enforcement of dog fouling
- Dignity in care

Operational documents

- Scrutiny Board Procedure Rules Guidance Note: Equality, Diversity and Cohesion and Integration Issues
- Scrutiny Board Procedure Rules Guidance Note: Requests for Scrutiny, including Councillor Call for Action, Local Crime and Disorder Matters and Health and Social Care matters.

Other

- Guide to Scrutiny – comprehensive publication
- Revised and updated information leaflets:
 - Guide to Scrutiny – officers
 - Guide to Scrutiny – Members
 - Guide to Scrutiny – external witnesses

A list of all final reports since 1999 can be found on our internet site.
www.leeds.gov.uk/scrutiny

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Report of the Assistant Chief Executive (Corporate Governance)

Council

Date: 15th July 2009

Subject: Appointments

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Purpose of Report

1.1 At the Annual Meeting Party Whips were authorised to allocate vacant seats to Members in accordance with the proportions set out on the schedules, subject to their subsequent report to Council.

1.2 The relevant Party Whip has allocated the position of a named substitute on the West Yorkshire Joint Services Committee to Councillor R D Feldman.

1.3 Appointments to Boards and Panels are reserved to Council.

1.4 The relevant party whip has requested the following change:-

That Councillor Driver replace Councillor Armitage as a member of Scrutiny Board (City and Regional Partnerships)

2.0 Recommendations

2.1 That Council note the appointment referred to in 1.2 above and approve the appointment referred to in paragraph 1.4.

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Report of the Assistant Chief Executive (Corporate Governance)

Full Council

Date: 15 July 2009

Subject: Amendments to officer delegation scheme (executive functions)

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

1. This report notifies Council of amendments to the officer delegation scheme (executive functions) approved by the Leader with effect from 29 June 2009.
2. The amendments were in relation to:
 - the concurrent delegation to the Chief Officer (Early Years and Integrated Youth Service)
 - a re-instated concurrent delegation to the Chief Officer (Children and Young People's Social Care); and
 - a new concurrent delegation to the Chief Officer (Customer Services).
4. Copies of the delegations are attached as Appendices 1 – 3 to this report.
5. In addition, under authority delegated to her under Article 15, the Monitoring Officer has approved consequential amendments to the constitution, following the amendments to the scheme. These are also outlined in this report for information.

1.0 Purpose Of This Report

1.1 This report notifies Council about amendments to the officer delegation scheme (executive functions) in accordance with Executive Procedure Rule 1.4.

2.0 Background Information

2.1 Under Executive Procedure Rule 1.4, the Leader may amend the scheme of delegation relating to executive functions, at any time, by giving notice to the Assistant Chief Executive (Corporate Governance) and to the person, body or committee concerned.

2.2 The Assistant Chief Executive (Corporate Governance) must then present a report to the next ordinary meeting of full Council, setting out the changes made by the Leader.

3.0 Main Issues

3.1 With effect from 29 June 2009, the Leader amended the officer delegation scheme (executive functions), as set out below.

3.2 Chief officer (Early Years and Integrated Youth Support Service)

3.2.1 The Leader has approved amendments to the concurrent delegations to the Chief Officer (Early Years and Youth Service).

3.2.2 The amendments were:

- to reflect a change in the title of the post; and
- to delegate functions relating to the Connexions Service and to the Youth Offending Service to this post. (These functions were delegated to the Director of Children's Services with effect from the annual meeting, and so are now concurrently delegated).

3.2.3 The amended delegation is attached as Appendix 1 to this report.

3.3 Chief Officer (Children and Young People's Social Care)

3.3.1 In December 2008 the concurrent executive delegations to the post of Chief Officer (Children and Young People's Social Care) were withdrawn, as that post had become vacant and it was not considered appropriate for the concurrent delegations to be exercised by other officer(s) on an interim basis.

3.3.2 This post has now been filled, following an appointment by the Employment Committee. The concurrent delegation to the Chief Officer (Children and Young People's Social Care) has therefore now been re-instated.

3.3.3 A copy of the delegation is attached at Appendix 2.

3.4 Chief Officer (Customer Services)

3.4.1 Following an appointment by the Employment Committee, a delegation has been given to this post, in relation to customer services and the promotion of welfare rights. These functions have already been delegated to the Assistant Chief

Executive (Planning Policy and Improvement), and are therefore now concurrently delegated.

- 3.4.2 A copy of the delegation to the Chief Officer (Customer Services) is shown attached as Appendix 3.

Consequential amendments

- 3.5 By virtue of Article 15 of the Constitution, the Assistant Chief Executive (Corporate Governance) has delegated authority to approve consequential amendments to the constitution, to implement decisions of the Council or the Executive. These were needed to:

- Article 12 of the constitution, (which sets out the functions and areas of responsibility for Directors);
- Part 3 Section 2B - Scrutiny Board Terms of Reference (to reflect the revised delegations only);
- Part 3 Section 3B(a) – Executive Member portfolios (to reflect the revised delegations only); and
- Part 7 - management structure.

4.0 Implications for Council Policy and Governance

- 4.1 Under its Code of Corporate Governance, the Council is committed to ensuring that the necessary roles and responsibilities for the governance of the council are identified and allocated, so that it is clear who is accountable for decisions.

5.0 Legal and Resource Implications

- 5.1 Under Rule 1.4 of the Executive Procedure Rules, the Assistant Chief Executive (Corporate Governance) must present a report to the Council setting out any changes made by the Leader to the officer delegation scheme (executive functions). This report fulfils that requirement.

6.0 Conclusions

- 6.1 Amendments have been made by the Leader to the executive arrangements, in accordance with the Executive Procedure Rules. The Monitoring Officer under her delegated authority has made other necessary consequential amendments to the constitution.

7.0 Recommendations

- 7.1 The Council is asked to note the changes to the officer delegation scheme (executive functions) and other consequential amendments to the constitution, set out in this report.

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Chief Officer (Early Years and Integrated Youth Support Service)

With the exception of those matters where

- (i) an appropriate Executive Member¹ or the Director of Children's Services has directed that the delegated authority should not be exercised and that the matter should be referred to the Executive Board for consideration²; or
- (ii) the Director of Children's Services has directed that the delegated authority should not be exercised and that the matter be referred to him/her for consideration

the Chief Officer (Early Years and Integrated Youth Support Service)³ is authorised⁴ to discharge any function⁵ of the Executive in relation to:

- (a) early years development and child care planning;
- (b) youth services;
- (c) the provision of services so far as they relate to information, advice and guidance under the Learning and Skills Act 2000; and
- (d) operational responsibilities for the Youth Offending Service so far as they relate to the local authority.

¹ An "appropriate Executive Member" is the Leader or other appropriate portfolio-holding Member of the Executive Board

² The Chief Officer may consider in respect of any matter that the delegated authority should not be exercised and that it should be referred for consideration to the Executive Board or to the Director of Children's Services

³ The fact that a function has been delegated to the Chief Officer does not require the Chief Officer to give the matter his/her personal attention and the Chief Officer may arrange for such delegation to be exercised by an officer of suitable experience and seniority. However the Chief Officer remains responsible for any decision taken pursuant to such arrangements.

⁴ The Chief Officer must consult the Director of Children's Services before taking any key or major decisions.

⁵ "Function" for these purposes is to be construed in a broad and inclusive fashion and includes the doing of anything which is calculated to facilitate or is conducive or incidental to the discharge of any of the specified functions. The delegation also includes the appointment of the Chief Officer as "proper officer" for the purpose of any function delegated to him/her under these arrangements.

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Chief Officer (Children and Young People’s Social Care)

With the exception of those matters where

- (i) an appropriate Executive Member¹ or the Director of Children’s Services has directed that the delegated authority should not be exercised and that the matter should be referred to the Executive Board for consideration²; or
- (ii) the Director of Children’s Services has directed that the delegated authority should not be exercised and that the matter be referred to him/her for consideration

the Chief Officer (Children and Young People’s Social Care)³ is authorised⁴ to discharge any function⁵ of the Executive in relation to social services, so far as those functions relate to

- (i) children or
- (ii) young people leaving care⁶.

¹ An “appropriate Executive Member” is the Leader or other appropriate portfolio-holding Member of the Executive Board

² The Chief Officer may consider in respect of any matter that the delegated authority should not be exercised and that it should be referred for consideration to the Executive Board or to the Director of Children’s Services

³ The fact that a function has been delegated to the Chief Officer does not require the Chief Officer to give the matter his/her personal attention and the Chief Officer may arrange for such delegation to be exercised by an officer of suitable experience and seniority. However the Chief Officer remains responsible for any decision taken pursuant to such arrangements.

⁴ The Chief Officer must consult the Director of Children’s Services before taking any key or major decisions.

⁵ “Function” for these purposes is to be construed in a broad and inclusive fashion and includes the doing of anything which is calculated to facilitate or is conducive or incidental to the discharge of any of the specified functions. The delegation also includes the appointment of the Chief Officer as “proper officer” for the purpose of any function delegated to him/her under these arrangements.

⁶ Under sections 23C and 24D of the Children Act 1989, so far as not falling within (i).

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CHIEF OFFICER (CUSTOMER SERVICES)

With the exception of those matters where an appropriate Executive Member¹ has directed that the delegated authority should not be exercised and that the matter should be referred to the Executive Board for consideration², the Chief Officer (Customer Services)³ is authorised to discharge any function⁴ of the Executive in relation to customer services and the promotion of welfare rights.

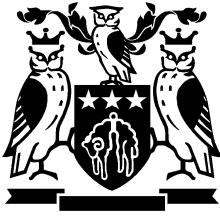
¹ An “appropriate Executive Member“ is the Leader or other appropriate portfolio-holding Member of the Executive Board.

² The Assistant Chief Executive (Planning Policy and Improvement) may consider in respect of any matter that the delegated authority should not be exercised and that it should be referred for consideration by the Executive Board.

³ The fact that a function has been delegated to the Chief Officer does not require the Chief Officer to give the matter his/her personal attention and he/she may arrange for such delegation to be exercised by an officer of suitable experience and seniority. However, the Chief Officer remains responsible for any decision taken pursuant to such arrangements.

⁴ “Function” for these purposes is to be construed in a broad and inclusive fashion, and includes the doing of anything which is calculated to facilitate or is conducive or incidental to the discharge of any of the specified functions. The delegation also includes the appointment of the Chief Officer as “proper officer” for the purpose of any function delegated to him/her under these arrangements.

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Originator: Ian Walton

Tel: 247 4350

Report of the Assistant Chief Executive (Corporate Governance)

Council

Date: 15th July 2009

Subject: Recommendations of the Executive Board

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Purpose of Report

1.1 To present to Council the following documents:-

- Health and Wellbeing Partnership Plan 2009 to 2012
- Children and Young People's Plan 2009 to 2014
- Draft Gambling Act 2005 Statement of Licensing Policy

2.0 Background Information

2.1 The attached reports were considered by the Executive Board on 13th May and 17th June 2009 and in each case were referred to Council with recommendations for approval or comment as detailed in each of the Executive Board minutes referring to them.

- (a) The Health and Wellbeing Partnership Plan 2009 to 2012(minute 266 refers)
- (b) The Children and Young People's Plan 2009 to 2014 (minute 14 refers)
- (c) The Gambling Act 2005 Statement of Licensing Policy(minute 22 refers)

2.2 The version of the Health and Wellbeing Plan attached to this report has been amended in terms of grammar and minor points of clarification since submission to the Board. The attached version of the Children and Young People's Plan is as submitted to the Executive Board and this will be subject to grammatical and clarity checks and the addition of illustrative material prior to publication.

3.0 Recommendation to Council

3.1 That Council approve the Health and Wellbeing Plan 2009 to 2012 and the Children and Young People's Plan 2009/14 as recommended in minute 266 of the meeting held on the 13th May 2009 and minute 14 of the meeting held on 17th June 2009 Executive Board on 2009.

- 3.2 That Council consider whether to make amendments to the draft Gambling Act 2005 Statement of Licensing Policy as recommended in minute 22 of the meeting held on 17th June 2009 prior to its release for consultation.

Background Documents

Report to the Executive Board.



Report of the Director of Adult Social Services and Director of Public Health

Executive Board

Date: 13 May 2009

Subject: Health and Wellbeing Partnership Plan 2009 to 2012

Electoral Wards Affected:
<input type="checkbox"/> Ward Members consulted (referred to in report)

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

Eligible for Call In

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

1.0 Introduction

- 1.1 Attached to this report is the final draft of the Leeds Health and Wellbeing Partnership Plan for 2009 to 2012. This plan will replace the Leeds Health and Wellbeing Plan 2005 to 2008 and builds on the partnership priorities that have already been consulted on and agreed in the Leeds Strategic Plan.
- 1.2 The new Plan consists of two parts: a narrative section and an action plan covering each improvement priority.
- 1.3 The Plan has been developed by a task group reporting to the Healthy Leeds Partnership. The Joint Strategic Commissioning Board of the Partnership will be responsible for implementation.
- 1.4 Findings from the Joint Strategic Needs Assessment are incorporated and the Plan also takes account of national policies and guidance.
- 1.5 The Plan is being brought to Executive Board for comment and approval prior to submission to full council.

2.0 Purpose of Health and Wellbeing Plan

2.1 The last plan covered 2005 to 2008 and was overseen by the Healthy Leeds Partnership. Many of the relevant organisations and structures have changed in the last few years as has the national policy framework including a new format for the Local Area Agreement (LAA), now the Leeds Strategic Plan. During the first year of the new LAA partners have started working to the new priorities for health and wellbeing. As part of the further development of partnership working in Leeds, this work is now being formalised into a new theme plan which forms part of Leeds City Council's Budget and Policy Framework and contributes to the Leeds Strategic Plan. NHS Leeds is committed to the partnership priorities and these are reflected in its five year strategy.

2.2 The new Plan summarises the overall context and means of delivery. It covers both health and wellbeing, incorporating the strategic priorities for adult social care and bringing together relevant actions from a range of separate strategies into one place. Development of the Plan has helped to identify where we can work together better, where we need to link with other partnerships or where there are gaps. Two key links are with the new Children and Young People's Plan and the developing Housing Strategy.

2.3 The last health and wellbeing plan was very broad as it tried to cover all the elements in the health and wellbeing theme from the Vision for Leeds 2004 to 2020. After reviewing progress against that plan, the consensus was that we needed to:

- focus the partnership action on a smaller number of priorities
- be able to measure progress better
- have better information on needs, priorities and evidence of what works
- have clear action plans with accountable lead officers and agencies

2.4 The new plan restates our commitment to improving health and addressing health inequalities and our original vision that:

“Leeds will be a healthy city for everyone who lives, visits or works here, promoting fulfilling and productive lives for all. We will reduce inequalities in health between different parts of the city, between different groups of people and between Leeds and the rest of the country.”

Our four aims, which continue our previous aims and tie in with the national priority themes, are also threads which run through the document and the action templates:

- Influences on health;
- The lives people;
- The services people use;
- Community development and involvement.

2.5 Although the new Plan remains broad in scope, it is more focused, with action templates structured to deliver the strategic outcomes and improvement priorities of the Leeds Strategic Plan and the NHS Leeds Strategy. Actions are listed as high level actions, with reference to separate strategies or action plans where required. The templates identify lead and contributing agencies and the lead partnership group which is responsible for the priority. The national indicators and targets are also stated but these are overarching and do not fully cover the range of activity under a particular improvement priority. Therefore, we have worked with the lead partnership and lead officers to develop a broader range of impact measures and outcomes that will help to evaluate what progress we are making.

2.6 There are improvement priorities in other themes of the Leeds Strategic Plan which have an important influence on health. For these, the Healthy Leeds Partnership will support and influence key partners and partnerships responsible for delivering these priorities.

3.0 Development of the plan

3.1 As this Plan is a development of the Leeds Strategic Plan we are not repeating the formal consultation that was used to develop the Strategic Outcomes and Improvement Priorities. However, we have engaged stakeholders through the development of the draft plan using the new health and wellbeing partnership structures in Leeds including:

- Discussion of the content and overall strategic direction at the Healthy Leeds Partnership meetings
- Workshop event for the Voluntary , Community and Faith sector organised by Leeds Voice Health Forum
- Discussion with the Leeds Local Involvement Network staff on public and service user and carer involvement.
- Presentation to two scrutiny boards in February 2009
- Healthy Leeds Joint Strategic Commissioning Board and three sub-groups followed by the full Healthy Leeds Partnership between January and March
- Leeds City Council Executive Board in May 2009 and NHS Leeds Board in June, followed by Council approval in July.

3.2 Following approval, the theme plan will go through a design and Plain English process with publication by August 2009.

4.0 Feedback from Scrutiny Boards for Health and Adult Social Care

4.1 The Health Scrutiny Board supports the four strategic outcomes of the plan and proposes that the improvement priorities should act as the foundation for the scrutiny board's future work programme. The performance management will be provided through the jointly agreed process for the Leeds Strategic Plan.

- 4.2** The Board was particularly interested in the plan's key connections. It is their view that the success of the plan depends on the ability of the Council to act as 'one' and to successfully work with our partners, through the Healthy Leeds Partnership. For example, the city must have licensing policy which does not contradict the aims of the plan. Similarly, the actions of the Development Directorate must complement and assist the delivery of the improvement priorities. The plan should also emphasise joint commissioning of services including the use of the voluntary, community and faith sector.
- 4.3** The proposal to recruit three jointly funded Health and Wellbeing Improvement Managers was discussed with a variety of views expressed. There was agreement that the focus should be on improving delivery at a local level and if Health and Wellbeing Improvement Managers are appointed then they must work closely with area committees and area management structures.
- 4.4** The scrutiny board saw the delivery of the plan to be the responsibility of all Directorates and this should be emphasised throughout the document. In this regard, the scrutiny board would not consider it inappropriate to request to see officers from other Directorates when looking at performance outcomes and holding officers to account.
- 4.5** The current version of the plan has taken account of the Scrutiny Boards' comments.

5.0 Roles and responsibilities

- 5.1** The new Healthy Leeds partnership arrangements, implemented in 2008, have established clear roles and governance and will use the Health and Wellbeing Plan to guide their programmes of work. At city wide level this includes:
- Healthy Leeds Partnership - setting strategic direction and wider discussion/engagement of stakeholders in developing future direction;
 - Joint Strategic Commissioning Board and its three sub-groups (Promoting Health and wellbeing, Priority Groups, Planned and Urgent Care) – developing joint commissioning plans and delivering against these, monitoring progress and problem solving.
- 5.2** There have been discussions both through the wider partnership and with LCC Area Managers and NHS Leeds about how to relate the Plan to locality working arrangements and Area Committee structures. There has to be an effective system of two-way communication so that city wide priorities and plans can be delivered in all areas but in a form which is suitable for localities and which also enable local issues to influence the city wide direction of travel. Both the Area Committees Delivery Plans and Practice Based Commissioning (PBC) Plans, have a crucial role to play in terms of ensuring that local needs are addressed. This will be assisted by

the availability of localised data from the Joint Strategic Needs Assessment process and the proposed Neighbourhood Index.

- 5.3** Three successful Area workshops have been held March to help develop local partnership arrangements. These will enable better links with Area Committees, Practice Based Commissioners and local people and to secure more effective local partnership working at this level. Plans are also in hand to appoint three joint-funded Health and Wellbeing Improvement Managers to help support this work.
- 5.4** The City Council's performance management framework has been changed to enable better monitoring of the Leeds Strategic Plan and Local Area Agreement as well as help inform the future Comprehensive Area Assessment process. Discussions have been held between LCC and NHS Leeds on joining up performance management and the Joint Strategic Commissioning Board and its sub-groups are doing further work on this with the Council's performance management team.
- 5.5** Progress on the Plan will be reported to the Scrutiny Boards on a regular basis.

6.0 Recommendation

- 6.1** Executive Board Members are requested to comment on and approve the final draft of the health and wellbeing partnership plan, prior to its presentation to full Council.

Background Documents referred to in this report

Leeds Health and Wellbeing Plan 2005 to 2008

Leeds Strategic Plan 2008 - 2011

Leeds Joint Strategic Needs Assessment 2009

Leeds Housing Strategy 2009 -2112

Leeds Children and Young People's Plan 2009 -2114

Vision for Leeds 2004 to 2020

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**Health and Wellbeing Partnership
Plan FINAL DRAFT**

2009 to 2012

**Improving health and reducing health
inequalities in Leeds**

Contents

Foreword

- 1. Vision and aims**
- 2. Health and wellbeing in Leeds**
- 3. National context and drivers**
- 4. The Leeds Joint Strategic Needs Assessment (JSNA)**
- 5. Health priorities for Leeds**
- 6. How we will deliver these priorities**
- 7. Measuring progress**
- 8. Action plan structure**

Appendix I - Leeds health - key facts and figures

Appendix II - National context and drivers

Appendix III - Partnership structures

Action plans

Foreword

Welcome to the Leeds Health and Wellbeing Partnership Plan for 2009 to 2012.

This plan is part of the broader Leeds Strategic Plan, based on the outcomes and priorities agreed with our partners and shaped by local people. We are pleased that the priorities which have emerged are closely linked to those of our previous plan for 2005 to 2008, but we have taken into account feedback that the associated Framework for Action needed more focus.

The new plan does not attempt to cover all of the wide-ranging work which individual partners are doing to improve the health and wellbeing of Leeds residents. Instead it concentrates on the main Healthy Leeds Partnership actions for the agreed strategic priorities and how we are going to help deliver the aspirations for the city set out in the Vision for Leeds 2004 to 2020. Our holistic approach to health and wellbeing for individuals, communities and the city as a whole enables us to link up a wide range of activities happening as a result of related plans and strategies and thus to make them more effective. We attach particular importance to the Children and Young People's Plan developed by Children Leeds. Links to other partnership priorities and plans are listed in the action plans and Appendix I.

We also regard our focus on tackling health inequalities as a cross-cutting theme that needs to be addressed in all the priority areas. This includes inequalities between different neighbourhoods in Leeds as well as between different priority groups and the general population.

The strength and quality of partnership working in Leeds were recognised during 2008 by the national award of Beacon status to the Leeds Initiative. Success in building effective partnerships to address the many and varied challenges faced by the city depends on their structures being clear, fit for purpose and flexible enough to adjust to change. In response to changes in national expectations and local requirements, we have updated the Healthy Leeds partnership structures during 2008 to include stronger joint commissioning arrangements with clearer governance and accountability. This will help us to ensure we are using our resources as effectively as we can and will give us a clearer view of how well we are doing.

This partnership plan is an indication of the real commitment of all sectors to focus our efforts collectively so that we can together bring our resources to bear on the problems and the opportunities facing Leeds over the next three years. We know that the issues we have to address will take more than three years to change, but we intend at the end of this period to have a clear indication that we are on the way.

Signed

Healthy Leeds partners

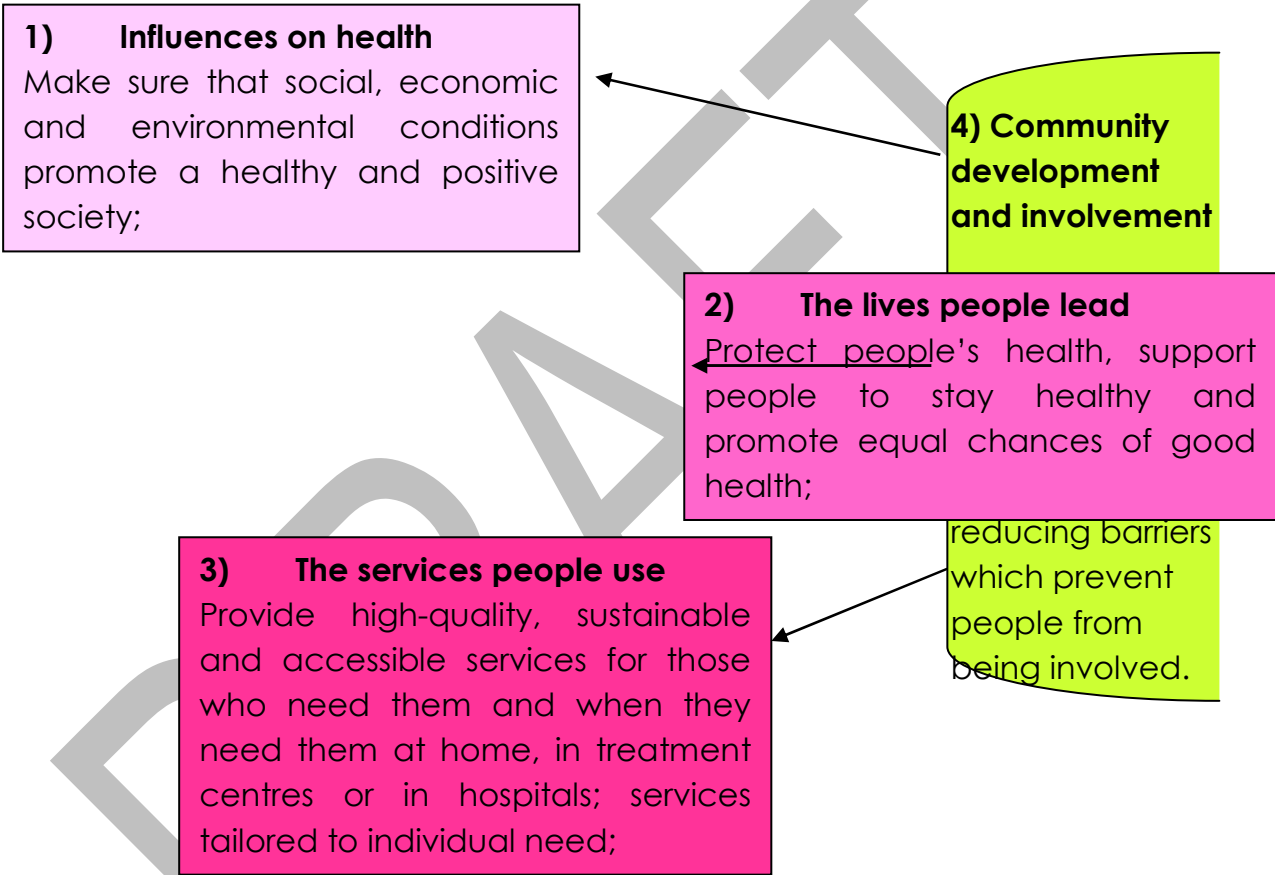
Ian Cameron Director of Public Health NHS Leeds, Sandie Keene Director of Adult Social Services, David Smith Director of Leeds Voice on behalf of Voice Health Forum, Councillor Brenda Lancaster Chair of the Healthy Leeds Partnership

Section one

Vision

Leeds will be a healthy city for everyone who lives, visits or works here, promoting fulfilling and productive lives for all. We will reduce inequalities in health between different parts of the city, between different groups of people and between Leeds and the rest of the country.

Aims



Wellbeing

This plan is for the health and wellbeing of the people of Leeds. We propose working to the following statement of wellbeing which has been developed by a government task group to aid common understanding for policy makers:

“Wellbeing is a positive physical, social and mental state; it is not just the absence of pain, discomfort and incapacity. It arises not only from the action of individuals, but from a host of collective goods and relationships with other people. It requires that basic needs are met, that individuals have a sense of purpose, and that they feel able to achieve important personal goals and participate in society. It is enhanced by conditions that include supportive personal relationships, involvement in empowered communities, good health, financial security, rewarding employment, and a healthy and attractive environment.”

DRAFT

Section two

Health and wellbeing in Leeds

Over the last ten years there have been significant improvements in health. Life expectancy in Leeds has increased by two years for both men and women so that in 2007 a man could expect to live until 76.7 years and a woman to 81.6 years. The 'all age all cause' mortality rate for people in Leeds fell by over 18% between 1997 and 2007. Although this is slightly less than the fall for England as a whole (20.7%), Leeds' health shows up well in relation to then seven other core cities in England which are used for benchmarking. Underlying this overall trend there have been important improvements for particular health conditions – both in terms of services and in outcomes for people. We have:

- impressive new hospital facilities, such as the Cancer Centre at St James's Hospital;
- significant changes in primary and social care to improve quality, enable better access, and emphasise prevention; and
- new networks of community facilities including joint centres for health and social care, Neighbourhood Networks and Healthy Living Centres.

In addition, more people in Leeds are giving up smoking, and health and wellbeing are key objectives for children's services.

The persistence of health inequalities

The overall figures for Leeds are based on its size, stability and relative prosperity as a whole. Previous health reports and the new Joint Strategic Needs Assessment (JSNA) show that these positive overall trends mask significant differences within the city.

Infant mortality in Leeds for the years 2004 to 2006 was six for every 1000 live births compared to five for England. When we factor in disadvantage, infant mortality in deprived areas of Leeds was around eight in every 1000 in the same period.

In 2007 the death rate for Leeds men (standardised mortality ratio) was 105 - five per cent higher than in England as a whole, compared to only 1% higher for women. Mortality from lung cancer and respiratory diseases is also higher both in Leeds as a whole, and, to an even greater degree in deprived areas. Alcohol-related harm is a particular problem.

This dimension of disadvantage continues to have a profound effect on the health both of people in Leeds and the country as a whole. Recent reports such as 'Measuring the Gap – Tackling Health Inequalities in Leeds' and the JSNA have shown how persistent it is. The gap in life expectancy between the most disadvantaged parts of Leeds and the rest of the city has remained at around ten years since the 1990s.

Both nationally and within Leeds it has been recognised that we must organise our priorities to address these inequalities. During the last year we have been developing support and services aimed at securing improvement for the 20% (150,000) of the population who live in the most deprived parts of the

city. This plan continues that work, which is not just about health services, but about all council services as well as the voluntary, community and faith sectors, and the private sector. We are determined to continue our improvements for the city as a whole, and to ensure that we are providing the right interventions to lessen the effects of the economic recession on health in Leeds. We know that measures to improve housing and address poverty can be as important to health and wellbeing as NHS services themselves. We intend that our emphasis on skills, capacity, empowerment, choice and control will make our services more effective and easier to use.

The impact of demographic change

The Office of National Statistics predicts that the total number of people in Leeds will have risen by 30% between 2006 and 2031, giving a projected population of 974,300. Given current rates of fertility and the increase in life expectancy, this growth will include significant increases at both ends of the population spectrum with a 24.4% increase in people aged 0 and 19 years and a 49.4% increase in people aged 75 years and over.

Two aspects of these population changes are highly significant for health in Leeds.

The gradual extension in life expectancy is a result of a broadly healthier population. This has two consequences. On the one hand, the new generations of older people will be more easily able to make positive contributions in all areas of life, from staying longer in work to wider participation in society and culture, both through increased mobility and through new technology accessed from home. It is increasingly unacceptable to treat older people as passive recipients of services or second-class citizens. Concepts such as the 'silver economy' will have increasing social force. However, increased longevity also leads to a growing number of the very old who will need support.

We are also aware that health inequalities often result from population changes (often not showing up in local data collections) within and among local communities. We will strive to be flexible enough to detect, understand and manage new or changed demands which result from local population movements or fluctuations in migration patterns.

Section three

National context and drivers

This section of the plan sets out the principle elements of national policy which affect Leeds. A further list of relevant plans, policies and other documents is in appendix I.

Improving health and reducing health inequalities

Over the last ten years, the government has set out a series of programmes and actions to improve health, improve the quality of health and social care services, and reduce health inequalities. These include:

- Saving Lives: Our Healthier Nation (1999);
- NHS Plan (2000);
- Tackling Health Inequalities: A Programme for Action (2003);
- Choosing Health (2004);
- Our Health Our Care Our Say (2006);
- Putting People First (2007);
- Tackling Health Inequalities: Progress and Next Steps (2008); NHS Next Stage Review (2008))

National targets

Health targets for England set in 1999 included:

Improve the health of the population by 2010. (Increased life expectancy at birth and reduced infant mortality)

Substantially reduce mortality rates from coronary heart disease and stroke, from cancer and from suicide by 2010 (from the Our Healthier Nation baseline, 1995-97)

Progress across the country means that at a national level these targets are likely to be met. Early deaths from heart disease have halved, while the death rates for stroke and cancer have fallen by 44% and 18% respectively. There is a similar pattern in Leeds.

But these targets as originally framed did not take account of inequalities; the health of those who are better off or who live in better-off areas improved much faster than the health of people who are more disadvantaged, so the inequalities gap has actually increased. Consequently, in 2003 the government identified the 20% of local authority areas with poorest health and classed them as 'spearheads', where the effort to reduce inequalities should be targeted (Leeds as a whole fell just outside.) A new target was developed to narrow the gap between the health of the spearhead areas and the average for England as a whole.

Reduce health inequalities by 2010 by 10% as measured by infant mortality and life expectancy at birth (from a 1995-97 baseline).

The national targets for England and the three areas of action (the influences on health, the lives people lead and the services people use) highlighted in Tackling Health Inequalities are reflected in the

priorities of the Leeds Strategic Plan and this Health and Wellbeing Plan, which aim to reduce the gap in mortality between the deprived parts of Leeds and Leeds as a whole.

A further national set of targets aims to tackle some key underlying determinants of ill health and health inequalities by:

- reducing adult smoking rates (from 26% in 2002) to 21% or less by 2010, and reducing the prevalence among routine and manual groups (from 31% in 2002) to 26% or less;
- halting the year-on-year rise in obesity among children under 11 by 2010 (from the 2002-04 baseline) in the context of a broader strategy to tackle obesity in the population as a whole; and
- reducing the under-18 conception rate by 50% by 2010 (from the 1998 baseline), as part of a broader strategy to improve sexual health.

The importance of the national health inequalities targets for the NHS is reinforced by their inclusion in the top priorities of the NHS Operating Framework since 2006. But health is not the responsibility of the NHS alone and health inequalities are also included in priorities for local government, both in its role as 'place shaper' and for the transformation of social care as set out in documents such as Putting People First with the key themes of:

- prevention;
- early intervention and re-enablement (helping people resume independent living after a period of hospital care)
- personalisation;
- information, advice and advocacy; and
- social capital and developing communities.

The health and wellbeing objectives of the Leeds Strategic Plan are a joint response to these obligations and also include commitments to developing support for independent living within inclusive communities and safeguarding vulnerable adults and children.

Commissioning for outcomes

Commissioning is using the available resources to achieve the best outcomes by securing the best possible health and care services for local people. The main commissioners are NHS Leeds and Leeds City Council, but there is an increase in practice-based commissioning by a consortia of general practitioners.

One of the most important ways to achieve change is by switching from service planning (top-down) to service commissioning, which is more locally based and takes better account of local needs. Commissioning should be people-centred with the needs of NHS patients, the users of social care services and local people at the centre of commissioners' work.

The Commissioning Framework for Health and Wellbeing (2007) made it clear that commissioners should involve local communities to provide services that meet their needs, not just treating people when they are ill, but also keeping them healthy and independent. There should be detailed attention to social inclusion and a focus on reducing inequalities.

The outcomes may be:

- health gains for specific or general communities ;

- different ways of delivering clinical and care services outcomes, for example, clinically effective care pathways; and
- outcomes for local communities, developing links, skills opportunities and capacity.

Choosing Health

Choosing Health (2004) was the first ever White Paper on Public Health. It set out a wide range of proposed actions to address major public health problems, placing population health and health inequalities at the centre of the Government's health policy agenda. The White Paper identified the following six priorities for action:

- reducing smoking rates;
- reducing obesity and improving diet and nutrition;
- increasing exercise;
- encouraging and supporting sensible drinking;
- improving sexual health; and
- improving mental health.

Next Stage Review

During 2008 the Department of Health published national and regional reports of the NHS Next Stage Review led by Lord Darzi. The review aims to secure high-quality care for patients and the public by:

- helping people to stay healthy by working in partnership to promote health, and ensure easier access to prevention services;
- empowering patients, giving them more rights and control over their own health and care;
- providing the most effective treatments; and
- keeping patients as safe as possible.

Partnerships and joint working should be embedded across health and local government, working to shared plans and priorities and where appropriate through pooled budgets informed by the Joint Strategic Needs Assessment. A framework for funding community and mental health services will also be developed.

NHS Leeds, in common with every other PCT, is expected to commission comprehensive wellbeing and prevention services with local authorities with the services personalised to meet the specific needs of their local populations. The review supports the priorities identified by Choosing Health with the addition of treatment for substance misuse. Other significant issues for partnerships include:

- the offer of a care plan for everyone with a long-term condition;
- services for children and families and a new Children's and Young Persons Strategy;
- planned care closer to home;
- extending mental health services in the community; and
- reducing unnecessary hospital admissions.

Next Stage Review Vision for Primary and Community Care

The Darzi Next Stage Review also includes a vision for primary and community care built around three main themes and a number of supporting policies and programmes.

The three key themes are:

People shaping services
Promoting healthy lives
Continuously improving quality

Local change will be delivered through maximising patient power and choice, ensuring clinical leadership and engagement, and the world-class commissioning process.

For both health and social care services the stated intention is **“to move away from a ‘one-size-fits-all’ service to one that is tailored around the needs of patients, focusing on quality and prevention while ensuring equitable access”**.

This focus on continuing quality improvement will depend not just on formal performance management, but the genuine involvement of patients, service users and local people, actively using all available levers to improve performance, and work with everyone concerned, including staff, to continuously drive up standards.

Putting People First

Putting People First (Department of Health, December 2007) developed the programme for enabling people to have the best possible quality of life irrespective of illness or disability. This applies to both social care and health, leading to a system where adults are increasingly involved in commissioning their own services. Care services need to be transformed so that they consistently promote independence and choice for the delivery of services whilst ensuring people’s safety. Services are also required to work actively for prevention, including early intervention and developing community approaches to meeting wellbeing needs. This approach complements the integrated and person-centred approach of Every Child Matters.

For adults, the first changes are being delivered by Leeds Adult Social Care, which will play a championing role, especially in supporting a wide range of services to develop a needs-based approach. Changes in workforce practice will be needed to ensure that commissioners and providers become genuine enablers so that people remain in control of their lives as far as possible. A Putting People First Change Programme, supported by an ‘experts by experience’ reference group, has been set up with a focus on ensuring that services are person-centred.

Development of locality working and integrated provision (Section 6) is key to implementing all these plans.

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Section four

The Leeds Joint Strategic Needs Assessment (JSNA)

Leeds City Council and NHS Leeds have a new statutory duty to produce a Joint Strategic Needs Assessment that identifies the currently unmet and future health, social care and wellbeing needs of the local population.

The first Leeds JSNA was carried out during 2008 and confirms that the priorities identified in the Leeds Strategic Plan are the right priorities to be tackled at the present time.

However, the JSNA has also raised the need for further work in new areas.

- **An ageing population.** As in most areas of the country, Leeds has a growing proportion of older people who are living longer than previous generations. The pattern of needs is therefore changing.
- **Infant mortality.** Improvement in infant mortality rates is positive for Leeds as a whole, but there are some communities of Leeds with higher levels of risk.
- **Children's health.** We need to ensure that children and young people are healthier – unhealthy children of today will become the unhealthy adults of tomorrow.
- **Neighbourhood needs.** Existing inequalities and differences in health experience between neighbourhoods may widen without specific measures to counteract this.
- **Specific challenges.** We need a continuing focus on specific health and wellbeing challenges, particularly obesity, alcohol, drug taking and smoking.

From the broad range of themes identified there are four main areas with a number of particular issues for commissioners to take into account in future:

- responding effectively to demographic change;
- responding effectively to specific health and wellbeing challenges;
- targeted work to improve health and well being outcomes for specific groups; and
- counteracting widening inequalities between neighbourhoods.

Responding effectively to demographic change

- **An ageing population.** People will expect the quality and availability of services to increase in line with demand. However as people age and live longer, there will be an increase in life-limiting conditions such as stroke, diabetes and dementia, particularly in areas of disadvantage. At the same time there are already difficulties in recruiting people into personal care roles as the proportion of younger adults in the population falls. There will also be more older people from ethnic-minority communities. Part of the solution will be to invest in services which help people keep fitter for longer, and services providing early support, together with social, environmental and community interventions which promote and prolong the possibility of independent living. But we need to develop wider discussion and engagement around how we do this.

- **Children and young people.** Unhealthy children of today will become the unhealthy adults of tomorrow. The importance of ensuring the effectiveness of programmes that tackle childhood obesity, emotional wellbeing, teenage conception and sexual health cannot be underestimated, both from an individual and a population perspective. The health of children in disadvantaged neighbourhoods and the projected increase in the proportion of children from new or ethnic-minority communities highlight the need for more targeted action. One key focus of intervention will be on reducing inequalities in infant mortality across the city through implementation of the Leeds Infant Mortality Action Plan. The overall infant mortality rate for Leeds is significantly higher than the national rate, and local analysis shows that rates within Leeds are significantly higher in areas of high deprivation.

Specific health and wellbeing challenges which require an effective response

- **Obesity.** Overweight and obesity have been shown to be associated with significant risks to health and a large decrease in life expectancy. The National Health Survey for England has found that in 2007, 41% of men and 32% of women were overweight with a further 24% of both men and women being classed as obese (compared with 13% of men and 16% of women in 1993). Obesity among women is more common at lower income levels but there is little difference for men. Yorkshire and Humber has the highest standardised rate for overweight and obesity (measured by body mass index) of any English region and the issue has been identified by Yorkshire Futures as being the main threat to public health in the future.
- **Alcohol.** National surveys show that adults in all age groups except the oldest tend to be drinking above the recommended limit and the consumption is more than twice above the recommended limit for younger age groups. The latest alcohol profile for Leeds (2008) estimates hazardous and harmful drinking in Leeds to be significantly higher than the national average, with alcohol-related admissions to hospital higher in Leeds than the average across England and increasing. With the estimated cost of alcohol misuse in Leeds to be £275m, this represents a significant challenge for those responsible for commissioning and delivering programmes and services. The city's Alcohol Strategy is showing some results, requiring a focus on high-impact preventative action, perhaps combined with increased use of available regulatory powers.
- **Drugs.** Existing data does not give a clear message on trends. The number of young people using drugs, whilst a concern, is in line with the national rate, but the proportion of drug users aged between 15 and 64 is higher than the national average. Around one third are unknown to treatment and 84% of drug users in treatment in Leeds use heroin, a higher proportion than nationally. There are signs of a changing pattern of use, with younger drug users choosing cocaine rather than opiates. Commissioners of statutory services also need to address the significant social impact of drug usage.
- **Smoking.** Although the prevalence of smoking is falling, there will continue to be a sizeable proportion of smokers. Currently the highest rates (46%) are found in inner east, inner south and inner west Leeds. The take-up of smoking among young people and particularly among women remains an issue, reinforcing the need to continue current smoking cessation programmes with more funding from mainstream sources.

Targeted work to improve health and wellbeing outcomes for specific groups

Whilst there are important health and wellbeing issues for all sectors of the population, the JSNA process, particularly through stakeholder events, has highlighted the need to develop better data, analysis and understanding of the health and wellbeing needs of particular groups including:

- people with a learning disability;
- gypsies and travellers;
- people with dementia;
- asylum seekers and newly-arrived communities; and
- looked-after children and young people.

Some of this work is already underway and will be used to inform commissioning plans.

Counteracting widening inequalities between neighbourhoods

- The national Index of Deprivation is the main source for ranking areas of Leeds in relation to each other and to other parts of the country and for identifying those which fall into the most deprived 10% nationally. As we target improvements on these areas, it is hoped that they will improve both absolutely and relatively to elsewhere. Already a few areas have moved out of the most deprived group while others are included. However, any such marginal improvement is likely to leave a smaller number of areas which remain deprived and become relatively more disadvantaged, both generally and in relation to health.
- It is also possible that the increase in differences between communities will lead to increasing separation, creating smaller communities within neighbourhoods with specific needs. These needs will include both traditional health needs and also wider needs which influence a person's health and wellbeing. The city council (and its partners) will direct commissioning priorities to ensure this separation across neighbourhoods does not have any negative effects on communities.
- To meet changing patterns of need (particularly in relation to the effects of economic downturn) it is likely that NHS Leeds, as a partner, would have to consider whether and how it could use its commissioning process to assist Leeds City Council in meeting wider social, economic and infrastructural challenges which impact on health inequalities and affect the overall health and wellbeing of the whole Leeds population.

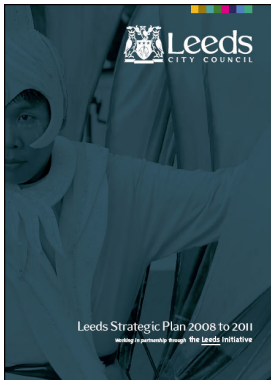
The health of black and ethnic-minority groups

In undertaking the JSNA, the need to work more closely together was clearly established and one key area for this is the health of black and ethnic-minority groups. The lack of effective routine monitoring of the use of health services by people from these communities means that we have less information about black and ethnic-minority health issues than we would like. However, national and local studies reveal how particular groups (both long-settle and recent arrivals) each have their own health issues and different experience of being able to access services - perhaps the best known is the prevalence of coronary heart disease and diabetes. Work is being undertaken within and with black and ethnic-minority communities to identify these issues better and tackle them.

Section five

Health priorities for Leeds

We are not starting from a clean sheet; we are following on closely from our previous Framework for Action (2005 to 2008) and the consultations which prefaced local and government agreement to the following strategic outcomes in the Leeds Strategic Plan 2008 to 2011.



Strategic outcomes

- Reduced health inequalities through the promotion of healthy life choices and improved access to services.
- Improved quality of life through maximising the potential of vulnerable people by promoting independence, dignity and respect.
- Enhanced safety and support for vulnerable people through preventative and protective action to minimise risks and maximise wellbeing.
- Communities which are inclusive, vibrant and empowering (cross-cutting theme).

Ten improvement priorities for the Health and Wellbeing Partnership have been agreed by the partners. Further health and wellbeing improvement priorities in the Leeds Strategic Plan are the responsibility of other partnership groups and are listed overleaf.

Improvement priorities

The agreed improvement priorities for health and wellbeing are to:

- reduce premature mortality in the most deprived areas;
- reduce the number of people who smoke;
- reduce alcohol-related harm;
- reduce rate of increase in obesity and raise physical activity for all;
- reduce teenage conception and improve sexual health;
- improve the assessment and care management of children, families and vulnerable adults;
- improve psychological, mental health, and learning disability services for those who need it;
- increase the number of vulnerable people helped to live at home;
- increase the proportion of people in receipt of community services enjoying choice and control over their daily lives; and
- improve safeguarding arrangements for vulnerable children and adults through better information, recognition and response to risk.

Each priority has a separate plan summarising actions, identifying outcomes, targets and indicators, and related strategies and plans (see section 8). The details of the health and wellbeing partnership structures are in Appendix II and these will provide the mechanisms for taking forward the action in this plan.

The new Children and Young People's Plan (CYPP) for Leeds will run for the next five years and make a crucial contribution to wellbeing in Leeds. Children Leeds has statutory responsibility for strategic development, planning, and commissioning services for children and young people aged 0 to 19, extending to the age of 25 for those with additional needs.

Another key document is the strategy for Leeds Primary Care Trust (now NHS Leeds) which sets out a number of local priorities for delivering health improvement including those selected for the World Class Commissioning programme.



Wider partnership contributions

Health and wellbeing is owned by all the Leeds Initiative strategy and development partnerships. There are a number of important priorities in other themes of the Leeds Strategic Plan which have a significant impact on health. Achievement of these priorities will depend on the contributions of all services (for instance all local authority directorates) as well those concerned with health in the first instance. The Healthy Leeds Partnership will aim to support and influence the key partners and partnerships responsible for the delivery of these priorities.

Leeds strategic plan improvement priorities:

Culture

- Enable more people to become involved in sport and culture by providing better quality and wider ranging activities and facilities

Learning

- Increase the proportion of vulnerable groups engaged in education, training or employment

Transport

- Deliver and facilitate a range of transport proposals for an enhanced transport system including cycling and walking

Environment

- Reduce emissions from public sector buildings, operations and service delivery
- Undertake actions to improve our resilience to current and future climate change

Thriving places

- Reduce the number of people who are not able to adequately heat their homes
- Improve lives by reducing the harm caused by substance misuse

Harmonious communities

- Increase the number of local people engaged in activities to meet community needs and improve the quality of life for local residents
- Increase 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
- Enable robust and vibrant voluntary, community and faith sector to facilitate community activity and directly deliver services

Other contributing initiatives include the Valuing People programme, the revised Housing Strategy for Leeds and the financial inclusion project. These are referenced in section 8.

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Section six

How we will deliver these priorities

Making our partnerships more effective

We are building on our previously successful partnerships by adapting them to the new requirements and priorities. We will be working together to commission and deliver appropriate services and interventions and we will ensure that we get feedback about how well these are working. The new partnerships are listed in Appendix II.

Putting people first: developing people-centred services

The most important way of judging success will be looking at the direct effects for people in Leeds. These are not always easy to measure but the impact of our actions will be as far as possible judged through outcomes rather than just listing activities. We will involve users of services in the development of our plans, paying particular attention to those who find it hard to access appropriate services and recognising that different population groups will need different types of support to take advantage of these changes. Both health and social care services will maximise the opportunities for people to design services which suit them as individuals and families, for example, by increasing the provision of direct payments. We will work towards a system of commissioning care planning which is focused around individual needs and enables choices to achieve as good a level of health and wellbeing as is possible.

Developing integrated services

Many NHS and social care services still operate independently of each other partly because their funding streams and accountabilities are very different. However, the structure of services is changing. Through Children Leeds, we are moving towards the final stages of integrated planning and provision for children and young people. Some services for adults are already integrated and we are actively examining what more can be done to ensure that people have easier access to exactly what they need and to improve effectiveness. This will include single gateways for finding out what is available as well as much greater flexibility in care planning and service provision. Our performance management systems will also join up.

Promoting health, preventing ill-health and intervening early

We know that there are many factors which influence people's health, wellbeing and need for services. These include social, economic and environmental factors which cause disadvantage and create barriers to recognising needs and being able to access facilities and services. We need to strengthen the overall skills and resources of individuals, families and communities and remove the barriers which are the result of how facilities and services are designed and provided. It is no longer enough to try and cure problems when they arise. All organisations, including the NHS, are now seeking to find ways of working to prevent, delay or mitigate the onset of health problems as this is not just beneficial but also cost-effective.

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Community development and capacity building

By seeking to embed a community development approach throughout our work (the fourth aim of this plan), we will try to ensure that we not only promote engagement and involvement, but also make best use of all the resources available. We will continue to support and promote models of community organisation such as the neighbourhood networks and will actively promote the development of community-based healthy living programmes and activities, especially in the most disadvantaged parts of Leeds, to enhance healthy living services and support positive changes in lifestyle.

Developing our locality approach

Although our priorities are for the whole city, our actions are based around narrowing the gap in health experience between those people who live in the most deprived areas (20% of the population) and the city as a whole. Because of this we need to ensure that our actions deliver improvements at a local level, and this requires active engagement with locality services and with communities. This must not ignore the population groups whose needs have been picked out through the Joint Strategic Needs Assessment and who do not live just within those deprived areas.

During 2009 this theme plan will be taken through a process of workshops in the three localities of the city and then discussed a still more local level to ensure that the city wide priorities are tailored to local and specific needs and to explore how they can be integrated into area plans.

Leeds City Council management areas and area committees (map to be inserted here)

Improving our information and analysis systems

Following the JSNA, a joint information group has been set up to act as a clearing house for health-related data. The group will look at data (quantitative and qualitative) across the whole system to develop a shared picture of progress across the different sectors and will review gaps and recommend improvements in data collection and analysis. This work will include investigating how to improve our knowledge of the health needs and experiences of different communities within Leeds, both new and longer established.

Ensuring that we meet our commitments to equality

In developing our interventions to reduce health inequalities overall, we fully recognise the need to ensure that we take account of inequalities which may arise from race, gender, age, disability, sexual orientation and religion or faith. Our objectives and improvement priorities are part of the Leeds Strategic Plan which was developed through wide-ranging consultation. Both the strategic plan and many of the associated plans which make up the action plan include an assessment of equality impact. However, we need to ensure that the actions, as they develop, do not either directly or indirectly overlook specific equality issues. This will be especially important as the recession will have significant effects on both needs and services. We expect that the JSNA process will help to develop data and provide better definitions of diverse needs. We will also check progress of each improvement priority against equality standards as well as basic performance. Any necessary changes will be included in the annual review of the action plan.

Recognising emerging and new priorities

Our society is changing in many ways which affect needs, expectations and resources. Some of these changes, such as the balance of population, will have increasing effect over time, while others, like the economy, technological development or climate change, are more unpredictable. The recession, which developed in late 2008, will have a definite impact which our work will need to take account of. Our plans will need to be able to adapt to changes which affect health and wellbeing and the 2008 JSNA has already pointed to gaps in our knowledge and provision. Our planning processes need to take all this into account during the period covered by this plan and to ensure that its successor in 2012 will be fully appropriate for its time.

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Section seven

Measuring progress

Leeds Strategic Plan

Progress on the Leeds Health and Wellbeing Partnership Plan will be included as part of the performance monitoring of the Leeds Strategic Plan. Partners will be required to collect information on activities that contribute to each improvement priority. Six-monthly performance reports will be produced on the indicators within the Leeds Strategic Plan (including the Local Area Agreement) co-ordinated by Leeds City Council and will be reported to the Local Strategic Partnership's Strategy Group. If there are specific issues or problems that need to be addressed by the partnership, these will be brought to the relevant group – Healthy Leeds Partnership, Joint Strategic Commissioning Board or locality partnerships – to discuss and find possible solutions.

Comprehensive Area Assessment (CAA)

Starting in April 2009, the CAA will provide collective accountability to local people for the use of public money. It brings together seven inspectorates to provide an overview of how successfully the local organisations are working together, and with local communities, to improve services and quality of life in their area. For health and social care, the three existing separate inspectorates will be replaced by the Care Quality Commission.

The CAA will be focused on outcomes in the LAA and include statutory and non-statutory partners. It will pay particular attention to those most at risk of disadvantage or inequality including those whose circumstances make them vulnerable. It will look for innovative approaches to the commissioning and delivery services.

Views of local people will be a key source of evidence: service users, residents, community groups and third sector organisations. The first CAA report is due in November 2009 and should influence commissioning for future years.

Healthy Leeds

An annual report will be produced which will describe where progress has been made and celebrate successes.

Joint Strategic Needs Assessment (JSNA)

The JSNA will start and continue to support the process to measure our overall progress on health inequalities and on health and social care needs. This work will include a focus on vulnerable groups and deprived neighbourhoods. It will help measure trends over time and show if our activities are having an impact on people's health and wellbeing.

Section eight

Action plan

Although this plan remains broad in scope, it is more focused, with action plans structured to deliver the strategic outcomes and improvement priorities of the Leeds Strategic Plan and the NHS Leeds Strategy.

The agreed improvement priorities for health and wellbeing are to:

- reduce premature mortality in the most deprived areas;
- reduce the number of people who smoke;
- reduce alcohol-related harm;
- reduce the rate of increase in obesity and raise physical activity for all;
- reduce teenage conception rates and improve sexual health;
- improve the assessment and care management of children, families and vulnerable adults;
- improve psychological and mental health, and learning disability services; for those who need it
- increase the number of vulnerable people helped to live at home;
- increase the proportion of people who receive community services enjoying choice and control over their daily lives; and
- improve safeguarding arrangements for vulnerable children and adults through better information, recognition and response to risk.

On the Healthy Leeds website (www.leedsinitiative.org/healthy) there are ten action plans - one for each improvement priority – which will be updated annually.

The following information is given under each action plan.

- The lead agency and officers accountable for the improvement priority in the Leeds Strategic Plan/ Local Area Agreement;
- The lead partnership group (and contributing partners) responsible for co-ordinating the delivery of the priority.
- The related strategies and action plans for more detailed information.
- The national indicators and local targets and outcomes - the national indicators are overarching and do not always fully cover the range of activity to achieve a particular improvement priority. Therefore, work has taken place with the lead partnership and lead officers to develop a broader range of impact measures and outcomes that will help to evaluate what progress we are making in Leeds.
- The high level actions giving an overview of the range of work that contributes to the improvement priority. This is not intended to duplicate the detailed actions in specific strategies which are signposted. Key contacts for the main areas of work will also be given.

These action templates are not in themselves performance management tools but are a source from which these tools are derived. Joint work between partners is developing more unified performance monitoring systems and agreeing established baselines. As the plan progresses, outcomes will be

refined to associate them with measurements to show the difference we are making, particularly in relation to narrowing the gap.

Following a preliminary Equality Impact Assessment in May 2009, further work will be undertaken to define equality issues and actions for the different equality strands (race, gender, disability, sexual orientation, age, religion and or belief). This process will be informed by continuous self-assessment and developments will be formally included in the annual review.

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Leeds health - key facts and figures (Leeds Joint Strategic Needs Assessment)

Ill health

Life expectancy

People in Leeds on average can expect to live until the age of 79. Men generally have shorter lives than women and the gap on 2004 to 2006 figures was four years. But the biggest difference is correlated to deprivation. There is a life expectancy gap of ten years between the ward with the highest life expectancy (Adel and Wharfedale) and the lowest (City and Hunslet).

Circulatory disease mortality

Within Leeds the mortality rate for people under 75 from circulatory diseases ranged from 50 per 100,000 in Adel and Wharfedale to 224 per 100,000 in City and Hunslet wards. Between 2001 and 2005 mortality rates from circulatory diseases among people aged under 75 in the deprived areas of Leeds were consistently and significantly higher than the average rates for Leeds as a whole, as well as the average rates for Yorkshire and Humber Spearhead areas and the national averages.

Cancer mortality

Mortality rates under 75 years from cancer in the deprived areas of Leeds have been consistently and significantly higher than the Leeds, Yorkshire and Humber Spearhead and national averages. Although there was an initial reduction in the gap between Leeds' deprived areas and Leeds as a whole and the gap between Leeds' deprived areas and England between 2001 and 2003, the gaps have now widened. Inner-west Leeds particularly has risen over the years 2005 to 2007, with all the other inner areas also showing rises.

Chronic obstructive pulmonary disease (COPD) mortality and prevalence

For men, COPD is the fourth highest cause of death and hospital admission in Leeds and for women it is the fifth highest. The mortality rates for COPD demonstrate wide variation across areas in Leeds with the inner-south area continuing to have significantly higher rates since 2003, and continuing to rise. The recorded prevalence of COPD in Leeds is 1.6% (QOF data 2005 to 2006) compared to the national rate of 1.4% for England. However, the prevalence rate in Leeds deprived areas is 2.2%.

Stroke mortality

Mortality from stroke has continued to fall in the majority of Leeds areas since 2003. Highest rates are in the inner north-east area, but there are also high rates within the outer-east.

Main causes of death and admission rates

Coronary heart disease (CHD) is the most common cause of death in men and is also one of the main causes of hospital admissions for males. Similarly, CHD was the most common cause of death in women in 2006, followed by cerebrovascular disease, though this is not reflected in the figures for hospital admissions.

Limiting long-term illness (LLTI) and learning disability

At the time of the 2001 Census there were over 128,000 people living in Leeds who considered themselves to have a limiting long-term illness (18% of the total resident population). Of these people 57,732 were of working age. Geographic analysis of the Census data has shown that people with a LLTI are concentrated in particular geographic areas of the city. There are approximately 2,500 people with learning disabilities in Leeds who receive statutorily funded accommodation and support services arranged by the council.

Healthy lifestyles

Introduction

Encouraging healthy lifestyles is important to improving the overall health and wellbeing of the Leeds' population. One key stream of work to reduce health inequalities is around behavioural change, encouraging people to stop smoking, drink responsibly, eat better and exercise regularly.

The JSNA data sets highlight certain important features of health-related behaviour in Leeds.

Smoking

The link between deprivation and smoking is clearly seen across Leeds. Local lifestyle surveys have shown how the distribution of smokers varies across the city, with the highest rates in inner-east, inner-south and inner-west Leeds and the lowest in north-east Leeds. Separately published estimates suggest even greater variations at ward level where Wetherby has the lowest estimated smoking level at 18% contrasted with the highest level of 46% in Seacroft.

Alcohol

Alcohol consumption in Leeds is of particular concern with an estimated 155,000 adults drinking above the 'safe drinking' guidelines, and an estimated 25,000 thought to be dependent. In 2004 the number of deaths linked to alcohol across the Yorkshire and Humber region rose by more than 46%, the largest rise in the country. Alcohol-related death rates are 45% higher in high deprivation areas.

The annual cost of alcohol misuse in Leeds is estimated to be at £275 million, of which £23 million is health related.

Obesity

In 2005, 22.1% of men and 24.3% of women were obese and almost two-thirds of all adults overweight. In 2003 it was estimated that nearly a quarter of men in Yorkshire and Humber (24.6%) were obese and that the region had the highest obesity prevalence among young adult men (aged 16 to 24).

Physical activity

The Citizens Panel Sports Provision Survey 2000 found that 50% of people in Leeds felt that participation in sport and active recreation was important to them. By 2005 this had increased to 65%. It is encouraging that there have been significant increases in the number of adults who regard taking part in sport as important, and who perceive the facilities in Leeds to be good or excellent.

However, by contrast, a major national participation survey commissioned by Sport England in October 2005 showed that only 20.5% of the adult population in Leeds are participating for 30 minutes, three times a week in moderate intensity sport and active recreation, very slightly above the Yorkshire average of 20.1% and below the England average of 21%.

Carers

There are approximately 52,800 carers of working age in Leeds. Of these, 66% are combining caring with paid employment.

Although around 25% of service users live in the parts of Leeds deemed to be in the 10% most deprived areas of the country, fewer people identify themselves as carers (8.94% compared to 9.85% for Leeds as a whole). Of the carers who were offered a service, only 401 (17%) lived in these areas.

Older people

In general people are living longer and there are as many people over 60 as under 16. Although the rate of increase in the proportion of older citizens in Leeds is not likely to be as great as in some neighbouring

authorities, it is predicted that the number of people in Leeds aged 65 and over will rise by almost 40% to 153,600 in 2031.

This new, older population will be healthier than equivalent cohorts of older people in the past and with the right support will be able to increase the positive role they already play within communities: through caring and grand-parenting, intergenerational work, volunteering, participating in local community activity and also, more and more, by continuing to stay in employment.

However, as time passes, there will inevitably also be a higher incidence of physical disabilities and mental health problems which are age-related. Dementia is a condition that particularly affects older people with prevalence rising from 5% of those aged 65 to 75 to 20% of those aged over 80. In Leeds this equates to approximately 6,000 older people. Many people as they get older also experience increased deprivation, isolation and loneliness. For example, the 2001 Census showed that almost 24,000 people in Leeds aged 65 and over were living in households without central heating and that there were just over 41,300 pensioner households without transport (59% of all pensioner households). Of the 43,312 pensioner households that were living alone, just over three-quarters (32,956 households) were living alone without transport. It is estimated that the number and proportion of people living alone will increase with time.

In 2006 the Office of National Statistics estimated that 118,200 (93%) Leeds pensioners were white British, 2,600 white Irish, and 1,700 other white. The number of pensioners in other ethnic classifications included 1200 Indian, 800 Pakistani, 200 Bangladeshi and 1300 black Caribbean.

Work by the University of Leeds suggests that by 2030 the black and ethnic-minority population in Leeds will increase by 55% and this will include significantly higher proportions of people from black and ethnic-minority groups in older age groups.

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National context and drivers

The NHS Plan (July 2000)

Tackling Health Inequalities: A programme for Action (July 2003)

Health Inequalities: progress and next steps (2008)

Choosing Health: making healthier choices easier (November 2004)

Health Challenge England – next steps for choosing health (October 2006)

Our health, our care, our say: a new direction for community services (2006)

Our health, our care, our say: making it happen (2006)

High Quality Care for All (NHS Next Stage Review) July 2008

Healthy Ambitions – Yorkshire and Humber Strategic Health Authority (2008)

Valuing People: A new strategy for learning disability for the 21st century (November 2007)

Valuing People Now: from progress to transformation

NHS Next Stage Review: Our Vision for Primary and Community Care (July 2008)

Every Child Matters: Change for Children (November 2004)

Strong and Prosperous Communities - The Local Government White Paper (2006)

Putting People First: a shared vision and commitment to the transformation of adult social care (December 2007) and associated documents

Working for a healthier tomorrow (March 2008)

Secretary of State Report on disability equality: health and care services (December 2008)

Local documents

Leeds Children and Young People's Plan 2009 to 2014

Leeds Alcohol Strategy 2007 to 2010

Older Better 2006 to 2011

Leeds Housing Strategy 2009 to 2012

Supporting People Strategy 2005 to 2010

Safer Leeds Partnership Plan 2008 to 2011

Active Leeds: a Healthy City 2008 to 2012

Leeds Food Matters 2006 to 2010

Leeds Tobacco Control Strategy 2006 to 2010

Infant Mortality Action Plan 2009

Accident Prevention Framework 2008 to 2011

Self Care Strategy 2009
Leeds Affordable Warmth Strategy 2007 to 2016
Leeds Financial Inclusion Project
Taking the Lead 2006 to 2012
Leeds Childhood Obesity Strategy 2001 to 2016
Leeds School Meals Strategy 2008 to 2009
Adult Obesity Strategy (under development)
Local and West Yorkshire Transport Plans and Cycling Strategy - various
Parks and Green Space Strategy 2009
Teenage Pregnancy and Parenthood Strategy 2008 to 2011
Sexual Health Strategy 2009 to 2014
Carers' Strategy for Leeds 2009 to 2012
Leeds Mental Health Strategy 2006 to 2011
Leeds Emotional Health Strategy 2008 to 2011
Putting People at the Centre (Learning Disability) Strategy 2009 to 2012
Social Inclusion and Mental Health Strategy 2006 to 2011

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Partnership structures

The partnership arrangements for health and wellbeing in Leeds include the following.

Healthy Leeds Partnership

One of the nine strategy and development groups within the Leeds Initiative structure, the partnership is responsible for developing and driving forward the health and wellbeing theme of the Vision for Leeds and overseeing the health outcomes in the Local Area Agreement.

Healthy Leeds Joint Strategic Commissioning Board

Responsible for strategic leadership and coordination of commissioning for health and wellbeing, the focus of the commissioning board is on delivering strategy, agreeing priorities, aligning resources and holding to account (via commissioning sub-groups) programme teams responsible for delivery.

Commissioning sub-groups

The breadth of the health and wellbeing agenda is too large for the Joint Strategic Commissioning Board alone to have a detailed understanding of each area together with the capacity to performance manage delivery. It therefore has three commissioning sub-groups:

- Promoting Health and Wellbeing
- Priority Groups
- Planned and Urgent Care.

Cross-cutting groups

Some key issues cut across a number of partners and partnerships, for example, information, buildings, workforce and transport. These are covered by specific joint cross-cutting groups.

Programme teams and networks

Programme teams are responsible for delivering the strategy for specific client groups or health and wellbeing issues. They will also influence overall strategy and develop detailed implementation plans, and enable effective involvement to inform and support the planning and delivery of improvements in health and wellbeing, including high-quality health and social care services.

Locality health and wellbeing partnerships

These will be developed as part of the co-ordination groups facilitated by the council's area managers. They will link to area committees and their delivery plans, practice-based commissioning consortia and the developing children's and young people's partnerships.

Diagram 1 to be inserted shows how the different parts of the partnership arrangements will link together, set in the wider context of the people of Leeds.

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Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

29th April 2009

Notes

Following approval the Plan and templates will be checked for plain English and fully designed.

There are 10 templates: one for each Improvement Priority. Under each priority the first table lists the lead officers, partnerships and contributing strategies. The second table lists the national indicators and targets together with the expected outcomes.

The third table of high level actions (delivery activities) gives an overview of the range of work and is not intended to duplicate the detailed individual action plans and strategies. These are signposted on the appropriate template so that further details can be found. Further information and more detail about the actions will be found in the strategies and plans to which they relate.

These action templates are not in themselves performance management tools but are a source from which these tools, such as the Strategic Plan action trackers, are derived. We are working with performance management in both LCC and NHS Leeds to develop our joint performance monitoring systems and establish baselines. We will refine the outcomes to associate them with measurements to show the difference we are making, particularly in relation to narrowing the gap. Within the performance management framework the actions will be associated with accountable leads.

The Action Plans will be subject to annual review and refresh.

Equality Issues

Many of the outcomes and actions within this plan are taken from other plans and the JSNA which have themselves been equality assessed. Following a preliminary Equality Impact Assessment in April/May 2009, further work will be undertaken to define equality issues and actions for the different equality strands (race, gender, disability, sexual orientation, age, religion and or belief.) This process will be informed by continuous self-assessment and developments will be formally included in the annual refresh.

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

Improvement priorities

The agreed improvement priorities for health and wellbeing are:

- 1. Reduce premature mortality in the most deprived areas**
- 2. Reduction in the number of people who smoke**
- 3. Reduce alcohol related harm**
- 4. Reduce rate of increase in obesity and raise physical activity for all**
- 5. Reduce teenage conception and improve sexual health.**
- 6. Improve the assessment and care management of children, families and vulnerable adults.**
- 7. Improve psychological, mental health, and learning disability services for those who need it**
- 8. Increase the number of vulnerable people helped to live at home**
- 9. Increase the proportion of people in receipt of community services enjoying choice and control over their daily lives**
- 10. Improve safeguarding arrangements for vulnerable children and adults through better information, recognition and response to risk**

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

1. Reduce premature mortality in the most deprived areas	
Lead partner and Partnership	Contributing partners
NHS Leeds Healthy Leeds JSCB – Promoting Health and Wellbeing Sub Group	Leeds City Council Leeds Partnership Foundation NHS Trust Leeds Teaching Hospitals NHS Trust VCF sector through Leeds Voice Health Forum Natural England West Yorkshire Fire and Rescue Service
Principal Strategies / Plans	Related Strategies/ Plans
Infant Mortality Action Plan 2009 Leeds Children and Young People’s Plan 2009 to 2014 Leeds Tobacco Control Strategy 2006 to 2010 Food Matters: a food strategy for Leeds 2006 to 2010 Active Leeds : a physical activity strategy 2008 to 2012 Accident Prevention Framework 2008 to 2011 Self Care Strategy 2009	Leeds Housing Strategy 2009 to 2012 Leeds Affordable Warmth Strategy 2007 to 2016 Leeds Financial Inclusion Project

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

1. Reduce premature mortality in the most deprived areas

Indicators and targets	Outcomes																
<p>NI 120 All Age All Cause Mortality rate per 100,000 Disaggregated to narrow the gap between 10% most deprived SOAs and all of Leeds)</p> <p>Baseline 2001 -2003 <i>(for population living in 10% most deprived SOAs)</i></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Men</td> <td style="width: 50%;">Women</td> </tr> <tr> <td>1178</td> <td>692</td> </tr> </table> <p>3 year target trajectory for 2010 -2012 <i>(for population living in 10% most deprived SOAs)</i></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Men</td> <td style="width: 50%;">Women</td> </tr> <tr> <td>918</td> <td>602</td> </tr> </table> <p><i>For Leeds as a whole</i></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Men</td> <td style="width: 50%;">Women</td> </tr> <tr> <td>662</td> <td>463</td> </tr> </table> <p>Citywide target 472 per 100,000</p> <p>NI 121 Mortality rate from circulatory diseases at ages under 75 (per 100,000 population)</p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 15%;">Baseline</td> <td style="width: 85%;">145 per 100,000 population (1995-7)</td> </tr> <tr> <td>Target</td> <td>69.3 per 100,000 population (2010-11)</td> </tr> </table>	Men	Women	1178	692	Men	Women	918	602	Men	Women	662	463	Baseline	145 per 100,000 population (1995-7)	Target	69.3 per 100,000 population (2010-11)	<ul style="list-style-type: none"> • The proportion of children living in poverty will have been further reduced • 1200 families in fuel poverty will have been referred into a programme for improving warmth in their home • Wider availability of quality, affordable housing • Clear city wide framework for development in place and clear expectations for community provision fulfilled in deprived areas. • Improved learning outcomes and skill levels • More engaged and informed better designed programmes <p>By 2013 in the most deprived areas of Leeds:</p> <ul style="list-style-type: none"> • 344 people will have been prevented from having an early death • 147 Lives will be saved from people under 75 dying from cancer <p>By 2013 in Leeds as a whole:</p> <ul style="list-style-type: none"> • 603 people will have been prevented from having an early death • The infant mortality rate will have been reduced from 8 deaths per 1000 to 7 per 1000 • 75,000 women will have been screened for breast cancer. • All women in Leeds will be receiving cervical screening results in 14 days <p>By 2013 in the most deprived areas of Leeds</p> <ul style="list-style-type: none"> • 109,000 people aged over 40 will have had a vascular check of whom 22,000 will receive clinical interventions to reduce their risk of becoming unwell • We will have prevented 157 people under the age of 75 from dying prematurely from Cardio Vascular Disease <p>By 2013 in Leeds as a whole:</p> <ul style="list-style-type: none"> • We will have reduced the number of people under 75 dying from Cardio Vascular Disease by 269 • 349,000 People aged over 40 will have had a vascular check of whom 70,000 People will receive clinical interventions to reduce their risk of becoming unwell
Men	Women																
1178	692																
Men	Women																
918	602																
Men	Women																
662	463																
Baseline	145 per 100,000 population (1995-7)																
Target	69.3 per 100,000 population (2010-11)																

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

1. Reduce premature mortality in the most deprived areas	
Indicators and targets	Outcomes
	<p>In the most deprived areas of Leeds</p> <ul style="list-style-type: none"> • We will increase the percentage of people who are successful in achieving lifestyle behaviour changes (weight management/healthy eating/ smoking cessation/alcohol harm reduction/increased physical activity) • We will increase the percentage of people who engage with local processes and feel they can influence decisions in their locality • We will create an environment for a thriving third sector

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

1. Reduce premature mortality in the most deprived areas

High Level Actions 2009 - 2012

Influences on health:

We will revise, develop and expand our programme of work on key influences on health such as housing, low income, skills and employment. Additional influences are the transport system and the availability of facilities for people to be active. Our overall aim is to narrow the Gap between the experience of people in the most disadvantaged areas of the city and that of people in Leeds as a whole.

- Issue a revised housing strategy aimed at creating opportunities for people to live independently in quality and affordable housing
- Implement fuel poverty action plan and co-ordinate other winter deaths initiatives
- Promote financial inclusion adapted to the effects of recession
- Implement the new Children and Young Person's Plan including:
 - Development of a strategic Child Poverty action plan delivering a range of coordinated services to enable families to move out of poverty
 - Improved access to quality early years resources
 - Improved educational achievement for children and young people in disadvantaged areas and from vulnerable groups
- Complete Planning Policy Guidance 17 - 'Planning for open space, sport and recreation' assessment, ensuring that gaps in provision are identified and appropriate standards for new facilities are implemented.

Lives people lead:

We will encourage and support people to adopt healthier lifestyles by

- Action on key behaviour changes which have a high impact on life expectancy; these to include providing systematic brief interventions; marketing materials and peer / community engagement
- Develop work around smoking targeted at the worst 10% deprived neighbourhoods (*see Improvement Priority 2*)
- A targeted programme of work around alcohol (*see Improvement Priority 3*)
- Programmes addressing obesity, physical activity and healthy eating (*see Improvement Priority 4*)

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

1. Reduce premature mortality in the most deprived areas

High Level Actions 2009 - 2012

- Promote Healthy Ageing with the direct involvement of older people

Services people use:

- Develop Healthy Living services within neighbourhoods (weight management/smoking cessation/alcohol brief interventions/health trainers) and broader poverty/well being services
- implement a comprehensive social marketing approach to Putting Prevention First (vascular check for those between 40-75)
- Interventions to target circulatory diseases including increasing the number of smoking quitters and improved blood pressure and cholesterol control.
- Develop an action plan to ensure equitable access to primary care services for vulnerable groups
- Work with Practice Based Commissioning to ensure these high impact interventions happen in the 10% most deprived neighbourhoods
- Implement the Self Care Framework as a whole systems approach to informing commissioning arrangements for all new and existing services so as to ensure that individuals are enabled, empowered and supported to self care and that professionals have the relevant knowledge and expertise to promote and deliver self care approaches
- develop a programme of initiatives at LTHT in order to utilise that setting to address issues around alcohol, smoking and weight management, and to ensure the equitable provision of CHD, cancer and respiratory care secondary services
- Develop targeted cancer programmes in line with the Cancer Reform Strategy Recommendations. Increase uptake and awareness in areas of low uptake, high deprivation and within vulnerable groups
- Implement the Leeds Strategic Maternity Matters and Infant Mortality Action Plans and associated initiatives

Community development and involvement:

We will develop local infrastructures where partners engage with residents, particularly those 'seldom seen, seldom heard' in services by:

- Involving communities, groups and individuals in the preparation and, when appropriate, delivery of health improvement programmes
- Improving health literacy and provide motivation and support for appropriate health-seeking behaviour
- Supporting growth and development of quality local services and community development by the Voluntary, Community & Faith sector

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

2. Reduce the number of people who smoke	
Lead partner and Partnership	Contributing partners
NHS Leeds Healthy Leeds JSCB – Promoting Health and Wellbeing Sub Group	Leeds City Council Leeds Partnership Foundation NHS Trust Leeds Teaching Hospitals NHS Trust VCF sector through Leeds Voice Health Forum
Principal Strategies / Plans	Related Strategies/ Plans
Leeds Tobacco Control Strategy 2006 to 2010 Children and Young People’s Plan 2009 to 2014	
Indicators and targets	Outcomes
NI 123 Stopping smoking (target disaggregated to narrow the gap between 10% most deprived SOAs and the rest of Leeds Baseline (2004) 31% smokers in the Leeds population Target (2010-11) 21% smokers in the Leeds population 27% smokers in 10% most deprived SOAs Vital signs VSB05 4 weeks smoking quitters who attended NHS Stop Smoking Services. Target 2010/11 4345 people stopping smoking with NHS Stop	<ul style="list-style-type: none"> • contribute to the overall reduction in adult and infant mortality rates and to increasing life expectancy by <ul style="list-style-type: none"> ○ helping 22,000 people to stop smoking by 2013 ○ Protecting non-smokers • Increase in the rate of smoking cessation in women of child bearing age • Reduce smoking in pregnancy rate by 2 percentage points by 2010 • Increase in the rate of prisoners who quit smoking with NHS Stop smoking services in the prison setting • By 2013 in practices with 30% or more of their population living in the 10% most deprived SOAs: 7% of registered smokers will be referred to smoking services per year • There will be community based healthy living programmes and activities available in the 50% of the 10% SOAs by 2013

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

Smoking Services	
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Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

2. Reduce the number of people who smoke

High Level Actions 2009 – 2012

Influences on health:

- Review the current structure for the delivery of the tobacco programme and ensure that local capacity for tobacco control is strengthened and sustained
- Continue to ensure the maintenance of compliance across the city with smoke free legislation
- Contribute to and develop local response to DH national and regional media campaigns to promote all elements of tobacco control work including: Access to support for smoking cessation, promotion of smoke free homes and campaigns to reduce the availability of smuggled and illicit tobacco products.
- Gather and use comprehensive data (e.g. prevalence among the general population, specific target groups such as pregnant women and access to smoking cessation services to inform tobacco control and commissioning of smoking cessation services.
- Maintain and promote smoke free environments not included within the boundaries of smoke free legislation

Lives people lead:

- Review the schools pilot programme to reduce uptake of smoking amongst teenagers, further develop if necessary and deliver particularly in the most deprived areas
- To deliver high impact actions stated in the Yorkshire and Humber document - Reducing smoking pre-conception, in pregnancy and post partum. Including:
 - Promoting cessation to women of child bearing age and link with the citywide infant mortality programme
 - Reaching pregnant smokers as soon as possible and throughout pregnancy
 - Supporting pregnant women stopping smoking throughout pregnancy
- explore the feasibility of extending smoke free to public areas
- further extend the Smoke Free Homes Project particularly in the most disadvantaged areas

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

2. Reduce the number of people who smoke

High Level Actions 2009 – 2012

Services people use:

- By 2012 we will commission further smoking cessation services in new settings to increase the accessibility of services including: hospitals, workplaces and prisons
- Focus the specialist element of services in the most deprived communities in line with other Healthy Living Services
- review current stop smoking services for specific groups e.g. South Asian Communities, pregnant women and consider recommendations for further development
- Work with health care professionals to ensure the issue of smoking is raised in a systematic and routine manner and effective referral pathways are developed and maintained.

Community development and involvement:

- Develop work with communities around reducing accessibility to tobacco products and particularly counterfeit and smuggled tobacco products.
- Commission VCFS to deliver Healthy Living Activity that includes signposting to smoking cessation support and the provision of activities to support behaviour change.
- Engage service users and potential service users in the development of community based delivery of smoking cessation interventions

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

3. Reduce alcohol related harm	
Lead partner and Partnership	Contributing partners
NHS Leeds Healthy Leeds Joint Strategic Commissioning Board Promoting Health and Wellbeing Sub Group Safer Leeds/ Healthy Leeds Alcohol Board	Leeds City Council Leeds Partnership Foundation NHS Trust Leeds Teaching Hospitals NHS Trust VCF sector through Leeds Voice Health Forum
Principal Strategies/ Plans	Related strategies/ Plans
Leeds Alcohol Strategy 2007 to 2010 Safer Leeds Partnership Plan 2008 to 2011	Children and Young People's Plan 2009 to 2014
Indicators	Outcomes
NI Hospital Admissions for alcohol related conditions Reduce the increase in the rate of alcohol-related hospital admission by at least 1% per year	<ul style="list-style-type: none"> • Economic loss due to alcohol will be reduced • Increased understanding of the culture of alcohol use across the population of Leeds • Reduced number prisoners needing alcohol detoxification programmes in prisons • Fewer people will perceive drunk and rowdy behaviour to be a problem • Reduced alcohol-related harm experience among children, young people and families • There will be community based healthy living programmes and activities available in the 50% of the 10% SOAs by 2013 leading to reduction in alcohol-related crime and disorder and hospital admissions

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

3. Reduce alcohol related harm

High Level Actions 2009 – 2012

Influences on health:

- Reduce the rate of alcohol related crime and disorder, anti-social behaviour and domestic abuse in line with the priorities and targets of the Safer Leeds Partnership
- Promote responsible management of licensed premises through effective implementation of the Licensing Act 2003 (and encourage the licensing authority to consider safeguarding issues for children and young people.
- To have data in place that will be able to demonstrate:
 - alcohol related recorded violent crime
 - percentage of cases where alcohol use is linked to offending
 - percentage of domestic violence where alcohol is a contributing factor
 - use of alcohol in young people aged under 18
 - rate of alcohol-specific hospital admissions in under 18s
- Implement Children and Young Persons Plan Objective 4: Reduce the harm caused by substance misuse
 - Have a well informed workforce equipped to provide information on the effects of substance misuse, including smoking
 - Ensure that the licensing authority consider the issue of safeguarding young people
- Tackle domestic violence linked to the misuse of alcohol

Lives people lead:

- Improve the quality of and have a consistent approach to alcohol education provision in school and non-educational tier 1 settings
- Enable parents and carers to discuss the issue of alcohol consumption with their children
- Target vulnerable children (i.e. those excluded from school) and work with youth services
- Ensure that support is available in terms of housing is available to those who misuse alcohol.
- Develop a communication plan and more information about alcohol so that the population of Leeds can make informed choices about

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

3. Reduce alcohol related harm

High Level Actions 2009 – 2012

their alcohol use and shift attitudes to harmful drinking.

- Target high-risk health settings, such as primary care, A&E departments, mental health settings, sexual health settings, maternity services and older people's services.
- Provide residents who want or need to reduce their alcohol consumption with self-help guides.
- Promote activity and policy change towards reducing the promotion, accessibility and availability of alcohol
- Implement the National Youth Alcohol Action plan

Services people use:

- Promote a model of prevention which fully addresses alcohol issues throughout the education system.
- Increase in the number of staff working in health, social care, criminal justice, community and the voluntary sector staff trained to identify alcohol misuse and offer brief advice
- Develop equitable strategies for prisoners in Leeds district with alcohol related problems
- Develop a programme of activities to reduce the level of alcohol related health problems, including alcohol related injuries and accidents, and to improve facilities for treatment and support.
- Ensure that a co-ordinated, stepped programme of treatment services for people with alcohol problems is effective, appropriate and accessible, with adequate capacity to meet demand, following the 4 tiered framework from *Models of Care for Alcohol Misusers*
- Increase in the number of high risk groups (offenders, people with mental health conditions, people admitted to A&E and/or hospital with alcohol-related disease) who are assessed, offered brief interventions and where appropriate referred to alcohol treatment services

Community development and involvement:

- Develop work with communities around reducing promotion and accessibility of alcohol products
- Develop the young-people-led alcohol harm minimisation action plan
- Ensure commissioning of VCFS around Healthy Living Activity includes signposting to services that support reduction in alcohol harm

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

3. Reduce alcohol related harm

High Level Actions 2009 – 2012

and the provision of activities to support behaviour change.

- Engage service users and potential service users in the developing community based delivery of alcohol treatment interventions

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

4. Reduce rate of increase in obesity and raise physical activity for all	
Lead partner and Partnership	Contributing partners
Leeds City Council Children Leeds ISCB Healthy Leeds JSCB – Promoting Health and Wellbeing Sub Group	Children Leeds Partners NHS Leeds Sport England Education Leeds Youth Sports Trust VCFS Sector
Principal Strategies/ Plans	Related strategies/ Plans
Active Leeds : a Healthy City 2008 to 2012 Taking the Lead: strategy for sport and active recreation in Leeds 2006 to 2012 Food Matters: a food strategy for Leeds 2006 to 2010 Leeds Childhood Obesity Strategy 2001 2016 Leeds School Meals Strategy Jan 2007	Children and Young People’s Plan 2009 to 2014 Local and West Yorkshire Transport Plans & Cycling Strategy Parks and Green Space Strategy 2009 Leeds Play Strategy 2007

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

4. Reduce rate of increase in obesity and raise physical activity for all	
Indicators	Outcomes
<p>NI 57 Children and young people’s participation in high quality PE and sport</p> <p>NI 8 Adult participation in sport and active recreation</p> <p>To be determined by March 2009</p> <p>LKI –SC19 Number of sport facility types with a specified quality assurance standard</p>	<ul style="list-style-type: none"> • Halt, by 2010 (from the 2002-04 baseline) the year-on-year increase in obesity among children under 11 • Reduce rate of increase in obesity in adults • Network of clearly marked routes for all abilities, promoting walking, running and cycling • More children eating healthily and participating in play, cultural activities and quality physical exercise programmes (CYPP) • More people of all ages participating in walking, cycling and general activities • Increase in the number of disabled people accessing sport and active recreation programmes • Improved uptake of quality sport and active recreation opportunities including those provided by provided by Leeds City Council Sport and Active Recreation Service, • Increased number of people who have an average consumption of a variety of fruit and vegetables of at least five portions per day • More mothers breastfeeding (2% annual increase) • Systematic health checks are provided in primary care for childhood and adult obesity. linking to interventions provided by a variety of providers • Increase in accessible weight management services, targeted to those already obese and most at risk • More people (including older people and disabled people) taking up healthy living opportunities in care programmes or self-directed care • Developed programmes to increase physical activity levels in priority areas

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

4. Reduce rate of increase in obesity and raise physical activity for all

High Level Actions 2009 – 2012

We will promote and implement plans which affect the trend towards overweight and obesity. We will develop and implement a specific adult obesity strategy for Leeds and continue implementation of our Childhood Obesity and Weight Management Strategy. These include the Active Leeds Physical Activity Strategy, the Leeds Food Strategy.

Overall we will work towards a long-term vision of encouraging healthy lifestyles and preventing poor health. This will be achieved through lifestyle change especially in relation to increasing physical activity participation and holistic health improvement programmes.

Influences on health:

- Ensure that planning for the built environment, green spaces and transport encourage a more active lifestyle, complemented by attention to disability issues and to safety. This link into ensuring the provision of appropriate facilities where people can be active including sport provision such as leisure centres etc.
- Introduce flexibilities in planning arrangements and urban design to manage the proliferation of fast food outlets and tackle issues of poor food access,
- Complete Planning Policy Guidance 17 - 'Planning for open space, sport and recreation' assessment, ensuring that gaps in provision are identified and appropriate standards for new facilities are implemented. Clear city wide framework for development and clear expectations for community provision fulfilled in terms of sport and recreational space

Physical Activity and Healthy Eating

- Implement the delivery plan for the 'Active Leeds: a Healthy City' strategy
- Ensure a co-ordinated approach to food work to develop effective communication and promote consistent healthy eating messages using principles of social marketing
- Work with employers to promote healthy eating (including LCC / NHS Leeds) and business sign up to healthy workplace programmes
- Increased achievement of Healthy Food Mark Standard or equivalent
- Ensure the public sector addresses issues of healthy eating, safe and sustainable food and malnutrition within its catering

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

4. Reduce rate of increase in obesity and raise physical activity for all

High Level Actions 2009 – 2012

arrangements and food provision

Lives people lead:

- Ensure regular physical activity is sustained beyond 16 years+.
- Increase the number of trips made by walking and cycling ensuring that safety is taken into account
- Increase the number of older people taking part in regular physical activity.
- Expand opportunities for disabled people to lead an active life
- Improve people's ability to choose and obtain healthy food that meets nutritional requirements that are right for their stage of life.
- Commission healthy eating cooking skills and food access programmes for targeted neighbourhoods and community groups
- Use the National Change 4 Life social marketing programme to support and empower people to make changes to diet and activity
- Develop and implement Leeds Strategic Maternity Matters action plan and Breastfeeding Strategy

Services people use:

- Ensure there are appropriate pathways to identify and manage overweight and obese individuals linking to a variety of agencies.
- Invest in Putting Prevention First programmes in primary care
- Developing healthy living services within neighbourhoods including weight management services
- Appropriate offers of surgery for morbid obesity
- Develop further joint health and physical activity programmes for people experiencing poor health, or in danger of developing poor health to change their lifestyles and become healthy.
- Develop and implement a range of physical activity training programmes and opportunities including free swimming for young people and older people from April 2009
- Develop healthy eating programmes within priority neighbourhoods and encourage adoption of healthy eating principles in

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

4. Reduce rate of increase in obesity and raise physical activity for all

High Level Actions 2009 – 2012

community based facilities (all sectors)

- Implement School Meals and Packed Lunch strategies
- Promote the use of Active Leeds Physical Activity Tool Kit
- Ensure a proactive and workforce with knowledge and skills to address healthy behaviour change including using consistent messages around behaviour change, healthy weight, balanced diet and physical activity
- Embed the practice of screening for malnutrition in facilities and in the community by health, social care and community service providers and professionals
- Support a range of organisations to promote and provide practical support around health lifestyle messages around being a healthy weight, eating a balanced diet and increasing physical activity.

Community development and involvement:

- Ensure user involvement in the development and continuation of all programmes and services relating to food, physical activity and weight management
- More participants in food and exercise activities commissioned from local organisations especially in target areas
- VCFS agencies commissioned to develop physical activity opportunities within a community development approach

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5. Reduce teenage conception and improve sexual health	
Lead partner and Partnership	Contributing partners
Leeds City Council Children Leeds ISCB – Teenage Pregnancy and Parenthood Board Healthy Leeds JSCB – Promoting Health and Wellbeing Sub Group	Children Leeds Partners NHS Leeds Education Leeds Leeds Teaching Hospitals NHS Trust VCF sector through Leeds Voice Health Forum
Principal Strategies/ Plans	Related strategies/ Plans
Teenage pregnancy and parenthood strategy 2008 to 2011 Sexual health strategy 2009 to 2014	Children and Young People’s Plan 2009 to 2014 Alcohol Strategy 2007 to 2010
Indicators and targets	Outcomes
NI 112 Under 18 conception rate <i>disaggregated to focus on the 6 wards in the city with the highest rates of conception</i> Baseline (1998) 50.4 per 1000 girls aged 15-17 Leeds 2006 rate 50,7 per 1000 girls aged 15-17 Target (2009/10) Target rate 42.7 per 1,000 girls aged 15-17 <i>Based on 15% reduction in 6 wards with highest conception rate</i> Vital Signs Guaranteed access to a GUM clinic	<ul style="list-style-type: none"> • Fewer unplanned pregnancies • Gonorrhoea infections reduced by 15% • Fewer girls under 18 conceiving • 217,000 people aged 15 – 24 will have been screened for Chlamydia • 10% increase year on year in number of STI and HIV tests in non GUM settings • 90% of gay men accessing all sexual health services will receive a hepatitis B

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

within 48 hours of contacting a service	vaccine
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5. Reduce teenage conception and improve sexual health

High Level Actions 2009 – 2012

Influences on health:

- Campaigns to target the general population of Leeds to reduce stigma related to sexual health
- Increase positive work with the local media

Lives people lead:

- Developing a communications plan for both young people, adults and professional and links between sexual health and teenage pregnancy work.
- Develop local teenage pregnancy data and set up system for sharing data across agencies
- Act on the Young People's Sexual Health Needs Assessment
- Review existing provision of Sex and Relationship Education within educational and non-educational settings
- Ensure Leeds Family Support and Parenting Strategy and work plan increases parents' confidence to discuss sexual health and relationship issues
- Review impact of transition from Youth Service Health Education Team to generic services
- Deliver evidence based programme of improving skills, knowledge, confidence, aspirations and empowering the most vulnerable to sexual ill health
- Increase programmes developing skills and knowledge of gay men, young people and African and African Caribbean communities
- Support the health and wellbeing for those living with HIV and AIDS

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

5. Reduce teenage conception and improve sexual health

High Level Actions 2009 – 2012

Services people use:

- Ensure access to local services that are integrated, holistic and sensitive and appropriate to people from different backgrounds.
- Develop single access point for all sexual health services
- Increase access to and improve knowledge of contraception.
- Increase access to emergency contraception and improve the uptake of contraception post pregnancy or terminations
- support for parents and carers on talking to children about sex and relationship issues at Children's Centres

- Expand the Chlamydia screening programme
- Ensure screening programmes are accessible and acceptable to target groups
- Ensure prevention is integral to all clinical services
- Increase HIV testing in a range of settings
- Increase service provision in deprived areas, through GP practices, pharmacies, prisons
- Improve the skills and knowledge of professionals in offering all forms of contraception and STI and HIV testing, STI treatment and sex and relationships education
- Increase access to HIV treatment for gay men and African communities
- Review existing services against the needs and identify gaps

Community development and involvement:

- Increase community based and outreach initiatives with vulnerable groups

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

6. Improve the assessment and care management of children, families and vulnerable adults	
Lead partner and Partnership	Contributing partners
Leeds City Council Children Leeds ISCB Healthy Leeds JSCB – Priority Groups sub-group	NHS Leeds Leeds Partnership Foundation NHS Trust Leeds Teaching Hospitals NHS Trust VCF sector through Leeds Voice Health Forum Children <u>Leeds</u> partners
Principal Strategies/ Plans	Related strategies/ Plans
Adult Social Care Service Plans Children and Young People’s Plan 2009 to 2014 Putting people at the centre (learning disabilities)	Carers Strategy for Leeds 2009
Indicators and targets	Outcomes
NI 132 Timeliness of social care assessment (all adults) Baseline 80.9% 2010-11 Target 90.0% NI 133 Timeliness of social care packages following assessment (all adults) Baseline 85% 2010-11 Target 95.0% LKISS 35 Regular reviews for vulnerable adults and for carers NI 63 Stability of placements of looked after children: length of placement Baseline 70.5% 2010-11 Target 80.0% NI 66 Looked after children cases which were reviewed within required timescales Baseline 60.2% 2009-10 Target 90.0%	<ul style="list-style-type: none"> • More people, especially with long term conditions, are able to lead independent lives • Consistent and updated support for vulnerable adults • Carers receive appropriate and timely support • Improved patient and carer experience • Young adults are fully supported in transitions between services, especially on entering adulthood

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

6. Improve the assessment and care management of children, families and vulnerable adults

High Level Actions 2009 – 2012

Lives people lead:

- Improve the visibility and recognition of carers
- Increase the number of carers who receive a health check

Services people use:

- provide efficient and effective out of hours service and redesign care management process
- reduce delayed transfers of care
- Improve outcomes for people from BME backgrounds,
- Improve outcomes for people with personality disorders
- Improve outcomes for people young people who have committed offences
- Ensure arrangements are in place for protecting vulnerable people from abuse through improved assessment and care management
- Implement self directed support pilot for the full range of client groups
- Improve care planning for young people in transition by creating a joint team consisting of officer from both CYPSC and ASC
- Embed the Common Assessment Framework for children and young people in Children's Services to provide early assessment and multi-agency actions centred around individual children and young people's needs
- Reviews are regularly undertaken for vulnerable people and for their carers

Community development and involvement:

- Involvement and engagement of service users and carers (too vague)
- Involvement of voluntary community and faith sector (too vague)
- Endure the availability of advocacy for people lacking capacity

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

7. Improve psychological, mental health, and learning disability services for those who need it	
Lead partner and Partnership	Contributing partners
Leeds City Council Healthy Leeds JSCB – Priority Groups sub-group Children Leeds ISCB	NHS Leeds Leeds Partnership Foundation NHS Trust Children Leeds Partners Leeds Colleges VCF sector through Leeds Voice Health Forum
Principal strategies/ Plans	Related strategies/ Plans
Leeds Mental Health Strategy 2006 to 2011 Leeds Emotional Health Strategy 2008 to 2011 (CYP) Putting people at the centre (Learning Disability Strategy) Social Inclusion and Mental Health Strategy (in preparation) Children and Young People’s Plan 2009 to 2014	Carers Strategy for Leeds 2009

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

7. Improve psychological, mental health, and learning disability services for those who need them	
Indicators and targets	Outcomes
<p>NI 58 Emotional and behavioural health of looked after children (new indicator)</p> <p>NI 130 (refresh) Social Care Clients receiving self-directed support Target 30% take up of self directed support options by 31/3/11</p> <p>VSCO2 -Proportion of people with depression and/or anxiety disorders who are offered psychological therapies. Targets and milestones to be determined by March 2009</p>	<ul style="list-style-type: none"> • People from all backgrounds get timely and appropriate care • Individuals feel valued and included • improved access to appropriate housing for vulnerable groups • Learning disabled people enjoy better health • Learning disabled people with complex health needs receive effective and person centred treatment care and support provided locally • Learning disabled people and their carers benefit from accessible and person centred services with specialist health supports in primary and secondary care • More people using and enjoying mainstream facilities and increased accessibility of facilities • evidence of more personalised care and support • Earlier intervention to reduce risk of crisis • • more rapid and effective recognition and support for people suffering anxiety and depression. • Number of people accessing dementia services

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

7. Improve psychological, mental health, and learning disability services for those who need them

High Level Actions 2009 - 2012

Influences on health:

- Reduce stigma and discrimination
- increase opportunities to access employment and meaningful education (LD)
- Implement vocational and employment action plan (MH)
- Improve access to arts and leisure activities
- Ensure vulnerable groups to have access to a range of housing opportunities

Lives people lead:

- Develop services from local and community based locations with partners and reduce reliance on use of segregated buildings
- increase choice and control in support including increasing the take up of self directed support and individualised budgets
- implement Mental Health First Aid training for employers
- Recognise needs of more mobile population by providing appropriate support including city centre changing places (LD)

Services people use:

- Undertake options appraisal of models of integrated care
- Transform mental health and learning disability day services
- Audit of GP registers to monitor number of LD people registered, and level of health screening activity
- ensure LD patients have health checks and Health Action Plans
- Develop capacity of primary and secondary health services to meet the needs of patients with Learning Disabilities
- Improve access, uptake and information on health and health services, by developing accessible information
- Undertake review of specialist health services for LD patients with continuing treatment needs and develop service model
- Implement Independent Living Project to promote social inclusion through procuring a range of housing options in local communities and transforming care and support services
- Development of Primary Care Mental Health Services to eradicate age discrimination
- Joint Transitions Team for children & young peoples social care and adult social care in place by 31/3/2010
- Implementation of Dual Diagnoses Strategy (substance use and mental health)
- Expand services in primary care to increase access to psychological therapies for people with common mental health problems

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

7. Improve psychological, mental health, and learning disability services for those who need them

High Level Actions 2009 - 2012

- Improve access to early intervention services
- Improving public and professional awareness of Dementia
- Improve early diagnosis and intervention for people with Dementia
- Improved quality of life and support for people with Dementia
- develop strategy on autism

Community development and involvement:

- increase opportunities to enjoy a range of social activities and networks
- Continue community development worker service for BME communities
- Review user carer involvement structures to ensure fitness for purpose
- Extend network of Dementia Cafés

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

8. Increase the number of vulnerable people helped to live at home	
Lead partner and Partnership Leeds City Council Healthy Leeds JSCB – Priority Groups sub-group Planned and Urgent Care sub-group	Contributing partners Leeds PCT Leeds Partnership Foundation NHS Trust VCFS bodies through Leeds Voice Health Forum West Yorkshire Fire and Rescue Service Leeds Colleges
Principal strategies/ Plans Leeds Housing Strategy 2005 to 2010 Supporting People Strategy 2005 to 2010 Carers Strategy for Leeds 2009 Older Better Strategy 2006 to 2011	Related strategies/ Plans Children and Young People’s Plan 2009 to 2014
Indicators and targets NI 141 Percentage of vulnerable people achieving independent living Baseline 2007/8 Q2 58.61 Targets 2010-11 76% NI 139 The extent to which older people receive support they need to live independently at home (Place Survey) NI 136 People supported to live independently through social services (all adults) Target 66%	Outcomes <ul style="list-style-type: none"> • Fewer inappropriate admissions to hospital • Falls reduced and more people who fall are treated at home • Stroke care pathway improved • People with mental health problems or learning disabilities can access wider range of housing, employment, training and leisure opportunities • Improved choice delivering a personalised service based on individual preferences for vulnerable groups

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

8. Increase the number of vulnerable people helped to live at home

High Level Actions 2009 – 2012

Influences on health:

- Use a social model approach to challenge the barriers faced by older people and disabled people to independence, inclusion and equality
- Maintain and promote older people's and disabled people's independence for as long as possible

Lives people lead:

- increase take up of Personal Budgets by continuing promotion so that new applicants are offered individualised budgets from Autumn 09 and others are offered them by review
- Increase the number of people with mental health problems and learning disabilities who are in employment , education or in voluntary activity
- (add Learning disability strategy re housing)

Services people use:

- Expand interactive services such as telehealth, broadband/interactive access and telecare
- Expansion of Falls Assessment and Treatment service
- Transform learning disability day services currently provided by LCC
- Redevelopment of Windlesford Green hostel for people with learning disabilities.
- Provision of new , modern accommodation for people with learning disabilities through the Independent Living Project
- Increase the number of vulnerable people utilising self directed support to deliver their care and support needs
- Develop and improve information sources to ensure that the communication barriers affecting different groups are overcome

Community development and involvement:

- Development of self care strategy supported by Health Trainers for people with long term conditions.

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

9. Increase the proportion of people in receipt of community services enjoying choice and control over their daily lives	
Lead partner and Partnership	Contributing partners
Leeds City Council Healthy Leeds JSCB – Priority Groups sub-group Planned and Urgent Care sub-group	NHS Leeds VCFS bodies through Leeds Voice Health Forum and Learning Disability Forum, Older People’s Forum, Physical Disability Forum and Volition.
Principal Strategies/ Plans	Related Strategies/ Plans
Adult Social Care Business Plans Older Better	Children and Young People’s Plan 2009 to 2014 Carers Strategy for Leeds
Indicators and targets	Outcomes
NI 130 (refresh) Social Care Clients receiving self-directed support Target 30% take up of self directed support options by 31/3/11	<ul style="list-style-type: none"> • More people aware of and accessing benefit and fuel support • People lead richer and more fulfilling lives whatever their age or condition • Increased satisfaction among service users and carers • Choice and control are enhanced by simpler access with less risk of duplication or gaps • Evidenced access to information, advice and advocacy • Better sharing of information subject to appropriate safeguards • Increased capacity for support within local communities

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

9. Increase the proportion of people in receipt of community services enjoying choice and control over their daily lives

High Level Actions 2009 – 2012

Influences on health:

- Continue work to promote financial inclusion
- Develop and improve transport which meets people's needs

Lives people lead:

- Promote Healthy Ageing with the direct involvement of older people, encouraging a positive view of old age and disability
- Use social marketing to develop information about opportunities, accessible to all groups

Services people use:

- Roll out of Common Assessment Framework
- Continue work on the Self-Directed support programme
- Increase take up of Personal Budgets by continuing promotion so that new applicants are offered individualised budgets from Autumn 09 and others are offered them by review
- Deliver services for older people and disabled people that are flexible and accessible and promote choice and control
- Deliver care and support close to where people live, or within their own homes
- Ensure that older people and disabled people are treated with respect and dignity at all times
- Take an holistic approach to care and support, joining up different elements across professions and agencies
- Share good practice across the City, agencies, organisations and professions
- Develop community support services for people with Stroke and other Neurological conditions
- Implementation of Leeds Vision strategy to provide excellent eye health and eye care and sight loss support in an inclusive city

Community development and involvement:

- Ensure full participation of older people and disabled people in the decisions and processes which affect their lives
- Enable older people and disabled people to lead an active and healthy life and be involved as citizens of the city
- Tackle social isolation of older people

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

10. Improve safeguarding arrangements for vulnerable children and adults through better information, recognition and response to risk	
Lead partner and Partnership	Contributing partners
<p>Leeds City Council</p> <p>Children Leeds ISCB Children Leeds Safeguarding Board</p> <p>Healthy Leeds JSCB Adult Safeguarding Board</p>	<p>Education Leeds NHS Leeds Children Leeds Partners VCFS bodies through Leeds Voice CYP Forum and Leeds Voice Health Forum Leeds Colleges</p>
Principal Strategies/ Plans	Related Strategies/ Plans
<p>Adult Safeguarding Strategy Children and Young People's Plan 2009 to 2014 Carers Strategy for Leeds 2009</p>	
Indicators and targets	Outcomes
<p>Number of children looked after (<i>expressed as a rate per 10,000 excluding unaccompanied asylum seekers</i>) Baseline 83.6 Target 2020-11 59.1</p> <p>Estimated number of staff employed by independent sector registered care services in the council area that have had some training on protection of adults whose circumstances make them vulnerable that is either funded or commissioned by LCC - Target to be set following calculation of baseline</p>	<ul style="list-style-type: none"> • Wider awareness of issues among staff and in wider communities • Risk factors are managed consistently and effectively • Arrangements for safeguarding vulnerable adults are effective across agencies and disciplines. • Everyone involved in safeguarding has the appropriate knowledge, skills and understanding

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities

10. Improve safeguarding arrangements for vulnerable children and adults through better information, recognition and response to risk

High Level Actions 2009 - 2012

Influences on health:

- Increase overall awareness of safeguarding issues through communications and social marketing

Lives people lead:

- Implement consistent assessment procedures for risk, mitigation and management

Services people use:

- Ensure high quality safeguarding practice is embedded across partners
- Revise and implement multi-agency adult safeguarding procedures
- Implement mandatory specialist safeguarding training programme
- Implement work programme of adult safeguarding board
- Jointly appoint head of adult safeguarding
- Establish practice standards and competencies
- Ensure the work of the safeguarding adults partnership board is informed by the views and experiences of all stakeholders (for children's safeguarding see CYP Plan)

Community development and involvement:

- Increase general awareness of safeguarding issues and secure community support
- Increase general awareness of capacity issues and secure community support

Health and Wellbeing Partnership Plan 2009-2012: Action Plan for the Improvement Priorities



Report of the Director of Children’s Services

Executive Board

17th June 2009

Subject: Building Brighter Futures in Leeds - The Children and Young People’s Plan 2009 - 2014

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 EXECUTIVE SUMMARY

- 1.1 This report provides Executive Board with an overview of the Children and Young People’s Plan 2009-2014 (attached at appendix 1) and seeks the Board’s approval of the Plan before its submission to Full Council and then to Government Office.
- 1.2 All local authorities are required to lead the development and approval of a Children and Young People’s Plan (CYPP) for their area, in partnership with all local children’s services. Leeds first CYPP was approved in 2006 and ran until 2009. This new Plan has been developed through extensive consultation over the past year, including the involvement of children, young people and families. It particularly reflects the findings of the recent Annual Performance Assessment inspection and the city-wide work already underway to bring different services together around more integrated ways of working.
- 1.3 This cover report highlights some of the key learning from the consultation and outlines the new priorities for all children’s services in Leeds. It highlights the distinction between specific immediate priorities and longer-term ambitions. It also outlines how the Plan will be monitored through a range of different processes including elected member involvement. It outlines next steps to progress the Plan.

2.0 RECOMMENDATION

That Executive Board recommend to Full Council the adoption of the new Children and Young People’s Plan for Leeds 2009-14 attached at appendix 1.

1.0 Purpose of the Report

- 1.1 This report provides Executive Board with an overview of the Children and Young People's Plan 2009-2014 (attached at appendix 1) and seeks the Board's approval of the Plan before its submission to Full Council and then to Government Office.

2.0 Background

- 2.1 All local authorities are required to lead the development and approval of a Children and Young People's Plan (CYPP) for their area, in partnership with all local children's services. The CYPP is intended to form the 'single, overarching strategy' for improving outcomes for children and young people and as such the plan is a framework for all strategic and service planning for children and young people's services. The CYPP therefore brings together and is linked to all other strategies and plans within children's services to ensure a cohesive approach to improving services and working better together for children and young people in Leeds. The plan is also a key part of our performance management framework, is used by inspectors to judge progress and is part of the Council's Budget and Policy Framework. It follows the Department for Children, Schools and Families guidance for developing a local Children and Young People's Plan.
- 2.2 The first Leeds CYPP was developed in 2005/06 and approved by Full Council in summer 2006. The plan ran until 2009, with regular annual reviews. This new Children and Young People's Plan has been developed in line with revised national guidance and linking to the wider Leeds Strategic Plan and national Children's Plan, from which it takes its name. The new plan will be for the years 2009-2014. This period has been chosen to link into national and local planning and budget cycles and to allow time to set out and implement the longer term strategy for children's services in line with the government's own 2020 targets in the Children's Plan. It is intended to undertake a major review in 2011, when new statutory requirements are likely to come into force for children's trusts and also to coincide with the next Leeds Strategic Plan and the three-year national budget cycle.
- 2.3 The new plan has been in development over the past year. Since January 2008 the Director of Children's Services Unit has been working across the partnership to consult on it. This has involved working with, amongst others: children and young people; parents; Elected Members; staff; school governors and partner organisations. In addition to this consultation, learning and analysis from various processes has informed the new draft plan. Important examples of this include: quarterly performance reviews; the formal Annual CYPP Review 2008; the Joint Strategic Needs Assessment undertaken last year with NHS Leeds; and crucially the feedback from recent inspections in services, schools and children's centres.
- 2.4 A draft was developed for consultation over the spring of 2009. In March and April it was posted on the Children Leeds website, with opportunities to respond promoted to a variety of relevant groups and partners across the city. The Children's Services Scrutiny Board received a draft of the Plan at its March 2009 meeting and then again in May 2009. Upon closure of the consultation the Children and Young People's Plan was re-drafted, taking the feedback received into account.
- 2.5 As it is part of the Council's Budget and Policy Framework, following submission to and subject to the approval of Executive Board, the Plan will be submitted to the July

2009 Full Council to seek approval and adoption of the plan in advance of its submission to Government Office.

- 2.6 This cover report outlines; the priorities identified in the plan, a review of the progress made since the first CYPP was developed, the performance management and monitoring arrangements for the plan and the next steps to ensure its timely publication.

3.0 A Brief Overview of the Plan

- 3.1 The new Children and Young People's Plan reflects on the progress and learning of the last three years and aims to be ambitious and focused about our priorities and approach for the future. Drawing particularly on the outcomes of our recent Annual Performance Assessment it gives prominence to the importance of safeguarding work throughout, it also captures our learning and understanding about how we must improve services and strengthen safeguarding by making 'integrated working' the central premise of how Leeds will deliver improved outcomes to children and young people.

- 3.2 The Plan is structured in the following sections:

- ***Our Vision for children and young people:*** The 'Promise' to young people and key components of our approach that will help deliver this.
- ***Review:*** This section outlines the context of growing up in Leeds and the development of children's services since the first plan was published in 2006. It considers progress made since our first plan with a particular focus on what we have learnt. It also examines very briefly changes in the wider children's services context both nationally and in Leeds.
- ***Our immediate priorities:*** these are informed by our review, our needs analysis, and the targets in the Leeds strategic plan, this section sets out our priorities for improving outcomes over the next two years.
- ***Delivering our plan:*** this section details key information on how we will deliver our plan. It focuses on bringing services together through to help strengthen safeguarding integrated working, our joint plans for managing resources and how this work will be performance managed.
- ***Our longer term ambitions:*** This section details the wider areas that we will focus on over the next five years, whilst many of these ambitions clearly link to our immediate priorities, they also recognise the importance of a wider range of work to bring about improvements in outcomes across many important aspects of children and young people's lives. It includes the rationale, vision and actions that inform these ambitions.
- ***Appendices:*** This last section provides relevant further information cited in the plan, action plans and links to relevant documents.

- 3.3 The Plan presents a balanced review of progress and a good foundation on which to build. Drawing on performance and inspection information it highlights progress in areas that include:

- Increasing the number of mothers who breastfeed their babies, the number of children and young people involved in sporting activities and the number of schools achieving healthy schools status;
- Ensuring key assessments of children and young people happen more quickly;
- Delivering of a successful anti-bullying strategy which involving over 114 schools;
- Leeds best ever GCSE results in 2008 and a 22% reduction in persistent absence, however this remains an area where more work is required;
- A reduction in the number of young people who offend and re-offend;
- Investments made in regeneration that have improved housing in the city;
- Stronger children's trust arrangements, are working better at a local level and are working more effectively together to plan and organise local services;

3.4 It also identifies issues where improvement and more intensified focus are needed, these include:

- Increasing the numbers of children who are being immunised;
- Supporting children & young people to help prevent obesity;
- Reducing the number of children and young people becoming parents whilst still teenagers and the number of children who die before reaching one year of age;
- Reducing the number of our children who need to be taken into care and where they are taken into care supporting and involving them in their reviews;
- Helping children and young people by working more closely with services who work with parents who have mental health or substance misuse needs;
- Raising our Foundation Stage and primary school standards, increasing our GCSE achievement in line with government floor targets, and reducing the number of young people who are persistently absent;
- Doing more to reduce the number of young people who receive fixed term exclusions from school;
- Raising the numbers of young people who go on to further education, employment or training at age 16 and helping more young people continue into education, employment or training at age 19; and
- Narrow the achievement gap between different groups of children and young people, particularly helping those who are Looked After, from Black or Minority Ethnic groups, those who receive free school meals and those who have learning difficulties and/or disabilities;

3.5 The learning outlined above, along with the wider feedback from consultation and several other key considerations have informed the development of new priorities for

Leeds. Recognising that there are issues that require immediate, intense and targeted focus as well as themes where we have longer-term ambitions to improve, the Plan makes a distinction between our immediate priorities and our longer-term ambitions, recognising that these are interlinked. The two tables below detail what our priorities and ambitions are and summarise the rationale for their identification;

Our immediate priorities		Priority for children	Priority for parents	Priority for services	Priority for inspectors	National priority	Leeds Strategic Plan	Narrowing the gap
Improving outcomes								
1	Improving outcomes for Looked After Children			✓		✓	✓	✓
2	Improving attendance and reducing persistent absence from school				✓	✓	✓	✓
3	Improving early learning and primary outcomes in deprived areas		✓		✓	✓	✓	✓
4	Providing places to go and things to do	✓	✓	✓		✓		✓
5	Raising the proportion of young people in education or work	✓	✓		✓	✓	✓	✓
6	Reducing child poverty	✓	✓	✓		✓	✓	✓
7	Reducing teenage conception		✓		✓	✓	✓	✓
8	Reducing the need for children to be in care			✓			✓	✓
Working together better								
9	Strengthening safeguarding		✓	✓	✓	✓	✓	✓
10	Enabling integrated working		✓	✓	✓	✓		✓

Our long term ambitions.		Priority for children	Priority for parents	Priority for services	Priority for inspectors	National priority	Leeds Strategic Plan priority	Narrowing the gap
All Children and Young People:								
1	Are safe and secure	✓	✓	✓	✓	✓	✓	✓
2	Are safe and supported in stronger communities	✓	✓				✓	✓
3	Are helped to narrow the gap			✓			✓	✓
4	Are thriving in learning		✓		✓	✓	✓	✓
5	Are safe and supported in stronger families	✓	✓	✓	✓	✓	✓	✓
6	Enjoy life and have places to go and things to do	✓	✓			✓		✓

7	Make the right choices	✓	✓			✓		✓
8	Make a good start		✓		✓	✓	✓	✓
9	Are supported by excellent, integrated working.		✓	✓	✓	✓		✓

4.0 Performance Management and Accountability Arrangements

4.1 The Plan recognises the importance of clear and consistent performance monitoring arrangements to drive the implementation of the Action Plans for improvement it includes. These arrangements have several strands, which together provide a framework of accountability. This includes:

- Reporting to Children and Young People: through an annual 'report card' of progress produced and distributed through the Youth Council, school councils and Reach Out and Reconnect (ROAR) group.
- Through Children's Trust Arrangements: With specific roles for the Director of Children's Services (DCS), the Children Leeds Partnership, the Integrated Strategic Commissioning Board, the Leeds Safeguarding Children Board and our local partnerships and clusters.
- Through Democratic Involvement: The Plan outlines the distinct roles of Full Council, Executive Board, the Children's Services Scrutiny Board, the Corporate Governance and Audit Committee, Area Committees and the Corporate Carers Group.
- The new Ofsted Inspection Framework: As part of the Comprehensive Area Assessment, will focus closer scrutiny specifically on safeguarding and looked after children's services.

5.0 Resource Management

5.1 The effective management and targeting of resources will be essential in working to address the Plan's priorities. The Plan includes a section that outlines resource management for the coming year. Following publication of the Children and Young People's Plan the Integrated Strategic Commissioning Board will lead on a programme to better focus all partners' resourcing and commissioning plans on the priorities and ambitions set out in this plan. This will be developed through budget and commissioning plans to be confirmed in Autumn/Winter 2009.

6.0 Next Steps

6.1 Subject to approval of the plan by Executive Board and Full Council, work will be undertaken to develop the document ready for wider publication. Details are still being finalised, but recognising that the current version is quite strategic and aimed primarily at those working in children's services a more 'public friendly' version, containing a range of pictures and quotes from children and young people will be developed. A children and young people's version will also be created over the summer, with the support of The Project, this will focus on the areas that young people feel are particularly important to them. A much more simplified 'desk friendly' version will be also be created for children's services staff to use. All three versions of

the plan will be ready for publication in late September 2009, when a launch event will be held.

6.2 Following submission to Full Council in July and subject to its approval it will then be submitted to Government Office.

6.3 To be effective the plan must remain a live document, therefore as detailed above it will continue to be used to guide and support the monitoring of service delivery and performance across the city, and will undergo an annual review in 2010.

7.0 Conclusion

7.1 Leeds has made a variety of good progress since the development of the first children and young people's plan, however some big challenges remain and the 2009 – 2014 Children and Young People's Plan highlights these and details how we intend to address them.

7.2 The new Leeds Children and Young People's Plan has been developed by partners from across the City and through extensive consultation. The plan identifies clear immediate priorities and longer-term ambitions and as such will guide commissioning decisions and policy development for children's services across the city. The plan is a strong over-arching policy document that will act as our mandate for change and improvement in both the short and longer term.

8.0 Recommendations

8.1 That Executive Board recommend to Full Council the adoption of the new Children and Young People's Plan for Leeds 2009-14 attached at appendix 1.

9.0 Background Papers

The 2006-09 Children and Young People's Plan for Leeds.

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Building Brighter Futures in Leeds



The Leeds Children and Young People's Plan 2009-2014

Children **Leeds**

Building Brighter Futures In Leeds – Our Shared Plan

Children Leeds

The Leeds Children and Young People's Plan has been developed and agreed by all these organisations that work for children, young people and families. This plan builds on the progress we have made since our first plan in 2006. We all pledge to work together to build brighter futures for all our children, families and communities. We will bring the commitment, energy and expertise of our organisations together through our shared partnership, Children Leeds.

Our pledge

As part of developing and agreeing this plan, all the organisations that make up Children Leeds have agreed to the following pledges:

- We will work together for all the children, families and communities in Leeds,
- We will work to put the needs, views and choices of children, parents and families first;
- We will prioritise resources and the energy and creativity of our organisations to deliver our shared plan;
- We will work in trust and partnership with all local partners and all organisations that can help the children, parents and families of Leeds.

Foreword

Welcome to the new Leeds Children and Young People's Plan.

Our first plan, published in 2006, was clear about Leeds' unique response to the 2004 Children Act and our aspirations to improve children's lives.

We have lots to be proud of. Leeds has delivered real improvement in outcomes against the majority of priorities set in 2006. Our children and young people are making a better start in life through support offered to them and their families in our children's centres; they are achieving their best year on year GCSE results; and participating significantly in activities that help them shape their care and their communities: live healthier lives and tackle issues, like bullying, that they themselves identified as a priority.

The attitude and approach of those working with children in Leeds is making this possible. Partners are coming together from across the city and especially at local level to share intelligence and resources and focus on the best way to meet specific local needs. Our children's trust arrangements are underpinning this, particularly through their emphasis on developing integrated strategic commissioning and stronger locality based leadership.

However, as well as building on this success, we still have significant challenges. Leeds received positive feedback in the external inspections and in our Joint Area Review in 2007. Nevertheless, our most recent Annual Performance Assessment highlighted that we must increase the pace and level of improvement in some key areas. We fully recognise this and it is reflected in the tone of this new plan through our focus on vulnerable groups and working together to safeguard children and young people.

Indeed, the national Every Child Matters agenda was developed principally out of concerns about safeguarding children. Five years on, these concerns are still prominent nationally. In Leeds we are concentrating yet more attention on safeguarding to put it at the heart of all we do. We want to ensure colleagues across Children Leeds have the knowledge, confidence and support to make the right choices and help each other to keep children safe.

The Leeds approach reflects the national agenda in other ways too. We recognise that children and young people get the best, personalised support when everyone supporting them works together effectively putting the child and their family at the centre, meeting their needs and improving their lives. This is 'integrated working', and our new plan is clear that we will continue to shape services increasingly to work this way. This can only be achieved if staff have the skills and understanding to develop their role within the overall children's services agenda and work across traditional boundaries. A strong focus on workforce reform will help take this forward. Better integration of services should deliver more choice and opportunity for young people and this is reflected in key initiatives, such as our strategy for 14 -19 reform. These themes and others in our plan show how the national children's plan and other important national strategies are being delivered here in Leeds.

We want to thank the children, young people, families and wide range of partners who have contributed to this plan. Together we will build a brighter future for every child and young person in Leeds.



**Councillor
Stewart Golton,
Executive Lead
Member for
Children's
Services**



**Rosemary
Archer,
Director of
Children's
Services**

DRAFT

Section 1 Introduction

The Leeds children and young people's plan sets out our shared strategy for improving outcomes for all children and young people, and how we will narrow the gap for those facing the most barriers to success. We have used our learning from our first children and young people's plan and talked to children, parents, partners and practitioners to help us develop this plan. It links into the wider Leeds strategic plan (which sets out the priorities for our city), the national children's plan ('Building Brighter Futures'), and the more recent Laming review ('The Protection of Children in England: A Progress Report').

This plan brings together and is linked to other important strategies and plans for Leeds, such as the Local Safeguarding Children Board plan, the 14-19 plan, the NHS Leeds Strategy, the Education Leeds Strategy, service plans for major providers, local cluster plans for schools and children's centres, and plans for many third sector organisations.

As the agenda for children is so far reaching, this document cannot include all the detail on every aspect of children's services in Leeds. Instead the plan focuses on those areas where we can make the most difference by working together, so it sets out our shared vision, priorities, targets and a selection of action plans.

We have drawn a distinction in our priorities between those for immediate action – between now and 2011; and those longer term ambitions that take us to the end of the plan period. There are relevant action plans for both these aspects, with more detail for the shorter-term priorities, which are also very focused on areas that will help us narrow the gap between young people, creating better opportunities for all and helping them to reach their personal potential. Between our immediate priorities and longer term ambitions we focus on how we will deliver improvement, by working together more effectively, managing our resources and using effective performance management.

The plan is structured as follows:

- **Our Vision for children and young people:** The 'Promise' to young people and key components of our approach that will help deliver this.
- **Review:** This section outlines the context of growing up in Leeds and the development of children's services since the first plan was published in 2006. It considers progress made since our first plan with a particular focus on what we have learnt. It also examines changes in the wider children's services context both nationally and in Leeds.
- **Our immediate priorities:** these are informed by our review, our needs analysis, and the targets in the Leeds strategic plan, this section sets out our priorities for improving outcomes over the next two years.
- **Delivering our plan:** this section details key information on how we will deliver our plan. It focuses on bringing services together through integrated working, our joint plans for managing resources and how this work will be performance managed.
- **Our long term ambitions:** This section details the wider areas that we will focus on over the next five years, whilst many of these ambitions clearly link to our immediate priorities, they also recognise the importance of a wider range of work to bring about improvements in outcomes across many important aspects of children and young people's lives. It includes the rationale, vision and actions that inform these ambitions
- **Appendices:** This last section provides relevant further information cited in the plan, action plans and links to relevant documents.

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Section 2

Our vision, promises and approach

This section sets out our vision for children and young people in Leeds, underpinned by our promise to them and our approach to achieving it. This vision builds on the work from our first plan and from consultation to develop this plan.

We want all the children of Leeds to be **happy, healthy, safe, successful and free from the effects of poverty.**

We will work to ensure every child and young person has the opportunity to achieve their potential because **every child matters**. We will work to **narrow the gap** so that every child has the chance to succeed regardless of their background and the barriers they face. We want to ensure that every young person has the highest hopes for their future, and the support to fulfil them.

Our promises to children, young people and families

As we work towards our vision, children and young people and families need to know what they can expect from services to get the best help and support. We have worked with children and young people to develop a set of 'promises' as our commitment. These are as follows, with further detail at Appendix A.

- Universal Offer
- Breeze Youth Promise
- Leeds Learner Entitlement
- Care Promise

As we all work together as partners to realise our vision and keep our promise we will be guided by a consistent and collective approach, focusing on:

- **Working *with* children, young people and families...**

We know it is **parents, families and communities that bring up children**, not services. So we will work with, and be led by, the needs and choices of parents, families and communities to support them in taking a lead role to help their children and young people develop in the best way.

- **Making safeguarding the foundation of all we do...**

If children and young people are to achieve positive outcomes, they need to be safe and secure. Safeguarding is the key foundation in our approach to the planning and delivery of services across Leeds. **Identifying, assessing and responding to the safeguarding needs** of children and young people is our priority. We want practitioners to be able to spot when a child or young person is vulnerable and know how to work with them and others to

address issues at an early stage. If this 'preventative approach' doesn't work or there are concerns that the child or young person may be at risk of, or suffering significant harm, we

want to take decisive and timely action to ensure their safety and to plan with them for a more secure future.

- **Embedding integrated working across our children's trust...**

In Leeds we recognise children and young people get the best, personalised support when everyone supporting them works together effectively to put the child and their family at the centre, meet their needs and improve their lives. This is 'integrated working' and we must continue our work to transform the way we work together to help children, families and communities in a more co-ordinated and joined up way in order to meet our ambitions.

We will continue to reshape our services to be 'child centred' and adopt a 'think family' approach to the way that we work. We will use our partnership and our children's trust arrangements as routes for ensuring we work together better, working locally in places children and families know and with excellent professionals whom they know and trust.

Our approach to working together better is founded on early identification and prevention. We will enable this by developing a shared route to access services based on a common assessment becoming the process used by all agencies for entry into and exit from multi-agency working.

Wherever possible we will work together in places which are local to the children and families who need us most – in our schools, children's centres, health centres and GP surgeries. This approach will be supported by a better infrastructure, with shared systems to enable us to communicate, share information, commission and work together better.

We will invest in and support our services and people – **we will make Leeds the best place to work in children's services**. By 2020 we want everyone in the Leeds children and young people's workforce to be:

- Ambitious for every child and young person
- Excellent in their practice
- Committed to partnership and integrated working
- Respected and valued as professionals

Our emphasis on safeguarding and integrated working is captured as a continuing theme throughout our Plan. Together they form our 'working together better' priorities to give focus to the way we work.

- **Being ambitious about our future...**

The government aims to make the UK the best place in the world to grow up in. We share that ambition as we work together towards our shared vision. We know that Leeds is already a success – it is one of the UK's favourite cities and has won awards as a place to live for families. Over the next five years we will work to make Leeds the best city in the UK for all our diverse children and families. Our ambition is not just for some communities or some families, but to make sure the success of the city is shared by all. We are committed to making life better for all the many different children, families and communities in our city. **We will work to build a brighter future for every child, family and community in Leeds**. Ultimately, we want children to say 'I was lucky to grow up in Leeds'.

Section 3

Our review of progress since 2006 and the changing context

This section provides a very brief summary to highlight some of the context and learning. There is much more detail behind the plan, ranging from quantitative analysis of need and intelligence, to a lot of qualitative feedback gained through the process of developing the plan.

Growing up in Leeds

We have 178,000 young people aged 0-19 in Leeds, which represents 23% of the population of the city. After several years of the number of young people decreasing, more recently the numbers have been increasing, with 2000 more 0-4 year olds in 2007 than in 2001. There is significant variation in the social background of Leeds' children and young people. Over a third are resident in areas classified as among the 20% most deprived areas of the country. At the same time 6% of young people in Leeds schools live in areas that are among the 10% most affluent in the country.

Of the 107,000 children and young people who attend maintained schools in Leeds, 22,000 (20.5%) 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. The majority of ethnic minority groups have increased in numbers in recent years, particularly pupils of Black African, Other Asian and Pakistani heritage. The last census in 2001 recorded 68.9% (87,583) of children aged 0-16 as Christians whilst 16.8% were recorded as having no religion, 3% were Muslim and 1.2% were Jewish. The same census showed that in Leeds over 60% of dependent children live in married couple families, 26.3% live in lone parent households, 12.2% in cohabiting couples families, and 1.3% (nearly 2,000 children) were not in a family.

The Children Leeds Journey

The size and diversity of Leeds provides exciting opportunities and significant challenges. Since the 2004 Children Act, Leeds has embraced the opportunities of the Every Child Matters agenda to bring services working with children and young people closer together, creating an increasingly collective focus on putting outcomes for individual children, young people and families at the heart of all we do.

This progress is demonstrated in ongoing operational, cultural and performance change. The framework for this change comes from our children's trust arrangements, which provide a unique response that incorporates a broad partnership (that works regularly with children and young people to shape and influence policy and strategy), and a focused senior leadership group (to take forward better collective commissioning of services to target priority areas). These city-wide arrangements have been complemented by a significant focus on locality working that is connected to the Council's Area Committees. We know that in a city as big and varied as Leeds, local communities are the best place to make the biggest difference.

As these local and city wide arrangements have evolved and partners have increasingly come together to make them work, Leeds has carried out a variety of important and

innovative pilot initiatives to help us develop our approach. To mention just a few, the West Leeds project trialled new approaches to locally focused multi-agency working; Leeds was a pilot for the Budget Holding Lead Professional, enabling more immediate and targeted support around very specific individual needs; and our Leadership Challenge (in conjunction with the Improvement and Development Agency - IDeA) helped to identify how the behaviours and involvement of local 'leaders' is pivotal to creating more flexible and effective local partnerships built around local issues and responding to needs.

Our approach has enabled our learning, recognising the importance of removing perceived barriers between different agencies and professionals, focusing instead on our shared ambitions to help improve outcomes. It is this learning, along with our wider consultation and understanding of need that informs the significant emphasis on 'integrated working' within this plan.

We have also placed significant emphasis on learning from our key external inspections. The Joint Area Review (JAR) of all partners across children's services, published in May 2008 highlighted the strength of partnership across the city, the progress made in implementing the Every Child Matters approach and improvement against a number of key outcome areas whilst also making some key recommendations. The more recent Annual Performance Assessment (APA), published in December 2008, recognised good work in a variety of areas, and also highlighted the importance of moving further and faster on some of key priority areas including safeguarding. These findings and recommendations are reflected throughout this plan.






When we developed our 2006-09 Children and Young People's Plan we set out our priority areas for improving outcomes and the principles that teams and individuals would need to adopt to work together to deliver those improvements.

These principles, of Participation (of children young people and parents in service planning), Partnership (between services, and with children and families), Personalisation (tailored support to individual young people) and Prevention (through effective early intervention) continue to guide our daily work with each other and with children, young people and families. However, we now aim to make integrated working more effective through a more formal programme management approach, our approach to programme management is outlined in section five, 'Delivering our Plan'.






Our stocktake against the outcomes 2006-2009

A summary assessment of progress in improving outcomes since 2006.


Be Healthy

Successes	Improved breast-feeding rates.	
	Increased dental services for looked after children.	
	Improved child and adolescent mental health services waiting times.	
Areas for development	<ul style="list-style-type: none"> • Reduce infant mortality rates. • Increase the number of children immunised against MMR. • Reduce the number of teenage conceptions. • Improve health outcomes for looked after children. • Increase respite provision for disabled children and young people. • Improve emotional health services. 	
What we have learned	The benefits and improved outcomes that are delivered from integration of universal and targeted services.	

Stay Safe


Successes	Improved the quality of support for unaccompanied asylum seeking children.	
	Improved the quality and timeliness of reviewing of Looked After Children's care plans. In 2006/07 only 34% of looked after children received all their care plan reviews within nationally required time scales. For 2008/09 this figure was improved to 70%. In 2006/07 only 74% of reviews had contributions from the children who were the subjects of the review. In 2008/09 was improved to 88%.	
	Improved significantly the timeliness of core assessments from 57.8% in 2006/07 to 82.8% in 2008/09. A greater proportion of both initial and core assessments are completed within statutory timescales in Leeds than in comparator authorities	
Areas for development	<ul style="list-style-type: none"> • Further improve residential care, fostering and private fostering services. These were judged to be weak in 2008. Progress has since been made but further work is needed. • Improve the timeliness of our child protection initial conferences. • Ensure that the quality of assessment and reviews is improved. 	
What we have learned	Helping the children and families with the highest risk and need requires all services to support the lead role of social care and social workers.	

Enjoy and achieve






Successes	Attainment and achievement in secondary schools has strongly improved due to the hard work of learners, schools and services. GCSE results have been sustained and significantly improved, with great improvements seen in schools, groups and communities that have previously had poor outcomes.	✓
	Successfully managed an extensive multi-million pound programme of change and investment in our schools, children's centres and infrastructure. The city has won awards for its new buildings, design and IT facilities.	✓
	Strong progress on inclusion. Local partnership working has seen a sharp reduction in permanent exclusions, improved provision in schools and better partnership working between schools, Specialist Inclusive Learning Centres (SILCs) and services.	✓
Areas for development	<ul style="list-style-type: none"> • Raise attendance, particularly amongst those learners, schools and communities where persistent absence is high. • Improve learning outcomes for vulnerable groups – particularly those learners in care or from deprived communities which remain well below the city average. • Increase improvements in outcomes in early learning and primary settings (which have been of a slower rate than in secondary). 	●
What we have learned	Collaborative working and leadership between and within schools children's centres and their communities is vital to success. Need to better balance the 'Enjoy' with the 'Achieve' agenda.	

Make a positive contribution






Successes	Exceeded targets for reducing the number of young people entering the Youth Justice System, and for reducing re-offending.	✓
	Agreed an enhanced range of activities, support and provision for young people through the Breeze Youth Promise. Exceeded targets for participation in Breeze and Youth Service activities, and also for targeted activities for young people at risk. Succeeded in winning funding to further develop this through the multi-million pound MyPlace development	✓
	Developed strong arrangements for participation, engagement and leadership by children and young people including more and better school councils and our award-winning Youth Scrutiny and Youth on Health Group. Young people have contributed well to citywide priorities e.g. on the 'Power of Me' anti-bullying programme or the work of the Young People's Sexual Health Action Group on sexual health and teenage conception.	✓
Areas for development	<ul style="list-style-type: none"> • Reduce the proportion of looked after young People in the Youth Justice System. • Improve the proportion of looked after children who contribute to the planning and review of their care. 	●


What we have learned	Our work over the past three years has emphasised the powerful leadership potential of our young people	
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Achieve economic well-being

Successes	14-19 Education improved, with marked improvements in the proportion of young people achieving Level 2 qualifications, and slower but steady improvement at Level 1. Some vulnerable groups have narrowed the gap, and some schools have sharply raised outcomes.	
	Improved support for childcare and families, with the continued successful roll out of children's centres across Leeds, and improved support for families through the Family Support and Parenting Strategy.	
	Improving housing, employment and economic growth in the city over the period.	
Areas for development	<ul style="list-style-type: none"> • Raise the proportion of young people aged 16-18 in learning or work. • Continue work to reduce the proportion of children and young people who live in poverty, workless households or poor housing. • Sustain progress on poverty and housing in the current economic climate. 	
What we have learned	The persistence of multiple barriers to good outcomes for children living in deprivation and how this raises the risk of multiple poor outcomes. We have completed research to identify common risk factors and the characteristics of the most vulnerable children and young people.	

Transforming services and building the partnership

Successes	Developed strong and effective citywide children's trust arrangements that in some important ways lead the national agenda. OfSTED praised this approach in the 2007 inspection. We have set up new commissioning groups and targeted significant funding on innovation to deliver priorities.	
	Developed strong local leadership and partnerships through the development of 'Extended Services Clusters' and wedge based 'Local Children Leeds Partnerships'. Engagement is strong and improving and all local partnerships have agreed shared plans for the future.	
	Exceeded our targets for developing modernised, integrated extended services in schools and children's centres.	
	Good initial progress on key elements of integrating services such as Common Assessment Framework and ContactPoint and have led a range of national pilots such as Intensive Family Support and Budget Holding Lead Professional. More than 1,000 CAFs have now been completed in Leeds.	
Areas for development	<ul style="list-style-type: none"> • Respond to the changing national requirements for further strengthening children's trust arrangements. 	

	<ul style="list-style-type: none"> Further strengthen project and programme management of the complex change agenda. 	
What we have learned	<p>We have learned the benefits of improved project and programme management to ensure proper control and direction of a wide change agenda.</p> <p>We have learned that innovation works to empower local solutions and improve outcomes.</p>	

Appendix B includes some more detail including a review of how we progressed against each of the priorities in the first children and young people’s plan.

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The national and local policy context

This section is a very brief summary of a section of some of the major policy context. There are too many specific developments to mention here, but there will be many that impact during the period of this plan. The wider world will have a significant impact on our plans. In particular, the changing economic circumstances will require plans to improve efficiency and reduce costs, while the challenge of climate change will need a focus on sustainability in design and policy.

The government launched its 'Building Brighter Futures' national children's plan in December 2007. The plan sets out new priorities, plans and targets for children's services, supported by the subsequent publication of many linked strategies on key areas such as play, child health, Care Matters, 21st century schools, children's trust guidance and safeguarding. Key elements of the government's children's plan include:

- **Parents:** recognising the central role of parents; improving support and information for them, and increasing their role in schools
- **Play and positive activities:** the plan includes significant investment for play, and for activities for young people such as 'MyPlace' youth centres
- **Poverty:** the plan retains a strong focus on reducing child poverty, and its impact on outcomes
- **Central but changing role of schools:** schools and raising standards is a central part of the plan, including changes for governance, extended services and the national challenge. This approach has since been developed through '21st Century Schools'.
- **Extending learning:** the plan sets out the government's commitment and plans for raising the age of compulsory learning to 18, and reform of 14-19 learning.
- **Safeguarding:** the plan re-emphasises the government's commitment to strengthening safeguarding, but also seeks a better balance with the need to manage risk.

Lord Laming's review into child protection in England. This review followed the death of Baby P in the London Borough of Haringey. The review looks back at progress made since Lord Laming's initial recommendations for children's services in England following the Victoria Climbié inquiry in 2003. Lord Laming concluded that whilst progress has been made to implement reforms detailed in the Every Child Matters framework and the 2004 Children Act, there is much more that can and should be done to ensure the protection of vulnerable children and young people. This review has also informed the revised inspection framework that will contribute to the children's score for the Comprehensive Area Assessment of local councils.

The Leeds Strategic Plan (LSP). This plan describes the key priorities and targets for improving the city for 2008 - 2011. The LSP is supported by Leeds City Council, Primary Care Trust (NHS Leeds) and all other major local public and voluntary sector organisations. The LSP includes the Leeds Local Area Agreement, which is a set of local targets and funding agreed by the city and central government to help support the achievement of national and local priorities. The Leeds Strategic Plan includes a wide range of priorities and targets that directly and indirectly relate to children and children's services. These are set out in Appendix C. The Leeds Children and Young People's Plan is informed by the targets and outcomes in the Leeds Strategic Plan, and is focused on those areas where there is most risk, and where most joint effort is needed.

NHS Leeds Strategy. This strategy sets out the strategic vision to improve health and well being, reduce health inequalities and transform health services for the people of Leeds, by working with others and being a leading edge organisation. The strategy is written in the context of sustaining and developing strong and innovative partnerships, with ten strategic objectives, six priorities for action and ten key health outcomes.

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Section 4

Our immediate priorities

We have worked together across the children’s trust, with local children, young people and parents to agree our shared priorities. Later, in section six, we look ahead over the full period of this Plan and outline our long term ambitions for all children and young people, but in this section we focus on our urgent priorities for the areas we must address immediately.

The table below lists these immediate priorities, defining them either as specific outcomes we must improve, or as the key features of how we can work together better. Against each priority we use a tick chart to link back to our consultation, analysis and learning and show which influences have particularly lead to the inclusion of that priority.

Our immediate priorities		Priority for children	Priority for parents	Priority for services	Priority for inspectors	National priority	Leeds Strategic Plan priority	Narrowing the gap
Improving outcomes								
1	Improving outcomes for looked after children			✓		✓	✓	✓
2	Improving attendance and reducing persistent absence from school				✓	✓	✓	✓
3	Improving early learning and primary outcomes in deprived areas		✓		✓	✓	✓	✓
4	Providing places to go and things to do	✓	✓	✓		✓		✓
5	Raising the proportion of young people in education or work	✓	✓		✓	✓	✓	✓
6	Reducing child poverty	✓	✓	✓		✓	✓	✓
7	Reducing teenage conception		✓		✓	✓	✓	✓
8	Reducing the need for children to be in care			✓			✓	✓
Working together better								
9	Strengthening safeguarding		✓	✓	✓	✓	✓	✓
10	Enabling integrated working		✓	✓	✓	✓		✓

Selecting this limited set of priorities to focus on does not mean other areas, such as GCSE results, are unimportant, but rather that these priorities are the areas where we particularly believe we can change and to work together better to make a greater impact.

As indicated by the range of influences captured in the tick boxes above, our immediate priorities (and the longer-term ambitions we outline later) have been shaped by a wide range of views and information including:

- The views of local children, parents, councillors and the wider community
- The views of staff and organisations within children's services in Leeds
- The priorities and targets in other local and national plans
- Our reviews of progress and the changing context
- Our analysis of need and service performance, including the Leeds Joint Strategic Needs Assessment and the Children Leeds Needs Analysis.
- Feedback from inspectors and the Government, for example: the OfSTED Joint Area Review report; the Annual Performance Assessment letter; priorities agreed with the Government Office for Yorkshire and the Humber.
- An assessment of the level of risk of not achieving key national and local targets

Delivering our immediate priorities

For each of the **immediate priorities**, we will take a co-ordinated approach that gives us a collective focus on how we can improve in these areas. This incorporates:

- **Shared targets** – The table below summarises the targets against our immediate priorities and there are further details at appendix C (with work also linked into relevant strategies, and the plans of individual services and local partnerships). These targets mostly stem from the national indicator set, DCSF targets, the local area agreement within the Leeds Strategic Plan. Some targets are issues important to children and young people and captured in service plans. These targets are mostly represented as a percentage figure, as per the guidelines for the NI set. However, where it is possible to do so we have also translated this into actual numbers of children. This is shown in brackets next to the relevant percentage figure.
- **Shared action plans** – There are further details at appendix where we provide a very brief introduction to the immediate priority; show the targets, including a baseline and targets for 2009/2010 and 2010/2011; and the main actions that require collective effort to help achieve the priority. More detail behind these high level actions can be found in supporting plans or services plans.
- Increasingly **shared resource and commissioning plans**. These are discussed further in the next section.

Following the targets table, the next section provides more detail about how we will deliver these priorities, emphasising how services can work together better and the performance and resource management that underpins this.

Building Brighter Futures in Leeds

Priority	Measure	Leeds Baseline	Comparative/ similar Areas data	National	Target for 2009/10	Target for 2010/11
Improving outcomes for looked after children	NI 101* (DCSF) - Looked after children achieving 5 A* - C GCSEs or equivalent) at KS 4 (including maths and English)	4.0% (07/08 ac yr provisional)	Data not yet released by DCSF	Data not yet released by DCSF	17% (08/09 ac yr) 17 looked after children ¹	23.9% (09/10 ac yr) 22 looked after children
Improving attendance and reducing persistent absence from school	NI 87* ² (DCSF) - Secondary school 'Persistent Absence' rate (>20% absence)	7.9% (07/08 ac yr)	5.7% (07/08 ac yr)	5.6% (07/08 ac yr)	7.7% (08/09 ac yr) 125 fewer pupils from baseline	6.3% (09/10 ac yr) 692 fewer pupils from baseline
Improving early learning and primary outcomes in deprived areas	NI 92 ^{3*} (DCSF) - The gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and their peers	39.7% (07/08 ac yr)	34% (07/08 ac yr)	35.6% (07/08 ac yr)	30% (08/09 ac yr)	31.35% (09/10 ac yr)
	NI 76 ⁴ - Reduction in number of schools where fewer than 55% of pupils achieve level 4 or above in both English and Maths at KS2	28 Schools (07/08, ac yr)	Not applicable	Not applicable	11 (08/09 ac yr)	15 ⁵ (09/10 ac yr)
Providing places to go, things to do	NI 110 ^{6*} (PA) Young people's participation in positive activities	65.9%	67.3%	69.5% (national median 08/09)	70% by 2011 ⁷	70% by 2011
Raising the proportion of young people in education or work	NI 117*(LAA) - The proportion of young people aged 16-18 Not in Education, Employment or Training (also in the basket of poverty indicators)	9.1% approx 2000 young people	Data not yet released by DCSF	Data not yet released by DCSF	7.8%	6.8%
	N I79* (LAA) -Achievement of a level 2 qualification by the age of 19	65% (06/07 ac yr)	Data not yet released by DCSF	Data not yet released by DCSF	71.8% (08/09 ac yr) 595 more young people than baseline	75.2% (09/10 ac yr) 1134 more young people than baseline
Reducing Child Poverty	NI 116 - Proportion of children in poverty ⁸	**** See below	**** See below	**** See below	**** See below	**** See below
Reducing teenage conception	NI 112 - Under 18 conception rate (in the six wards with highest rates) (also in basket of poverty indicators)	50.4 (1998) = 641 women 48.1 (2007)	49 (2007)	41.7 (2007)	42.7	See footnote below ⁹
Reducing the need for children to be in care	LSP-HW2b(i)* (PA) - Number of Looked After Children per 10,000 population of young people	83.8 (07/08)	Local rather than national indicator	Local rather than national indicator	67.5	59.3

ac yr = academic year.

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children/young people.

*Leeds Strategic Plan (LSP) Indicators – (LAA) Local Area Agreement; (PA) Partnership Agreed; (DCSF) Department for Children, Schools and Families;

** DCSF have not yet released comparative or national data. Comparative data will be included in the CYPP 2009-14 annual review.

***Local indicator, no comparative data available

****National definitions still under development. Leeds using a 'basket' of measures to help understand progress.

¹ Targets for 2009/10 and 20/11 based on value added predictions of pupils.

² Persistent absence is calculated as a percentage of enrolments not pupils – i.e. pupils count more than once in the denominator if they change schools in the same academic year.

³ PI measures the gap in scores between groups of children, not numbers of children achieving a certain level therefore the percentage result cannot be converted into a number of children.

⁴ This indicator involves a count of schools.

⁵ The target for 09/10 relates to academic year 08/09 and was set in Autumn 2007. Over the last year schools have gained a better understanding of what changes are needed to shift to the required level of performance and have set the 10/11 target to be more realistic in light of this information. The 10/11 target is on the right trajectory to meet the floor target of 19 schools by 2011.

⁶ This indicator is calculated from a sample. The sample size changes each year and we do not know how many children and young people will complete the survey.

⁷ There is not a target for 2010 for this indicator as the full data set will not be available until 2011 meaning performance cannot be assessed until this time.

⁸ Technical definition revised (Mar 09) to include low income working families as well as families on out of work benefits. Hub timetable doesn't give a date for this information to be made available - query raised with the Audit Commission. A basket of indicators have been developed at a local level to monitor the numerous different ways in which poverty is being addressed.

⁹ The 2010/11 target is under discussion with Government Office.

Section 5:

Delivering Our Plan

Our ability to improve outcomes to meet our immediate priorities and longer-term ambitions depends on the way we work together to deliver our Plan. There are three main strands to this:

- The way services work together, through **integrated working** principles and practices.
- The way we **manage our resources** to increasingly target them towards our priority areas.
- The way we **manage performance** to ensure levels of improvement are monitored and that we are accountable both individually as partners and collectively.

This section looks at each of these areas in turn: focusing firstly on the principles of how we will deliver more integrated working, some of the key areas of activity that make this possible and the programme management approach to support it; then looking at the use of our resources to support the delivery of the Plan; and finally outlining how the different strands of performance management ensure accountability for what is delivered.

Integrated Working

Improving safeguarding and; improving integrated working are immediate priorities in their own right, two of our longer-term ambitions, and are also wider features of how we want all those working with children and young people to take forward their approach to improving outcomes. We know that working together better is crucial, but it is also a broad concept and can mean different things to different people. To bring more clarity to what this means and the things we will do to achieve it, we have identified the key principles of our integrated working and why these are so important and the specific areas of work we are taking forward to make these principles a practical reality.

Principles that underpin integrated working in Leeds

Child centred services

We must continue to develop the way we organise our services around the needs and choices of children and young people, rather than historical organisational divides. This means being more ready to listen to children and young people and their parents, and being more prepared to be flexible in the way we work together, to make sure we are working as **'teams around a child'**. Through participation processes and giving children and families **'choice and voice'** in the support they want and need we aim to develop more **child and young person led services**.

'Think family'

Parents and families bring up children, not services and government. Parents and families are the first and most important people in ensuring children and young people's safety, security and wellbeing. Therefore, we will make sure our approach and our services inform, **support and work with parents and families to support them** in doing what is

best for their children. As part of this we will ensure our children's services work with adult and community services to support the whole family.

World class universal services for all

Our responsibility is to everyone growing up in Leeds, so we must ensure we provide high quality 'universal services' that all children and young people can use including children's centres, schools and GP services. These are the **services that work with and for all the children and young people of Leeds**, and that are likely to know them best and be able to support them best through their everyday work. We will make sure these services are world class in their facilities, staff, leadership and management so they can provide the best day to day and year-by-year support for all our children.

Prevention

Prevention is the best way to deal with problems. We will work to further develop a **shared preventative approach** that helps prevent problems. Our main strategy for developing prevention is to **build resilience**, supporting children, families and communities so they have the confidence, knowledge and skills to stay safe, better manage their lives and to support each other. This will require better information, advice, guidance and support for children, young people and families and clear entitlements to services so that they can better lead their own lives and access the support they need.

Early identification

Where prevention is not sufficient we will work to develop better-shared systems for identifying problems at an early stage. We aim to prevent problems for children and families escalating and becoming entrenched, harmful or chronic. This will rely on better **information sharing** and **closer local working** so that the professionals that know children and families best can share their views and concerns and act together. We will work through the shared '**Levels of Need and Service Response**' to improve understanding of risk and resilience and a better-informed and consistent response to need.

Shared assessment – a CAF - first city

Where problems are identified that need additional support it is important that all the professionals that know the child or family and those that could help all work together on a shared assessment. We will achieve this through ensuring all services use the **Common Assessment Framework (CAF)**.

The CAF will become the primary assessment process used by all agencies for entry into and exit from multi agency working where appropriate, looking holistically at the needs of each child and family. Through the CAF a single multi agency plan is agreed with the child, family and all partners. Alongside this we will ensure that **care pathways** are simplified and regularised to ensure specialist, targeted and universal services work together seamlessly. Over time these changes should drive wider developments in the range, quality and focus of children's services to improve safeguarding and this will help us to become a '**CAF- first city**'.

Shared response

Assessment is only of value if it leads to action and improvement. To ensure that Common Assessments lead to better, joined up action and shared support we will continue developing the role of the **Lead Professional**. Lead Professionals will manage the implementation of the shared plan, simplify communication for and to the child and family and will ensure all partners deliver. Lead professionals will ensure seamless transfer between services to make sure children and families do not become 'lost' between several professionals or services. The development of Lead Professionals is crucial to our approach to children's services as it gives a proper, clear leadership role to the expert professionals that best know the child, family and community. To further enhance this role we will develop staff and continue to expand the use of the **Early Intervention Fund** and new roles that allow front line staff and the families they work with more control over the resources they need.

Key processes to help us work together better

Integrated commissioning

Commissioning is key to enabling services to pool and **target resources to areas and issues of greatest need**. The specific focus on commissioning that has been a feature of Leeds children's trust arrangements has helped us to make good progress in this type of work and we will use commissioning as a lever to drive change, improve performance and deliver improved outcomes for children and young people.

Our single commissioning framework will support better joint working through more joined up commissioning at all levels, **citywide, local and individual, and across all partners**. This will enable improved value for money and a greater opportunity to develop joint solutions to key priorities. Engagement of front line staff, children, young people and their families as well as service providers will be critical to the implementation of successful commissioning.

Workforce reform

Working together better involves a culture change in the way we do things. This starts by challenging ourselves and asking - what do children and young people want from the people who work with them?

Our involvement with children and young people tells us we need a workforce with the skills, knowledge, behaviour and processes listed below:

- a workforce which is positive:
- that has a young outlook:
- that is relaxed in dealing with children and young people:
- that is open minded;
- unprejudiced; and
- trustworthy.

Behaviours which are characterised by:

- fairness:
- a trust and belief in the child or young person;
- a commitment to asking and listening;

- a helpfulness in creating understanding among their peers;
- not prejudging their needs or characteristics;
- keeping promises, and
- enabling ease of contact.

Processes are needed which:

- are transparent;
- honest;
- inspected and explained – with visible actions resulting;
- Provide channels to voice opinions;
- Are supported by enough resources/staffing;
- Are realistic; and
- Are without undue pressure or cause of unnecessary worries.

To achieve our ambitions for Leeds we support the Government's vision that everyone in the children and young people's workforce in 2020 will need to be:

- Ambitious for every child and young person;
- Excellent in their practice;
- Committed to partnership and integrated working; and
- Respected and valued as professionals.

We cannot achieve these ambitions if they are not led by the experts – the staff in our services. In order to provide high quality, joined-up services to children, young people and families in Leeds, we need to **empower our staff and build the most highly skilled, professional and representative workforce for our city**. For much of the workforce the working context has changed. Many people are trained in one area of work, but are now increasingly needed to work with other agencies and professionals from other backgrounds. We need staff to be able to work flexibly between agencies and use new shared tools and processes to help them work better together. This involves helping staff first understand, then accept, then lead the changes we need in our services and our city. We need to give our staff the confidence, knowledge and skills to grow and develop in their roles as our children's services grow and develop across the city.

Better skilled staff lead to better services and better outcomes for children and families. In particular we need to meet the national drive for a graduate-led early years workforce, a masters level qualifications for teachers and the development of a youth professional status, all of which will support the raising of skills and competency levels across the workforce.

We will reinforce knowledge and skills around safeguarding through a revision of training and development, ensuring that the safeguarding and welfare of children and young people is everyone's business.

The government has made clear its aims and plans in the National Workforce Reform Strategy. We will publish our own Strategy by December 2009 after a period of extensive consultation with staff and unions.

Extended services

Leeds has been very successful in developing extended services, and we will continue to build on this success. We will continue to **develop the range and quality of services based in or around schools, children's centres and other key sites such as GP surgeries**. We will continue to promote and enable the joint working and local neighbourhood children's services teams that are needed to support the further development of extended services in Leeds. Key developments will include the '**Seven Day Response**' teams in children's centres and '**Targeted Youth Support**' for young people.

Local partnerships, local leadership

Due to the size and diversity of Leeds it is particularly true that the **delivery and integration of services locally has the most direct impact on improving outcomes**. The pace of work in this area has increased significantly, with local teams coming together to review the partnerships, priorities and arrangements that help them to co ordinate their work around common goals.

This is helping to bring more consistency to the type of arrangements in place in different parts of the city, particularly through the establishment of local Children Leeds Partnerships, while also allowing the flexibility for different areas to respond to their unique needs and circumstances. In keeping with this approach, more of the work being initiated and commissioned to address priorities aims to target those parts of the city where those priorities are most significant. Getting ownership of this work from local services and representatives is crucial to make this effective.

Developing local integrated, extended services will require effective working and direction across the different communities of Leeds. To continue to support this we will continue to strengthen local partnerships in each 'wedge' and 'cluster' in Leeds. Alongside this we will empower, develop and support local leaders in their new roles. Lastly we will ensure there are strong links between these new leaders and partnerships and their counterparts in other local partnerships as well as with the local councillors and democratic structures of the city.

Integrated processes

New ways of working will need to be supported and informed by new, shared processes. These will be implemented through a range of national and local reforms.

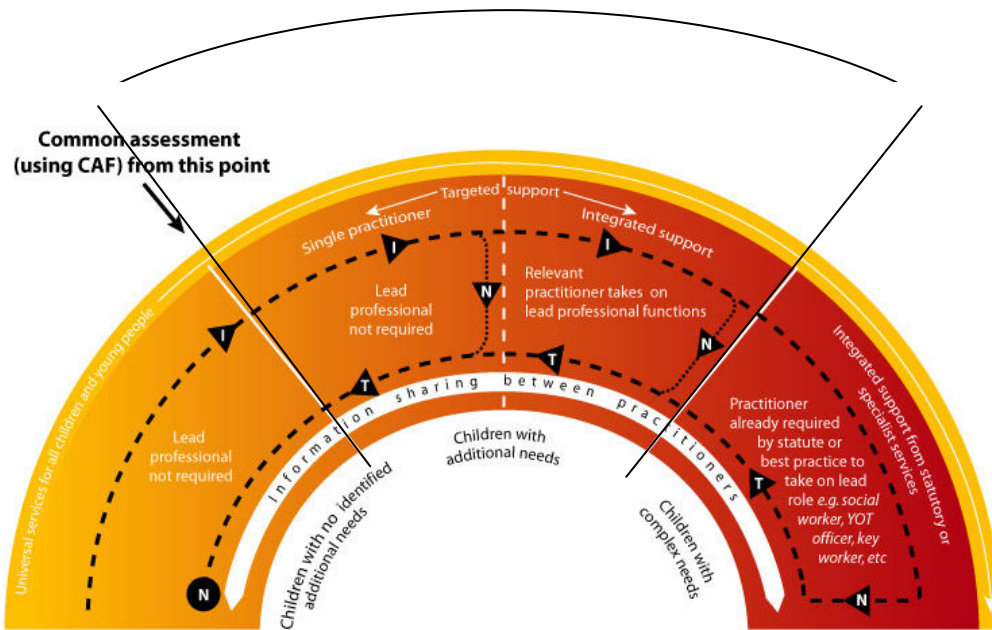
- The first is **ContactPoint**, which will work to improve communication and joint working between professionals by better sharing of information, for example, on who is working with each child, young person or family.
- The **Common Assessment Framework** is explained above, but this will be supported by an improved '**E-CAF**' IT system to better manage the process and produce analysis to inform future working.
- The **Integrated Children's System** is a new system of practice, information management and IT that will better manage information on children in need and those in care.
- The **Family Hub** will continue to be developed and will provide a full 'service directory' of services for children, young people and families, enabling both them and professionals to

access the support and services they need. Finally we will develop more shared and integrated 'signposting' services linked to the Family Hub and our **Contact Leeds** call centre to help talk to and advise children, families and professionals.

Levels of need and our change agenda

Drawing on the national model, Leeds is developing a common approach to understanding 'Levels of Need' and how services can best respond. Our particular concern is for those children and families that are on the margins between 'additional' and 'multiple additional' need, by this we mean those that have significant problems that are a major concern but are not sufficient to require specialist intervention. [This is shown in the graphic below]. All research and local experience has shown that this group of children and families is key and that without often significant support, problems can escalate leading to crisis and poor outcomes. However, at present this group can 'fall between' services as they have too many needs for universal services to manage but have too few to warrant the involvement of already stretched specialist services. Our aim is that services develop new approaches and better ways to work together to support these children and families. The main ways we will do this include having an agreed and understood range of activity to enable effective graduated responses to need. These responses will form a single plan for the child or family.

The 'windscreen' model



Taken together the principles and processes outlined above give us a framework for how working together better can be accomplished. Each of these areas of work is a significant challenge in its own right, so it is important that they are seen as part of a wider effort to bring services together more effectively and focus collective effort on improving outcomes.

Overseeing our approach to Integrated Working

We recognise the breadth and complexity of the different strands of work outlined above. To oversee and manage this, Children Leeds has introduced a framework for change

management that pulls together the many different activities that contribute to delivering these initiatives and brings a coherent structure to moving them forward. We have called this our '**programme management**'. This approach give senior Children's Services leaders a framework through which they can regularly monitor and co-ordinate the different elements of integrated working so challenges can be addressed and momentum is maintained.

Resource management

We will require the joint effort and resources of all local partners to **target resources more effectively on our shared priorities**, and to work together to commission services, in order to achieve the priorities in the plan.

Once this plan is agreed, the Integrated Strategic Commissioning Board will lead on a programme to better focus all partners' resourcing and commissioning plans on the priorities and ambitions set out in this plan. This will be developed through budget and commissioning plans to be confirmed in Autumn/Winter 2009.

Within the context of an extremely tight financial settlement (Comprehensive Spending Review 2007), enabling improved outcomes for children and young people depends significantly on the effective management of our resources. Each year we will invest significant resources into services that support children, young people and families and over the length of this plan, our strategy is to clearly align these resources to our agreed priorities and to bring together budgets and other resources in an integrated and transparent way.

Our medium-term financial strategy recognises the need to continue to invest resources into preventative services and targeted early intervention whilst also prioritising investment into safeguarding and child protection.

Also, through our devolved budgetary strategy we will further align operational and financial decision-making and accountability at the most practical level. We will empower front-line staff by streamlining bureaucracy and re-aligning resources to the front line, in part by mainstreaming the principles of the Budget Holding Lead Professional.

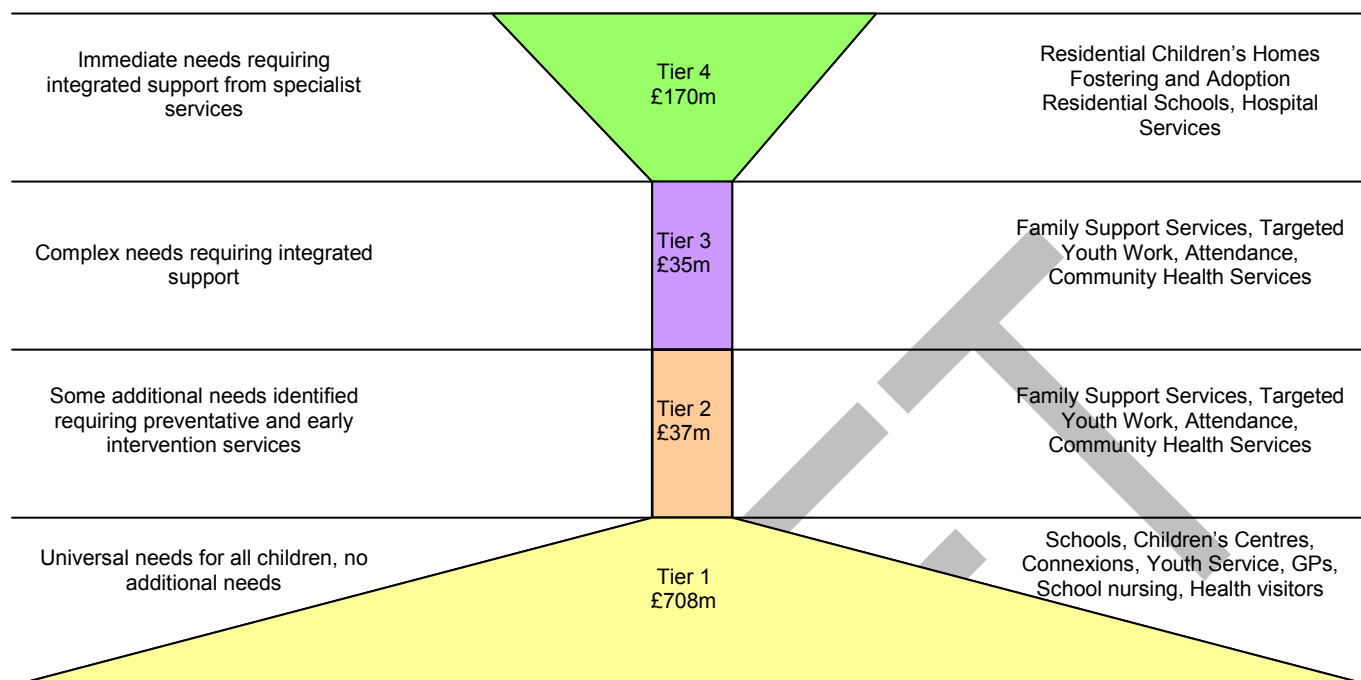
Our resources

A total budget of £950m is available in 2009/2010 to resource the priorities set out in this plan. The total revenue budget spend (2009/2010 budgets) broken down across the five Every Child Matters outcomes is:

Be Healthy	Stay Safe	Enjoy and Achieve	Making a Positive Contribution	Economic Well Being	Total
£184m (19.37%)	£70m (7.32%)	£655m (68.99%)	£23m (2.42%)	£18m (1.90%)	£950m (100%)

The summary analysis below shows how the spending is allocated between universal, targeted preventative and specialist services. The aim is to increase the proportion of

early intervention and targeted preventative services and decrease the proportion of spend in the integrated specialist services.



How we manage our resources

Our intention, through the Integrated Strategic Commissioning Board is to integrate as far as possible the budget processes for the council and partner agencies and to use statutory powers (for example, Section 75 of the NHS Act 2006) and other non-statutory flexibilities (aligned budgets) to develop jointly-funded pooled budgets. This will link in and feed to the overall Public Sector Resources Partnership Group for the city that is working to use resources effectively and deliver the priorities in the Leeds Strategic Plan.

Our budget planning and monitoring incorporates comparative information (for example, Section 52 and information from benchmarking clubs) to challenge value for money and to identify areas of relative high/low resourcing. We also use Performance Data, Risk Assessments and Impact Assessments to inform how resources should be prioritised.

The key working hypotheses that underpinned our financial strategy are that;

- Through exploration of the further implementation of integrated, locality based services we can increase value for money and create efficiencies.
- Through close integration and rationalisation of back-office, support functions and management we can reduce cost, improve service quality and redirect resources to front-line service provision.
- By further targeting the resources invested in preventative services and early intervention we can reduce the need for children and young people to become looked after.
- Through implementing the commissioning strategy and contracting arrangements we can work with in-house and external providers to create efficiencies whilst improving service provision.

Our key resources priorities for 2009/2010

- Develop an integrated financial strategy across relevant partners based on the agreed priorities in this plan.
- Further develop the integration of performance and value for money information into financial reporting and embed our financial benchmarking with other organisations.
- Develop integrated processes to manage external funding and integrate with base budgets.
- Provide financial reports to the Integrated Strategic Commissioning Board monitoring spend against budgets.
- Further align resources and budgets (including external and grant funding).
- Further develop procurement processes and contracting to ensure value for money for bought-in services.

Our key resources priorities for 2009/2014

- Develop and implement jointly-funded pooled budgets where appropriate.
- Continue to prioritise resources into prevention and early intervention.
- Align financial and budget management to support the developing commissioning strategy.
- Further develop governance and control systems to support children's services across the partnership.

Monitoring performance: accountability

We will use a range of roles, responsibilities and processes of performance management to ensure the plan is implemented effectively. These are summarised as follows:

Reporting to children and young people: To make performance information clear and accessible to young people an annual 'report card' of progress will be produced and distributed through the Youth Council, school councils and Reach Out and Reconnect (ROAR).

Children's trust arrangements: There are several ways in which the different strands of Leeds' children's trust arrangements will manage performance:

- The **Director of Children's Services (DCS)**: The Director of Children's Services has overall accountability for ensuring that partners work together to deliver the priorities of the plan. With support from the DCS Unit; Chief Officers; and the Chief Executive of Education Leeds, the Director will take an overview of progress, support the trust arrangements to deliver the priorities, provide timely information to political bodies (see below) and help to target strategic and local resources to maximise impact.
- Our **Children Leeds Partnership**: the large body of partner representatives from across the city that support policy development, information sharing and input from young people, chaired by the Executive Member for Children's Services. It will continue to focus on engaging partners around different priorities from the plan at its meetings as

well as receiving timely overview reports across all priorities. This will inform support, advise and challenge on the annual review of the plan.

- Our **Integrated Strategic Commissioning Board**: the smaller body of key senior representatives from those organisations named under the duty to co-operate or identified as key partners, through detailed performance and resource management and as part of commissioning across the city. It will receive the more detailed performance information relating to priorities and targets in the plan several times each year, helping to target resources, address underperformance and ensure partners implement designated actions. A major progress review by the Board in the autumn will help to shape the following year's budget and commissioning cycle.
- Our **Leeds Safeguarding Children Board**: the body of key representatives from the main safeguarding agencies working with children and young people (that is independently chaired) will monitor progress on safeguarding initiatives and performance as well as overseeing the completion and implementation of Serious Case Reviews.
- Our **locality based partnership arrangements**: the local element of our trust arrangements is key to both the delivery of front-line services and providing the intelligence and expertise to help the other aspects of the arrangements make informed and timely responses to need. Local partnerships and clusters will agree their own plans to show how they support the priorities and themes of the city-wide Plan. Regular reviews of progress will inform reporting to local Area Committees (see below).

In addition, lead performance management officers will meet regularly through a children's services performance board to bring together and monitor performance data and service plans, and refer information to other groups where necessary.

These performance management processes and reporting arrangements are part of the Council's, and Leeds Initiative's, overall arrangements with the Leeds Strategic Plan.

Democratic involvement

Local elected members have an absolutely key role to play in scrutinising, monitoring and supporting the delivery of the Children and Young People's Plan.

- The Executive Member for Children's Services has overall political accountability for the plan's delivery and will receive regular information through both the Director of Children's Services and in the role of chair of the Children Leeds Partnership.
- The Full Council must approve the Children and Young People's Plan before it is submitted to government.
- The Council's Executive Board, as well as making key decisions that support delivery of the plan's priorities, will receive timely updates on overall progress and specific details relating to key, new national legislation and the outcomes of performance inspections.
- The Council's Children's Services Scrutiny Board will continue its well-established process of receiving quarterly performance information that includes an update on work across the children's trust arrangements and specific focus on each of the short-term priorities from the plan in turn. The Board will also continue conducting more detailed reviews that support service improvement.
- The Corporate Governance and Audit Committee will receive details of key inspections and external audits of children's services and help to monitor action plans in response to this. It will be kept informed of developments with implications for local governance arrangements.

- The Council's 10 Area Committees will support delivery of the plan locally through regular localised performance information focussing on priorities with a particular relevance to the local area and through the Area Delivery Plans. The role of a Children's Member Champion on each Committee will be developed to provide an advocacy role for considering children and young people issues. A 'corporate carer' representative from each Area Committee makes up the city-wide Corporate Carers Group that focuses specifically on outcomes for looked after children. Additionally many councillors are governors of schools and children's centres.

External inspection

Leeds has learnt significantly from both the Joint Area Review and Annual Performance Assessment inspections carried out in recent years, as well as the more service-specific inspections relating to early years, schools and colleges, social care services and Youth Offending, amongst others. The new Ofsted Inspection Framework as part of the Comprehensive Area Assessment will focus closer scrutiny specifically on safeguarding and looked after children's services. Leeds will continue to learn from, report on and respond to the various external inspections across children's services and use this to inform performance monitoring and future reviews of the Children and Young People's Plan.

DRAFT

Section 6

Our long term ambitions

In addition to the immediate priorities discussed in section 4, we also see the importance of setting out longer term ambitions, recognising that the Every Child Matters children’s services agenda is a long term national and local change programme.

Like our immediate priorities, these ambitions reflect the learning from our consultation, analysis and external feedback and again we use the tick chart to show which influences have particularly lead to the inclusion of that ambition. Many of these ambitions have a clear link with our more specific immediate priorities, but by looking over the longer term they also recognise the importance of a wider range of work to bring about improvements in outcomes across many important aspects of children and young people’s lives.

Our long term ambitions.		Priority for children	Priority for parents	Priority for services	Priority for inspectors	National priority	Leeds Strategic Plan priority	Narrowing the gap
All children and young people:								
1	Are safe and secure	✓	✓	✓	✓	✓	✓	✓
2	Are safe and supported in stronger communities	✓	✓				✓	✓
3	Are helped to narrow the gap			✓			✓	✓
4	Are thriving in learning		✓		✓	✓	✓	✓
5	Are safe and supported in stronger families	✓	✓	✓	✓	✓	✓	✓
6	Enjoy life and have places to go and things to do	✓	✓			✓		✓
7	Make the right choices	✓	✓			✓		✓
8	Make a good start		✓		✓	✓	✓	✓
9	Are supported by excellent, integrated working.		✓	✓	✓	✓		✓

Delivering our long term ambitions

This section below sets out in some detail our strategies for delivering our long term ambitions to improve outcomes, describing how we will deliver change over the next five years. This is intended to show how we will continue to manage change to improve outcomes and services for children, and how we plan to work towards the challenging targets for 2020 set out in the national Children’s Plan. It provides a summary of our vision, objectives and the key actions we plan to take over the next five years against each ambition. As such it is less detailed than the action plans for the immediate priorities, but it can be used for planning and commissioning purposes.

Ambition 1

All children and young people are safe and secure

Rationale

For children and young people to be able to achieve the best possible outcomes they need to be safe and secure. Safeguarding children and young people is therefore a local as well as national priority and is a key foundation in our approach to the planning and delivery of services across Leeds.

Every year services provided for children in Leeds are assessed by Ofsted and the 2008 Annual Performance Assessment of children's services in Leeds judged the overall standard of safeguarding work to be 'adequate'. This suggests that while there are many things we are doing well there are areas where we can improve to further ensure that all children in Leeds feel safe and secure.

All organisations working with children and young people in the city are committed to improving the quality and impact of what they do to ensure that the safeguarding needs of children and young people are identified, assessed accurately and responded to with effective and appropriate services.

Our needs analysis shows that:

We are making good progress in:

- Agencies understanding the role that they play in contributing to safeguarding and promoting the wellbeing of children and young people.
- Supporting and challenging agencies to evaluate the effectiveness of their safeguarding arrangements as set out in section (11) of the Children Act 2004 (the 'duty to safeguard').
- Developing interagency processes and procedures which help agencies to work together to protect children and young people.
- Embedding safe recruitment processes and improving our response to allegations made against staff in order to reduce the risk of children and young people of being abused by professionals.
- Putting in place arrangements to investigate and analyse all deaths of children and young people in Leeds, which can provide information about how to reduce the number of deaths that are preventable.

We aim to make more progress in:

- Ensuring all agencies are clear about the contribution they can and must make in working together to keep children and young people safe and secure.
- Informing communities and members of the public about safeguarding issues and how they can help to promote the welfare of our children and young people.
- Listening to what children and young people can tell us about the challenges they experience in keeping safe and in moving toward adulthood.
- Ensuring that Children and Young People's Social Care, the lead professional agency for child protection, is able to provide consistently high quality investigation,

assessment and intervention services for those children and young people who are suffering, or at risk of suffering, significant harm.

- Helping adult and children's services to work more effectively together where children and young people are living in families where their parents / carers have problems of their own which undermine their ability to parent.
- Increasing the number of staff who access high quality interagency and multi agency safeguarding training.
- Learning lessons when things go wrong and making changes that improve services for the future.
- Identifying underperformance in safeguarding practice so that improvements can be made for the benefit of children and young people.

Our vision for 2014

By 2014 we aim to achieve:

Safeguarding services for families, children and young people are inclusive, comprehensive, effective and efficient.

- Agencies that work well together in a framework that engages children and young people when they need extra help and intervenes appropriately if they become vulnerable or at risk of harm.
- Services for children and young people that are consistently improved by learning through experience and are modified in response to changing pressures and circumstances.
- The effective monitoring and quality assurance of inter-agency safeguarding activity by the Leeds Safeguarding Children Board.

Key actions:

- Enhance and embed Leeds Safeguarding Children Board's ability to hold partner agencies to account for the adequacy of their safeguarding work through monitoring and quality assuring their services and their contribution to interagency activity.
- Support partner organisations in following up reviews, inspections and evaluations of their services with improvement plans.
- Improved arrangements for commissioning and service planning to ensure that safeguarding is an integral part of the planning, commissioning, procurement, delivery and review of all local services.
- Implement and develop the Children and Young People's Social Care Transformation Programme.
- Develop efficient and more focused processes for managing Serious Case Reviews that learn lessons from deaths and life threatening injuries of children and young people where abuse or neglect is known or suspected to have been a factor.
- Use the analysis of children and young people's deaths to make changes in the way services operate in order to reduce the number of deaths that are preventable.
- Embed and broaden the implementation of processes designed to ensure the safe recruitment, selection and management of staff who work with children and young people.
- Initiate a communication strategy designed to keep all the citizens of Leeds informed about safeguarding issues and to receive feedback about issues and proposals for new developments.

Ambition 2 –

All children and young people are supported by safer, stronger communities

Rationale

Strong, harmonious and safe communities are important for everyone. Our children and young people deserve to feel safe, trusted and valued in their schools and communities by all generations. We need to build respect and understanding between different groups of children and young people, and between young people and the wider communities. This is particularly important as the city changes and new populations integrate into existing communities. We need to support children and young people, and help them to use their energy and enthusiasm to become active, empowered citizens. We need to support communities to be empowered, and to foster local organisations to take more of a role in supporting their children and young people. We need to encourage everyone, including children and young people, to take responsibility for the safety of themselves and others particularly as road users, whether they be pedestrians, cyclists, drivers/riders or passengers in vehicles.

Our needs analysis shows that:

- Children and young people share many adult concerns about their communities and are worried about crime, drugs, gangs and litter.
- Most children and young people feel safe in Leeds, but a significant minority (approximately one in four) do not feel safe in their local neighbourhood.
- Too many children and young people are victims of discrimination, bullying or crime. For example one in three children and young people report that they have been bullied, and one in twenty report being bullied every day.
- Most children and young people are active in their communities; 59 have given their time to help a charity, local voluntary group or a neighbour.
- In 2007 there was a total of 339 child (0-15yrs) casualties as a result of road traffic collisions in Leeds distributed as follows :- 155 pedestrians (46%), 111 car passengers (33%), 42 pedal cyclists (12%) and 21 bus passengers (7%).
- In 2007 there was also a total of 355 (16-19yrs) casualties as a result of road traffic collisions in Leeds distributed as follows:- 116 car passengers (33%), 104 car drivers (29%), 57 Motorcycles/scooters, riders or passengers (16%), 52 pedestrians (15%) and 15 pedal cyclists (5%).

Our vision for 2014

By 2014 we aim to achieve:

- Every child and young person has a sense of belonging and takes responsibility for their role in their community.
- Every child and young person feels safe in their local area.

Key actions

- Continue to work to reduce bullying and harassment through the 'Power of Me' Strategy. This includes the work of Anti-Bullying Ambassadors and improved peer support. It also includes improving the monitoring of incidents and community tensions to inform direct action.

- Increase the number of children and young people engaged in activities that give them responsibility, meet community needs and improve their quality of life. This will include: restorative justice and youth inclusion programmes and promoting volunteering among children and young people.
- Improve the range and quality of play, leisure and social activities for children and young people. This also means improving opportunities for all (See 'Places to go and things to do' Priority Action Plan in Appendix D)
- Create safer environments by tackling crime through early identification of young people at risk of anti social behaviour or crime, and through high visibility patrols and awareness raising activities.
- Foster tolerance and reduce community tensions through intergenerational and inter community events and projects, improve the skills of our workforce, improve, support for new arrivals and initiatives to support the Preventing Violent Extremism initiative.
- Improve road safety through improved pedestrian and cycle training and road improvements.
- Improve safety for children and young people in their schools and neighbourhoods through promoting and supporting Safer Schools Partnerships.

Related Leeds strategic plan priorities

- Reduce bullying and harassment.
- Increase the number of local people engaged in activities that meet community needs and improve quality of life.
- Create safer environments by tackling crime.
- Increase the sense of belonging and pride in local neighbourhoods that help to build cohesive communities.
- Improve road safety for all our citizens.

Ambition 3

All children and young people in Leeds are helped to narrow the gap between themselves, their peers, and their community.

Rationale

In line with the Leeds Strategic Plan, the first Leeds Children and Young People's Plan made a commitment to narrow the gap for those children and young people who are more likely to have poor outcomes. Our plan highlighted four key groups: looked after children and young people; disabled children and young people; black and minority ethnic children and young people and children and young people from deprived families. Whilst we have made some progress, for example in raising school attainment for some groups, the gap in outcomes remains significant and therefore a strong, sustained focus on these children is needed.

Our needs analysis shows that although there are exceptions, statistically:

- Looked after children in Leeds are more likely to be classed as underachievers in school, more likely to be absent or excluded, more likely to not be in education post-16, more likely to offend and/or exhibit other risk taking behaviour, more likely to have a higher rate of teenage conceptions and an increased likelihood of experiencing mental health difficulties.
- Disabled children and young people are more likely to live in poverty and are more likely to not realise their full potential compared to other pupils at the same school
- Black and minority ethnic children and young people are more likely to experience a range of poor outcomes than the Leeds average, though this varies between communities. In particular young people from Bangladeshi, Pakistani, Black Caribbean, Black African, Gypsy, Roma and Traveller communities are more at risk of low attainment in school and can also be more likely to suffer from a range of poor health outcomes.
- Children and young people from deprived backgrounds are more likely to experience a range of poor outcomes throughout their lives ranging from a higher risk of infant mortality through to significantly lower attainment at GCSE and more likely to then go on to not being in education, employment or training.
- Socio-economic factors are inter-related, for example some groups are more likely to have lower incomes and live in deprived neighbourhoods. In addition, we are aware through our research into common factors, that the interaction of multiple factors can have a varying and often significant impact on outcomes. These include health, education, aspirations and poverty to name a few.

Our Vision for 2014

By 2014 we aim to achieve:

- We will deliver on a demanding promise to all our Looked After Children and care leavers.
- All services working together to ensure that children and young people only enter care when their safety or wellbeing cannot be maintained within their family.
- Reduce the number of children and families living in poverty.

- All disabled children and young people enjoy full access to a range of excellent inclusive services to achieve their full potential alongside their peers.
- All children and young people are able to achieve their potential and fulfil their aspirations, irrespective of background or early disadvantage.
- A better range and quality of short break provision for children and young people with disabilities.

Key actions

- Work with all local services and communities to provide more coordinated help for children, young people and families living in poverty and workless households (see Child Poverty Priority Action Plan in Appendix D).
- Implement our Priority Action Plan for Looked After Children and Young People (see Appendix D).
- Target support to improve learning outcomes for children and young people from deprived communities (See NEET and Early Learning Outcomes Action Plans in Appendix D).
- Improve learning for the most vulnerable children and young people through the Leeds Inclusive Learning Strategy and 14-19 Strategy.
- Implement a more integrated approach to assessment and service delivery for the most vulnerable children and families through the use of the Common Assessment Framework, Early Intervention Fund and the wider Family Support Strategy.
- Provide extra support for Young Carers through the Leeds Young Carers Strategy
- Implement the Leeds Aiming High for Disabled Children Strategy (see below).

Leeds Aiming High for Disabled Children Strategy

At Children Leeds our vision is for every child and young person in Leeds to be happy, healthy, safe and successful, and free from the effects of poverty. We recognise that disabled children are at the centre of the Every Child Matters agenda and are committed that every disabled child and young person (including children with complex health needs or limiting conditions) should be supported to reach their potential.

Leeds has signed up to the national Every Disabled Child Matters charter and we have developed the Leeds Aiming High for Disabled Children Strategy, which sets out key strategic objectives for 2008 - 2011 and is underpinned by a more detailed work programme. Strategic planning and delivery will be closely aligned with the Leeds Inclusive Learning Strategy and with the Emotional Health Strategy.

This strategy has fourteen key strategic objectives that will inform the more detailed work programme. These are:

- | | |
|-----------------------------------|--|
| ▪ <i>Robust data</i> | ▪ <i>Transport</i> |
| ▪ <i>Information for families</i> | ▪ <i>Child care</i> |
| ▪ <i>Participation</i> | ▪ <i>Transition to adult services</i> |
| ▪ <i>Early support</i> | ▪ <i>Self directed services</i> |
| ▪ <i>Assessment</i> | ▪ <i>Palliative care</i> |
| ▪ <i>Play and leisure</i> | ▪ <i>Continuing care</i> |
| ▪ <i>Short breaks</i> | ▪ <i>Equipment and housing adaptations</i> |

Related Leeds strategic plan priorities

- Improve learning outcomes for 16 year olds, with a focus on narrowing the gap.
- Improve learning outcomes and skills levels for 19 year olds.
- Increase the proportion of vulnerable groups engaged in education, training or employment.
- Increase financial inclusion in deprived areas.
- Reduce worklessness across the city with a focus on deprived areas.

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Ambition 4

All children and young people are thriving in learning

Rationale

Being engaged in learning is important not only for success, but for gaining the knowledge, skills and qualifications to compete in the world today. It is also important to make sure children and young people are happy, healthy and safe in a supportive learning environment.

Our needs analysis shows that:

- Outcomes in primary schools are close to the national average, and have improved slowly, in line with the national trend. Schools and learners in more deprived areas face particular challenges.
- Outcomes in secondary schools have improved significantly. However, in some schools, such as those identified in the National Challenge, too many learners continue to have relatively poor outcomes. Poor outcomes are more common in deprived areas, for looked after children and some black and minority ethnic groups.
- A relatively high proportion of young people (10%, in January 2009) in Leeds are not in employment, education or training after the age of 16. Learners with lower achievement in school are more likely to be in this group.
- Qualification levels at age 19 in Leeds are below the average for similar areas.
- Leeds has relatively low levels of attendance in secondary schools, and nearly 1 in 10 learners are 'persistently absent'.
- The diversity, skills and capacity of our current learning provision does not meet the needs of all children and young people as successfully as we would want.

Our Vision for 2014

By 2014 we aim to achieve:

- All learners will have an Individual Learning Plan that will take into account personal circumstances and be tailored to reflect their needs, including access and additional support needs.
- All learners will have a dedicated personal support from a coach or mentor.
- All young people will be engaged with and successful in appropriate learning up to the age of 18.
- A greater choice of learning routes and pathways to support every young person's entitlement to learning and development.
- A rich variety of different models of 21st century learning environments working in close collaborative partnerships for the benefit of young people.
- All children and young people will be active participants in shaping their own learning and that of their peers.
- Families, parents and carers are empowered to support their children's development and learning.
- Every learner in Leeds will have access to high quality learning environments that promote their health, safety and wellbeing, as well as a learning environment that stimulates and promotes achievement and that enables all learners to achieve their maximum potential.

- Every child and young person will be able to attend their successful local school and be supported by their friends and peers.
- Through their school, children centre, college or other learning centre children and young people will be able to access and benefit from additional support when required.
- Children and young people with more complex needs will continue to benefit from specialist services and provision including provision in special schools.
- The voice of parents and parental preference will be strengthened.
- There will be increased opportunities for the participation of children and young people.

Key Actions

- Improve learning outcomes for the learners in early years and primary schools (see Priority Action Plan in Appendix D).
- Improve the proportion of young people in learning and work (see Priority Action Plan in Appendix D).
- Reduce persistent absence (See Priority Action Plan in Appendix D).
- Implement the 14-19 Strategy to improve curriculum choice, progression and support (*see 14-19 section below*).
- Invest in learning sites through the Building Schools for the Future programme and Primary Capital Programme.
- Improve personalised support for learners through the e-Individual Learning Plan and additional mentoring and coaching support.
- Engage parents and families in wider family learning and supporting the learning of their child.

Related Leeds strategic plan priorities:

- Improve learning outcomes for 16 year olds, with a focus on narrowing the gap
- Improve learning outcomes and skills levels for 19 year olds.
- Increase the proportion of vulnerable groups engaged in education, training or employment.

National goals for 2020

- Every child is ready for secondary school, with at least 90% achieving at or above the expected level in both English and mathematics by age 11.
- Every young person with the skills for adult life and further study, with at least 90% achieving the equivalent of five higher level GCSEs by age 19; and at least 70% achieving the equivalent of two A levels by age 19.
- Employers are satisfied with young people's readiness for work.

13-19 (25) LEARNING AND SUPPORT

Introduction

Preparing young people for life and work is a key part of the local and national agenda for children's services. Significant changes are planned to ensure that young people have the skills they need to be successful in the 21st century global economy.

From 2013 all young people will be required to stay at school, college or in some kind of training until their 17th birthday, and from 2015 until they are 18. And every young person will have an entitlement to choose from a modernised and personalised curriculum, including the new Diploma or an Apprenticeship. We recognise that qualifications alone are not enough, which is why the 14-19 entitlement also includes high quality information, advice and guidance and access to positive activities.

To deliver these changes to young people in Leeds we will work in city-wide partnerships between schools, colleges, work-based learning providers, Connexions and youth-work professionals. We will also ensure we respond to local needs by working at neighbourhood level with young people and professionals who understand young people.

The 13-19 (25) Learning and Support Plan will bring this work together to ensure we are efficient, effective and accountable; it recognises that our responsibility begins at age 13 and, for young people who have learning difficulties or disabilities, continues to age 25.

Our Priorities

The 13-19 (25) Learning & Support Plan is linked to the Children and Young People's Plan - we have identified four priorities that echo and build on the over-arching priorities for all young people in the city:

1. Improving outcomes for young people at 16 and 19 (narrowing the gap)
2. Improving the quality of 13-19 (25) provision
3. Raising the proportion of young people in education or work
4. Developing an integrated strategy to commission 13-19 (25) provision effectively

These priorities will help us build on our successes and address the stubborn issues that are barriers to a happy and successful adulthood for young people in Leeds.

More young people are already choosing to continue their education beyond 16, and getting the qualifications they need - Level 1 (at least one GCSE A-C or equivalent) and especially Level 2 (five GCSEs A-C or equivalent). Leeds has successfully introduced the first Diplomas in Creative and Media and Construction and five more subjects will be available in September 2009.

But we also know that some vulnerable groups of young people are not getting the qualifications they need and there is a high overall rate of young people who are not in education, employment or training. We need to do more to ensure Apprenticeships are available to everyone who wants one and increase the number of young people who achieve Level 3 qualifications.

Themes

We will focus our activity and understanding using four themes:

Curriculum: delivering the 14-19 entitlement including 14 Diplomas for 14-16 year olds, 17 Diplomas for 16-18 year old and the Foundation Learning Tier - wherever a young person lives in the city.

Quality: ensuring that high quality is guaranteed wherever a young person chooses to learn or seek advice.

Support: making high quality and impartial information, advice and guidance available so that young people feel supported to make positive choices about their education and life.

Planning and Funding: putting in place robust structures to underpin our work and help us put our resources where they will be most effective.

The 13-19 (25) Learning and Support Plan is supported by solid data and information that is regularly updated. It is available via the Children Leeds website.

Ambition 5

All children and young people are supported by stronger families

Rationale

We know services do not bring up children – parents, carers and families do. We know that poverty is at the root of most poor outcomes for families. The role of services is to provide support for parents, carers and the wider family. We also recognise that families' cultures and values have an impact on their needs. This support will have to become more flexible as families' needs change and we will work in new ways to give families the chance to choose the help they need. Most families need little help; some however, are more vulnerable and have complex needs, which require a range of responses in proportion to their level of need. For those at most risk, there needs to be the strongest safeguards to protect vulnerable children and families, and where necessary services must intervene. Where children need to be cared for by the Local Authority, we need to ensure the provision is of the highest standard and their outcomes match those of their peers.

Our needs analysis shows that:

- Parents and carers say that we need to improve outcomes for looked after children; services need to work together better and be structured in a way that they engage parents and support the whole family.
- Leeds has a relatively high proportion of looked after children, roughly 50% higher than in similar areas.
- Parental substance misuse and mental health problems are a key factor in family breakdown and children's needs. Analysis suggests that this is a growing problem for Leeds.
- Poor and overcrowded housing is a common factor in the lives of most vulnerable families.
- 3.8 million children live in poverty in the UK, equating to one in three children, one in five live in workless households.
- Leeds families are changing with more lone parents, unmarried parents, same sex parents, young carers and non-English speaking families, with a growth in the number of BME families in inner city areas.

Our vision for 2014

By 2014 we aim to achieve:

- A significant reduction in the number of children living in poverty in Leeds.
- A stronger voice for families in shaping the development and commissioning of services.
- A world class social care service for our most vulnerable children, young people and families.
- An integrated network of high quality information and advice for parents, online, in one-stop centres and in our schools, children's centres and health centres.
- Accessible high quality family and parenting support services available to all families, with a rapid multi agency response for those with acute additional needs.
- Greater opportunities for families to live independently in quality, affordable housing.

Key actions

- A reduction in the number of children living in poverty (see Child Poverty Priority Action Plan in Appendix D).
- Intensive, targeted support for those families and children most at risk (See Reducing the Need for Care Priority Action Plan in Appendix D).
- Improved information and advice for parents through the Family Information Service which is joined up with the national parents know-how site.
- A 'Think Family' approach is developed through our Family Support and Parenting Strategy, which joins up services that support both children and adults, for example housing, mental health and substance misuse services.
- Develop more effective identification of need and co-ordination of joined up support through the use of the Common Assessment Framework (CAF) and the Early Intervention Fund.
- Ensure all children's services support the Leeds Domestic Violence Strategy.

Related Leeds strategic plan priorities

- Improve assessment and care management for children and families.
- Improve our safeguarding arrangements.
- Reduce the number of children in poverty.
- Reduce worklessness across the city with a focus on deprived areas.
- Increase the number of decent homes.
- Increase the number of affordable homes.
- Reduce in the number of homeless people.
- Reduce the number of people who are not able to heat their home adequately.

National goals for 2020

- Parents satisfied with the information and support they receive.
- Child poverty halved by 2010 and eradicated by 2020.

Ambition 6

All children and young people enjoy life and have 'places to go and things to do'

Rationale

Our children and young people need and deserve to enjoy childhood. In general young people have greater wealth and more opportunities than in previous generations, but are in other ways under more scrutiny, pressure and constraint than ever before. We need to work together to make Leeds a child friendly and play friendly city, where children and young people can enjoy life through play, sports and arts. We need to pay particular attention to those children and young people who face additional barriers to accessing opportunities whether due to cost, transport, safety or of not feeling welcome. Importantly we need to consider and prioritise children's rights and choices rather than simply consider what adults think best.

Our needs analysis shows that:

- Children and young people tell us that more places to go and things to do is their top priority for improving Leeds.
- Cheaper, safer transport to get around is also a high priority for our young people
- Parents and the wider community say they want more, and safer, places and activities for children and young people.
- Certain groups of children and young people are less likely to access opportunities, particularly disabled children and those from low-income groups, and those certain areas of Leeds.
- Some young people need support to develop the skills and confidence to be able to access services.
- We need to improve the quality of existing activities for our children and young people.

Our vision for 2014

By 2014 we aim to achieve:

- Reduced barriers to access including ensuring affordable and accessible transport for every child and young person in Leeds.
- A lasting 2012 legacy for the city, with every young person active and regularly engaged in physical activity including sport.
- All children and young people able to access a broad cultural programme of activity in, after and beyond school.
- All children able to access local high quality play opportunities.
- High quality, locally based youth services.

Key actions

- Prioritise better opportunities and facilities for young people throughout Leeds (see 'places to go' Priority Action Plan).
- Promote play through the Leeds Play Strategy and the Playbuilder funding for twenty-two new play sites and wider projects.
- Promote arts and culture through the 'Find Your Talent' programme.

Building Brighter Futures in Leeds

- Develop opportunities for children and young people through Extended Services provision in each cluster of schools.
- Promote sport and the PE Curriculum through the Leeds PE and School Sport Strategy.

Related Leeds strategic plan priorities

- Enable more people to be involved in sport and culture.
- Reduce the rate of increase in obesity and raise physical activity for all.
- Deliver and facilitate a range of transport proposals including cycling and walking.

National goals for 2020

- Child health improved, with the proportion of obese and overweight children reduced to the year 2000 levels.

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Ambition 7

All children and young people make the right choices

Rationale

All children and young people face challenges and at certain times some may need additional help or support. We need to help children and young people to build resilience and gain the confidence, knowledge and skills to manage their lives as best they can. In order for them to achieve this we need to provide the right support, advice and guidance, if and when they need it. We need to make sure our services are more joined up, more accessible and that children and young people have more of a role in shaping the services that work for them. Crucial to support for young people will be developing self esteem and the life skills that children and young people will need in a rapidly changing world. Some children and young people are more vulnerable and have more complex needs, particularly those with mental health needs, substance misuse problems or those at risk of offending. They may be growing up in households or living in neighbourhoods that have multiple challenges. These children and young people need effective co-ordinated help earlier, to prevent problems escalating, and more holistic support as their needs evolve.

Our needs analysis shows that:

- Roughly one in four children and young people report feeling stressed 'most' or 'all' of the time.
- Roughly one in ten young people have mental health problems.
- The teenage conception rate in Leeds is relatively high and has not fallen in line with the national trend.
- Children and young people say that they would like better information, advice and guidance, about a range of issues including: careers, healthy lifestyles, sex and relationships.
- Offending and re offending rates have been significantly reduced in Leeds; however there were in excess of 1700 first time entrants to the youth justice system in 2007-08 and a small number of these young people went on to become highly prolific offenders.
- Our young people represented an increased rate of alcohol use, with only 23% of those surveyed stating they had 'never had a drink' compared to 38% the year before (Tellus 2 and Tellus 3, Spring 2007 and Spring 2008 respectively).

Our vision for 2014

By 2014 we aim to achieve:

- A city where all children and young people are able to access the right advice, help and support, in the right place at the right time.
- A city where children and young people will be involved in the design, development and delivery of services to help them make the right choices.
- All services take mental health and promoting emotional resilience seriously.
- Services for vulnerable people are commissioned and delivered in an integrated way.
- Young people have better sexual health; and teenage conception rates are reduced.

Key actions

- Improve support for sexual health and work to reduce teenage conception rates (see Teenage Conception Priority Action Plan in Appendix D).
- Raise the proportion of young people in learning or work and improve information, advice and guidance for young people(see NEET Priority Action Plan in Appendix D).
- Reduce the harm caused by alcohol, smoking and drugs through the Leeds Substance Misuse Strategy through improved workforce skills, early identification and better coordinated treatment and support services.
- Improve the emotional wellbeing of young people through improved workforce skills, commissioning new services and more accessible information, advice and guidance.
- Promote social enterprise and financial skills through school and wider partnership working including the Local Enterprise Growth Initiative and Education Business Partnership.
- Promote healthy eating for learners and their families through the Leeds School Meals Strategy and Childhood Obesity Strategy.

Related Leeds strategic plan priorities

- Reduce teenage conception and improve sexual health.
- Reduce the number of people who smoke.
- Reduce the harm caused by substance misuse.
- Improve mental health.
- Reduce offending by managing offending behaviour better.

Ambition 8 **All children make a good start**

Rationale

The first years of life are crucial for determining future life chances. Maternal physical and mental well-being is key in ensuring a good start for every child. Nurturing and love in early years is vital for a child's developing brain. We need to make sure parents and children are supported with high quality flexible services throughout this period, from antenatal care to early learning and play. Outcomes need to improve for all children, and faster for those families living in poverty or where there are multiple factors contributing to disadvantage such as ethnicity and disability. We will address this by making sure that additional help is targeted at those with more need.

Our needs analysis shows that:

- The city has a relatively high rate of infant mortality; in Leeds, around 50-60 babies under one year old die each year. The rate is higher due to the relatively higher rate in deprived areas where there are also associated higher rates of smoking in pregnancy and low birth weights.
- Immunisation rates are below targets and the national average. One in five children in Leeds still does not receive the MMR vaccination.
- The early years population is changing, with significant growth in the proportion from black and minority ethnic communities. Birth rates in Leeds are increasing above expected rates – the population is expected to grow by nearly 6% by 2030.
- Whilst early learning outcomes have shown some improvement in recent years, the latest data shows Leeds falling behind the national trend and that there is a continued significant gap in outcomes for children from the most deprived neighbourhoods.

Our vision for 2014

By 2014 we aim to achieve:

- 59 Children's Centres open in Leeds providing a range of family services including early identification and support to children most in need, targeting communities where disadvantage and inequality continue to impact on positive outcomes.
- Access to early play and learning for all 2 year olds at risk of poor outcomes.
- Settings judged 'good' or 'better' by OfSTED providing high quality early learning for all 3 and 4 year olds.
- A city where all children making good progress and at the end of Early Years Foundation Stage.
- A city where every children's centre and school becomes a point of access in the community where a joined up system of health, family support, child care and educational services can be received by every family.
- A reduction of the infant mortality rate to, or below the national benchmark. Infant mortality will be reduced from eight deaths per 1000 to seven per 1000. This will mean that ten fewer children under the age of one will die each year.
- Effective integrated working across all maternity and wider children's services providing improved access, positive health choices, effective early identification of need, and support for vulnerable groups of children and families.

Key actions

- Improve learning outcomes for the learners in early years and primary school settings (see Priority Action Plan in Appendix D).
- Open ten more children's centres and further develop the quality of services delivered in and around these centres through work on leadership, parental involvement and family learning.
- Implement the Infant Mortality Action Plan to engage all services in reducing premature mortality, with targeted work in the most deprived areas of the city.
- Provide more support to parents around the birth of their child, offering all the Child Health Promotion Programme and advice on stopping smoking to those parents that need it.
- Improve the rates of immunisation to 95% coverage, with additional work on MMR.
- Further promote breastfeeding throughout Leeds through work in health services and children's centres.

Related Leeds strategic plan priorities

- Reduce premature mortality in the most deprived areas.
- Improve participation and early learning outcomes for all children, with a focus on families in deprived areas.
- Reduce the number of children in poverty.

National goals for 2020:

- Every child ready for success in school, with at least 90 per cent developing well across all areas of the Early Years Foundation Stage Profile by age 5.

Ambition 9

All children and young people are supported by excellent, integrated services

Rationale

We have already identified throughout the Plan how important integrated services are to improving outcomes for children and young people in Leeds. Children, young people and families need services that are centred around them and focussed on meeting their needs. For some children and families additional support is needed to help them be happy, healthy, safe and successful. We know that the challenges and needs of children and families are varied and often complex, but are rarely, if ever, neatly divided along the lines that services are organised. As well as this, other considerations include a diversity of backgrounds, abilities and circumstances. As such we need to be led by the choices and views of children and their families in developing new models of joined up, integrated services that provide the right support, in the right way, at the right time. Well integrated services are greater in impact than individual services alone. We need to develop services that are providing a coordinated and rapid response to need that reduces risk, builds on strengths and raises resilience. It is important that as much of this support as possible is provided in places children and families recognise and by people that they know and trust. We want all our services to consider a 'Common Assessment Framework' first approach as a mechanism for entry to and exit from multi-agency working.

We need to look at this at three levels:

- Citywide; in strengthening Strategic Commissioning;
- Local; in implementing Integrated Service Delivery;
- Individual ; in extending support that is more 'wrapped around' the needs of each child and family, recognising different experiences, valuing diversity and recognising different cultures and backgrounds.

To support this, significant changes are required to develop greater capacity in new shared forms of governance, leadership and partnership, and greater support through integrated processes for assessment, intervention and information sharing.

Our needs analysis shows that:

- Leeds has made good progress in key areas of the Change for Children agenda. Particularly on extended services, children's centres, ContactPoint and the Common Assessment Framework.
- Resource pressures are likely to grow due to changes in national funding and wider economic changes such as higher inflation.
- Multi-agency working is crucial in responding effectively to a child or family's needs
- Preventing problems is better than dealing with them.
- Where prevention is not sufficient, early identification of need is critical to being able to support a child or family.

Our vision for 2014

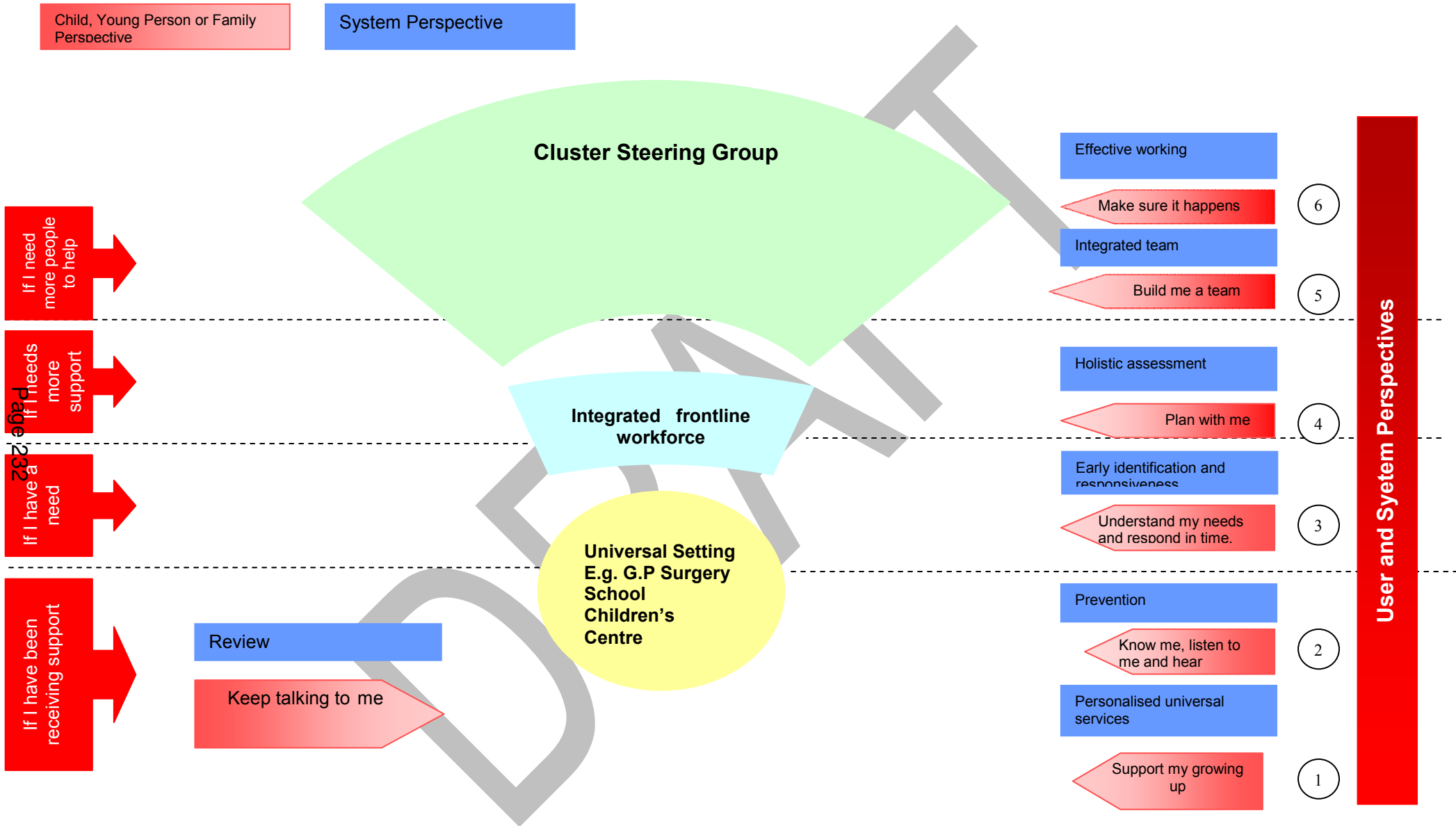
By 2014 we aim to achieve:

- A city where all communities are engaged in developing strong local partnerships and networks of schools and services.
- Significant growth in personalisation and direct payments for children and families with additional needs.
- Excellent services that OfSTED rate as 'Outstanding' overall.
- More effective use of resources and delivering 3% efficiency savings over 5 years
- Leadership, management and governance arrangements to provide an effective framework to support services for children, young people and their families.
- Our universal children's services where schools, children's centres, colleges, GP surgeries and youth hubs are the 'hub' for targeted services which are focussed on meeting a child or young person's additional needs.
- We have a shared pathway for accessing additional and specialist services, which is owned by all agencies and known to all practitioners in Leeds and which reinforces safeguarding procedures.
- The Common Assessment Framework will become the primary assessment process used by all agencies for entry into and exit from multi-agency working where appropriate. It is part of a system or process which ensures children and families are getting the right service at the right time.
- Through earlier support and more timely intervention, more children and families have their needs met earlier, which means that our specialist services see a reduction in the number of referrals made to them.
- There is a continuum of intervention and support for children, young people and families in the city, which reinforces robust safeguarding arrangements.

To help clarify our vision for what integrated services would look like at a locality level in Leeds we have developed a representative diagram (which can be seen on the next page), while this may change as our organisation, understanding and processes develop, this diagram helps to demonstrate our aims for integrated services.

Child, Young Person or Family Perspective

System Perspective



If I need more people to help

If I need more support

If I have a need

If I have been receiving support

Cluster Steering Group

Integrated frontline workforce

Universal Setting
E.g. G.P Surgery
School
Children's Centre

Review

Keep talking to me

Effective working

Make sure it happens

Integrated team

Build me a team

Holistic assessment

Plan with me

Early identification and responsiveness

Understand my needs and respond in time.

Prevention

Know me, listen to me and hear

Personalised universal services

Support my growing up

6

5

4

3

2

1

User and System Perspectives

Key actions

- Embed the Common Assessment Framework (CAF) and ContactPoint as underpinning integrated processes which enable practitioners to work together.
- Implement an integrated training and development programme to enable practitioners and leaders to develop the skills to practise integrated working.
- Embed our approach to commissioning of integrated services through the implementation of the city-wide commissioning framework.
- All services will be commissioned to engage with the CAF, to enable this to become the assessment process used by all agencies for entry into and exit from multi-agency working. This will ensure a seamless transition and appropriate support to vulnerable children and young people to access targeted and specialist support.
- Commissioning of targeted and specialist support services to focus their interventions on children and young people with additional and multiple additional needs, based on evidence from intelligence gathered through use of integrated processes.
- Agree a common understanding and response on levels of need and intervention in the city which supports agencies and services to link together and provide a more coherent continuum of intervention and support for children, young people and families in the city.
- Review governance arrangements in the city which support the development of locality children's trust arrangements.
- Develop a partnership approach with staff, unions, services and wider stakeholders to inform and implement our Workforce Reform Strategy
- Support this approach through a programme of change to lead the achievement of integrated working in Leeds.

Appendices

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Appendix A

Our promises to children, young people and families

Our promises to children, young people and families are in:

- Breeze Youth Promise;
- Leeds Learning Entitlement;
- Universal Offer; and
- Care Promise.

The Breeze Youth Promise

The Breeze Youth Promise is our Youth Offer to young people (aged 13 – 19). There are three key themes to the Youth Offer:

Something to do:

This sets out a wide range of fun, sporty, cultural, educational, creative and leisure activities. “The Breeze Youth Promise is about helping you be what you want to be, whether it's through learning, work or what you do in your spare time.”

Somewhere to go:

Access guides to safe places and activities that are close to home and around Leeds. “The Breeze Youth Promise is about making more places right for you, and helping you find them.”

Someone to talk to:

supporting choices in learning, jobs or training, and providing information on physical, mental and emotional health matters. “The Breeze Youth Promise is about helping you talk to the right person at the right time and in the right place.”

The Leeds Learning Entitlement

A key commitment within the Leeds 14-19 Learning Strategy is that all learners are entitled to pursue qualifications at school and college, in the workplace, and with training providers through a curriculum that prepares them for adult life (developing their knowledge and skills, their employability and active citizenship). In support of this entitlement partners will have pledged to work collaboratively towards delivering:

- high-quality, comprehensive and independent information, advice and guidance about learning opportunities at all levels and career pathways;
- access to the widest possible choice of learning opportunities all with clear progression routes to further learning in schools, colleges, training providers, the workplace, higher education, and employment ;
- a clear statement of the level, content and entry requirements of the qualifications available;
- fair and transparent admissions processes;
- high-quality teaching and learning which raise aspirations, challenge individuals to achieve their best and encourage progression to further learning or employment ;

- recognition of a wide range of achievements in addition to academic success, including the development of citizenship, key skills, enterprise and employability;
- an Individual Learning Plan negotiated with learners and their parents or carers, that is part of a flexible and developmental process;
- the opportunity to participate in the regular review, evaluation and shaping of their own learning;
- a learning environment which is inclusive and adaptive to all learners and offers appropriate learner and learning support to each young person, particularly during periods of transition;
- a commitment on the part of all learning providers to challenge discrimination and promote genuine equality of opportunity, to respond to the voice of the learner and to address barriers to learning;
- a holistic approach to providing appropriate support for the social and emotional competence, health and well-being of the learner;
- a readily accessible range of opportunities for the enjoyment of cultural, creative, sporting and leisure activities;
- entry, foundation, intermediate and advanced level opportunities on a local basis through partnership arrangements; and
- equality of access to specialist 14-19 provision through the city-wide network of learning providers.

Universal Services Core Offer

Our Universal Core offer available to all children and young people is:

- Fully integrated and flexible early education and childcare services for children up to age 14;
- School Places for all learners that meet their individual needs and maximise their potential;
- Family support, including parenting, health and social care providing early intervention and swift referral to more specialist help where appropriate;
- Access to health visiting and school nursing services, providing health information, support and advice for children 0-19 years, at home, at school and in community settings;
- Access to information and support to children and young people to improve their own health, including smoking cessation, alcohol and drug misuse, sexual health, healthy eating and physical activity;
- Increased access to services and activities at home, school, children's centres and in community settings for children with disabilities
- A menu of positive activities for children and young people beyond the school day and year on school and other sites;
- Access to local, age appropriate play, leisure, and recreation opportunities that are freely chosen and done for their own sake;
- Access to informal social education programmes within community settings;
- Access to high quality, comprehensive and independent information, advice and guidance to children, young people and parents, covering all aspects of need, including childcare;
- Access to individual support for all young people to plan and review learning and fulfil their career aspirations

- Outreach to support vulnerable and isolated families and assist them to engage with appropriate community resources;
- Access to support and training to assist families with work readiness and employment issues; and
- Community access to enhanced school, children's centre and other sites

Leeds Promises to Looked After Children and Young People

Help You to Stay Safe

We promise to:

- Inform you who to contact in an emergency
- Provide you with information and advice on how you can stay safe and trust you to make the right decisions to stay safe

Achieving Your Goals

We promise to:

- Write your goals in your Care Plan and Personal Education Plan.
- Provide you with support, guidance, information and resources to help you achieve your goals in life.
- Celebrate your successes and achievements.

Support in Education and work

We Promise to:

- Support you to attend the best school, university, college or training course possible for you as an individual.
- Make sure you have the help and support you need to achieve in education.
- Have a designated teacher in every school to help you and we will make sure you know their name.
- Support you to find a job when you leave school.

Involve You in Decisions Which Affect Your Life

We promise to:

- Listen to you and try, as far as possible and practical to meet your needs.
- Let you know about decisions and explain things to you in a way which you understand (especially if we cannot do what you would like).
- Encourage you to participate in making decisions and ensure that you have information on how to do this.

Review of Your Care Plan or Pathway Plan

We promise that:

- You will have an up to date a Care Plan or Pathway Plan that meets your needs and this will be reviewed every six months or, earlier if things change or, you request this.

- If you are over 16 you will have a personal advisor or social worker to work on your Pathway Plan with you.
- Your review meeting will be run by an Independent Reviewing Officer.
- You will be supported to participate in your review meeting and given a copy of your review notes.

Placement Choice

We Promise to:

- Find a home that suits you and can best meet your needs
- Support you in moving on from care to get the best accommodation that meets your needs

Staying Healthy and Leading a Healthy Life Style

We promise to:

- Make sure you are registered with a named Doctor, Optician, and Dentist
- Make sure you have access to the nurse for looked after children and young people
- Provide you with information on professional health advice services, e.g. sexual health, substance misuse etc and support you to access these.
- Support and encourage you to enjoy a healthy life style play sports, take part in leisure activities and enjoy a healthy diet.

Support Networks

We promise to:

- Make sure you will have a named social worker and information on how to make contact.
- Help you to keep in contact with family, friends and other people who are important to you and explain to you the reasons why if this is not allowed.
- Provide you with information on mentoring, budding schemes, and independent visitors to build your confidence and help you to achieve your goals.
- Make sure you know how to get an independent advocate (like the Children's Rights Service) who will listen to you, and support you to get things stopped or changed.

Complaints and Advice

We promise to:

- Make sure you have all the information you need to make a complaint, take all complaints seriously and deal with them as fairly as possible

Appendix B
Summary review of progress against 2006 priorities


This section highlights a selection of successes, ongoing areas for development and learning points from working on the 2006 priorities.

Reducing obesity and raising activity






Successes	We exceeded our target for raising the proportion of pupils taking part in two or more hours of PE and Sport	✓
	Over 50,000 pupils took part in the 'Be Healthy Challenge'	✓
	Leeds was recognised a Beacon area for its best practice in developing Healthy Schools.	✓
Areas for development	Increase Weight Management Services and interventions On-going implementation of the Leeds School Meals Strategy Ensure that 95% of schools achieve the National Healthy Schools standard by December 2009 Increased community-based obesity prevention interventions	●
What we have learned	The vital contribution that parenting, emotional well being, physical activity, food, school meals, play, parks, green space and community safety strategies have on the reduction of childhood obesity.	💡

Reducing bullying




Successes	The national Tellus3 survey of children and young people showed that Leeds has the lowest levels of bullying in the Yorkshire and Humber region. 43% of Leeds children and young people have been bullied at least once in the last year at school or somewhere else. This is below the national level of 48% and the statistical neighbour median of 49%.	✓
	Since the start of the Leeds anti-bullying strategy in November 2007, 114 schools have engaged with training, information days and activities. The anti-bullying alliance have reported to the DCSF that the anti-bullying strategy for Leeds is a model of good practice.	✓
	The Leeds Anti-bullying Ambassador programme currently has 70 Ambassadors from 13 secondary schools. The objective is to meet other Ambassadors from across the city to share good practice. The first group of Ambassadors has been awarded the Diana Anti-bullying Award which is a prestigious national award for outstanding contribution towards tackling bullying. The primary Ambassador programme will be piloted from May 2009.	✓
Areas for development	We need to improve our understanding of bullying and harassment complementing a broad promotion of anti-bullying messages with more work targeted at hotspots and addressing the underlying causes. A project is underway to improve the recording of bullying and harassment in school. This will provide improved intelligence in schools, localities and across the city.	●



What we have learned	There is greater acceptance of the need to reduce bullying and harassment and of the importance of this to children and young people. The Tellus3 survey highlights that over 7,000 children and young people feel bullied in schools on most days.	
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Strengthening Safeguarding






Successes	We are improving the proportion of Initial and Core assessments completed to timescale. They were well below national and statistical neighbours comparators and are now broadly in line with benchmarks and continuing to improve	
	Improving the quality of residential homes, the majority of which are now judged good or better.	
	The Local Safeguarding Children Board has made good progress, leading work in key areas such as Safer Recruitment, and managing stronger arrangements for learning and improving safeguarding through Serious Case Reviews.	
Areas for development	Reducing the need for children to be in care. We need to do this to improve outcomes for children and to reduce the pressures on the Children and Young People's Social care Service to enable it to provide the best care for those who need it. Rapidly removing the inadequate residential home and the judgement on the one Fostering Service. Further strengthening multi-agency and Local Safeguarding Children Board arrangements for audit, assurance and commissioning to promote safeguarding	
What we have learned	The proportion of children from BME communities subject to safeguarding plans has risen steadily over the period of the plan, raising issues about the effectiveness of preventative services for these groups.	

Improving secondary school achievement





Successes	Leeds had its best ever GCSE results in 2008 with improvements at all levels. The number of young people getting 5 or more good GCSEs exceeds local targets. The performance of Leeds young people now being almost in line with their peers nationally, from being significantly below their peers three years ago.	
	Improved Ofsted inspection results, including two schools now rated as outstanding and a sharp reduction in the number of services below the stage four floor target.	
	We are continuing to transform secondary education through major investment in new and refurbished schools and in the use of information technology. This has been recognised in external awards including Partnership for Schools awards for Innovation in ICT and Best Operational Local Education Partnership for delivering new school buildings.	
Areas for development	Ongoing improvement is needed in secondary attendance with a particular focus on reducing persistent absence. While we have	


	<p>reduced this by 22% over the past 3 years it remains too high with 9% of secondary pupils persistently absent and Leeds levels remaining above national.</p> <p>Not all young people are making the progress expected compared with national expectations. We must focus more on young people at risk of limited or no qualifications and of becoming 'NEET' (not in employment, education or training).</p>	
What we have learned	<p>The benefits of collaborative working especially between schools through our school improvement policy.</p> <p>The importance of strong and transformational leadership and of the need for leaders at all levels within schools.</p> <p>The value of differentiated support based on robust information and targeted to need, be it in respect to schools, groups of young people across the city or pupils within schools.</p>	

Promoting respect and reducing anti-social behaviour

Successes	We have exceeded our targets for reducing the number of children who offend and re-offend.	
	We have developed 'Safer Schools Partnerships', with police working closely within five schools in Leeds.	
	We have exceeded targets for engaging at risk young people in positive activities and have greatly developed the range and quality of worthwhile diversionary activities for the young people and communities that need them most.	
Areas for development	Reducing the proportion of Looked After Children that enter the Youth Justice System.	
What we have learned	<p>The value of preventative approaches that target young people and communities at risk.</p> <p>The benefits of a restorative approach to offending that confronts offenders with the damage they have caused and involves them in redressing the problem.</p>	

Improving outcomes in deprived areas and for children and young people in care

Successes	In 2008 the performance of young people eligible for free school meals improved significantly at GCSE level, narrowing the gap with their peer group. Since 2006 the proportion obtaining no qualifications at this level has halved and the proportion getting 5 or more, good GCSEs has increased by 50%.	
	Improved the long term stability of placements for looked after children thereby ensuring a more settled environment in which more looked after children can flourish.	
	The attendance of looked after pupils in primary schools is better than their peer group.	
Areas for development	<p>A significantly larger proportion of children still need to be in the care of the local authority in Leeds than in comparable authorities.</p> <p>Further improving all outcomes for Looked After Children – in particular around being healthy and staying safe.</p>	

	Educational outcomes for Looked After remain substantially below that of their peer group and improvements are not consistent nor rates of improvement consistently better than their peers.	
What we have learned	Educational performance continues to reinforce the connection between low incomes and poor results. We are learning more about the common factors involved and the need to target better and personalise more our intervention.	

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Appendix C – Targets

Please note that:

- 1) The following tables outline targets against our immediate priorities for 2009/10. The targets in this section are subject to ongoing review as part of our performance framework. Wherever possible targets have also been included for 2010/11. In a number of cases the targets for 2010/11 are still to be determined as they are subject to a range of further information that is not yet available (for example national data provided by government, or an analysis of the impact of new initiatives). These targets will be updated in future reviews of the plan.
- 2) The indicators which are shaded grey are our top ten indicators
- 3) In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children.
- 4) Indicators that are included in the LSP are highlighted and information provided in brackets as to whether they are locally agreed, partnership agreed or DCSF indicators e.g. (LAA) Local Area Agreement; (PA) Partnership Agreed (PA); (DCSF) Department for Children, Schools and Families.
- 5) Asterisks have been included in the table to show where no comparative information is available. ** DCSF and DCLG have not yet released comparative or national data. Comparative data will be included in the CYPP 2009-14 annual review.
*** Local indicator, no comparative data available.

Immediate priorities

Priority	Measure	Leeds baseline	Comparative /similar Areas data	National	Target for 2009/10	Target for 2010/11
Improving Outcomes for Looked After Children	Increase KS2 to 4 Contextual Value Added scores for looked after children (percentage point difference between estimated and actual performance for 5 A* -C)	- 9.1 percentage points (07/08 ac yr)	**	**	- 6.8 percentage points (08/09 ac yr)	-5.4 percentage points (09/10 ac yr)
	Reduce the persistent absence rate for looked after children in secondary schools	16.2% (07/08 ac yr)	**	**	15.8% (08/09 ac yr)	12.9% (09/10 ac yr)
	Reduce fixed term exclusions from school for looked after children	429.1 per 1,000 pupils (07/08 ac yr)	**	**	310 per 1,000 pupils (08/09 ac yr)	190 per 1,000 pupils (09/10 ac yr)
	Reduce permanent exclusions from school for looked after children	1 exclusion (07/08 ac yr)	**	**	0 exclusions (08/09 ac yr)	0 exclusions (09/10 ac yr)
	NI 99* (DCSF) –Looked after children reaching level 4 in English at KS2	44.8% (07/08 ac yr)	**	46%	56.0% (08/09 ac yr) 36 looked after children ¹⁰	44.4% (09/10 ac yr) 20 looked after children
	NI 100* (DCSF)- Looked after children reaching level 4 in maths at KS 2	42.6% (07/08 ac yr)	**	44%	56.0% (08/09 ac yr) 36 looked after children	46.7% ¹¹ (09/10 ac yr) 21 looked after children
	NI 101* (DCSF) – Looked after children achieving 5 A* - C GCSEs or equivalent) at KS4 (including maths and English)	4.0% (07/08 ac yr)	**	**	17% ¹² (08/09 ac yr) 17 looked after children	23.9% (09/10 ac yr) 22 looked after children
	NI 61- Timeliness of placements of looked after children for adoption following an agency decision that the child should be placed for adoption	81.4% = 48/59 (07/08)	70% (2007/08)	76% (07/08)	85%	90%
	NI 63* (PA) – Stability of placements of looked after children: length of placement	70.5% = 389/552 (Dec 07)	65.7% (07/08)	66.5% (07/08)	75%	80%
	NI 66* (PA)- Looked after children cases which were reviewed within required timescale	66.3% = 856/1291 (07/08)	95% (07/08)	90% (07/08)	90%	95%
	Percentage of looked after children who participated in their review	81.1% = 870/1073 (07/08)	94% (07/08)	91% (07/08)	95%	See footnote below ¹³
	Percentage of looked after children with up to date health needs assessment	72% (07/08)	90% (07/08)	84% (07/08)	90%	See footnote below ¹⁴

¹⁰ The target is lower for 2010/11 than for 2009/10 because the number of pupils in the cohort is very small (only 45 children for 2010 so the difference of each child's estimate affects the aggregate target by more than 2 percentage points. The cohort size varies each year; the 2009 target was set on the basis of 64 children in the cohort. The comment also applies to NI 100.

¹¹ The figure for this target is lower because comparative cohort sizes are lower

¹² Targets for 2009/10 and 10/11 based on value added predictions of pupils.

¹³ Targets to be set once 09/10 result available

¹⁴ Targets to be set once 09/10 result available

Building Brighter Futures in Leeds

Priority	Measure	Leeds baseline	Comparative /similar Areas data	National	Target for 2009/10	Target for 2010/11
Improving Outcomes for Looked After Children continued...	Percentage of looked after children with an up to date dental check	78% (07/08)	84% (07/08)	86% (07/08)	90%	See footnote below ¹⁵
	NI 58 (PA) - Emotional and behavioural health of looked after children	New indicator for 08/09	New PI for 08/09	New PI for 08/09	See footnote below ¹⁶	
Improving attendance and reducing persistent absence from school	NI 87 ^{17*} (DCSF) - Secondary school 'Persistent Absence' rate (>20% absence)	7.9% (07/08 ac yr)	6.04% (07/08 ac yr)	5.6% (07/08 ac yr)	7.7% (08/09 ac yr) 125 fewer pupils than baseline	6.3%. (09/10 ac yr) 692 fewer pupils than baseline
	Overall attendance in secondary schools	91.7% (07/08 ac yr)	***	***	92.5% (08/09 ac yr) 50,000 extra school days from baseline, 1.25 per pupil	92.9% to be confirmed (09/10 ac yr) 75,000 extra school days from baseline, 1.25 per pupil
Improving early learning and primary outcomes in deprived areas	NI 92 ^{18*} (DCSF)- The gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and their peers (also in the basket of poverty indicators)	39.7% (07/08 ac yr)	34% (07/08 ac yr)	35.6% (07/08 ac yr)	30% (08/09 ac yr)	31.4% (09/10 ac yr) ¹⁹
	NI 76 ²⁰ - Reduction in number of schools where fewer than 55% of pupils achieve level 4 or above in both English and maths at KS2	28 Schools (07/08 ac yr)	Not applicable	Not applicable	11 (08/09 ac yr)	15 (09/10 ac yr) ²¹
	NI 102a ²² - The proportion of children eligible for Free School Meals achieving Level 4 in English and maths at KS2 (also in the basket of poverty indicators)	24.6 percentage points KS2 (07/08 ac yr) (provisional)	**	**	24.0 percentage points KS2 (08/09 ac yr)	22.8 percentage points KS2 (09/10 ac yr)
	NI 72 (DCSF) – Early Years EYFS (Early Years Foundation Stage) – to increase achievement for all children age 5	47.2% (07/08 ac yr)	49% (07/08 ac yr)	49% (07/08 ac yr)	53% (08/09 ac yr) 613 more pupils than baseline	56% (09/10 ac yr) 856 more pupils than baseline
	NI 73 (DCSF) - Key stage 2 – to increase the proportion achieving level 4+ in both English and Maths	72% (07.08 ac yr)	**	73% (07/08 ac yr)	77% (08/09 ac yr) 329 more pupils than baseline	77% (09/10 ac yr) 304 more pupils than baseline ²³

¹⁵ Targets to be set once 09/10 results become available

¹⁶ Targets to be set once baseline results become available

¹⁷ Persistent absence is calculated as a percentage of enrolments not pupils – i.e. pupils count more than once in the denominator if they change schools in the same academic year.

¹⁸ PI measures the gap in scores between groups of children, not numbers of children achieving a certain level therefore the percentage result cannot be converted into a number of children.

¹⁹ The result for 07/08 academic year was 39.7%. Although the target for 09/10 is set at 30% this was done so following DCSF challenge. The target for 2010/11 has been set at a figure over 30% as this is considered more achievable.

²⁰ This indicator involves a count of schools.

²¹ The target for 09/10 relates to academic year 08/09 and was set in Autumn 2007. Over the last year schools have gained a better understanding of what changes are needed to shift to the required level of performance and have set the 10/11 target to be more realistic in light of this information. The 10/11 target is on the right trajectory to meet the floor target of 19 schools by 2011.

²² PI measures the gap in scores between groups of children, not numbers on individual children achieving a certain level.

²³ Smaller cohort than baseline year.

Building Brighter Futures in Leeds

Priority	Measure	Leeds Baseline	Comparative similar Areas data	National	Target for 2009/10	Target for 2010/11
Improving early learning and primary outcomes in deprived areas continued...	NI 93 (DCSF) -Key stage 1-2 – to improve the proportion progressing 2 national curriculum levels in English	84.4% (07/08 ac yr provisional)	**	**	87% (08/09 ac yr) 128 more pupils than baseline	89% (09/10 ac yr) 258 more pupils than baseline
	NI 94 (DCSF) - Key stage 1-2 – to improve the proportion progressing 2 national curriculum levels in Maths	78.2% (07/08 ac yr provisional)	**	**	85% (08/09 ac yr) 465 more pupils than baseline	88% (09/10 ac yr) 674 more pupils than baseline
Providing places to go, things to do	Number of Breezecard holders	104,000	***	***	116,000	128,000
	Number of positive activities in which Breezecard holders participate	69,991	***	***	500,000 ²⁴	Target to be determined March 2010 see footnote below
	Number of children and young people involved in positive activities through the Targeted Activity Programme (TAP)	3,826	***	***	3,000 ²⁵	See footnote 25 below
	NI 110* ²⁶ (PA) Young people's participation in positive activities	65.9% (2008)	67.3% (07/08)	69.5% (national median) (07/08)	70% by 2011	70% by 2011
	NI 57* (LAA) – Children and young people's participation in sporting opportunities	74% (07/08 ac yr)	**	78% (07/08 ac yr)	Target not applicable in 08/09 ac yr ²⁷	76% (09/10 ac yr) 2088 more pupils than baseline
Raising the proportion of young people in education or work	NI 117*(LAA) - The proportion of young people aged 16-18 Not in Education, Employment or Training (also in the basket of poverty indicators)	9.1% = approx 2000 young people (Nov, Dec & Jan 06/07 average)	**	**	7.8%	6.8%
	NI 45 - Young offenders' engagement in suitable education, employment or training	68.2% 1,209 young people (07/08)	70.7%	72.7%	77% (To be approved by YJB by June)	78.0%
	NI 79* (LAA) -Achievement of a level 2 qualification by the age of 19	65% (06/07 ac yr)	70.1%	76.7%	71.8% (08/09 ac yr) 594 more young people than baseline	75.2% (09/10 ac yr) 1134 more young people than baseline

²⁴ The remit of this indicator has been widened to incorporate information from Breeze, leisure centres, sports development and libraries. The target for 2009/10 has been set to take into account that from April 2009 leisure centres are offering free casual swims to all young people with a Breezecard, therefore actively encouraging sign-up of Breezecard to everyone attending these sessions. Until the impact of the free swims is known, a target for 2011 cannot be set.

²⁵ The target is set below the 08/09 result because some projects that received funding in 08/09 have not received funding in 09/10. This will impact on the number of children involved in positive activities. The funding available for 10/11 is not yet known therefore a target cannot be set.

²⁶ NI 110, 69, and 57 - this indicator is calculated from a sample. The sample size changes each year and we do not know how many children and young people will complete the survey

²⁷ NI 57 has been subject to significant delays in agreeing a measurable definition. An interim measure was agreed in early 2009 arriving to late to set a target for 2009. There are potential risks associated with the difference between the original intent of this indicator and the more limited focus in how it will no be measured.

Building Brighter Futures in Leeds

Priority	Measure	Leeds Baseline	Comparative similar Areas data	National	Target for 2009/10	Target for 2010/11
Raising the proportion of young people in education or work	NI 80* (PA) - Achievement of Level 3 qualifications by the age of 19	41% (06/07 ac yr)	43.7%	49.8%	47% (08/09 ac year) 530 more young people than baseline	49% (09/10 ac yr) 862 more young people than baseline
	NI 148 (PA) - Care leavers in education, employment or training	70.8% = 85 young people (07/08)	67.7% (07/08)	64.9% (07/08)	81.70%	86.80%
Reducing child poverty	NI 116 - Proportion of children in poverty ²⁸	See footnote	See footnote	See footnote	See footnote below	See footnote below
	NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods	30.4% (2007)	**	**	27.7%	26.6%
	NI 187a - Tackling fuel poverty - % of people receiving income based benefits living in homes with low energy efficiency rating	7.90% (07/08)	**	**	5.85%	4.89%
	NI 187b - Tackling fuel poverty - % of people receiving income based benefits living in homes with high energy efficiency rating	34.59% (07/08) (SAP>=65)	**	**	38.12%	38.85%
	LSP-TP1E- Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts).	6,700 (Jan - Dec 2007)	***	***	3,500	3,000
	NI 102b) - Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at KS4	32.7 percentage points KS4 (07/08 ac yr) (provisional)	**	**	28 percentage points (08/09 ac yr)	24 percentage points (09/10 ac yr)
	NI 118 – Take up of formal childcare by low-income working families	19.9% (06/07)	**	**	Target to be determined once 08/09 data available please see note below ²⁹	
	NI 158- Percentage of non decent council homes	18.5% (08/09)	**	**	10%	5%
Reducing teenage conception	NI 112 - Under 18 conception rate (in the six wards with highest rates) (also in the basket of poverty indicators)	50.4 (1998) = 641 women	49 (2007)	41.7 (2007)	42.7	See footnote below ³⁰
Reducing the need for children to be in care	LSP-HW2b(i)* (PA) - Number of Looked After Children per 10,000 population of young people	83.8 (07/08)	***	***	67.5	59.3

²⁸ Technical definition revised (Mar 09) to include low income working families as well as families on out of work benefits. Hub timetable doesn't give a date for this information to be made available - query raised with the Audit Commission.

²⁹ Data to be provided by HM Revenues and Customs

³⁰ The 2010/11 target is under discussion with Government Office.

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Priority	Measure	Leeds Baseline	Comparative similar Areas data	National	Target for 2009/10	Target for 2010/11
Strengthening safeguarding	NI 59 - The proportion of Initial Assessments undertaken with 7 days	79.9% (08/09)	75.8%	70.7%	85%	87%
	NI 60 – The percentage of core assessments that were completed within 35 working days of their commencement	77.4% (08/09)	81%	80%	84%	85%
	OfSTED judgement on the quality of Leeds Fostering Service	Inadequate	**	**	Adequate	Good
	OfSTED judgement on the quality of Leeds Private Fostering	Inadequate	**	**	Adequate	Good
	The proportion of residential homes judged by OfSTED to be good or better	66%	**	**	100%	100%
Enabling Integrated working	NI 88 - Percentage of schools providing access to extended services	42% (06/07)	74%	70%	85% (Sep 2009) 224 schools	100% (Sep 2010) 264 schools
Other	NI 69* (LAA) - Children who have experienced bullying	43.3% (07/08 ac yr)	48.9% (07/08 ac yr)	48.0% (07/08 ac yr)	No survey in 08/09 ac yr	38.7% (09/10 ac yr)
	NI 75 (DCSF - Key stage 4 – to increase proportion achieving 5 A* - C grades at GCSE and equivalent including GCSE English and Maths	42.1% (06/07 ac yr)	47.6% (07/08 ac yr)	47.6% (07/08 ac yr)	51.6% (08/09 ac yr) 392 more pupils than baseline	56.9% (09/10 ac yr) 772 more pupils than baseline
	NI 78 (LAA) - 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	13 schools (06/07 ac yr)	20.7%	14.5%	2 schools (08/09 ac yr)	1 school (09/10 ac yr)
	NI 53a – Prevalence of breastfeeding at 6-8 weeks from birth	41% (08/09)	New PI for 08/09	New PI for 08/09	42%	44%
	NI 53b – Coverage of breastfeeding at 6-8 weeks from birth	89% (08/09)	New PI for 08/09	New PI for 08/09	90.2%	95%

Appendix D – Priority Action Plans

Improving Outcomes

Priority 1 – Improving outcomes for Looked After Children

Introduction

Improving the outcomes for Looked After Children has been highlighted as a key issue in recent evaluations and through the Joint Area Review. There has been significant additional investment committed by the PCT, via the Children Leeds Innovations Fund and the secondment of an Education Leeds head teacher to the Leeds virtual school has added significant leadership and management capacity and has provided a champion for improvements in care, well-being and educational progress and facilitated improvements in the rigour of information and data. The virtual school has raised expectations and developed a more strategic approach to improving outcomes. We are prioritising continued improvements in standards, attendance and behaviour. Rates of fixed-term exclusion are much higher for LAC, attendance declines with age from Year 8 until Year 11 when attendance rates fall to less than 82%. Young people are significantly underachieving at foundation stage, at ages 11, 14 and 16. Over 20 % of Looked After Children are unemployed after year 11.

Targets

Ref	Target	Baseline ³¹	09/10 ³²	10/11
	Education			
1.a	Increase Key Stage 2 to 4 Contextual Value Added scores for looked after children (% point difference between estimated and actual performance for 5 A*-C)	-9.1 percentage points (07/08 ac yr)	-6.8 percentage points (08/09 ac yr)	-5.4 percentage points (09/10 ac yr)
1.b	Reduce persistent absence rate for looked after children in secondary schools	16.2% (07/08 ac yr)	15.8% (08/09 ac yr)	12.9% (09/10 ac yr)
1.c	Reduce exclusions from school for looked after children a) fixed term b) permanent	a) 429.1 per 1,000 pupils (07/08 ac yr) b) 1 exclusion (07/08 ac yr)	a) 310 per 1,000 pupils (08/09 ac yr) b) 0 exclusions (08/09 ac yr)	a) 190 per 1,000 pupils (09/10 ac yr) b) 0 exclusions (09/10 ac yr)

³¹ Based on 2007/08 academic year for OC2 cohort

³² All provisional pending further discussion and agreement

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

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Ref	Target	Baseline ³³	09/10	10/11
1.d	NI 99 -Looked after children reaching level 4 in English at Key Stage 2	44.8% (07/08 ac yr provisional)	56.0% (2008/09 ac yr) (36 looked after children)	44.4% (2009/10 ac yr) ³⁴ (20 looked after children)
1.e	NI100 - Looked after children reaching level 4 in maths at key stage 2	42.6% (07/08 ac yr provisional)	56.0% (2008/09 ac yr) 36 looked after children	46.7% (2009/10 ac yr) ³⁵ 21 looked after children
1.f	NI101 - Looked after children achieving 5 A* - C GCSEs or equivalent) at key stage 4 (including maths and English)	4.0% (07/08 ac yr provisional)	17% (2008/09 ac yr)	23.9% ³⁶ (2009/10 ac yr)
1.g	NI 148 - Care leavers in education, employment or training	70.8% = 85 young people (07/08)	81.70%	86.80%
Children and Young People's Social Care				
1.h	NI 61 -Timeliness of placements of looked after children for adoption following an agency decision that the child should be placed for adoption	81.4% (07/08)	85%	90%
1.i	NI 63 - Stability of placements of looked after children: length of placement	70.5% (Dec 07)	75%	80%
1.j	NI 66 - Looked after children cases which were reviewed within required timescale	66.3% (07/08)	90%	95%
1.k	Percentage of looked after children who participated in their review	81.1% (07/08)	95%	See footnote below ³⁷
Health				
1.l	Percentage of looked after children with up to date health needs assessment	72% (07/08)	90%	See footnote below ³⁸
1.m	Percentage of looked after children with an up to date dental check	78% (07/08)	90%	See footnote below ³⁹
1.n	NI 58 - Emotional and behavioural health of looked after children	New indicator for 08/09 ⁴⁰	See footnote 40 below	See footnote 40 below

³³ Based on 2007/08 academic year for OC2 cohort

³⁴ The figure for this target is lower because comparative cohort sizes are lower

³⁵ The figure for this target is lower because comparative cohort sizes are lower

³⁶ Targets for 2009/10 and 20/11 based on value added predictions of pupils.

³⁷ Targets to be set once 09/10 results available

³⁸ Targets to be set once 09/10 results available

³⁹ Targets to be set once 09/10 results available

⁴⁰ Targets to be set once baseline result becomes available.

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people

Actions

Ref	Action	Lead Officer	Milestone	Timescales
1.1	Work with individual designated teachers to regularly assess progress of individual Looked After Children against targets and address the key barriers to their further educational improvement.	Head teacher for the Extended School for Looked After Children	Bi-annual summary of progress against target and annual (Autumn) exam result analysis.	From Sept 2009
1.2	Provide a personalised intervention programme for Looked After Children which builds on existing successes (e.g. mentoring; Attendance Improvement Officer and Connexions PA support; accredited holiday learning programmes; 1-to-1 tuition to looked after children; therapeutic support to child and carer using an MTFC model – see below)	Head teacher for the Extended School for Looked After Children	Personalised intervention programme for Looked After Children in place.	April 2009
1.3	Build capacity to deliver quality outcomes for Looked After Children through a network of designated teachers with appropriate job descriptions and suitable professional development opportunities.	Head teacher for the Extended School for Looked After Children	Completed first round of individual needs assessment with designated teachers and planned CPD in partnership with ISPS.	Easter 2009
1.4	Review and remodel the social care workforce to create interdisciplinary teams dedicated to providing the best support for carers; and placement stability, progression to ETE and care leaving services to Looked After Children.	Chief Officer of Children and Young People's Social Care	Remodel the existing social care organisation to create a 'shadow structure' for specialist Looked After Children support.	2010-2011
1.5	Remodel Child and Adolescent Mental Health Service support for Looked After Children to provide a range of flexible interventions including the Multi-Treatment Foster Care (MTFC) model of support for children and young people facing the greatest challenges.	Head of Child and Adolescent Mental Health Service Commissioning	Utilise experience gained from the MST pilot to create a 'shadow structure' that includes MTFC teams(s).	2010-2011
1.6	Establish binding links between LILS and shadow structures in 1.4 and 1.3 to bring together the work of Behavioural, Emotional and Social Difficulties and Inclusion specialist with that of the Looked After Children teams.	Deputy Chief Executive of Education Leeds	Phase the implementation of the Looked After Children Service shadow structure with the implementation of LILS strands 2 & 3.	2010-2011
1.7	Carry through the Placement Strategy and invest in specialist and intensively supported foster care placements. Remaining residential placements will be supported by multi-agency teams including educational and health professionals.	Head of Operations for C&YPSC	Clear implementation plan for the reduction of residential care placements and 'shadow structure' for the staffing and resourcing of the residential places that will remain	2010-2011

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
1.8	Remodel the fostering and residential services and link developments to the broader organisational change within social care so that social worker support for Looked After Children; fostering service support for carers and the work of residential workers is better integrated.	Head of Operations f or C&YPSC	'Shadow' structure for Looked After Children support	2010-2011
1.9	Establish binding links between the expanded Looked After Children Health Team and the Looked After Children Support Teams	Head teacher for the Extended School for Looked After Children	Remodel the existing social care organisation to create a 'shadow structure' for specialist Looked After Children support.	2010-2011
1.10	Continue increased investment in Looked After Children Health Team.	Director of Commissioning and Planning for Children's and Maternity Services	See 1.7 above	2010-2011
1.11	Share electronic information and data between social care and health professionals to ensure Looked After Children receive the service defined for them and carers are more closely involved in supporting their health and wellbeing.	Children and Young People's Social Care and PCT	See 1.7 above	2010-2011

Priority 2 – Improving attendance and reducing persistent absence from school

Introduction

Improving attendance is a key priority for the city because attendance in school is vital not just to ensure success in learning but also to reduce risk and ensure children and young people are in a safe, supportive environment. Poor attendance can be a key sign of disengagement and young people that are not in school are more likely to become involved in activities that put themselves or others at risk. For example, we know that a third of persistent absentees will eventually become young offenders. Whilst the city has made some important progress in recent years, and our strategy has been praised, attendance continues to be a significant challenge, particularly for some learners, schools and communities. In particular Leeds has relatively high rates of ‘persistent absence’ – those learners who miss over 20% of their education. Some learners – e.g. those eligible for Free School Meals or Looked After Children are more likely to become persistent absentees.

Targets

Ref	Target	Baseline	09/10	10/11
2.a	NI 87- Persistent absence in secondary schools	7.9% (2007/08 ac yr)	7.7% (08/09 ac yr) 125 fewer pupils than baseline	6.3% (09/10 ac yr) 692 fewer pupils than baseline
2.b	Overall attendance in secondary schools	91.7% (2007/08 ac yr)	92.5% (08/09 ac yr) 50,000 extra schools days from baseline, 1.25 per pupil	92.9% (to be confirmed) (09/10 ac yr) 75,000 extra schools days from baseline, 1.25 per pupil

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

Actions

Ref	Action	Lead Officer	Milestone	Timescales
2.1	Agree and implement a citywide Children’s Services Attendance Strategy and related action plans	Director of Integrated Children’s Services (Education Leeds)	a) Plan agreed b) Good progress with implementation	a) September 2009 b) March 2010
2.2	Secure commitment and engagement of other services in implementation of Children’s Services Attendance Strategy	Director of Integrated Children’s Services (Education Leeds)	Partnership engagement secured including identification of attendance champions in each service	December 2009
2.3	Agree Integrated Youth Support Service’s contribution to the Children’s Services Attendance Strategy and develop more holistic tailored support for young people at risk in partnership with the Attendance Strategy Team	Director of Integrated Children’s Services (Education Leeds)	Publication of new strategy highlights an integrated approach	September 2009

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
2.4	Provide support and challenge to targeted schools with high rates of persistent absence	Director of Integrated Children's Services (Education Leeds)	Schools meet their agreed targets.	March 2010 (end of academic year 09/10)
2.5	To build on the success of Attendance Champions Initiatives: <ul style="list-style-type: none"> • Re-engage with the Rhino's (secondary) through the SpEEEd framework • Reach for the Stars (primary focus). 	Director of Integrated Children's Services (Education Leeds)	a) To secure funding for continuation and extension for successful initiatives. b) Attendance Champions initiatives in place and operating for 2009-10 academic year	a) June 2009 b) September 2009
2.6	Target support, monitoring, challenge and intervention to groups of vulnerable pupils who are over-represented in the persistent absence cohorts or at risk of becoming Children Missing Education	Director of Integrated Children's Services (Education Leeds)	a) Evaluate impact of targeted support b) Review Child Missing Education strategy c) Track number of Child Missing Education cases resolved	a) Termly b) March 2010 c) March 2010
2.7	Improve availability and use of attendance data by partners at both city and local levels	Director of Integrated Children's Services (Education Leeds)	Establish expectations for 2009-10 academic year	September 2009
2.8	Produce publicity materials to promote the benefits of good attendance to schools, parents, pupils and other agencies through a variety of media	Director of Integrated Children's Services (Education Leeds)	Publications Available	October 2009
2.9	Develop more targeted and tailored curricula options for learners at risk of persistent absence	Director of Integrated Children's Services (Education Leeds)	Evaluation of existing projects	September 2009

Priority 3 – Improving early learning and primary outcomes in deprived areas

Introduction

Raising the achievement of all children in the Early Years Foundation Stage will give them the best start in their learning. We know that an achievement gap opens before a child is two for children from disadvantaged localities and families living in poverty. Focusing our work to narrow the gap between the highest and lowest achieving young learners will support their later attainment in school and long term economic wellbeing and inclusion.

Similarly, primary school is a vital stage of a child’s learning. We know that children who leave primary school without the required skills and knowledge are at much greater risk of discouragement, disengagement, and poor outcomes in secondary school and later life. Whilst primary schools in Leeds are generally good and outcomes in line with the national average, improvement has been limited in recent years so there is a need for renewed focus, particularly for those schools in more deprived areas that face particular challenges.

Targets

Ref	Target	Baseline	09/10	10/11
3.a	NI 92 -Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest	39.7 % points (07/08 ac yr)	30 % points (08/09 ac yr)	31.4% points (09/10 ac yr) ⁴¹
3.b	NI 76 - Reduction in no. of schools where fewer than 55% of pupils achieve level 4 or above in both English and maths at KS2	28 Schools (07/08 ac yr)	11 (08/09 ac yr)	15 (09/10 ac yr) ⁴²
3.c	NI 102a ⁴³ - The proportion of children eligible for Free School Meals achieving Level 4 in English and maths at KS2 (also in the basket of poverty indicators)	24.6 % points (07/08 ac yr) (provisional)	24 percentage points (08/09 ac yr)	22.8 % points (09/10 ac yr) = an additional 117 Free School Meal entitled children achieving level 4 from baseline
3.d	NI 72 (DCSF) – Early Years EYFS – to increase achievement for all children age 5	47.2% (07/08 ac yr)	53% (08/09 ac yr) 613 more pupils than baseline	56% (09/10 ac yr) 856 more pupils than baseline
3.e	NI 73 (DCSF) - Key stage 2 – to increase the proportion achieving level 4+ in both English and Maths	72% (07.08 ac yr)	77% (08/09 ac yr) 329 more pupils than baseline	77% (09/10 ac yr) 304 more pupils than baseline ⁴⁴

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

⁴¹ The result for 07/08 academic year was 39.7%. Although the target for 09/10 is set at 30% this was done so following DCSF challenge. The target for 2010/11 has been set at a figure over 30% as this is considered more achievable.

⁴² The target for 09/10 relates to academic year 08/09 and was set in Autumn 2007. Over the last year schools have gained a better understanding of what changes are needed to shift to the required level of performance and have set the 10/11 target to be more realistic in light of this information. The 10/11 target is on the right trajectory to meet the floor target of 19 schools by 2011.

⁴³ PI measures the gap in scores between groups of children, not numbers on individual children achieving a certain level.

⁴⁴ Smaller cohort than baseline year.

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Ref	Target	Baseline	09/10	10/11
3.f	NI 93 (DCSF) -Key stage 1-2 – to improve the proportion progressing 2 national curriculum levels in English	84.4% (07/08 ac yr provisional)	87% (08/09 ac yr) 128 more pupils than baseline	89% (09/10 ac yr) 258 more pupils than baseline
3.g	NI 94 (DCSF) - Key stage 1-2 – to improve the proportion progressing 2 national curriculum levels in Maths	78.2% (07/08 ac yr provisional)	85% (08/09 ac yr) 465 more pupils than baseline	88% (09/10 ac yr) 674 more pupils than baseline

Actions

Ref	Action	Lead Officer	Milestone	Timescales
3.1	Establish an Early Years Outcome Duty Board	Director of School Improvement (Education Leeds)	Project Brief and Action Plan in place	Established
3.2	Recruit five Early Years Consultants	Chief Officer for Early Years and IYSS (Education Leeds)	Consultants in post	June – Sept 2009
3.3	Develop focused learning programmes in schools in localities of greatest disadvantage or not meeting EYFS targets	Director of School Improvement (Education Leeds)	Planned programme of interventions offered	Establish October 2009 for delivery over 2009-10 academic year
3.4	Embed robust Foundation Stage moderation and support to schools experiencing difficulties with the assessment of young learners	Director of School Improvement (Education Leeds)	Moderation to all schools with no or low numbers of children making good progress	April – May 2009
3.5	Deliver the 'Two Year Old' pilot	Chief Officer for Early Years and IYSS (Education Leeds)	750 two year olds at risk of social exclusion accessing free early learning	March 2010
3.6	Implement a range of BME focused learning programmes	Director of School Improvement (Education Leeds)	BME cohorts meet their individual and group targets.	Academic year 2009-10
3.7	Improve the quality of school buildings through the Primary Capital Programme	Director of School Improvement (Education Leeds)	All programmes on track.	March 2010
3.8	Implement the Primary Leadership Programme	Director of School Improvement (Education Leeds)	All primary schools inspected by OfSTED show satisfactory leadership with 70% having good or better good leadership	Academic year 2009-10

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
3.9	Improve support for vulnerable pupils and families through the mentoring and STEPS programmes.	Director of School Improvement (Education Leeds)	Targets for mentoring and STEPs programmes met.	March 2010
3.10	Improve support for vulnerable schools through the Intensive Support Programme (ISP) and stronger peer partnerships between schools	Director of School Improvement (Education Leeds)	ISP schools all meet school level targets.	Academic year 2009-10

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Priority 4 – Providing places to go and things to do

Introduction
Young people consulted about the CYPP identified this as their number one priority. Delivery is underpinned by the Breeze Card and by multi agency commitments. The Breeze Youth Promise is in place for April 2009 as a platform for addressing this priority.

Targets

Ref	Target	Baseline	09/10	10/11
4.a	Number of Breeze Card holders	104,000	116,000	128,000
4.b	Number of positive activities in which Breeze Card holders participate	69,991	500,000 ⁴⁵	Target to be determined March ⁴⁶ 2010 - see footnote 46 below
4.c	Number of children and young people involved in positive activities through the Targeted Activity Programme (TAP)	3,826	3000	See footnote below ⁴⁷
4.d	NI 110 - Young people's participation in positive activities	65.9%	70% by 2011	70% by 2011
4.e	NI 57 -Children and young people's participation in sporting opportunities	74% (07/08 ac yr)	Target not applicable in 08/09 ac yr ⁴⁸	76% (09/10 ac yr) 2088 more pupils than in baseline

Actions

Ref	Action	Lead Officer	Milestone	Timescale
4.1	To monitor and improve access to positive activities by promoting the delivery of Breeze events to areas with little provision and low Breeze Card take-up.	Out of School Activities Manager	Breeze events to be held in areas with low Breeze activity take up.	Autumn 2009 and yearly increase
4.2	To increase access to the arts and culture for all young people	Chief Officer Libraries Arts and Heritage	New find your talent team set up to deliver increased access to the arts and culture.	May 2009

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people

⁴⁵ The remit of this indicator has been widened to incorporate information from Breeze, leisure centres, sports development and libraries. The target for 2009/10 has been set to take into account that from April 2009 leisure centres are offering free casual swims to all young people with a Breezecard, therefore actively encouraging sign-up of Breezecard to everyone attending these sessions.

⁴⁶ See footnote 45. Until the impact of free casual swims is known a target for 2010/11 cannot be set.

⁴⁷ The target is set below the 08/09 result because some projects that received funding in 08/09 have not received funding in 09/10. This will impact on the number of children involved in positive activities. The funding available for 10/11 is not yet known therefore a target cannot be set

⁴⁸ National indicator NI57 has been set subject to significant national delays in agreeing a measurable definition. An interim measure was agreed in early 2009 arriving too late to set a target for 2009. There are potential risk associated with the difference between the original intent of the indicator and the more limited focus reflected in how it is now measured.

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescale
4.3	To increase the availability and take-up of positive activity opportunities at the weekend across the city.	Principal Youth Officer	Establishment and operation of the "Friday Night" initiative. Inclusion of Friday night youth work provision within Youth Service programmes Continuation of the Bang Bang Project	March 2010
4.4	To develop a bespoke arts space for young people in the centre of Leeds to be available 7 days a week	Chief Officer Libraries Arts and Heritage – to be confirmed	Partially open Fully open	Nov 2009. Nov 2011
4.5	To increase the number of Positive Activities for Young Children and Positive Activities for Young Children PLUS targeted projects delivering in geographic hot spots to reduce the negative impact of gang culture and improve weapons awareness.	Out of School Activities Manager		April 2010
4.6	To develop and broaden the information presented on the Breeze Web Site to make it more attractive and engaging to young people.	Development and Communications Officer, Breeze	Re-launch of the Breeze Website ensuring it is more engaging and attractive	May 2009
4.7	To form a Sports Partnership to promote physical activity and offer a city wide delivery of sports based accredited learning.	Out of School Activities Manager	SPeED team is in place and has begun to review the provision of existing activities	Sept 2009
4.8	To develop 22 outdoor play areas across the city	Chief Officer Early Years and IYSS	11 play areas developed A further 11 play areas developed	April 2010 April 2011
4.9	To develop a state of the art Youth Hub Centre in South Leeds and continue to develop the Youth Hub Centre Strategy.	Head of IYSS	Project management arrangements operating during 2009/10 Proposals for a city centre hub centre in conjunction with other agencies	South Leeds Centre fully open by Nov 2010 and others by March 2014
4.10	To increase access and take-up of positive activities in areas with fewer resources by increasing mobile provision.	Principle Youth Officer	Introduction of five new mobile units to add to existing units	Spring 2009

Priority 5 – Raising the proportion of young people in education or work

Introduction
This priority is critical to maximising the ability of young people to achieve independent economic well-being and by doing so support the city’s overall economic performance and to support the raising of the participation age.

Targets

Ref	Target	Baseline	09/10	10/11
5.a	NI117 - The proportion of young people aged 16 – 18 not in education, employment or training	9.1% (Nov, Dec Jan 06/07 sample) equates to approx 2,000 young people	7.8%	6.8%
5.b	NI 45 – Young offenders engagement in suitable education, employment or training	68.2% 1,209 young people (07/08 ac yr)	77%	78.0%
5.c	NI 79* (LAA) -Achievement of a level 2 qualification by the age of 19	65% (06/07 ac yr)	71.8% (08/09 ac yr) 594 more young people than baseline	75.2% (09/10 ac yr) 1134 more young people than baseline
5.d	NI 80* (PA) - Achievement of Level 3 qualifications by the age of 19	41% (06/07 ac yr)	47% (08/09 ac year) 530 more young people than baseline	49% (09/10 ac yr) 862 more young people than baseline
5.e	NI 148 (PA) - Care leavers in education, employment or training	70.8% = 85 young people (07/08)	81.70%	86.80%

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

Actions

Ref	Action	Lead Officer	Milestone	Timescales
5.1	To establish a new, top quality, Connexions Centre in the City Centre with extended opening hours including Saturdays. Ensure young people are able to access holistic, multi-agency support to remove barriers to engagement in EET.	Head of IYSS	1) Extended hours at current Connexions Centre 2) Partnerships established 3) New premises identified 4) New centre established	July 2009 Sept 2009 Oct 2009 April 2010

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
5.2	Work with the FE Colleges to set up flexible start, full-time education provision for young people, based on information from Connexions around the occupational preferences of young people who are NEET.	Operations Manager, Prospects	1) Initial pilots of courses starting March – May 2009 2) Evaluate programmes and identify good practice in getting young people on courses 3) Identify future opportunities for flexible start dates 4) Plan programme for 2009/10	May 2009 June 2009 Oct 2009 Oct 2009
5.3	To review the Connexions age range of 13-19. Through the Connexions service undertake pilot activity during Key Stage 3 to ensure young people are on the correct pathway age 14-19	IYSS Manager	1) Include this requirement in new contracts for 1/1/10 2) Plan programme of activity on a wedge basis from January 2010 and identify good practice in getting young people on Courses	Jan 2010
5.4	To commission additional targeted NEET activity programmes through Learning and Skills Council/ESF funding. Ensure programmes have clear progression routes in to mainstream learning opportunities.	Targeted Youth Support Manager	1) Agree priorities for future rounds of commissioning 2) Carry out commissioning process 3) Work being full delivered by providers	May 2009 Aug 2009 Dec 2009
5.5	To commission targeted Connexions support to the most vulnerable young people on a wedge basis, including Connexions mobile units. Ensuring services are delivered to engage young people in EET and support them to remain in EET.	IYSS Manager	1) Review current provision 2) Multi-agency consultation to inform specifications 3) Provision out to tender 4) New services established	Jan 2010
5.6	To review the ethnic and geographical make-up of the NEET cohort. Establish if there are geographic areas of the authority or communities where aspiration raising work needs to take place with families and the community.	IYSS Manager	1) Management information produced from CCIS 2) Needs analysis conducted based on data 3) Report produced with recommendations for service delivery	June 2009 Aug 2009 Sept 2009
5.7	To ensure the national IAG quality standards are met by all IAG providers, including learning providers, across the authority. Ensure all young people receive impartial IAG to help them find appropriate learning opportunities, with enhanced support to the most vulnerable groups of young people.	IYSS Manager	1) Establish IAG Steering Group 2) System for assessment of providers in place 3) Audit of IAG completed 4) Action plans in place to improve IAG	June 2009 Sept 2009 March 2011 March 2011

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
5.8	To review holistic Personal Adviser support available to identified groups of young people who are most at risk of becoming NEET. These groups will include: Young Carers; young people who are looked after; young people with LDD; teenage mothers; teenage fathers; young offenders; persistent absentees; young people excluded from school.	IYSS Manager	1) Management information from CCIS 2) Needs analysis conducted based on data 3) Revised programme of support in place 4) PA training delivered 5) Measures in place to assess impact of PA support by determining 'distance travelled'	Jan 2010 March 2010 April 2010 April 2010
5.9	To ensure that the commissioned providers established in the authority have targets around reducing the number of young people NEET and clear plans to address issues, in partnership with Connexions providers. Ensure links to IYSS and Targeted Youth Support Service developments on a wedge basis.	Head of 14-19 Strategy	1) Provider grouping to own area targets 2) Priorities actions areas identified 3) Action plans in place	Jan 2010
5.10	To ensure curriculum reform, particularly the development of the Foundation Learning Tier, in Leeds means that all young people are offered an appropriate learning pathway, with progression pathway, age 14-19. Ensuring that provision is influenced by learner voice.	Head of 14-19 Strategy	1) Coherent plan for the phased implementation of new diploma lines/ functional skills/ foundation learning tier produced 2) Successful implementation of five new Diploma lines in September 09 3) Young people's views reflected in 14-19 Plan 4) Young people consulted across all 14-19 projects, initiatives and planning	Sept 2010

Priority 6 – Reducing child poverty

Introduction

Reducing the number of children in poverty is a strategic outcome in Leeds Strategic Plan. We know that poverty is the root of most poor outcomes for children and blights the lives of too many children in Leeds. Poverty lies behind the common factors for poor outcomes and must be addressed if we are to narrow the gap between the most and least advantaged children, young people and families.

Targets

Ref	Target	Baseline	09/10	10/11
6.a	NI 116 - Proportion of children in poverty ⁴⁹			
6.b	NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods	30.4% (2007)	27.7%	26.6%
6.c	NI 187a - Tackling fuel poverty - % of people receiving income based benefits living in homes with low energy efficiency rating	7.90% (2007/08)	5.85%	4.89%
6.d	NI 187b - Tackling fuel poverty - % of people receiving income based benefits living in homes with high energy efficiency rating	34.59% (2007/08)	38.12%	38.85%
6.e	LSP-TP1E - Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts).	6,700 (Jan - Dec 2007)	3,500	3,000
6.f	NI 92 - Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest	39.7% (07/08 ac yr)	30% (08/09 ac yr)	31.4% ⁵⁰ (09/ 10 ac yr)
6.g	NI 102A - Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2	25.6 percentage points (06/07 ac yr)	24.0 percentage points (08/09 ac yr)	22.8 percentage points (09/10 ac yr)
6.h	NI 102B - Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4	47.7 percentage points (06/07 ac yr)	28.0 percentage points (08/09 ac yr)	24.8 percentage points (09/10 ac yr)
6.i	NI 112 – Under 18 conception rate (in the six wards with the highest rates)	50.4 (1998) = 641 women	42.7	See footnote below ⁵¹
6.j	NI 118 - Take up of formal childcare by low-income working families	19.9% (2006/07)	Target to be determined once 08/09 data available - see the footnote below ⁵²	

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

⁴⁹ Technical definition revised (Mar 09) to include low income working families as well as families on out of work benefits. Hub timetable doesn't give a date for this information to be made available - query raised with the Audit Commission.

⁵⁰ The result for 07/08 academic year was 39.7%. Although the target for 09/10 is set at 30% this was done so following DCSF challenge. The target for 2010/11 has been set at a figure over 30% as this is considered more achievable.

⁵¹ The 2010/11 target is under discussion with Government Office.

⁵² Data to be provided by HM Revenues and Customs

Targets Continued...

Ref	Target	Baseline	09/10	10/11
6.l	NI 117 - 16 - 18 year olds who are not in education training or employment (NEET)	9.1% (Average of Nov, Dec, Jan 06/07 sample)	7.8%	6.8%
6.m	NI 158 - % non decent council homes	18.5% (08/09)	10%	5%

Actions

Ref	Action	Lead Officer	Milestones	Timescales
6.1	Establish a Child Poverty Strategic Outcome Group and use project management tools to drive an agreed action plan	Chief Officer for Early Years and IYSS	Board established Project brief approved	April 2009
6.2	Design an integrated service continuum across all partners including services to families from all LCC directorates and across levels of need	Chief Officer for Early Years and IYSS	Service response elements of LNSR completed	April 2010
6.3	Embed the Common Assessment Framework across children's services	Chief Officer for Early Years and IYSS	CAF as first part of assessment	Nov 2009
6.4	Identify a model across all elements of tackling child poverty for case working/ lead professional to personalise service responses	Chief Officer for Early Years and IYSS	Case working-teams around the child or family- in place across all services	April 2010
6.5	Increase budget holding to case workers and lead professional to remove the barriers to economic well- being	Chief Officer for Early Years and IYSS	Access to the Early Intervention Fund and other budget holding funds for all lead professionals and case workers	Jan 2010
6.6	Align the work of outreach workers to ensure that joint training and quality information delivers a seamless service	Chief Officer for Early Years and IYSS	Joint training, integrated working and information sharing is in place in all outreach teams across all wedges.	April 2010
6.7	Complete the Directory of Family Support Services	Chief Officer for Early Years and IYSS	A single database provides high quality information for children, young people, families and practitioners	Nov 2009

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
6.8	Deliver the East Leeds Financial Inclusion pilot	Senior Policy and Information Officer, Economic Policy Team	Financial advice including debt counselling and advocacy available through universal services in areas of significant disadvantage which are delivered in a co-ordinated way.	April 2010
6.9	Deliver the Tackling Worklessness pilot in the four localities identified	Head of Regeneration Policy and Planning	Appoint project staff and identify participants Construct evaluation framework to identify benefits Monitor and support implementation through EASEL	
6.10	Increase targeted access to STEPS programme for parents	Head of Extended Services	STEPS available for those families that require it	Sept 09

Priority 7 – Reducing teenage conception

Introduction	
<p>Evidence clearly shows that having children at a young age can damage young women's health and wellbeing and severely limit their education and career prospects. Long term studies show that children born to teenagers are more likely to experience a range of negative outcomes in later life and are up to three times more likely to become a teenage parent themselves. Priority actions will focus on recognising the interdependencies between teenage pregnancy and improving other outcomes for children and young people; providing young people with the means to avoid early pregnancy; tackling the underlying circumstances that motivate young people to want to, or lead them passively to become parents at a young age; working in effective partnerships to ensure universal provision for all young people with strengthened delivery and services to those most at risk; and acknowledging that effective interventions require significant time to deliver sustainable change.</p>	

Targets

Ref	Target	Baseline	09/10	10/11
7.a	NI 112 – Under 18 conception rate (in the six wards with the highest rates)	50.4 (1998) = 641 women	42.7	See footnote below ⁵³

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

Actions

Ref	Action	Lead Officer	Milestone	Timescales
7.1	Further increase senior local sponsorship and engagement of all key partners	Director of Commissioning and Planning for Children's and Maternity Services	a) Embedding of strategy in service plans	Oct 09
			b) Locality leadership teams in place in priority wards	Oct 09
			c) Joint commissioning plans in place	Oct 09
7.2	Improving performance management, specifically data quality, information sharing and performance reporting within each organisation and across the partnership.	Performance Manager - Children's and Maternity Services	a) Performance dashboard and monitoring in place	Oct 09
7.3	Further implementation of communication and social marketing	Marketing Manager – Education Leeds	a) Media campaigns in place	March 10
			b) Social marketing within priority wards	March 10
7.4	Increased provision of young people focused contraception and sexual health services	Director of Commissioning and Planning for Children's and Maternity Services	a) Increased provision in schools and FE	March 10
			b) Service map complete	June 09
			c) Interagency service pathway complete	March 10

⁵³ The 2010/11 target is under discussion with Government Office.

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
7.5	Ensure strong delivery of sex and relationship education (SRE) and personal, social and health education (PSHE) both in schools and out-of-school settings	Chief Executive Education Leeds	a) Increased provision in priority schools b) Health input embedded into YTS	March 10 March 10
7.6	Targeted work with at risk groups of young people, in particular the six hot spot wards, looked after children and care leavers	Development Worker Sexual Health – Children and Young People’s Social Care Teenage Pregnancy Co-ordinator – Education Leeds	a) Locality teams and champions in place b) Local services planned and commissioned	June 09 March 10
7.7	Put in place effective workforce training on sex and relationship issues	Chief Executive Education Leeds	a) Review of current training and effectiveness b) Improved training in place c) Consistent skills in children’s workforce	March 09 June 10 Oct 10
7.8	Increase work with parents and carers to increase their confidence in talking about sex and relationships	Chief Officer for Early Years and IYSS, Director of Commissioning and Planning for Children’s and Maternity Services and Chief Executive Education Leeds	a) Rollout of SpeakEasy programme in priority areas b) Incorporated in STEPS programme	June 09 Oct 09
7.9	Increase support to teenage parents	Chief Officer for Early Years and IYSS, Director of Commissioning and Planning for Children’s and Maternity Services and Chief Executive Education Leeds	a) Specialist Learning mentors in Children’s Centres b) HV and MW in Children’s Centres c) FNP programme operational d) Care pathways in place	March 09 June 09 April 09 Oct 09
7.10	Ensure a well resourced Youth Service, with a clear remit to tackle big issues, such as teenage pregnancy and young people’s sexual health	Chief Officer for Early Years and IYSS,	Targeted Youth Support Service in place	Oct 09

Priority 8 – Reducing the need for children to be in care

Introduction	
<p>High quality universal services, integrated at the frontline, represent the best preventative strategy. We know that prevention is cost effective and provides the best outcome for children, young people and families. Our priority actions aim to increase resilience and reduce risks for everyone. Our frontline services will place the child, young person and family at the centre, personalise services and provide rapid and proportional responses where there is escalating risk.</p>	

Targets

Ref	Target	Baseline	09/10	10/11
8.a	LSP-HW2b(i)Number of looked after children per 10,000 population of young people	83.8 (07/08)	67.5	59.3

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

Actions

Ref	Action	Lead Officer	Milestone	Timescales
8.1	Embed the Common Assessment Framework across Children's Services	Chief Officer for Early Years and IYSS	CAF is the first point of assessment for all children with additional issues and needs	Nov 2009
8.2	Design an integrated service continuum across all partners	Chief Officer for Early Years and IYSS	Service response elements of Levels of Need and Service Response are: 1) agreed and published on the internet 2) in use across services	Nov 2009 April 2010
8.3	Increase budget holding to lead professional	Chief Officer for Early Years and IYSS	Access to the Early Intervention Fund for all lead professionals	Nov 2009
8.4	Complete the Directory of Family Support Services	Chief Officer for Early Years and IYSS	A single database provides high quality information for children, young people, families and practitioners	Nov 2009
8.5	Effectively target vulnerable young people on the edge of care	Head of Operations C&YPSC Head of Service Delivery C&YPSC	Edge of Care and Looked After Children segmentation reports completed Establish an adolescent cases panel to prevent young people on the edge of care becoming looked after. Reduce by 30% the number of children and young people placed at home with parents on care orders	April 2009 May 2009 April 2010

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
8.6	Effectively commission services to focus on reducing the need for children to be looked after	Director of Commissioning and Planning for Children's and Maternity Services	C&YPSC Commissioning Framework in place Fully implement Family Group Conferences across the city	Sept 2009 April 2010
8.7	Learn from pilot intensive support programmes in order to fully implement evidence based best practice	Head of Transformation C&YPSC	Report on pilot evaluation Inform commissioning decisions	April 2010 April 2011
8.8	Effectively target vulnerable children aged 0 – 5 on the edge of care through Children's Centres and Family Resource Centres	Chief Officer for Early Years and IYSS	Integrated frontline teams in place in children's centres Second senior member of staff to target more effective early intervention for younger children	April 09 May 2009
8.9	Focus work on young people aged 12 – 16 and their families on the edge of care through Targeted Youth Support (TYS) and other local services	Targeted Youth Support Manager	Lead Professional and Team around the child model fully operational	Nov 2009
8.10	Strengthen and grow the work of the parenting unit to co-ordinate services across the continuum of need	Parenting Commissioner	Robust service model for parents and family support across all levels of need	Jan 2010

Working Together Better

Priority 9 – Strengthening safeguarding

Introduction
<p>Safeguarding children and young people is the first and foremost duty for all local families, communities and services. Much progress has been made over recent years through the Every Child Matters programme but recent developments such as the 'Baby P' case and the Laming Report make clear the continuing challenges for us all. Leeds faces particular challenges as shown by recent local reviews and inspection. These have highlighted some weaknesses in local services and the need to further strengthen the way services work together to help children in need. This has informed our service plan, which is formed from two main parts – firstly the transformation programme for Children and Young People's Social Care and secondly the Business Plan of the Local Safeguarding Children Board. This is important because social care plays a vital role in safeguarding and we need to improve these services, but it is important that safeguarding is recognised as all services' responsibility and therefore our action plan needs to include work and improvement for all.</p>

Targets

Ref	Target	Baseline	09/10	10/11
9.a	NI 59 - The proportion of Initial Assessments undertaken with 7 days	79.9% (08/09)	85%	87%
9.b	NI 60 – The percentage of core assessments that were completed within 35 working days of their commencement	77.4% (08/09)	84%	85%
9.c	OfSTED judgement on the quality of Leeds Fostering Service	Inadequate	Adequate	Good
9.d	OfSTED judgement on the quality of Leeds Private Fostering	Inadequate	Adequate	Good
9.e	The proportion of residential homes judged by OfSTED to be good or better	66%	100%	100%

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people

Actions

Ref	Action	Lead Officer	Milestone	Timescales
9.1	Support CAF first city development	Chief Officer for Early Years and IYSS	CAF recognised by all agencies as part of a multi-agency assessment process	November 09
9.2	Implement the Fostering Inspection Action Plan	Head of Operations – C&YPSC	Complete all required actions	July 09
9.3	Implement the Private Fostering Inspection Action Plan	Head of Operations – C&YPSC	Complete all recommendations	July 09

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
9.4	Implement existing improvement plans for residential provision	Head of Operations – C&YPSC	1) All homes to be adequate or better 2) All homes to be good or better	1. June 09 2. March 10
9.5	Implement a project to re-engineer referral pathways to social care	Head of Transformation - C&YPSC	New pathway model in place	September 09
9.6	Improve processes for assessment and care planning	Head of Operations – C&YPSC	New arrangements in place for: 1. S.47 investigations 2. Child Protection Plans 3. Assessments	1. June 09 2. June 09 3. June 09
9.7	Invest and improve capacity in key support services for Social Care	Head of Transformation - C&YPSC and Director of Commissioning and Planning for Children's and Maternity Services	1. Additional performance management capacity in place 2. Review of ESCR completed 3. Initial Commissioning Paper completed	1. September 09 2. July 09 3. October 09
9.8	Invest in and improve processes for independent quality assurance to better inform the Safeguarding Board, DCS and Lead Member	Safeguarding Board Manager	1. Additional capacity in place. 2. New processes agreed by Board and DCS	1. July 09 2. November 09
9.9	Further strengthen capacity and processes for managing Serious Case Reviews and Implementing action plans.	Safeguarding Board Manager	1. Additional capacity in place. 2. New processes agreed by Board and DCS	1. July 09 2. November 09
9.10	Embed and broaden the implementation of processes designed to ensure the safe recruitment, selection and management of staff who work with children and young people.	Safeguarding Board Manager	Audits reveal all key services compliant with national and local guidance	November 09
9.11	Develop a citywide communications programme to raise awareness and engagement in all communities	Safeguarding Board Manager	Programme in place	November 09
9.12	Embed safeguarding considerations in the planning, commissioning and delivery of all services for children and young people and for services which come into contact with children and young people	Safeguarding Board Manager	1. s(11) 'duty to safeguard' follow up audit of partner agencies 2. s(11) audit of Third Sector Agencies 3. Inclusion in LCC Procurement processes	1. July 09 2. November 09 3. January 10
9.13	Identify key themes in the deaths of children and young people judged to be preventable and make recommendations for action to reduce the number in the future.	Safeguarding Board Manager	Annual Report of the Child Death Overview Panel	January 10

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
9.14	Ensure we can evidence safe recruitment practice and compliance with regulatory regimes by embedding a recruitment process that meets regulatory requirements and the needs of the service	Head of Human Resources – Children’s Services	1. SAP and FAB will accurately reflect the staffing structure in Children and Young People’s Social Care 2. A new process will be in place to control changes required in SAP and FAB following a change in the organisational structure	1. End of June 2009 2. End of June 2009

DRAFT

Priority 10 – Enabling integrated working

Introduction
 Children, young people and families need services that are centred around them and focussed on meeting their needs. For some children and families additional support is needed to help them be happy, healthy, safe and successful. It is important that as much of this support as possible is provided in places children and families recognise and by people that they know and trust. To enable this to happen we need to integrate our services so they can work together better to ensure that children and families get the right service at the right time.

Targets

Ref	Target	Baseline	09/10	10/11
10.a	NI 88 - Percentage of schools providing access to extended services	42% (06/07)	85% (Sep 2009) 224 schools	100% (Sep 2010) 264 schools

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children/young people.

Actions

Ref	Action	Lead Officer	Milestone	Timescales
10.1	Lead the development of a CAF first city	Chief Officer for Early Years and IYSS	CAF recognised by all agencies as part of a multi-agency assessment process	November 2009
10.2	Embed the Common Assessment Framework and ContactPoint as underpinning integrated processes which enable practitioners to work together, by:			
10.2a	Adopting national eCAF, in line with government objectives.	Chief Officer for Early Years and IYSS	System in place	Completion by the end of 2010
10.2b	Achieving ContactPoint connectivity.	Chief Executive Education Leeds	Connectivity to be achieved by June 2009	Contact point to be embedded by December 2010
10.3	Implementation of an integrated training and development programme to enable practitioners and leaders to develop the skills to practice integrated working, by:			
10.3a	Implementing a children's workforce development strategy	Locality Enabler	Strategy agreed	October 2009
10.3b	Providing training to support the delivery of ContactPoint, to national specifications, to practitioners.	Chief Officer for Early Years and IYSS	Training programme in place and on track	November 2009

Actions Continued...

Ref	Action	Lead Officer	Milestone	Timescales
10.3c	Creating a shared approach to leadership development which will ensure clear strategic ownership of leadership development in children's services.	Locality Enabler	Agreed as part of overall children's workforce strategy	Draft model available for consultation by the end of 2009
10.4	Deliver a commissioning development programme, which is supported through the nationally sponsored children's commissioning support programme	Director of Commissioning and Planning for Children's and Maternity Services	Programme on track	June 2009
10.5	Review the existing locality governance arrangements and new fit for purpose framework	Locality Enabler	Review complete	End of 2010
10.6	Agree a common understanding and response on levels of need and intervention in the city which supports agencies and services in linking together as well as providing a more coherent continuum of intervention and support for children, young people and families in the city.	Chief Officer for Early Years and IYSS	Framework agreed	September 2009
10.7	Services will be commissioned to engage with the CAF.	Chief Officer for Early Years and IYSS	Compliance with CAF and ContactPoint part of all standard commissioning contracts	April 2010

Appendix E – Glossary

Glossary

APA - Annual Performance Assessment

This assessment is carried out by Government Office and the Office for Standards in Education (Ofsted) under a joint inspection framework. Ratings will be made on the overall contribution services make to the five Every Child Matters outcomes. The ratings form part of the Council's overall Corporate Performance Assessment (CPA).

Attainment target

The knowledge, skills and understanding which pupils of different abilities and ages are expected to have by the end of each National Curriculum Key Stage.

Beacon Status

Beacon status is a government scheme to provide public recognition of the excellence and innovation.

Bichard report

The Bichard Inquiry was set up by the Home Secretary following the conviction of Ian Huntley for the Soham murders. It examined the effectiveness of intelligence-based record keeping, vetting practices and information sharing with other agencies. The report made recommendations that are relevant for police, social services, education establishments, vetting departments and the Government to protect children and the vulnerable nationally.

Breeze

Breeze is a Leeds City Council programme of events for children and young people. It also provides information on things to do and places to go for children and young people.

Breeze Card is a discount card for under 19's in Leeds and **Breeze Youth Promise** is a consultation with young people in Leeds.

BSF - Building Schools for the Future

Building Schools for the Future is a government investment programme to improve school buildings for over 50 years. The aim is to rebuild or renew every secondary school in England over a 10-15 year period.

CAF - Common Assessment Framework

The Common Assessment Framework is a new standardised approach for agencies to conduct an early assessment of a child or young person. It will identify their needs and develop a personal solution or plan.

The **e-CAF** is an in-depth, personal assessment tool that facilitates information-sharing by introducing a standardised set of assessment criteria for agencies.

CAMHS - Child and Adolescent Mental Health Service

Child and adolescent mental health services in Leeds refers to the specialist NHS services that provide emotional and mental health care to children and young people.

Children Act 2004

The Children Act provides the legal underpinning for the Every Child Matters agenda. The act is supported by a series of documents which provide guidance to assist local

authorities and their partners in implementing new statutory duties. More information can be found at www.everychildmatters.gov.uk

Children and Young People's Social Care Transformation programme

A new model of access and pathways to services to improve the quality of referrals to social care.

Children Leeds

Children Leeds is part of the Leeds Initiative family. It is a partnership of organisations that work with children, young people and families. It works with Leeds City Council to take the lead in delivering the Every Child Matters agenda.

Children's Centres

These provide a one stop resource for young families, offering help and advice on everything from childcare to getting back to work.

Children's trust

Children's trusts bring together all services for children and young people in an area, underpinned by the Children Act 2004 duty to cooperate and to focus on improving outcomes for all children and young people. They were developed partly as a response to the inquiry into the death of Victoria Climbié. Trusts will be multi-agency and through joint planning and commissioning, underpinned by pooled resources, will ensure that those best able to provide the right package of service can do so.

Commissioning

Commissioning is the process of deciding what services or products are needed, acquiring them and ensuring that they meet requirements.

ContactPoint

This is an online directory that will hold information on all children under 18 in England and its use will improve the way in which information about children is shared between services and partners.

CYPP

Children and Young People's Plan

DCS - Director of Children's Services

The Children Act required Leeds City Council to appoint a Director of Children's Services (DCS). Each DCS is accountable for the delivery of an authority's education and social services functions for children and young people, and any health functions delegated to the authority by an NHS body. The DCS also has a key role in driving wider partnership working to integrate and transform services.

DCSF – Department for Children, Schools and Families

Formerly DfES, Department for Education and Skills and prior to that the DfEE - Department for Education and Employment. The government department responsible for the Every Child Matters Agenda.

Early Intervention Fund

Following on from the successful completion of the original pilot, the Budget Holding Lead Professional has now been mainstreamed as the Early Intervention Fund (EIF). This work

focuses on personalised services targeted at greatest need with an increasing focus on preventative work.

Education Leeds

Education Leeds is a not-for-profit company, wholly owned by Leeds City Council. It is responsible for providing all education support services that relate to children and young people of statutory school age in Leeds.

Five Outcomes

Detailed in the Every Child matters: Change for children are as follows -

- 1) Be healthy
- 2) Stay safe
- 3) Enjoy and achieve
- 4) Make a positive contribution
- 5) Achieve economic well-being

Government Office for Yorkshire and Humber (GOYH)

Official government office bringing together the regional operations of the Departments for Education and Skills; Work and Pensions; Trade and Industry.

Healthy Schools

The National Healthy Schools Programme is a widely embraced initiative in schools with more than 4 million children and young people currently enjoying the benefits of attending a Healthy School.

ILP - Individual Learning Plans

Individual Learning Plans are part of the move towards personalised learning. A plan is developed with support from all the relevant stakeholders to understand and act on the needs of a young person. This process gives the young person a chance to shape the plan themselves.

Inclusion Chartermark

The Inclusion Chartermark review process has been developed by Education Leeds to help schools become fully inclusive in policies and practices. A Chartermark school is one that meets the needs of all pupils.

Information Sharing

Information sharing is key to the Government's goal of delivering better, more efficient public services that are coordinated around the needs of the individual. It is essential to enable early intervention and preventative work, for safeguarding and promoting welfare and for wider public protection.

Integrated Working

Integrated working is when everyone supporting children and young people develops and shares methods and protocols to enable them to work together effectively, to put the child at the centre, meet their needs and improve their lives.

IYSS

Integrated Youth Support Service

KS

Key Stages

LAAs - Local Area Agreements

LAAs set out the priorities for a local area agreed between central government and a local area (the local authority and Local Strategic Partnership) and other key partners at the local level. LAAs simplify some central funding, help join up public services more effectively and allow greater flexibility for local solutions to local circumstances. Through these means, LAAs are helping to devolve decision making.

Laming Review

Lord Laming's review of child protection published on 12 March, 2009 and ordered by government in the wake of the Baby P case, called for an overhaul of children's social work.

Lead Member and Lead Executive Member for children's services

Under the Children Act 2004, Leeds is required to designate a Lead Member for children's services. In Leeds this is known as the Lead Executive Member.

They provide political leadership on children's services within the authority and will have responsibility for the same set of functions as the Director of Children's Services. The lead member will have a particular focus on safeguarding children. Leeds has also appointed a Lead Executive Support Member for Children.

Lead Professionals

These will act as a single point of contact that children, young people and their families can trust, and who are able to support them in making choices and in navigating their way through the system. They ensure that children and families get appropriate interventions when needed, which are well planned, regularly reviewed and effectively delivered. Their purpose is to reduce overlap and inconsistency from other practitioners.

Leeds Children's Fund

The Leeds Children's Fund has government funding to support children and young people between the ages of 5 and 1 who are identified as being at risk of social exclusion. It is an inter-agency partnership organisation involving voluntary, community, faith and statutory agencies.

Leeds Healthy Futures Strategy

A detailed health plan for children, young people and families.

Leeds Healthy Schools

Education Leeds has developed the Leeds Healthy Schools programme to support schools in approaching health and wellbeing. It includes tools to help the school consult with the community and encourage participation in healthier lifestyles. It makes explicit links between the curriculum, mental health, physical health and the learning environment.

Leeds Initiative

Leeds Initiative is the local strategic partnership that brings together the public, private, community and voluntary sectors to work together to achieve success and encourage improvement. Leeds Initiative's strategic plan is known as the Vision for Leeds. There are

a number of different strands to the Leeds Initiative partnership, of which Children Leeds is one.

Leeds Joint Strategic Needs Assessment

The Local Government and Public Involvement in Health Act 2007 places a duty on local authorities and PCTs to undertake a Joint Strategic Needs Assessment (JSNA).

Leeds Local Area Agreement

The Leeds Local Area Agreement was signed in March 2006. It enables a number of partners across the city to work more effectively together to improve outcomes for local people. The LAA is an agreement between central government, the local authority, and local partners.

Leeds Strategic Plan

Leeds Strategic plan sets out the outcomes and priorities agreed with Leeds City Council's and their partners to help deliver long term aspirations for the city as set out in the Vision for Leeds 2004 to 2020. The Leeds Strategic Plan also embraces the Local Area Agreement for the city.

Leeds VOICE

Leeds VOICE is an umbrella organisation working with voluntary, community and faith groups. They are a partner in Children Leeds.

Locality Enabler

Locality enablers work in the DCSU to take a local overview to ensure that the change programme improves outcomes and delivered at the front line.

LSCB - Local Safeguarding Children Board

These replace non-statutory Area Child Protection Committees. They are required to co-ordinate and ensure the effectiveness of local arrangements and services to safeguard and promote the welfare of children. The Children Act 2004 required that all local authorities establish them and prescribes a broad list of core agencies that must, by law, be represented on the Board.

LSP - Local Strategic Partnership

A Local Strategic Partnership (LSP) is a single, multi agency body that works within local authority boundaries and aims to bring together at a local level the different parts of the public, private, community, voluntary and faith sectors. Leeds Initiative is the Leeds Local Strategic Partnership.

Multi Agency Panels

This model goes by a range of titles, but its key feature is that practitioners remain employed by their home agencies, agreeing to meet as a panel on a regular basis to discuss children and young people with additional needs who would benefit from multi-agency input.

Narrowing the Gap Executive

The Narrowing the Gap Executive is responsible for making sure the 'narrowing the gap' aim of the Vision for Leeds is integrated into the work of all other strategy groups of the Leeds Initiative, including Children Leeds.

NEET

Not in education, employment or training

Number on roll

This number is a head count of full-time and part-time pupils excluding nursery units

Ofsted - Office for Standards in Education

Ofsted is the inspectorate for children and learners in England. Inspection and regulation now covers childcare, schools, colleges, children's services, teacher training and youth work.

Programme management

The Programme Management approach is made up of 5 strands: integrated processes; workforce development and reform; locality governance; resources and assets and; the commissioning framework. This programme will deliver, against an agreed and well-defined vision, the required synergy between projects and strong, accountable leadership across services to achieve improved outcomes for our children, young people and families.

Safeguarding

Safeguarding is broader than 'child protection' as it also includes prevention. Safeguarding has been defined as all agencies working with children, young people and their families taking all reasonable measures to ensure that the risks of harm to children's welfare are minimised.

Statutory Functions

Functions conferred or imposed by a statutory instrument (law).

Tell Us 2 and 3

The TellUs2 and 3 survey was undertaken across England by Ofsted asking children and young people from Years 6, 8 and 10 of their views about their local area.

The Hub

Local authorities were asked by Government to develop a service directory providing comprehensive information on local providers, eligibility criteria, geographical location and referral procedures. They were also required to develop procedures for keeping this service directory up-to-date and for ensuring that professionals working with children and young people have access - providing this information to the public where possible.

Think Family

Think Family is a critical new guide to support all those working with families and parents. The publication has been developed with colleagues from across the family learning and working with parents sectors to link and make sense of the quality agenda in multi-agency settings.

Universal Offer

The 'Universal Offer' is an important part of an approach and refers to a county-wide network of services which will help to ensure that all adults have the opportunity to the 5 outcomes.

Vision for Leeds

Vision for Leeds is the long term strategic plan for ongoing economic, cultural and environmental development of the city. The plan covers the period 2004 to 2020 and is coordinated by the local strategic partnership, the Leeds Initiative.

DRAFT

Appendix F - Linked Documents

Local Strategies

The action plans in Appendix D only include the most significant actions for our ten shared priorities over the next two years. More information and detail on our wider work can be found in the following documents which set out the broader agenda and work of children's services in Leeds:

- Leeds Strategic Plan
- NHS Leeds Child Health Plan
- Education Leeds Strategic Plan
- Council Service Plans
- DCSF Children's Plan
- Children Leeds Needs Analysis
- Joint Strategic Needs Assessment
- Joint Area Review Report and Action Plan
- Annual Performance Assessment Report and Action Plan
- Children's Services Improvement Plans

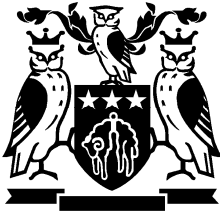
[Once the Children and Young People's Plan is published, electronic links will be provided to online versions of these documents]

Needs Analysis

Extensive work is undertaken by children's services and their partners to analyse need, outcomes and service performance. In addition valuable information is provided through feedback from inspectors and central government. The following links provide more information on the key elements of needs analysis that have underpinned this plan:

- Children's Services Needs Analysis
- Joint Strategic Needs Assessment
- Education Leeds Standards Report
- Common Factors Research Report
- Every Child Matters Survey Report
- Attendance Research Report
- Index of Local Child Wellbeing Report
- 2008 OfSTED Annual Performance Assessment Letter
- 2008 Joint Area Review Report
- 2008 14-19 Progress Check report

[Once the Children and Young People's Plan is published, electronic links will be provided to online versions of these documents]



Report of the Assistant Chief Executive (Corporate Governance)

Executive Board

Date: 17 June 2009

Subject: Review Process for the Gambling Act 2005 Statement of Licensing Policy

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. This report advises Members of the need to review the Gambling Act 2005 Statement of Licensing Policy and provides Members with a summary of the initial revisions made to Statement of Licensing Policy.
2. Approval of the policy is a matter reserved to Full Council. Budgetary and Policy Framework Rules require the Executive Board to consider the policy, refer the matter to Overview and Scrutiny Committee and then for it to be further considered by Executive Board before being recommended for approval. In addition Executive Board are asked to refer the matter to full Council at this stage in order that all Members can feed into the consultation process rather than simply being asked to approve a final version post-consultation.

1.0 Purpose of this report

1.1 The purpose of this report is to inform Members of the Executive Board of the on going revision of the Gambling Act 2005 Statement of Licensing Policy (“the Policy”). Members will find a summary of the proposed revisions to the policy at **Appendix 1** and a copy of the policy incorporating those revisions at **Appendix 2**.

1.2 The report informs Members of the Executive Board of the methodology and timeframe for the final approval of the revised Policy, taking into account the statutory requirements for consultation and the expressed expectations of Full Council. Officers seek authority to implement this timetable.

1.3 The report also seeks the approval of the Executive Board for

- the commencement of public consultation
- the referral of the draft Policy to the Overview and Scrutiny Committee at their meeting in November.
- the referral of the draft policy to full Council at the July meeting so that all Members can feed into the consultation process.

2.0 Background information

2.1 The Gambling Act 2005 (“the Act”) gave effect to the Government's proposals for reform of the law on gambling. The Act introduced a new regulatory system to govern the provision of all commercial gambling in Great Britain, other than the regulation of spread betting. Leeds City Council was appointed as the Licensing Authority for Leeds, a function previously held by the Magistrates Court.

2.2 Licensing objectives

2.2.1 The Licensing Authority carries out its functions of the Act with a view to promoting the three licensing objectives set out at Section 1 of the Act. The licensing objectives are:

- Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support a crime.
- Ensuring that gambling is conducted in a fair and open way.
- Protecting children and other vulnerable persons from being harmed or exploited by gambling.

2.3 Role of the Licensing Authority

2.3.1 Premises providing certain types of gambling require a Premises Licence issued by the Local Authority. Within this framework, the Licensing Authority's role is to ensure that given premises are suitable for providing gambling in line with the three objectives and any Codes of Practice issued by the Gambling Commission.

2.4 Statement of Licensing Policy Consultation

- 2.4.1 Under the Act, each Licensing Authority must also prepare a “statement of principles” which outlines how the Authority will seek to promote the licensing objectives. This document fulfils a similar role to that of the Licensing Act 2003 Statement of Licensing Policy. A Policy must be published at least every three years. Leeds City Council published its existing Policy in January 2007.
- 2.4.2 The Gambling Act 2005 Statement of Licensing Policy is due to be reviewed this year for adoption by Full Council. The revised Policy must be published by January 2010. Before the Policy is published the Act requires any proposed revisions to the Policy to be consulted upon with certain statutory agencies and various other bodies, as defined in the Act. The consultation with statutory bodies forms stage one of the consultation. It is proposed that public consultation take place during August, September and October 2009. This is stage two of the consultation.
- 2.4.3 Following the review of the Licensing Act 2003 Statement of Licensing Policy, comments were made that indicated Full Council would have found it useful if there had been a debate regarding the Licensing Policy to air some issues and to assist Officers in their re-drafting of the Licensing Policy. Officers have taken on board these comments and recommend that Full Council should be given an early opportunity to see proposed revisions to the Policy prior to adoption. The proposed timetable for the approval of the final draft of the Policy reflects this.

3.0 **Main Issues.**

3.1 Budget and Policy Framework Procedure Rules

- 3.1.1 Approval of the Policy is a matter reserved to Full Council. However, the consideration of the Policy before approval must follow the Budgetary and Policy Framework Rules, which require the Policy to be considered by the Executive Board, referred to Scrutiny and Overview Committee and then be further considered by the Executive before being recommended for approval. Members of the Executive Board will note that the Policy must be published by January 2010 suggesting Full Council will need to approve the revised Policy by December 2009.
- 3.1.2 Members will note that as required by the rules, there has already been consultation with stakeholders on the proposed revisions to the policy. The results of this consultation are found at **appendix 1**. Any representations arising from this initial consultation should be taken into account by the executive in formulating and reflected in any resulting reports concerning the revisions to the policy.
- 3.1.3 Any initial comments or proposals that the Executive Board have concerning the revisions to the Policy currently proposed must be referred to the appropriate Scrutiny Board for further advice and consideration. The Scrutiny Board will then report back to Executive Board after having canvassed the views of stakeholders, Officers propose to take a report to Scrutiny at their yet to be arranged November 2009 meeting.
- 3.1.4 Officers propose to undertake the statutory public consultation after the draft policy has been considered by full Council but before the matter is considered by the Scrutiny Board.
- 3.1.5 Officers will then bring the policy back to Executive Board at their 9th December 2009 meeting, to consider the findings of Scrutiny and the public consultation and

make any appropriate amendments to those proposal before submitting the draft policy to Full Council for approval.

- 3.1.6 Full Council will then consider the draft policy and the recommendations from Executive Board. A special meeting of Full Council will need to be called to approve the final version of the Policy.

3.2 Involvement of Full Council

- 3.2.1 Full Council, when adopting the existing Policy, did not become engaged in the process until immediately before its adoption. The same process was followed when approving the recent Statement of Licensing Policy under the Licensing Act 2003. Members at that stage indicted Full Council would have found it useful if there had been an earlier debate regarding the Licensing Act 2003 Policy. Officers therefore propose that Executive Board also refer the draft policy to the meeting of full Council scheduled for July 2009 so that such a debate can take place and can feed into the policy development process.

- 3.2.2 The proposed adoption timeframe of the Policy can be summarised as follows:

- 17 June 2009 – Executive Board for initial consideration of revised draft
- 15 July 2009 – Full Council for debate and consideration
- End July 2009 – Second draft of Policy ready for start of public consultation
- August to October - Public consultation
- 31 October 2009 – Analysis of responses and final draft of Policy undertaken by Officers
- November 2009 – Overview and Scrutiny Board to consider final draft and consultation results.
- 9th December 2009-Executive Board for consideration of final draft
- December 2009 – special Full Council considers final draft for approval

3.3 Consultation

- 3.3.1 In general the Act requires that the Licensing Authority consults with:

- a. The Chief Officer of the Police
- b. One or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the authority's area
- c. One or more persons who appear to the authority to represent the interests of persons who are likely to be affected by the exercise of the authority's functions under this Act.

3.3.2 In addition to the requirements of the Act, the Secretary of State issued a further statutory instrument, The Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales) Regulations 2006, which required specific information to be included in the policy.

3.3.3 The Council intends to consult widely on the reviewed Policy. The first draft has been sent to key stakeholders including:

- the Gambling Commission
- West Yorkshire Police
- West Yorkshire Fire & Rescue Service
- LCC Environmental Health Services
- LCC City Development
- Local Safeguarding Children Board
- HM Revenues and Customs
- City Development
- Leeds Initiative

as set out in Appendix 1.

3.3.4 The initial draft has now been amended to incorporate comments received from the responsible authorities. This revised draft is now before the Executive Board for further comments before commencing public consultation.

3.3.5 The public consultation will commence at the beginning of August and will run for a minimum of four weeks, as specified in the Act. The Home Office Code of Practice on Consultation specifies that a 12 week consultation is good practice. However, due to restraints imposed by the timetabling of Overview and Scrutiny Board and Executive Board, the current aim is to provide a public consultation period of 9 weeks.

3.3.6 The consultation will take the form of a single sided letter, which will detail how the Policy can be accessed. Previously, the consultation process has included a questionnaire but it is felt that this is not helpful as it directs the consultee to making specific conclusions about the policy. It is felt that leaving the commentary open will allow consultees to make their own response in a way they feel is useful to the Council. This is especially pertinent to the fact that this is a review of an existing Policy which has already undergone such a detailed and directed consultation.

3.4 Large Casino Licence

3.4.1 Members will recall that Leeds now has the ability to issue a premises licence for a large casino having successfully bid for the right. The licence will ultimately be granted to the site/operator which brings the greatest benefit to the city. The process of selecting the site and operator is a function of the Licensing Committee and not the Executive. Legislation provides that the principles which will be applied in identifying which bid brings the greatest benefit should be set out in the Statement of Licensing Policy. Members will note that the current draft policy contains no provisions on this at present. This is due to the fact that central government is still finalizing regulations on the new casinos. These will affect the nature of the bids that may be submitted. It is therefore considered appropriate to revise the policy again in 2010 to incorporate provisions relating to the licensing process for the large casino when these regulations are finalised.

4.0 Implications for council policy and governance

- 4.1 Due to the strict time frame, it will be necessary to call a meeting of Full Council in December of this year in order to approve the final Statement of Gambling Policy.
- 4.2 Approval must follow Budgetary and Policy Framework Rules as set out in the Constitution. The revised Policy must be taken into account when making decisions on applications for gambling Premises Licences and permits.

5.0 Legal and resource implications

- 5.1 At the initial implementation of the Gambling Act 2005, additional legal support, both to the Committee and Entertainment Licensing Section, was provided, and also a review of the then existing resources within the Entertainment Licensing Section was also undertaken. No further resources are therefore required.

6.0 Recommendations

- 6.1 Members are requested to:
 - 6.1.1 Note the methodology and timeframe for the adoption of the gambling policy.
 - 6.1.2 To refer the draft Policy to Full Council for Members to comment on the draft as part of the initial consultation process with stakeholders.
 - 6.1.3 Authorise the Assistant Chief Executive (Corporate Governance) to undertake public consultation as outline in the report and
 - 6.1.4 Refer the revised policy and the results of any subsequent consultations on the draft policy to Overview and Scrutiny Committee, and request that Scrutiny report back to the Executive Board on the 9th December 09.

Background Papers.

The Gambling Act 2005
The Gambling Commission's Guidance to Licensing Authorities.
The Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales)
Regulations 2006

Interim Consultation Report

Statement of Licensing Policy 2010 – 2013

Gambling Act 2005



Leeds
CITY COUNCIL

Executive Summary

This report details the findings of the initial consultation on Leeds City Council's Gambling Act 2005 Statement of Licensing Policy.

The Draft Policy was circulated amongst the responsible authorities and other interested parties on 28th April 2009 and four weeks were provided for responses. Two responses were received, from West Yorkshire Police and Social Services.

A second draft of the policy was produced.

The Policy will now be presented to Executive Board on 17th June 2009. The Executive Board may present the policy for full debate at full Council on 15th July 2009.

The public consultation is likely to take place between 3rd August and 2nd October which is a nine week consultation period. Officers will analyse the consultation responses and produce a final draft.

It will be presented to Scrutiny and Overview Board on 2nd November, Executive Board on 9th December and full Council in either late December or January.

The final Statement of Licensing Policy must be published by 31st January 2010.

Introduction

The Gambling Act 2005 (the Act) created a new system of licensing and regulation for commercial gambling in Great Britain. Within this regime local authorities were appointed as Licensing Authorities and became responsible for issuing premises licences to gambling premises such as casinos, bookmakers and amusement arcades. Under the Act the Licensing Authority must publish a Statement of Principles which shows how it will exercise its functions under the Act. Leeds City Council's Statement of Licensing Policy for the Gambling Act 2005 was consulted upon in 2006 and was published in January 2007.

Licensing authorities are required to review and republish their Statement of Principles every three years.

Background Information

The Gambling Act 2005 completely overhauled the regulation of commercial gambling in Great Britain and gave effect to the governments proposals to reform and modernise the law on gambling. Within the new regime the Gambling Commission became the national gambling regulator. The commission is responsible for granting operating and personal licences for commercial gambling operators and personnel working in the industry. The Act set out different types of operating licence that cover the full range of commercial gambling activities conducted in Great Britain. It also made provision for the Commission to have powers of entry and inspection to regulate gambling, with safeguards for those subject to the powers.

As part of this licensing framework, licensing authorities have the power to license gambling premises within their area, as well as undertaking functions in relation to lower stake gaming machines and clubs and miners' welfare institutes. The Act also provides for a system of temporary use notices. These authorise premises that are not licensed generally for gambling purposes to be used for certain types of gambling, for limited periods. This would for example allow a gambling operator to set up a temporary casino in a hotel.

One of the key control measures within this framework is that if an operator wishes to provide gambling at a certain premises they must first apply for the requisite operators licence and personal licences from the Gambling Commission before they can approach the council for a premises licence. In this way the Gambling Commission is able to screen applicants and organisations to ensure they have the correct credentials to operate gambling premises. Local authorities can only determine licensing applications once they are notified that the applicant has secured the necessary licences from the Gambling Commission.

The licensing objectives

The Act sets out three licensing objectives which underpin the Act:

- preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime
- ensuring that gambling is conducted in a fair and open way
- protecting children and other vulnerable persons from being harmed or exploited by gambling.

Purpose of the Statement of Gambling Policy

Under the Act each licensing authority must prepare a Statement of Gambling Policy which outlines how the authority will seek to promote the licensing objectives and on what basis the authority will arrive at its decision making. This allows gambling businesses to prepare applications in a manner which reflects the requirements of the policy and also helps the public to clarify how the authority is approaching its licensing duties. The gambling policy fulfils a similar role to that of the Statement of Licensing Policy. A policy must be published at least every three years however amendments can be made during this time as long as those elements which are being changed are consulted upon.

Purpose of the consultation

The consultation methodology has been designed to provide a wide selection of the Leeds population with the opportunity to comment on the revised content and suggested control measures detailed in the draft policy. In addition similar thoughts were sought from the responsible authorities as well as a list of identified stakeholders such as organisations concerned with the social impact of gambling, faith groups, national bodies representing the gambling trade, plus representatives of local businesses.

Consultation methodology

The following activities have commenced:

- An initial first draft of the policy has been produced in consultation with licensing officers and legal services.
- This draft has circulated amongst the responsible authorities for comment.
- Comments were received from West Yorkshire Police and Safeguarding Children Board.
- These comments were incorporated into the second draft.

The following activities are planned:

- The second draft is to be presented to full Council for debate and comment in July 2009.
- These comments will be evaluated and incorporated into a final draft.
- The public consultation will commence at the beginning of August and will run for a minimum of four weeks, as specified in the Act. The Home Office Code of Practice on Consultation specifies that a 12 week consultation is good practice. However, due to restraints imposed by the timetabling of Overview and Scrutiny Board and Executive Board, the current aim is to provide a public consultation period of 9 weeks.
- The draft policy and a summary of changes will be uploaded to a webpage on the Leeds City Council website. A news item will appear on the homepage on the first day of the consultation. This news item will remain on the homepage for the first two weeks of the consultation and will be reposted to the website for the latter stages of the consultation.
- A full colour poster will be sent to all libraries, one stop centres and leisure centres in the district.
- Members will be sent a copy of the policy along with the summary of changes.

- A mailshot will be sent out to an extensive list of identified stakeholders. This will include existing licence holders, national trade associations, responsible authorities, organisations concerned with the social impact of gambling, MPs, parish councils, and faith groups to name just a few.
- A full colour advert appeared will appear in Yorkshire Evening Post and Leeds Weekly News advertising the consultation.
- A press release will be issued by the press office advertising the consultation.

Breakdown of consultation replies

First draft - officer comments

A series of meetings were held between officers from Entertainment Licensing and Legal Services. The main changes to the policy included changes in tenses which were necessary because information has been published by the Gambling Commission since the first publication of the policy.

It was decided to incorporate the Statement of Principles for Unlicensed Family Entertainment Centres and Prize Gaming Permits, which had been a separate document. The requirements placed on those permit holders were simplified to reflect the low risk nature of this gambling activity.

Officers removed the section F which related to the Large Casino bid. This section will be incorporated at Section 16 once the Project Board and Advisory Panel have been formed and the contents decided upon. This section will be consulted upon separately at a later stage.

A full list of changes is provided at the end of this document.

First draft - consultation with Responsible Authorities

The First Draft of the policy was circulated on the 28th April 2009 to:

1. Ian Clegg, West Yorkshire Fire and Rescue Service, District Fire Officer
2. Kathy Kudelnizky, Leeds Initiative
3. Rowena Hall, City Development
4. Steve Speak, City Development
5. HM Revenues and Customs, National Registration Unit
6. Brian Kenny, Environmental Health Services
7. Robert Patterson, West Yorkshire Police
8. Gambling Commission, Birmingham
9. Rosemary Archer, Leeds Safe Guarding Children Board

The consultees were asked to provide responses by the 22nd May 2009. Two responses were received.

West Yorkshire Police

A response from Bob Patterson from West Yorkshire Police highlighted an omission in Appendix 1 relating to the registered clubs and commercial clubs and their gaming machine entitlement. As this table was lifted directly from the Gambling Commission Guidance, it was established that the explanatory paragraph had been omitted. The following paragraph was inserted:

“It should be noted that Member’s Clubs and Miner’s Welfare Institutes are entitled to site a total of three machines in categories B3A to D but only one B3A machine can be sited as part of this entitlement. Commercial Clubs are entitled to a total of three machines in categories B4 to D.”

Safeguarding Children’s Board

A response from Rosemary Archer was received which made the following comments:

“Since the Policy makes reference to 'child / children' it may be useful to give a definition, could use the 89 Children Act ie someone who has not yet reached their 18th birthday. This may mean that some of the guidance points may need to change since refers to children being accompanied by an adult. / will not be admitted to bingo premises unless accompanied by an adult etc. In addition I am not sure if the Gambling Act makes any distinction as to the age of a child ie over 16yrs, age at which a person can enter 'licensed premises' etc.

Since the LSCB is identified as a 'Responsible Authority' it may be useful to make reference to the Board's procedures namely 'West Yorkshire Consortium Procedures Manual' at www.procedures.leedslscb.org.uk This could be then used as a point of reference, a guide for good practice, an explanation of definitions - 'harm' and the mechanism by which to make a referral to Social Care etc

Sec 8 - Exchange of Information - not sure which organisations are listed in Sch 6 of the Act but similarly the Board's procedures also give guidance as the responsibilities for organisations re the exchange of information regarding the welfare of a child

Sec 13.10 - Location - with regard to the first bullet point it may be worth identifying premises that provide services to children and or young people ie a school rather than just identifying 'schools'

Sec 22.6 - Regular and prolonged contact with children - may need to revisit the sentence that confirms that applicants may wish to consider performing a CRB check if the criteria is where 'staff that may be in regular and prolonged contact with children and vulnerable people'

Sec 24.7 - See above re need to CRB check staff with 'regular and prolonged contact with children and vulnerable people'

Section ' Protection of vulnerable people'

I can see the difficulty in regards to the definition of a vulnerable person, but if safeguarding adults is **everyone's business** then should we not be using what we have already in existence regardless of it's obvious flaws.

The document does not provide adequate description of the people who may be affected e.g. people with learning disabilities, autism, aspergers etc are at risk but appear to be included in a generic category of mental impairment which may be misunderstood by those who do not have a background in Social Care. Training mentions requirements to identify people who are gambling too much or too long, but how many staff will receive training in regard to specific groups of people who are or may be vulnerable, and how the training links together to provide a suitable safeguard for people at risk.

The document does not mention anything at all about Leeds Safeguarding Adults policies and procedures, training and support etc and neither is there any mention of an understanding of how people may be exploited both financially and psychologically and the possibility of support staff or family involvement in this.”

A meeting was held between Entertainment Licensing and Adult Social Care specifically to discuss the issue of vulnerable adults. This is a difficult subject because the Gambling

Commission has declined to provide a definition for this term. The section was rewritten following this meeting as follows:

Original Text

Protection of children and other vulnerable persons from being harmed or exploited by gambling

Protection of children

- 12.1 This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.
- 12.2 This council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.
- 12.3 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

Protection of vulnerable people

- 12.4 As regards the term "vulnerable persons", the council is not seeking to offer a definition but will, for regulatory purposes assume that this group includes people who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs. The council will consider this licensing objective on a case by case basis having regard to any guidance issued by the Gambling Commission. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.
- 12.5 While the council acknowledges that it may be difficult for gambling premises staff to identify vulnerable persons, (especially in the case of persons who may have a mental illness) in the first instance the council would expect staff members to try and maintain an awareness of how much (e.g. how long) customers are gambling. If it is perceived that any particular persons may be gambling excessively or are showing other obvious signs of being unwell then further investigation should follow to try and identify if the person may fall within the category of vulnerable.
- 12.6 The council will familiarise itself with operator licence conditions related to this objective which may include a requirement for operators to provide information to their customers on how to gamble responsibly and how to access information about problem gambling. The council will communicate any concerns to the Gambling Commission about any absence of this required information.
- 12.7 Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:
- leaflets offering assistance to problem gamblers should be available on

gambling premises in a location that is both prominent and discreet, such as toilets

- training for staff members which focuses on building an employee's ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)
- trained personnel for the purpose of identifying and providing support to vulnerable persons
- self exclusion schemes
- stickers or notices on gaming machines to identify the stakes/prizes
- operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people
- Fixed Odds Betting Terminals should clearly display the odds
- positioning of ATM machines
- stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines
- windows, entrances and advertisements to be positioned or designed not to entice passers by.

12.8 The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.

Amended text:

12.1 This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.

12.2 The Act provides the following definition for child and young adult in Section 45:

Meaning of "child" and "young person"

(1) In this Act "child" means an individual who is less than 16 years old.

(2) In this Act "young person" means an individual who is not a child but who is less than 18 years old.

For the purpose of this section protection of children will encompass both child and young person as defined by the Act.

12.3 The council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.

12.4 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

[Protection of vulnerable people](#)

12.5 The council is aware of the difficulty in defining the term "vulnerable person".

12.6 The Gambling Commission, in its Guidance to Local Authorities, does not seek to offer a definition for the term “vulnerable people” but will, for regulatory purposes assume that this group includes people:

“who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs.”

12.7 The Department of Health document “No Secrets” offers a definition of a vulnerable adult as a person:

“who is or may be in need of community care services by reason of mental or other disability, age or illness; and who is or may be unable to take care of him or herself, or unable to protect him or herself against significant harm or exploitation.”

12.8 In the case of premises licences the council is aware of the extensive requirements set out for operators in the Gambling Commissions Code of Practice. In this document the Gambling Commission clearly describe the policies and procedures that operators should put in place regarding:

- Combating problem gambling
- Access to gambling by children and young persons
- Information on how to gamble responsibly and help for problem gamblers
- Customer interaction
- Self exclusion
- Employment of children and young persons

12.9 All applicants should familiarise themselves with the operator licence conditions and codes of practice relating to this objective and determine if these policies and procedures are appropriate in their circumstances. The council will communicate any concerns to the Gambling Commission about any absence of this required information.

12.10 Applicants may also like to make reference to Leeds Safeguarding Adults Partnership document entitled “Leeds Multi Agency Safeguarding Adults Policies and Procedures” which provides extensive guidance on identifying vulnerable people and what can be done to reduce risk for this group. This document can be accessed via <http://www.leedssafeguardingadults.org.uk>

12.10 Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:

- leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets
- training for staff members which focuses on building an employee’s ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)
- trained personnel for the purpose of identifying and providing support to vulnerable persons
- self exclusion schemes
- stickers or notices on gaming machines to identify the stakes/prizes
- operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people
- Fixed Odds Betting Terminals should clearly display the odds

- positioning of ATM machines
- stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines
- windows, entrances and advertisements to be positioned or designed not to entice passers by.

It should be noted that some of these measures form part of the mandatory conditions placed on premises licences.

12.11 The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.

Other amendments were made to the policy in line with the consultation response and these are detailed at the end of this document.

Next Steps

The Policy will now be presented to Executive Board on 17th June 2009. The Executive Board may decide to present the policy for full debate at full Council on 15th July 2009.

The public consultation is likely to take place between 3rd August and 2nd October which is a nine week consultation period. Officers will analyse the consultation responses and produce a final draft.

It will be presented to Scrutiny and Overview Board on 2nd November, Executive Board on 9th December and full Council in either late December or January.

CHANGE DOCUMENT

Document Title: Gambling Act 2005 Statement of Licensing Policy Review

Revision: First Draft – Version 2

Revision date: 27/04/09

Contact for enquiries: Sue Holden ext: 51863

Part	Current	Part	Change to
Executive Summary			
Insert			
1. The licensing objectives			
No major changes			
2. The Leeds district			
No major changes			
3. The purpose of the Gambling Act 2005 – Statement of Licensing Policy			
3.2	<p>Leeds City Council consulted widely upon this policy statement before finalising and publishing it. A list of the persons we consulted is provided below:</p> <ul style="list-style-type: none"> • West Yorkshire Police • the Local Safeguarding Children Board • representatives of local businesses (including Leeds Chamber of Commerce and the Federation of Small Businesses) • members of the public • the Gambling Commission 	3.2	<p>Leeds City Council consulted widely upon this policy statement before finalising and publishing it. A list of the persons we consulted is provided below:</p> <ul style="list-style-type: none"> • West Yorkshire Police • the Local Safeguarding Children Board • representatives of local businesses (including Leeds Chamber of Commerce and the Federation of Small Businesses) • members of the public • the Gambling Commission

	<ul style="list-style-type: none"> • community representatives • town councils in the district • parish councils in the district • local Members of Parliament • national bodies representing the gambling trade • national charities concerned with the social impact of gambling • other charities offering support to alcohol and drugs users • representatives of existing licence holders • Yorkshire Forward (the regional development agency) • Yorkshire Culture • Leeds Citizens Advice Bureau • Primary Care Trusts • Her Majesty's Revenue and Customs • West Yorkshire Fire and Rescue Service • Faith Groups within the Leeds district • Department of Neighbourhoods & Housing, Environmental Health Services • Leeds City Council Development Department 		<ul style="list-style-type: none"> • community representatives • town/parish councils in the district • Area Committees • local Members of Parliament • national bodies representing the gambling trade • national charities concerned with the social impact of gambling • other charities offering support to alcohol and drugs users • representatives of existing licence holders • Yorkshire Forward (the regional development agency) • Yorkshire Culture • Leeds Citizens Advice Bureau • Primary Care Trusts • Her Majesty's Revenue and Customs • West Yorkshire Fire and Rescue Service • Faith Groups within the Leeds district • Department of Neighbourhoods & Housing, Environmental Health Services • Leeds City Council Development Department • Leeds Initiative
3.3	The consultation took place between June and September 2006 and followed the Cabinet Officer code of practice on consultations published in April 2004. This document is available from the Cabinet Office website at: www.cabinetoffice.gov.uk	3.3	The consultation took place between May and July 2009 and followed the Better Regulation Executive Code of Practice on Consultation published in July 2008 and available from their website: www.bre.brr.gov.uk
3.5	The policy was approved at a meeting of the Full Council on 13 th December 2006.	3.5	The policy was approved at a meeting of the Full Council on xxth December 2009 (insert date after adoption).
4. The licensing framework			
No major changes			

5. Declaration

No major changes

6. Responsible authorities

6.4	The contact details of all the responsible authorities under the Gambling Act 2005 can be found in our application packs and on our website at: www.leeds.gov.uk/licensing	6.4	The contact details of all the responsible authorities under the Gambling Act 2005 are: The Gambling Commission Tel: 0121 230 6666 Victoria Square House Fax: 0121 233 1096 Victoria Square info@gamblingcommission.gov.uk Birmingham B2 4BP West Yorkshire Police T: 0113 241 4023 Robert Patterson Leeds District Licensing Officer Millgarth Police Station Leeds LS2 7HX Leeds Safe Guarding T: 0113 247 8543 Children Board administrator@leedsiscb.org.uk Merrion House 110 Merrion Centre Leeds LS2 8QB West Yorkshire Fire and T: 0113 244 0302 Rescue Service District Fire Safety Officer Leeds Fire Station Kirkstall Road Leeds LS3 1NF Leeds City Council T: 0113 247 6026 Environmental Health
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			<p>Services Millshaw Office Millshaw Park Way Churwell Leeds LS11 0LS</p> <p>HM Revenue and Customs T: 0141 555 3633 National Registration Unit nrubetting&gaming@hmrc.gsi.gov.uk Portcullis House 21 India Street Glasgow G2 4PZ</p>
7. Interested parties			
No major changes			
8. Exchange of information			
No major changes			
9. Licensing authority function			
No major changes			
10. Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime			
No major changes			
11. Ensuring that gambling is conducted in a fair and open way			
No major changes			
12. Protecting children and other vulnerable persons from being harmed or exploited by gambling			

12.1	This licensing objective means preventing children from taking part in gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children).	12.1	This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children).
12.5	The council will promote this objective by publishing information on the council website about the symptoms of problem gambling and the various support organisations which are available to help problem gamblers. These webpages will be prepared in conjunction with these support agencies. In addition the council will also distribute promotional material about these services to a variety of public buildings including all one stop centres, libraries and leisure centres.		DELETE
13. Introduction to Premises Licensing			
	INSERT	13.3	Applicants should also be aware that the Gambling Commission has issued Codes of Practice for each interest area for which they must have regard. The council will also have regard to these Codes of Practice.
13.6	An applicant cannot obtain a full premises licence until the premises in which it is proposed to offer the gambling are constructed. The Gambling Commission has advised that reference to "the premises" are to the premises in which gambling may now take place. Thus a licence to use premises for gambling will only be issued by the council in relation to premises that are ready to be used for gambling. Whether a premises is finished to a degree that it can be considered for a premises licence will always be a question of fact in the circumstances. Requiring a building to be complete ensures that the council can, if necessary, inspect it fully, as can other responsible authorities with inspection rights.	13.7	An applicant cannot obtain a full premises licence until they have the right to occupy the premises to which the application relates.

13.7	Where a premises is not yet built or is about to be altered for the purpose of providing gambling and ultimately a premises licence will be required, the applicant should in the first instance consider making an application for a provisional statement. (see section 20)	13.8	Where an applicant does not have the right to occupy a premises, the premises is still to be constructed, or the applicant expects the premises to be altered and ultimately a premises licence will be required, the applicant should in the first instance consider making an application for a provisional statement (see section 20).
		13.13	The council is aware that the Secretary of State has set mandatory conditions and default conditions which are necessary for the general good conduct of gambling premises, therefore it is unlikely that the council will need to impose individual conditions imposing a more restricted regime in relation to matters that have already been dealt with. If the council is minded to do so because there is regulatory concerns of an exceptional nature, then any additional licence conditions must relate to the licensing objectives.
13.18	The council is aware that the Secretary of State will set mandatory conditions and default conditions which are necessary for the general good conduct of gambling premises, therefore it is unlikely that the council will need to impose individual conditions imposing a more restricted regime in relation to matters that have already been dealt with. If the council is minded to do so because there is regulatory concerns of an exceptional nature, then any additional licence conditions must relate to the licensing objectives.		DELETE
14. Adult gaming centres and licensed family entertainment centres (LFECs)			
15.	Adult gaming centres and licensed family entertainment centres (LFECs)		Split into two sections: 15. Adult gaming centres 16. Licensed family entertainment centres
16. Casinos			
	INSERT	16.1	Leeds has a number of casinos which were licensed under the Gaming Act 1968, which have been subsequently converted into

			Gambling Act 2005 Converted Casino Premises Licences.
15.5	Large Casino Bid – The Act introduces three new categories of larger casino, one super/regional casino, eight large casinos and eight small casinos. Leeds City Council submitted a proposal for one large casino, to the Independent Casinos Advisory Panel (CAP). In the event that Leeds is successful in its bid to the CAP and is given consent to be able to grant a large casino licence the council will carry out a competitive bidding exercise. More information about this process can be found in Part F of this document.	16.6	Large Casino The Act introduces three new categories of larger casino; one regional casino, eight large casinos and eight small casinos. On 15 th May 2008 the Categories of Casino Regulations 2008 and the Gambling (Geographical Distribution of Large and Small Casino Premises Licences) Order 2008 were approved. This specified which Licensing Authorities could issue premises licences for both large and small casinos. Leeds City Council was one of the Licensing Authorities that was authorised to issue a large Casino Premises Licence.
	All other parts of part 16 deleted	16.7	The Council is currently putting arrangements in place to hold the competition for the Large Casino Premises Licence. The statement of principles for the large casino process will be consulted upon during 2010 with a view to run the competition at some point after that.
17. Bingo Premises			
No major changes			
18. Betting Premises			
No major changes			
19. Tracks			
No major changes			
20. Travelling Fairs			
No major changes			
21. Provisional Statements			

20.1	A provisional statement application is a process which allows a developer to examine the likelihood of whether a building which has yet to be constructed or is about to be altered for the purpose of gambling, would be granted a premises licence when the building work is complete. A provisional statement is not a licence and merely gives the holder some form of guarantee that a premises licence would be granted so the project can be started. Once works are complete a full premises licence would still be required.	21.1	A provisional statement application is a process which allows a developer to examine the likelihood of whether a building which he expects to be constructed, to be altered or to acquire a right to occupy would be granted a premises licence. A provisional statement is not a licence and merely gives the holder some form of guarantee that a premises licence would be granted so the developer can judge whether a development is worth taking forward in light of the need to obtain a premises licence. An applicant may also apply for a provisional statement for premises which already hold a premises licence (either for a different type of gambling or the same type).
22. Unlicensed family entertainment centre gaming machine permits (UFECs)			
21.3	In line with the above provision the council has prepared a 'Statement of Principles' document which explains the various issues the council will assess in order to determine the suitability of an applicant for a permit. This includes child protection issues. All applicants should review this document before submitting an application for an UFEC permit so they can tailor their application accordingly.	22.3	In line with the above provision the council has prepared a 'Statement of Principles' in relation to unlicensed family entertainment centre gaming machines as follows:
	INSERT	22.4	<p>Statement of Principles</p> <p>The council will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations.</p>
	INSERT	22.5	<p>The efficiency of such policies and procedures will each be considered on their merits, however, they may include:</p> <ul style="list-style-type: none"> • appropriate measures and training for staff as regards suspected truant children on the premises • measures and training covering how staff would deal with unsupervised very young children being on the premises • measures and training covering how staff would deal with

			<p>children causing perceived problems on or around the premises.</p> <ul style="list-style-type: none"> the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards as described PSDB leaflet 09/05 and to the satisfaction of West Yorkshire Police and the local authority. The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.
	INSERT	22.6	Applicants who provide staff to supervise these premises may wish to consider performing CRB checks on staff that may be in regular and prolonged contact with children and vulnerable people.
	INSERT	22.7	<p>The council will also expect, as per the Gambling Commission Guidance, that applicants demonstrate:</p> <ul style="list-style-type: none"> A full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs That the applicant has no relevant conviction (those that are set out in Schedule 7 of the Act), and That staff are trained to have a full understanding of the maximum stakes and prizes.
23. Gaming machine permits in alcohol licensed premises			
No major changes			
24. Prize Gaming Permits			
23.4	In line with the above provision the council has prepared a 'Statement of Principles' document which explains the various issues the council will assess in order to determine the suitability of an applicant for a permit. This includes child	24.4	In line with the above provision the council has prepared a Statement of Principles in relation to prize gaming permits as follows:

	protection issues. All applicants should review this document before submitting an application for a prize gaming permit so they can tailor their application accordingly.		
	INSERT	24.5	<p>Statement of Principles</p> <p>The council will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations.</p>
	INSERT	24.6	<p>The efficiency of such policies and procedures will each be considered on their merits, however, they may include:</p> <ul style="list-style-type: none"> • appropriate measures and training for staff as regards suspected truant children on the premises • measures and training covering how staff would deal with unsupervised very young children being on the premises • measures and training covering how staff would deal with children causing perceived problems on or around the premises. • the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards as described PSDB leaflet 09/05 and to the satisfaction of West Yorkshire Police and the local authority. The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.
	INSERT	24.7	<p>Applicants who provide staff to supervise these premises may wish to consider performing CRB checks on staff that may be in regular and prolonged contact with children and vulnerable people.</p>

	INSERT	24.8	The council will also expect, as per the Gambling Commission Guidance, that applicants demonstrate: <ul style="list-style-type: none"> • A full understanding of the maximum stakes and prizes of the gambling that is permissible • That the gaming offered is within the law.
25. Club gaming and club machine permits			
	INSERT	25.3	Clubs must have regard to the protection of children and vulnerable persons from harm or being exploited by gambling. They must provide sufficient measures to ensure that under 18 year olds do not use the adult only gaming machines. These measures may include: <ul style="list-style-type: none"> • the machines being in close proximity to the bar, or in any other area where they are capable of being adequately supervised • notices and signage • the provision of information leaflets / helpline numbers for organisations such as GamCare.
24.6	Clubs must also have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and provide sufficient measures to ensure that under 18 year olds do not use the adult only gaming machines.		DELETE
24.7	Measures which may satisfy the council that persons under 18 years old will be prevented from using the machines may include the machines being in close proximity to the bar, or in any other area where they are capable of being adequately supervised. Notices and signage may also help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets / helpline numbers for organisations such as GamCare.		DELETE
26. Temporary Use Notices			

	INSERT	26.2	Temporary Use Notices allow the use of premises for any form of equal chance gambling where those participating in the gaming are taking part in a competition which is intended to produce a single, overall winner.
27. Occasional Use Notice (for tracks)			
No major changes			
28. Small Society Lotteries			
No major changes			
29 Enforcement principles			
No major changes			
30. Reviews			
No major changes			
Large casino bid			
Entire section deleted. This information is still to be determined and will be consulted upon separately.			
Appendix 1 – Gaming Machines			
Changes include addition of additional category D machine examples.			
Appendix 2 - Glossary			
Additional definitions for additional category D machine examples, i.e. Penny pushers.			

CHANGE DOCUMENT

Document Title: Gambling Act 2005 Statement of Licensing Policy Review

Revision: Second draft

Revision date: 05/06/09

Contact for enquiries: Sue Holden ext: 51863

Part	Current	Part	Change to
6.3	In accordance with the regulations the council designates the Local Safeguarding Children Board for this purpose.	6.3	In accordance with the regulations the council designates the Local Safeguarding Children Board for this purpose. Leeds Safeguarding Children Board have produced a "West Yorkshire Consortium Procedures Manual which can be found at http://www.procedures.leedslscb.org.uk . Applicants may find this manual useful as a point of reference, a guide for good practice and the mechanism by which to make a referral to Social Care etc, when producing their own policies and procedures in relation to the objective of protection of children and vulnerable people.
9.1	<p>Licensing authorities are responsible under the Act for:</p> <ul style="list-style-type: none"> • licensing premises where gambling activities are to take place by issuing premises licences • issuing provisional statements • regulating members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits • issuing Club Machine Permits to commercial clubs • granting permits for the use of certain lower stake gaming machines at Unlicensed Family Entertainment Centres • receiving notifications from alcohol licensed premises (under the Licensing Act 2003) of the 	9.1	<p>Licensing authorities are responsible under the Act for:</p> <ul style="list-style-type: none"> • licensing premises where gambling activities are to take place by issuing premises licences • issuing provisional statements • regulating members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits • issuing Club Machine Permits to commercial clubs • granting permits for the use of certain lower stake gaming machines at Unlicensed Family Entertainment Centres • receiving notifications from alcohol licensed premises (under the Licensing Act 2003) of the use of two or less

	<ul style="list-style-type: none"> • use of two or less gaming machines • granting Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where more than two machines are required • registering small society lotteries below prescribed thresholds • issuing Prize Gaming Permits • receiving and endorsing Temporary Use Notices • receiving Occasional Use Notices (for tracks) • providing information to the Gambling Commission regarding details of licences issued (see section above on 'Exchange of information') • maintaining registers of the permits and licences that are issued under these functions. 		<ul style="list-style-type: none"> • gaming machines • issuing Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where more than two machines are required • registering small society lotteries below prescribed thresholds • issuing Prize Gaming Permits • receiving and endorsing Temporary Use Notices • receiving Occasional Use Notices (for tracks) • providing information to the Gambling Commission regarding details of licences issued (see section above on 'Exchange of information') • maintaining registers of the permits and licences that are issued under these functions.
12.1	<p>This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.</p>	12.1	<p>This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.</p>
	INSERT	12.2	<p>The Act provides the following definition for child and young adult in Section 45:</p> <p>Meaning of "child" and "young person"</p> <p>(3) In this Act "child" means an individual who is less than 16 years old.</p> <p>(4) In this Act "young person" means an individual who is not a child but who is less than 18 years old.</p>

			For the purpose of this section protection of children will encompass both child and young person as defined by the Act.
12.2	This council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.	12.3	The council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.
12.3	Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.	12.4	Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.
12.4	<p>Protection of vulnerable people</p> <p>As regards the term “vulnerable persons”, the council is not seeking to offer a definition but will, for regulatory purposes assume that this group includes people who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs. The council will consider this licensing objective on a case by case basis having regard to any guidance issued by the Gambling Commission. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.</p>	12.5	<p>Protection of vulnerable people</p> <p>The council is aware of the difficulty in defining the term “vulnerable person”.</p>
12.5	While the council acknowledges that it may be difficult for gambling premises staff to identify vulnerable persons, (especially in the case of persons who may have a mental illness) in the first instance the council would expect staff members to try and maintain an awareness of how much (e.g. how long) customers are gambling. If it is perceived that any particular persons may be gambling excessively or		DELETE

	are showing other obvious signs of being unwell then further investigation should follow to try and identify if the person may fall within the category of vulnerable.		
12.6	The council will familiarise itself with operator licence conditions related to this objective which may include a requirement for operators to provide information to their customers on how to gamble responsibly and how to access information about problem gambling. The council will communicate any concerns to the Gambling Commission about any absence of this required information.		DELETE
	INSERT	12.6	The Gambling Commission, in its Guidance to Local Authorities, does not seek to offer a definition for the term “vulnerable people” but will, for regulatory purposes assume that this group includes people: “who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs.”
	INSERT	12.7	The Department of Health document “No Secrets” offers a definition of a vulnerable adult as a person: “who is or may be in need of community care services by reason of mental or other disability, age or illness; and who is or may be unable to take care of him or herself, or unable to protect him or herself against significant harm or exploitation.”
	INSERT	12.8	In the case of premises licences the council is aware of the extensive requirements set out for operators in the Gambling Commissions Code of Practice. In this document the Gambling Commission clearly describe the policies and procedures that

			<p>operators should put in place regarding:</p> <ul style="list-style-type: none"> • Combating problem gambling • Access to gambling by children and young persons • Information on how to gambling responsibly and help for problem gamblers • Customer interaction • Self exclusion • Employment of children and young persons
	INSERT	12.9	All applicants should familiarise themselves with the operator licence conditions and codes of practice relating to this objective and determine if these policies and procedures are appropriate in their circumstances. The council will communicate any concerns to the Gambling Commission about any absence of this required information.
	INSERT	12.10	Applicants may also like to make reference to Leeds Safeguarding Adults Partnership document entitled "Leeds Multi Agency Safeguarding Adults Policies and Procedures" which provides extensive guidance on identifying vulnerable people and what can be done to reduce risk for this group. This document can be accessed via http://www.leedssafeguardingadults.org.uk
12.7	<p>Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:</p> <ul style="list-style-type: none"> • leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets • training for staff members which focuses on building an employee's ability to maintain a sense of awareness of how much (e.g. how long) 	12.11	<p>Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:</p> <ul style="list-style-type: none"> • leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets • training for staff members which focuses on building an employee's ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)

	<p>customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)</p> <ul style="list-style-type: none"> • trained personnel for the purpose of identifying and providing support to vulnerable persons • self exclusion schemes • stickers or notices on gaming machines to identify the stakes/prizes • operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people • Fixed Odds Betting Terminals should clearly display the odds • positioning of ATM machines • stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines • windows, entrances and advertisements to be positioned or designed not to entice passers by. 		<ul style="list-style-type: none"> • trained personnel for the purpose of identifying and providing support to vulnerable persons • self exclusion schemes • stickers or notices on gaming machines to identify the stakes/prizes • operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people • Fixed Odds Betting Terminals should clearly display the odds • positioning of ATM machines • stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines • windows, entrances and advertisements to be positioned or designed not to entice passers by. <p>It should be noted that some of these measures form part of the mandatory conditions placed on premises licences.</p>
12.8	The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.	12.12	The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.
13.10	<p>With regards to these objectives it is the council's policy, upon receipt of any relevant representations to look at specific location issues including:</p> <ul style="list-style-type: none"> • the possible impact a gambling premises may have on any schools or vulnerable adult centres in the area • the possible impact a gambling premises may have on residential areas where there may be a high concentration of families with children • the size of the premises and the nature of the 	13.10	<p>With regards to these objectives it is the council's policy, upon receipt of any relevant representations to look at specific location issues including:</p> <ul style="list-style-type: none"> • the possible impact a gambling premises may have on any premises that provide services to children or young people, i.e. a school, or vulnerable adult centres in the area • the possible impact a gambling premises may have on residential areas where there may be a high concentration of families with children

	<ul style="list-style-type: none"> activities taking place any levels of organised crime in the area. <p>The council will need to be satisfied that there is sufficient evidence that the particular location of the premises would be harmful to the licensing objectives. Such evidence may be used to inform the decision the council makes about whether to grant the licence, to grant the licence with special conditions or to refuse the application.</p>		<ul style="list-style-type: none"> the size of the premises and the nature of the activities taking place any levels of organised crime in the area. <p>The council will need to be satisfied that there is sufficient evidence that the particular location of the premises would be harmful to the licensing objectives. Such evidence may be used to inform the decision the council makes about whether to grant the licence, to grant the licence with special conditions or to refuse the application.</p>
22.6	Applicants who provide staff to supervise these premises may wish to consider performing CRB checks on staff that may be in regular and prolonged contact with children and vulnerable people.	22.6	Due to the nature of these premises, which are attractive to children, applicants who employ staff to supervise the premises should consult with the Independent Safeguarding Authority to determine if their staff need to be CRB checked.
24.7	Applicants who provide staff to supervise these premises may wish to consider performing CRB checks on staff that may be in regular and prolonged contact with children and vulnerable people.	24.7	Due to the nature of these premises, which are attractive to children, applicants who employ staff to supervise the premises should consult with the Independent Safeguarding Authority to determine if their staff need to be CRB checked.
Appendix 1 Gaming Machines			
	INSERT		It should be noted that member's clubs and miner's welfare institutes are entitled to site a total of three machines in categories B3A to D but only one B3A machine can be sited as part of this entitlement. Commercial clubs are entitled to a total of three machines in categories B4 to D.

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Statement of Licensing Policy 2010 – 2013

Gambling Act 2005

Further copies of this document can be obtained from:

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Executive		
Overview & Scrutiny		
Full Council		

Please note:
 The information contained within this document can be made available in different languages and formats including Braille, large print and audio cassette.

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Executive Summary

The Gambling Act 2005 obtained Royal Assent 2005 and came into effect in 2007.

Under Section 349 of the Gambling Act 2005 the Licensing Authority is required to prepare a statement of principles that they propose to apply in exercising their functions under this Act. This process is to be repeated every three years from 31st January 2007.

The consultation process is laid out clearly in the Gambling Act 2005, the Gambling Act 2005 (Licensing Authority Policy Statement)(England and Wales) Regulations 2006 and the Guidance to Licensing Authorities issued by the Gambling Commission.

The purpose of the Statement of Licensing Policy is to set out the principles that the Council propose to apply when determining licences, permits and registrations under the Gambling Act 2005.

Any decision taken by the Council in regard to determination of licences, permits and registrations should promote the licensing objectives which are:

- Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime.
- Ensuring that gambling is conducted in a fair and open way
- Protecting children and other vulnerable persons from being harmed or exploited by gambling

The principles to be applied specifically to the determination of premises licence applications include definition of premises, location, duplication with other regulatory regimes, conditions, door supervision. The policy also specifically mentions adult gaming centres, family entertainment centres, casinos, bingo premises, betting premises, tracks and travelling fairs.

The council has the ability to issue permits for prize gaming and unlicensed family entertainment centres. The council is able to specify the information it requires as part of the application process which will aid determination and this information is described in this Policy.

Club gaming and club machine permits are also issued by the council. The process for this is described, along with other processes specified in the legislation for example temporary use notices, occasional use notices and small society lotteries.

Enforcement of the legislation is a requirement of the Act that is undertaken by the council in conjunction with the Gambling Commission. The policy describes the council's enforcement principles and the principles underpinning the right of review.

The policy has two appendices, one describing the stakes and prizes which determine the category of a gaming machine and a glossary of terms.

1. The licensing objectives

- 1.1 Under the Gambling Act 2005 (the Act) Leeds City Council is the licensing authority for the Leeds district and licences premises for gambling activities as well as granting various other gambling permits. In this document unless otherwise stated any references to the council are to the Leeds Licensing Authority.
- 1.2 The council will carry out its functions under the Act with a view to promoting the three licensing objectives set out at Section 1 of the Act. The licensing objectives are:
 - preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime
 - ensuring that gambling is conducted in a fair and open way
 - protecting children and other vulnerable persons from being harmed or exploited by gambling.
- 1.3 More information can be found about how the council will promote the licensing objectives in Part B and C of this document.
- 1.4 The council will also follow any regulations and statutory guidance issued in accordance with the Act and have regard to any codes of practice issued by the national gambling regulator, the Gambling Commission.
- 1.5 The council is aware that in making decisions about premises licences it should aim to permit the use of premises for gambling in so far as it thinks it is:
 - in accordance with any relevant code of practice issued by the Gambling Commission
 - in accordance with any relevant guidance issued by the Gambling Commission
 - reasonably consistent with the licensing objectives and
 - in accordance with this document.

2. The Leeds district

- 2.1 Leeds City Council has sought to establish Leeds as a major European city and cultural and social centre. It is the second largest metropolitan district in England and has a population of 2.2 million people living within 30 minutes drive of the city centre.
- 2.2 The Leeds metropolitan district extends over 562 square kilometres (217 square miles) and has a population of 715,000 (taken from the 2001 census). It includes the city centre and the urban areas that surround it, the more rural outer suburbs and several towns, all with their very different identities. Two-thirds of the district is greenbelt (open land with restrictive building), and there is beautiful countryside within easy reach of the city.
- 2.3 Over recent years Leeds has experienced significant levels of growth in entertainment use within the City coupled with a significant increase in residential development. The close proximity of a range of land uses and the creation of mixed-use schemes has many benefits including the creation of a vibrant 24-hour city. Leeds City Council has a policy promoting mixed use development including residential and evening uses throughout the city centre.
- 2.4 Leeds has strong artistic and sporting traditions and has the best attended free outdoor festivals in the country. The success of arts and heritage organisations including the Grand Theatre, West Yorkshire Playhouse, Opera North, Northern Ballet Theatre, Phoenix Dance Theatre, Harewood House and the Henry Moore Institute, has helped to

attract other major arts and heritage investments such as the award winning Royal Armouries and the Thackray Medical Museum. The city also boasts a wealth of community based sports, heritage and recreational facilities. There is a vibrant voluntary sector including thousands of groups and societies.

2.5 Leeds is a city with many cultures, languages, races and faiths. A wide range of minority groups including Black Caribbean, Indian, Pakistani, Irish and Chinese as well as many other smaller communities make up almost 11% of the city population.

2.6 The Vision for Leeds 2004 - 2020 published by the Leeds Initiative, as the city's strategic partnership group, indicates that Leeds is now one of Britain's most successful cities. It boasts:

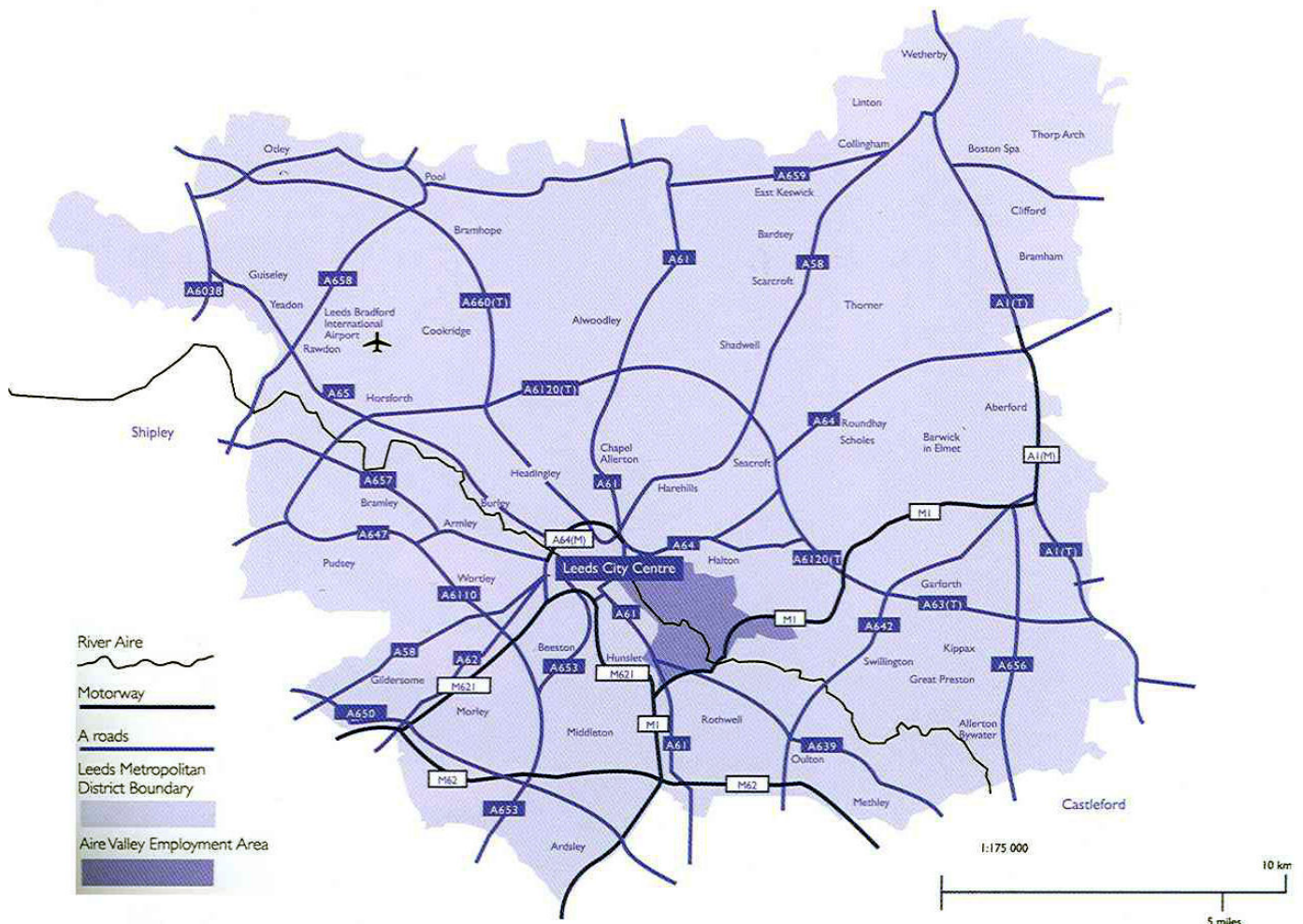
- a thriving economy
- a vibrant city centre
- a leading centre of learning, knowledge and research
- a recognised regional capital
- a positive image
- a reputation for environmental excellence
- a wide range of cultural facilities
- a rich mix of cultures and communities.

2.7 The Vision for Leeds 2004-2020 has three main aims:

- going up a league as a city - making Leeds an internationally competitive city, the best place in the country to live, work and learn, with a high quality of life for everyone
- narrowing the gap between the most disadvantaged people and communities and the rest of the city
- developing Leeds' role as the regional capital contributing to the national economy as a competitive European city, supporting and supported by a region that is becoming increasingly prosperous.

2.8 This statement of licensing policy seeks to promote the licensing objectives within the overall context of the three aims set out in The Vision for Leeds 2004-2020.

2.9 Leeds metropolitan district



3. The purpose of the Gambling Act 2005 – Statement of Licensing Policy

3.1 Licensing authorities are required by the Gambling Act 2005 to publish a statement of the principles which they propose to apply when exercising their functions under the Act. This document fulfils this requirement. Such statement must be published at least every three years. The statement can also be reviewed from "time to time" and any amendments must be consulted upon. The statement must then be re-published.

3.2 Leeds City Council consulted widely upon this policy statement before finalising and publishing it. A list of the persons we consulted is provided below:

- West Yorkshire Police
- the Local Safeguarding Children Board
- representatives of local businesses (including Leeds Chamber of Commerce and the Federation of Small Businesses)
- members of the public
- the Gambling Commission
- community representatives
- town/parish councils in the district
- Area Committees
- local Members of Parliament
- national bodies representing the gambling trade
- national charities concerned with the social impact of gambling
- other charities offering support to alcohol and drugs users

- representatives of existing licence holders
- Yorkshire Forward (the regional development agency)
- Yorkshire Culture
- Leeds Citizens Advice Bureau
- Primary Care Trusts
- Her Majesty's Revenue and Customs
- West Yorkshire Fire and Rescue Service
- Faith Groups within the Leeds district
- Department of Neighbourhoods & Housing, Environmental Health Services
- Leeds City Council Development Department
- Leeds Initiative

3.3 The consultation took place between August and October 2009 and followed the Better Regulation Executive Code of Practice on Consultation published in July 2008 and available from their website:

www.bre.brr.gov.uk

3.4 A copy of the consultation report containing a summary of the comments received and the consideration by the council of those comments is available on request.

3.5 The policy was approved at a meeting of the Full Council on xxx December 2009.

4. The licensing framework

4.1 The Gambling Act 2005 brings about changes to the way that gambling is administered in the United Kingdom. The Gambling Commission is the national gambling regulator and has a lead role in working with central government and local authorities to regulate gambling activity.

4.2 The Gambling Commission issues operators licences and personal licences. Any operator wishing to provide gambling at a certain premises must have applied for the requisite personal licence and operators licence before they can approach the council for a premises licence. In this way the Gambling Commission is able to screen applicants and organisations to ensure they have the correct credentials to operate gambling premises. The council's role is to ensure premises are suitable for providing gambling in line with the three licensing objectives and any codes of practice issued by the Gambling Commission. The council also issues various permits and notices to regulate smaller scale and or ad hoc gambling in various other locations such as pubs, clubs and hotels.

4.3 The council does not licence large society lotteries or remote gambling through websites. These areas fall to the Gambling Commission. The National Lottery is not licensed by the Gambling Act 2005 and continues to be regulated by the National Lottery Commission under the National Lottery Act 1993.

5. Declaration

5.1 This statement of licensing policy will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence, as each will be considered on its own merits and according to the statutory requirements of the Gambling Act 2005.

5.2 In producing this document, the council declares that it has had regard to the licensing objectives of the Gambling Act 2005, the guidance issued by the Gambling Commission, and any responses from those consulted on the policy statement.

6. Responsible authorities

- 6.1 The Act empowers certain agencies to act as responsible authorities so that they can employ their particular area of expertise to help promote the licensing objectives. Responsible authorities are able to make representations about licence applications, or apply for a review of an existing licence. Responsible authorities will also offer advice and guidance to applicants.
- 6.2 The council is required by regulations to state the principles it will apply to designate, in writing, a body which is competent to advise the authority about the protection of children from harm. The principles are:
- the need for the body to be responsible for an area covering the whole of the licensing authority's area
 - the need for the body to be answerable to democratically elected persons, rather than any particular vested interest group etc.
- 6.3 In accordance with the regulations the council designates the Local Safeguarding Children Board for this purpose. Leeds Safeguarding Children Board have produced a "West Yorkshire Consortium Procedures Manual which can be found at <http://www.procedures.leedslscb.org.uk>. Applicants may find this manual useful as a point of reference, a guide for good practice and the mechanism by which to make a referral to Social Care etc, when producing their own policies and procedures in relation to the objective of protection of children and vulnerable people.
- 6.4 The contact details of all the responsible authorities under the Gambling Act 2005 are:

The Gambling Commission
Victoria Square House
Victoria Square
Birmingham
B2 4BP

Tel: 0121 230 6666
Fax: 0121 233 1096
info@gamblingcommission.gov.uk

West Yorkshire Police
Robert Patterson
Leeds District Licensing Officer
Millgarth Police Station
Leeds
LS2 7HX

T: 0113 241 4023

Leeds Safe Guarding Children Board
Merrion House
110 Merrion Centre
Leeds
LS2 8QB

T: 0113 247 8543
administrator@leedslscb.org.uk

West Yorkshire Fire and Rescue Service
District Fire Safety Officer
Leeds Fire Station
Kirkstall Road
Leeds
LS3 1NF

T: 0113 244 0302

Leeds City Council
Environmental Health Services
Millshaw Office
Millshaw Park Way
Churwell
Leeds
LS11 0LS

T: 0113 247 6026

7. Interested parties

7.1 Interested parties are certain types of people or organisations that have the right to make representations about licence applications, or apply for a review of an existing licence. These parties are defined in the Gambling Act 2005 as follows:

“For the purposes of this Part a person is an interested party in relation to an application for or in respect of a premises licence if, in the opinion of the licensing authority which issues the licence or to which the applications is made, the person-

- a) lives sufficiently close to the premises to be likely to be affected by the authorised activities,
- b) has business interests that might be affected by the authorised activities, or
- c) represents persons who satisfy paragraph (a) or (b)”

7.2 The council is required by regulations to state the principles it will apply to determine whether a person is an interested party. The principles are:

- Each case will be decided upon its merits. The council will not apply a rigid rule to its decision making. It will consider the examples of considerations provided in the Gambling Commission’s Guidance to local authorities.
- Within this framework the council will accept representations made on behalf of residents and tenants associations.
- In order to determine if an interested party lives or has business interests, sufficiently close to the premises to be likely to be affected by the gambling activities, the council will consider factors such as the size of the premises and the nature of the activities taking place.

7.3 The council will provide more detailed information on the making of representations in a separate guidance note. The guidance note has been prepared in accordance with relevant Statutory Instruments and Gambling Commission guidance.

8. Exchange of information

8.1 Licensing authorities are required to include in their policy statement the principles to be applied by the authority with regards to the exchange of information between it and the Gambling Commission, as well as other persons listed in Schedule 6 to the Act.

8.2 The principle that the council applies is that it will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information which includes the provision that the Data Protection Act 1998 will not be contravened. The council will also have regard to any guidance issued by the Gambling Commission to local authorities on this matter when it is published, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.

9. Licensing authority functions

9.1 Licensing authorities are responsible under the Act for:

- licensing premises where gambling activities are to take place by issuing premises licences
- issuing provisional statements
- regulating members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits
- issuing Club Machine Permits to commercial clubs
- granting permits for the use of certain lower stake gaming machines at Unlicensed Family Entertainment Centres
- receiving notifications from alcohol licensed premises (under the Licensing Act 2003) of the use of two or less gaming machines
- granting Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where more than two machines are required
- registering small society lotteries below prescribed thresholds
- issuing Prize Gaming Permits
- receiving and endorsing Temporary Use Notices
- receiving Occasional Use Notices (for tracks)
- providing information to the Gambling Commission regarding details of licences issued (see section above on 'Exchange of information')
- maintaining registers of the permits and licences that are issued under these functions.

9.2 The council will not be involved in licensing remote gambling at all. This will fall to the Gambling Commission via operators licences.

Part B Promotion of the licensing objectives

10. Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime

- 10.1 The Gambling Commission will take a lead role in keeping gambling crime free by vetting all applicants for personal and operators licences. The council's main role is to try and promote this area with regard actual premises. Thus, where an area has known high levels of organised crime the council will consider carefully whether gambling premises are suitable to be located there (see paragraph 13.8 and 13.9) and whether conditions may be required such as the provision of door supervision. (see para 13.15)
- 10.2 There is a distinction between disorder and nuisance. In order to make the distinction, when incidents of this nature occur, the council will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see it.
- 10.3 Issues of nuisance cannot be addressed by the Gambling Act provisions however problems of this nature can be addressed through other legislation as appropriate.
- 10.4 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

11. Ensuring that gambling is conducted in a fair and open way

- 11.1 The council is aware that except in the case of tracks (see section 18) generally the Gambling Commission does not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences.
- 11.2 However the council will familiarise itself with operator licence conditions and will communicate any concerns to the Gambling Commission about misleading advertising or any absence of required game rules or other matters as set out in the Gambling Commission's Code of Practice.
- 11.3 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

12. Protecting children and other vulnerable persons from being harmed or exploited by gambling

Protection of children

- 12.1 This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.
- 12.2 This council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.

12.3 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

Protection of vulnerable people

12.4 As regards the term “vulnerable persons”, the council is not seeking to offer a definition but will, for regulatory purposes assume that this group includes people who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs. The council will consider this licensing objective on a case by case basis having regard to any guidance issued by the Gambling Commission. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.

12.5 While the council acknowledges that it may be difficult for gambling premises staff to identify vulnerable persons, (especially in the case of persons who may have a mental illness) in the first instance the council would expect staff members to try and maintain an awareness of how much (e.g. how long) customers are gambling. If it is perceived that any particular persons may be gambling excessively or are showing other obvious signs of being unwell then further investigation should follow to try and identify if the person may fall within the category of vulnerable.

12.6 The council will familiarise itself with operator licence conditions related to this objective which may include a requirement for operators to provide information to their customers on how to gamble responsibly and how to access information about problem gambling. The council will communicate any concerns to the Gambling Commission about any absence of this required information.

12.7 Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:

- leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets
- training for staff members which focuses on building an employee’s ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)
- trained personnel for the purpose of identifying and providing support to vulnerable persons
- self exclusion schemes
- stickers or notices on gaming machines to identify the stakes/prizes
- operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people
- Fixed Odds Betting Terminals should clearly display the odds
- positioning of ATM machines
- stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines
- windows, entrances and advertisements to be positioned or designed not to entice passers by.

12.8 The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.

13. Introduction to premises licensing

- 13.1 The council will issue premises licences to allow those premises to be used for certain types of gambling. For example premises licences will be issued to amusement arcades, bingo halls, bookmakers and casinos.
- 13.2 Premises licences are subject to the permissions/restrictions set-out in the Gambling Act 2005 and regulations, as well as specific mandatory and default conditions which are detailed in regulations issued by the Secretary of State. Licensing authorities are able to exclude default conditions and also attach other conditions, where it is believed to be necessary and proportionate. (see 13.18)
- 13.3 Applicants should also be aware that the Gambling Commission has issued Codes of Practice for each interest area for which they must have regard. The council will also have regard to these Codes of Practice.

Definition of "premises"

- 13.4 Premises is defined in the Act as "any place". Different premises licences cannot apply in respect of a single premises at different times. However, it is possible for a single building to be subject to more than one premises licence, provided they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. Whether different parts of a building can properly be regarded as being separate premises will always be a question of fact in the circumstances.
- 13.5 The council will take particular care in considering applications for multiple licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes. In particular the council will assess entrances and exits from parts of a building covered by one or more licences to satisfy itself that they are separate and identifiable so that the separation of different premises is not compromised and that people do not 'drift' into a gambling area.
- 13.6 The council will pay particular attention to applications where access to the licensed premises is through other premises (which themselves may be licensed or unlicensed). Issues that the council will consider before granting such applications include whether children can gain access, compatibility of the two establishments; and the ability to comply with the requirements of the Act. In addition an overriding consideration will be whether, taken as a whole, the co-location of the licensed premises with other facilities has the effect of creating an arrangement that otherwise would, or should, be prohibited under the Act.
- 13.7 An applicant cannot obtain a full premises licence until they have the right to occupy the premises to which the application relates.
- 13.8 Where an applicant does not have the right to occupy a premises, the premises is still to be constructed, or the applicant expects the premises to be altered and ultimately a premises licence will be required, the applicant should in the first instance consider making an application for a provisional statement (see section 20).

Location

- 13.9 The council is aware that demand issues (e.g. the likely demand or need for gambling facilities in an area) cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives can. The council will pay

particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder.

13.10 With regards to these objectives it is the council's policy, upon receipt of any relevant representations to look at specific location issues including:

- the possible impact a gambling premises may have on any premises that provide services to children or young people, i.e. a school, or vulnerable adult centres in the area
- the possible impact a gambling premises may have on residential areas where there may be a high concentration of families with children
- the size of the premises and the nature of the activities taking place
- any levels of organised crime in the area.

The council will need to be satisfied that there is sufficient evidence that the particular location of the premises would be harmful to the licensing objectives. Such evidence may be used to inform the decision the council makes about whether to grant the licence, to grant the licence with special conditions or to refuse the application.

13.11 This policy does not preclude any application being made and each application will be decided on its merits, with the onus being upon the applicant to show how the concerns can be overcome.

Duplication with other regulatory regimes

13.12 The council will seek to avoid any duplication with other statutory/regulatory systems where possible, including planning. The council will not consider whether a licence application is likely to be awarded planning permission or building regulations approval, in its consideration of it. It will though, listen to, and consider carefully, any concerns about proposed conditions which are not able to be met by the applicant due to planning restrictions, should such a situation arise.

Conditions

13.13 The council is aware that the Secretary of State has set mandatory conditions and default conditions which are necessary for the general good conduct of gambling premises, therefore it is unlikely that the council will need to impose individual conditions imposing a more restricted regime in relation to matters that have already been dealt with. If the council is minded to do so because there is regulatory concerns of an exceptional nature, then any additional licence conditions must relate to the licensing objectives.

13.14 Where there are specific risks or problems associated with a particular locality, or specific premises, or class of premises, the council will be able to attach individual conditions to address this.

13.15 Any conditions attached to a licence issued by the council will be proportionate and will be:

- relevant to the need to make the proposed building suitable as a gambling facility
- directly related to the premises and the type of licence applied for, and/or related to the area where the premises is based
- fairly and reasonably related to the scale, type and location of premises
- consistent with the licensing objectives, and
- reasonable in all other respects.

13.16 Decisions about individual conditions will be made on a case by case basis, although there will be a number of control measures the council will consider using, such as supervision of entrances, supervision of adult gaming machines, appropriate signage for

adult only areas etc. There are specific comments made in this regard under each of the licence types below. The council will also expect the applicant to offer his/her own suggestions as to the way in which the licensing objectives can be met effectively.

13.17 Where certain measures are not already addressed by the mandatory/default conditions or by the applicant, the council may consider licence conditions to cover issues such as:

- proof of age schemes
- CCTV
- supervision of entrances
- supervision of machine areas
- physical separation of areas
- location of entrance points
- notices / signage
- specific opening hours
- a requirement that children must be accompanied by an adult
- enhanced CRB checks of the applicant and/or staff
- support to persons with gambling addiction
- policies to address seasonal periods where children may more frequently attempt to gain access to premises and gamble such as half terms and summer holidays
- policies to address the problems associated with truant children who may attempt to gain access to premises and gamble
- any one or a combination of the measures as set out at paragraph 12.7 of this policy.

13.18 This list is not mandatory or exhaustive and is merely indicative of examples of certain measures which may satisfy the requirements of the licensing authority and the responsible authorities, depending on the nature and location of the premises and the gambling facilities to be provided.

13.19 There are conditions which the council cannot attach to premises licences which are:

- any condition on the premises licence which makes it impossible for the applicant to comply with an operating licence condition;
- conditions relating to gaming machine categories, numbers, or method of operation;
- conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated) and
- conditions in relation to stakes, fees, winnings or prizes.

Door supervision

13.20 The council will consider whether there is a need for door supervision in terms of the licensing objectives of protection of children and vulnerable persons from being harmed or exploited by gambling, and also in terms of preventing premises becoming a source of crime. It is noted though that the Gambling Act 2005 has amended the Private Security Industry Act 2001 and that door supervisors at casinos or bingo premises are not required to be licensed by the Security Industry Authority. Where door supervisors are provided at these premises the operator should ensure that any persons employed in this capacity are fit and proper to carry out such duties. Possible ways to achieve this could be to carry out a criminal records (CRB) check on potential staff and for such personnel to have attended industry recognised training.

14. Adult gaming centres

14.1 Adult gaming centres are a new category of premises introduced by the Act that are most closely related to what are commonly known as adult only amusement arcades seen in many city centres. Licensed family entertainment centres are those premises which usually provide a range of amusements such as computer games, penny pushers

and may have a separate section set a side for adult only gaming machines with higher stakes and prizes.

14.2 Under the Act a premises holding an adult gaming centre licence will be able to make certain numbers of category B, C and D gaming machines available and no one under 18 will be permitted to enter such premises.

14.3 The council will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling in these premises. The council will expect applicants to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the premises, or in the case of LFECs to the adult only gaming machine areas.

14.4 Where certain measures are not already addressed by the mandatory and default conditions and the Gambling Commission Codes of Practice or by the applicant, the council may consider licence conditions to address such issues, examples of which are provided at paragraph 13.15.

15. Licensed family entertainment centres

15.1 Licensed family entertainment centres will be able to make available a certain number of category C and D machines where there is clear segregation in place so children do not access the areas where the category C machines are located (see Appendix 1).

15.2 Where category C or above machines are available in premises to which children are admitted then the council will ensure that:

- all such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance. For this purpose a rope, floor markings or similar provision will not suffice and the council may insist on a permanent barrier of at least 1 meter high
- only adults are admitted to the area where the machines (category C) are located
- access to the area where the machines are located is supervised at all times
- the area where the machines are located is arranged so that it can be observed by staff; and
- at the entrance to, and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

15.3 The council will refer to the Commission's website to familiarise itself with any conditions that apply to operating licences covering the way in which the area containing the category C machines should be delineated. The council will also make itself aware of the mandatory or default conditions and any Gambling Commission Codes of Practice on these premises licences.

16. Casinos

16.1 Leeds has a number of casinos which were licensed under the Gaming Act 1968, which have been subsequently converted into Gambling Act 2005 Converted Casino Premises Licences.

16.2 The Gambling Act states that a casino is an arrangement whereby people are given the opportunity to participate in one or more casino games whereby casino games are defined as a game of chance which is not equal chance gaming. This means that casino games offer the chance for multiple participants to take part in a game competing against the house or bank at different odds to their fellow players.

[Licence considerations / conditions](#)

- 16.3 The Gambling Commission has issued further guidance about the particular issues that licensing authorities should take into account in relation to the suitability and layout of casino premises. This guidance will be considered when determining licence applications for converted casino licences.
- 16.4 Where certain measures are not already addressed by the mandatory/default conditions, Gambling Commission Codes of Practice or by the applicant, the council may consider licence conditions to cover certain issues, examples of which are provided at paragraph 13.15.

Betting machines

- 16.5 The council is aware that Section 181 of the Act contains an express power for licensing authorities to restrict the number of betting machines, their nature and the circumstances in which they are made available by attaching a licence condition to a casino premises licence (where betting is permitted in the casino). When considering whether to impose a condition to restrict the number of betting machines in particular premises, the council, amongst other things, will take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines.

Large Casino

- 16.6 The Act introduces three new categories of larger casino; one regional casino, eight large casinos and eight small casinos. On 15th May 2008 the Categories of Casino Regulations 2008 and the Gambling (Geographical Distribution of Large and Small Casino Premises Licences) Order 2008 were approved. This specified which Licensing Authorities could issue premises licences for both large and small casinos. Leeds City Council was one of the Licensing Authorities that was authorised to issue a large Casino Premises Licence.
- 16.7 The Council is currently putting arrangements in place to hold the competition for the Large Casino Premises Licence. The statement of principles for the large casino process will be consulted upon during 2010 with a view to run the competition at some point after that.

17. Bingo premises

- 17.1 There is no official definition for bingo in the Gambling Act 2005 however from a licensing point of view there is a category of premises licence specifically for bingo premises which is used by traditional commercial bingo halls for both cash and prize bingo. In addition this premises licence will authorise the provision of a limited number of gaming machines in line with the provisions of the Act. (see Appendix 1)
- 17.2 The council is aware that it is important that if children are allowed to enter premises licensed for bingo that they do not participate in gambling, other than on category D machines. Where category C or above machines are available in premises to which children are admitted then the council will ensure that:
- all such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance. For this purpose a rope, floor markings or similar provision will not suffice and the council may insist on a permanent barrier of at least one meter high
 - only adults are admitted to the area where the machines are located
 - access to the area where the machines are located is supervised at all times
 - the area where the machines are located is arranged so that it can be observed by staff

- at the entrance to, and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18
- children will not be admitted to bingo premises unless accompanied by an adult.

17.3 The Gambling Commission has issued further guidance about the particular issues that licensing authorities should take into account in relation to the suitability and layout of bingo premises. This guidance will be considered by the council once it is made available.

17.4 Where certain measures are not already addressed by the mandatory/default conditions, the Gambling Commission Code of Practice or the applicant, the council may consider licence conditions to address such issues, examples of which are provided at paragraph 13.15.

18. Betting premises

18.1 Betting premises are premises such as bookmakers where various types of gambling are authorised to take place. The Act contains a single class of licence for betting premises however within this single class there are different types of premises which require licensing such as high street bookmakers, bookmakers located in self contained facilities at race courses as well as the general betting premises licences that track operators will require.

Betting machines

18.2 The council is aware that Section 181 of the Act contains an express power for licensing authorities to restrict the number of betting machines, their nature and the circumstances in which they are made available by attaching a licence condition to a betting premises licence. When considering whether to impose a condition to restrict the number of betting machines in particular premises, the council, amongst other things, will take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines.

18.3 Where an applicant for a betting premises licence intends to offer higher stake category B gaming machines (categories B2-B4) including any Fixed Odds Betting Terminals (FOBTs), then applicants should consider the control measures related to the protection of vulnerable persons, highlighted at paragraph 12.7.

18.4 Where certain measures are not already addressed by the mandatory/default conditions, Gambling Commission Code of Practice or the applicant, the council may consider licence conditions to address such issues, examples of which are provided at paragraph 13.15.

19. Tracks

19.1 Tracks are sites (including racecourses and dog tracks) where races or other sporting events take place. Betting is a major gambling activity on tracks, both in the form of pool betting (often known as the "totaliser" or "tote"), and also general betting, often known as "fixed-odds" betting. Multiple betting outlets are usually located on tracks such as 'on-course' betting operators who come onto the track just on race days to provide betting for the races taking place on that track. There can also be 'off-course' betting operators who may operate self contained facilities at the tracks which offer customers the chance to bet on other events, not just those taking place on the track.

19.2 All tracks will require a primary 'general betting premises licence' that the track operator will hold. It should be noted that track operators do not require an operating licence from the Gambling Commission although they may apply for one. This is

because the various other gambling operators offering betting at the track will each hold an operating licence.

- 19.3 Tracks may also be subject to one or more premises licences, provided each licence relates to a specified area of the track. This may be preferable for any self-contained premises providing off-course betting facilities at the track. The council will however assess each individual case on its merits before deciding if this is necessary. Where possible the council will be happy for the track operator to decide if any particular off-course operators should apply for a separate premises licence.
- 19.4 If any off-course operators are permitted to provide betting facilities under the authorisation of the track operator's premises licence, then it will be the responsibility of the premises licence holder to ensure the proper conduct of such betting within the premises boundary.
- 19.5 Gambling Commission guidance also indicates that it would be possible for other types of gambling premises to be located at a track under the authorisation of separate premises licences, e.g. a casino premises licence or adult gaming centre premises licence. If you require further guidance on this provision please contact the Entertainment Licensing Section.
- 19.6 Children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, although they are still prevented from entering areas where gaming machines and betting machines (other than category D machines) are provided.
- 19.7 The council will consider the impact upon the protection of children licensing objective and the need to ensure that entrances to each type of betting premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

Betting machines

- 19.8 The council is aware that Section 181 of the Act contains an express power for licensing authorities to restrict the number of betting machines, their nature and the circumstances in which they are made available by attaching a licence condition to a betting premises licence. When considering whether to impose a condition to restrict the number of betting machines in particular premises, the council, amongst other things, will take into account the size of the premises, the number of counter positions available for person-to-person transactions and the location of the machines, in order to ensure they are in a properly segregated area where children are not permitted.
- 19.9 Condition on rules being displayed – The council will consider any Gambling Commission guidance about the application of conditions regarding rules being displayed. The council may require the track operator to ensure that the rules are prominently displayed in or near the betting areas, or that the rules are displayed in the race-card or made available in leaflet form from the track office.
- 19.10 Where certain measures are not already addressed by the mandatory/default conditions, the Gambling Commission's Code of Practice or the applicant, the council may consider licence conditions to address such issues, examples of which are provided at paragraph 13.15.

20. Travelling fairs

- 20.1 Travelling fairs have traditionally been able to provide various types of low stake gambling without the need for a licence or permit provided that certain conditions are met and this provision continues in similar fashion under the new Act.

- 20.2 Travelling fairs have the right to provide an unlimited number of category D gaming machines and/or equal chance prize gaming (without the need for a permit) as long as the gambling amounts to no more than an ancillary amusement at the fair. (see Appendix 1)
- 20.3 The council will consider whether any fairs which take up the above entitlement fall within the statutory definition of a travelling fair.
- 20.4 The council is aware that the 27-day statutory maximum for the land being used as a fair is per calendar year and that it applies to the piece of land on which the fairs are held, regardless of whether it is the same or different travelling fairs occupying the land. The council will work with its neighbouring authorities to ensure that land which crosses the council boundary is monitored so that the statutory limits are not exceeded.

21. Provisional statements

- 21.1 A provisional statement application is a process which allows a developer to examine the likelihood of whether a building which he expects to be constructed, to be altered or to acquire a right to occupy would be granted a premises licence. A provisional statement is not a licence and merely gives the holder some form of guarantee that a premises licence would be granted so the developer can judge whether a development is worth taking forward in light of the need to obtain a premises licence. An applicant may also apply for a provisional statement for premises which already hold a premises licence (either for a different type of gambling or the same type).
- 21.2 In terms of representations about premises licence applications, following the grant of a provisional statement, no further representations from responsible authorities or interested parties can be taken into account unless they concern matters which could not have been addressed at the provisional statement stage, or they reflect a change in the applicant's circumstances. In addition, the council may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:
- a) which could not have been raised by objectors at the provisional licence stage; or
 - b) which in the authority's opinion reflect a change in the operator's circumstances.
- 21.3 When determining a provisional statement application the council will operate in accordance with the Act and will not have regard to any issues related to planning consent or building regulations, e.g. the likelihood that planning consent will be granted.

22. Unlicensed family entertainment centre gaming machine permits (UFECs)

22.1 The term 'unlicensed family entertainment centre' is one defined in the Act and refers to a premises which provides category D gaming machines along with various other amusements such as computer games and penny pushers. The premises is 'unlicensed' in that it does not require a premises licence but does require a permit to be able to provide category D machines. It should not be confused with a 'licensed family entertainment centre' which requires a premises licence because it contains both category C and D gaming machines.

22.2 The Gambling Act 2005 contains provision for local authorities to prepare a "Statement of Principles" that they propose to consider in determining the suitability of an applicant for a permit. Schedule 10, Para 7 of the Act states "In preparing this statement, and/or considering applications, it [the council] need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under Section 25.

22.3 In line with the above provision the council has prepared a 'Statement of Principles' in relation to unlicensed family entertainment centre gaming machines as follows:

Statement of Principles

22.4 The council will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations.

22.5 The efficiency of such policies and procedures will each be considered on their merits, however, they may include:

- appropriate measures and training for staff as regards suspected truant children on the premises
- measures and training covering how staff would deal with unsupervised very young children being on the premises
- measures and training covering how staff would deal with children causing perceived problems on or around the premises.
- the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards as described PSDB leaflet 09/05 and to the satisfaction of West Yorkshire Police and the local authority. The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.

22.6 Due to the nature of these premises, which are attractive to children, applicants who employ staff to supervise the premises should consult with the Independent Safeguarding Authority to determine if their staff need to be CRB checked.

22.7 The council will also expect, as per the Gambling Commission Guidance, that applicants demonstrate:

- A full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs
- That the applicant has no relevant conviction (those that are set out in Schedule 7 of the Act), and
- That staff are trained to have a full understanding of the maximum stakes and prizes.

22.8 In line with the Act, while the council cannot attach conditions to this type of permit, the council can refuse applications if they are not satisfied that the issues raised in the "Statement of Principles" have been addressed through the application.

22.9 Applicants only need to address the "Statement of Principles" when making their initial applications and not at renewal time.

23 Gaming machine permits in premises licensed for the sale of alcohol

23.1 There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, to automatically have two gaming machines, of categories C and/or D. The premises merely need to notify the council. The council can remove the automatic authorisation in respect of any particular premises if:

- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;
- gaming has taken place on the premises that breaches a condition of Section 282 of the Gambling Act (i.e. that written notice has been provided to the licensing authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with)
- the premises are mainly used for gaming; or
- an offence under the Gambling Act has been committed on the premises.

23.2 If a premises wishes to have more than two machines, then it needs to apply for a permit and the council must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Gambling Act 2005, and "*such matters as they think relevant.*" The council considers that "such matters" will be decided on a case by case basis but generally there will be regard to the need to protect children and vulnerable persons from harm or being exploited by gambling. The council will also expect the applicant to satisfy the authority that there will be sufficient measures to ensure that children and young people under the age of 18 do not have access to the adult only gaming machines.

23.3 All alcohol licensed premises with gaming machines must have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and provide sufficient measures to ensure that under 18 year olds do not use the adult only gaming machines.

23.4 Measures which may satisfy the council that persons under 18 years will be prevented from using the machines may include the machines being in close proximity to the bar, or in any other area where they are capable of being adequately supervised. Notices and signage may also help. As regards the protection of vulnerable persons, applicants may wish to consider the provision of information leaflets and or helpline numbers for organisations such as GamCare.

23.5 The council can decide to grant the permit with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.

23.6 The holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine(s).

23.7 It is recognised that some alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would need to be dealt with under the relevant provisions of the Act.

24. Prize gaming permits

- 24.1 Section 288 defines gaming as prize gaming if the nature and size of the prize is not determined by the number of people playing or the amount paid for or raised by the gaming. The prizes will be determined by the operator before play commences. Prize gaming can often be seen at seaside resorts in amusement arcades where a form of bingo is offered and the prizes are displayed on the walls.
- 24.2 A prize gaming permit is a permit issued by the licensing authority to authorise the provision of facilities for gaming with prizes on specified premises.
- 24.3 The Gambling Act 2005 contains provision for local authorities to prepare a "Statement of Principles" that they propose to consider in determining the suitability of an applicant for a permit. Schedule 14, Para 8 of the Act states, "in preparing this statement, and/or considering applications, it [the council] need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under Section 25.
- 24.4 In line with the above provision the council has prepared a Statement of Principles in relation to prize gaming permits as follows:

Statement of Principles

- 24.5 The council will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations.
- 24.6 The efficiency of such policies and procedures will each be considered on their merits, however, they may include:
- appropriate measures and training for staff as regards suspected truant children on the premises
 - measures and training covering how staff would deal with unsupervised very young children being on the premises
 - measures and training covering how staff would deal with children causing perceived problems on or around the premises.
 - the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards as described PSDB leaflet 09/05 and to the satisfaction of West Yorkshire Police and the local authority. The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.
- 24.7 Due to the nature of these premises, which are attractive to children, applicants who employ staff to supervise the premises should consult with the Independent Safeguarding Authority to determine if their staff need to be CRB checked.
- 24.8 The council will also expect, as per the Gambling Commission Guidance, that applicants demonstrate:
- A full understanding of the maximum stakes and prizes of the gambling that is permissible
 - That the gaming offered is within the law.
- 24.9 In line with the Act, while the council cannot attach conditions to this type of permit, the council can refuse applications if they are not satisfied that the issues raised in the "Statement of Principles" have been addressed through the application.

- 24.10 Applicants only need to address the "Statement of Principles" when making their initial applications and not at renewal time.
- 24.11 There are conditions in the Gambling Act 2005 by which the permit holder must comply. The conditions in the Act are:
- the limits on participation fees, as set out in regulations, must be complied with;
 - all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
 - the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and
 - participation in the gaming must not entitle the player to take part in any other gambling.

25. Club gaming and club machine permits

- 25.1 Members clubs and miners' welfare institutes may apply for a 'club gaming permit' or a 'club machine permit'. The 'club gaming permit' will enable the premises to provide gaming machines (three machines of categories B4, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations. A 'club machine permit' will enable the premises to provide gaming machines (three machines of categories B4, C or D). Commercial clubs may apply for a 'club machine permit' only.
- 25.2 To qualify for these special club permits a members club must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. It is anticipated that this will cover bridge and whist clubs, which will replicate the position under the Gaming Act 1968. A members' club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of the Royal British Legion and clubs with political affiliations.
- 25.3 Clubs must have regard to the protection of children and vulnerable persons from harm or being exploited by gambling. They must provide sufficient measures to ensure that under 18 year olds do not use the adult only gaming machines. These measures may include:
- the machines being in close proximity to the bar, or in any other area where they are capable of being adequately supervised
 - notices and signage
 - the provision of information leaflets / helpline numbers for organisations such as GamCare.
- 25.4 Before granting the permit the council will need to satisfy itself that the premises meets the requirements of a members' club and that the majority of members are over 18.
- 25.5 The council may only refuse an application on the grounds that:
- (a) the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which they have applied;
 - (b) the applicant's premises are used wholly or mainly by children and/or young persons;
 - (c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
 - (d) a permit held by the applicant has been cancelled in the previous ten years; or
 - (e) an objection has been lodged by the Commission or the police.

- 25.6 There is also a 'fast-track' procedure available for premises which hold a club premises certificate under the Licensing Act 2003. Under the fast-track procedure there is no opportunity for objections to be made by the Commission or the police, and the ground upon which the council can refuse a permit is reduced. The grounds on which an application under the process may be refused are:
- (a) that the club is established primarily for gaming,
 - (b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
 - (c) that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled.

26. Temporary use notices

- 26.1 Temporary use notices allow the use of premises on not more than 21 days in any 12 month period for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises that might be useful for a temporary use notice would include hotels, conference centres and sporting venues.
- 26.2 Temporary Use Notices allow the use of premises for any form of equal chance gambling where those participating in the gaming are taking part in a competition which is intended to produce a single, overall winner.
- 26.3 Only persons or companies holding a relevant operating licence can apply for a temporary use notice to authorise the particular class of gambling permitted by their operating licence. For example, the holder of a casino operating licence could apply for a temporary use notice to provide casino games at a hotel.
- 26.4 A temporary use notice must be lodged with the licensing authority not less than three months and one day before the day on which the gambling is due to take place. Detailed information about how to serve a temporary use notice will be available in a separate guidance note.
- 26.5 The Act makes a special reference, in the context of temporary use notices, to a "set of premises" to try and ensure that large premises which cannot reasonably be viewed as separate are not used for more temporary use notices than permitted under the Act. The council considers that the determination of what constitutes "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In considering whether a place falls within the definition of a "set of premises", the council will look at, amongst other things, the ownership/occupation and control of the premises. The council will be ready to object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises.

27. Occasional use notices (for tracks)

- 27.1 There is a special provision in the Act which provides that where there is betting on a track on eight days or less in a calendar year, betting may be permitted by an occasional use notice without the need for a full premises licence. Track operators and occupiers need to be aware that the procedure for applying for an occasional use notice is different to that for a temporary use notice. The application may be made in writing, to the council by an existing operator who holds an Operating Licence issued by the Gambling Commission.
- 27.2 The council has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. The council will however consider the definition of a 'track' and whether the applicant is entitled to benefit from such notice.

28. Small society lottery registrations

- 28.1 A lottery generally refers to schemes under which prizes are distributed by chance among entrants who have given some form of value for their chance to take part.
- 28.2 The Act creates two principal classes of lotteries: Licensed lotteries and exempt lotteries. Licensed lotteries are large society lotteries and lotteries run for the benefit of local authorities. These will be regulated by the Gambling Commission. Within the class of exempt lotteries there are four sub classes, one of which is small society lotteries.
- 28.3 A small society lottery is a lottery promoted on behalf of a non commercial society as defined in the Act which also meets specific financial requirements set out in the Act. These will be administered by the council for small societies who have a principal office in Leeds and want to run such lottery.
- 28.4 A lottery is small if the total value of tickets put on sale in a single lottery is £20,000 or less and the aggregate value of the tickets put on sale in a calendar year is £250,000 or less.
- 28.5 To be 'non-commercial' a society must be established and conducted:
- for charitable purposes,
 - for the purpose of enabling participation in, or supporting, sport, athletics or a cultural activity; or
 - for any other non-commercial purpose other than that of private gain.
- 28.6 The other types of exempt lotteries are 'incidental non-commercial lotteries', 'private lotteries' and 'customer lotteries'. If you require guidance on the different categories of lotteries please contact the council.
- 28.7 The National lottery is not licensed by the Gambling Act 2005 and continues to be regulated by the National Lottery Commission under the National Lottery Act 1993.

29. Enforcement principles

- 29.1 The council will work closely with the responsible authorities in accordance with a locally established joint enforcement protocol and will aim to promote the licensing objectives by targeting known high risk premises following government guidance around better regulation.
- 29.2 In carrying out its enforcement duties with regards to the inspection of premises; and the powers to institute criminal proceedings in respect of certain offences under the Act the council will endeavour to be:
- **proportionate:** regulators should only intervene when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
 - **accountable:** regulators must be able to justify decisions, and be subject to public scrutiny;
 - **consistent:** rules and standards must be joined up and implemented fairly;
 - **transparent:** regulators should be open, and keep regulations simple and user friendly; and
 - **targeted:** regulation should be focused on the problem, and minimise side effects.
- 29.3 The council will endeavour to avoid duplication with other regulatory regimes so far as possible.
- 29.4 The council will also adopt a risk-based inspection programme in line with government recommendations around better regulation and the principles of the Hampton Review.
- 29.5 The main enforcement and compliance role for the council in terms of the Gambling Act 2005 will be to ensure compliance with the premises licences and other permissions which it authorises. The Gambling Commission will be the enforcement body for the operator and personal licences. Concerns about the manufacture, supply or repair of gaming machines will not be dealt with by the council but will be notified to the Gambling Commission. In circumstances where the council believes a premises requires a premises licence for gambling activities and no such licence is in force, the council will alert the Gambling Commission.
- 29.6 The council will also keep itself informed of developments as regards the work of the Better Regulation Executive in its consideration of the regulatory functions of local authorities.
- 29.7 The council's enforcement/compliance protocols/written agreements will be available upon request.

30. Reviews

30.1 A review is a process defined in the legislation which ultimately leads to a licence being reassessed by the Licensing Committee with the possibility that the licence may be revoked, suspended or that conditions may amended or new conditions added.

30.2 Requests for a review of a premises licence can be made by interested parties or responsible authorities, however, it is for the council to decide whether the review is to be carried-out. This will be on the basis of whether the request for the review is:

- i) in accordance with any relevant code of practice issued by the Gambling Commission
- ii) in accordance with any relevant guidance issued by the Gambling Commission
- iii) reasonably consistent with the licensing objectives and
- iv) in accordance with this authority's Gambling Act 2005 – Statement of Licensing Policy.

In addition the council may also reject the application on the grounds that the request is frivolous, vexatious, will certainly not cause this authority to wish to alter, revoke or suspend the licence, or is substantially the same as previous representations or requests for review.

30.3 The council can also initiate a review of a licence on the basis of any reason which it thinks is appropriate.

Appendix 1 Gaming machines

This appendix describes the categories of gaming machine as set out in the Act (and in regulations) and the number of such machines that may be permitted in each type of gambling premises.

- Table 1 below sets out the current proposals for the different categories with the maximum stakes and prizes that will apply. This table will be updated as soon as the proposals are confirmed.
- Table 2 overleaf shows the maximum number of machines permitted and in the case of casinos the ratios between tables and machines.

Category of machine	Maximum Stake	Maximum Prize
A	Unlimited	Unlimited
B1	£2	£4,000
¹ B2	£100	£500
B3	£1	£500
B4	£1	£250
C	£1	£70
D – money prize machine	10p	£5
D – non-money prize machine (not crane grab)	30p	£8
D – crane grab machine	£1	£50
D – coin pusher or penny fall machine	10p	£15 (£8 money prize)

Table 1

1 The category B2 is not actually a traditional slot machine. It refers to a type of gaming machine known as a fixed odds betting terminal (FOBTs). These are a new type of gaming machine which generally appear in licensed bookmakers. FOBTs have 'touch-screen' displays and look similar to quiz machines familiar in pubs and clubs. They normally offer a number of games, roulette being the most popular.

(Appendix 1 continued)

Premises Type	Machine category						
	A	B1	B2	B3	B4	C	D
Regional casino (machine/table ratio of 25-1 up to maximum)	Maximum of 1250 machines Any combination of machines in categories A to D, within the total limit of 1250 (subject to table ratio)						
Large casino (machine/table ratio of 5-1 up to maximum)		Maximum of 150 machines Any combination of machines in categories B to D, within the total limit of 150 (subject to table ratio)					
Small casino (machine/table ratio of 2-1 up to maximum)		Maximum of 80 machines Any combination of machines in categories B to D, within the total limit of 80 (subject to table ratio)					
Pre-2005 Act Casinos (no machine/table ratio)		Maximum of 20 machines categories B to D or C or D machines instead					
Betting premises and tracks operated by pool betting			Maximum of 4 machines categories B2 to D				
Bingo Premises				Maximum of 8 machines in category B3 of B4		No limit C or D machines	
Adult gaming centre				Maximum of 4 machines in category B3 of B4		No limit C or D machines	
Family entertainment centre (with premises licence)						No limit C or D machines	
Family entertainment centre (with Permit)							No limit on category D machines
Clubs or miners' welfare institutes with permits					maximum of 3 machines in categories B4 to D		
Qualifying alcohol licensed premises						1 or 2 machines of category C or D automatic upon notification	
Qualifying alcohol licensed premises with gaming machine permit						Number as specified on permit	
Travelling fair							No limit on category D machines
	A	B1	B2	B3	B4	C	D

Table 2

It should be noted that member's clubs and miner's welfare institutes are entitled to site a total of three machines in categories B3A to D but only one B3A machine can be sited as part of this entitlement. Commercial clubs are entitled to a total of three machines in categories B4 to D.

Appendix 2 Glossary of terms

Term	Description
ATM	Auto teller machine or cash machine.
Betting	Betting is defined as making or accepting a bet on the outcome of a race, competition or other event or process or on the outcome of anything occurring or not occurring or on whether anything is or is not true. It is irrelevant if the event has already happened or not and likewise whether one person knows the outcome or not. (Spread betting is not included within this definition).
Betting Machines / Bet Receipt Terminal	Betting Machines can be described as automated betting terminals where people can place bets on sporting events removing the need to queue up and place a bet over the counter.
Bingo	There are essentially two types of bingo: Cash bingo, where the stakes paid make up the cash prizes that can be won and Prize bingo, where various forms of prizes can be won, not directly related to the stakes paid.
Book	Running a 'book' is the act of quoting odds and accepting bets on an event. Hence the term 'Bookmaker'.
Casino games	A game of chance, which is not equal chance gaming. Casino games includes Roulette and black jack etc.
Chip	Casinos in the U.K require you to use chips to denote money. They are usually purchased and exchanged at a cashier's booth.
Coin pusher or penny falls machine	A machine of the kind which is neither a money prize machine nor a non-money prize machine
Crane grab machine	A non-money prize machine in respect of which every prize which can be won consists of an individual physical object (such as a stuffed toy) won by a person's success in manipulating a device forming part of the machine so as to separate, and keep separate, one or more physical objects from a group of such objects.
Default condition	To be prescribed in Regulations. Will be attached to all classes of premises licence, unless excluded by the council.
Equal Chance Gaming	Gaming which does not involve playing or staking against a bank.
Fixed odds betting	If a gambler is able to establish what the return on a bet will be when it is placed, (and the activity is not 'gaming' see below), then it is likely to be betting at fixed odds.
Fixed Odds betting terminals (FOBTs)	FOBTs are a type of gaming machine which generally appear in licensed bookmakers. FOBTs have 'touch-screen' displays and look similar to quiz machines familiar in pubs and clubs. They normally offer a number of games, roulette being the most popular.
Gaming	Gaming can be defined as 'the playing of a game of chance for winnings in money or monies worth, whether any person playing the game is at risk of losing any money or monies worth or not'.
Gaming Machine	Any type of machine allowing any sort of gambling activity including betting on virtual events but not including home computers even though users can access online gaming websites.
Licensing Objectives	The licensing objectives are three principal goals which form the basis of the Act. Stakeholders who have an interest in the Act need to try and promote these objectives: The licensing objectives are: <ul style="list-style-type: none"> preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to

Term	Description
	<p>support crime</p> <ul style="list-style-type: none"> ensuring that gambling is conducted in a fair and open way protecting children and other vulnerable persons from being harmed or exploited by gambling.
Lottery	<p>A lottery generally refers to schemes under which prizes are distributed by chance among entrants who have given some form of value for their chance to take part. A lottery is defined as either a simple lottery or a complex lottery. A simple lottery is one where persons are required to pay to participate and one or more prizes are allocated to one or more members of a class, and the prizes are allocated by a process which relies wholly on chance. A complex lottery is where persons are required to pay to participate and one or more members of a class, and the prizes are allocated by a series of processes where the first of those processes relies wholly on chance. Prize means money, articles or services provided by the members of the class among whom the prize is allocated. (It should be noted that the National Lottery is not included in this definition of lottery and is regulated by the National Lottery Commission).</p>
Mandatory condition	<p>A condition which will be set by the Secretary of State (some set out in the Act and some to be prescribed by regulations) which will be automatically attached to a specific type of premises licence. The council will have no discretion to alter or remove these conditions.</p>
Money prize machine	<p>A machine in respect of which every prize which can be won as a result of using the machine is a money prize.</p>
Non-money prize machine	<p>A machine in respect of which every prize which can be won as a result of using the machine is a non-money prize. The winner of the prize is determined by:</p> <p>(i) the position in which the coin or token comes to rest after it has been inserted into the machine, together with the position of other coins or tokens which have previously been inserted into the machine to pay a charge for use, or</p> <p>(ii) if the insertion of a single coin to pay the charge for use enables the person using the machine to release one or more tokens within the machine, the position in which such tokens come to rest after being released, together with the position of other tokens which have previously been so released.</p>
Odds	<p>The ratio to which a bet will be paid if the bet wins. e.g. 3-1 means for every £1 bet, a person would receive £3 of winnings.</p>
Off-course betting operator	<p>Off-course betting operators may, in addition to premises away from the track, operate self contained betting premises within a track premises. Such self contained premises will provide facilities for betting on both events taking place at the track (on-course betting), as well as other sporting events taking place away from the track. (off-course betting). In essence such premises operate like a traditional high street bookmakers. They will however only normally operate on race days.</p>
On-course betting operator	<p>The on-course betting operator is one who comes onto on a track, temporarily, while races are taking place, and operates at the track side. On-course betting operators tend to offer betting only on the events taking place on the track that day (on-course betting).</p>
Pool Betting	<p>For the purposes of the Gambling Act, pool betting is made on terms that all or part of the winnings: 1) Shall be determined by</p>

Term	Description
	reference to the aggregate of the stakes paid or agreed to be paid by the persons betting 2) Shall be divided among the winners or 3) Shall or may be something other than money. For the purposes of the Gambling Act, pool betting is horse-race pool betting if it relates to horse-racing in Britain.
Regulations or Statutory instruments	Regulations are a form of law, often referred to as delegated or secondary legislation. They have the same binding legal effect as Acts and usually state rules that apply generally, rather than to specific persons or things. However, regulations are not made by Parliament. Rather, they are made by persons or bodies to whom Parliament has delegated the authority to make them, such as a minister or an administrative agency.
Representations	In the context of the Gambling Act representations are either positive statements of support or negative objections which are made in relation to a licensing application. Representations must be made in time, e.g. during a designated notice period.
Responsible authority (authorities)	Responsible authorities (RAs) are agencies which have been appointed by the Gambling Act or regulations to fulfil a designated role during the licensing process. RAs must be sent copies of all licensing applications and have the power to make representations about such applications. RAs also have the power to ask for licences to be reviewed. For Leeds the RAs include West Yorkshire Police, The local Safeguarding Children Board, Leeds City Council's Development Department as well as several others.
Skill machine / Skill with prizes machine	The Act does not cover machines that give prizes as a result of the application of pure skill by players. A skill with prizes machine is one on which the winning of a prize is determined only by the player's skill – any element of chance imparted by the action of the machine would cause it to be a gaming machine. An example of a skill game would be trivia game machines, popular in pubs and clubs, which require the player to answer general knowledge questions to win cash prizes.
Spread betting	A form of investing which is more akin to betting, and can be applied either to sporting events or to the financial markets. Spread betting is regulated by the Financial Services Authority.
Stake	The amount pledged when taking part in gambling activity as either a bet, or deposit to the bank or house where the house could be a gaming machine.
Statement of principles document	A document prepared by the council which outlines the areas that applicants need to consider before applying for gaming permits.
Table gaming	Card games played in casinos.
Tote	"Tote" is short for Totaliser, a system introduced to Britain in 1929 to offer pool betting on racecourses.
Track	Tracks are sites (including horse tracks and dog tracks) where races or other sporting events take place. Examples of tracks within the Leeds district would be Elland Road Football ground and Headingley Stadium.

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Report of the Assistant Chief Executive (Corporate Governance)

Council

Date: 15th July 2009

Subject: Standards Committee Annual Report and Standards for England Annual Return 2008/09

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

1. The purpose of this report is to make the Council aware of the Standards Committee Annual Report and the Standards for England annual return for 2008/09. This report provides an outline of the content of the annual report, and information about the new requirement for the Standards Committee to complete an annual return to Standards for England.
2. The Standards Committee has been obliged to complete an annual return for Standards for England (previously known as the Standards Board for England) which was submitted in June 2009. The annual return is part of a statutory requirement to provide information to Standards for England which is stipulated in the Local Government and Public Involvement in Health Act 2007.
3. Once this information is submitted Standards for England have suggested that it is shared with the Full Council, and published on the Council's website. A copy of the annual return is therefore attached as Appendix 2 to this report. In future, this information will be incorporated within the Standards Committee Annual Report to prevent any duplication.
4. Members of the Council are asked to note the Standards Committee Annual Report 2008/09 at Appendix 1, and the Standards for England annual return attached as Appendix 2.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to make the Council aware of the Standards Committee Annual Report and the Standards for England annual return for 2008/09. This report provides an outline of the content of the annual report, and information about the new requirement for the Standards Committee to complete an annual return to Standards for England.

2.0 Background Information

- 2.1 It has been proposed that an annual report be submitted to the Council to outline the achievements of the previous year and plans for the year 2009/10. The appearance of this report reflects the Standards Committee's concern to enhance awareness of its role and activities. The final draft of the report was approved by the Standards Committee at its meeting on 21st April 2009. At this meeting, it was also agreed that the annual report would be presented to the Council at the earliest opportunity.
- 2.2 The annual return is part of a statutory requirement to provide information to Standards for England which is stipulated in the Local Government and Public Involvement in Health Act 2007. Collecting information on how local authorities are supporting ethical conduct is part of Standards for England's role in ensuring the effectiveness of local standards arrangements.
- 2.3 This year's annual return was submitted to Standards for England in June 2009. Before the final version was submitted to Standards for England it was shared with the Monitoring Officer and the Chair of the Standards Committee for comments and amendments. A copy of the final version is attached as Appendix 2 to this report for Members' information.
- 2.4 Once this information is submitted Standards for England have suggested that it is shared with the Standards Committee and the Full Council, and published on the Council's website.

3.0 Main Issues

Standards Committee Annual Report 2008/09

- 3.1 This section of the report summarises the contents of the Standards Committee Annual Report.

The Work of the Committee 2007 - 2008

- 3.2 The section regarding the work of the Committee is categorised in the same way as last year's annual report, into issue areas which reflect the Committee's terms of reference. However a section on the local assessment process has been added to incorporate this additional area of responsibility for the Standards Committee.
- 3.3 Promoting, monitoring and reviewing the codes of conduct
- Members Code of Conduct 2009
 - Reviewing the Codes and Protocols
 - Ethical Audit 2007
 - Monitoring compliance with the Code of Conduct

- Considering final investigation reports
- Register of Interests and Gifts and Hospitality
- Officer Code of Conduct

3.4 Local assessment of complaints

- Creation of the Assessment and Review Sub-Committees
- Adopting the local assessment procedures
- Review of local assessment procedures
- Raising awareness of the local assessment process
- Training and guidance for members of the sub-committees

3.5 Providing guidance and training

- Induction for City Councillors
- Governance Matters

3.6 Relationship with Parish and Town Councils

- Addressing the results of the Annual Audit
- Parish and Town Council conference
- Training for Parish and Town Councillors

3.7 Working with other agencies

- Consultation and Research
- Local Government Chronicle Awards 2009
- The Centre for Local & Regional Government Research
- Standards Board for England
- Association of Independent Members of Standards Committees in England (AIMSce)

Issues for 2009 - 2010

3.8 The potential work of the Committee for the next municipal year is summarised at the end of the report.

These issues are outlined below:

- Implementation of the Ethical Audit action plan
- Raising the profile of the Standards Committee
- Implementation of the new Member and Officer Codes of Conduct
- Retirement of the current Chair

Standards for England Annual Return 2008/09

3.9 The purpose of the annual return is to find out what arrangements each authority has in place to ensure and promote high ethical standards. The return asks questions about the way the authority supports ethical standards as a whole, not just how it handles complaints. The annual return is also an opportunity for each authority to inform Standards for England of their particular achievements and successes in supporting and promoting the ethical framework.

3.10 The Monitoring Officer is required to submit quarterly returns to Standards for England about the complaints which have been received and how they have been dealt with. The annual return complements the quarterly return, by asking about the

ethical environment in the Council and requesting information which will allow Standards for England to understand the culture and wider governance arrangements within the Council.

- 3.11 The questions in the annual return will change each year in line with the development of the framework. The Council was required to provide information about the following topics to complete this year's return:
- The role of the standards committee
 - The annual report of the standards committee
 - What the standards committee does to promote standards
 - Training
 - Leadership
 - Complaints
 - Member / officer relations
 - Registering interests
 - Officer conduct
- 3.12 Standards for England have stated that the information collected in the annual returns will be used to drive up performance, champion the work of standards committees, and to ensure that they have an effective overview of local standards frameworks. In particular Standards for England will:
- Collect notable practice examples of standards committee activities which they will then disseminate.
 - Identify national gaps in local standards frameworks. A national overview of the local operation of the standards framework would enable Standards for England to identify strengths and weaknesses of local standards frameworks and mitigate some risks in their operation by prompting where they should be producing guidance or seeking policy changes in response to any emerging national trends.
 - Identify local gaps in local standards frameworks. This would enable Standards for England to identify those authorities who could be experiencing difficulties and may require support and advice.
 - Build profiles of individual authorities which can be used as background information when Standards for England are engaging with an authority.
 - Share information with the Audit Commission to enable them to complete their organisational assessments. The Audit Commission will use the annual return information to form the basis of their assessment of local authorities under the Use of Resources Key Line of Enquiry in the new Comprehensive Area Assessment.

4.0 Implications For Council Policy And Governance

- 4.1 There are no implications for Council policy.
- 4.2 By producing a report which details its work throughout the year, and the principal decisions it has taken, the Standards Committee is promoting transparency in its actions. The annual report is also a method by which Members and officers can be informed of the Standards Committee's role and its inputs and outputs. This is an objective of the corporate governance communication plan which seeks to cascade regular information to Members and officers. The annual report will therefore have a fundamental contribution to the corporate governance arrangements of the Council.

4.3 The information in the annual return contributes to the Use of Resources element of the Comprehensive Area Assessment, as the information is shared with the Audit Commission and will form the basis of the Audit Commission's assessment of each authority.

5.0 Legal And Resource Implications

5.1 There are no legal or resource implications.

6.0 Conclusions

6.1 The publication of this annual report will support the Council's governance arrangements by promoting transparency in the Standards Committee's actions.

6.2 The annual return is part of a statutory requirement to provide information to Standards for England which is stipulated in the Local Government and Public Involvement in Health Act 2007. Collecting information on how local authorities are supporting ethical conduct is part of Standards for England's role in ensuring the effectiveness of local standards arrangements.

7.0 Recommendations

7.1 Members of the Council are asked to note the Standards Committee Annual Report 2008/09 at Appendix 1, and the Standards for England annual return attached as Appendix 2.

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Leeds City Council

Standards Committee

Annual Report 2008 – 2009



Introduction

The Local Government Act 2000 requires councils to set up a standards committee. Standards committees have a proactive role in creating an ethical framework which governs the relationship between high standards of conduct and transparency and openness in decision making. As a result of the Local Government and Public Involvement in Health Act 2007 and the Standards Committee (England) Regulations 2008, the role of the Standards Committee has recently developed to include the local assessment of the complaints.

This is the Committee's fourth Annual Report and it presents a summary of the Leeds City Council Standards Committee's work during 2008/2009. This report supports the Corporate Governance arrangements of the Council by promoting good conduct and cascading information.

Our Ambition

"To help develop and maintain a climate of mutual trust and respect in which Members, officers and partners work effectively together to deliver the Council's strategic and operational priorities and where the public can be assured that this is done in an honest, objective and accountable way."

Foreword from the Chair



This year the Standards Committee of Leeds City Council was shortlisted in the Standards and Ethics category of the Local Government Chronicle Awards 2009. Six local authorities were shortlisted, from a total of 22 entries, for their dynamic approach to improving and promoting ethical standards among members while boosting public confidence in local democracy. Unfortunately Leeds did not win the award this year, although all the finalists were congratulated at the event.

This year the Standards Committee has successfully met the challenge of adapting to their new local assessment role, and the Council has decided to expand their membership to assist them with this. The additional Members of the Standards Committee will take up their positions on the Committee at the beginning of the 2009/10 municipal year.

We hope you enjoy learning about the Standards Committee and its work throughout the 2008/09 municipal year.

A handwritten signature in black ink that reads "M. Wilkerson". The signature is written in a cursive style with a large, sweeping underline.

Chair of the Standards Committee



Members of the Committee

The Standards Committee is composed of three independent members, five City Councillors, and two Parish Councillors.

Independent Members

The purpose of independent members is to help increase public confidence in ethical standards and provide a clear signal that the Standards Committee is fair. Independent members also bring a wider perspective to the Standards Committee from outside experiences. Independent members are not Members or officers of the Council, and are not actively engaged in local party political activity. They are appointed by the Full Council for terms of four years, and can serve two terms overall. This is to prevent them losing their independence from the authority.

Mike Wilkinson

has been an independent member and Chair of the Committee since 2002. He is also the Chair of the Standards Committee at the West Yorkshire Fire and Rescue Authority. Until 2001 he was a University Secretary and Clerk to the Board at Leeds Metropolitan University. He is a magistrate on the Leeds Bench and also acts as an Independent Assessor to the Student Loans Company. He is a Director of UNIPOL Student Homes. His final term of office runs until the Annual Meeting in 2010.



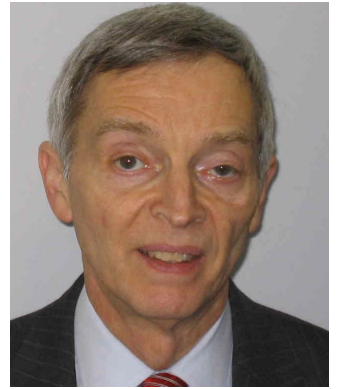
Rosemary Greaves

joined the Standards Committee in 2004 as a reserve independent member. Rosemary previously worked for BT as a Business Manager specialising in business development and strategy which includes developing significant new business propositions or identifying potential acquisition requirements. Rosemary became a full independent member in 2007 and her current term of office runs until the Annual Meeting in 2011.



Philip Turnpenny

joined the Standards Committee in April 2008. Philip is the retired Director of Human Resources at Moores Furniture Group in Wetherby, and now acts as a consultant. Philip is a Magistrate sitting in both the Adult and Family Proceedings Courts in Bradford and a governor at Tadcaster Grammar School as well as the Chairman of their Finance Committee. Philip also sits on the Boards of Foundation Housing and Northcall. Philip's current term of office runs until the Annual Meeting in 2012.



Leeds City Councillors

The Councillors on the Standards Committee are representatives of all five political groups within the Council. The Standards Committee is not politically balanced, this is because the standards committee should be above party politics and its members need to have the respect of the whole authority, regardless of their political party.

Councillor Les Carter

is a member of the Conservative Group and has been a Leeds City Councillor since 1973. He represents the Adel and Wharfedale ward on Leeds City Council and is also an Executive Board Member with responsibility for Neighbourhoods and Housing. Councillor Carter's areas of responsibility include housing policy and strategy, community safety, regeneration, homelessness and environmental health.



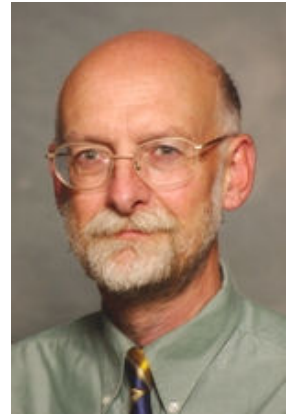
Councillor Elizabeth Nash

is a member of the Labour Group and has been a Leeds City Councillor from 1973 to 1988, and 1989 to present. She was also a member of the Leeds County Borough Council from 1972 to 1974. She represents the City and Hunslet ward on Leeds City Council, has been a member of the Committee since 2003, and is also a member of the City Centre Plans Panel.



Councillor Colin Campbell

is a member of the Liberal Democrat Group and represents the Otley and Yeadon ward on Leeds City Council. Councillor Campbell is also the Chair of Plans Panel (West), and a member of the Corporate Governance and Audit Committee and Scrutiny Board (City and Regional Partnerships).



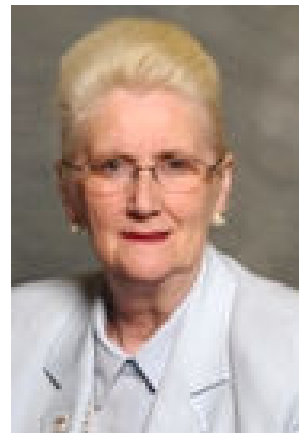
Councillor David Blackburn

is the Leader of the Green Group and represents the Farnley and Wortley ward on Leeds City Council. Councillor Blackburn is also a member of the Corporate Governance and Audit Committee and the City Centre Plans Panel.



Councillor Judith Elliott

is a member of the Morley Borough Independent Group and represents the Morley South ward on Leeds City Council. Councillor Elliott is also a member of the Children's Services Scrutiny Board and a member of Morley Town Council. Councillor Elliott will be leaving the Committee next year as she takes up her position as Lord Mayor of Leeds for the municipal year 2009/2010.



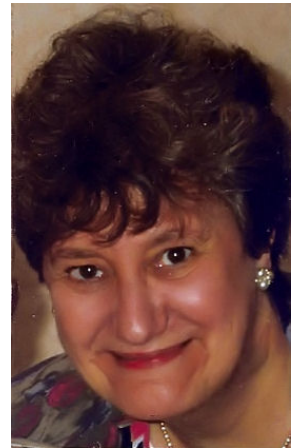
Parish Councillors

The role of the Parish Councillors on the Standards Committee is to make sure that the parish and town councils in Leeds are represented throughout discussions. At least one of the Parish Councillors must sit on the Standards Committee at all times when parish matters are being discussed. As the Standards Committee also has responsibility for the Parish and Town Councillors in the Leeds area, the Parish Councillors on the Standards

Committee demonstrate that parish issues are going to be dealt with fairly. They also bring an additional independent perspective to the Committee as they are not able to be members of Leeds City Council.

Councillor Mrs Pat Walker

is a member of Pool-in-Wharfedale Parish Council which she was elected to for the first time 7 years ago. She is lead member on conservation matters. Previously a Harrogate District Councillor, she has been involved in politics at local, national and European levels. A business manager in Leeds and Harrogate for 25 years, she is now an active member of the Ruskin Society and is presently a Foundation Governor of Prince Henry's Grammar School, Otley. Councillor Walker's current term of office runs until the Annual Meeting in 2009, where she is expected to be reappointed for another term.



Councillor John C Priestley

joined the Committee in 2005 as a reserve parish member and became a full member in 2007. He is a retired (litigation) solicitor and was a senior partner of Booth & Co. Leeds. He retired in 2002 and is now the Chairman of East Keswick Parish Council. He is also a Trustee of the W.W. Spooner Charitable Trust. Councillor Priestley's current term of office runs until the Annual Meeting in 2011.



Monitoring Officer to the Committee

Nicolé Jackson – Assistant Chief Executive (Corporate Governance) and Monitoring Officer

After qualifying as a solicitor at Calderdale Council, Nicolé worked at Bradford and Kirklees Councils, prior to moving to Leeds in June 1990. Nicolé became Senior Assistant Director and subsequently Chief Legal Officer in 1994 and 1999 respectively, and was appointed to her current role of Assistant Chief Executive (Corporate Governance) in 2007. Nicolé is also a part time Chair of the Midland Rent Assessment Panel.



Introduction to the Standards Committee

The general functions of the Standards Committee are:

- ▶ Promoting and maintaining high standards of conduct by Members and co-opted members; and
- ▶ Assisting Members and co-opted members to observe the Code of Conduct.

The terms of reference for the Committee are:

- ▶ Promoting, monitoring and reviewing the rules controlling the behaviour of Councillors and Officers (Code of Conduct);
- ▶ To initially assess and review complaints against Leeds City Councillors and Parish and Town Councillors in Leeds and to decide what action (if any) to take;
- ▶ To consider the results of any investigation into the behaviour of Councillors and decide whether their behaviour has broken the rules described above. If the Councillor is found to have broken the rules, the Committee decide what punishment to impose;
- ▶ To make suggestions to and work with other agencies about standards issues and the different codes of conduct. This involves taking part in research projects and consultation exercises, as well as making suggestions for improvement and best practice to the Standards Board for England;
- ▶ To provide advice and guidance to Members and officers and to make arrangements for training them on standards issues; and
- ▶ To advise the Council about changes which need to be made to the code of conduct for Officers and to promote, monitor and review this code.

Please note that the Local Government and Public Involvement in Health Act 2007 also imposed new duties on standards committees in relation to politically restricted posts. However, the relevant regulations to enable the Standards Committee to take up these duties have not yet been released.

The Work of the Committee 2008 – 2009

Promoting, monitoring and reviewing the Codes of Conduct

The Standards Committee exists to promote and maintain high standards of conduct within the Council, and has considered several important standards issues over the past year.

- ▶ **Members' Code of Conduct 2009** – The Standards Committee responded to the Communities and Local Government consultation document "Codes of conduct for local authority Members and employees: a consultation" in December 2008. Members of the Committee considered feedback from various Member and officer fora, including the Member Management Committee, the Council's Corporate Leadership Team, the Corporate Governance Board and the Group Whips, before finalising the Standards Committee response.
- ▶ **Reviewing the Codes and Protocols** - The Standards Committee has responsibility for several codes and protocols in the Constitution. To ensure that these are operating effectively, are being complied with, and are fit for purpose the Standards Committee has added regular reports regarding these codes and protocols to its work programme. This year the Standards Committee has reviewed:
 - the Code of Practice for the Determination of Licensing Matters
 - the Code of Practice for the Determination of Planning Matters;
 - the Monitoring Officer Protocol; and
 - the Standards Committee Media Protocol.

The Committee also extensively reviewed its own Procedure Rules in July in line with the Standards Committee (England) Regulations 2008 and the new guidance from the Standards Board for England. The Standards Committee has delayed reviewing any of the codes and protocols which would be affected by the new Member and employee Codes of Conduct due to be released in May 2009.

-
- ▶ **Ethical Audit 2007** - The Standards Committee considered the final results of the Ethical Audit 2007 in October this year, and approved an action plan to address these results and remaining issues from the Ethical Audit 2006. In the new action plan the Standards Committee particularly focused on the Ethical Framework Training and Awareness programme to be developed by Human Resources and made available to employees as appropriate. The Standards Committee agreed that they would monitor progress against this action through receiving regular reports from Human Resources.

 - ▶ **Monitoring compliance with the Code of Conduct** - The Standards Committee receives six monthly reports on the number and types of complaints that have been referred to the Standards Board regarding Leeds City Council Members and Parish and Town Councillors in the Leeds area. The report also identifies any trends in the information so that the Committee can seek to address these matters through guidance and training. The Standards Committee received the last of these reports on October 2008, as complaints from May 2008 are received by Leeds City Council rather than the Standards Board. See the separate section on Local Assessment for more details of the complaints received since May 2008.

 - ▶ **Considering final investigation reports** – The Standards Committee has considered two final investigation report since May 2008, which contained a finding of no failure. In the first case the complainant alleged that the Councillor had breached paragraphs 2(b) of the Members’ Code of Conduct by demonstrating a lack of basic manners and respect for others. However the investigating officer found no evidence of any failure to comply with the Code of Conduct. The Standards Committee agreed with the investigating officer that the Councillor had not breached the Code of Conduct as alleged.

In the second case the complainant had alleged that the former Councillor had breached paragraph 5 of the Members’ Code of Conduct

by bringing his office or authority into disrepute. The Standards Committee agreed with the investigator's finding that the former Councillor had only been acting in his official capacity from the point at which he identified himself as a Councillor, and that his conduct from then on would not have brought his office or authority into disrepute. The Standards Committee were also assured that the new local assessment procedures would safeguard against any delays in processing future complaints.

- ▶ **Register of Interests and Gifts and Hospitality** - The Standards Committee seeks to reassure itself that the Members' register of interests is being reviewed and updated by Members on a regular basis and that the rules surrounding the registration of gifts and hospitality are being observed. The Committee receives annual reports to this effect, the last report on this subject having been considered on 1st July 2008. In this report the Committee were informed of the results of an Internal Audit Inspection carried out at the end of 2007 on the Register of Interests and the Register of Gifts and Hospitality for Members. In the case of the registration of gifts and hospitality, the audit identified that there are satisfactory procedures in place to ensure that members promptly register any acceptance of gifts and hospitality in accordance with the Code of Conduct. A substantial assurance opinion was provided both in respect of the control environment and compliance. The Standards Committee were satisfied that the review arrangements in place are fit for purpose.
- ▶ **Officer Code of Conduct** - The Standards Committee received a report in October 2008 from Human Resources which reported on the requirement to ensure that development of key competencies and behaviours for managers included appropriate reference to ethical framework. The Head of Human Resources Strategy reported that the results of the Ethical Audit 2006 were being addressed by:

-
- Manager Briefings - using a standard briefing for Human Resources staff to consider ethical audit findings with groups of managers;
 - Clearer induction – updating induction materials for new staff; and
 - Developing leadership standards which include governance matters.

It was agreed that the Head of Human Resources Strategy would report back on progress on these issues in due course.

Local Assessment of Complaints

Since May 2008, the Standards Committee has had responsibility for initially assessing and reviewing complaints against Leeds City Councillors and Parish and Town Councillors in the Leeds area. During this year the Standards Committee has both initially assessed 19 cases, and reviewed five of these.

- ▶ **Creation of the Assessment and Review Sub-Committees** – The Standards Committee considered how it would discharge its new duties under the Standards Committee (England) Regulations 2008 in July 2008. The Committee established two Sub-Committees to assess and review complaints against Members of Leeds City Councillors and the Parish and Town Councils within Leeds. The Standards Committee also decided to give the Assessment Sub-Committee the additional function of considering final investigation reports and deciding whether they agree with the investigators findings.

The table below shows the number of complaints which have been made about Councillors in Leeds during this municipal year, and the number which have been referred for further investigation. The Assessment Sub-Committee has met ten times to consider a total of 19 complaints, and the Review Sub-Committee has carried out five reviews over four meetings.

Authority	Number of Complaints	Number of Councillors referred for investigation	Number of Councillors referred for other action
Leeds City Council	16	5 (these investigations are all ongoing)	1
Parish and Town Councils	3	0	0

► **Adopting the Local Assessment Procedures** – At their meeting in July 2008, the Standards Committee also had to consider how they would make decisions regarding whether complaints should be referred for investigation, other action, or to take no action at all. Using the Standards Board for England’s guidance the Standards Committee developed a set of local assessment criteria which has helped them decide what action to take in relation to each complaint. The Committee also developed local criteria for deciding if a complainant can have their complaint considered confidentially. These criteria are contained in the guidance leaflet “How to complain about the behaviour of a Councillor” and also within the Standards Committee Procedure Rules.

The Standards Committee also agreed the format of their decision notices, whether case summaries would be published on the Council’s website, and when to tell the subject Member that a complaint has been submitted about their behaviour.

► **Review of Local Assessment Procedures** – The Standards Committee also agreed that these practices should be reviewed after three months of operation. To ensure that all questions and issues raised by the Sub-Committee Members were recorded a standard item was added to each Sub-Committee agenda, titled ‘Lessons to Learn’. The issues raised were then used to inform the review process. Some of the issues raised by Members were not able to be resolved satisfactorily as they were either direct from legislation or from statutory guidance. However Members were presented with a report on all the issues that had been raised, along with possible amendments, during their meeting on 16th December 2008.

In addition, officers distributed questionnaires to all the complainants and subject Members who had been involved in the process since 8th May 2008 and asked for their comments on their experiences. These

responses, along with general representations from some of the political groups, were considered by the Standards Committee.

The Standards Committee made a series of amendments to their procedures as a result, and have agreed to review their procedures again in September 2009 to assess whether these changes have improved the process as a whole.

- ▶ **Raising awareness of the Local Assessment Process** – Every authority was required to publish a notice detailing where the complaints should be sent from 8th May 2008, and what the Council's new responsibilities are.

The Standards Committee chose to do so through the following media:

- Council's website - by updating the existing page of information on how to make complaints about misconduct, and through a Council press release. The information on the Council's website has been viewed 865 times since June 2008.
- Placing a notice in the Yorkshire Evening Post, and an article in the Council's own newspaper "About Leeds". Notices in public areas such as local libraries and the Council's information centre.
- An article in "Governance Matters".
- Contact Centre Staff are also able to advise members of the public about the new arrangements.

The Standards Committee also chose to send relevant information to all the Citizen's Advice Bureau in Leeds so that they could assist members of the public with completing complaints form where necessary.

The Committee also created an information leaflet for potential complainants and a specific complaints form, which is available via the Council's website and distributed in hard copy when requested. They

also agreed that a special complaints helpline, email address and online form should be created for complainants to use.

In order to raise awareness amongst Members and officers:

- a letter and copy of the information leaflet was sent to all Parish and Town Councils in the area;
- a briefing note was sent to each of the political groups;
- a seminar was provided to officers within Democratic Services; and
- information about local assessment has been included in all training on the Members' Code of Conduct, including the compulsory Governance updates for Members of Planning and Licensing Committees.

► **Training and Guidance for Members of the Sub-Committees** – In order that Members of the Standards Committee were prepared for their role on the Assessment and Review Sub-Committees, the Committee amended their training plan to include a separate skill area on Local Assessment. In February 2009, the Committee considered further updates to their training plan which included a training day on Local Assessment and Standards Committee Hearings from an external facilitator. The Committee has also sought to ensure that the external members of the Committee are aware of the role of a City Councillor, and has agreed that external members of the Committee could be given the opportunity to attend the ward surgeries of City Councillors to observe.

The Sub-Committees are also provided with a set of guidance notes for their reference when considering allegations of misconduct against Members. These include a locally created Assessment Flowchart and Code Matrix which assist Members in ensuring that all the assessment criteria are considered and that the allegation is a potential breach of the Code of Conduct. These documents were formally adopted by the Committee at their meeting in December 2008.

Providing Guidance and Training

The Standards Committee has a special responsibility for ensuring that Members are trained in matters relating to the Code of Conduct and arranging for appropriate training to be provided. During this year, the Standards Committee has both reviewed and recommended training for City Councillors and Parish and Town Councillors.

- ▶ **Induction for City Councillors** – The Standards Committee has supported the induction training programme for new Members; all new Members received the required training on the Code of Conduct and had completed their Acceptance of the Code of Conduct and Register of Interests forms.
- ▶ **Governance Matters** - The Standards Committee also features heavily in the regular bulletin 'Governance Matters' which is distributed to all Members of the Council, Directors, Chief Officers and all officers within Legal, Licensing and Registration, Procurement and Democratic Services. This bulletin contains a 'spotlight on' section which provides advice on specific standards or governance issues, front page news and feedback from the Council's governance committees. There have been 21 issues so far, they are published on a bi-monthly basis and are available to download from the Council's website¹.

¹

http://www.leeds.gov.uk/Council_and_democracy/Councillors_democracy_and_elections/Council_documents/Governance_Matters_Newsletter.aspx

Relationship with Parish and Town Councils

The Standards Committee has sought to develop its relationship with the Parish and Town Councils in the Leeds area during this municipal year.

- ▶ **Addressing the results of the Annual Audit** - The Standards Committee asked each Parish Clerk to complete a questionnaire at the end of 2007, which asked questions about their register of interests, how interests are declared and recorded and what training the Parish Councillors had received on the new Code of Conduct. The results of the audit were considered by the Monitoring Officer, the Chair of the Standards Committee and the Parish and Town Councillors at a meeting on 16th December 2008. The Committee decided that those Councils who were of concern to the Monitoring Officer should be offered support and assistance by Leeds City Council, and other Parish and Town Councils. The Clerks from these Councils will be invited to a meeting with the Monitoring Officer, Chair of the Standards Committee and the Parish and Town Councillors on the Committee in order to discuss their results and how the Committee can assist them. Those whose results had some weaknesses but were not of particular concern to the Monitoring Officer will be offered further training on the Code of Conduct from Leeds City Council and more guidance on personal and prejudicial interests. Finally, the Committee agreed that those Councils who had good results would be congratulated and asked whether they would wish to assist their fellow Councils with any issues they may be facing.
- ▶ **Parish and Town Council Conference** – Representatives from the Parish and Town Council Liaison Forum and officers of Leeds City Council organised the second Parish and Town Council Conference in Leeds this year. This took place on 13th May 2009 at Civic Hall. Officers updated the delegates on the rules surrounding the declaration and registration of interests, and briefed them on the role of Assessment and Review Sub-Committees. The delegates were even

able to try some cases for themselves, to assist them with understanding the new process and how the Code of Conduct applies in different circumstances.

- ▶ **Training for Parish and Town Councillors** – In October 2008 the Standards Committee received a report from the Member Development Officer updating them on progress with the project to review learning and development provision for parish and town councillors. As the role of Parish Councillors is extremely varied, the report put forward a number of learning options; some joint with City Councillors, and others specifically tailored and delivered on an area basis. The Standards Committee decided that training should be provided jointly with City Councillors, that Parish and Town Clerks should also be offered training, and that training on planning and financial awareness should be prioritised. The Standards Committee also sought to encourage Parish and Town Councils to discuss their requirements with officers to ensure that the correct training was being offered.

Working with Other Agencies

During the year, the Standards Committee has taken part in research and policy development on a national scale through various consultation exercises.

- ▶ **Consultation and Research** – Members of the Standards Committee have responded to the consultation paper published by Communities and Local Government called “Codes of conduct for local authority Members and employees: a consultation” in December 2008. It is hoped that the relevant Orders will be in place by May 2009.
- ▶ **Local Government Chronicle Awards 2009** - The Standards Committee submitted an entry to the ‘Standards and Ethics’ category of the Local Government Chronicle (LGC) Awards 2009, much of which was drawn from the Standards Committee Annual Report and the Council’s Corporate Governance Statement for 2008. It was announced in November 2008 that the Council had been shortlisted.
- ▶ **The Centre for Local & Regional Government Research** - In March 2008, the Standards Board for England commissioned Cardiff University to assess the impact and effectiveness of the ethical framework in local government. The research is being carried out over five years using in-depth case studies of nine local authorities. Leeds City Council was selected to take part and accepted. It will focus on the impacts of standards frameworks on processes, systems, cultures and values within local government. The project will also use public surveys and focus groups to explore any impacts of local standards frameworks on levels of public trust in local government.

Case study work is being conducted with Councils at two-yearly intervals, the first round of which took place in September 2008. This included interviews being conducted with Members, key officers, local stakeholders and public focus groups.

► **Standards Board for England - The Chair of the Standards**

Committee and the Monitoring Officer attended the Seventh Annual Assembly of Standards Committees held by the Standards Board for England on 13th and 14th October 2008, which provided opportunity for training and guidance and also feedback to the Standards Board on their work. The Chair of the Standards Committee was also a member of the steering committee for this year's conference, and was a speaker on the issue of the leadership and skills required of the Independent Chair. The Chair was also asked to appear in a DVD package to be shown to the delegates, where various Standards Committee members from different local authorities were asked to comment on several current ethical issues.

As finalists for the LGC award mentioned above the Chair of the Standards Committee has also appeared in a short film published on the Standards Board for England website². The film concentrates on examples of good practice in Leeds and in the other shortlisted authorities.

Finally, officers from Leeds City Council have also been involved in piloting the Standards Board for England Annual Return which will collect data to supplement the monthly returns regarding local complaints. The Standards Board will use this information to assist authorities and to identify good practice.

The Standards Committee is kept up to date on national conduct issues by receiving regular Standards Board Bulletins and issues of the Town and Parish Standard. The Standards Committee also received and considered the Standards Board's Annual Report at their meeting in October 2008.

► **Association of Independent Members of Standards Committees in England (AIMSce) - The Chair of the Standards Committee is a**

² Available to view at <http://www.standardsboard.gov.uk/Resources/Standardsandethicsaward/>

Director of AIMScE. The Association provides support and guidance to independent members in carrying out their statutory responsibilities, and also acts as a forum for exchanging views and ideas with other organisations and stakeholders.

Issues for 2009 – 2010

The Standards Committee will have many important issues to address in the coming the year, including the following:

- ▶ **Implementation of the Ethical Audit Action Plan** – The action plan formulated by the Standards Committee during this municipal year will continue to be implemented and monitored by the Standards Committee throughout the new municipal year.
- ▶ **Increased interaction between the Standards Committee and the Council’s leadership** – The Chief Executive and the leaders of the Council’s political groups will attend some meetings of the Standards Committee during this year to explain their roles and to explain what they are doing to improve ethical governance in their areas of responsibility.
- ▶ **Implementation of the new Member and Officer Codes of Conduct** – The Standards Committee will recommend the adoption of the new Members’ Code of Conduct to the Full Council, consider whether to add any local provisions, and provide guidance to the Council on the adoption of the new model Employee Code of Conduct. The Standards Committee will also devise a training plan to ensure that all Members are aware of the provisions of the new Code of Conduct.
- ▶ **Retirement of the current Chair** – The current Chair of the Standards Committee, Mike Wilkinson, ends his final term of office a the Annual Meeting in 2010. The Council are due to appoint a reserve Independent Member at the Annual Meeting in 2009 to fill the vacancy for an Independent Member that will arise in 2010. However, during this municipal year, the Standards Committee will need to appoint a new Chair from its membership.

Useful Links

If you would like to find out more about standards issues and the work of the Committee, as well as keep up to date with national issues, you may find the following links useful:

- ▶ **The Standards Board for England** (for guidance on standards issues, standards committees and outcomes of recent cases)
www.standardsboard.gov.uk
- ▶ **The Adjudication Panel for England** – www.adjudicationpanel.co.uk
- ▶ **The Audit Commission** – www.audit-commission.gov.uk
- ▶ **Department for Communities and Local Government** –
<http://www.communities.gov.uk/corporate/>
- ▶ **Leeds City Council** – www.leeds.gov.uk
- ▶ **National Association of Local Councils** – www.nalc.co.uk
- ▶ **Yorkshire Local Council Association** -
www.visionwebsites.co.uk/Contents/Text/Index.asp?SiteId=490&SiteExtra=13134021&TopNavId=459&NavSideId=5536
- ▶ **Chartered Institute of Public Finance and Accountancy** –
www.ipf.co.uk
- ▶ **Association of Independent Members of Standards Committees in England** – www.aimsce.org.uk

Parish Councils

The Standards Committee has a special responsibility to the Parish and Town Councils in Leeds. The Standards Committee is responsible for ensuring high standards of conduct are met within the parishes and that every Member is aware of their responsibilities under the code of conduct.

The Parish and Town Councils in the Authority's area are:

Aberford & District	Collingham with Linton	Morley
Allerton Bywater	Drighlington	Otley
Alwoodley	East Keswick	Pool-in-Wharfedale
Arthington	Gildersome	Pudsey
Austhorpe	Great and Little Preston	Scarcroft
Bardsey Cum Rigton	Harewood	Shadwell
Barwick in Elmet & Scholes	Horsforth	Swillington
Boston Spa	Kippax	Thorner
Bramham cum Oglethorpe	Ledsham	Thorp Arch
Bramhope and Carlton	Ledston with Ledston Luck	Walton
Clifford	Micklefield	Wetherby
Wothersome (Parish Meeting)		

The Monitoring Officer

In Leeds City Council, the role of the Monitoring Officer rests with the Assistant Chief Executive (Corporate Governance). The Monitoring officer has a key role in promoting and maintaining standards of conduct.

As well as acting as legal advisor to the Standards Committee, the Monitoring Officer carries out the following functions:

- ▶ reporting on contraventions or likely contraventions of any enactment or rule of law and reporting on any maladministration or injustice where the Ombudsman has carried out an investigation;
- ▶ establishing and maintaining registers of Members' interests and gifts and hospitality;
- ▶ maintaining, reviewing and monitoring the Constitution;
- ▶ advising Members on interpretation of the Code of Conduct;
- ▶ supporting the Standards Committee;
- ▶ receiving reports from Ethical Standards Officers and decisions of case tribunals;
- ▶ conducting investigations into misconduct;
- ▶ performing ethical framework functions in relation to Parish Councils;
- ▶ acting as the proper officer for access to information;
- ▶ making arrangements for relevant matters to be considered by the Standards Committee with regard to initial assessment, review, consideration of final investigation reports and hearings, and to advise the Standards Committee on such matters;
- ▶ advising whether executive decisions are within the budget and policy framework; and
- ▶ advising on vires issues, maladministration, financial impropriety, probity, and budget and policy issues to all Members.

Standards Board for England – Annual Return Questions

Independent Overview

Does the Standards Committee have Terms of Reference?
Yes
What help do Members receive on following the Code of Conduct?
Members receive training and guidance materials on the Code of Conduct, and are able to contact officers for additional advice and guidance when necessary. Members receive compulsory training on the Code of Conduct on their election and re-election through the Members' Induction period. They are also provided with a copy of the guidance booklet from the Standards Board for England, our own e-learning package on the Code of Conduct and a pocket guide to the local codes and protocols for reference purposes. Members on Planning and Licensing Committees also take part in compulsory governance training every year which includes a section on the Code of Conduct. Members are sent the Standards Board for England Bulletin and our own newsletter called 'Governance Matters' which covers the work of the Council's governance committees and has a regular 'spotlight on' section which focuses on a specific conduct or governance subject in each issue. Members are assisted with complying with the requirements for them to register and declare interests through the methods identified in the answer to question 8.3.
Does the Standards Committee have a forward work plan?
Yes
If yes, who outside of the Standards Committee is involved in agreeing the forward work plan? Please explain below.
In consultation with the Chair of the Standards Committee, the Monitoring Officer and other senior officers who support the Standards Committee will suggest adding items as necessary. This might be as a result of national or local developments. However overall the Standards Committee approve the work programme at the end of each Committee meeting. They are also able to comment on the work programme or request that items are added at any point.
Is the Standards Committee given a role in reviewing amendments to the authority's Constitution (or standing orders where appropriate)?
Yes
If yes, when was the last review undertaken and what was the standards committee's role in the review? Please explain below.
The Standards Committee has responsibility for reviewing the local codes and protocols (which supplement the Member and Officer Codes of Conduct) and does so annually. The Standards Committee also reviews its own Procedure Rules on an annual basis and after conducting hearings.
<u>Standards Committee meetings</u>
Please used the table below to indicate how many times between 1 st April 2008 and 31 st March 2009 the Standards Committee has met and for what reasons.

Reason for meeting	Number of times met between 1 st April 2008 and 31 st March 2009
General meeting of whole Standards Committee	5
Training	0
Assessment Sub-Committee	6
Review Sub-Committee	3
Consideration meeting	1
Hearing	0
Other	1

Standards Committee - Annual Report

Does the Standards Committee produce an annual report on its own work?
Yes
If yes, is the annual report received by a meeting of the full authority?
Yes
If yes, is the annual report sent to all Members?
Yes
If yes, is the annual report sent to all senior officers?
No
If yes, how is the annual report publicised to the general public?
The Annual Report is published on the Council's website and is highlighted in the Council's newsletter on governance and standards issues, called 'Governance Matters' – also available on the Council's website.

Standards Committee - Promoting Standards

What else does the Standards Committee do to communicate its role and the importance of high standards internally within the authority to Members and officers?
The Standards Committee features heavily in the Council's own newsletter on governance and standards issues, called 'Governance Matters'. Governance Matters is sent to all Directors and Chief Officers, all staff within Legal and Democratic Services, and all Councillors and co-opted Members of the authority. The Standards Committee maintains close links with the Corporate Governance and Audit Committee (CGA), and the Chair of the Standards Committee is a co-opted (non-voting) member of CGA. The Standards Committee also provide CGA with six monthly progress reports on their work and each receives the others' minutes.
What else has the Standards Committee done to promote confidence in local

democracy to the wider public?

The Standards Committee produces an annual report which is published on the Council's website. The Standards Committee has also taken part in the LGC Awards this year to try to raise the profile of standards and ethics within the Council. This has led to publicity through the Standards Board for England and the LGC due to being short-listed for the standards and ethics award.

Has the authority, or the Standards Committee in particular, considered how it will monitor and ensure high standards of behaviour when the authority is working in partnership with other organisations?

Yes

If yes, please provide examples.

The authority has a Governance Framework for Significant Partnerships and has developed a Partnerships Toolkit to support this. A register of the Council's significant partnerships has also been compiled in conjunction with Directors.

The governance framework places requirements on the Council's significant partnerships in terms of their ethical behaviour, and the Standards Committee has had an overview of these requirements.

Standards Committee - Training

Between 1st April 2008 and 31st March 2009, has the authority assessed the training and development needs of Members in relation to their responsibilities on standards of conduct?

Yes

If yes, what training and development needs were identified?

- General training on the Code of Conduct (provided through the induction and when necessary);
- Training on legislation such as Human Rights, Data Protection, Freedom of Information and Equalities (provided through specific guides); and
- Training for Members of Planning and Licensing Panels on relevant governance issues (provided through an annual compulsory training session).

Please provide a list of training and development opportunities that have been provided to Members and officers in the period above that are relevant to ensuring high standards.

Your list should include any training that relates to the operation of the local standards framework e.g. local assessment and hearings.

- Training on the Members' Code of Conduct through Induction (May 2008)
- Briefing Notes issued to all political groups regarding local assessment process
- Compulsory 'Governance and Conduct' training for all Members of Planning and Licensing Committees – update on the Code of Conduct and training on local assessment process

- Training session through the Parish and Town Council Annual Conference on the Members' Code of Conduct and the local assessment process
- Series of lunchtime seminars for officers working within Legal and Democratic Services on registration and declaration of interests for Members, the general obligations of the Members' Code of Conduct and the local assessment process
- Training for officers through the Corporate Induction on the Member and officer Code of Conduct
- Training for officers through an ethical governance package – available on request and identification of a particular training need through the PDP process.

Leadership

How often has the Standards Committee, or its Chair, met the Chief Executive to discuss ethical issues in the last 12 months (from 1st April 2008 to 31st March 2009)?

Two

Please also provide an overview of what the meetings were about.

- Options for increasing the membership of the Standards Committee
- Briefing on the New Local Assessment Arrangements
- Member co-operation with Case Investigations
- Opportunities to review the scope and remit of the Standards Committee Terms of Reference
- Relationships with and between Members

These meetings are scheduled on a quarterly basis.

How often has the Standards Committee, or its Chair, met the leader of the Council to discuss ethical issues in the last 12 months?

Four

Please also provide an overview of what the meetings were about.

- Options for increasing the membership of the Standards Committee
- Briefing on the New Local Assessment Arrangements
- Member co-operation with Case Investigations
- Opportunities to review the scope and remit of the Standards Committee Terms of Reference
- Briefing on the work programme of the Standards Committee
- Briefing on the Annual Report from the Standards Committee

These meetings are scheduled on a quarterly basis, and due to the political composition of Leeds City Council and the shared political leadership, these quarterly meetings are shared between the Leader of the Liberal Democrat Group and the Leader of the Conservative Group. For 2009/2010, a report is proposed to be brought to the Standards Committee to give consideration to inviting leaders of

the political groups and certain senior officers to meetings of the Standards Committee to explain their role in the Council and how they are upholding ethical standards.
How often has the Standards Committee, or its Chair, met the other party group leaders to discuss ethical issues in the last 12 months?
None
Does the Standards Committee, or its Chair, have regular access to the Monitoring Officer? How regular?
The Monitoring Officer attends all meetings of the Standards Committee and its sub-committees. In addition, the Chair is briefed by the Monitoring Officer and other officers who support the committee (from Governance Services and Corporate HR) before these committee meetings. The Monitoring Officer accompanies the Chair to his meetings with the Leader of the Council and the Chief Executive, and they work together on other projects such as the recruitment of standards committee members, ethical audits, and issues relating to Parish Councils and are in regular contact via telephone and email.
How many times in the last year has the Standards Committee Chair been invited to address a full authority meeting?
None
Does the Monitoring Officer sit on the Corporate Management Team, or equivalent?
Yes
Has an Executive Member (or senior Member where appropriate) been given portfolio responsibility for standards?
Yes

Complaints

Can the public access information, from the authority website, about how to make a complaint against a Member?
Yes
What else has the authority done to advertise the complaint process on Member conduct to the general public?
A notice was placed in the major local newspaper, and in all Council buildings with details of telephone numbers and where to access the complaints form. A letter was also sent to all Citizen's Advice Bureaux in the Leeds area asking them to put up a notice and explaining the process to them should they be asked to assist a member of the public with such a complaint. Customer Services Officers have also been provided with details of the new process so that if any complaints are referred to them involving Councillors they can advise and redirect the member of the public accordingly.
Has the authority sought feedback from any of those people involved in an allegation

of Member misconduct about their satisfaction with the Member conduct complaints process?
Yes
How does the authority communicate the outcome of investigations into Member conduct to: <ul style="list-style-type: none"> a) Members b) Officers c) The general public
<p>We have never communicated our findings (except when the Standards Committee conducted a full hearing in May 2006) as all investigation reports and meetings considering those reports have been classified as exempt by the Committee.</p> <p>We have not yet had any investigations completed under the new system. However when this happens, the outcome would be communicated through the minutes of the Assessment Sub-Committee who receive the final investigation report and decide whether to refer the matter to a Standards Committee Hearing (the minutes of the Sub-Committees are anonymised but published on the Council's website and received by Full Council and the full Standards Committee). If there was a finding of no failure the subject Member would have the choice of whether the Committee should publish a summary of their findings in the local press. If the matter went to a hearing and the Member was found to have breached the Code, a notice of the outcome would be placed in the local newspaper.</p>
In allegations of Member conduct which have NOT resulted in investigation, such as those allegations which have not been referred for investigation and those which have resulted in other action, how does the authority communicate the outcome to: <ul style="list-style-type: none"> a) Members b) Officers c) The general public
The outcome would be communicated through the minutes of the Assessment / Review Sub-Committee (which are anonymised but published on the Council's website and received by Full Council and the full Standards Committee), and through the publicly available case summaries. These are available for inspection in the Council's offices.

Member Officer Relations

Does the authority have a protocol for relations between Members and officers?
Yes
If yes, how is the protocol communicated to officers and Members?
The protocol appears in the Constitution. Training on the Code of Conduct for Members makes reference to the protocol, especially with regard to bullying and treating officers with respect. This includes face to face training, e-learning and the pocket guides to the local codes and protocols.

Training on the Members' Code of Conduct for officers within Democratic Services makes reference to the Protocol, in light of their large amount of contact with Members. The Corporate Induction for all new staff also makes appropriate mention to the local codes and protocols. For staff who require more in depth training, there is also a training package on ethical governance available on request (through the appraisal process).

What is the mechanism for reviewing the effectiveness of the protocol?

The protocol is reviewed annually by the Standards Committee. A report is produced by the Monitoring Officer which includes feedback on the following issues:

- The number of complaints made about breaches of the Protocol and the outcomes of these complaints;
- Whether the Protocol has been considered as part of Member/Officer induction training;
- The level of awareness of the Protocol amongst Members and Officers;
- External inspection reports in respect of any relevant issues arising; and
- Changes to legislation which may affect the provisions of the Protocol.

The report sets out whether the arrangements set out in the Protocol have been complied with and includes any proposals for amendments in the light of any issues that have arisen during the year.

Officers are also consulted on whether any amendments should be made through the Trade Union representatives and through Human Resources. Members are consulted on possible amendments to the Protocol through the Group Whips (or individually where appropriate).

Does the authority include training on the importance of high standards of behaviour in the inductions of new Members and officers?

Yes

Does the authority have informal mechanisms for dealing with Member/officer and Member/Member disputes?

Yes

If yes, please provide details of any mechanisms and , if possible, provide an example where this has been used.

Allegations of breaches of the local codes and protocols by Members can be referred to the Monitoring Officer for potential referral to the Standards Committee, the relevant Leader or Whip of the Political Group. Unless the breach could be a breach of the Members' Code of Conduct which would be referred to the Assessment Sub-Committee. As part of this year's review of the Standards Committee Procedure Rules we are looking into whether the assessment alleged local code breaches should be treated in the same way as alleged breaches of the Code of Conduct.

Allegations of breaches by officers are referred to the relevant Director for consideration. Action may include disciplinary investigation.

Registering Member interests

Is the Member Register of Interests accessible to the public on the authority website?
Yes
Is the Register of Gifts and Hospitality available to the public on the authority website?
Yes
What does the authority do to signal to Members the importance of declaring interest and completing the Register of Interests and Register of Gifts and Hospitality?
<p>Members are reminded of the need to check their register of interests (which includes a category about gifts) every three months. They are sent general reminders and also targeted reminders which focus on a particular issue, such as election payments or interests in property. Members also check the current Register entry as part of the Personal Development Plan review meetings and are asked whether they need assistance with this area.</p> <p>Officers also check their register of interests against the declarations of interests Members have made at meetings to ensure that all interests which fall into the correct categories are registered. If any interests are not included the Member is sent an email highlighting the discrepancy and asking whether they wish to amend their entry.</p> <p>Officers who clerk meetings of committees also check their register entries against agenda items to look for potential personal interests. If any are identified, Members are sent an aide memoir detailing the interest and how it has arisen. They are also provided with a reminder as to when a personal interest can become a prejudicial interest and what corresponding action they should take. If a potential prejudicial interest is identified but is not subsequently declared this is notified to the Head of Governance Services who pursues this with the Member concerned.</p> <p>Members are reminded every three months that they should register gifts and hospitality they receive in their capacity as Members. However, officers have developed a separate system for the Leader and the Lord Mayor where officers who support those Members forward details on their behalf of their civic engagements and personal gifts which have been received in order to be registered.</p> <p>Members are also reminded of the need to declare and register interests through training on the Code of Conduct. Exercises are used which include an example register which Members need to complete during the training so that officers can highlight common mistakes or omissions.</p>

Officer conduct

Does the authority have a Code of Conduct for senior officers?
Yes
Does the authority compile a register of senior officers' interests?

Yes
Is the register of senior officers' interests available to the public on the authority website?
No
Does the authority compile a register of senior officers' gifts and hospitality?
Yes
Is the senior officers' register of gifts and hospitality available to the public on the authority website?
No

Optional questions

On what issues, if any, would you appreciate more support or guidance from the Standards Board for England?
<p>Issues regarding the local assessment process, such as clarity over how much information can be provided to subject Members and at what stages, the records of meetings which should be kept, and the scope remaining for informal resolution of complaints.</p> <p>It would also be helpful to have more guidance on the types of other action which are appropriate and the way in which the decision to take other action should be reached i.e. use of adjournment. There also seems to be a lot of confusion in other authorities regarding how the Monitoring Officer should report back to the Standards Committee on the outcome of the other action, in terms of whether the Monitoring Officer should report back to the full Committee or a Sub-Committee and whether it should constitute the same membership as the original Sub-Committee. There is also a lot of confusion regarding how far the notice and publicity requirements apply to such meetings when they are considering the Monitoring Officer's report.</p>
<p>The Standards Board for England, the Improvement and Development Agency and the Audit Commission have developed a toolkit that authorities can use to assess the ethical governance arrangements in their authority, and also to identify improvements.</p> <p>Has your authority used the Ethical Governance Toolkit?</p>
Yes

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Report of the Assistant Chief Executive (Corporate Governance)

Full Council

Date: 15th July 2009

Subject: Corporate Governance and Audit Committee Annual Report 2008/09

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Purpose Of This Report

1.1 This report presents to Full Council the 2008/09 annual report from the Corporate Governance and Audit Committee. The report is attached at appendix one.

2.0 Main Issues

2.1 Members are requested to receive the report and note the impact the Committee has had in relation to the governance arrangements of the Council.

3.0 Implications For Council Policy And Governance

3.1 Preparing an annual report and presenting this to the Full Council is consistent with best practice guidance in relation to Audit Committees and therefore strengthens the Council's position in respect of any external assessments of the Council's governance arrangements.

3.2 By producing an annual report that focuses on the impact of the Committee's work the Committee has been able to ensure that the work it undertakes during the year is relevant and effective.

4.0 Legal And Resource Implications

4.1 There are no legal or resource implications.

5.0 Recommendations

5.1 Full Council is recommended to receive the Annual Report of the Corporate Governance and Audit Committee.

Background Documents

Audit Committees – Practical Guidance for Local Authorities (2005), CIPFA

Corporate Governance and Audit Committee

Annual Report 2008 – 2009



Foreword from the Chair

I have been privileged to Chair this Committee for a second year, and I begin by recording my thanks to my fellow Members and to the officers who have guided our deliberations and carried our recommendations into effect. I am also grateful to those officers, from many different parts of the Council's organisation, who have presented reports to us, and helped us to understand the complexities of their work. It is only through such hard-won understanding that the Committee can provide the assurances it must on the veracity of every aspect of the Council's governance and audit processes - and it is for that reason that members have attended detailed seminars on particular aspects of the Committee's role.

My thanks are also due to Mr Mike Wilkinson, the independent Chair of the Council's Standards Committee, whose membership of Corporate Governance and Audit creates an invaluable link between the two committees; to the Local Government Ombudsman (Ms Anne Seex) who again generously attended in person to present her formal annual Letter to the Council; and to our colleagues from KPMG, the Council's external auditors, who provided us with rigorous independent judgements of process and performance.

The report that follows demonstrates the breadth of the Committee's work, discharged over a programme of ten meetings. In covering such a broad canvas, we have been concerned not to duplicate the work of bodies such as the Council's scrutiny boards, but to work in partnership with them, focussing upon our distinctive role in pursuit of sound governance, transparency, accountability and compliance.

In representing the Council at meetings of the Core Cities Audit Group, I have been able both to learn from the experience of others, and to satisfy myself that Leeds is in the vanguard of good practice. Closer to home, I have been grateful for the support of the joint leaders of Council, and for the growing understanding among elected members of the independent role of the Committee.



Cllr John Bale

Introduction

Background

Corporate Governance is a phrase used to describe how organisations direct and control what they do. For local authorities this also includes how a council relates to the communities that it serves. Good corporate governance requires local authorities to carry out their functions with integrity and in a way that is accountable, transparent, effective and inclusive. The role of the Corporate Governance and Audit Committee is to assess and challenge a range of assurances provided within the Council and those provided externally both by the appointed external auditor and by various inspectorates.

The Council's Code of Corporate Governance provides more information regarding corporate governance at Leeds.

Membership

The members of the Committee for 2008-2009 are set out below:

Councillor John Bale (Chair)

Councillor David Blackburn

Councillor Colin Campbell

Councillor Geoffrey Driver

Councillor Judith Elliott

Councillor Pauleen Grahame

Councillor Mohammed Iqbal

Councillor Graham Kirkland

Councillor Graham Latty

Councillor Neil Taggart

Mike Wilkinson, the Independent Chair of the Standards Committee is a non-voting co-opted member of the Committee.

Terms of Reference

In summary the Committee is responsible for reviewing the adequacy of the Council's arrangements relating to:

- external and internal audit;
- risk management;
- the internal control environment (corporate governance arrangements);
- compliance with statutory and other guidance;
- approving the Accounts;
- approving the Annual Governance Statement; and
- making representations to external agencies on behalf of the Council about any matter relating to conduct.

The Committee's Terms of Reference were amended at the Council's Annual meeting, as the Constitutional Proposals Committee (which has since been superseded by the General Purposes Committee) was given the function of considering proposals to amend the Constitution and making recommendations on such matters to full Council. The Terms of Reference were further amended in February 2009, when the Corporate Governance and Audit Committee was given the additional function of making representations to external agencies on behalf of the Council about any matter relating to conduct. The current Terms of Reference are attached at appendix one.

The Annual Report

Effective audit committees help raise the profile of internal control, risk management and financial reporting issues. They enhance public trust and confidence in the governance of the Council. As such, the Corporate Governance and Audit Committee has resolved to produce an annual report for presentation to full Council for two reasons:

- to demonstrate the impact of its work over the last year; and
- to raise awareness of corporate governance across the Council.

The Work of the Committee 2008 – 2009

The following section provides a summary of the work that the Committee has undertaken over the last year, including the impact that work has had on the effectiveness of the Council's overall corporate governance arrangements. It is divided up according to the different elements of the Committee's terms of reference.

External Audit

External audit is an essential part of the process of ensuring public money is spent accountably. The Council's external auditors are KPMG. Their work is guided by an annual audit plan which details the work they will complete over the coming year, and the plan for 2008/09 was agreed by the Committee on 30th June 2008. The plan is developed having assessed areas of risk to the Council that are identified in the corporate risk register and on input from Members and officers. During 2008/09 the auditors produced a number of reports, which were received by the Committee and published on the Council's website.

► Business Continuity Management

On 21st January 2009, the Committee received a report summarising the key findings from KPMG's audit of the Council's Business Continuity Management Arrangements. The review focussed on four Business Units that were chosen from the list of Council agreed 'critical' services:

- Corporate Property Management;
- Adult Services;
- Children's Services; and
- ICT Services.

Four recommendations were made, none of which were deemed to pose 'significant residual risk'. The Committee resolved to note the report, and requested that KPMG alert Members to any concerns that may emerge from the follow-up work planned for 2009/10.

Impact

The Committee has received assurance that the Council's Business Continuity Management Arrangements, which form a key part of the Council's risk management and internal control environment, are sufficiently robust.

► **Delivering Successful Change – a Review of Project Management Arrangements**

This report was presented to the Committee in March 2009, and provided an assessment of the progress made with implementing and embedding the Project Management Framework arrangements element of the Delivering Successful Change (DSC) project across the Council. 10 projects that had self-assessed themselves as compliant with DSC were reviewed in detail. KPMG concluded that overall, the Council has made sound progress in implementing the DSC principles and framework, however some areas for further development were identified.

The Committee resolved to note the report, and commented on the need to strengthen public engagement and consultation with regards to projects, and to ensure that small projects can also use the methodology.

► **The Annual External Audit Plan**

The Committee were consulted on the content of the Annual External Audit Plan for 2009-10 on 30th April 2009. The plan will be submitted for the Committee's approval at the beginning of the next municipal year.

Impact

This process helps to strengthen governance at Leeds by ensuring that the valuable work of the auditors is focussed, not only where there are perceived risks, but in areas felt to be significant by elected Members.

► Review of Costs and Cost Drivers in the Youth Service

This report was presented to the Committee on 12th May 2009. KPMG reviewed Youth Services to investigate the reasons for its position in the Audit Commission's Value for Money profiles, where Leeds City Council is shown to be one of the highest spending local authorities in terms of youth services spend per head.

Five recommendations were made in KPMG's report, none of which were deemed to pose a 'significant residual risk'. The Committee resolved to note the findings of the review and the assurances provided.

Internal Audit

Internal audit is an independent function established by the Council to objectively examine, evaluate and report on the adequacy of the corporate governance arrangements. Reports issued by internal audit provide a key source of assurance to the Committee that the governance arrangements in place are functioning correctly. The Committee is also responsible for monitoring the performance of internal audit.

In June 2008 the Committee received the annual internal audit report looking back at work completed and issues identified in the previous municipal year. The Committee raised two issues that were of particular

interest: arrangements in place for Section 106 and Section 278 agreements; and the arrangements in place to identify fraudulent tenancies in Leeds City Council Social Housing stock.

In January 2009 the Committee received the half-year update report which summarised the key findings of Internal Audit during the period April – September 2008. The 8 reviews with limited or no assurance were highlighted, and Members were assured that where necessary, follow-up work would be undertaken.

The results of the review of the effectiveness of Internal Audit were presented to the Committee in June 2008. It was reported that the Council's system of internal audit is fit for purpose. Members agreed that the effectiveness of the Committee itself should also be reviewed, the results of which are due to be presented to the Committee in the next municipal year.

► **Key and Major Decisions Taken by Officers under Delegated or Sub-Delegated Authority 2008/09**

Further to concerns raised by Members regarding the possibility of unconstitutional decisions being made, a review of the control environment that is in place supporting Key and Major decisions taken by officers under delegated or sub-delegated authority, awareness of these requirements by relevant officers, and compliance with existing procedures was undertaken. The results of this were presented to the Committee in May 2009, which highlighted that awareness of the requirements of the Constitution is inconsistent across the Council, which had led to a number of non-compliances.

Several recommendations were made, including developing a programme of formal training and refresher sessions for all officers involved in the

decision making process, centrally monitoring the extent of compliance with the Constitution, and empowering the Head of Governance Services with appropriate escalation procedures in the case of serious or consistent non-compliance.

The Committee resolved to note the recommendations made, requested that a report be produced regarding the follow-up work undertaken as a result of the audit, and asked the Chair to raise the Committee's concerns with senior officers and the Chair of the Executive Board.

Impact

By requesting that the Council's decision making process be reviewed, the Committee has ensured that the Council can learn from instances where the correct procedure has not been followed, and implement changes or further training where necessary.

Risk Management

Risk management is defined as the effective management of threats and opportunities in order to enhance the delivery of Council services. Good risk management practices enable the Council to make better decisions, and enhance its ability to achieve its objectives. The Committee receives both an annual report and regular update reports from the Chief Officer (Audit and Risk) regarding key risk management developments across the Council and its strategic partners.

► Annual Report

At its meeting in June 2008 the Committee received the annual report on risk management arrangements for 2007/08.

The Committee noted the work that had been undertaken by the risk management unit over the previous year. Members highlighted that Eastmoor Secure Unit was the only critical service yet to establish a Business Continuity Management Plan, and requested that an update report on this matter be submitted to the Committee at a future meeting.

An update was presented to the Committee in November 2008, and the Director of Children's Services provided assurance that the Plan would be signed off by January 2009.

Impact

The Committee has ensured that the necessary assurances relating to the Business Continuity Management Plan for Eastmoor Secure Unit were received.

The annual report on risk management for 2009/10 was submitted to the Committee in May 2009. The Committee agreed to continue to review and challenge the Council's risk management arrangements, and attend risk management training sessions and briefings provided by the Risk Management Unit.

Corporate Governance / Internal Control

In addition to the specific role the Committee has in relation to audit and risk management, it has a broad responsibility for reviewing the adequacy of the Council's wider corporate governance arrangements. It receives a number of regular and ad hoc reports which provide assurance that the Council's arrangements are operating effectively, which are summarised below.

► Local Government Ombudsman

At their September meeting the Committee received the Local Government Ombudsman's letter for 2007/08. The Ombudsman for the region, Anne Seex, attended the meeting in order to present the letter and respond to any questions. The Ombudsman's letter provided a key assurance to the Committee that, in general, there are robust and effective mechanisms in place for dealing with complaints. Members also identified key areas for improvement raised in the letter, in particular, the need to ensure that good quality information is provided to the Ombudsman when the Council is first notified of a complaint.

In September the Chief Officer (Customer Services) also provided the Committee with a commentary and analysis of complaints received from May to July 2008. Members noted that the number of complaints were down compared to last year and that there was a significantly improved response time due to the response times on Education Leeds cases received during this period.

► Partnership Governance Arrangements

The annual review of the Governance Framework for Significant Partnerships was submitted to the Committee in November 2008.

Members approved some proposed amendments to the Framework which had arisen from amendments to the Council's Code of Corporate Governance and the production of a governance checklist by the Council's Internal Audit section. The Framework was approved by the Assistant Chief Executive (Corporate Governance) in December 2008, and the Council has now identified its significant partnerships which are kept on a register.

The Committee also participated in a seminar at which the draft Toolkit for Partnership Governance (which explains the requirements of the Framework in more detail) was introduced, and Members were asked to provide comments on the content. The toolkit was launched in May 2009, and training on the Framework and toolkit has been offered to all lead officers and Department Management Teams.

Impact

The Council will now monitor compliance with the Framework on an annual basis, ensuring that the partnerships that the Council is involved in provide value for money, and that there are clear lines of responsibility and accountability.

► **Information Security**

During this municipal year, the Committee has taken a particular interest in the Council's Information Security arrangements. At its meeting in October, the Committee received a report outlining the risks to the Council in relation to information security (incorporating data security), and providing details of how these risks are being addressed. Members requested that a further report be submitted to the Committee regarding the Council's e-mail policy, information retention policy and the rules that Members should adhere to when handling information relating to their

constituents. It was also agreed that an annual report regarding information security should be presented to the Committee.

Due to two data security breaches that occurred within the Council in December 2008 (involving the loss of a memory stick and the theft of a laptop), a report was presented to the Committee which provided an update on the actions taken in light of the incidents. In February, the Committee was provided with the final reports from the investigations into the information security breaches. Members agreed to receive 6-monthly update reports on the implementation of the associated action plans.

The Information Security Annual Report for 2008/09 was presented to the Committee in April 2009. Members commented on the need for officers to have individual responsibility for upholding information security standards, and for targets to be set in relation to achieving ISO 27001. It was resolved that an annual report on Information Security should be submitted to the Committee in the next municipal year, including a target as to when the Council will achieve ISO 27001.

► **Children's Services**

• **Leeds Joint Area Review (JAR)**

The outcomes of the JAR were presented to the Committee in June 2008, in order that it could consider any significant corporate governance matters associated with the implementation of the agreed actions. Members acknowledged the considerable number of major strengths which had been identified by the review, when compared to the number of weaknesses, and agreed to receive a report later in the municipal year providing a progress update on the action plan.

In March 2009, an update report was provided. It was reported that progress had been good overall, however there were key areas where more significant progress was required. Members noted the progress made and the opinions of the Director of Children's Services in relation to progress on the action plan and commented that updates of this nature needed to also take account of any other related inspection reports which may have been received.

- **Annual Performance Assessment of Children's Services 2008**

At its meeting in February 2009, the Committee received a report reviewing the governance issues raised in the 2008 Annual Performance Assessment of Children's Services. Members noted the report.

- **Locality Arrangements**

Further to a report that was submitted to the Committee in March 2008, a report was received in March 2009 regarding developing locality children's trust arrangements in wedges. The Committee was informed that, since the last report was submitted, the Government had released the Apprenticeship, Skills, Learning and Children Bill 2008/09, which will amend the legislation around children's trust arrangements.

Impact

The Chair of the Committee will meet with the Deputy Director of Children's Services to discuss how best to involve Members in advising on the development of governance arrangements within localities.

► **Independence, Wellbeing and Choice Inspection of Adult Social Services 2008**

In January 2009, the Committee was informed of the outcomes of the Independence, Wellbeing and Choice Inspection of Adult Social Services, and the associated action plan. The Committee needed to be assured that the correct arrangements are in place to ensure risks are identified and a framework of accountabilities exists for managing those risks, and commented on the criticisms within the CSCI report relating to the operation of the Adult Safeguarding Board, the chairing of which Members felt should be performed by an independent person. At the Committee's request, reports were brought back to the Committee in March 2009 regarding progress in addressing those concerns.

► **EASEL**

In January 2009, the Committee was informed of the decision making arrangements for the EASEL Joint Venture Company, which were approved by Executive Board on 5th November 2008. The governance arrangements were noted, and Members asked the Head of Easel Project office to ensure that, through ongoing review, the governance arrangements for EASEL continue to protect the Council over the course of the 20 year agreement. Assurance was also requested from KPMG as to whether the governance arrangements are working well in practice.

► **Phantom Tenancies**

As requested by the Committee, a report regarding the measures in place to prevent phantom tenancies was received in November 2008. It was estimated that approximately 10 phantom tenancies occurred each year. The Committee requested that the extent of phantom tenancies be measured more accurately, and the outcome reported at a future meeting

of the Committee. The resultant report was submitted in April 2009, which informed Members that in the final quarter of 2008/09, sixteen investigations had been undertaken for suspected sub-letting, resulting in eight tenancies being terminated. The Committee resolved to note the improvements in the control arrangements regarding phantom tenancies and to receive an report regarding the monitoring of phantom tenancies in a year's time.

Impact

As a result of discussions held at the Committee's meeting in November 2008, a monitoring regime was implemented for the Council's ALMOs in order to ensure that investigations into possible phantom tenancies would be reported to the Council.

► **Community Engagement**

In October 2008, the Committee received a report providing an update on progress made in developing internet-based community engagement tools, particularly focusing on the Talking Point community engagement database. The Committee requested that a Community Engagement annual report be submitted later in the municipal year, including details of the progress made with Talking Point. Members discussed the opportunity for broadcasting Council meetings and the work being undertaken by the Area Management teams to empower communities, and it was agreed that an annual report should be submitted in the next municipal year including an update on these issues.

► **Other Reports**

Report	Committee Resolution
ALMO Inspection Reports	<ul style="list-style-type: none"> • That the contents of the report be noted; and • That further reports regarding the governance arrangements of BITMO, and the actions being taken as a result of the inspections, including by when and by whom, be submitted to the Committee early in the new municipal year.
Waste Solution Programme	<ul style="list-style-type: none"> • That the contents of the report and the measures currently in place to mitigate the risks within the Waste Solution Programme be noted; • That the views of young people be sought in the consideration of the Waste Solution Programme; and • That a further report be submitted to the Committee further exploring the various officer and Member accountabilities within the Waste Solution Programme.
Delivering Successful Change	The Committee participated in a seminar in November 2008, which presented examples of projects that have used the DSC methodology. The DSC Annual Report was submitted to the Committee on 12 th May 2009.
The Process by which the Council Makes and Decides Planning Applications	That the report be noted, and that the Chief Planning Officer ensures that internal applicants be advised of the need to provide Plans Panels with high quality presentations which provide a full explanation of their planning implications and enable the merits of schemes to be better communicated to Members and communities.

Statement of Accounts

One of the Committee's most important statutory roles is to approve the Council's Statement of Accounts.

The Statement of Accounts show how the Council has used public money and demonstrate that the Council has been responsible. The accounts for 2007-08 were received by the Committee at their meeting on 30th June 2008. After being informed of a number of minor changes that had been made since the Committee received the accounts they were approved.

Once the Committee had approved the accounts they were made available to the public to enable electors to inspect them, ask any questions or challenge them. They were also then passed to the Council's external auditors for examination.

In September 2008 the auditors reported that no material errors had been identified and commented on the smooth running of the audit, however two recommendations were identified to assist in improving the accounts production process in future, as follows:

- The Council should ensure that they review the action plans for any school where the Council could potentially become liable for the deficit, for example where a school may become an Academy. In addition the Council should ensure that they continue to follow the detailed procedures where schools are in deficit and that the schools have action plans in place.
- The Council should undertake an exercise in year to review the collection rates on Council Tax debtors and NNDR and HRA rent debtors to demonstrate that the provision applied is appropriate. This will become even more relevant over the coming year where economic conditions could potentially result in changing collection rates.

Corporate Governance Statement

Each year the Council produces a Corporate Governance Statement which is a public statement regarding the adequacy of the Council's corporate governance arrangements. It sets out the arrangements that have been in place for the previous year and also details what actions the Council will take over the forthcoming year to further strengthen its governance.

As the Statement forms part of the accounts it is always received at the same meeting – therefore, the 2008 Statement was approved at the Committee's meeting in June 2008.

The Committee also received a number of annual update reports to support the information contained in the Statement. These included:

- the Standards Committee annual report;
- an annual report on Member development;
- the annual report on risk management; and
- the annual internal audit report.

The Committee also received a report at their meetings in November 2008 and May 2009 regarding progress against the Corporate Governance Statement Action Plan – which is based on the areas for improvement identified in the Corporate Governance Statement. Receiving this update provided an opportunity for the Committee to challenge officers on the completion of actions. The Committee raised a concern that financial management procedures or practice may conflict with the wider Corporate Governance Framework which the Council has adopted.

Work Programme for 2009 – 2010

At their May meeting the Committee agreed a draft work programme for 2009-10.

The work programme is developed with reference to:

- any regular items that the Committee receives, for example the Statement of Accounts, and update reports on risk management, internal audit and project governance;
- any requests for reports that the Committee has made over the previous year, for example Annual Reports on Community Engagement and Information Security; and
- any emerging areas of local or national interest, for example the Committee will receive reports in 2009-10 on Members' Allowances and Expenses, and the governance arrangements of Leeds City Region.

The work programme for 2009-2010 is attached at appendix two – other items will be added to this as issues emerge over the course of the year.

Further Information

The following information can be accessed on the Council's website – www.leeds.gov.uk:

- past agendas and minutes for the Corporate Governance and Audit Committee;
- the Council's Code of Corporate Governance, Corporate Governance Statement and Statement of Accounts;
- external audit reports; and
- Governance Matters – the bi-monthly newsletter produced by Governance Services.

If you have any specific questions you can also contact the Corporate Governance team by e-mail, cxd.corporategovernance@leeds.gov.uk or by phone on 0113 39 51712.

Corporate Governance and Audit Committee

The Corporate Governance and Audit Committee is authorised to discharge the following functions¹:

1. to consider the Council's arrangements relating to accounts² including:
 - (a) the approval of the statement of accounts and any material amendment of the accounts recommended by the auditors;
 - (b) the approval of the Statement on Internal Control; and
 - (c) with the exception of any matter, which may result in the accounts being qualified, responding to the Council's auditors in respect of any matter where it is not considered appropriate to make the amendments recommended by the auditors.
2. to consider the Council's arrangements relating to external audit requirements including:
 - (a) agreement and review of the nature and scope of the annual audit plan,
 - (b) the receipt of external audit reports so as to:
 - (i) inform the operation of Council's current or future audit arrangements; and
 - (ii) provide a basis for gaining the necessary assurance regarding governance prior to the approval of the Council's accounts.
3. to review the adequacy of policies and practices to ensure compliance with statutory and other guidance
4. to review the adequacy of the Council's Corporate Governance arrangements (including matters such as internal control and risk management)
5. to consider the Council's arrangements relating to internal audit requirements including:
 - (a) considering the Annual Internal Audit Report
 - (b) monitoring the performance of internal audit

¹ Functions for these purposes shall be construed in a broad and inclusive fashion and shall include the doing of anything which is calculated to facilitate or is conducive or incidental to the discharge of any of the specified functions.

² Item 45 Paragraph I Schedule 1 of Local Authorities (Functions and Responsibilities) (England) Regulations as amended.

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6. to make, on behalf of the Council, and having had regard to any recommendations of Standards Committee, representations to external agencies³ about any matter relating to general principles of conduct, model codes of conduct and the codes of conduct or protocols approved from time to time by or on behalf of the Council.

³ Such external agencies may include, but are not restricted to, the District or Approved Auditor, the Commission for Local Government, the Standards Board for England, an Ethical Standards Officer, the Adjudication Panel for England or an adjudication case panel

APPENDIX TWO

Corporate Governance and Audit Committee Work Programme 2009-2010

ITEM	DESCRIPTION	RESPONSIBLE OFFICER
30th June 2009		
Annual Internal Audit Report	To receive a report detailing the work of the internal audit section during 2008/09 and the key findings from the audits that have been undertaken.	Chief Officer (Audit and Risk) Tim Pouncey
Interim Audit Report on the Statement of Accounts	To receive a report presenting the Interim Audit Report on the Statement of Accounts.	Chief Officer (Financial Management) Doug Meeson
Annual Report of the Standards Committee	To receive a report regarding the annual report of the Standards Committee.	Head of Governance Services Andy Hodson
Member Development Annual Report	To receive a report presenting the Annual Report on Member Development.	Head of Scrutiny and Member Development Peter Marrington
Statement of Accounts	To receive the Council's accounts.	Chief Officer (Financial Management) Doug Meeson
Corporate Governance Statement 2009	To receive and approve the Council's Corporate Governance Statement for 2009.	Head of Governance Services Andy Hodson

ITEM	DESCRIPTION	RESPONSIBLE OFFICER
Annual External Audit and Inspection Plan 2009/10	To receive a report presenting the Annual External Audit and Inspection Plan 2009/10 for approval.	Chief Officer (Audit and Risk) Tim Pouncey
Monitoring of Key and Major Decisions	To receive a report presenting the outcome of the monitoring process relating to key and major decisions.	Head of Governance Services Andy Hodson
KPMG Scrutiny Report	To receive a report presenting KPMG's report on the Council's scrutiny arrangements.	Head of Scrutiny and Member Development Peter Marrington
29th July 2009		
Value for Money Arrangements	To receive a report regarding the Council's Value for Money arrangements.	Chief Officer (Financial Management) Doug Meeson
ALMO Inspection Reports – Action Plans	To receive a report informing Members of the actions arising from the recent ALMO inspection reports.	Head of Housing Delivery and Governance John Statham
Governance Arrangements of Belle Isle Tenant Management Organisation	To receive a report informing Members of the governance arrangements of Belle Isle Tenant Management Organisation.	Head of Housing Delivery and Governance John Statham
Annual Internal Audit Report	To receive a report detailing the work of the internal audit section during 2008/09 and the key findings from the audits that have been undertaken.	Chief Officer (Audit and Risk) Tim Pouncey

ITEM	DESCRIPTION	RESPONSIBLE OFFICER
Members' Allowances and Expenses	To receive a report regarding the Council's monitoring arrangements in relation to Members' allowances and expenses.	Assistant Chief Executive (Corporate Governance) Nicolé Jackson
30th September 2009		
Audited Statement of Accounts	To receive a report detailing any issues with the audited accounts.	Chief Officer (Financial Management) Doug Meeson
Local Government Ombudsman's Annual Letter	To receive the annual letter from the Local Government Ombudsman.	Corporate Customer Relations Manager Wendy Bowes
Corporate Risk Register	To receive a report asking Members to consider whether the Corporate Risk Register should be publicly available.	Chief Officer (Audit and Risk) Tim Pouncey
Leeds City Region – Governance Arrangements	To receive a report outlining the governance arrangements of the Leeds City Region, and governance implications in light of the inclusion of Leeds as a pilot project in the government's sub-regional devolution strategy.	Assistant Chief Executive (Planning, Policy and Improvement) James Rogers

12th November 2009		
6 Monthly Update Report on Risk Management	To receive a report updating Members on the Council's risk management arrangements	Chief Officer (Audit and Risk) Tim Pouncey
Corporate Governance Statement Action Plan	To receive a report detailing progress made against actions in the Corporate Governance Statement Action Plan	Head of Governance Services Andy Hodson
15th December 2009		
Comprehensive Area Assessment	To receive a report informing the Committee of the outcome of the Comprehensive Area Assessment.	Assistant Chief Executive (Planning, Policy and Improvement) James Rogers
13th January 2010		
Half Year Internal Audit Report 2009/10	To receive a report detailing the work of the internal audit section to date.	Head of Internal Audit Neil Hunter
Standards Committee Update Report	To receive a report summarising the activities of the Standards Committee over the last 6 months	Head of Governance Services Andy Hodson
10th February 2010		

17th March 2010		
Information Security – Annual Report	To receive an annual report on the Council’s Information Security arrangements.	Chief Officer (Business Transformation) Lee Hemsworth
14th April 2010		
Annual Audit and Inspection Letter	To receive a report presenting the Annual Audit and Inspection Letter 2008/09.	Chief Officer (Audit and Risk) Tim Pouncey
Consultation on External Audit and Inspection Plan 2010/11	To receive a report consulting Members on the content of the External Audit and Inspection Plan 2010/11.	Chief Officer (Audit and Risk) Tim Pouncey
Corporate Governance Statement Action Plan	To receive a report detailing progress made against actions in the Corporate Governance Statement Action Plan.	Head of Governance Services Andy Hodson
Corporate Governance and Audit Committee Annual Report 2009/10	To receive a report presenting the draft Corporate Governance and Audit Committee Annual Report 2009/10.	Head of Governance Services Andy Hodson
Phantom Tenancies	To receive a report regarding the occurrence and monitoring of phantom tenancies in the last 12 months.	Head of Housing Delivery and Governance John Statham
12th May 2010		
Annual Report on Risk Management	To receive a report regarding the Council’s risk management arrangements.	Chief Officer (Audit and Risk) Tim Pouncey

Annual Report on Delivering Successful Change	To receive a report presenting the annual report on Delivering Successful Change.	Chief Officer (Audit and Risk) Tim Pouncey
Annual Report on Community Engagement	To receive a report presenting the annual report on Community Engagement.	Assistant Chief Executive (Planning, Policy and Improvement) James Rogers
Annual Monitoring of Key and Major Decisions	To receive a report presenting the outcome of the monitoring process relating to Key and Major decisions.	Head of Governance Services Andy Hodson
Unscheduled Items / Items for 2010/11		
Section 106 and Section 278 Agreements – Update	To receive a report which updates Members on the actions being taken to ensure the transparent monitoring of Section 106 and Section 278 agreements.	Chief Officer (Planning Services)
International Financial Reporting Standards – Update	To receive a report providing an update on the progress being made in relation to the Council using International Financial Reporting Standards as part of its procedures.	Chief Officer (Financial Management) Head of Accountancy (Control)
Governance arrangements for arms length management organisations	To receive a report regarding the management / governance arrangements in place to manage the Council's relationship with its other arms length management organisations.	Assistant Chief Executive (Corporate Governance)
ALMO Re-inspection Reports	To receive a report informing Members of the outcomes of the re-inspections of East North East Homes Leeds and West North West Homes Leeds.	Head of Housing Delivery and Governance John Statham

Protocol for the Co-ordination of External Audit and Inspection Reports	To receive a report consulting Members on proposed amendments to the Protocol for the Co-ordination of External Audit and Inspection Reports.	Head of Governance Services Andy Hodson
Governance of Significant Partnerships - Update	To receive a report setting out the extent to which the Council's significant partnerships comply with the minimum requirements set out in the Framework.	Head of Governance Services Andy Hodson
Review of the Effectiveness of the Corporate Governance and Audit Committee	To receive a report reviewing the effectiveness of the Committee.	Head of Governance Services Andy Hodson Chief Officer (Audit and Risk) Tim Pouncey
Children's Trusts – Governance Arrangements	To receive a report regarding the governance arrangements of Children's Trusts, including the involvement of Members, in light of the new guidance from the Department for Children, Schools and Families.	Director of Children's Services Rosemary Archer
Children's Services Performance Measurement	To receive a report outlining a consistent process by which Children's Services can measure its own performance, including a 'traffic light' system.	Director of Children's Services Rosemary Archer

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