



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 15th December, 2010 at 10.00 am

MEMBERSHIP

Councillors

K Wakefield (Chair)	A Carter	S Golton	A Blackburn and R Finnigan*
J Blake			
P Gruen			
R Lewis			
T Murray			
A Ogilvie			
L Yeadon			
J Dowson*			

*non voting advisory member

CONFIDENTIAL AND EXEMPT ITEMS

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

9.0 Confidential information – requirement to exclude public access

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

9.2 Confidential information means

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

10.0 Exempt information – discretion to exclude public access

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

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

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

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

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

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

A G E N D A

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

Item No K=Key Decision	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct</p>	
5			<p>MINUTES</p> <p>To confirm as a correct record the minutes of the meeting held on 3rd November 2010.</p> <p><u>RESOURCES AND CORPORATE FUNCTIONS</u></p>	1 - 10
6			<p>INITIAL BUDGET PROPOSALS</p> <p>To consider the report of the Director of Resources outlining the initial proposals in respect of the 2011/2012 Council budget.</p>	11 - 38

Item No K=Key Decision	Ward	Item Not Open		Page No
7			<p>PROPOSED CHANGES TO THE LEEDS INITIATIVE PARTNERSHIP AND THE CITY PLANNING FRAMEWORK</p> <p>To consider the report of the Assistant Chief Executive (Planning, Policy and Improvement) outlining proposed changes to the city and council planning framework with the aim of improving the links between our strategic plans, partnership structures and performance management arrangements. In addition, the report sets out proposed revisions to the Leeds Initiative Partnership framework with the aim of creating a simpler and more legible framework, closer integration with the planning and performance management arrangements, with a focus on effective partnership delivery of priorities.</p>	39 - 52
8			<p>QUARTER 2 CORPORATE PERFORMANCE REPORT</p> <p>To consider the report of the Assistant Chief Executive (Planning, Policy and Improvement) presenting an overview of performance against the Council's priority outcomes at the second quarter of 2010/2011.</p>	53 - 74
9			<p>DRIVING THE CITY FORWARD: CITY MARKETING, SUPPORTING INVESTMENT AND ENGAGING BUSINESS</p> <p>To consider the joint report of the Assistant Chief Executive (Planning, Policy and Improvement) and Acting Director of City Development considering the current challenges facing a number of city marketing, tourism and inward investment services across the city and recommends that Members of Executive Board agree to the development of a new operating model for such services, in order to maximise efficiencies, whilst protecting critical functions that are at risk from public sector budget reductions, and supporting activities aimed at securing future investment and new jobs for the city.</p>	75 - 82

Item No K=Key Decision	Ward	Item Not Open		Page No
10 K			<p><u>DEVELOPMENT AND REGENERATION</u></p> <p>TOWARDS A STRATEGY FOR KIRKGATE MARKET</p> <p>To consider the report of the Acting Director of City Development providing details of the wider context in which Kirkgate Market operates, the issues it faces and the options for its future. The report also details key questions which need to be addressed and proposes a consultation process to inform the development of a final strategy for Kirkgate Market.</p>	83 - 102
11 K			<p>LEEDS LOCAL DEVELOPMENT FRAMEWORK ANNUAL MONITORING REPORT 2010</p> <p>To consider the report of the Acting Director of City Development presenting the 2010 Annual Monitoring Report for Leeds' Local Development Framework (LDF)</p>	103 - 192
12 K		10.4(3) – Appendix only	<p><u>ENVIRONMENTAL SERVICES</u></p> <p>SOLAR PHOTOVOLTAIC PANELS INITIATIVE</p> <p>To consider the report of the Director of environment and Neighbourhoods seeking endorsement to develop a scheme to install a minimum of 1,000 solar photovoltaic (PV) systems on council housing at zero capital cost, which will generate a significant income over 25 years and to seek endorsement to use the income from this trial and subsequent roll-out as collateral for prudential borrowing to run a private sector free insulation scheme.</p> <p>The appendix to this report is designated as exempt under Access to Information Procedure Rule 10.4(3).</p>	193 - 208

Item No K=Key Decision	Ward	Item Not Open		Page No
13			<p><u>NEIGHBOURHOODS AND HOUSING</u></p> <p>TOWARDS INTEGRATED LOCALITY WORKING</p> <p>To consider the report of the Assistant Chief Executive (Planning, Policy and Improvement) informing of the progress made in relation to the work that is being undertaken on Locality Working in Leeds. The Locality Working Pathfinder project was commenced earlier this year and seeks to develop more integrated locality working across public services in Leeds.</p>	209 - 218
14 K			<p>CARE RING REPLACEMENT PROGRAMME - SHELTERED HOUSING</p> <p>To consider the report of the Head of Housing Strategy and Solutions regarding proposals for the replacement of emergency alarm equipment located in sheltered housing schemes managed by the Leeds ALMOs/Belle Isle Tenant Management Organisation across the city.</p>	219 - 226
15 K	Gipton and Harehills; Killingbeck and Seacroft;		<p>DEVELOPMENT OF A RENT TO MORTGAGE HOUSING MODEL</p> <p>To consider the report of the Director of Environment and Neighbourhoods regarding the use of a new housing product to support people moving from renting to purchasing their homes.</p> <p><u>CHILDREN'S SERVICES</u></p>	227 - 242

Item No K=Key Decision	Ward	Item Not Open		Page No
16			<p>DEPUTATION TO COUNCIL - LEEDS YOUTH COUNCIL REGARDING THE EQUALITY AND DIVERSITY ACTION PLAN</p> <p>To consider the report of the Assistant Chief Executive (Planning, Policy and Improvement) in response to the deputation to Council from Leeds Youth Council on 15th September 2010.</p>	243 - 250
17 K			<p>PRIMARY PLACE PLANNING FOR 2012</p> <p>To consider the report of the Chief Executive of Education Leeds seeking permission to consult on the latest proposals to ensure the authority meets its statutory duty to ensure sufficiency of primary school places.</p>	251 - 258
18	Burmantofts and Richmond Hill;		<p>DESIGN AND COST REPORT AND FINAL BUSINESS CASE: BUILDING SCHOOLS FOR THE FUTURE PHASE 3: MOUNT ST MARY'S HIGH SCHOOL</p> <p>To consider the report of the Chief Executive of Education Leeds presenting for approval and submission to Partnerships for Schools (PfS), the Final Business Case for the Mount St. Mary's High School project</p>	259 - 304
19			<p>CHILDREN'S SERVICES IMPROVEMENT UPDATE REPORT</p> <p>To consider the report of the Director of Children's Services providing an update on key developments in children's services in Leeds since August 2010.</p>	305 - 322
20			<p>THE ANNUAL CHILDREN'S SERVICES ASSESSMENT 2010</p> <p>A late item will be circulated after receipt of the Letter of Assessment.</p>	

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21			<p><u>LEISURE</u></p> <p>LEEDS CARD AND BREEZE CARD ENTRY TO TROPICAL WORLD AND HOME FARM</p> <p>To consider the report of the Acting Director of City Development setting out the background to the delegated decision to remove free entry for LeedsCard and Breezecard holders at Tropical World and Home Farm (Temple Newsam) following the referral from Scrutiny Board (City Development) on 7th September 2010. The report also provides further information in support of a request for Executive Board to take a decision on this matter.</p>	323 - 340
22 K			<p>A NEW CHAPTER FOR LIBRARIES AND FOR INTEGRATED SERVICES - CONSULTATION PROPOSALS: SUPPLEMENTARY INFORMATION</p> <p>To consider the report of the Chief Libraries, Arts and Heritage Officer providing further details on the plans for consultation relating to the proposals associated with 'ANew Chapter: A Fresh Direction for Libraries and Integrated Services'.</p>	341 - 350
23	Kippax and Methley;		<p>KIPPAX CEMETERY EXTENSION</p> <p>To consider the report of the Acting Director of City Development on the proposed disposal of land by way a 99 year lease for a less than best consideration, in order to enable Kippax Parish Council to take on the role of burial authority and therefore the management of Kippax cemetery.</p> <p><u>ADULT HEALTH AND SOCIAL CARE</u></p>	351 - 356

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24 K			<p>EUROPEAN YEAR OF VOLUNTEERING 2011 AND LEEDS CITY COUNCIL VOLUNTEERING FRAMEWORK</p> <p>To consider the report of the Director of Resources summarising the successes of the Leeds Year of Volunteering 2010, providing background to the proposed work programme for 2011 and inviting consideration of the City Council's own approach to volunteering.</p>	357 - 372
25 K			<p>ASSESSMENT OF ADULT SOCIAL CARE COMMISSIONING (PERFORMANCE RATING) FOR LEEDS CITY COUNCIL 2009/2010</p> <p>To consider the report of the Director of Adult Social Services providing notification of the judgment made about social care services for adults in the city in the performance year 2009/2010, and highlighting the key points raised by Care Quality Commission when making their judgment.</p>	373 - 404
26 K			<p>FUTURE OPTIONS FOR LONG TERM RESIDENTIAL AND DAY CARE FOR OLDER PEOPLE</p> <p>To consider the report of the Director of Adult Social Services presenting information to enable the informed consideration of the recommendations for the future provision of residential and day care in Leeds.</p>	405 - 426

Item No K=Key Decision	Ward	Item Not Open		Page No
27 K			<p data-bbox="675 255 1406 360">THE FUTURE OF MENTAL HEALTH COUNSELLING, DAY AND SUPPORTED LIVING SERVICES</p> <p data-bbox="675 405 1385 725">To consider the report of the Director of Adult Social Services providing information about the Council's directly provided mental health services and outlining proposals to reshape these, in line with the statutory functions of the local authority and intended future developments, which would enable the Council to ensure the provision of high quality mental health services for the people of Leeds.</p>	427 - 442
28			<p data-bbox="675 875 1342 938">CHARGES FOR NON-RESIDENTIAL ADULT SOCIAL CARE SERVICES</p> <p data-bbox="675 983 1406 1491">To consider the report of the Director of Adult Social Services setting out proposals for a public consultation on removing the subsidy from charges for non-residential adult social care services, which would mean that in future customers who can afford it would pay the full cost of the service. The report sets out the way in which the public consultation will be conducted. A financial assessment of a person's ability to pay will, as now, be used to decide whether he/she pays the full cost of the service, or a proportion. The report sets out the reasons for this proposal, the likely implications for customers and income levels and the further work required.</p>	443 - 454

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EXECUTIVE BOARD

WEDNESDAY, 3RD NOVEMBER, 2010

PRESENT: Councillor K Wakefield in the Chair

Councillors A Blackburn, J Blake, A Carter,
S Golton, P Gruen, R Lewis, T Murray,
A Ogilvie and L Yeadon

Councillor J Dowson – Non-voting Advisory Member

96 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That the public be excluded from the meeting during consideration of the following parts of the agenda designated as exempt on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information so designated as follows:-

- (a) The appendix to the report referred to in Minute No. 109 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the appendix details the cost estimate for constructing the arena based on the RIBA Stage D+ design and specifications and reviews the funding strategy for the development of the building. It is considered that the public interest in maintaining this information as exempt outweighs the public interest in disclosing the information, as disclosure would prejudice the outcome of the procurement process for the appointment of the contractor to undertake the building works contract, as the contractor could structure their tender to match the Council's cost estimate and hence the Council may not achieve full value for money in terms of the cost to the Council of developing the arena.

97 Late Items

There were no late items as such, however, it was noted that supplementary information had been circulated to Board Members following the despatch of the agenda as follows:-

- (a) A revised set of recommendations in addition to supplementary information regarding attendance levels for Learning Disability Fulfilling Lives service provision, both of which were in respect of the item entitled, 'Transforming Day Opportunities for Adults with Learning Disabilities' (Minute No. 113 refers).
- (b) Supplementary information in the form of a 'Map Book' document, which related to the item entitled, 'Natural Resources and Waste Development Plan Document: Publication Draft' (Minute No. 108 refers).

- (c) Supplementary information providing several points of clarification in respect of the submitted report from the viewpoint of the deputation to Council on 15th September 2010, regarding local residents' concern at access to Throstle Nest Villa, Horsforth (Minute No. 107 refers).

98 Declaration of Interests

Councillors A Carter, Golton, Murray, Ogilvie, R Lewis and Blake all declared personal interests in the item relating to the future of Council Housing (Minute No. 111 refers), due to their respective positions as either a Board Director or an Area Panel member of an Arms Length Management Organisation (ALMO) or Belle Isle Tenant Management Organisation (BITMO).

A further declaration of interest was made at a later point in the meeting. (Minute No. 111 refers).

99 Minutes

RESOLVED – That the minutes of the meeting held on 13th October 2010 be approved as a correct record.

RESOURCES AND CORPORATE FUNCTIONS

100 Government Spending Review 2010

The Director of Resources submitted a report providing information about the Government's announcement on 20th October 2010 in respect of its Spending Review. The report highlighted the overall implications for Local Authorities and detailed proposals for the development of the Council's budget setting process, including the proposed delivery of a consultation exercise.

RESOLVED –

- (a) That the details of the Spending Review, as detailed within the submitted report, be noted.
- (b) That the approach to stakeholder engagement and related budget timetables, as outlined within the submitted report and appendix, be approved, subject to the final review of the consultation document.

101 Treasury Management Strategy Update 2010/2011

The Director of Resources submitted a report providing a review of, and update on the Treasury Management Strategy for 2010/2011 which was approved by Executive Board on 12th February 2010.

RESOLVED – That the update on the Treasury Management borrowing and investment strategy for 2010/2011 be noted.

102 Capital Programme Update 2010 - 2014

The Director of Resources submitted a report summarising the financial details of the 2010/2011 month 6 Capital Programme position. In addition, the report also sought approval to transfer some schemes to the reserved Capital Programme, following the conclusion of the capital review and detailed the action being taken in respect of individual capital schemes to ensure that the

overall level of the Capital Programme expenditure could be managed within the ever changing resource position.

Following Members' comments, it was suggested that further consideration was given to the capital programme by the cross-party Member Working Group recently established to consider the Council's budget setting process, with formal representations being made to the Secretary of State for the Department for Communities and Local Government on behalf of the Council in support of key investment decisions which were dependent upon further Government approval.

RESOLVED –

- (a) That the latest position on the general fund and Housing Revenue Account capital programmes be noted.
- (b) That the transfer to the reserved capital programme of those schemes classified as 'red' within Appendix B to the submitted report, be approved.
- (c) That further business cases be considered in relation to schemes classified as 'amber' within Appendix B to the submitted report.
- (d) That the transfer of £250,000 from the reserved to the funded programme in relation to the Kirkgate Market business support scheme be approved.
- (e) That an injection into the capital programme of £750,000 be agreed, and that authority be given to spend of £598,000 on the replacement of vehicles, the revenue cost of which is provided for within ALMO budgets.
- (f) That authority be given to spend of £685,000 on equipment purchases within the Parks, Sport and Adult Social Care services.
- (g) That an injection into the capital programme and authority to spend of £208,200 for East Leeds Household Waste Site funded through a government grant of £188,200 and third party funding of £20,000 be agreed.

(Under the provisions of Council Procedure Rule 16.5, Councillors A Carter and Golton respectively required it to be recorded that they abstained from voting on the decisions referred to within this minute).

103 Financial Health Monitoring 2010/2011 - Half Year Report

The Director of Resources submitted a report outlining the financial health position for 2010/2011 at the half way stage of the financial year. In addition, the report detailed revenue expenditure and income projected to the year end, whilst highlighting other key financial indicators including Council Tax collection and the payment of creditors.

Members discussed the budgetary pressures specifically within Adult Social Care, with reference being made to the closer working relationships required to be established with the NHS and other health service providers.

Having made reference to the costs incurred by Local Authorities in respect of court fees when obtaining court orders as part of Councils' statutory duties, it was suggested that formal representations were made on this issue to the Secretary of State for Children, Schools and Families on behalf of this Council.

RESOLVED –

- (a) That the projected financial position of the authority after six months of the financial year be noted, and that Directorates be requested to continue to develop and implement action plans which are robust and which will deliver a balanced budget by the year end.
- (b) That further to (a) above, the actions which Directorates are currently taking, including using identified underspends to offset projected areas of overspend be noted.
- (c) That approval be given to the release of £733,000 from the Housing Revenue Account Reserve to fund the cost of a replacement Care Ring emergency alarm scheme, and the injection of the same amount into the Capital Programme.
- (d) That approval be given to the virements within Adult Social Care, as detailed within paragraph 3.4 of the submitted report.

104 Licensing Act 2003 - Statement of Licensing Policy

The Assistant Chief Executive (Corporate Governance) submitted a report presenting the outcomes arising from the review and public consultation exercise undertaken in respect of the Licensing Act 2003 Statement of Licensing Policy 2011–2013 and which invited the Board to recommend the formal approval of the Policy to full Council.

Following Members' references regarding the current levels of access to alcohol in the city, officers undertook to provide the relevant Members with responses to their specific enquiries regarding the possible actions which could be taken to address issues relating to the operating hours of licensed premises, and the high concentration of such premises in certain areas.

RESOLVED –

- (a) That the responses to the consultation undertaken and the Final Consultation Report, as detailed within Appendix 2 to the submitted report be noted, that the proposed responses to the consultation exercise be endorsed, and that full Council be recommended to approve such responses as the Council's formal response to the matters raised during the consultation.

- (b) That the revised draft Statement of Licensing Policy, as set out within Appendix 1 to the submitted report be noted, and that full Council be recommended to approve this document as the final Policy under the Licensing Act 2003.
- (c) That the decisions detailed at (a) and (b) above be exempt from the provisions of Call In, due to being matters reserved to Council.

105 Scrutiny Board Recommendations

The Chief Democratic Services Officer submitted a report providing a summary of the responses to Scrutiny Board recommendations received since the last Executive Board meeting.

RESOLVED – That the responses to the recommendations of the Scrutiny Board (Health), as detailed within the submitted report, be noted.

DEVELOPMENT AND REGENERATION

106 Deputation to Council - Wetherby Town Council Seeking Provision of a Mini-Roundabout at the Top of Crossley Street, Wetherby

The Acting Director of City Development submitted a report in response to the deputation to Council on 21st April 2010 from Wetherby Town Council regarding support for the provision of a mini-roundabout at the junction of A661, Spofforth Hill and Linton Road.

RESOLVED –

- (a) That the contents of the submitted report be noted.
- (b) That the provision of a mini-roundabout at the junction of the A661, Spofforth Hill and Linton Road be supported in principle.
- (c) That the provision of £30,000 of the scheme costs from Highways and Transportation budgets be supported.
- (d) That agreement be given to the scheme being injected into the programme, subject to the remaining verbally agreed £25,000 of the costs which is coming from local funding being confirmed in writing.

107 Deputation to Council - Local Residents Concerned at Access to Throstle Nest Villa, Horsforth

The Chief Planning Officer submitted a report in response to the deputation to Council on 15th September 2010 from local residents regarding their concerns in respect of access to Throstle Nest Villa, Horsforth.

Supplementary information providing several points of clarification from the viewpoint of the deputation in respect of the submitted report had been circulated to Board Members following the despatch of the agenda.

RESOLVED – That the response to the deputation, as detailed within the submitted report, be noted.

108 Natural Resources and Waste Development Plan Document: Publication Draft

The Acting Director of City Development submitted a report presenting the Leeds Local Development Framework Natural Resources and Waste Development Plan Document for consideration and which invited the Board to consider the recommendation of the Development Plan Panel to approve the document for the purposes of publication and public participation.

A 'Map Book' which accompanied the Leeds Local Development Framework Natural Resources and Waste Development Plan Document had been circulated to Board Members in advance of the meeting for their consideration.

Following a brief discussion, Members received responses to their enquiries regarding the opportunities for the Council in terms of energy generation.

RESOLVED – That the recommendation of the Development Plan Panel be noted, and that approval be given to the Natural Resources & Waste Development Plan Document, together with the sustainability appraisal report and other relevant supporting documentation, for the purposes of publication and public participation.

109 Design and Cost Report - Leeds Arena

Further to Minute No. 228, 7th April 2010, the Acting Director of City Development submitted a report providing an update on the progress made in pursuing the development of the arena at Clay Pit Lane, regarding proposals for a design and cost freeze at RIBA Stage D+ for the proposed development and seeking authorisation of related expenditure and letting of contracts.

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

RESOLVED –

- (a) That the progress made in pursuing the development of the arena at Clay Pit Lane, be noted.
- (b) That the design and cost freeze at RIBA Stage D+ for the proposed development of the arena at Clay Pit Lane, be approved.
- (c) That subject to the tender sum being within the project budget, authority be given to the letting of the contract to the preferred participating contractor (or the reserve contractor should the need arise) and the incurring of expenditure of £61,199,000 from existing budget provision (Capital Scheme No. 13307/COM/000) on the proposed development of the Leeds arena at Clay Pit Lane.

ENVIRONMENTAL SERVICES

110 Dog Control Orders

The Director of Environment and Neighbourhoods submitted a report outlining the outcome of the consultation exercise undertaken in respect of the Dog Control Order implementation process and which sought approval to implement specified Dog Control Order Powers under the Clean Neighbourhoods and Environment Act 2005 with effect from 1st January 2011.

RESOLVED –

- (a) That the proposals for Dog Control Orders, as contained within the submitted report, be approved, and that approval also be given to the project's progression to Phase 2.
- (b) That the following prescribed Dog Control Orders be approved:-
 - Limit the number of dogs which can be walked by a person to 6;
 - Exclude dogs from the prescribed areas as listed within the submitted report;
 - Introduce the 'dogs on leads by direction' Order.
- (c) That Scrutiny Board (Environment and Neighbourhoods) be requested to monitor the enforcement of the Dog Control Orders established at (a) and (b) above, with an update report being submitted to Executive Board in due course.
- (d) That a further report be submitted to the Board regarding the potential role which could be played by Area Committees in the development and the enforcement of the Dog Control Orders.

NEIGHBOURHOODS AND HOUSING

111 The Future of Council Housing

Further to Minute No. 168, 14th January 2009, the Director of Environment and Neighbourhoods submitted a report providing details of the outcomes from the Future of Council Housing Review, making recommendations both in relation to key reforms to the current system and also regarding a preferred model for Council house provision in Leeds, in addition to outlining proposals regarding a change in relationship between the Council and the ALMOs, with regard to pension liabilities.

With regard to the long term vision for the management of council housing provision in Leeds, the following options were outlined within the submitted report:-

1. Returning the management of the stock to the Council;
2. Transferring the ownership of the stock to a Housing Association, created for the purpose of the transfer;
3. A mixed approach which could involve ALMOs, PFI, transfer and return to the Council parts of the stock;
4. The continuation of an ALMO model.

RESOLVED –

- (a) That the continuation of the three ALMO model be supported.
- (b) That the establishment of the Strategic Governance Board and a Shared Services Centre, as set out within the submitted report, be agreed, subject to the addition of the Chair and the Chief Executive of Belle Isle Tenant Management Organisation (BITMO) to the membership of the Strategic Governance Board.
- (c) That the revisions to the Management Agreements and constitutions of the ALMOs, in order to reflect the role of the Strategic Board, be agreed.
- (d) That approval be given to phased implementation from 1st April 2011, with work beginning immediately on the change programme.
- (e) That the proposals for the future arrangements regarding the provision of FRS17 in relation to the ALMOs be agreed.
- (f) That the transfer of ALMO cash reserves not identified to be used to sustain their business plans to the Housing Revenue Account be agreed.
- (g) That the Director of Environment and Neighbourhoods together with the ALMO Chief Executives, be required to bring a report back to the March 2011 Executive Board, outlining the progress towards implementation of the above recommendations and the savings both achieved and planned.

(Under the provisions of Council Procedure Rule 16.5, Councillor A Carter required it to be recorded that he abstained from voting on the decisions referred to within this minute).

(Councillor A Blackburn declared a personal interest in this item, due to her position as a Director of West North West Leeds Homes ALMO)

ADULT HEALTH AND SOCIAL CARE

112 Deputation to Council - Unison Leeds Community Health regarding NHS Leeds and Social Enterprise

The Director of Adult Social Services submitted a report in response to the deputation to Council on 15th September 2010 from Unison Leeds Community Health regarding NHS Leeds and Social Enterprise.

RESOLVED –

- (a) That the response to the Unison Leeds Community Health deputation to Council be noted.

- (b) That no further action be taken in respect of the request that Executive Board refer this matter to Health Scrutiny on the grounds that arrangements are in place for Scrutiny Board (Health) to consider plans for the re-organisation of community health services in Leeds at its meeting on 23rd November 2010.
- (c) That it be noted that the Leader of the Council has written to NHS Leeds confirming the Council's support for Foundation Trust status for Leeds Community Healthcare based upon the integration of health and social care services.

113 Transforming Day Opportunities for Adults with Learning Disabilities

Further to Minute No. 180, 14th January 2009, the Director of Adult Social Services submitted a report regarding proposals to accelerate the programme aimed at transforming the delivery of day services for adults with learning disabilities by Adult Social Care in Leeds.

A revised set of the report's recommendations in addition to supplementary information regarding attendance levels for Learning Disability Fulfilling Lives service provision had been circulated to Board Members following the despatch of the agenda, but in advance of the meeting.

RESOLVED –

- (a) That the Board notes the progress made so far in the day services transformation programme, as approved by the Board in January 2009, particularly in relation to the successful re-provision of services at Moorend Fulfilling Lives Service and the next steps for West Ardsley by the end of 2011.
- (b) That the proposal to re-design the pattern of service provision to a maximum of two days per week for those who live in accommodation based services, be approved.
- (c) That the proposal to cease the delivery of day services from Horsforth and Wetherby by the end of 2011 and develop more local community based services in consultation with service users, their carers and a range of alternative service providers be noted, with a further report being provided to Executive Board in order to advise on the alternative community facilities to be used, prior to implementation.
- (d) That the Board notes the further review of both Potternewton and Ramshead Wood scheduled for early 2012, in order to determine which day centre could be re-provided once current and future need has been determined, with the outcome of the review being reported to Executive Board.

(Under the provisions of Council Procedure Rule 16.5, Councillors A Carter and Golton respectively required it to be recorded that they abstained from voting on the decisions referred to within this minute).

114 Domiciliary Care Strategy and Reablement

Further to Minute No. 102, 21st October 2005, the Director of Adult Social Services submitted a report providing information on the provision of homecare services and outlined plans to further develop such services in line with the commissioning strategy and both national and local developments. The report also detailed plans to establish a reablement service in Leeds, in order to promote independence and ensure users remained within their community whilst reducing their need for long term health and social care.

RESOLVED –

- (a) That the contents of the submitted report be noted, specifically in terms of:-
- the plans and timescales for establishing a reablement service;
 - the proposals to further improve productivity and restructure the long-term in house homecare service;
 - the proposals to establish a partnership with Commercial Services for the future management of the long-term service.
- (b) That the Board notes a further report will be jointly produced by Adult Social Care and Commercial Services in July 2011, recommending the future strategic direction of the service, including options for the future provision of the long-term community support service.

DATE OF PUBLICATION: 5TH NOVEMBER 2010

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 12TH NOVEMBER 2010 (5.00 P.M.)

(Scrutiny Support will notify Directors of any items called in by 12.00noon on 15th November 2010).



Report of the Director of Resources

Executive Board

Date: 15th December 2010

Subject: Initial Budget Proposals

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

In accordance with the Council’s Budget and Policy Framework, this report sets out the Executive’s initial budget proposals for 2011/12. These proposals have been developed within a funding envelope with an assumed level of government grant based upon the announcements within the Government’s October 2010 Spending Review. At the time of writing, the local government finance settlement for 2011/12 is imminently expected and further information will be provided to the board when it becomes available.

The initial budget proposals contained within this report respond to forecast reductions in government grants which are unprecedented in their scale. It is clear that it will be difficult for the Council to maintain the current model of service delivery, and therefore a fundamental review of the organisation is required if the Council is to achieve its ambition of being the best City Council in the UK.

Subject to the agreement of the board, the initial budget proposals will be submitted to Scrutiny for their review and consideration.

1.0 Purpose Of This Report

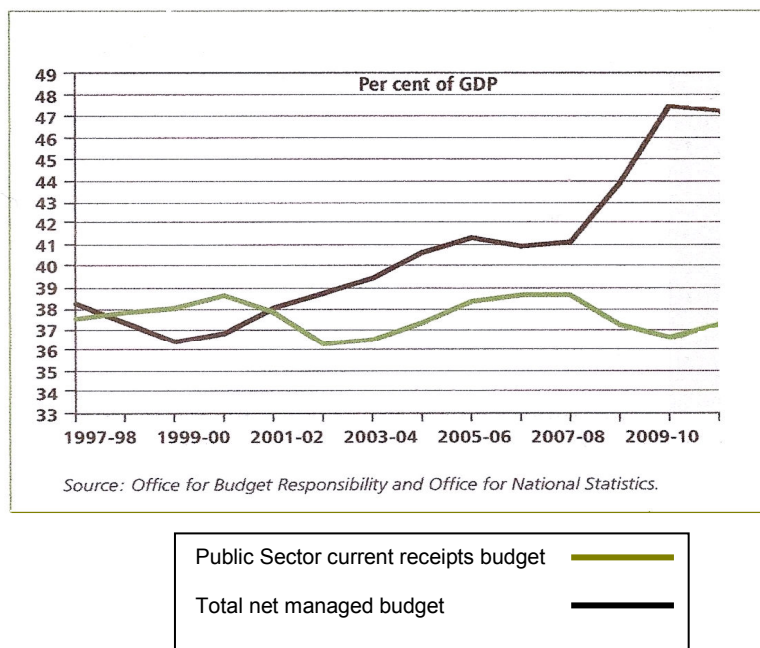
- 1.1 In accordance with the Council's constitution, the Executive is required to publish initial budget proposals two months prior to adoption by full Council which is scheduled for the 23rd February 2011. The purpose of this report is thus to publish initial budget proposals for 2011/12, in the context of the development of a new medium term financial strategy for the Council. The initial proposals for 2011/12 put forward in this report are based on a funding envelope including forecast reductions in government grants as indicated in the government's spending review announced in October 2010. The actual reduction in government grants for the Council will not be known until the local government finance settlement. At the time of writing, the settlement is imminently expected and details will be provided to the board as soon as they are available. Subject to the approval of the board, this report in accordance with the constitution will be submitted to Scrutiny for their consideration and review, with the outcome of their deliberations to be reported to the planned meeting of this board on the 11th February 2011.
- 1.2 In accordance with the Council's Budget and Policy Framework, decisions as to the Council's budget are reserved to Council. As such, the recommendation at 13.1 is not subject to call in, as the budget is a matter that will ultimately be determined by Council, and this report is in compliance with the Council's constitution as to the publication of initial budget proposals two months prior to adoption.

2.0 National Context

- 2.1 The last decade saw a significant increase in Government spending with total government expenditure rising from £364 billion in 2000/01 (36.8% of GDP) to £669.3 billion in 2009/10 (47.7% of GDP). In addition, the "credit crunch" commencing in 2007 and the resulting economic recession, which lasted for six consecutive quarters, had a severe impact upon the health of the public finances. The Chancellor's 2009 budget report in April revealed the sharp increase in public spending and a severe reduction in tax revenues. On the spending side this was significantly impacted by the Government's financial stability package to provide support to the finance and banking sectors. Government borrowing in 2009/10 was £155.6 billion; this was higher than at any time since World War II and the public sector debt at the end of 2009/10 represented 53.9% of GDP. The annual deficit position is illustrated in the chart below:

Chart 1

Government receipts and expenditure

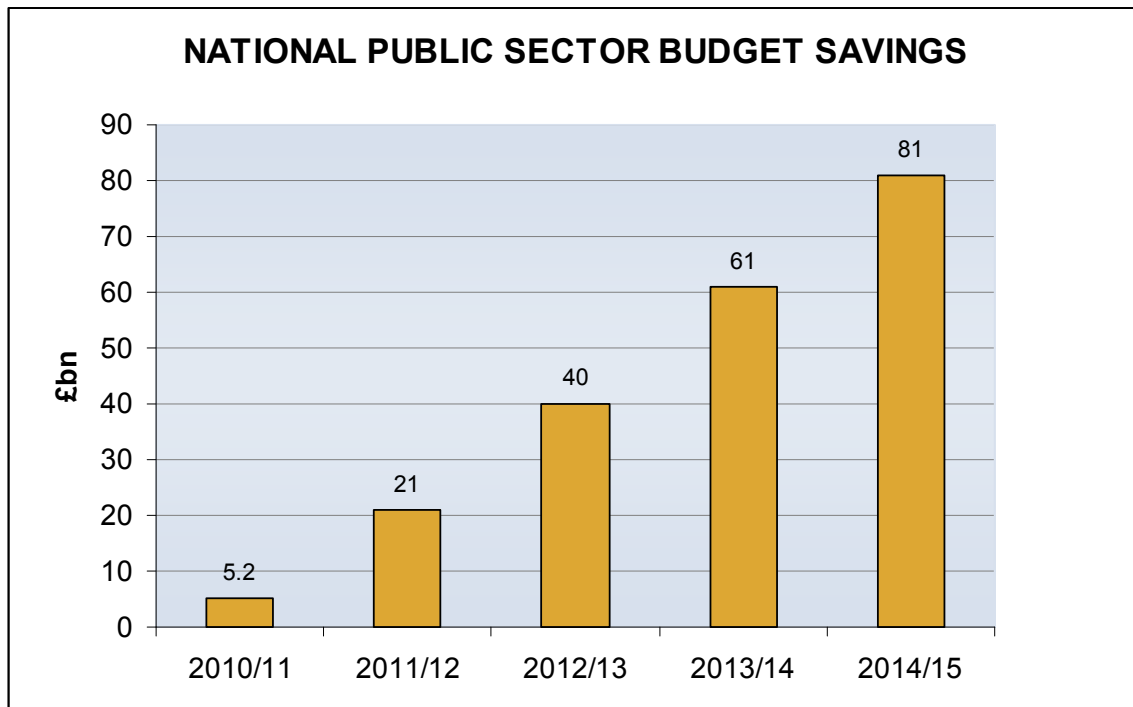


- 2.2 The new Government came into power in May 2010 and set out plans to reduce the UK's annual deficit, committing to accelerating the deficit reduction plans of the previous Government. As part of this plan, in year reductions in public spending of £6.2 billion were announced on the 10th June 2010, which included reductions in grants to local authorities totalling £1.166 billion. The Chancellor's emergency budget presented to Parliament on 22nd June 2010 set a target to eliminate the structured deficit by the end of 2015/16, which implied reducing the deficit by £128bn over five years, through a mixture of spending reductions (77%) and tax increases (net 23%).
- 2.3 At the same time, the Office of Budget Responsibility (OBR) also updated its forecast for GDP growth over the plan period to reflect this fiscal consolidation. It edged down its forecast to 1.2% (1.3% previously) in 2010 and 2.3% (2.6%) in 2011 with later years averaging 2.8% per annum. The Chancellor announced that he was continuing with the 2% target for inflation as measured by the Consumer Price Index (CPI). Whilst CPI is currently above target at 3.1% it is expected to return to trend during 2011 subject to the impact of the VAT increase from 17.5% to 20%. Public sector net debt is forecast to peak at 70.3% of GDP in 2013-14 before slowly falling back; it is likely to be many years before it returns to pre recession levels. The OBR's growth forecasts were subsequently altered in November 2010 to 1.8% for the current year, 2.1% in 2011 and 2.3% in 2012.

3.0 The Government's Spending Review

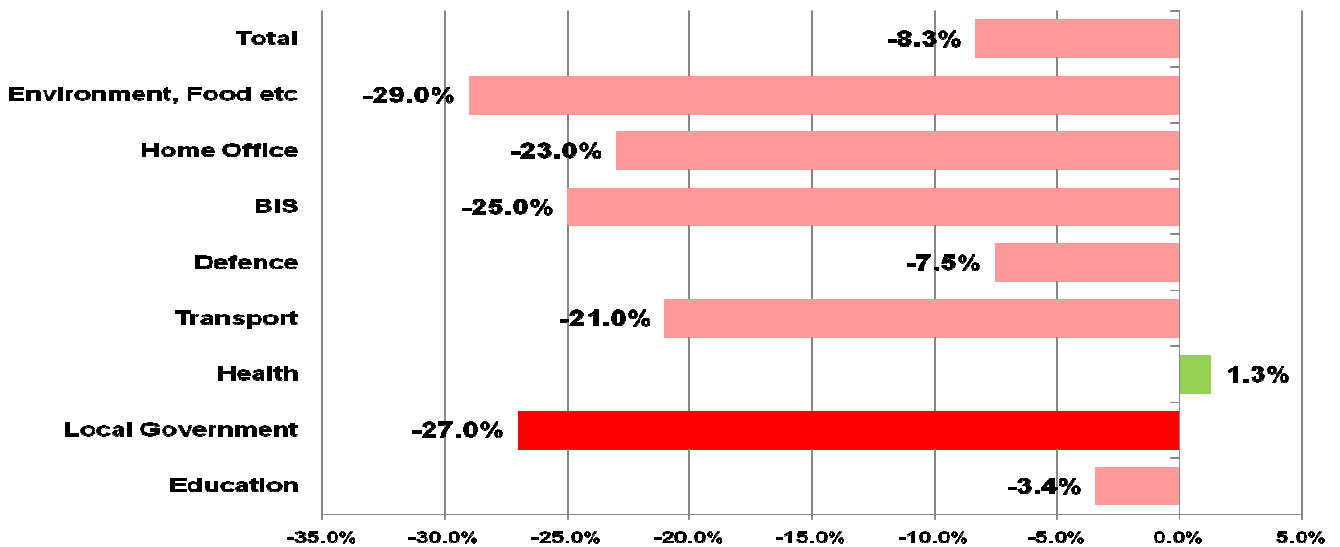
- 3.1 The Chancellor of the Exchequer published the Spending Review on the 20th October 2010 setting out expenditure plans for the next four years. A report was submitted to the Executive Board at its meeting on the 3rd November 2010, which set out the main implications for local government and Leeds City Council.
- 3.2 The review sets out plans to eliminate the structural deficit by the end of the current Parliament by reducing public expenditure by £81bn by 2014/15 as shown in the chart below:

Chart 2



3.3 Overall public spending is forecast to fall by 8.1%, but as illustrated in chart 3 below this varies significantly between Government departments:

Chart 3 Departmental Real Budget Change



Excluding Health and Overseas Aid which are protected, the average real terms reduction in departmental spending over the planning period is 19%.

3.4 On average, Central Government funding to Councils, police and fire is planned to decrease by 26% in real terms over four years which is at an average annual rate of 7.1% in real terms over the next 4 years. However, excluding Police and Fire, the reduction for Local Government is in excess of 28%, and as the table below shows, the reductions are significantly front loaded.

Table 1

National Funding	Base	Variation			
	2010/11 £bn	2011/12 £bn	2012/13 £bn	2013/14 £bn	2014/15 £bn
Local Government Funding	28.5	26.1	24.4	24.2	22.9
Real Terms reduction (%)		10.6%	8.3%	2.8%	7.2%

3.5 Most ring-fencing of grants is to be removed from 2011/12, and £4 billion of specific grants increasing to £4.5bn by 2014/15 will be rolled into Formula Grant, including extra funding announced of £1bn by 2014/15 for social care. Table 2 below provides details of these grants:

Table 2 Specific grants to be rolled into Formula Grant

	Baseline £m	2011/12 £m	2012-13 £m	2013/14 £m	2014/15 £m
Supporting People	1,636	1,625	1,620	1,620	1,590.2
Housing Strategy Older People	20	15.5	13.5	11.5	10.5
Race Equality	0.17	0.03	0.03	0.03	0.03
Economic Assessment	11.03	1.5	1.5	3	3
Open Source Planning	0	0	0	15	20
Fire	0	0	0	49.8	50.3
Concessionary Travel	223	224	204	208	212
Other Transport Revenue	112	79	72	80	83
Animal Health Enforce	8.5	4.8	4	3.2	2.4
Dept for Education (3)	114	109.3	83.2	70.5	66.3
Aids Support	25.5	27.7	30.3	33.1	36.2
Preserved Rights	235.4	228.9	221.7	215.1	209.8
Ongoing Social Services	752.3	767	784.4	805	826.3
Recycled Social Services	303	318.1	335.7	354.9	373.1
New Social Services	0	530	930	1000	1000
	3,440.9	3,930.8	4,300.3	4,469.1	4,483.1

3.6 After taking account of the above, there will be a remaining set of “Core Revenue Grants” which can be summarised as follows:

- Early Intervention Grant
- Public Health Grant (from 2013-14)
- Learning Disabilities
- New Homes Bonus
- Council Tax Freeze Grant
- Housing Benefit and Council Tax Benefit Administration Grant
- PFI Grant
- Dedicated Schools Grant
- Preventing Homelessness

- 3.7 Within the overall government funding announced for local government, £1bn is included by 2014/15 for social care referred to above; another £1bn for social care is to be provided from the Health budget.
- 3.8 Capital funding from Government to Councils will fall by around 45% over four years. The Government estimate that self-financed funding will fall by 17% and capital expenditure by 30%. In addition Government will guarantee a £200 million capitalisation fund in 2011/12 to support authorities that wish to deliver efficiency savings early through internal restructuring.
- 3.9 Overall Council budgets on average are estimated by the Government to decrease by 14% in real terms over four years allowing for the Office for Budget Responsibility's projections for increases in Council tax and for growth in the tax base.
- 3.10 The Government will provide funding for a one year Council tax freeze for 2011/12. Councils will be provided with funding to cover a 2.5% increase. If any authorities choose to increase Council tax, they would not receive any support from this scheme. This funding of £650m will be for each of the next four years to cover the resultant loss to the tax base. For any authority which chooses to increase its Council tax, the Secretary of State has indicated that capping powers would be used to curb any "excessive" increases.
- 3.11 A New Homes Bonus scheme is to be introduced. This will match fund the Council tax on every new home for each of the following six years, and the scheme will commence in the financial year 2011/12. Nationally £900m funding will be provided over four years. An initial estimate for Leeds suggests this might amount to about £2.7m in the first year, depending on the number of new dwellings built and how the scheme is structured.
- 3.12 Funding for 5 to 16 year olds through the dedicated schools grant is to be protected. There is a commitment that average cash per pupil will not fall and the base funding will increase by £1.1bn to allow for this. However, the minimum funding guarantee protecting funding per pupil at individual schools may allow the funding per pupil to decrease at individual schools.

In addition, a pupil premium worth £2.5bn per year by the end of the review period is to be introduced and paid directly to schools. The premium is designed to support the educational development of disadvantaged pupils and provide incentives for good schools to take on pupils from poorer backgrounds. The overall cash increase of £3.6 billion over the Review period provides a real-terms increase in 5 to 16 funding of 0.1% a year for each of the next 4 years.

Sure Start funding (worth £1.55 billion nationally) is to be protected in cash terms but refocused on early intervention for families who need the most support. Provision is to be made to extend the 15 hours of free nursery care a week for 3 and 4 year olds to disadvantaged 2 year olds.

4.0 Possible Grant Implications for Leeds

- 4.1 The figures per the Spending Review (SR) indicate a real terms reduction of 26% over the four years of the SR. In addition, the Government's proposed reductions, rather than being spread evenly, are to be frontloaded. Table 3 below provides a forecast of the real terms reduction in government grants to the Council, based upon an extrapolation of figures within the SR:

Table 3

Leeds Position	Base	Variation				
	2010/11 £m	2011/12 £m	2012/13 £m	2013/14 £m	2014/15 £m	Total £m
Government Grant	634.4					
Real terms change		- 77.2	- 47.0	- 15.1	- 40.0	- 179.3
Funding for Council Tax		6.7				6.7
New Homes Bonus		2.7	2.7	2.7	2.7	10.8
		566.6	522.3	509.9	472.6	
Reduction from previous year		- 67.8	- 44.3	- 12.4	- 37.3	

- 4.2 The Government's inflation assumptions over the period are 2.4% in 2011/12, 1.9% in 2012/13 and 2.0% in the final two years.
- 4.3 The above should be treated with caution, being a straight extrapolation of headline figures within the spending review, and does not take account of any distributional impacts such as the ending of the Working Neighbourhoods Fund which will not impact on Leeds' funding as we do not receive any, nor the transfer of specific grants to Formula Grant.
- 4.4 As noted earlier, at the time of writing, the local government finance settlement is imminently expected, and, when available, details will be provided to members of the board.

5.0 DEVELOPING THE COUNCIL'S BUDGET PLANS

- 5.1 It is clear that the Government's Spending Review and its reductions in grants presents a very significant financial challenge to the Council, which is without precedent in recent times. In addition to the substantial reduction in Government funding, the Council also faces significant cost pressures which will also need to be taken into account in setting budgets for the next four years. There are particularly acute cost pressures in both Adult Social Care and Children's Services, and in addition income continues to decline in both City Development and Environment and Neighbourhoods.
- 5.2 Our current forecast of reduced funding and spending pressures in cash terms over the next four years suggests that the Council will need to deliver savings in excess of £159m by 2014/15 and nearly £90m in 2011/12. In summary the position is as per table 4:

Table 4

	Reduced Funding £000s	Increased Spend £000s	Overall Shortfall £000s
2011/12	51,091	38,735	89,826
2012/13	76,293	50,801	127,094
2013/14	69,565	63,980	133,545
2014/15	87,546	72,062	159,608

- 5.3 Given the level of shortfalls in the Council's funding and cost pressures as illustrated above, the Council needs to develop a robust financial strategy covering the next four years. In doing so it needs to reflect the new financial environment, but equally it needs to also reflect the Council's ambitions. It will be difficult for the Council to maintain the current model of service delivery, and therefore a fundamental review of the organisation is required. All Council services will be affected by the scale of the financial challenge and the Council will be a very different organisation in four years time.
- 5.4 The city of Leeds has a new ambition to be not just the biggest in the North and the third largest in the country, but also to be the best city in the UK. If it is to achieve this ambition, Leeds City Council will need to be the best city Council in the UK, providing strong civic leadership to galvanise the private, public and third sectors. Leeds Initiative has served the city well as a partnership vehicle, but its structures are now being refocused and rationalised to meet this new challenge. The Council will need to enable the provision of excellent, personalised services delivered locally by the Council itself, or, if others are better placed to do so, the third sector, public agencies or the private sector. The Council will work to a new set of values in this new environment:
- Teamwork (leading the new city-wide partnership structures),
 - Openness (including the publication of all spending transactions over £500),
 - Diversity (reflecting the diversity of the population in its workforce, and responding to the needs of the whole city),
 - Citizen-focussed (through integrated locality working) and
 - Value for money (achieving £90m of efficiencies)
- 5.5 Attached at Appendix 1 is an overview of each directorate's initial budget proposals.
- 5.6 In developing the Council's financial plans, the priority is to ensure that resources are focused as much as possible on front line services to its customers. In that context these budget proposals are designed to achieve the level of cost reductions required whilst minimising the impact on services to customers. In order to support this, the following principles were agreed by Executive Board at its meeting of 3rd November:
- a) The Council should aim to achieve maximum financial benefit from procurement and commissioning. Procurement activities should be organised on a Council wide basis wherever possible.
 - b) The Council will develop locality based management arrangements where appropriate
 - c) Common business activities across the Council should be centralised and/or should be managed from a central point in the organisation where this can demonstrate better value for money.
 - d) Fees and charges should be set at a level to recover full cost, or set at a market rate. Where charges are not at full cost, the financial subsidy should be transparent and be justified in the achievement of outcomes for service users.
 - e) Provision of services should be by the most appropriate provider taking in to account value for money, quality of service, maturity of the market, in-house resilience, etc.

- f) Where specific grants are reduced, there should be no presumption that the service to which it relates will be reduced, however it will be necessary to demonstrate that it still represents a priority.
- g) Funding of external organisations should all be on the basis of service agreements and should take account of other public sector funders.
- h) Opportunities will be identified and pursued where appropriate, to provide services in collaboration with other local authorities, or other public organisations within the City and if appropriate beyond.
- i) Capital investment will be targeted at priorities. As a general principle, borrowing will only be used to fund projects which generate savings in excess of the cost of borrowing. Other capital investment should therefore be funded by external funding sources or receipts from the sale of assets.
- j) All proposed reductions will be subject to equality impact assessments, and we will ensure that there is a full understanding of the impact of any reductions upon the voluntary and community sector.

6.0 Initial budget proposals – 2011/12

6.1 Based on the grant settlement and spending projections the gap between our likely spend and our resources for 2011/12 is around **£90m** made up as follows:

Table 5

Funding Envelope	£m
Net spend before grants 2010/11	900.274
Formula Grant/Specific Grant:	- 61.974
Council Tax compensation	6.683
Tax Base/New Homes Bonus	4.200
Reduction in Funding	- 51.091
2011/12 spending target	849.183
Spend	£000s
Inflation: NI & Income	- 1.955
Demography:	
Adults	16.300
Children's	11.200
Waste Strategy	1.200
Loss of car parking income	1.000
Street Lighting	0.990
Debt	10.000
Sub-Total Pressures	40.690
Shortfall in government funding	51.091
Funding Gap	89.826

6.2 The key assumptions for 2011/12 are as follows:

- **Inflation of -£1.955m:** The initial proposals for the 2011/12 budget provide for no pay awards for staff in the year. Provision is made for the increase in employer's national insurance contributions announced in last year's budget. In addition it is assumed that income budgets will rise by 3% reflecting the current level of inflation. Despite cost inflation currently running at more than 3%, no provision will be made for inflation on running cost budgets, other than where there are specific contractual commitments.
- **Increased Spending commitments** – additional provision is made in the following areas of spend:
 - **Adult Social care**– These budget proposals provide for an additional £16.3m to provide funding towards the cost of the continuing demands of an ageing population, this also reflects the current year pressure on the community care budgets for residential nursing and domiciliary care. Additional provision is also included for the Council's contribution towards the learning disability pooled budgets, which as well as reflecting increasing numbers, also reflects the increasing of cases supported.
 - **Children's Social care**– The Council has prioritised improvements in services to young people and an additional £11.2m will be provided towards the cost of safeguarding vulnerable children in the city. These additional resources will fund additional external placements and the rise in the cost of fostering care reflecting the trends experienced in the current year.
 - **Waste Strategy**– The budget will provide for the additional cost of funding the Council's Waste Strategy including the roll out of food waste collection and also provides funding for the £8 per tonne increase in landfill tax from April 2011. In total this amounts to an additional £1.2m in 2011/12.
 - **Car parking income** – the current year has seen a significant decline in car parking income, which includes the loss of some car parking spaces. Accordingly the budget for 2011/12 will need to be adjusted to reflect this trend and to that end car parking income has been reduced by £1m in these initial proposals.
 - **Street Lighting PFI**– The five year investment in new street lighting across the city will be completed in 2011/12. The planned increase in unitary charge will increase the Council's costs by almost £1m.
 - **Capital Financing Costs** – Additional provision for the financing costs of existing capital commitments will be required in 2011/12. An increase of £10m will required assuming a continuation of the present low short term interest rates. Should rates begin to rise the Council will need to identify further funding.

6.3 It is proposed that for 2011/12, and in line with Government's expectation, that Council Tax is frozen which will mean that the Council will be compensated by the

Government for the equivalent of a 2.5% Council tax increase, which is £6.683m. On the basis of the Government's scheme, the Council will continue to receive this level of compensation for the loss of the increase in 2011/12 over the subsequent three years.

- 6.4 The delivery of £90m of savings in 2011/12 will be on a base budget of £1.1bn of spend less £200m of income. This excludes spending by schools and within the Housing Revenue Account. It also excludes Housing and Council Tax benefit which are largely met by specific Government Grant. As such the required savings represent around 10% of the Council's net spending. The £900m is summarised in the table below:

Table 6

	2010/11 £000s
Employees	441,760
Premises	78,878
Other Supplies & Services	273,233
Transport	34,630
Capital Charges	57,269
Payments to External Service Providers	222,117
Fees & Charges/Rents	- 207,613
Net Spend before grants	900,274
Funded by:	
Specific Grant	-330979
Formula Grant	-303444
Council Tax	-265851
Total funding	- 900,274

- 6.5 Delivering savings in excess of 10% in one year clearly represents a significant challenge. A number of policy options have been identified which will deliver savings over the period of the Comprehensive Spending Review, however in light of the front loading of grant reductions, consideration needs to be given to accelerating these options where possible. In addition it will be necessary to consider proposals which can deliver short term savings which over the planning period may be replaced as other longer term options take effect.
- 6.6 In the paragraphs below, the initial budget proposals are set out; in addition attached at Appendix 1 is an overview of the effect of these proposals within each directorate:
- 6.6.1 **Employees – current spend £442m.** – Employee expenditure represents almost 50% of the Council's relevant net expenditure of £900m. It is inevitable therefore that a substantial element of the £90m savings required will come from reducing staff costs. It is the view of officers that the maximum reduction which the Council can achieve in its staff costs in 2011/12 is approximately £30m. This saving of £30m can be saved based on the following assumptions:
- Maintaining the Council's current recruitment freeze into next year - taking account of the forecast staff savings achieved in 2010/11 and assuming a normal level of turnover in 2011/12, it is anticipated that the Council can save £6m from its current budget, provided that strict vacancy management control is maintained.

- Voluntary Early Retirement/Voluntary Severance -The Council has invited all staff to express an interest in accepting voluntary severance, early retirement or reductions in hours worked. The deadline for expressions of interest has now passed and based on an assumed level of acceptance of 75%, it is calculated that the Council would make a net saving of £20m in staffing costs next year. However this can only be achieved if the Council is successful in its application to capitalise redundancy costs; this is at the discretion of the Secretary of State for Communities and Local Government, and the Council will be informed of the decision by the 17th December. A negative response will seriously hamper our ability to set a balanced budget
- A reduction in the level of spend on agency workers will be targeted. There are many occasions when the use of agency workers is essential for the operation of services, to cover sickness, leave, etc, and in some cases may be financially beneficial. However in the present circumstances it is essential that this expenditure is reduced and therefore an exercise has been undertaken to reduce agency spend with immediate effect. This includes a review of the need for all agency workers and a renegotiation of the fees charged by agencies. It is anticipated that savings of at least £2m can be achieved in 2011/12.
- Superannuation costs - The West Yorkshire Pension Fund has undergone an actuarial review in 2010, the results of which will be reported soon. Early indications are that the rates for 2011/12 will at least stay the same and a reduction is possible.

The Council is making every effort to build a strong, strategic and proactive relationship with the trade unions during these challenging times and is working hard to fulfil its commitment to reduce staff numbers as far as possible without the need for compulsory redundancies. The extent of staff reductions set out in these initial budget proposals are considered to be the maximum achievable without compulsory redundancies. In the event that further reductions are needed, due to the timescales involved and the cost of redundancy payments it is unlikely that there would be significant savings achieved in 2011/12.

It is therefore concluded that the Council's budget plans for next year will include a reduction of £30m in staffing budgets, which is the maximum which can reasonably be achieved. Inevitably this approach will mean that staff will leave the authority from across the whole range of services and it will be necessary therefore to manage this very carefully and make arrangements to retrain and redeploy staff where appropriate. The final budget proposals to Council on 23rd February 2011 will need to include details of how this will be effected across the Council whilst ensuring staffing levels are maintained in priority services through careful workforce planning. These proposals will also encompass a review of senior management costs, in respect of which a 20% reduction will be targeted over the next 4 years. Significant staffing reductions of around 16% over the next four years will be targeted from most support service functions across the Council and a 10% reduction from the integration of Education Leeds and Children's Services will also be targeted for delivery in 2011/12.

6.6.2 Premises – current spend £79m – The initial budget proposals anticipate a reduction in premises costs of £5m. It proposed that savings of £1m can be achieved through restricting building maintenance to essential/health and safety work only; this can only be a short term measure, and reducing our building stock will enable savings to be consolidated in the future. Further savings will be achieved through targeting energy consumption. The Council currently holds a number of buildings which are currently empty but incurring costs including business rates and security;

disposal of these buildings where possible, will generate savings in 2011/12. The Council needs to reduce the number of buildings we occupy, whether this is administrative buildings or customer facing facilities. Overall the Council has more buildings than it can afford to run. A number of policy options are under consideration in Adult Social Care which will change the way services are provided in the future; this will result in the closure of some residential homes and day centres. Similarly a review of the library service is expected to lead to the closure of some libraries. The current level of sports provision will also need to be reviewed. Detailed proposals for reducing our building stock needs to be shared with the Council's partners in order to develop a cross city approach to provision. The Council aims to identify opportunities to share buildings within the Council and with partners where this can be achieved.

The Council is also considering measures to reduce the cost of street lighting by turning off some street lights beyond midnight. Options for dimming street lights in certain instances will also be considered.

A review is being undertaken to consider options to delay some highways expenditure from 2011/12 into 2012/13, whilst prioritising work on the fabric of the roads. This proposal needs to be considered together with the level of highways capital spend including resources provided directly by the Council and those provided through the Local Transport Plan allocation.

6.6.3 Other Supplies and Services – current spend £273m - this is a large and significant area of spend. In addition to the cash limiting of these budgets, as set out in paragraph 6.2 above, savings of at least £10m to £15m from procurement activity will be targeted and budgets will be adjusted accordingly. Savings already identified against this target include a £1.2m reduction in the cost of landfill contracts which have been recently re-let.

These procurement savings are anticipated to be achieved through:

- Contract renewals and renegotiations;
- Strict adherence to corporate contract arrangements;
- Further contracts put in place where they do not currently exist; and
- Minimising the number of officers with the authority to commit the Council to further spending, including challenging the need to spend at all.

The Council values its partnership with the Third Sector. The Third Sector provides many important services which are complementary to the Council's objectives, and this partnership continues to be essential into the future. However, in the context of strict financial constraints, the Council will in consultation with Third Sector representatives, review grant arrangements which are currently in place to ensure that they properly reflect the Council's priorities and represent value for money. On similar lines the Council will also review the level of support it provides to major arts organisations in the city.

6.6.4 Transport – current spend £35m. - The Council aims to reduce the cost of transport in 2011/12 by £3m. Deferring the replacement of vehicles will generate savings of almost £700k net of the additional cost of maintenance, and further savings can be delivered through efficiencies in the provision of transport in adults and children's social care. Further savings can be generated through the amalgamation of the parks vehicle maintenance function with the rest of the Council's vehicle maintenance service.

6.6.5 **Capital Charges – current spend £57m** – It is currently estimated that as a minimum capital financing costs will increase by around £10m in 2011/12 in order to deal with existing capital commitments. This still assumes we continue with our strategy of keeping new borrowing on short term to take advantage of low rates. The budget proposals target a reduction in this increase next year by £5m. This will need to be achieved through a combination of:

- A rigorous review of the capital programme beyond the extent of the current review and restricting further capital commitments;
- Funding new commitments through selling assets; and/or,
- Using asset sales to repay debt.

6.6.6 **Payments to other providers – current spend £222m** - this is a significant category of spend and relates in large part to social care. The initial budget proposes that these costs will be reduced by £10m. The achievement of this will be through better procurement activity and better partnership working with the Health Service. Procurement activity will be particularly targeted at reducing the cost of expensive external placements of looked after children and vulnerable adults. Funding is set aside in the health service in 2011/12 to improve the system of health and social care, and the Council will work very closely with health partners to ensure that services are provided in the most effective and efficient way.

Executive Board received a report in November which set out proposals to change the way in which home care is provided in the city. The Council currently provides 36% of home care services whilst the independent sector provides 64% of services; a more cost effective provision could be achieved if a larger proportion was undertaken by the independent sector. The initial budget proposals identify a target of £0.4m to be achieved in 2011/12, with greater savings achievable in subsequent years.

6.6.7 **Income – current level £208m** – As referred to in paragraph 6.2 above, the base budget forecast assumes that income budgets will rise by 3% including the effect of increases in prices. In addition it is proposed that further income generating opportunities are identified either through higher than inflation increases where the market allows or through new income sources. It is anticipated that the Council can generate an additional £6.3m in this way. The main areas where this may be achieved are as follows:

- Charges for events - £0.5m (achieved either through charging or reducing the number of events);
- Reducing or eliminating subsidies across a range of services, including adult social care;
- Introduction of penalty charges for unauthorised use of bus lane; etc.
- Full cost recovery of services traded with schools.

6.6.8 **Specific Grants** - although the full impact and incidence of cuts in specific grants cannot be accurately assessed until the Local Government Finance Settlement is announced, there are some immediate areas where savings can be made including:

- Replicating the reductions in spend arising from the 2010/11 in-year grant reductions. Reductions implemented in 2010/11 will continue into 2011/12.
- Stopping school improvement activities where the grant has been withdrawn/reduced

- 6.9 By their nature the initial budget proposals contained in this report are those that are either significant by their scale or have implications for council policy or service delivery. Within directorates, there will be further spending pressures that directorates will need to contain.
- 7.0 Housing Revenue Account (HRA)**
- 7.1 The HRA includes all the expenditure and income incurred in managing the Council's housing stock, and, in accordance with Government legislation operates as a ring fenced account. The funding of the HRA is different to the way in which the rest of the Council's services are funded, with costs currently being met from rental income and HRA Subsidy.
- 7.2 The Council is currently undertaking a review of options for the future service delivery and investment in its housing stock. A key driver for this is that the Council will have insufficient resources to deliver investment needed over the next 30 years. This shortfall is estimated to be in the region of £1,767m. The recommended option of the review is for a continuation of the three ALMO/BITMO model with the establishment of a Shared Service Centre and a Strategic Governance Board.
- 7.3 The Government in October 2010 announced its intention to replace the existing HRA Subsidy system with a reformed system of Council housing finance. Under the proposals, Councils will be able to keep their rental income to fund the delivery of housing services and maintain their housing stock, subject to a one off debt settlement. The HRA will continue to operate as a ring fenced account and Councils will still be required to follow the Government's rent convergence policy with convergence assumed by 2015/16.
- 7.4 The impact of these reforms on the Council will not be known until November 2011 when the Government plans to consult on the proposed HRA reform settlements for each local authority. However, modelling undertaken to date indicates that if the HRA Subsidy system were to continue, the Council's HRA reserves would fall below required levels from 2019/20.
- 7.5 It is the Government's intention to implement the new system from 2012/13 with the existing HRA subsidy system remaining in place until then.
- 7.6 The Council's HRA budget for 2011/12 will therefore be the last budget to include HRA Subsidy. The draft HRA Subsidy Determination for 2011/12 has recently been issued for consultation by the Government. This is based upon rent convergence by 2015/16 and assumes the Council's rents will increase by a minimum of 6.8% in 2011/12. In previous years the Council has applied the Government's guideline rent increase to tenants. To do otherwise would be to financially disadvantage the Council since the Government assumes that the Council is applying this level of increase and the reallocation of resources between Government and the Council through Housing Subsidy reflects this assumption.
- 7.7 Other key factors within the draft Subsidy Determination are a 2% increase in Management Allowances, no increase in Maintenance Allowances and a reduction of £9 per property in the Major Repairs Allowance (MRA), which equates to a reduction in MRA resources of £698k for 2011/12.

- 7.8 The draft Determination includes ongoing grant for the Swarcliffe PFI scheme. However, grant support for the Little London, Beeston & Holbeck PFI scheme, due to start in 2011/12 will only be received subject to the project becoming operational.
- 7.9 Work is continuing on the Lifetime Homes PFI, but at present it is unclear whether this project will go ahead in light of the Government's spending plans.

8.0 Risks

8.1 A full risk assessment will be undertaken of the Council's financial plans as part of the normal budget process, but it is clear that there are a number of risks that could impact upon these plans put forward in this report; some of the more significant ones are set out below.

- Reductions in government grants are greater than anticipated. Grant figures for the Council for 2013/14 and 2014/15 will not be known until later in the planning period.
- Inflation and pay awards could be greater than anticipated.
- Other sources of income and funding could continue to decline.
- Demand pressures in Adult Social care and Children's services could be greater than anticipated.
- Unplanned or unanticipated impact upon the delivery of services.
- The delivery of savings from the Council's transformation agenda and other saving options could be delayed or less than anticipated.
- Changes in interest rates could impact upon capital financing charges.
- Asset sales could be delayed requiring the Council to borrow more to fund investment.
- Reductions in staffing numbers from early leaver initiatives and natural turnover could be less than anticipated.
- Failure to understand and respond to the equality impact assessment.

8.2 A full risk register of all budget risks in accordance with current practice will be maintained and will be subject to quarterly review. Given the scale of the challenge it is proposed that from 2011/12 budget monitoring reports are submitted to the each meeting of the Executive Board, with significant and new risks being reported to the board on a quarterly basis. In addition, saving options will be monitored through the Resources and Performance Board, with any slippage being included in the regular reports to the Executive Board.

9.0 Consultation

9.1 The board at its meeting on the 3rd November 2010, agreed an approach to stakeholder consultation. Resident consultation on the spending challenge has now commenced which will run until the 17th December 2010. The results of the public consultation will be reported to the January 2011 meeting of the board, but it is possible to provide some initial analysis of responses up to the end of November. The survey provides residents with information that sets out the challenges the Council faces and potential actions in the following themes:

- Protecting and supporting young people
- Supporting older and disabled people
- Clean and safe neighbourhoods
- Economy, jobs and culture.

- 9.2 Residents are invited to rate the importance of a range of priorities and proposed actions in each theme. They can also suggest their own priorities for the Council, and what the Council could do less of, more of, stop completely or charge (more) for. It needs to be appreciated that the interim results described below may not reflect the final results:

The four themes

- Overall, 'protecting and supporting young people' and 'supporting older and disabled people' are seen as the two most important themes (both 90% very important or important).

Our principles

- 'Prioritising front-line services for vulnerable people above everything else' is seen as the most important principle (84% very important or important)

The following aspects of plans in each area are seen as most important:

Limiting the impact on front-line services

- 'Making better use of buildings even if that meant services had to move' (88% very important or important)
- Prioritising investment in services for vulnerable people (77% very important or important)

Protecting and supporting children and young people

- Bring services together where it is practical and makes better use of buildings (87% very important or important)
- Focus services at those with the greatest need (84% very important or important)

Supporting older and disabled people

- Help people stay in their own homes for as long as possible (89% very important or important)

Clean and safe neighbourhoods

- Expect more people to take responsibility for their own actions (90% very important or important)
- Prioritise our resources to tackle the worst anti-social behaviour (90% very important or important)

Economy, jobs and culture

- We work to get local jobs, for local people (84% very important or important)

- 9.3 Consultation is an ongoing process. Consultation has already taken place with representatives from the Third Sector and further consultation will take place, with, for example, the Youth Council and the Business sector prior to the finalisation of the budget in February 2011

10.0 Equality Impact Assessment

- 10.1 The council is fully committed to assessing and understanding the impact of its decisions on equality and diversity issues. We are currently assessed as "working towards excellent" under the national Equality Framework and are hoping to achieve the "Excellence" standard in April 2011. As part of this work, we have recently reviewed our equality impact assessment processes and have particularly promoted

the importance of the process when taking forward key policy or budgetary changes. Indeed, the report to members of Executive Board earlier in the year dealing with in-year budget reductions emphasised the importance of the equality impact assessment process and included a high level assessment of the reductions being progressed at that time. Since then, the council has launched a refreshed equality assessment process which includes a new screening process which helps determine whether a full impact assessment is required to be undertaken.

- 10.2 The initial budget proposals contained within this report have, where appropriate, been the subject of the council's equality impact assessment process. For more developed proposals, this will be a full equality impact assessment, for many others, the screening process will have been undertaken to understand the significance of any potential impact on equality considerations, which then determines whether a full equality impact assessment is required.
- 10.3 As a consequence of these being initial budget proposals, this paper provides an overview of the type of issues arising from equality impact assessments and screening assessments undertaken to date. More detail on specific proposals/issues will be available should this be required, however, for the benefit of this report, the following themes are identified.
- 10.4 Where funding is being reduced or where reviews affect services to vulnerable people, it will be necessary to do a full equality impact assessment to understand the full impact of such proposals and identify actions that can be taken to mitigate the impact of reduced funding.
- 10.5 Where increased fees and charges are being considered an assessment will need to be undertaken to assess the relevant impact on vulnerable groups (e.g. low income families) and what actions could be taken to mitigate such impact.
- 10.6 Some changes will involve changing the way citizens access some council services and in progressing such developments consideration will need to be given to ensure that hard to reach groups continue to be able to access essential services.
- 10.7 A significant proportion of our expenditure is targeted at supporting vulnerable adults and children and young people. As a consequence of the scale of such expenditure and, therefore, the reductions that need to be made, careful consideration will be given to the impact on vulnerable adults and children. Indeed, a theme of our proposed budget reductions involves more targeted support to vulnerable adults and children which should assist in mitigating the impact on those most vulnerable in society.
- 10.8 In developing proposals to respond to the challenging financial climate, it is inevitable that we will need to rationalise facilities and reduce or remove subsidies in certain areas. Detailed equality impact assessments will be undertaken on individual proposals of this nature. Careful consideration will need to be given to the accessibility of revised facilities both in a geographic sense and a personal finance sense.
- 10.9 Plainly, the nature of the budget proposals is such that many will inevitably have staffing implications. Such proposals will be subject, where appropriate, to full equality impact assessments with particular consideration being given to workforce representation issues and where relocation is required, the particular impact on disabled access and the need for reasonable adjustments.

11.0 Implications for Council Policy and Governance

- 11.1 This report has been produced in compliance with the Council's Budget and Policy Framework. In accordance with this framework, the initial budget proposals, once approved by the board will be submitted to Scrutiny for their review and consideration. The outcome of their review will be reported to the February meeting of this board at which proposals for the 2011/12 budget will be considered prior to submission to full Council on the 23rd February 2011.
- 11.2 The initial budget proposals will, if implemented, have significant implications for Council policy and governance and these are explained within the report. Many of the proposals will also be subject to separate consultation and decision making processes, which will operate within their own defined timetables and managed by individual directorates.

12.0 Conclusions

- 12.1 The government's Spending Review and resulting grant settlement will mean that the Council will need to operate within a more tightly constrained funding envelope than previously. This is at a time when many of the services provided by the Council face significant demand pressures now and into the future. The new financial environment will force the Council to review all its services and transform how it delivers many of them; nevertheless, the role of the Council will remain crucial in supporting communities across the City, and in particular those who are disadvantaged. The medium term financial strategy will be designed to provide an overall financial framework to ensure that the Council's key priorities can be supported within the available funding over the planning period, and to inform the delivery of the Council's annual budget.
- 12.2 The draft proposals set out in this document for 2011/12, subject to the finalisation of the detailed proposals in February, will, if delivered, reduce the Council's spend by the required £89.8m, and all things being equal will ensure the Council's financial stability. It is imperative that members understand the need to make clear and timely decisions which will deliver the level of savings required in 2011/12 and leave the Council in a strong enough financial position to go into 2012/13. However delays in making decisions, or slippage in the delivery of actions agreed could seriously threaten the Council's financial position. It is important that members are fully aware of the potential consequences to the authority if this should happen. Section 114 of the Local Government Finance Act 1988 sets out that where the Council's expenditure is likely to exceed its resources, the Responsible Financial Officer appointed under Section 151 of the Local Government Act 1972 (in Leeds, this is the Director of Resources) is obliged to issue a notice in the form of a report to all members of Council, copied to the Council's External Auditor, which requires members to agree appropriate actions within 21 days to bring the Council's financial position back into balance. The issue of a Section 114 notice is a very significant step and has serious operational implications. From the date on which the notice is issued the Council is prevented from entering into any further financial commitments until the appropriate actions are agreed.
- 12.3 This report has highlighted the extent of the financial challenge facing local government over the next four years, and in particular the front loading of the grant reductions in 2011/12 and 2012/13. This, along with the considerable pressure on the Council's resources through many demand led services, gives rise to the need for careful budgeting and robust action planning. The challenge of reducing spending by

£90m is enormous, and it should be borne in mind that a further reduction will be required for 2012/13. The current level of reserves is low and this can only be justified if the Council's budget plans are sufficiently realistic and deliverable. No reliance can therefore be placed on the use of reserves and should the identified savings not be delivered alternative savings options would be needed.

13.0 Recommendations

- 13.1 The Executive Board are asked to agree this report as the initial budget proposals and for them to be submitted to Scrutiny.

BACKGROUND PAPERS

Spending Review 2010, HM Treasury, October 2010 (Cm 7942)

Executive Board report 3RD November 2010 : GOVERNMENT SPENDING REVIEW 2010

Consultation http://www.leeds.gov.uk/About_Leeds/Spending_challenge.aspx

Adults Social Care

The vision for Adult Social Services is to ensure those most vulnerable in Leeds are supported in local communities and have access to personalised services enabling them to live healthy, safe and independent lives.

Our vision is for a community based approach for everyone, with an emphasis on health and wellbeing, living safely at home for as long as possible and making the fullest use of universal services in local communities. Adult Social Care will bring together, health, wellbeing and social care, supporting preventive services to avoid hospital admission or the need for residential care.

Increasingly social care services, when they are needed, will be provided through personal budgets or direct payments. We will ensure people have good information and support to find the care they need. The local authority will continue to provide assessment and where appropriate, early intervention services for those in crisis. Other services will be provided in partnership with the Health Service and/or by the Voluntary and Independent Sector. We will support the social care sector in Leeds through effective commissioning and quality assurance. Ensuring the Safeguarding of adults will continue to be a key priority.

Adult Social Care has a statutory duty to assess people's needs and, where their needs meet the Council's Fair Access to Care Services criteria, to ensure that services are available to meet those needs. Demographic factors form a key element of the strategic context for Adult Social Care. People are living longer and with higher levels of need. This has been evident in learning disability services for some time and for older people the average cost of care packages to support people living at home has increased.

To deliver the vision within the financial and service context will require a radical review of how Adult Social Care services are delivered across the city. Over the next five years the service provided directly by the Council will become smaller, more specialised and be delivered in partnership with the both the NHS and a range of other partners. Adult Social Care will need to continue to commission efficient and effective preventative services, but the means of delivery will need to change. In the future there will be much closer working with the voluntary and independent sectors in ensuring that these services deliver efficient and effective outcomes for vulnerable people in Leeds.

To ensure that people can maximize the benefits from exercising a greater level of choice and control over how their needs are met, and to ensure the best use of resources, will require a reduction in the services delivered directly by the Council and an increase in those provided by the independent and voluntary sectors, including those services procured through the use of personal budgets. This will apply particularly to residential and home care services, but also to day care services. The directly provided residential and day care services will also need to respond to reduced demand. Within the residential care sector an increased supply in recent years of new care homes with the most modern facilities have affected demand for Council run homes. There is significant over-capacity within older people's day care and increasingly people are likely to choose other more flexible ways of meeting their needs. The learning disability day care service is reconfiguring to provide smaller more localised bases and a greater focus on outreach services. Within mental health day services there is scope to work more effectively in partnership with the health and voluntary sectors which will reduce the requirement for Council-run day centres.

Based on these drivers, in 2011/12 the Council is likely to close 4 residential homes, rising to 13 by 2014/15. Eight day centre closures are anticipated in 2011/12, 4 for older people, 3 for people with learning disabilities and one for people with mental health problems. By 2014/15 it is expected that 16 centres will have closed, 10 for older people, 4 for people with learning disabilities and two for people with mental health needs. The reduction in day centre provision will have some impact on the level of transport provided and it may be appropriate to review the policy for customer transport to ensure that those people who are able to access services independently do so. The directly-provided home care service is expected to reduce by around 150 full-time equivalent staff by early 2011/12 and work is ongoing to develop future options for the service. There will be reduced staffing levels associated with these service changes as well as some savings in running expenses. The service has significant experience in working with individuals to ensure continuity of care and arrangement of equivalent alternative service. Special attention is given to respect the choices of individuals and their carers and maintaining friendship and support networks. It is acknowledged that this will mean change for some people in receipt of social care but it will also enable continuity of care in the current economic environment. Major consultation on these changes will commence from January.

There will be a major focus in 2011/12 on contract spend within Adult Social Care. The majority of savings will be delivered through managing inflation, efficiencies and cost reductions on major contracts, but smaller grants and contracts that are predominantly with the voluntary sector will also be reviewed. Efficiencies will also be targeted across general running expenses within the directorate. For 2011/12 a review of income will take place to reduce or remove the subsidy within the current charges. This will predominantly affect the home care, supported living, day care, transport and meals services.

The proposals outlined above will be subject to appropriate consultation and equality impact assessments. They will enable the Council to focus on influencing the solutions to the strategic challenges that the Health and Social Care system in Leeds now faces. At the forefront of these challenges is ensuring that we best meet the needs of vulnerable adults within the city through the commissioning and delivery of services in partnership with the Health, Independent and Voluntary Sectors.

Children's Services

There are 180,000 children in Leeds aged under 19 and the Council has a statutory responsibility and a duty to safeguard and promote welfare of these children and young people. We will develop a simpler, clearer children and young people's plan for Leeds, centred around an ambition to make Leeds a 'child friendly city', built around a collective commitment to put the child at the heart. There will be five clear outcomes: ensuring all children and young people are safe from harm, do well in learning and develop skills for life, choose healthy lifestyles, have fun growing up and are active citizens who feel they have voice and influence.

Given the continued demand pressures for our social care services – through referrals, the child protection system and Looked After Children – we must change the nature of some of the services we deliver. The current trend is not sustainable. We have to do this in a way that is safe, in partnership, and close to the community. We will look at radical ways to bring together the best of statutory and voluntary sector partners in localities and shaping more services around our schools, youth hubs and children's centres.

The creation of the new directorate is providing a critical opportunity to review the whole Children's Services budget to support the 2011/12 budget strategy and developing medium-term financial plan. Through our service and financial planning processes we are re-basing and re-prioritising all budgets whilst recognising the need to continue to invest in preventative and early intervention and to really target support & resources to the children & families who need it most.

Recognising the corporate budget principles, we are reviewing income through fees and charges, seeking to rationalise our use of premises, identifying savings across all supplies & services budgets and reducing our use of agency staff. In addition, we are using our commissioning processes to review and challenge services to deliver efficiencies and savings whilst also improving outcomes for children and young people. There are already a number of services that are commissioned from external partners and we will look for more opportunities to market test areas of service currently provided by the local authority where this would improve quality and cost effectiveness.

In line with council expectations, developing a new integrated directorate from the current arrangements with children's services and Education Leeds will mean a fundamental re-shape of leadership/management and business support functions leading to significant budget savings.

With regard to Integrated Youth Support Services specifically, the future of service delivery lies in radically changing and integrating youth work and targeted youth support so that they are delivered in localities through partnerships between the statutory, private and voluntary sector. This allows infrastructure and management costs to be shared to ensure that maximum services are delivered directly to young people for less cost.

In addition, there is a requirement to review the provision of educational support for young people/adults with learning disabilities at VINE. The current financial model is not sustainable in the medium-term with the current funding reducing significantly from August 2011. An options report, including an equality impact assessment, will be brought to Executive Board for decision in February 2011.

In line with the corporate review of transport, there is a need to fundamentally review all transport related policies and provision across Children's Services – from transport for looked after children through to Home to School transport.

School Improvement services are currently supported by significant levels of grant. Recognising the probability that these grants will be cut substantially over the next few years, savings of at least £2.5m are expected to be made for 2011/12 through managing staff reductions and trading with schools. Discussions are ongoing with schools about the scope of the traded offer to minimise financial risk.

City Development

The City Development Directorate has a lead responsibility in the Council for the economic, physical and cultural development of Leeds. Over the next 3 to 4 years the Directorate's focus will be maintaining Leeds' ongoing development as a regional, economic and cultural capital and facilitating its economic recovery.

Staffing comprises by the far the largest element of the directorate's net managed budget at 47.5% and proposals to reduce staffing form a major part of the budget strategy. Several major staffing restructures have taken place in the previous two years, mainly as a direct response to the economic recession and consequent loss of income and the 2011/12 budget proposals include provision for further staffing reviews, including consultation over the cessation of the in house Architectural Design Service currently taking place. It is also anticipated that a significant number of staff will leave the directorate at the end of 2010/11 and in early 2011/12 as a result of the corporate Early Leaver Initiative. The directorate aims to maximise the number of staff leaving through this initiative and in most service areas this will mean that there will need to be a remodelling of services partly based on the number of staff remaining. This will include a review of destination marketing activity and links with the private sector. The planned reduction in staffing will also link closely with the strategy to review the number of buildings and facilities that the directorate currently provides. Across the directorate it is anticipated that staff numbers will be reduced by approximately 10% in 2011/12 or between 250 and 300 FTEs.

Another significant cost in the directorate is the number of facilities and buildings that are currently operated. The budget proposals for 2011/12 continue with initiatives which are included in the revenue budget 2010/11, and this includes a review of the 10 year Vision for Council leisure centres, as approved by Executive Board. Proposals include the possible transfer to community ownership or closure of up to 3 additional sport centres and or swimming pools. It is proposed to review library provision in response to the public consultation and there will also be a review of Museum and Galleries provision, both of these reviews will include opening hours, staffing levels and provision.

Running costs and the level of subsidies across all services will be reviewed. Major proposals for savings include ending the Council's contribution to the 'free' city bus; reducing discretionary budgets across the directorate; reductions in ancillary farming activities at Temple Newsam and reviewing the level of total revenue and capital spend on highway maintenance with a proposed reduction of £1.5m in the highway maintenance revenue budget. A 10% reduction to the budget for grants to arts bodies and other organisations currently supported by the directorate is also proposed. Savings are also anticipated on street lighting through lighting efficiencies which will be achieved through various options currently being developed and presented to members.

The economic recession has resulted in £7m worth of downward trends of income over the last two years, and the budget for 2011/12 does not anticipate significant increases in external income, such as from planning and building fees. It is anticipated that on average fees and charges will be increased by 3% although the budget does provided for above inflation increases in charges in sport and cemeteries and crematoria where the market will bear the increase. A review of the Events programme is proposed, to look at the number of events, cost, and possibilities for charging at certain events. The directorate will also look to identify opportunities to increase income from advertising.

Environment & Neighbourhoods

The immediate priorities for the department are ensuring that the city is safe and clean, that it helps people meet their housing needs and assists people to find work. These priorities sit in a longer term context of promoting a sustainable approach to the environment and regenerating the most disadvantaged areas of this city. The budget proposals are designed to protect services and initiatives which advance these priorities. The proposals focus on eliminating duplication and improving collaboration with partners to make our joint resources go further.

Directorate wide proposals

A rationalisation (25%) of the JNC structure seeks to consolidate strategic and commissioning functions within the Department and respond to a locality based agenda. This move is important both in providing a new shape to the department but also to protect front line delivery

A review of staff engaged in strategy and performance functions, together with a review of administrative functions, has identified £0.5m. These savings are in advance of any DECATS work.

Environmental Services

The Council is committed to delivering a minimum of 50% recycling by 2014, not only as an environmental objective, but as a commitment within the PFI contract – there is a clear strategy to achieve this. A recent retendering of the landfill contract is offering a recycling boost of 4% points through pre screening of materials, as well as a £1m saving. This will enable the Council to make progress next year towards 50% without some of the service developments planned.

In 2011/12, the full year effect of the Refuse change programme will deliver further efficiencies of £0.4m, above the £1.6m in this year's budget.

In the area of enforcement, the Council has been adversely affected by reductions in external funding, with money for neighbourhood wardens and environmental enforcement officers disappearing. The Council puts considerable mainstream resources, however, into PCSO's, whose role, if redefined, could help tackle some of the shortfalls. By redefining the roles of PCSOs there is opportunity to consider a total place solution which jointly utilises our resources to best tackle enforcement within an area, relieving a £500k pressure.

This year, with a fall off in demand, the drop in car parking income represents a serious threat to the Council's budget. The closure of a number of car parks to support development opportunities in the city is recognised as a pressure. Fines for those entering the bus lanes in the city centre are due to be introduced in the New Year. The wider application of bus lane enforcement is under consideration. The motivation to introduce penalties is to impact on behaviour but its wider introduction could have an income revenue impact.

There are current discussions taking place with a view to providing a West Yorkshire service in relation to a number of regulatory functions within Environmental Health, along with improved business processes cost efficiencies in this area.

There are no proposals to reduce streetscene services. Proposals will be brought forward to implement local management and delegations to Area Committees of street cleaning and environmental enforcement.

Neighbourhoods and Housing

A shift to locality working in all departments lessens the requirement for a specific area management support. Reductions in the numbers of area management staff are planned, with the department concentrating on providing a direct service to area committees, in particular on the environmental and community safety themes.

Proposals will be brought forward to integrate the staff who administer the supporting people grant, drug funding and voluntary sector support. The integration will offer organisational savings, provide a simpler point of connection to outside bodies and reduce bureaucracy. Savings in grants to the voluntary sector will examine the opportunity to promote the consolidation of organisations offering similar services to the Authority.

The vast bulk of general fund supported housing services now falls in the Housing Options Service. Given likely increases in pressures on housing, it is not intended to make reductions in that area. Nevertheless, the service has been highly successful in preventing homelessness in recent years and this continues to offer savings within the Supporting People budget. A minimum of two hostels, currently commissioned, can be closed, utilising supported dispersed accommodation instead, which is more desirable, as well as more cost effective. This move, together with further efficiencies delivered through the commissioning of external contracts, can produce an estimated saving of £2m.

Savings are possible through the assimilation of Care Ring into Telecare services in Adult Social Care.

Community Safety continues to face funding fall out, with a further £1.3m dropping out next year. Given the significance of the service, it is not proposed to fully absorb that cut. There are two specific proposals. The Council has reduced support to Stop Hate UK to be proportionate to their activity in Leeds, rather than contributing to a national campaign. Secondly, the Council jointly funds five PCSO's per ward. It is proposed that the Council reduces its support by 20%, distributing provision based on objective evidence from the Police. This level of reduction is likely to be in line with the match funding pot available to the police. Together these savings generate £0.5m.

The size of the regeneration team will be reduced as commissioning and strategy jobs are consolidated in the department. Project staff will be reduced in proportion to the scale of regeneration activity underway. Savings in this area, however, are limited, given that a large proportion are charged to the HRA or capital.

The Council has substantially reduced the number of community centres over the past decade. Nevertheless there remain opportunities to look at the efficient utilisation of our assets and those belonging to others. Further work is required to firm up a figure for savings in this area.

The Jobs and Skills Service continues to face funding pressures with further grant reductions and in the past 5 years has reduced staffing by 75% or 250 staff. It is not proposed that the Authority reduces spending, particularly given the current economic situation. The Service will concentrate on outreach to those excluded from the labour market and connecting employers with the worklessness agenda.

Central and Corporate Functions

The central and corporate functions portfolio of services represents a wide range of both support services and significant front line services e.g. revenues and benefits, commercial services and customer services.

Given the extent of reductions in grant and spending pressures on front line services, it is right that the Council should seek to reduce the cost of support activities as far as is practicably possible, to limit the impacts on those at the front line. At the same time, an effective organisation needs strong support services which are proportionate and efficient. Insufficient support arrangements can often be more costly in the medium to longer term. There has been a strong focus on delivering support service efficiency savings over several years; all support service staff working in Human Resources, Property, Finance and ICT across the Council are now managed from the corporate centre. Significant savings have been made in this way with, in many cases, investment in new technology supporting new and more efficient ways of working the change.

The budget proposals set out to reduce further the cost of support activities by at least 16% over the next four years, It is anticipated that as far as practical a significant proportion of this saving will be delivered in 2011/12. These savings can be achieved through more rationalisation, and a review of services provided. This may in some instances mean providing a minimum safe level of support and greater manager and employee self services. In other areas, such as performance management and communication support for example, we will be implementing new corporately led solutions similar to those already introduced for HR, ICT, Finance etc. It will also be necessary to challenge directorate held support services and in some instances this will mean the centralisation of staff employed in administrative processes.

However, as this report sets out, there is significant organisational change planned for many services right across the Council, and it is important to recognise the important contribution that support activities make to this work. It is crucial that the Council strikes the right balance between the need to make savings and cost reductions in support services in order to protect front line services, and the need to maintain sufficient capacity in the organisation to provide professional and administrative support during a period of significant change.

Efficiencies can also be made in front line activities and the student support function will cease in accordance with the timetable to transfer the function to the national Student Loans Company. Furthermore a review of staffing structures within Revenues and Benefits Administration will result in the deletion of 23 posts and anticipated savings of £0.7m. There will be reviews of the staffing structures within Cleaning, Catering and Fleet services with corresponding reductions in charges to clients.

Whilst it is important that the Council continues to promote the city to attract inward investment, a 25% reduction in the contribution to Marketing Leeds is proposed, and for the Council's own newspaper "About Leeds" to be restricted to one edition per year.

In the medium term, we will look to deliver even more efficiencies from our customer service operations across the authority, under the auspices of DECATS, with a focus on getting more things right the first time, and thus avoiding contact wherever possible, and through maximising cheaper delivery channels such as self-service options.

We will focus our change resource (e.g. Customer services, Business Transformation and BPR resources) and, performance management on delivering significant efficiencies over the period of the financial strategy such as delivering procurement/commissioning savings

and on the changing the workplace programme. To achieve some of these savings will require an invest to save approach supported by robust business cases.

We will also review the council's governance arrangements to make sure they are proportionate and fit-for-purpose as well as ensuring the same for member and democratic services.

A review of legal services is underway which will include considering whether the present arrangements for the provision of the service are appropriate and represent value for money.



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

Executive Board

Date: 15th December 2010

Subject: Proposed changes to the Leeds Initiative Partnership and the City Planning Framework

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

This report proposes changes to the partnership framework of the Leeds Initiative and the planning framework for the city. It is prepared to allow Executive Board to consider the proposals and to make recommendations to the partners in the city as well as recommending constitutional changes to Full Council in the new year.

1.0 Purpose Of This Report

1.1 This report sets out proposed changes to partnership structures and planning arrangements operating at a strategic level in the city. Specifically, the report sets out revisions to the Leeds Initiative Partnership framework with the aim of creating a simpler and more legible framework. It also seeks to provide for closer integration with the planning and performance management arrangements, with a focus on effective partnership delivery of priorities. The framework also creates a context for wider partnership working.

1.2 Significantly the evolution of these arrangements will impinge upon the Council's Budget and Policy Framework (contained in Article 4 of the Constitution). This report explains some of these implications and seeks Executive Board's views in advance of consideration of amendments to

Article 4 by the General Purposes Committee and Full Council in the new year.

2.0 Background Information

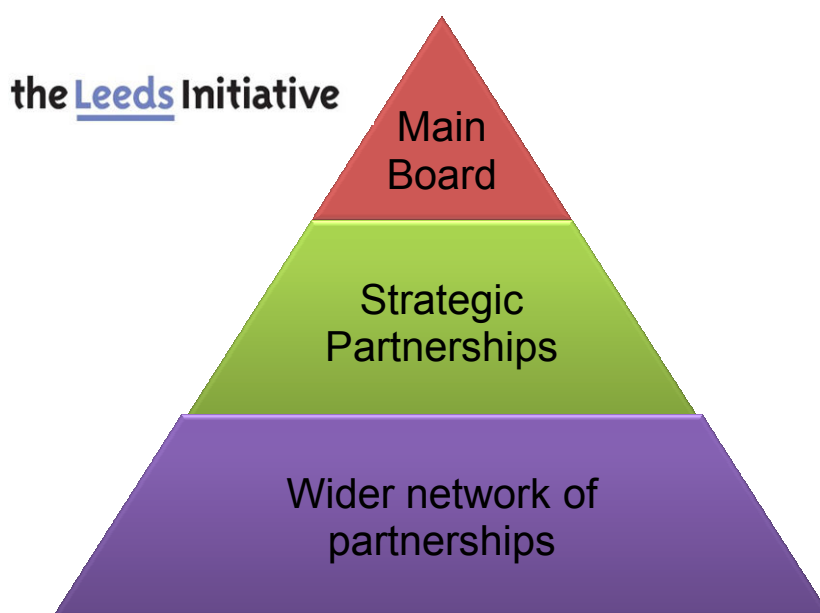
- 2.1 Leeds has a strong track record of partnership working through the Leeds Initiative. The Leeds Initiative was first introduced into the city in 1990 and has developed over the course of the last 20 years. The Vision for Leeds, originally published in 1999, and subsequently revised in 2004, has provided an effective process for setting out the city's longer term priorities and aspirations. Our partnership arrangements have been recognised as being among the most effective in the country, most recently by the awarding of Beacon Status in 2008.
- 2.2 Nevertheless, our current strategic planning arrangements are shaped around a combination of the priorities of the Vision for Leeds 2004 and the requirements of previous national performance frameworks such as Local Area Agreements and the Comprehensive Area Assessment.
- 2.3 The programme of the new Government, who took office in May 2010, has significantly changed the landscape. Central government has removed many of its requirements and has delegated more flexibility to local areas. There are also changes affecting our partners, most significantly at the regional level with the decision to abolish Regional Development Agencies, and the consideration being given to closing all Government Offices for the regions. Changes to local partner arrangements are also being progressed by Government, including the reforms to the NHS through the health white paper 'Equity and excellence – liberating the NHS'. Finally, the Comprehensive Spending Review has set challenging public service funding reductions for all aspects of government. For Leeds City Council alone this means a reduction estimated to be £150m over the four year period 2011 - 2015.
- 2.4 The work to update the Vision for Leeds, Leeds Strategic Plan and Council Business Plan provides an opportunity, alongside key changes in the financial and policy context for local government, to look again at how priorities are identified, resourced and performance managed across the city. A number of changes and improvements are proposed within this report that enables a better alignment between the partnership structures, strategic plans and our supporting performance management arrangements. Allied to this is a need for our strategic plans to focus on a smaller number of priorities to provide a more focussed approach to delivering our long-term ambitions for the city.
- 2.5 The draft Vision for Leeds proposes that Leeds should aim to be internationally recognised as the "best city in Britain". The Council is in the process of setting out its ambition, in its draft Business Plan, to be the "best city council in the UK". It is important that we set out clearly what this means in order to be able to judge our progress and ultimately our success.

3.0 Reviewing the Partnerships

3.1 To prepare these proposals officers have engaged with all of the key partners, including members and officers of the council. These discussions have considered the effectiveness of current arrangements and how they could be improved. Respondents were supportive of what had been achieved to date, although there is a feeling that the structure, particularly at the corporate level, has become too complex as it reflects the priorities of the Vision for Leeds 2004 and those necessitated by the Local Area Agreement and Comprehensive Area Assessment. With the city reviewing its long-term aspirations with the current consultation on the Vision for Leeds, and the requirements of central government removed, the aspirations for a new partnership structure are that it should be:

- simple – a structure with fewer boards, that can be easily understood;
- strategic – uniting the key partners on the key issues which face the city;
- focussed – on the delivery of a small number of key outcomes;
- Inclusive – but not so inclusive that they become ineffective; and
- Powerful and decisive – able to take forward the priorities of the city.

3.2 **The proposed partnership framework**, drawn from these aspirations is shown in the diagram below. It consists of a new Leeds Initiative Main Board, five Strategic Partnerships and a wider network of supporting partnerships and independent partnership activity to deliver the aims of what will be our new Vision for Leeds.

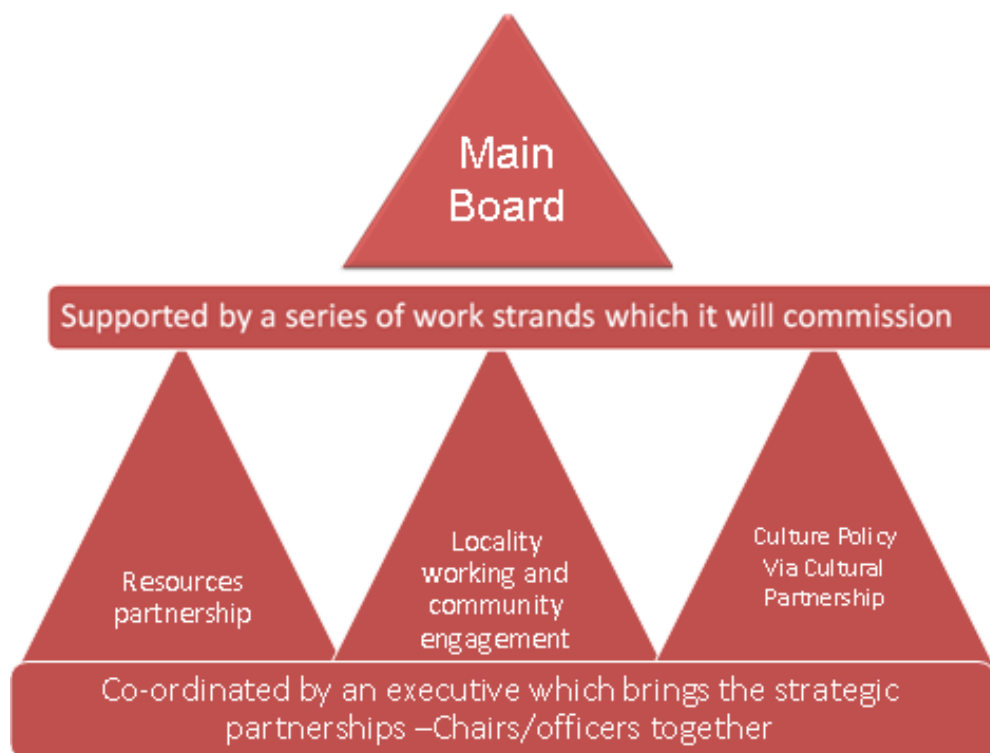


3.3 **The Leeds Initiative Main Board** will be the leadership body for the partnership, chaired by the Leader of Council, and involving other senior politicians, the Chief Executive of Council and the leaders of the key organisations in the city. This will include Higher and Further Education, Police, Health Service, the private and third sector. It is proposed that its membership will be restricted to a maximum of 15.

3.3.1 **Supporting the board**

3.3.2 To recognise the linkages between the five Boards, there will be a need for some form of co-ordination across the Boards. Further work is necessary to determine the form of such co-ordination, but it is likely to be either a new form of Leeds Initiative Executive, comprising the chairs of the five strategic partnerships, or alternatively a Chairs Co-ordination Group or similar.

3.3.3 It is further proposed that certain cross-cutting responsibilities be led by the main-board through agreed sub-groups (or existing partnerships), established on either a standing or time-limited basis. Initially, three are proposed to cover locality working and community involvement, public sector resources and a third covering the cultural life of the city, to be led by the Cultural Partnership.



3.4 **The strategic partnerships**

3.4.1 It is proposed that five new strategic partnerships are created, with the lead role for developing policy and strategy across each theme, with a primary purpose of owning and driving the delivery of the City Priority Plans described below. The five boards proposed are as follows:



- 3.4.2 Whilst further work is required to finalise the specific responsibilities of the five strategic partnerships, appendix 1 outlines the proposed areas of responsibility.
- 3.4.3 It is envisaged that from the Council's perspectives, each board would have representation from both administration and opposition elected members. They would be supported by a lead officer from the Corporate Leadership Team who would take lead responsibility for each partnership and the successful delivery of its associated city priority plan.
- 3.4.4 It is proposed that elected member appointments will be made through the normal member appointment process overseen by the Member Management Committee.
- 3.4.5 Relevant public, private and third sector partners will be invited to nominate their representative(s).
- 3.5 **The wider network of partnerships** aims to be a flexible framework of organisations and activity which promotes partnership working. These bodies will determine their own governance arrangements. It is expected to include:
- long standing partnership activity associated with the Leeds Initiative, such as Financial Leeds, Sport Leeds etc;

- partnership bodies created to support the work of the Main Board and strategic partnerships, such as the culture and climate change partnerships; and
 - independent bodies whose remit clearly links them to the collective effort to deliver the Vision for Leeds, such as Leeds Community Foundation, Leeds Ahead, Leeds City Credit Union.
- 3.5.1 These partnerships will be formally recognised as part of the Leeds Initiative family and will have the power to escalate issues where senior decision making support is needed to the Main Board.
- 3.5.2 The proposal for the cultural partnership to provide policy support to the main board, set out at 3.3.3 above, demonstrates the advantage of a flexible approach. The Culture partnership as part of the network can give policy support to the main board – whilst continuing to progress its broader agenda in support of the long term aims of the Vision for Leeds
- 4.0 The proposed new city planning framework** is shown in appendix 2.
- 4.1 The proposed role and function of each of these plans are detailed below:
- 4.1.1 **Vision for Leeds 2011 to 2030** - is the Leeds Sustainable Community Strategy which sets-out the long term ambition and aspirations for the city. It is being developed by the Leeds Initiative in conjunction with all local partners, including the public, private, and third sectors. The draft Vision is currently the subject of an extensive consultation with the public and stakeholders through the 'What if Leeds' campaign.
- 4.1.2 **City Priority Plans 2011 to 2015** – these are new city-wide partnership plans which aim to identify the key outcomes and priorities to be delivered by the council and its partners over the next 4 years. They replace the Leeds Strategic Plan and many of the previous thematic plans and are aligned to the proposed Strategic Partnerships as detailed above. These partnerships will own the plans and be responsible for ensuring the delivery of the agreed priorities. These plans will be restricted to a small set of outcomes and agreed priorities so that they are the absolute must do's for each of the partnerships to move forward in delivering our long term vision for Leeds. For each priority, the plan will also include a list of the high level actions and these will be monitored through partnership performance management processes as well as being subject to the Council's Scrutiny process.
- 4.1.3 **Council Business Plan 2011 to 2015** – this is the single plan for the council that brings together all the priorities for the council alongside the medium term financial plan. It will have two main elements. A small number of cross council priorities and a set of directorate priorities. There will be a limited number of cross council priorities which will be clearly aligned to the council's values. These will be supported by an action plan and key performance indicators. The directorate element of the plan will outline their own priorities, both for service transformation and service delivery, including the directorate's contribution to the relevant City Priority Plans. This will

include the most significant 'must do' priorities which will have the biggest impact on the individual directorate and council-wide priorities. Each priority will have a small number of clearly defined milestones and/or targets which can be used to monitor progress. It is envisaged that the business and financial plans of our key partners will similarly support the delivery of the City Priority Plans.

4.1.4 Locality Working, Community Engagement and Cultural Life in the City – these are cross cutting themes which will need to be reflected in a consistent way across all of the plans.

4.1.5 Annual Service/Team Plans - these plans will remain much as they are now although work is being progressed to streamline the content. The key outcomes and priorities set out in the Council Business Plan will be distilled into annual work programmes for delivery by services and teams across the council. Service plans will continue to be developed to a consistent template, with supporting guidance issued annually to assist managers in this process and to ensure all cross-cutting issues are included. Managers then use these annual plans to set objectives for individuals in their teams as part of their annual appraisal.

4.1.6 Other key changes include:

- The move from a three to a four year planning cycle which aligns better to our financial planning cycles. However, plans will be updated after two years to ensure that they remain current and still reflect the key priorities for the council and the city.
- Generally, plans will not be produced in hard copy format in order to reduce costs and make updating easier and quicker.
- Revised performance management arrangements to support the delivery of these plans are currently being developed. The challenge will be to ensure that these are proportionate and any issues with the overlap of priorities between the City Priority Plans and the Council Business Plan are resolved.

5.0 Implications For Council Policy And Governance

5.1 The planning framework links closely to the Council's Budget and Policy Framework which sets out the key plans and strategies for the council and ensures that these are subject to the right level of member involvement and scrutiny. It is proposed that the following plans would form part of the Budget and Policy Framework:

- Vision for Leeds (Sustainable Community Strategy)
- The five City Priority Plans
- Council Business Plan – including the Medium Term Financial Plan

- 5.2 In this way Members can be assured that they are involved in setting the priorities for the city. However, a number of changes to Article 4 of the Constitution are required in order to reflect these changes. It is proposed that these are taken to General Purposes Committee in January 2011 and onto Full Council in February.
- 5.3 It is intended that The City Priority Plans directly replace a number of other partnership plans which are currently in the Budget and Policy Framework e.g. Crime and Disorder Reduction Strategy, Children and Young People's Plan and Health and Wellbeing Plan. However, there is still some uncertainty about the statutory basis for some of these plans going forward and, therefore, further work needs to be progressed on this matter. Firm proposals will be made clear within the report to General Purposes Committee in January 2011.
- 5.4 Where possible the draft City Priority Plans and Council Business Plan are scheduled to go to Scrutiny in January/February; Executive Board in March; and for approval by Council in April 2011. However Members should note that the Budget and Medium Term Financial Plan are scrutinised and then approved through a separate process as they need to be in place before the beginning of the new financial year. The City Priority Plans on Regeneration and Sustainable Economy and culture may have to follow a different timetable as these plans are unlikely to be ready in time for April 2011 as the relevant Strategic Boards do not currently exist and need to be constituted first.

6.0 Legal And Resource Implications

- 6.1 As outlined above it is currently unclear which partnerships and partnership plans will continue to be statutory. Those requirements that already exist, or are likely to be implemented, are reflected in the proposals and arrangements set out above. However, the Government is tending to remove rather than add to the statutory requirements so there is likely to be more, rather than less, flexibility in the future.
- 6.2 In the current financial climate it is important to be able to identify our key priorities and align our resources to support these. This revised partnership and planning framework ensures that the council is very clear about its own priorities, as well as those that are shared with partners. In particular, the new plans seek to reduce the number of these in order to provide real focus for the organisation and the city.

7.0 Conclusions

- 7.1 The proposals in this report will enable effective partnership, planning and performance management arrangements to be put into place. This should mean the partnership is more effective at achieving the aims of the Vision for Leeds in an effective and efficient manner.
- 7.2 Further detailed work will be undertaken to produce agreed terms of reference, membership and working arrangements, and to ensure that the

partnerships interrelate effectively. A detailed work programme will also be developed.

- 7.3 It is recognised that changes in government policy and partner views will need to be taken into account in finalising the arrangements and prior to a report being prepared for Members of Full Council in regard to the constitutional changes that are necessary.

8.0 Recommendations

- 8.1 It is recommended that Members of Executive Board endorse the broad direction of the proposals outlined in this report, and delegate responsibility for finalising the arrangements to the Assistant Chief Executive (Planning, Policy and Improvement) prior to consideration by Full Council in the new year.

9.0 Background Papers

- Article 4 of the Constitution

Appendix 1

Draft Key themes for the different boards and structures – subject to further change

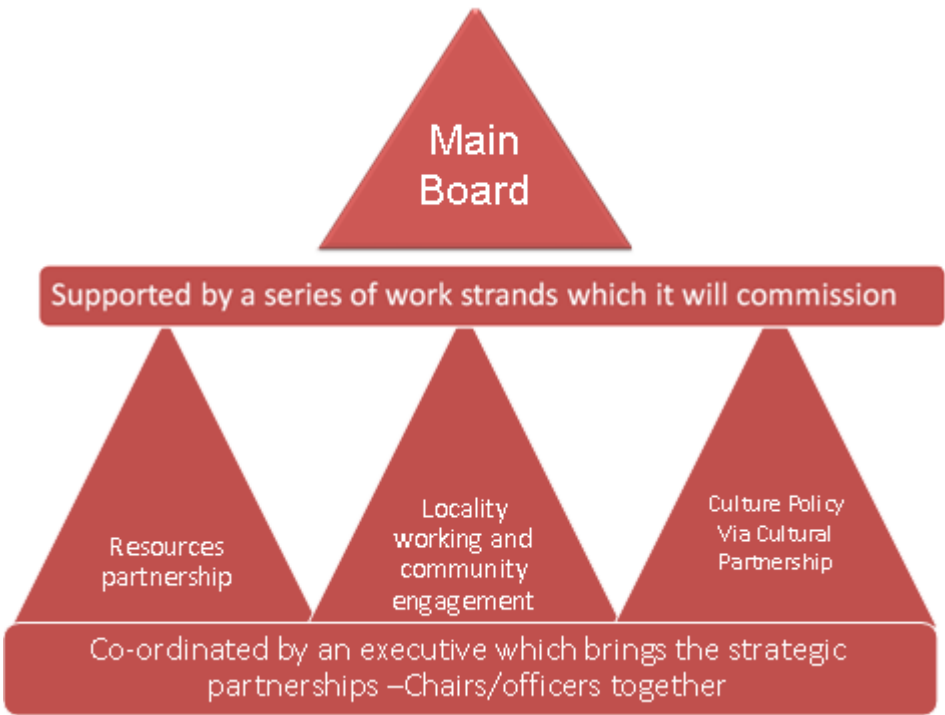
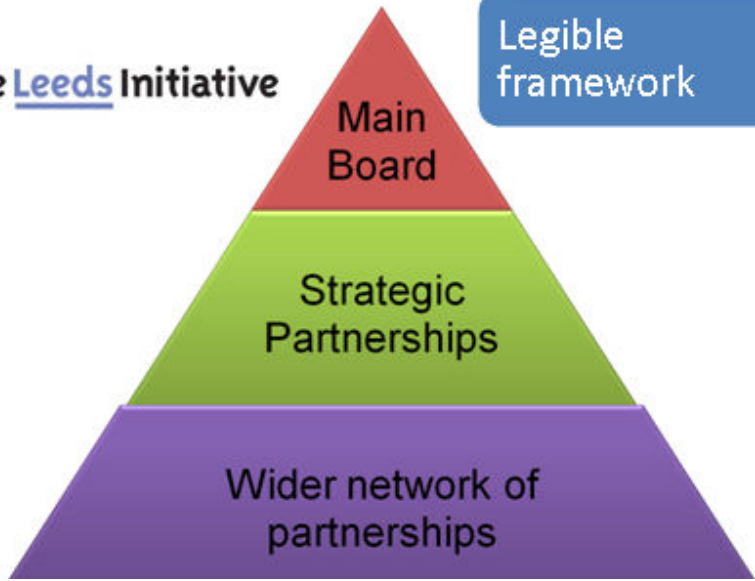
Board	Key roles/themes
Main Board	<p>Overall leadership of the city</p> <ul style="list-style-type: none"> • Ownership of the Vision for Leeds and the City Priority Plan • Sustainability of the city socially, economically, and environmentally • Overall responsibility for monitoring performance • Dealing with city wide policy and issues escalated by the wider Leeds Initiative network <p>Sub-groups/themes:</p> <p>Public sector resources - To support the main board by co-ordinating the deployment of resources to improve outcomes across all partnership activity joining up the work of all the boards.</p> <p>Locality and community engagement - To support the main board by developing a city-wide approach to locality working and engaging communities, joining up the work of all the boards.</p> <p>Cultural life in the city - In addition to its role as a network partnership, the Cultural Partnership will specifically support the main board by developing a city-wide approach to culture joining up the work of all the boards.</p>
Children and families board	<p>Delivery of the Children and families City Priority Plan</p> <ul style="list-style-type: none"> • Healthy Lifestyle • Safe from Harm • Active citizens • Have fun growing up • Do well at school or college – ready for work
Health and wellbeing board	<p>Delivery of the Health and wellbeing City Priority Plan</p> <ul style="list-style-type: none"> • Joint Strategic Needs Assessment • Co-ordinating Commissioning NHS social care and health improvement services • Transforming health and social care services

Safer and stronger communities board	<p>Delivery of the Safer and stronger communities City Priority Plan</p> <ul style="list-style-type: none"> • Tackling Anti Social Behaviour and crime • Reduce re-offending • Protect vulnerable people • Creating opportunities for people to live independently in quality affordable homes • Maximise job opportunities and support people into work • Enhancing sustainable and cohesive mixed communities in attractive neighbourhoods
Sustainable economy and culture board	<p>Delivery of the Sustainable economy and culture City Priority Plan</p> <ul style="list-style-type: none"> • Recovery from recession – encouraging investment, enterprise and jobs • Tackling climate change • Quality of Life across the city • Cultural life of the city
Regeneration board	<p>Delivery of the Regeneration City Priority Plan</p> <ul style="list-style-type: none"> • Oversight of key regeneration programmes • Ensuring local people benefit from regeneration investment • Effective engagement of all partners in transformational regeneration programmes • Maximising the impact of those plans on the ground

Appendix 2:-Proposed structure

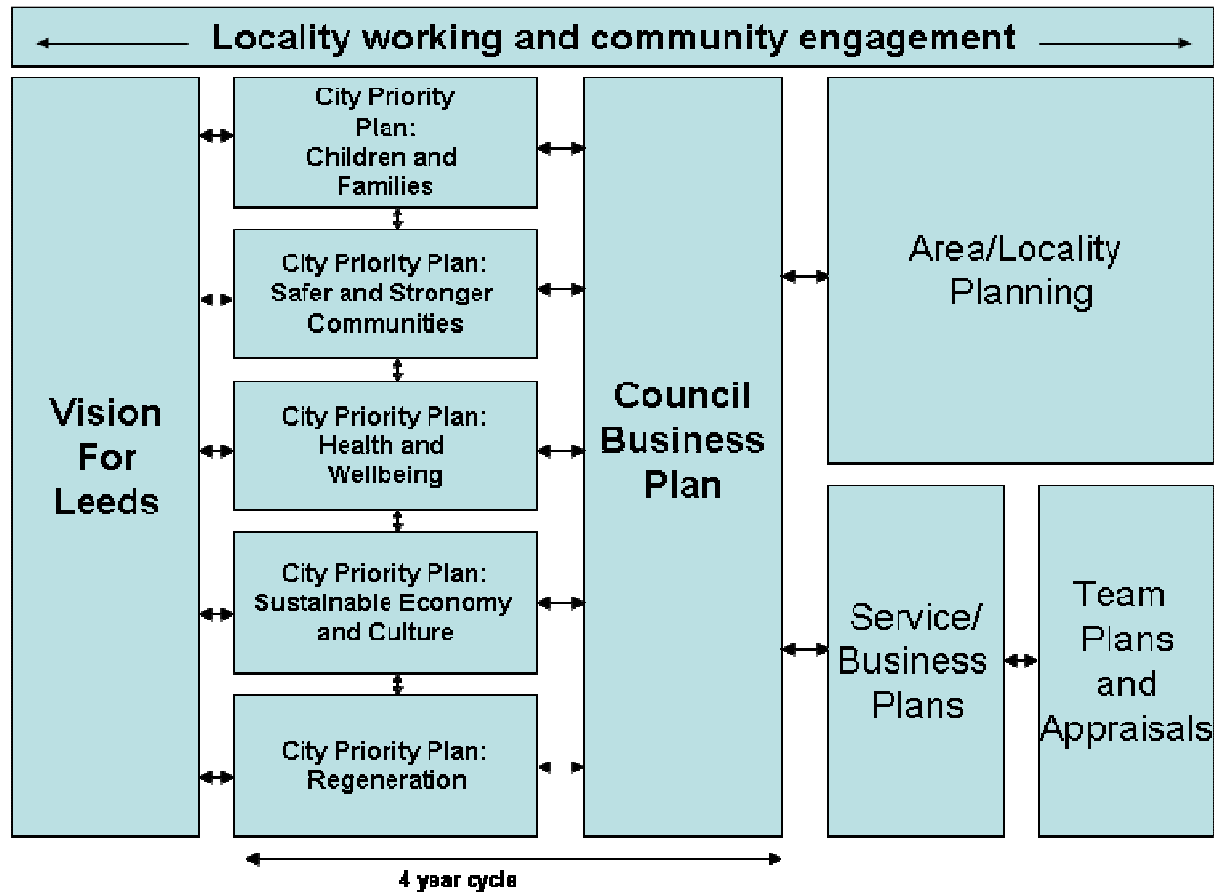
the Leeds Initiative

Legible framework



Appendix 3

The proposed new city planning framework



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Originator:
Heather Pinches

Tel: 22 43347

Report of the Assistant Chief Executive Planning, Policy and Improvement

Meeting: Executive Board

Date: 15th Dec 2010

Subject: Corporate Performance Report Quarter 2 2010/11

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

This report presents the Quarter 2 performance summary showing our progress against the Leeds Strategic Plan and Council Business Plan improvement priorities for 2010/11. For each of our strategic improvement priorities across these two plans an “action tracker” has been produced by the Accountable Officer which sets out a high level progress update along with an overall traffic light rating and a direction of travel arrow – these are published in full on the intranet. This report presents Executive Board with the overall summary from each action tracker and, furthermore, this is provided by exception only i.e. updates are provided for those priorities with an overall progress rating of red (regardless of the direction of travel arrow) along with amber priorities with a static or deteriorating direction of travel. Overall, Executive Board should note that for the Leeds Strategic Plan 53% of **improvement priorities** are currently assessed as green and for the Council Business Plan 42% are green.

1.0 Purpose of the Report

1.1 The purpose of this report is to present an overview of performance against our priority outcomes as set out in the Leeds Strategic and Council Business Plans 2008-11 so that Executive Board may understand our current performance and, as necessary, take appropriate action.

2.0 Background Information

2.1 The corporate performance management arrangements require that the officers accountable for each of the improvement priorities in the Leeds Strategic Plan and Council Business Plan provide a completed action tracker summarising the progress made on a six monthly basis. Within these trackers each strategic improvement priority is given a traffic light rating and direction of travel which denotes the overall progress based on all the relevant information including improvement against targets for all aligned performance indicators, progress in the delivery of key actions/projects and taking into account all relevant challenges and risks. The traffic light rating is supplemented by a direction of travel arrow that indicates whether progress is improving, static or deteriorating.

2.2 A key element of the action trackers is the overall summary paragraph which sets out the overall position and it is these paragraphs that are collated together in this report in appendix 2. These overall summaries are provided by exception only in order to focus attention on those areas where the overall progress is not currently on track ie:

- **Red Trackers** – these are defined as having significant delays or issues to address and unlikely to meet targets for key performance indicators. For this reason, all red trackers are provided with this report.
- **Amber Trackers** – these are defined as minor delays/issues which are having an impact on delivery but remedial action is underway/planned and the key performance indicator(s) results are likely to be on, or close to, target. In this case the direction of travel arrow is crucial and therefore in this report the amber trackers with a **deteriorating** or **static** direction of travel have been provided.

2.3 Work is already underway to develop the next set of strategic planning documents that will come into force in the next financial year. This work aims to implement a whole system approach that brings together our strategic partnership structures, strategic plans and performance management arrangements in a much more coherent way. These proposals are further developed in a separate on this agenda.

3.0 Main Issues

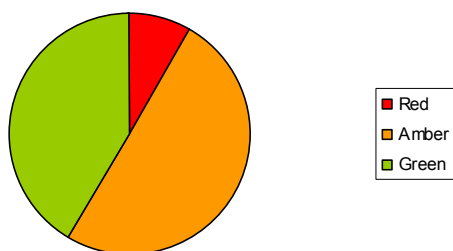
Analysis of Overall Performance

Improvement Priorities

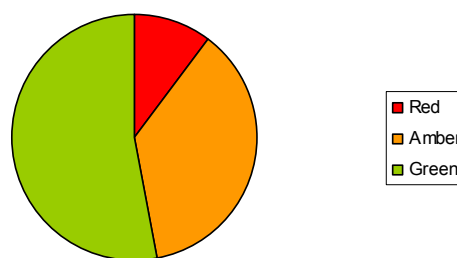
3.1 Of our Strategic Improvement Priorities 53% of those in the Leeds Strategic Plan and of those in the Council Business Plan 42% are progressing as expected and are therefore rated as green. This is compared to 65% for LSP and 42% for CBP at the end of 2009-10.

	Leeds Strategic Plan		Council Business Plan		Total	
	Number	%	Number	%	Number	%
Red	5	10%	3	8%	7	8%
Amber	18	37%	18	50%	37	44%
Green	26	53%	15	42%	41	48%

Council Business Plan Improvement Priorities at Quarter 2 2010/11



Leeds Strategic Plan Improvement Priorities at Quarter 2 2010/11

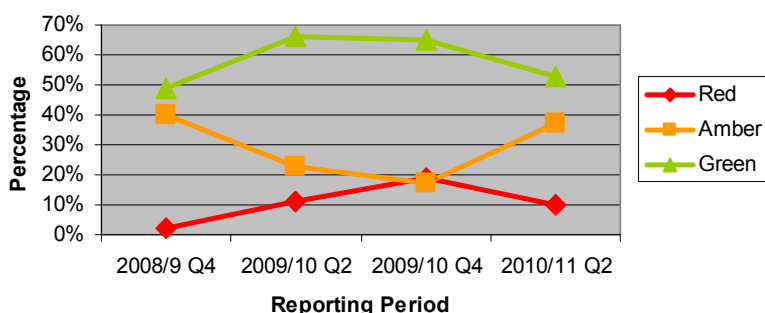


3.2 The changes to the RAG rating for the improvement priorities over time is shown in the tables below and Executive Board will note that the proportion of red rated improvement priorities for the LSP has reduced as some have become amber and no new trackers have turned red. The number of green rated trackers for the LSP has deteriorated slightly compared to Q4 2009/10 and the number of trackers rated amber has doubled. The trackers which have moved from green to amber in the last 6 months are:

- CU-1a – Enable more people to become involved in sport by providing better quality and wider ranging activities and facilities
- EE-1a - Increase innovation and entrepreneurial activity across the city
- TR-1a - Deliver and facilitate a range of transport proposals for an enhanced transport system including cycling and walking.
- TR-1b - Improve the quality, capacity, use and accessibility of public transport in Leeds
- TR-1c - Improve the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements
- HW-1e - Improve the assessment and care management of families and vulnerable adults

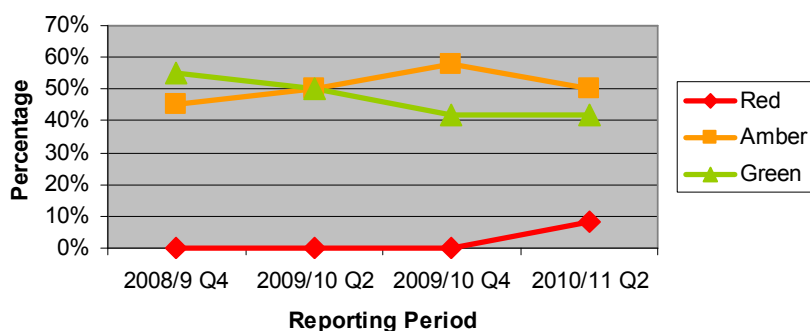
The first 5 trackers listed have been assessed as amber due to uncertainties resulting from the impact of the Comprehensive Spending Review. The last one reflects growing concerns about the timeliness of assessments and care packages compared to last year; albeit that performance is likely to remain above the national and comparator authority averages.

Change in LSP Improvement Priority RAG ratings



3.3 In terms of the Council Business Plan the main change is the 3 improvement priorities relating to financial planning and management (covered together in 1 action tracker) which have deteriorated from amber to red. However, this is already an area which is subject to close performance management and does not require further scrutiny through this process.

Change in BP Improvement Priority RAG ratings



High Risk Priorities

3.4 A number of the action trackers are produced on a quarterly basis to enable closer monitoring of the high risk improvement priorities from the Leeds Strategic Plan and Council Business Plan. The table below shows how these particular trackers have progress over the past year or so.

Improvement Priority	2009/10 Q2	2009/10 Q3	2009/10 Q4	2010/11 Q1	2010/11 Q2
HW-1a Reduce premature mortality in most deprived areas	↑	↑	↓	↓	↔
HW-1d/CYPP 7 Reduce teenage conception and improve sexual health	↓	↓	↓	↔	↔
HW-3a Improve safeguarding arrangements for vulnerable children through better information, recognition and response to risk / HW-1e Improve assessment and care management of children and families*	↔	↓	↑	↑	↑
LN-1d Increase the proportion of vulnerable groups engaged in education, training or employment	↔	↔	↑	↔	↑
TP-2a Creating safer environment by tackling crime	↑	↑	↑	↔	↑
TP-3a Reduce worklessness across the city with a focus on deprived areas	↑	↑	↑	↑	↑
TR-1b Improve the quality, capacity, use and accessibility of public transport in Leeds	↔	↔	↑	↔	↔

* At Q2 this tracker has been split into the two separate improvement priorities but currently have the same overall progress rating

3.5 Of these trackers 3 have shown improvement over the 3 months, 4 are static and none are deteriorating. Specifically Executive Board should note:

- The NEET tracker which has an improved direction of travel arrow to reflect particular improvements in the level of young people whose status is not known. However, there are still 2150 young people in the city who are NEET and there are likely to be on-going challenges in sustaining this improvement during a period of funding reduction.

- The crime tracker is also showing an improved direction of travel with falling numbers of offences for many types of crime including burglary.
- The health inequalities tracker has been given an improved direction of travel in the last 6 months due to the launch of the NHS Commissioning for Health Inequalities Plan as this is a major step forward in targeting services towards those in greatest need
- In terms of teenage conception, this is a more complex picture as the data is subject to a significant time lag but despite a focus of activity from 2009 onwards the figures continue to flat line. Furthermore the Action Tracker continues to suggest that there is more to be done in terms of leadership, partnership working and resourcing and Executive Board need to ensure that everything possible is being done to bring about the required improvement.
- The key to making a significant improvement to of the public transport of the city is New Generation Transport which as a result of the spending review is now competing against other schemes for a reduced pot of government funding.
- Safeguarding children continues to make steady progress.
- The worklessness tracker continues to be assessed as red and improving and is the same rating that it has had for the last two and half years. The continued allocation of the improving arrow without a demonstrable improvement in outcomes perhaps needs to be looked at.

Impact of General Economic Climate

3.6 The Leeds Strategic Plan and Council Business Plans and the performance targets within these plans were largely developed prior to the current economic downturn. Therefore, the general economic climate is having an impact on the delivery of some of the improvement priorities and the related targets. Several of the action tracker extracts within appendix 2 go into further detail for individual improvement priorities and set out how this has been taken into account by the accountable officer in assigning the overall traffic light and direction of travel arrows. In particular, Members will note:

- Despite the backdrop of the recession the proportion of the population that have level 2 and 3 qualifications is continuing to improve albeit that the targets are unlikely to be met. However, this will position the city well for recovery.
- The latest monthly data on the proportion of young people who are not in education, training or employment (NEET) shows an improvement in performance compared to last year and we have also improved our position in comparison to others. However, again we are unlikely to meet the ambitious target agreed in 2008.
- The most recent worklessness figures are also encouraging with the working age client group (WACG) rate below the national average and the number Job Seekers Allowance (JSA) claimants is the 3rd lowest of the core cities. The situation in the most deprived areas shows a very small reduction in the numbers claiming benefits compared to the last quarter. Member should note that DWP did enable local authorities to renegotiate their targets in this area but the data is still subject to a 6 month time lag.
- Despite the low levels of business confidence (and having to implement 23% in year cuts), the Local Enterprise Growth Initiative continues to successfully promote and support new enterprises in Leeds' most deprived areas. As a result, the overall business stock in the target areas is now back on the rise.
- Although the economic situation continues to adversely impact on the delivery of major developments in the city centre, there are signs of progress. Work has recently commenced on site for both the Trinity development and the Leeds Arena which has resulted in increased business confidence however, new investment remains weak. Two further public realm improvements have been completed and the Chancellor recently confirmed approval of £15m for the new southern entrance to Leeds Station.
- The number of Affordable Housing units delivered through the Planning Process (Sections 106) has reduced significantly due to the current economic climate, difficulties now faced by developers in obtaining funding as well as a general lack of confidence in the housing

market. However, the Council has worked innovatively with partners in this areas and continues to make progress albeit again below target.

4.0 Implications for Council Policy and Governance

4.1 The Leeds Strategic Plan and Council Business Plan are part of the council's Budget and Policy Framework. Effective performance management enables senior officers and Elected Members to be assured that the council is making adequate progress and provides a mechanism for them to challenge performance where appropriate.

5.0 Legal and Resource Implications

5.1 The council is subject to a formal improvement notice for Children's Services and within this a number of specific targets have been set for key performance indicators. Failure to meet these particular targets may result in Secretary of State intervention. The council is unlikely to be able to meet two of these targets including the number of young people who are NEET and skill levels at 19. However, the coalition government have indicated that they are less inclined to intervene directly in local government but the option remains open to them at this time.

6.0 Conclusions

6.1 This report provides Executive Board with a high level overview of the city's performance against the Leeds Strategic Plan and the Council's performance against the Council Business Plan as at the 30th September 2010. This report highlights those areas where progress is not on track and Members need to satisfy themselves that these areas are being addressed appropriately and where necessary involving partners in any improvement activity.

7.0 Recommendation

7.1 Executive Board are asked to;

- consider the overall performance against our strategic priorities and where appropriate, recommend action to address the specific performance concerns raised. However, Members are asked to bear in mind that assessing performance against targets only might be misleading in those areas where the current economic climate is having an impact and targets have not been amended since 2008; and
- identify any performance issues to be raised with Scrutiny for further investigation.

8.0 Background papers




- Leeds Strategic Plan 2008-11
- Council Business Plan 2008-11

We are an intelligent organisation, using good quality information to deliver better		Our resources are clearly prioritised to provide excellent services and value for money	
Code	Improvement Priority	Accountable Director	Code
IO-1a	Improve our systems and processes to enable us to use our information effectively and efficiently		VfM-1a
IO-1d	Develop arrangements to protect and share information in line with legislative and regulatory requirements	James Rogers	VfM-1b
IO-1c	Ensure we have the right intelligence to inform our strategic planning		VfM-1c
IO-1b	Use our information to shape service provision, provide constructive challenge and improve our decision making at all levels	James Rogers	VfM-2a
IO-2a	Increase choice so customers can access services in more convenient ways		VfM-2b
IO-2c	Improve our services based on customer feedback		VfM-3
IO-2d	Manage customer expectation and deliver on our promises	James Rogers	VfM-4a
IO-2e	Develop joined up and person centred services designed around the needs of our customers		VfM-4b
			VfM-4c
			VfM-4d
IO-3a	Increase involvement, engagement and participation of all communities especially hard to reach groups		VfM-5a
IO-3b	Build trust with local communities to encourage greater engagement	James Rogers	VfM-6a

We are a values led organisation and our people are motivated and empowered

Code	Improvement Priority	Accountable Director	Code	Improvement Priority	Accountable Director
VP-1a	Ensure we have the right staff, in the right place with the right skills at the right time	Alan Gay	VP-3b	Maximise member involvement in policy development, decision making and accountability	Nicolé Jackson
VP-1b	Empower, support and develop our staff and members by embedding core skills and behaviours with performance based appraisals	Alan Gay	VP-4a	Ensure colleagues reflect the diversity of our communities	Alan Gay
VP-1c	Improve understanding and transparency of our decision-making and accountability processes	Nicolé Jackson	VP-4b	Ensure fair access to all our services	
VP-2a	Improve leadership at all levels including officers and elected members	Alan Gay	VP-4c	Embed equality and diversity throughout the organisation	James Rogers
VP-2b	Enhance our leadership of the city	James Rogers	VP-5a	Reduce the carbon emissions arising from our buildings, vehicles and operations - BIG IDEA	Alan Gay
VP-2c	Strengthen communication (skills and mechanisms) at all levels	James Rogers	VP-5b	Increase the proportion of socially responsible goods and services that we procure	Nicolé Jackson
VP-3a	Strengthen our democratic processes to improve governance and policy making	Nicolé Jackson	VP-5c	Support the achievement of our strategic outcomes through our corporate social responsibility programme	James Rogers

Key

	Significant delays or issues to address
	Minor delays or issues to address
	Progressing as expected – on schedule to complete actions & targets




Culture			Enterprise and the Economy		
Code	Improvement Priority	Accountable Director	Code	Improvement Priority	Accountable Director
CU-1a	Enable more people to become involved in sport by providing better quality and wider ranging activities and facilities.	Martin Farrington	EE-1a	Increase innovation and entrepreneurial activity across the city	Martin Farrington
CU-1a	Enable more people to become involved in culture by providing better quality and wider ranging activities and facilities.	Martin Farrington	EE-1b	Facilitate the delivery of major developments in the city centre to enhance the economy and support local employment	Martin Farrington
CU-2a	Facilitate the delivery of major cultural schemes of international significance	Martin Farrington	EE-2a	Increase international communications, marketing and business support activities to promote the city and attract investment.	Martin Farrington
Learning					
Code	Improvement Priority	Accountable Director	Code	Improvement Priority	Accountable Director
ENV-1a	Improve the quality and sustainability of the built and natural environment	Martin Farrington	LN-1a	Enhance the skill level of the workforce to fulfil individual and economic potential.	Martin Farrington
ENV-1b	Reduce emissions from public sector buildings, operations and service delivery and encourage others to do so	Martin Farrington	LN-1b	Improve learning outcomes and skill levels for all 16 year olds, with a focus on narrowing the achievement gap.	Nigel Richardson
ENV-1c	Undertake Actions to improve our resilience to current and future climate change	Martin Farrington	LN-1c	Improve learning outcomes and skill levels for all 19 year olds.	Nigel Richardson
ENV-2a	Address neighbourhood problem sites; improve cleanliness and access to and quality of green spaces	Neil Evans	LN-1d	Increase the proportion of vulnerable groups engaged in education, training or employment	Nigel Richardson
ENV-2b	Increase the amount of waste reused and recycled and reduce the amount of waste going to landfill	Neil Evans	LN-1e	Improve participation and early learning outcomes for all children, with a focus on families in deprived areas. (Early Years)	Nigel Richardson
			LN-1e	Improve participation and early learning outcomes for all children, with a focus on families in deprived areas. (Primary)	Nigel Richardson
Transport					
Code	Improvement Priority	Accountable Director	Code	Improvement Priority	Accountable Director
HM-1a	An increased number of local people engaged in activities to meet community needs and improve the quality of life for local residents	Neil Evans	TR-1a	Deliver and facilitate a range of transport proposals for an enhanced transport system including cycling and walking.	Martin Farrington
HM-1b	An increase in the number of local people that are empowered to have a greater voice and influence over local decision making and a greater role in public service delivery	Neil Evans	TR-1b	Improve the quality, capacity, use and accessibility of public transport services in Leeds.	Martin Farrington
HM-2a	Enable a robust and vibrant voluntary, community and faith sector to facilitate community activity and directly deliver services	Neil Evans	TR-1c	Improve the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements.	Martin Farrington
HM-2b	An increased sense of belonging and pride in local neighbourhoods that help build cohesive communities	Neil Evans	TR-1d	Improve road safety for all our users, especially motor cyclists, pedal cyclists and pedestrians.	Martin Farrington



Thriving Places			Health and Well Being			
Code	Improvement Priority	Accountable Director	Code	Improvement Priority	Accountable Director	Accountable Director
TP-1a	Increase the number of decent homes	Neil Evans	HW-1a	Reduce Premature mortality in the most deprived areas	Sandie Keene	
TP-1b	Increase the number of affordable homes	Neil Evans	HW-1b	Reduce the number of people who smoke	Sandie Keene	
TP-1c	Reduce the number of homeless people	Neil Evans	HW-1c	Reduce rate of increase in obesity and raise physical activity for all.	Sandie Keene	
TP-1d	Reduce the number of people who are not able to adequately heat their homes	Neil Evans	HW-1d	Reduce teenage conception and improve sexual health	Sandie Keene / Nigel Richardson	
TP-1e	Increase financial inclusion in deprived areas.	Neil Evans	HW-1e	Improve the assessment and care management of families and vulnerable adults	Sandie Keene	
TP-2a	Creating safer environment by tackling crime	Neil Evans	HW-1f	Improve the assessment and care management of children	Nigel Richardson	
TP-2b	Reducing and managing offending behaviour	Neil Evans	HW-1f	Improved psychological, mental health and learning disability services for those who need it. (Adults)	Sandie Keene	
TP-2c	Improving lives by reducing the harm caused by substance misuse - Drugs	Neil Evans	HW-1f	Improved psychological, mental health and learning disability services for those who need it. (Childrens)	Nigel Richardson	
TP-2e	Reduce bullying and harassment	Nigel Richardson	HW-2a	Increase the number of vulnerable people helped to live at home	Sandie Keene	
TP-3a	Reduce worklessness across the city with a focus on deprived areas	Neil Evans	HW-2b	Increase the proportion of people in receipt of community services enjoying choice and control over their daily lives	Sandie Keene	
TP-3b	Reduce the number of children in poverty	Neil Evans	HW-3a	Improve safeguarding arrangements for vulnerable adults through better information, recognition and response to risk	Sandie Keene	
TP-3c	Develop extended services, using sites across the city, to improve support to children, families and communities	Neil Evans /Nigel Richardson		Improve safeguarding arrangements for vulnerable children through better information, recognition and response to risk	Nigel Richardson	



Key

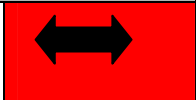


	Significant delays or issues to address
	Minor delays or issues to address
	Progressing as expected – on schedule to complete actions & targets



Leeds Strategic Plan


Ref	Improvement Priority	Action Tracker Rating
Culture		
CU-1a	Enable more people to become involved in SPORT and culture by providing better quality and wider ranging activities and facilities.	
<p>The gross number of swims and visits to council pools and leisure centres has fallen slightly compared to the same period last year. This reflects less usage by events, groups and teams in the face of wider competition and recessionary reductions in spending, and the end of funding for free swimming for 60+ and up to 16 year olds. Although this ended on 31 July 2010, Leeds extended it for under 16's for a further month. Throughout the rest of this year the absence of free swimming compared to 2009/10 will result in a comparative reduction in the number of swims. Key individual activity is up 2% compared to last year, due to considerably greater pool and gym capacity, following the opening of the Morley and Armley New Leaf PFI leisure centres. The Holt Park Wellbeing Centre PFI project has been it's suspended pending Department of Health budget decision which is expected in November. Two sports centres have been identified for closure South Leeds and East Leeds. South Leeds Sports centre closed to the public on 1st November pending further work with Tiger 11 and the East Leeds Community Asset Transfer work is suspended pending clarification on the position of the potential funder.</p>		
Enterprise and Economy		
EE-1a	Increase innovation and entrepreneurial activity across the city	
<p>Due to the continued uncertainty of the economic outlook, business confidence remains low making it more challenging for the Council and its partners to achieve their targets. The Business Link Yorkshire (BLY) local action plan, which was developed to match their offer to the needs of entrepreneurs and businesses in Leeds, will no longer be implemented owing to a reduction in their operational capacity. Despite this (and having to implement 23% in year cuts), the Local Enterprise Growth Initiative continues to successfully promote and support new enterprises in Leeds' most deprived areas. As a result, the overall business stock in the target areas is now back on the rise. A number of projects have been implemented, in particular at Kirkgate Market and Barkston House, to facilitate new business start-ups and enable existing tenants to grow their businesses.</p>		
Learning		
LN-1a	Enhance the skills level of the workforce to fulfil individual and economic potential.	
<p>This is a key priority in empowering both businesses and individuals within Leeds to lead on the economic recovery of the city. There is however, an overall uncertainty within the sector. Business Link Yorkshire (BLY), the Skills Funding Agency (SFA) and other key partners are awaiting the outcome of the Comprehensive Spending Review (CSR) which could result in a reduction in the services they deliver. The proportion of the</p>		




Ref	Improvement Priority	Action Tracker Rating
<p>population with level 2 and 3 skills is continuing to rise year on year within Leeds but still remains slightly below target. Against the backdrop of the global economic recession however, this demonstrates that progress is being made. The SFA has now successfully established itself (in replacing the Learning and Skills Council as the UK's main skills body) and has now developed a close working relationship with the authority. In addition, the Leeds Economy and Skills Partnership (LESP) has established a new skills sub-group which will coordinate the progress against the skills of the workforce improvement priority.</p>		
LN-1c	Improve learning outcomes and skill levels for all 19 year olds.	
<p>The latest data on qualifications at 19 were presented in the report made in the last quarter, 2010 information is unlikely to be published until quarter 4. Reductions in NEET (further information on separate action tracker) which is a crucial variable affecting outcomes at 19 continue to be sustained in a difficult economic climate, and progress has made across the various strands of the 11-19 (25 for disabled young people) agenda. Strategies to mitigate against real and possible further budget reductions have been identified but a key focus going forward will be responding to changes in national policy and the implications of the Comprehensive Spending Review especially on non school funding.</p>		
LN-1d	Increase the proportion of vulnerable groups engaged in education, training or employment	
<p>NEET is a sound proxy indicator for poverty and deprivation and that ensuring every young person has the opportunity of education, employment or training at the start of their adult life is an equity issue and the mark of a fair and young person friendly city.</p> <p>Whilst the NEET and Not Known positions are improving, they are still a major challenge for the City which the public and private sector to will need to collectively address to ensure young people have improved outcomes and are able to participate and contribute to the communities in which they live.</p> <p>The Leeds reported figure for 16-18 year old NEET in September was 9.6%. With September being the start of the academic year the figure is quite volatile, post submission to the DfE additional college information became available which put the actual Leeds figure at 8.6%. Early indications are that October will show a further reduction to 8.2% (to be confirmed). While we are encouraged by improved comparative performance and the overall positive reduction in NEET since last year it will be a significant challenge to reach the 6.8% target for the formal November – January monitoring period.</p> <p>For the reasons outlined above the RAG rating has been set as red and the direction of arrow set at improving.</p> <p>It should be noted that the Children Leeds Learning Partnership, the 14-19 Strategy Group and the IYSS Board have merged to form the 11-19 (25 for disabled young people) Learning and Support Partnership which met for the first time in September 2010. This partnership will have clear ownership of the NEET Strategy on a permanent basis. The corporate NEET Improvement Board has passed all residual elements of the NEET Improvement Plan to the newly formed partnership discussed above. The work of the board since Nov 2009 has driven significant improvements.</p>		

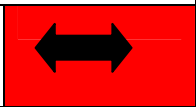
Ref	Improvement Priority	Action Tracker Rating
LN-1e	Improve participation and early learning outcomes for all children, with a focus on families in deprived areas – Early Years Outcomes	
<p>Following a very encouraging 4 percentage points improvement the percentage of children achieving a Good Level of Development (GLD) (NI72) in 2009, outcomes have again risen in 2010; by 2 percentage points to 53%. This continued improvement has been driven by the growing awareness amongst practitioners of the importance of encouraging children's secure and appropriate development in the key areas of Personal, Social and Emotional Development and Communication, Language and Literacy. The provisional National figure for 2010 is 56%; this has slightly widened the gap with Leeds. Whilst performance against the national indicator for GLD is improving, average performance as a whole across all the strands of the foundation stage is static. Results for boys, free school meal eligible pupils, children with special education needs and looked after children have all improved more than the overall figure. However only 43.9% of boys (4168 in the cohort) achieved a good level of development with 61.6% of girls achieving this level (4162 in the cohort). Outcomes for BME groups are mixed and results fell for children with English as an additional language</p> <p>The second national indicator for the foundation stage looks at the gap between the average performance of the full cohort and the average performance of the lowest 20% of achievers. The 2010 gap was 35.7 percentage points, this shows minimal change from 2009 35.6. The national gap has continued to narrow to 32.7 in 2010. The narrowing of this achievement gap remains a key challenge for Leeds.</p> <p>A national review of the Foundation Stage is ongoing.</p>		
LN-1e	Improve participation and early learning outcomes for all children, with a focus on families in deprived areas – Primary Stage Outcomes	
<p>Provisional results show that Leeds children continue to achieve in line with their peers nationally at the end of primary education. 73% of Leeds children reached the national benchmark of achieving level 4 in both English and maths in 2010 a slight improvement from 2009. The percentage achieving level 4 or above increased by 1 percentage point for English and 3 percentage points for Maths. In terms of the percentage achieving 2 levels of progress through Key Stage 2 86% of Leeds children achieve this in English and 84% in maths. While overall measures are marginally below comparators the progress measures are inline or above leading to the best overall judgement as one of inline.</p> <p>Provisional Key stage 2 data also suggests a reduction in the number of schools below the floor targets from 34 in 2009 to 25 in 2010. The improvement in learning and achievement evidenced in the provisional results for the 2009/10 academic year and the Ofsted inspection process reflects the support given to, or brokered for, the schools and settings in the greatest need. This involves extensive partnership working with and between schools and across different services. The quality and consistency of services is being maintained through a transitional period where there is uncertainty over future levels of funding. The forthcoming White Paper is likely to signify further change to national school improvement policy and practice. In the light of these changes work on revised models of service delivery are progressing.</p>		




Ref	Improvement Priority	Action Tracker Rating
Health and Well Being		
HW-1a	Reduce Premature mortality in the most deprived areas	
<p>The premature mortality data has a two year time lag, new figures will be available in January 2011 and this will go a long way to identifying if the activities currently being undertaken are at the right scale and intensity needed to impact on this issue. The impact of lifestyle changes such as increased physical activity and healthy eating are unlikely to have an immediate impact on the current overall premature mortality results however progress can be measured by looking at the results on the reduction in the number of people who smoke or cancer related deaths etc. This issue is being tackled through a range of actions on a number of fronts to improve health and tackle health inequalities and on a number of occasions services are tailored to meet local priorities, for example clusters of smoking related or cancer related deaths. There are also many other lifestyle and income related issues which can have a significant impact on people's health and there needs to be greater understanding of the impact services have on health and improved partnership working. Work is currently taking place in partnership with LCC and health to make progress on these issues.</p> <p>The NHS Leeds Executive Management Team have recently agreed the NHS Commissioning for Health Inequalities Plan and this is a major step forward in targeting services towards those in greatest need.</p>		
HW-1c	Reduce rate of increase in obesity and raise physical activity for all.	
<p>Services have been redesigned and programmes and initiatives are in place to work with families, children and young people to provide solution focused support to help them achieve a healthy weight. Based on this data from the Health survey for England 2003 we can conservatively estimate that for the population of Leeds approximately 152,084 people would be expected to be obese (BMI of 30kg/m² or more). This figure is not weighted for deprivation but it should be noted men and women from unskilled manual groups are 4 times more likely to be obese than professional groups.</p>		
HW-1d / CYP7	Reduce teenage conception and improve sexual health	
<p>The latest available position for June 2009 shows a modest reduction in rates from 50.8 to 49.8 (rate per 1000 15-17 year old young women). Our performance is measured nationally against Office of National Statistics (ONS) conception rates for 15 -17 year old young women. There is a 14 month time delay in the data due to the nature of the information being collected and the significant number of suppliers of data. New data on under 18 conceptions rates from ONS will be available for Q3 2009 23rd November 2010 and for the whole of 2009 in February 2011.</p> <p>Our overall position is that Leeds is not moving in the right direction quickly enough. External support and review from the National Support Team suggests Leeds is the using the right strategy. We therefore must question whether we are utilising all our resources across the local authority (including those outside children's services) and in our partners in sufficient volume to change the direction of travel.</p>		

Ref	Improvement Priority	Action Tracker Rating
HW-1e	Improve the assessment and care management of families and vulnerable adults	
<p>Leeds has been working to improve the timeliness and quality of community care assessments through introducing revised business processes within Adult Social Services. These will enable people with social care needs to choose and control services which are tailored to meet their individual needs and circumstances. These processes were introduced at the start of the current financial year and became fully operational in August 2010. This has, however, impacted negatively upon the timeliness of assessments during the first half of the financial year. This is thought to result from staff adjusting to the adoption of new working practices and the impact of this is expected to diminish over the remainder of the year. However, the impact of the introduction of the new processes has reduced the forecasted outturn for timeliness of assessments to a level 3% below last years performance. Leeds performance is however likely to remain well above the national and comparator authority averages for this indicator.</p> <p>Similarly, there has been a 2.7% reduction in the timeliness of care packages delivered during 2010/ 11 in comparison to last year. Although a detailed review of the causes of this has yet to be completed, recording issues have been identified as a significant contributor to this apparent fall in performance. An exercise to clean up the data and improve recording has commenced.</p> <p>An increasing number of people are receiving personalised social care services in Leeds. At the end of September, a total of 3382 people received a self directed support care package. This is an increase from last year when at the end of September 2009 Leeds had 1435 receiving Self Directed Care. Leeds currently provides self directed support to 19.6% of service users and carers and is forecasting achieving its 30% target by the end of the financial year.</p> <p>Surveys of service users during the year show increasing levels of satisfaction in the quality of their care package. 85% of service users surveyed reported that they felt they had control over there daily life in a survey undertaken during 2010/11, an increase of 8% over similar surveys undertaken in 2009/10.</p>		
HW-1e	Improve the assessment and care management of children	
<p>The information contained within this action tracker should be cross-referenced with the safeguarding action tracker (HW-3a).</p> <p>This priority is included in the Improvement Plan which provides the management framework in response to the inspection report and the Improvement Notice. Additional management capacity in Q2 has provided the resource and skills to accelerate the development of the looked after children's services, provide challenge and develop practice improvements.</p> <p>Strengthening the governance and quality assurance arrangements around children being admitted to care has evidenced that there is improving social care practice and that children are not being inappropriately brought into care. Further work will develop commissioned services to ensure improved VfM and better outcomes for children in placements.</p> <p>In relation to Q2, there has been significant progress and improvements which can be evidenced though our performance management and quality assurance activities which justifies the upward direction of travel; it also recognises that some initial referrals are complex, medium to long term</p>		




Ref	Improvement Priority	Action Tracker Rating
<p>improvements.</p> <p>An announced inspection of the Fostering Service was carried out in Q2 and this reported an improvement from 'satisfactory' to 'good' for that service reflecting the improvement in capacity, management and outcomes for LAC which have resulted from the additional investment during this year.</p> <p>In addition, improvements in the outcomes of the Ofsted inspections of residential homes were recorded, with all homes retaining or improving their overall ratings.</p>		
HW-3a	Improve safeguarding arrangements for vulnerable children through better information, recognition and response to risk	
<p>The information contained within this action tracker should be cross-referenced with the assessment and care management action tracker (HW-1e).</p> <p>This priority is included the Improvement Plan provides the management framework in response to the inspection report and the Improvement Notice; it identifies all the areas where improvement is required and provides the tracking and monitoring framework. The high level of management scrutiny and focus on improvement provides a high level of assurance that children's best interests are being addressed, and all this work is underpinned by programmes of organisational development & improved practice standards, quality assurance, better systems, information, support and management</p> <p>In this quarter there is evidence of continued improvement in the key performance indicators, in particular</p> <ul style="list-style-type: none"> • The timeliness of completing initial and core assessments (within 7 working days and 35 working days respectively), which has specific improvement targets in the improvement notice • The improvements in provision of and timeliness of initial child protection conferences <p>This performance needs to be taken in the context of the significant increases in workloads across the service; the difficulty in recruiting experienced social workers and the higher standards of social care practice being applied.</p> <p>There has been a major increase in the volumes of referrals and an increase in the percentage of those which result in initial assessments. Nevertheless the service has continued to improve performance on the timeliness and appropriateness of contact, referral and assessments. Further reductions in the number of overdue assessments have been achieved. Furthermore decisions on referrals are routinely taken within the 24 hour practice standard and all referral decisions relating to potential abuse and neglect (incl. domestic violence) are audited on a weekly basis.</p> <p>Addressing the capacity to hold initial child protection conferences within the required timescales and with the appropriate agency representatives in attendance has been a key focus in this quarter. Organisational changes and additional resources have been introduced and are already demonstrating a marked improvement.</p> <p>Improvements in Q2 can be evidenced through our performance management and quality assurance activities which justifies the upward direction of travel. However-the RAG status remains Amber in recognition of the further work still required.</p>		



Ref	Improvement Priority	Action Tracker Rating
Thriving Places		
TP-1e	Increase financial inclusion in deprived areas.	
<p>The most significant achievement over the past six months has been securing funding to sustain Leeds City Credit Union (LCCU) branch network for the next year. In terms of debt advice it is evident that demand still out-strips supply despite more resources currently being available. The main concern is that if government funding does not continue there will be a reduction in free debt advice provision in Leeds of 66% from the end of the year. The predicted year end result for the number of new customers accessing LCCU services has been revised down to 2400 (target 3000). This reduction is a result of the rationalisation of the LCCU branch network and reduced open hours. In addition, targets for this indicator were set in March 2009 before the full scale of the issues facing LCCU were fully recognised.</p>		
TP-2a	Creating safer environment by tackling crime	
<p>Overall assessment of progress against the outcome is fair and shows that the city is now moving in the right direction. Recorded crime figures at September 2010 suggest that Leeds can achieve the 2010/11 performance target, with an estimated out-turn of 18,100 offences. The falling trend in serious acquisitive crime (an aggregated target) however, masks a trend of increasing theft from motor vehicle offences (a component of the aggregated target). This increase is offset by falling burglary dwelling, robbery and theft of motor vehicle offences.</p> <p>The sustained trend for falling offence acquisitive crime numbers continues, down 10.7% (1068 fewer offences) against previous year. The main focus within this indicator has been on securing improvements in recorded domestic burglaries. The medium term trend for falling domestic burglary offence numbers continues, down 16.4% (765 fewer offences) against the previous year. The table below provides an overview of the monthly figures for the last 18 months.</p>		
TP-3a	Reduce worklessness across the city with a focus on deprived areas	
<p>Leeds WACG claimant rate remains below the national average, and has the third lowest JSA claimant rate of the Core Cities, with only Bristol and Sheffield having a lower rate in August 2010.</p> <p>The most recent Department for Work and Pensions data shows that:</p> <ul style="list-style-type: none"> • 22,891 Job Seeker Allowance (JSA) claimants registered in the City - a decrease of 171 on the August 2010 JSA claimant figures which totalled 23,062. • 4,703 people left the JSA register in September 2010 - a decrease of 787 (14.3%) against the previous month. • 4,583 people joined the JSA register in September 2010, a decrease of 1,679 (26.8%) against the previous month. • 5,549 vacancies were notified in Leeds, a decrease of 36 (0.6%) on July 2010 and This 750 (11.9%) less than August 2009. 		

Ref	Improvement Priority	Action Tracker Rating
	<ul style="list-style-type: none"> the average out of work claimant rate for the 22 target neighbourhoods (NI 153 areas) as of February 2010 was 30.8%, compared to the city average of 13.3% and down by 0.5% on the previous quarter. the top 3 notified vacancies in Leeds are currently for care assistants and home carers; heavy goods vehicle drivers; and sales representatives. the 3 most current sought after occupations by jobseekers are for sales and retail assistants; goods handlers and storage operatives; and general office assistants and clerks. <p>The number of 16-18 year olds not in employment, education, or training (NEET) at the end of Sep 2010 was 2150 (9.6% of 16-18 year olds in Leeds) which compares favourably to the same time last year when there were 2462 (10.3%). However, significant work is required to meet the target of 6.8% as the quarterly average for January 2011. Work is ongoing to ensure that tracking young people is embedded into working practices. Arrangements for referring and fast tracking of young people to employability schemes are being improved in order to address this key priority for the city.</p> <p>The latest available DWP data (February 2010) shows that there are approximately 66,880 Working Age Client Group (WACG) people claiming out-of-work benefits in Leeds. Of these, 24,290 (4.5% of the Working Age Population in Leeds) were claiming Job Seekers Allowance (JSA); 31,010 (5.7%) were claiming Employment Support Allowance (ESA) or Incapacity Benefit (IB); and 9,070 (1.7%) were lone parents in receipt of Income Support. The highest concentrations of inactive claimants claiming IB/ESA are in Hunslet, Chapeltown and Cottingley, and for Lone Parents in receipt of Income Support the greatest claimant rates are in South Seacroft, Belle Isle and Middleton.</p> <p>Ongoing work is taking place amongst partners in Leeds to improve the targeting of resources to areas of most need. An improved approach to the use of information is being developed to support the city's work in tackling unemployment and improving its skills base. This is important in terms of designing and commissioning effective interventions from both the supply and demand side, providing value for money for the tax payer by avoiding duplication in service-provision, and developing a strong sense of partnership and ownership around intelligence-led targets and outcomes. Robust and up to date intelligence will cover data on the scale, nature and location of out of work claimants in Leeds, intelligence on employment growth prospects and analysis of the performance of current interventions.</p> <p>The impact of job losses has been felt across all sectors and parts of the district. However, the highest claimant rates remain concentrated in the inner city's most disadvantaged neighbourhoods. This is the pattern nationally, but it should be noted that the size of the Leeds Metropolitan District, and the scale of deprivation to relative affluence within it, can serve to dilute the city's overall worklessness position in comparison to some of our statistical neighbours.</p>	
TP-3b	Reduce the number of children in poverty	
	<p>The Child Poverty Strategic Outcomes Group has good representation from across key agencies and has in place a clear work plan for producing the Child Poverty Needs Analysis and Child Poverty Strategy that are required to be in place by April 2011. This strategy will highlight clear actions which can be taken to either tackle or alleviate the effects of child poverty. Lead Officers have been identified to start working on the 4 strands of the child poverty strategy and a framework has been developed to drive the work of the group forward. The value added by the group is to drive rationalisation and minimise duplication in activities that impact on child poverty and to bring practices together across the authority to enhance their effectiveness.</p>	

Ref	Improvement Priority	Action Tracker Rating
	<p>Most partners with a duty to cooperate have now been engaged in the work of the group and a number are now members of the Strategic Outcomes Group. More work needs to be done to fully engage other partners, including the Police. Work has been started to explore potential impact on child poverty in Leeds of likely funding cuts to identify where impact can be minimised.</p> <p>It is hard to categorise this priority as anything other than red and static at any time but particularly now - due to the possibility of deteriorating positions in terms of some of the indicators, in particular NI 116, as a result of the general economic climate. Even though more effective work is being undertaken by the group the full impact of recent policy announcements from the Coalition Government are not yet known.</p>	
TR-1a	Deliver and facilitate a range of transport proposals for an enhanced transport system, including cycling and walking	
	<p>Good progress now being made with Leeds Core Cycle Network with one route complete and two further ones about to commence on site. The Southern Station Access Scheme has been recently re-approved and a scheme to improve Pedestrian access to the station has been completed at City Square. Work is progressing on the long term transport strategy for the City building on the Transport for Leeds study and feeding into the preparation of LTP3. This development work is progressing well. Consideration of collaborative and joint working arrangements across West Yorkshire is also taking place. However, work on NGT is paused until the detail of the Comprehensive Spending Review is known, hence the amber rating on this action tracker.</p>	
TR-1b	Improve the quality, capacity, use and accessibility of public transport services in Leeds.	
	<p>The government has already announced cuts in the current year transport budgets and further cuts are expected for future year funding. Progress is still being made on the schemes being funded through the Local Transport Plan (LTP) Integrated Transport money, however, the new government put on hold the funding for a number of major schemes pending the Comprehensive Spending Review (CSR). This included New Generation Transport (NGT). A statement issued by Ministers in late October advised that some money has been made available to both NGT and the Leeds Rail Growth Package schemes, but this is subject to further analysis, and a final decision will not be made until the end of 2011. Consequently, it is still unclear as to how this decision will impact on planned transport initiatives underpinning this improvement priority.</p> <p>Preparatory work had started on the A65 Quality Bus Scheme prior to the spending cuts and main contract works commenced in May 2010. The DfT re-confirmed the funding following the election and the scheme is progressing, with completion expected June 2012.</p>	
TR-1c	Improve the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements.	
	<p>At present, good progress is being made in delivering highway maintenance works which overall improve the condition of the roads and pavements. However, streets awaiting maintenance have suffered badly over the last two winters. When taken in the context of current budget pressures, this is raising concerns that long term improvement targets will not be met. The resulting potential impact on claims liability and sustainability of the in-house operation are issues which are currently being assessed.</p>	

Council Business Plan

Ref	Improvement Priority	Action Tracker Rating
Intelligent Organisation		
IO-1b/c	Use our information to shape service provision, provide challenge and improve decision making; Ensure we have the right intelligence to inform our strategic planning	
<p>There has been good progress in developing and improving the data quality of corporate performance information as well as progress in developing the corporate demographic capacity and development of a corporate GIS strategy. However, the capital spending review process means that the key BI projects are currently on hold pending a decision from CLT. These underpin a number of other improvement projects across the organisations and in light of the significance of this, and the subsequent risk that this brings to the organisation, the overall rating is assessed as amber and static.</p>		
Value for Money		
VFM-1	Deliver our 5 year financial strategy to align resources to strategic priorities; embed sustainability in our resource management processes and consider additional sources of funding to support our priorities.	
<p>The improvement priority will in reality be delivered through in year monitoring and the annual budget process which cumulates in the budget report to Council in February each year. Council in February 2010 agreed its 2010/11 budget which includes additional provision for key priorities and existing and emerging service pressures. Reserves at the end of March 2010 stood at £16m. The 2010/11 half year report to Executive Board in November identifies a projected overspend of £8.5m against approved budgets. This deterioration since the last quarter is as a result of further pressures on income and demand led budgets in addition to the net pressure resulting from the government's reduction in in-year grants. The main areas of overspend continue to be demand pressures within Children's, and Adult Social Care and declining income levels in City Development and Environment and Neighbourhoods. These areas of overspend are offset to some extent by savings on staffing and other one off options including additional capitalisation. The Chancellor of the Exchequer published the coalition government's Spending Review on the 20th October 2010 setting out their public expenditure plans for the next four years (2011/12 to 2014/15). A full report was submitted to November's Executive Board, which also includes proposals for the development of the council's budget, including proposals for consultation. Development of the council's medium term financial strategy is on-going and a report will be submitted to December's Executive Board with draft proposals.</p>		
Vfm-2,6	Improve efficiency of our services including maximising savings delivered through procurement, ICT and asset management; embed value for money at all levels and improve quality and efficiency of support services.	
<p>The Chancellor of the Exchequer published the coalition government's Spending Review on the 20th October 2010 setting out their public expenditure plans for the next four years (2011/12 to 2014/15). A full report was submitted to November's Executive Board, which also includes proposals for the development of the council's budget, including proposals for consultation. Development of the council's medium term financial strategy is on-going and a report will be submitted to December's Executive Board with initial budget proposals. This summary attempts to draw</p>		

Ref	Improvement Priority	Action Tracker Rating
<p>together a range of programmes across the Council to address the improvement priority, specifically, the Business Transformation Programme and procurement related initiative. Further details are provided in other action trackers.</p> <p>Overall, clearly in response to the financial challenges that we are facing there is a great deal of activity is happening across the Council to deliver efficiencies, but there is still much to do to fully embed a culture of VfM across the Council and to ensure benefit realisation. Accordingly, overall progress is assessed as 'amber'.</p>		
<p>Valuing People</p>		
<p>VP-1a/b, 2a, 4a</p>	<p>We have the right staff, in the right place with the right skills at the right time; Improve leadership at all levels including officers and members; Empower support and develop our staff and members by embedding core skills and behaviours with performance based appraisals; Ensure colleagues reflect the diversity of our communities.</p>	
<p>Following the comprehensive spending review (CSR) the council needs to reduce overall staffing by around 3000 jobs, which equates to one in six jobs, over the next four years. Due to the number of staff potentially affected by the changes and the possibility that there may be a need for some compulsory redundancies in the future a Section 188 notice was issued to the Trade Unions on 5th November 2010. Formal consultation has begun with the Trade Unions on proposals in response to the budget pressures. Local partners, like the NHS in Leeds and councils across Yorkshire and Humberside are facing similar challenges and work is ongoing to look for savings through partnership working. In the first two quarters of 2010-11 the council has made mixed progress against this improvement area as measured by the six quarterly performance indicators, noted on page 6. There is significant work activity to support the council-wide early leavers initiative and this will continue through Quarter's 3 and 4 as employees begin to leave. The impact of this initiative on workforce diversity is being monitored because pressure to reduce headcount and low turnover is having a detrimental impact on equality targets. Some 2010/11 targets were reviewed at year end (09/10) to reflect an achievable and realistic position given the current climate. There have been particular improvements in safety, wellbeing and attendance. The challenges posed by the comprehensive spending review and the pace of business change has led to a new focus on ensuring that equality and diversity is considered within major change projects.</p>		
<p>VP 1c, 3a/b</p>	<p>Improve understanding and transparency of our decision-making and accountability processes; Strengthen our democratic processes to improve governance and policy making Maximise member involvement in policy development, decision-making and accountability</p>	
<p>The Local Government Act 2000 requires local authorities to maintain, and publish on a monthly basis, a four month rolling programme of Key (Executive) Decisions. In Leeds the Council Key Decision are decisions which are likely to;</p> <p>(a) result in the authority incurring expenditure or making savings which is/are significant having regard to the authority's budget for the service or function to which the decision relates; or</p> <p>(b) be significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the area of</p>		

Ref	Improvement Priority	Action Tracker Rating
	<p>the authority.</p> <p>Performance at Q2 has declined since Q4 in 2009/10. Decision takers are not routinely informing Governance Services of slippage in planned decision dates. This has an impact the Forward Plan published in the subsequent month as, in many cases decisions not taken in a particular month are not 're- notified'. From October Governance Services will routinely slip all decisions, for which there has been no corresponding decision (officer or Executive Board), to the next Forward Plan period. Whilst this may result in some decisions being published which have already been taken, this is preferable to Key Decisions being taken which should have been published on the Forward Plan – in turn this will improve the possibility of meeting the 2010/11 target. The Annual Governance Statement action plan has been reviewed and continues to be closely monitored by officers and members.</p>	



Report of the Assistant Chief Executive (Planning, Policy and Improvement) and Acting Director of City Development

Executive Board

Date: 15 December 2010

Subject: Driving the City Forward: City Marketing, Supporting Investment and Engaging Business

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

This report considers the current challenges facing a number of city marketing, tourism and inward investment services across the city and recommends that Members of Executive Board agree to the development of a new operating model for such services, in order to maximise efficiencies whilst protecting critical functions that are at risk from public sector budget reductions.

It is, therefore, proposed that the following functions/services be brought together, into a public-private sector delivery vehicle, to deliver a significant, coherent and compelling offer for the city:

- a) City marketing activities as provided by Marketing Leeds
- b) Sector marketing and inward investment activities provided by Financial Leeds
- c) Inward investment activities as provided by the Council's Locate in Leeds team
- d) Leisure tourism functions as provided by the Council's Visit Leeds team
- e) Tourism information services as provided by the Leeds Visitor Centre
- f) Business Tourism services as provided by Conference Leeds

Members of Executive Board are recommended to agree to the outline proposition detailed in paragraphs 3.1 to 3.15 of the report and specifically to:

- a) Agree in principle to the proposal that those Council services detailed at paragraph 3.2 be part of the new delivery arrangement;
- b) Agree as joint shareholder of Marketing Leeds that Leeds City Council is content for the existing company arrangement to be evolved into the new delivery vehicle as part of a broader merger for these services;
- c) Agree as joint shareholder of Financial Leeds that Leeds City Council is supportive of the proposal for sector marketing and inward investment activities to become the responsibility of the new delivery vehicle;
- d) Authorise the Assistant Chief Executive (Planning, Policy and Improvement) and the Acting Director of City Development to take the necessary steps to bring about the changes proposed, ensuring Members are kept informed as matters progress.
- e) Request that a further report be submitted to Executive Board in March 2011, outlining a set of specific proposals for implementation in April 2011.

1.0 Purpose of this Report

- 1.1 This report considers the current challenges facing a number of city marketing, tourism and inward investment services across the city and recommends that Members of Executive Board agree to the development of a new operating model for such services, in order to maximise efficiencies, whilst protecting critical functions that are at risk from public sector budget reductions, and supporting activities aimed at securing future investment and new jobs for the city.

2.0 Background Information

- 2.1 Over the course of the last 10 years or so, Leeds has developed a number of separate arrangements for driving forward the city, engaging business in that work and supporting business and other stakeholders to help promote the city's offer and build on its undoubted economic success.
- 2.2 Much of this work has been driven by a need for Leeds to be bolder in presenting itself and its successes in order to change perceptions (particularly nationally and internationally) in order to encourage trade and investment and support sector development e.g. Financial Leeds' role in supporting the development of the business services sector in the city including place marketing and inward investment activities.
- 2.3 The council has also continued to play a significant role in such activities, on the one hand, providing its own set of services including an inward investment team, leisure tourism function as well as tourist information and business tourism services, as well as contributing to the agendas of other related bodies. For example, whilst both Marketing Leeds and Financial Leeds are private sector led bodies, they are established as joint public-private sector companies and both have council representatives on the board.
- 2.4 However, it is generally recognised that to date the city has not been sufficiently strategic in its overall thinking and ambition for what it is trying to achieve. Rather, bespoke initiatives have been progressed by willing partners/sectors to respond to particular issues/challenges or capitalise on funding opportunities e.g. the

establishment of Marketing Leeds, and the adoption of a new model for Financial Leeds in 2008.

- 2.5 Whilst many of our current arrangements can, from many perspectives, be viewed as successes, it is recognised that, overall, the current landscape provides for:
- a) Potential duplication and overlap of activity
 - b) Competition/rivalry between bodies and organisations
 - c) Competition to attract private sector contributors
 - d) Multiple requests for public sector funding
 - e) A confusing landscape – who’s actually responsible for what?
 - f) Duplication of overheads across several organisations
- 2.6 Whilst the current public sector funding reductions provide food for thought, it is clear that there are other significant drivers for change if Leeds is to become the “Best city in the UK” as currently outlined in the draft Vision for Leeds. We have to acknowledge that for the longer-term economic benefit of the city, now is the time to provide a renewed focus on marketing the city, attracting investment and creating jobs. There’s clearly going to be less funding overall to undertake such functions both in terms of public and private resources, but we must, therefore, do what we can to protect and enhance our overall focus on these type of activities if we are to maximise the opportunities that will inevitably arise once the economy starts to grow again.
- 2.7 We also need to recognise that we need to create a compelling vision for how the city will work with and support the business sector. For this to be achieved, we need to think very differently and create a Leeds solution that will stand the test of time and truly engage the business sector in driving forward a compelling agenda for the overall economic benefit of the city.
- 2.8 Another key partner in terms of marketing activity is Welcome to Yorkshire who play a key role in promoting the Yorkshire brand across the world. As the third largest city in the UK and the largest city-region outside of London, it is critically important for Leeds to promote and market itself with a very clear focus on city branding. As the capital of the region, Leeds needs to link in with, and capitalise on, the work of Welcome to Yorkshire and, similarly, Welcome to Yorkshire needs to support our efforts by promoting Leeds’ offer within their broader Yorkshire brand and promotional activity. For these reasons, it continues to be important to have a strong and effective relationship with Welcome to Yorkshire to ensure our activities are complementary.
- 2.9 Initial work has been undertaken on whether certain functions within the council (e.g. tourism and inward investment activities) ought sensibly to be merged with activities currently provided by Marketing Leeds to form a new organisation focused on marketing the city and attracting inward investment. Financial Leeds is also considering its future with the main part of its funding due to cease on 31 March 2011.
- 2.10 We also need to recognise the need to link-in with developments such as the Local Enterprise Partnership (LEP). It is clear that at the city region level the LEP will play a significant role in economic related issues. As a major contributor to the city-region agenda, it is important for Leeds to get its own house in order and the proposals contained in this report will go a long way to achieving that objective. Whilst any new arrangement will clearly have a Leeds focus, the outlook of all of our

marketing and economic related activity will need to be city-region based, quite simply because this is the 'real' functional economy we are working with. Indeed, if Leeds can create something new and compelling and really deliver on our city-region ambitions, it will have significant contribution to make to the development of the LEP.

- 2.11 As Members will be aware, significant decisions are currently being taken in respect of who will receive public sector funding in the future and this is currently threatening the continuing existence of certain organisations or functions. Added to this, Members will be aware of the internal budget challenges faced by the Council, including the need to make savings in the City Development Directorate outlined in the budget paper included in this Executive Board agenda. Indeed, if we do nothing, much of what we currently do could very quickly disappear.
- 2.12 It also needs to be recognised that the environment in which we currently function is changing very quickly and some organisations will very soon have to take decisions on whether they are able to continue and, if so, to what limited degree, beyond 31 March 2011. In addition, with the current challenges, many are looking to the council to provide leadership and outline a potential new direction for such activities. Therefore, there is a need to act quickly, which is why this report has been prepared for consideration by Members of Executive Board.
- 2.13 In progressing this work and identifying a sustainable solution for the future, five tests have been identified against which the proposed solution can be appropriately assessed. These are:
- a) the need for greater efficiency;
 - b) the need to respond to diminishing resources;
 - c) the need to increase private sector contributions/engagement;
 - d) the need to minimise the costs/disruption associated with any proposed changes, and;
 - e) the need to reduce confusion over roles/responsibilities of different agencies.
- 2.14 To inform the proposals contained in this paper, the Chief Executive, Assistant Chief Executive (Planning, Policy and Improvement) and the Acting Director of Development have, over recent weeks, engaged senior city stakeholders on a new proposition. To date, such proposition has been received very positively and is today presented to Members to secure agreement on moving forward. Whilst there is much detail to work through, with the agreement of Members of Executive Board today, we will be able to progress quickly and provide certainty on the future direction of travel for these services.

3.0 The Proposition

- 3.1 In order to respond to the challenges outlined earlier in this report, it is proposed that in order to maximise our offer and activity in the area of marketing, tourism, inward investment and business engagement in such activities, we seek to bring together a range of functions and services into a new coherent leadership arrangement. As part of phase one, it is proposed that the following functions/services be brought together to deliver a significant, coherent and compelling offer for the city:
- a) City marketing activities as provided by Marketing Leeds
 - b) Sector marketing and inward investment activities provided by Financial Leeds

- c) Inward investment activities as provided by the Council's Locate in Leeds team
- d) Leisure tourism functions as provided by the Council's Visit Leeds team
- e) Tourism information services as provided by the Leeds Visitor Centre
- f) Business Tourism services as provided by Conference Leeds

- 3.2 As regards the Marketing Leeds functions, the principle of the proposals contained within this report have been discussed with members of the Board and, through the Chair, the Board welcome the action being taken by the council. Similarly, the Chair of Financial Leeds has been fully engaged in developing this proposal and has also expressed her support for the proposed arrangement.
- 3.3 All of the other functions listed above are currently council run services and approval is, therefore, sought from Members of Executive Board for these functions to be included within the new leadership arrangement proposed.
- 3.4 There may also be other functions/services that may be considered appropriate for inclusion in such an arrangement (e.g. city centre festivals, city centre promotions etc.), however, further work is necessary to determine the appropriateness of including other activities. It is envisaged that such further work will be undertaken and if there is a very clear rationale to include something in phase one, we would seek to do so, otherwise further consideration would be given once phase one has been implemented.
- 3.5 Recognising the current public sector funding challenges being faced, it will be important to maximise the contributions, efforts and influence of the private sector so as not to jeopardise the current and significant contribution currently being made to such bodies such as Marketing Leeds and Financial Leeds, but also to provide a more compelling offer to secure even greater involvement and contribution. Moreover, any new arrangement will need to be commercially minded in order to maximise commercial income from other sources. At the present time, private sector contributions, in cash and in-kind, amount to over £700k per annum.
- 3.6 With this in mind, it is proposed that in bringing these services/functions together, they would be best suited to be incorporated into a public-private sector delivery vehicle, similar to what has been established for both Marketing Leeds and Financial Leeds. Effectively, the delivery vehicle would become the place for the public and private sector to come together to market the city; lead and encourage inward investment activity, provide public-private sector leadership to help develop the 'product' of Leeds and to engage wider business in such activities. It would have a single executive structure operating under the leadership of an appropriately private sector led board, with directors also being appointed from the city council.
- 3.7 The new arrangement would maximise efficiencies through economies of scale and through reducing existing overheads and duplication of activity. It would significantly review existing delivery arrangements and prioritise activity on what will achieve maximum economic benefit for the city.
- 3.8 Early consideration has been given as to whether it is appropriate to create a new entity for this proposal, or whether an existing arrangement can be used to speed up delivery and save on implementation costs. In this regard, Marketing Leeds has been established as a public-private sector owned company jointly owned by Leeds City Council and the Leeds, York and North Yorkshire Chamber of Commerce. It is, therefore, proposed to utilise the existing Marketing Leeds company arrangements to

deliver this new proposition. In order to achieve this, the following formalities will need to be progressed:

- a) Consideration to changing the name of the company;
- b) Updating the Articles and Objectives of the company to reflect the new arrangements;
- c) Reconstituting a new Board, and;
- d) Appointing the new Executive arrangements (i.e. the Chief Executive)

- 3.9 In regard to c) above, the current chair of Marketing Leeds, Nigel McClea has already indicated his desire to step down as chair when his current 3-year appointment comes to an end in the summer of 2011. In light of the changes now being proposed, it would be appropriate, should Members agree to the proposals in this report, to urgently progress the recruitment of a chair for the refreshed company to provide leadership in implementing the new arrangements. It is proposed that the chair would be a private sector business leader that would be appointed following an open advertisement. It is further proposed that consideration be given to all other board appointments to ensure that the constitution is appropriate to its new functions and responsibilities.
- 3.10 In regard to d) above, a number of senior officials will be affected by these proposals and it is, therefore, proposed that appropriate HR arrangements are progressed in order to appoint, in a fair, open and transparent manner, the new senior executive team of the refreshed company.
- 3.11 In regard to existing council run services, it will be appropriate for some services to be delivered under contract (or under a service level agreement) to the council where specific deliverables/outcomes are required in return for our investment.
- 3.12 Staffing issues will plainly need to be considered carefully, and all of the various options re TUPE, secondment etc. will be considered in detail, and in full consultation with staff and their representatives, if Members are supportive of this proposition in principle.
- 3.13 There are also a range of other issues (e.g. premises, budgets, broader staffing issues) that will need to be considered as part of the implementation arrangements, which will be prepared and progressed following formal agreement by Members of Executive Board and the other principal stakeholders including the Chamber of Commerce, Marketing Leeds and Financial Leeds.
- 3.14 In order to progress such change, a project team will need to be constituted in order to provide the appropriate capacity and direction to deliver the new arrangements as soon as practicably possible.
- 3.15 In progressing this proposal, it will also be important to protect and build upon the many positives and successes of our current arrangements, therefore, whilst we are essentially creating something new and compelling, we need to build on success of current arrangements wherever appropriate to do so.

4.0 Implications for Council Policy and Governance

- 4.1 There are significant policy and governance implications with this proposal.

- 4.2 As detailed above, a number of council services will be transferred into an existing public-private sector delivery vehicle and the council will need to give detailed consideration as to how it will appropriately fulfill its 'client' role for such services.
- 4.3 Specifically, the council will need to amend the Constitution and particularly the council's Executive Functions identifying the functions to be transferred and the relevant impact on delegated decision making arrangements. These issues will be considered as part of the detailed work to be progressed and will be reported back to Members of Executive Board in March 2011.
- 4.4 Whilst the detail does need to be considered, it is envisaged that some form of contract or service level agreement would be put into place. It would also be a pre-requisite that the council would appoint at least two non-executive Directors to the Board. Furthermore, it is assumed that the council would require an Annual Report to be prepared for consideration by the Council's Executive Board as well as reporting arrangements, as may be required, to the relevant Scrutiny Board.
- 4.5 Consideration will also need to be given to revising Marketing Leeds' existing Articles of Association and company Objectives in order to enable the refreshed company to provide a broader range of services/functions.
- 4.6 In a similar vein, and assuming there ceases to be a requirement to maintain a separate company for Financial Leeds, work will need to be progressed to formally close that company.
- 4.7 A separate report on this Executive Board agenda sets out a new partnership and planning framework for the city. The new arrangement proposed in this report will provide significant support and capacity to responding to the city's economic related priorities and in this regard there will need to be a close link with the new Sustainable Economy Board.

5.0 Legal and Resource Implications

- 5.1 These proposals are being taken forward in the context of current resourcing pressures facing both the authority and other key bodies in the city. The new arrangement will seek to maximise efficiencies through economies of scale and through reducing existing overheads and duplication of activity.
- 5.2 Both Marketing Leeds and Financial Leeds currently receive significant funding from Yorkshire Forward. Financial Leeds is coming to the end of their 3-year Yorkshire Forward contract and thereafter (from 1 April 2011) they will be wholly reliant on member contributions. This means a reduction in funding of approximately £800k as compared to funding available in the last three years. Whilst, in theory, Marketing Leeds have a further year left on their Yorkshire Forward contract, they have already seen a £250k reduction this financial year (£200k reduction by Yorkshire Forward by £50k reduction by Leeds City Council) and funding is uncertain for 2011/12. The City Council have included within the draft budget proposals a further £50k reduction for 2011/12 (in total a £100k or 25% reduction as compared to what was originally expected for 2010/11). Therefore, in due course, Marketing Leeds will see a reduction similar to that of Financial Leeds.
- 5.3 Marketing Leeds and Financial Leeds also attract significant private sector support, both cash and in-kind support. This currently amounts to over £700k and a key driver for the new proposal is to do all that we can to protect this contribution, but

more importantly, to be more proactive in seeking to increase private sector contributions further.

- 5.4 In regard to staffing, Marketing Leeds currently employ nine staff and Financial Leeds currently have seven employees.
- 5.5 As regards city council services proposed to be part of the new arrangement, it is estimated that in resource and budgetary terms they equate to approximately 25 staff and an operating budget of approximately £315k, which includes a £90k contribution from the private sector.
- 5.6 In progressing these proposals, there will be a need to significantly review existing delivery arrangements and prioritise activity on what will achieve maximum economic benefit for the city. As part of preparing the council's 2011/12 budget, consideration will be given to the funding to be allocated to the services/functions to be transferred to the new arrangement.
- 5.7 These proposals also have significant staffing implications and, therefore, the staff concerned and their trade union representatives, will be fully consulted and engaged in developing the detail of the new arrangements.
- 5.8 Overall, investment in these activities needs to be viewed from an invest to save perspective. It is clear that all of these services and functions are critical to supporting economic development within the city through attracting investment and jobs, which is critical for the future prosperity and economic success of the city.

6.0 Recommendations

- 6.1 Members of Executive Board are recommended to agree in principle to the outline proposition detailed in paragraph 3.1 to 3.15 above and specifically to:
- a) Agree in principle to the proposal that those Council services detailed at paragraph 3.2 be part of the new delivery arrangement;
 - b) Agree as joint shareholder of Marketing Leeds that Leeds City Council is content for the existing company arrangement to be evolved into the new delivery vehicle as part of a broader merger for these services;
 - c) Agree as joint shareholder of Financial Leeds that Leeds City Council is supportive of the proposal for sector marketing and inward investment activities to become the responsibility of the new delivery vehicle;
 - d) Authorise the Assistant Chief Executive (Planning, Policy and Improvement) and Acting Director of City Development to take the necessary steps to bring about the change proposed, ensuring Members are kept informed as matters progress.
 - e) Request that a further report be submitted to Executive Board in March 2011, outlining a set of specific proposals for implementation in April 2011.

Background papers:

Marketing Leeds Annual Report for Executive Board – July 2010
Driving the City Forward – A Proposition to Stimulate Debate – November 2010



Report of the Acting Director City Development

Executive Board

Date: 15 December 2010

Subject: Towards a Strategy for Kirkgate Markets

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
(Details contained in the re

EXECUTIVE SUMMARY

1. Kirkgate Market provides:
 - over 400 businesses offering a range of affordable goods and services to a wide range of customers;
 - direct employment for an estimated 2,000 people;
 - opportunities for new entrepreneurs to enter retail and catering;
 - a tourist destination;
 - opportunities for adults and children to learn about healthy eating.

2. However Kirkgate market is facing many challenges and pressures and the Council must consider the future of the market within the context of the recession, the UK retail sector and public spending cuts. The retail landscape has significantly changed in the last 10 years with the loss of Woolworths, Safeway, Dixons, Borders and Ainsley's and the emergence of new, often international, retailers. In addition the sale of non-food goods by supermarkets has soared.

3. It is inevitable, therefore, that some more marginal independent traders/retailers will not be able to survive in the current economic climate – indeed some were struggling during the retail boom. Increasingly independents cannot compete on price and convenience, instead they need to compete on customer service and the quality of their products. Whilst there has been a 14% reduction in the number of traditional

retail market traders nationally, there has been a steady growth in the success of specialist niche markets.

4. In addition to the challenges of the recession and increased competition, Kirkgate Market now has extensive maintenance and capital investment requirements. The 1976/81 structures, erected as temporary buildings following the market fire in 1975, have now exceeded their fifteen to twenty year life expectancy and urgent works are required. Details of the works required forms Appendix 1
5. Over the last couple of years there has been a growing national debate about the role and future of traditional markets. Locally the vitality, viability and condition of Kirkgate market has been the subject of recent media, public and Member discussion. Tenants have raised a number of issues which many of them believe are threatening the future of the market.
6. Given the importance of Kirkgate market it is essential that there is continued detailed consultation to inform the final strategy for the future of Kirkgate Market. Draft consultation proposals form Appendix 2
7. Members are recommended to:
 - agree a freeze on rental increases at the present time;
 - note the imminent maintenance works to be undertaken and the funding required;
 - agree the proposed way forward on developing a strategy for the future of the market and the consultation outlined in Appendix 2;
 - request a further report on the outcome of the consultation and final strategy for Kirkgate Market.

1.0 Purpose of this Report

- 1.1 The purpose of this report is to inform members of the wider context in which Kirkgate Market operates, the issues it faces and the options for its future. It sets out key questions which need to be addressed and proposes a consultation process to inform the development of a final strategy for Kirkgate Market.
- 1.2 This report summarises the following information which is covered in more detail in the background paper which has been placed in the Members' library:
 - background information on the market, and the national retail context and current economic environment;
 - the recent initiatives introduced by the Council to support the market;
 - how other markets and local authorities have responded to the challenges facing their markets;
 - a summary of the financial position of the market;
 - the recommendations of the rent review and condition surveys; and
 - the critical success factors for the longer term success of the market.

2.0 Background Information

- 2.1 It is important to clarify what exactly we mean when talking about Kirkgate Market. Kirkgate Market covers both the indoor and outdoor market, and the shops on George St. It does not however, include the shops on Vicar Lane (Boots etc), or the shops on New York St, or the NCP car park.

2.2 Kirkgate Market provides:

- over 400 businesses offering a range of affordable goods and services to a wide range of customers;
- direct employment for an estimated 2,000 people;
- opportunities for new entrepreneurs to enter retail and catering;
- a tourist destination;
- opportunities for adults and children to learn about healthy eating.

2.3 Nonetheless Kirkgate Market is facing many challenges and the Council needs to consider carefully its future strategic direction within the context of the recession, the UK retail sector and public spending cuts. The retail landscape has significantly changed in the last 10 years. Gone are Woolworths, Safeway, Dixons, Borders and Ainsley's and new retailers have emerged such as Superdry, Hollister, and Clas Olson, many of whom are international retailers. Sales of non-food goods in supermarkets have risen dramatically, enabling them to be even more price competitive on food items. Many of the retailers who failed on the high street have been re-launched as online only retailers, eg Zavvi and Dixons.

2.4 With even big names going out of business, it is inevitable that some more marginal independent traders/retailers will not be able to survive in the current economic climate – indeed some were struggling even during the retail boom. Increasingly independents struggle to compete on price and convenience from the likes of Primark, internet shopping and e-bay. Instead they need to compete on customer service and the quality or uniqueness of their products. While there has been a 14% reduction in the number of traders operating from traditional retail markets, in contrast, over the past decade, there has been a steady growth in the success of specialist niche markets: farmers' markets, craft markets, Christmas markets, French and German markets, and, in London, the Borough Market. From 1998-99 to 2003-04 there was a 250% increase in farmers' markets and a 233% increase in stalls, and that shoppers visiting these events increased by 574%.

2.5 Over the last couple of years there has been a growing national debate about the role and future of traditional markets. Locally the vitality, viability and condition of Kirkgate market has been the subject of recent media, public and member discussion. Tenants have raised issues of the state of the buildings, the level of investment in them, the limited marketing undertaken, rental and service charge levels, falling levels of footfall and the cost of adjacent car parking. Many people feel that these factors, combined with increased retail competition and changing customer expectations, are threatening the future of the market and the viability of many of its traders.

3.0 Making Kirkgate Market more successful

3.1 Given the issues outlined in section 2.0, a clear strategy on the future of Kirkgate market is required which faces up to the realities of the competitive pressures the market faces, the increased pressures on public sector funding and provides a way forward that will ensure that the market not only survives but thrives.

3.2 The paper 'Towards a Strategy for Kirkgate Market: the Evidence Base' placed in the Members Library sets out background information on Kirkgate Market, the importance of the market to the city centre and wider city, the national retail context, the current economic environment, how other markets have responded, the issues facing Kirkgate Market and options on how the Council could respond.

- 3.3 The changing retail landscape means that if Kirkgate market is to be more successful, in terms of having more tenants making more money and giving more potential independent entrepreneurs the opportunity to start a business, then it needs more customers to shop on the market, or for the current number of customers to spend more money or both.
- 3.4 For this to happen stallholders and the Council need to ensure that Kirkgate Market;
- sells what customers want to buy;
 - is open when they want to buy,
 - allows them to buy items in the way they want to (eg with debit cards, with a guarantee etc);
 - provides an environment in which they wish to buy goods and services and
 - adapts to meet the ever evolving aspirations of retail customers.
- 3.5 Kirkgate Market is not working as well as it could and needs to change. NABMA (The National Association of British Market Authorities) argues that authorities have two options to deal with struggling markets. They can either allow their markets to continue to decline or they can be decisive and bold. Those deciding to be bold may have to take a hit in terms of income – which is extremely difficult decision to make in the current climate – but the argument follows that authorities would at least be guaranteed an income for a period.
- 3.6 This is a critical moment for both the markets industry and specifically for Kirkgate Market, and it is important to appreciate that Kirkgate Market is not alone in its situation. There clearly exists a long term opportunity but short term challenges have to be carefully considered. Clarity and consensus is required on how the market can maximise opportunities and minimise challenges surrounding its offer. This is not about marginal or incremental change but a more fundamental shift in the Council's approach.
- 3.7 Other local authorities have already made such a fundamental shift. Glasgow City Council has created an arm's length organization to run its wholesale and retail markets while Liverpool City Council has formed a partnership with Geraud Markets UK Ltd to create Geraud Markets Liverpool Ltd, probably the biggest and best example of Public-Private Sector Partnerships. Geraud Markets Liverpool Ltd works in partnership with Liverpool City Council to develop, expand and invest in Liverpool's markets, running over 1,200 regular market days and over 100 Speciality Event Market days each year, providing residents and tourists with access to value choice and quality. Other authorities have sold their markets to operators like Town & Country Markets Limited which runs Morley market here in Leeds and Spitalfields market in east London.
- 3.8 In addition to the overall strategy, however, there are two urgent issues for Members to consider: the outcome of the recent independent rent review and the condition surveys into the fabric of the market buildings.

4.0 Rent Review

- 4.1 One of the issues raised by tenants has been the level of rents. The Valuation Office Agency (VOA) was therefore instructed in Summer 2010 to undertake an independent Rent Review of Kirkgate Market. The VOA recommendations will be reported at the meeting.
- 4.2 Despite the pressure on the Council's budget and the general desire to increase income wherever possible, officers do not recommend implementing a rental increase

in any part of the market at present. However, it must be borne in mind that there has been no rental increase since 2005 and this position may not be sustainable in relation to the 1904 Hall in the three year rent review due in October 2011.

5.0 Improvements to the market buildings

- 5.1 Completed capital environmental improvements to the value of around £11.5m have been made to Kirkgate Market during the last 12 years. Ongoing routine, planned and reactive maintenance is undertaken each year throughout the indoor market; improvements since 2000 have cost a further £1.4m.
- 5.2 The 1976/81 structures were erected as temporary buildings following the market fire in 1975. Both buildings have now exceeded the fifteen to twenty year life expectancy for buildings of this type.
- 5.3 Kirkgate Market now has extensive maintenance requirements, the extent of which means that 'doing nothing' is not a viable option. Building condition surveys of all sections of Leeds Kirkgate Indoor Market have been undertaken. The surveys were visual only and that none of the structures have been opened up for inspection at this time.
- 5.4 The subsequent survey reports detailed a general overview of the condition of the market buildings at the time of the survey. A summary of the work identified along with approximate budget costings for the work required is at Appendix 1. The actions identified have been prioritised, following standard building condition format, as imminent, essential, desirable or long term.

Imminent	Urgent works that will prevent immediate closure ¹ of premises and/or address an immediate high risk to the health and safety of the occupants and/or remedy a serious breach of legislation.
Essential	Work required within two years that will prevent serious deterioration of the fabric or services and/or address a medium risk to the health and safety of the occupants and/or remedy a minor breach of the legislation.
Desirable	Work required within 3 to 5 years that will prevent deterioration of the fabric or services and /or address a low risk to the health and safety of the occupants and/or a minor breach of the legislation.
Long term	There is no industry standard definition for long term works.

- 5.5 The total budget cost for the work is approximately £2.4m of which £0.6m is deemed to be for imminent works and £1.2m for essential works to ensure the indoor market complies with legislation. Whilst there is no provision in the capital programme for these works, up to £200k is available from the corporate property maintenance budget.
- 5.6 These works will not materially improve the customer experience: they will not for example address issues such as the lack of ventilation in summer when temperatures can on occasion exceed 35 degrees centigrade or the very low temperatures in winter, or the sloping floor.

¹ Strategic Asset Management officer has advised that imminent work can be completed within 12 months unless otherwise instructed/advised by Surveyor (no such advice/instruction has been received)

6.0 Recent Initiatives

6.1 It is important to note when debating future options, the recent initiatives introduced to support new and existing businesses, increase footfall and revive the market. These include:

- A new website has been developed for traders and customers at www.leedsmarkets.co.uk which profiles traders free of charge.
- Traders have been encouraged to participate in the Leeds Loves Food festival in July, and in the October Leeds Loves Shopping week, and Festive Leeds.
- Jamie Oliver recently opened his Ministry of Food venture in the indoor market.
- A new weekly Asian market, The Bazaar, has opened on Wednesdays on the outdoor market and now features 150 stalls.
- A new regular newsletter and regular meetings with tenant representatives keeps traders up to date with the latest news, developments and initiatives.
- The How Bizzar quarter for new start up businesses has been set up through the Local Enterprise Growth Initiative.
- A temporary Business Support Scheme to which tenants providing independent business support, advice and financial assistance on a case by case basis for those businesses which have suffering from the economic downturn and need assistance to continue to trade.
- Additional vacant stalls are offered at a 90% rent reduction to existing tenants.
- A rent free start up period for new tenants.
- The cost of additional space in front of stalls (Yellow Line areas) was reduced by 50% from July.
- Wednesday all day opening in 1904 market hall supported with free car parking for Wednesday afternoon market customers.

7.0 Issues for Discussion

7.1 Leeds Kirkgate Market has an important role to play in:

- creating a major retail and leisure destination to act as an 'anchor' for the city centre,
- supporting independent retailers and cafes and encouraging new entrepreneurs to become established,
- enhancing the reputation of Leeds by being the best market in the UK and one of the jewels of Leeds City Centre.

7.2 In order for Kirkgate Market to be the best UK market it needs to ensure customer care matches that of the best indoor shopping centres; opening hours meet the needs of customers; and that customers are drawn from all parts of the city and all walks of life.

7.3 If members concur with the analysis in this report then officers suggest that the key elements that need to be considered in determining the final strategy are the following:

- the future management and ownership of Kirkgate market;
- the need for significant investment in the buildings and overall environment;
- the overall 'offer' of the market (in terms of type of goods & services sold, the customer experience and facilities);

- the optimum size for the market;
- the use of the profit generated from the market.

- 7.4 Most markets are still owned and managed by local authorities. There are two other common models – wholly private and some form of partnership arrangement. The key issue for Leeds is whether a different form of ownership and management such as a partnership or co-operative would help achieve the objectives set out in 7.1 and 7.2 above.
- 7.5 Secondly, significant investment is required to maintain the fabric of the building, to replace the ‘temporary’ structures from 1976/81 and ensure a shopping environment which meets customers and traders requirements. The Council’s capital programme is currently under severe pressure resulting from cuts in capital grants from Central Government and the relatively low return from the disposal of surplus assets. Again, any ownership/management model would have to have regard to its ability to generate capital and revenue investment.
- 7.6 Thirdly, *as the evidence base clearly shows*, retail trends and customer expectations have had a significant impact on markets across the country. The evidence suggests that if markets are to reinvent themselves and remain relevant then key issues of opening hours, customer service, the types of goods and services available, and the overall customer experience must be addressed. This requires close working between the market owner/management and the traders, but may also require firm action if traders are unwilling to change.
- 7.7 Fourthly, Kirkgate Market is the largest in the country. Although vacancy rates (about 15%) are not particularly high (compared to other markets) given retailing trends, the current size may be difficult to maintain. Greater competition for stalls and lower vacancy rates would add to the vibrancy of the market. The extensive consultation undertaken in 2008 on proposals to redevelop the market did involve a reduction in the size of the market and bringing the outdoor market into a covered area. The proposals received widespread support from both tenants and the public. However the economic recession meant the plans could not be realised and they remain challenging.
- 7.8 Finally, as section 5 indicates, the Council has continued to invest in the market over recent years. However, it has used some of the surplus generated by Kirkgate Market, the district Markets, and until recently the Sunday car boot, in order to fund other Council priorities. It will be difficult to sustain this as the ongoing maintenance costs are increasing and if the market becomes less attractive, revenues will decline. This is a particularly difficult issue given the current pressure on the Council’s budget. Members will want to consider the views of customers, traders, other stakeholders and citizens before coming to a view on this issue, and the extent to which ongoing revenue surpluses need to be re-invested in the market in the form of revenue and capital works.

8.0 Consultation

- 8.1 It is imperative that there is widespread consultation on the future options and strategy for Kirkgate Market with tenants and traders, shoppers, staff, elected members, trade unions, other city centre retailers and the general public via the Citizen’s Panel. It is intended that this is carried out between December and February with a report back to Executive Board on 30th March.

- 8.2 The consultation document 'Towards a Strategy for Kirkgate Market' therefore poses a series of statements about the key issues facing the Market and suggestions about how new customers can be attracted and businesses supported. This includes issues about the most appropriate management and ownership of the markets to deliver our objectives: the best market in the UK and a 'must visit' destination.
- 8.3 This consultation will build on the regular meetings with tenants and traders as well as on the consultation that took place during 2007/2008 on the proposed development of the market in conjunction with the Eastgate scheme. At that time 1,989 members of the public were sent questionnaires and 56% responded; all 475 tenants/traders were sent questionnaires and 21% responded.
- 8.4 All respondents felt there was a need to improve accessibility in and around the market with strong support for introducing upper level walkways and adding resting/meeting places. Retaining and enhancing the heritage features of the market was also seen as important to both the public and those who operate at the market. There was significant agreement between the public and tenants and traders to roof and or protect the current outdoor section of the market from the weather. Overall there was positive support for the proposed improvements from the public and tenants and traders with the latter group relating these to long term trading benefit.

9.0 Legal And Resource Implications

- 9.1 There are no significant issues in relation to carrying out the consultation. The legal and resource issues in relation to the future Strategy will be outlined to Executive Board at its meeting in March 2011.
- 9.2 The implication of not implementing the rental increase in the 1904 Hall as recommended by the Valuation Office Agency is a loss of potential income to the Council of £x.
- 9.3 Implementing the recommendations of the Strategic Design Alliance will require funding of a minimum of £1.8m in 2010/11/12. £0.6m of this is required for imminent works and it is proposed that up to £200k of this is funded from the Corporate Property Maintenance budget which has accounted for this. The remaining requirement should be considered as part of the Q3 review of the Capital Programme.

10.0 Recommendations

10.1 Members are recommended to:

- (i) agree to maintain current rental levels and not impose the recommended increase for the 1904 Hall for at least the next ten months;
- (ii) note the imminent maintenance and essential works to be undertaken and agree the proposals to identify funding to undertake them;
- (iii) agree the proposed way forward on developing a strategy for the future of the market and the consultation outlined in Appendix 2;
- (iv) request a further report on the outcome of the consultation and final strategy for Kirkgate Market.

Background papers:

1. Executive Board 11/6/2008 Report Kirkgate Market – Development Strategy Update
2. Towards a Strategy for Kirkgate Markets: The Evidence Base (in Members Library)

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Towards a Strategy for Kirkgate Market: Building Improvement Works

1.0 Introduction

- 1.1. Completed capital environmental improvements to the value of around £11.5m have been made to Kirkgate Market during the last 12 years. Ongoing routine, planned and reactive maintenance is undertaken each year throughout the indoor market; improvements since 2000 have cost a further £1.4m.
- 1.2. The 1976/81 structures were erected as temporary buildings following the market fire in 1975. Both buildings have now exceeded the fifteen to twenty year life expectancy for buildings of this type.
- 1.3. Kirkgate Market now has extensive maintenance requirements, so the Strategic Design Alliance (SDA) was commissioned by Leeds City Council to undertake building condition surveys of all sections of Leeds Kirkgate Indoor Market.

2.0 BACKGROUND INFORMATION

- 2.1 Leeds Kirkgate indoor market covers four distinct sections – the 1904, 1875, 1976 and 1981 sections. The survey was undertaken in two parts with two resulting condition reports.
- 2.2 The condition reports are a general overview of the condition of the market and its compliance where applicable to appropriate legislation and regulation. The reports also provide approximate and basic budget costs. The surveys followed the standard condition format with the scope being to examine the basic structure of the buildings specifically:
 - Wind and weathertight items
 - Disability Discrimination Act (DDA) compliance.
 - Asbestos removal works
 - Building works
 - Electrical services
 - Mechanical services.
- 2.3 **It should be noted that the surveys are visual only and that none of the structures have been opened up for inspection.**
- 2.4 The actions identified have been prioritised, following standard building condition format, as either imminent, essential, desirable or long term, the definitions of which are as follows:

Imminent	Urgent works that will prevent immediate closure ¹ of premises and/or address an immediate high risk to the health and safety of the occupants and/or remedy a serious breach of legislation.
Essential	Work required within two years that will prevent serious deterioration of the fabric or services and/or address a medium risk to the health and safety of the occupants and/or remedy a minor breach of the legislation.
Desirable	Work required within 3 to 5 years that will prevent deterioration of the fabric or services and /or address a low risk to the health and safety of the occupants and/or a minor breach of the legislation.
Long term	There is no industry standard definition for long term works.

2.5 It should be noted that for specialist surveys relating to drainage, the lightning conductor systems and electrical work, have been recommended. For each of these areas the budget estimate includes the cost for the survey and a budget provision for the possible remedial work required following the surveys.

3.0 FINANCIAL IMPLICATIONS/RISK ANALYSIS

3.1 When considering the work required officers have considered the following options, which are considered in more detail below:

No.	Option
1	Do nothing.
2	Do the imminent work only
3	Do the imminent and essential work only
4	Do all the work identified

3.2 Option (1): Do nothing

3.2.1 To 'do nothing' is not a viable option on the basis that some of the work identified has been categorised as imminent or essential in that it is a legislative and/or insurance requirement to address – therefore not to do this work may, in some cases, result in breach of legislation/insurance requirements. It would also contradict the ongoing assurances given by the Council regarding its commitment to ensure the long term future of the market.

3.3 Option (2): Do the imminent work only

3.3.1 As stated above work identified as being 'essential' should be undertaken within two years to prevent serious deterioration of the fabric or services and/or address a medium risk to the health and safety of the occupants and/or remedy a minor breach of the legislation. Therefore the Council could just undertake the imminent works only during 2011 and undertake the essential works in 2012.

3.3.2 The cost of the imminent works only is approximately £600,000 of which approximately £100k is for general maintenance work and which should be funded from Markets' revenue budget.

¹ Strategic Asset Management officer has advised that imminent work can be completed within 12 months unless otherwise instructed/advised by the Surveyor and no such advice/instruction has been received.

3.3.3 Under the terms of indoor tenants' leases the cost of general maintenance work in the indoor market should be recharged to tenants via the service charge element of their rental agreements. However to increase the amount of service charge recharged to tenants to address the work identified as revenue within the condition surveys would result in significant criticism from traders along with adverse media interest, and it is considered would not be appropriate at this point in time.

3.4 Option (3): Do the imminent and essential work only

3.4.1 The council has a legal obligation to undertake the imminent and essential work identified. The cost of undertaking the imminent and essential work is estimated to be £1.8m.

3.4.2 It should also be noted that Officers are advised that it will be more cost effective to undertake imminent and essential works together to reduce the cost of hiring scaffolding etc.

4.4 OPTION (4) - Do all the work identified.

4.4.1 The total cost of undertaking all the work identified is approximately £2.4m which is an additional £0.6m for the work identified as desirable and long term.

4.4.2 Consideration could be given to undertaking the desirable and long term work once the future direction of Kirkgate Market has been decided.

5.0 CONCLUSION

5.1 As detailed in this report four options have been considered with regard to undertaking the work identified.

5.2 The Markets service recommendation is for option 3: to undertake all the imminent and essential work whilst developing the strategy for the future of the market.

5.3 It is proposed that this is funded as follows:

- up to £200k from Corporate Property Management
- that the remainder is considered as part of the Q3 review of the capital programme

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Towards a Strategy for Kirkgate Market : Consultation

Time to have your say...

The Council is committed to ensuring the success of Kirkgate Market
Between now and 4th February 2011 you can have your say on some of the key
issues facing the future of Kirkgate Market

Where we are now:

Kirkgate Market provides:

- Over 400 businesses offering a range of affordable goods and services to a wide range of customers
- employment for an estimated 2,000 people,
- opportunities for new entrepreneurs to enter business
- a tourist destination
- opportunities for adults and children to learn about healthy eating

However Kirkgate Market now needs extensive maintenance work. The 1976/81 structures were erected as temporary buildings following the market fire in 1975. Buildings of this construction are only expected to last fifteen to twenty years so at 34 years and 29 years of age they are well past their best and urgent works are required.

The number of empty stalls is fairly steady with approximately 15% of all stalls empty.

Retail is one of the fastest changing sectors in the UK. More people are shopping on the internet and on Sundays. Pricing policies of large chains is making it very difficult for independent retailers to compete on price therefore independent retailers increasingly need to offer superior customer service, quality of goods and an enhanced overall consumer experience. Some markets – particularly specialist markets like Farmers Markets, Christmas Markets, specialist vintage and food markets are thriving while many traditional markets are declining.

Plan of Kirkgate Market



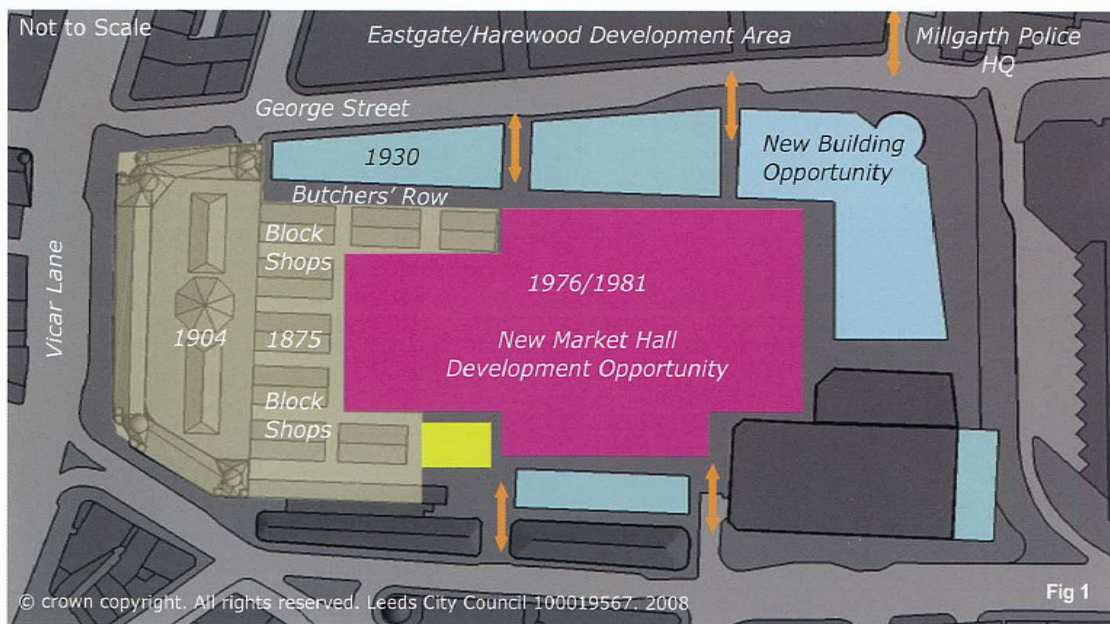
Where we want to be

- We want Kirkgate market to be best market in the UK;
- where customer care matches that of the best indoor shopping centres;
- with opening hours that meet the needs of customers; and
- with customers drawn from all parts of the city and all walks of life.

We want everyone to feel that the market is the undisputed jewel in the city centre's crown – and that no trip to the city centre would be complete without a visit to the market.

Proposed Plan of Market from 2008 consultation

In 2008 the Council consulted widely on redesigning Kirkgate Market as shown in this plan. Both the general public and traders were supportive of the changes. These would include replacing the 1976 and 1981 sheds, creating high level walkways, opening up the balconies in the 1904 Hall and bringing the outdoor market into a covered area. Some land would need to be developed to help pay for the £20m+ re-investment that would be required.



What we've been doing

Since the mid 1990s the Council has spent around £13m on both improvements to, and the general maintenance of, the market buildings.

In the last 12 months the Council has done a number of things to support traders and encourage more customers into the market. These include:

- developing a new website for traders and customers at www.leedsmarkets.co.uk which profiles traders free of charge.
- helping traders to participate in the Leeds Loves Food festival in July, and in the October Leeds Loves Shopping week, and Festive Leeds.
- bringing Jamie Oliver's Ministry of Food venture into the indoor market.
- bringing The Bazaar, a new weekly Asian market with over 130 stalls every Wednesday at the outdoor market.
- producing a regular newsletter to keep traders up to date with the latest news, developments and initiatives and holding regular meetings with trader representatives.
- assisting new start up businesses to try out trading on the market.
- providing a temporary Business Support Scheme giving advice and financial assistance for those businesses which have suffering from the economic downturn and need assistance to continue to trade.
- offering existing traders an additional stall at a 90% rent reduction.

What do we need to do now?

Key questions need to be asked about the best strategy for the Market, for its tenants and for the wider ratepayers of Leeds. It is important that tenants, elected members, customers and the general public are consulted on the future strategy of Kirkgate Market. Key issues which need to be explored include:

- whether the Council is best placed to manage a business in one of the most dynamic economic sectors – retail.
- should the profit from the market be ring fenced to be reinvested in the buildings and in supporting small entrepreneurs to make a profit or be used to support wider Council services to the most vulnerable members of society?
- what is the right size for the market?

Please make your views known by completing the attached questionnaire.

DRAFT

Kirkgate Market Questionnaire

You can fill out this form in writing or online at <http://www.leedsmarkets.co.uk>. Written forms can be handed in at the Markets Information centre (entrances on George Street and Row J) or posted in the FREEPOST envelope or posted to Kirkgate Markets, 34 George Street, Leeds LS2 7HY.

How much do you agree or disagree with the following statements? Please tick one box only for each statement:

1 = Strongly Agree 2 = Tend to Agree 3 = Don't Know/No opinion
4 = Tend to Disagree 5 = Strongly Disagree

		1	2	3	4	5
Q1	The market has an important role in supporting start up businesses and independent entrepreneurs.					
Q2	To thrive Kirkgate Market must attract more customers or customers who will spend more money.					
Q3	Over £12m has been invested in the market since the 1990s; this was a good use of the Council's and ratepayers' money.					
Q4	Investment alone will not turn the market round.					
Q5	The retail industry is a highly competitive and constantly changing sector.					
Q6	Successful retailers and markets need to be fast moving, flexible, dynamic and responsive to competition.					
Q7	To remain competitive the Market needs to promote itself much more widely.					
Q8	Kirkgate market needs to respond positively to the changes the adjacent Eastgate development will bring.					
Q9	A public – private partnership would be better placed to manage a dynamic business like Kirkgate Market.					
Q10	The Council is best placed to manage a dynamic retail business and destination like the Market.					
Q11	To be sustainable Kirkgate market needs to have a greater demand for stalls than a supply so there are no empty stalls.					
Q12	Kirkgate Market is too large.					
Q13	Kirkgate Market needs to specialise more.					
Q14	Customer service needs to improve with money back guarantees, payment by credit or debit card.					
Q15	The Market needs to be cooler in summer and warmer in winter.					
Q16	The Council should use the profit from the Market to help support priority Council services.					
Q17	The Council should reinvest all the profit from the market to help the market to thrive.					
Q18	Kirkgate Market needs to be open when customers want to shop.					
Q19	Stalls need to trade until at least 5.30pm Monday to Saturday					
Q20	Kirkgate Market needs to be open on Sundays					

Q21	Please add below any further comments you have on how Kirkgate Market could be improved or what would make you shop here more.

About you

Q23 I am a tenant I work at the market

I am a customer:

- I shop there once a week once a month less than once a month

I am not a customer

To help ensure we are reaching people who are representative of our customers and of Leeds citizens it would be very useful if you could provide us with a bit more information about yourself but this is voluntary and you can leave this section blank if you wish.

Q24	Are you Male or Female (please circle)	Male	Female
Q25	What age group are you in:		
	Under 18 18-24 25- 35 35-45 45-55 55-65 65+		
Q26	Please write the first part of your postcode in the box eg LS18		
Q27	Which of these activities best describes you at present: (please circle) Education/employed/retired/unemployed/looking after the home or family		
Q28	Do you consider yourself to be disabled? (please circle)	Yes	No

Thank you for taking the time to complete this survey.

Please return it in the FREEPOST envelope provided by Friday 4th February 2011. There is no need to use a stamp.

If you have any queries using this survey please call on



Originator: D Feeney &
L. Peter

Tel:74539 & 51702

Report of the Director of City Development

Executive Board

Date: 15 December 2010

Subject: Leeds Local Development Framework : Annual Monitoring Report 2010

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 is concerned with this year's Local Development Framework (LDF) Annual Monitoring Report (AMR), with a recommendation for Development Plan Panel to refer the report to 8 December Executive Board for approval (to submit to the Secretary of State for the 31 December 2010 deadline).
2. Following the introduction of the Local Development Framework, consistent with the regulations, the City Council has prepared a LDF Annual Monitoring Report. Incorporated as Appendix 1 to this covering report, the 2010 report has been prepared. Consistent with previous AMRs, a series of core areas have been monitored. In addition, the AMR records a summary of progress against the Local Development Scheme, identifies a number of areas where monitoring work continues to be established and also areas of further work where the LDF evidence base is to be developed.

1.0 Purpose of this report

- 1.1 Monitoring of the LDF is a statutory requirement under Section 35, Planning and Compulsory Purchase Act 2004. Each year an Annual Monitoring Report (AMR) has to be submitted to the Secretary of State (Communities and Local Government). Attached to this covering report is a copy of the 2010 submission for Members' consideration (Appendix 1).
- 1.2 Following the General Election in May 2010, the coalition government has introduced a number of changes to the Planning System. At this stage it is still a requirement for Local Planning Authorities to prepare AMRs as set out in the Planning Legislation.

2.0 Background information

- 2.1 The purpose of AMRs is to report on both the performance of specific planning policies and a summary of progress against milestones set out for the preparation of Local Development Documents identified as part of the Local Development Scheme (LDS). Following this, Government advice promotes the need for local authorities to review planning policies through the LDF process where appropriate. Within this context (and with regard to the LDS), where adjustments are necessary to update, delete or inject Local Development Documents as part of the overall programme, these need to be incorporated into future updates for submission to the Secretary of State.
- 2.2 Within the context of the LDF Regulations and Government Guidance, the reporting period for this AMR covers the period 1 April 2009 – 31 March 2010 for planning policy issues and the progress update on the Local Development Scheme is the position at December 2010.

3.0 Main issues

- 3.1 The 2010 LDF AMR is the sixth of an annual series of reports as required within the Development Plan System. Over the past years, the Core Output Indicators, as required by Communities and Local Government (CLG) have formed the basis for much of the monitoring document. As the LDF progresses and new statutory documents are adopted, their policies will be framed in such a way to monitor performance. However the Core Output Indicators provide a comprehensive coverage of key issues affecting the Leeds District.
- 3.2 Progression on the Local Development Framework is outlined through the Local Development Statement (LDS). The LDS highlights that much work was undertaken on various LDF documents, including the Core Strategy, the Resources and Waste Development Plan Document, the Aire Valley Leeds AAP as well the West Leeds Gateway Supplementary Planning Document.
- 3.3 The Planning System has been subject to a number of sweeping changes in recent months, with the Regional Spatial Strategy seemingly having been abolished in July 2010. A recent High Court ruling overturned the abolition, although the Coalition Government continues to stress that they are working to remove regional structures.
- 3.4 The constant change to the planning system puts added pressure on ensuring the completion and adoption of the Core Strategy. The Core Strategy is now required to set out a range of targets and requirements that were once devised at the regional level but provides an opportunity to develop policy approaches within the context of

the evidence base at a Leeds level. Significant work is therefore underway (including the Strategic Housing Market Assessment, Retail & Town Centres Study & Employment Land Review Update) to develop these new requirements, taking into account need, demand, capacity and ability to deliver. As the 2010/11 monitoring year progresses, new legislation and further guidance on the preparation of Development Plans is anticipated. This will help provide further direction to the development of the Core Strategy.

- 3.5 Following on from the 2008/09 monitoring year, where housing delivery was at an all time high, housing completions dropped significantly. In 2009/10, 2238 net units were completed, a decrease of close to 1600 units from the previous year. Sustained low levels of housing starts indicate that the 2010/11 monitoring year has the potential to deliver even fewer housing units than 2009/10.
- 3.6 The drop in housing delivery was anticipated in AMR2009. AMR2009 identified a five year supply of housing at approximately 14, 792 units gross. This was subsequently revised to 14, 773 (13, 523 units net). An update to the Five Year Supply is ongoing and will be published in AMR 2010. Housing land supply remains a contentious issue in the District and a number of housing applications on allocated housing sites are at appeal where housing supply is one of the issues being examined.
- 3.7 The downward trend of completions in employment floorspace has continued again this year, registering the lowest level of space completed (42170 sqm) and the lowest land-take (6.65 ha) since AMR reporting began in 2003. Industrial & warehousing completions have moved slightly against this trend, with this year's outturn showing almost an 11% increase over 2008/09. As a result, industrial schemes show a rise in their share of completed floorspace – up to 30% from 18% last year. In contrast, office completions have fallen away to just over 29000 sqm in the year, three quarters of which is accounted for by 4 city centre schemes.
- 3.8 Starts were also significantly lower this year, at 10230 sqm on 3.4 ha across all sectors. This will impact on the level of completions for the 2010/11 year. It is anticipated that only two office schemes will complete in the city centre in 2010: Indigo Blu and the refurbishment of South Parade LS1. Two moderately sized industrial schemes at Jack Lane Hunslet and Thorp Arch Estate near Wetherby are progressing. It appears from the data that the employment sectors have not yet reached the bottom of the development cycle.
- 3.9 In the retailing sector most developments in 2009/10 comprised small extensions to existing units or new units within existing centres, such as Northside Retail Park in Meanwood. Towards the close of the AMR year, work began to build new foodstores in Harehills in Meanwood. However the majority of this development replaces existing food store units. Both the Trinity and Eastgate retail schemes (in Leeds City Centre), are making progress despite the current market downturn.
- 3.10 Overall waste arising continues to decrease (09/10 showing the largest year on year decline in reporting years). The management methods of recycling and composting continue the trend of increasing their total percentage share of Leeds' waste management type. This has contributed to the continued decline in the total amount of waste sent to landfill. Following a significant dip in the last reporting year, incineration has returned to levels seen in the reporting year 06-07. This can be explained by a change in contractor over the last 18months and a subsequent return to incineration following a brief period of sending rejected green bin waste to landfill.

3.11 Following a review of national planning guidance in 2008 (Planning Policy Statement 12: Local Spatial Planning), greater emphasis has been placed upon the production of LDF Core Strategies and the preparation of Infrastructure Delivery Plans to support them. These changes subsequently prompted a review of the overall LDF programme in Leeds, with priorities focusing on the preparation of the Core Strategy, Natural Resources & Waste DPD and Aire Valley Area Action Plan. In complementing this work a series of Supplementary Planning Documents have also been progressed, including the West Leeds Gateway and community led (supported by the City Council) design guides. A summary of progress against the Local Development Scheme priorities is included in the AMR.

4.0 Implications for council policy and governance

4.1 There are no implications for Council policy and governance.

5.0 Legal and resource implications

5.1 The preparation of the LDF Annual Monitoring Report is a statutory requirement of the Development Planning system. There are no legal implications stemming from this year's AMR provided it is submitted to the Secretary of State (Communities and Local Government) by 31st December 2010.

5.2 As LDF work progresses, the AMR will present an executive summary of the monitoring carried out on LDF policies. The AMR is an integral part of the new LDF process and is intended to bring to the Council's attention monitoring information that may indicate that certain planning policies may need revision, as well as providing assurance that implementation of other policies is 'on track'.

5.3 A key dimension of the LDF work programme is the need to establish and maintain the detailed evidence base to support policy development, implementation and monitoring requirements. Given current resource constraints, this remains a challenge for a city the size and complexity of Leeds. On going review is therefore necessary to ensure that the evidence based requirements are proportionate and focused in delivering strategic and policy requirements and can be delivered within the context of available resources.

6.0 Conclusions

6.1 This report provided an overview of the 2010 LDF AMR with the detailed report included as Appendix 1.

7.0 Recommendations

7.1 Development Plan Panel is recommended to:

- i) Recommended to Executive Board that the Leeds Local Development Framework Annual Monitoring Report 2010 is approved for submission to the Secretary of State pursuant to Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.

Background Papers

None

APPENDIX 1

Leeds Local Development Framework Annual Monitoring Report 2010

To follow

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**LEEDS LOCAL DEVELOPMENT FRAMEWORK
ANNUAL MONITORING REPORT
DECEMBER 2010**

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1 Introduction

- 1.1 This report is the sixth of an annual series of reports monitoring the Leeds Local Development Framework (LDF). It describes progress on work on the new LDF, presents monitoring data for the year from 1 April 2009 to 31 March 2010 and outlines ways in which the City Council's monitoring work is being developed. The purpose of Annual Monitoring Reports (AMRs) is to report on events during the preceding Local Government Year and are published at the end of December each year.

Monitoring Context

- 1.2 The Planning & Compulsory Purchase Act 2004 set the framework for the modernisation of planning in the UK as part of a "plan led" system. The Act and other supporting legislation place expectations on local authorities to plan for sustainable communities. As part of the new system, Local Development Frameworks and Regional Spatial Strategies (RSS) replace the system of Unitary Development Plans and Regional Planning Guidance.
- 1.3 The Planning System (including Development Plans) has been subject to a number of sweeping changes in recent months, with the Regional Spatial Strategy (RSS) seemingly having been abolished in July 2010. A recent High Court ruling in November 2010 overturned the abolition, resulting in the RSS once again becoming part of the Development Plan. However the Coalition Government continues to stress that they are working to remove regional structures and will do so with the introduction of the Localism Bill in late 2011.
- 1.4 With the adoption of the localism bill the Local Development Framework will provide the spatial planning framework for the use of land within the city. It will also be the key mechanism to deliver the spatial objectives of the Community Strategy (Vision for Leeds).
- 1.5 Alongside reporting progress on an annual basis, another key task for the City Council is the preparation of a Local Development Scheme (LDS)¹. This sets out a three - year programme with milestones for the preparation of Local Development Documents which together will comprise the Local Development Framework. The LDS and its work programme is reviewed each year and the three - year programme will be rolled forward. Thus at any given time the LDF will consist of an integrated 'portfolio' of policy documents of at different stages of production. There is a requirement to publish progress on the LDS and performance of policies within the Annual Monitoring Report.

¹ Leeds Local Development Scheme, June 2005 <http://www.leeds.gov.uk/> then Environment and Planning, then Planning, then Local Development Framework links

The Annual Monitoring Report

- 1.6 The Government has produced guidance on LDF monitoring². This covers monitoring in its widest context - monitoring implementation of the Local Development Scheme, Local Development Orders and Simplified Planning Zone schemes, which will also form part of that framework. Monitoring is becoming an increasingly important aspect of “evidence based” policy making. In the past, monitoring has been regarded as an ‘error-correcting’ mechanism to bring land use plans back on track by addressing issues of performance and deliverability.
- 1.7 Within the current planning context it is noted that "Monitoring is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done. Monitoring helps to address questions such as:
- are policies achieving their objectives and in particular are they delivering sustainable development?
 - have policies had unintended consequences?
 - are the assumptions and objectives behind policies still relevant?
 - are the targets being achieved?"
- 1.8 In addition monitoring is to represent feedback within a cyclical process of policy making. That is, monitoring provides the ability to check to see whether aims are being achieved and whether or not adjustments need to be made to achieve those aims. It is because of this important role that an Annual Monitoring Report is required:
- "In view of the importance of monitoring, Section 35 of the Planning and Compulsory Purchase Act 2004 (“the Act”) requires every local planning authority to make an annual report to the Secretary of State containing information on the implementation of the local development scheme and the extent to which the policies set out in local development documents are being achieved. Further details of this requirement are set out in [Regulations]³. " Good Practice Guide paras. 1.1-1.3
- 1.9 This is Leeds City Council’s sixth AMR. It covers the continuing transitional period between the UDP and LDF systems. It is limited in scope for two reasons:

² Local Development Framework Monitoring: A Good Practice Guide, DCLG, March 2005, <http://www.communities.gov.uk/publications/planningandbuilding/regionalspatialstrategy>

³ Town and Country Planning (Local Development) (England) Regulations 2004, Regulation 48, SI 2004 No. 2204 <http://www.opsi.gov.uk/si/si2004/20042204.htm>

- To date, other than a number of SPDs and the Statement of Community Involvement (SCI) the three Development Plan Documents (DPDs) in production are yet to be adopted. Consequently the policy context to be monitored consists of the saved UDP policies.
- While some monitoring has been undertaken over the last few years, this has concentrated on certain key areas, principally relating to the major land demands for housing and employment. With available resources it has not been practical to put into place comprehensive monitoring of the wide range of UDP policies.

1.10 The remainder of this report covers:

2. **the Leeds policy context** - a summary of the broader planning framework within which policy monitoring will be done.
 3. **the Local Development Scheme** - a review of progress against the milestones in the Scheme and future adjustments.'
 4. **monitoring information** relating to 2008/09 concentrating, wherever possible, on the DCLG and Regional Assembly key indicators.
 5. **The Statement of Community Involvement** - update on how the SCI was implemented as part of the consultation process for the monitoring year
 6. **progress since the last AMR** - a review of experience with monitoring indicators over the past year and an identification of any issues that have arisen and how they might be resolved in the coming year.
 7. **Summary** - a review of the key headlines emerging from the Core Indicator Data
- **Indicator data** - appendices containing, for convenience, the Core Indicator data required by DCLG.
 - **Five Year Housing Supply** – appendices containing some detail on the Five Year Housing Supply

The Leeds Policy Context

2.1 The Wider Region

2.1.1 Whilst this AMR covers the reporting period, 1 April 2009 – 31 March 2010, at the time of preparing this report, it is important to note that following the May 2010 general election (and the establishment of the Coalition Government), there have been significant changes to the planning policy context. A focus of these changes has been to seek to remove the 'regional tier' of policy making, in favour of an approach which is more locally based. These changes are on going and will need to be detailed further in the 2011 AMR.

2.2 Leeds City Region

2.2.1 As emphasised in previous AMRs, the role of Leeds, as part of a wider City Region has become increasingly established. The Leeds City Region Partnership (<http://www.leedscityregion.gov.uk>), brings together a group of eleven local authorities (Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, York and North Yorkshire County Council) to promote economic development and a better quality of life for local communities.

2.2.2 The city region reflects the real economy for these districts, the boundaries in which businesses deliver products and services, supply chains function, housing and labour markets operate and communities live. It is at this level that the local authorities of the city region have decided to achieve common priorities in areas where it makes sense to do so. In working together these authorities seek to have greater influence over funding that will help deliver programmes that benefit the whole of the city region economy. The Partnership's main aims are to:

- Improve access and connectivity between city region places, other city regions in the UK and international airports and ports,
- Ensure that skills provision reflects the needs of the city region economy and the needs of local employers.
- Deliver sustainable, affordable housing and regeneration programmes that cover the needs of the city region and support the city region's economic growth.
- Work closely with city region businesses and universities in order to develop effective and efficient innovation infrastructure and work towards developing the city region as an Innovation Capital.

2.3 The Vision for Leeds

2.3.1 In providing a framework to address the above issues and opportunities, the Vision for Leeds (Community Strategy)⁴, provides a vision for improving the social, economic and environmental well-being across the city. Following a period of extensive public involvement and engagement, the 'Vision for Leeds 2004 – 2020' has been agreed, prepared by the Leeds Initiative - the Local Strategic Partnership (LSP) for Leeds. The purpose of the Vision for Leeds is to guide the work of all the Leeds Initiative partners to make sure that the longer term aims for the city can be achieved.

2.3.2 The Vision has the following aims:

- Going up a league as a city
- Narrowing the gap between the most disadvantaged people and communities and the rest of the city
- Developing Leeds' role as the regional capital

2.3.3 At the time of preparing this report, the Vision for Leeds is being subject to review and public consultation, to develop a longer term "Vision" for the period 2011 to 2030 (Further details of this are available from the Leeds Initiative Website - <http://www.leedsinitiative.org/>). The focus of this consultation ("What if Leeds.....Talk today. Shape tomorrow.") is to seek views on the new Vision and supporting aims. These are:

New Vision:

By 2030, Leeds will be internationally recognised as the best city in Britain – city that is fair, open and welcoming with a prosperous and sustainable economy, a place where everyone can lead safe, healthy and successful lives.

Aims:

By 2030, Leeds will be fair, open & welcoming.

By 2030, Leeds' economy will be prosperous and sustainable.

By 2030, Leeds' communities will be safe, healthy and successful.

2.4 The Leeds Unitary Development Plan

2.4.1 The City Council's Unitary Development Plan (UDP) was adopted 1 August 2001. Anticipating the need to prepare Local Development Frameworks and within the context of changes to national planning policy the City Council, this was followed by an early and selective Review.

2.4.2 During the period from Dec 2002 to July 2006, the UDP Review progressed through the necessary statutory stages, involving placing the plan on deposit for representations, a Public Inquiry, the receipt and response to the Inspector's Report and the Council's Proposed Modifications. Following public consultation on the Proposed Modifications in the spring of 2006, the Plan was subsequently adopted at a full Council meeting on 19 July 2006.

3.0 The Local Development Scheme

3.0.1 The Local Development Scheme (LDS) sets out the City Council's rolling work programme for the preparation of the LDF. A revised Scheme was agreed with the Secretary of State, which became formally operational from 1 June 2005. Following a review of production timetables (and reporting as part of the AMR), an updated LDS was resubmitted to the Secretary of State in March 2007.

3.0.2 Within the context of changes to national planning guidance (Planning Policy Statement 12, "Local Spatial Planning" 2008 - giving priority to the preparation of LDF Core Strategies and Infrastructure Delivery Plans to support them), implementation issues linked to the economic downturn and resourcing levels, it has been necessary to undertake a further review of the LDS. Following consideration by the City Council's Executive Board in March 2010, a series of revisions to the LDS were subsequently agreed. These are: renewed emphasis to the preparation of the Core Strategy (& Infrastructure Delivery Plan), the preparation of the Natural Resources & Waste Development Plan Document (DPD), the Aire Valley Leeds Area Action Plan, a commitment to the preparation of a future Site Allocations DPD, the preparation of the West Leeds Gateway proposals as a Supplementary Planning Document (SPD) and for the Easel, City Centre and West Leeds Gateway Area Action Plans to be formally withdrawn. Within the context of these changes, a revised LDS was subsequently submitted to the Secretary of State in April 2010.

3.1 Reporting Period 1 April 2008 – 31 March 2009

3.1.1 During the reporting period several strands of work have been underway to continue to deliver the programme of Local Development Documents, as highlighted in the LDS. This work has entailed the detailed preparation of individual DPD and SPD documents through the LDF production stages, in addition to the project management of key and necessary evidence based studies, to support policy monitoring and development as part of the LDF. The preparation of the evidence based work (as required by national guidance in response to issues raised during public consultation and as advised by the Planning Inspectorate) has been a major resource commitment. At the time of preparing this AMR, a number of these studies are ongoing, with a view to their completion early in 2011, as a basis to progress the LDS programme.

3.1.2 Progress against LDS milestones can be summarised as follows:

Core Strategy

3.1.3 Throughout the monitoring year considerable work has been undertaken to progress the Core Strategy towards adoption. This work has been given priority given the requirements of PPS12 (see para. 2.5.2 above), along with initial work to prepare an emerging Infrastructure Delivery Plan. The Core Strategy "Preferred Approach", was subject to a 6 week consultation period (26th October – 7th December 2010), with the consultation outcomes subsequently reported to the City Council's Development Plan Panel in

February, May & June 2010. Whilst there was a significant measure of support for the overall approach, a number of comments have suggested the need for more explicit alignment to the Community Strategy (Vision for Leeds) and further clarity regarding the future scale and location of housing growth. Within the context of the consolidation and completion of the evidence based work outlined below, these comments are being considered as part of the ongoing preparation of a draft Publication document.

Natural Resources and Waste DPD

3.1.4 Within the context of national guidance (Planning Policy Statement 10 – Waste), European Waste Management Directives, the City Council's Municipal Waste Management Strategy and commitments to a range of initiatives including the Leeds Climate Change Strategy, work has continued throughout the reporting period to prepare the NRWDPD. The NRWDPD "Policy Position" document, was subject to a 6 week consultation period (18th January - 1st March 2010), with the consultation outcomes subsequently reported to the City Council's Development Plan Panel in May & June 2010. Consultation responses to the emerging DPD have been largely supportive but with some concerns being expressed regarding the potential site specific implications of some of the waste management proposals. Following consideration of Development Plan Panel (October) and Executive Board (November), and within the context of the public consultation responses, work has continued to prepare a Publication document for further consultation in late 2010.

Aire Valley Leeds Area Action Plan (AAP)

3.1.5 Through the 2009-10 monitoring year, work on the Aire Valley AAP focused on furthering the evidence base and investigating ways in which the AVL could be developed in a sustainable and innovative way. Significant steps have been to gain support for the lower Aire Valley as an "Urban Eco-Settlement" as part of the national Eco-Towns initiative and as a Leeds City Region priority. This has resulted in the need for revisions to the AAP plan area, to reflect opportunities for improved connectivity to the city centre (including emerging proposals as part of the "South Bank" planning framework) and residential communities in Hunslet and Richmond Hill (A progress report and next steps has subsequently been by the City Council's Executive Board in July 2010).

3.1.6 In parallel to the above emerging longer term proposals, work has continued to deliver immediate regeneration and housing opportunities (including the Yarn Street as a trailblazer housing scheme). Additionally, work has continued to develop a financial model to test and compare various development scenarios and variables. The model helps to identify any funding gaps between development value and the necessary sustainable infrastructure, remediation and abnormal development costs. This model will play a key role in developing the best delivery plan for the area.

West Leeds Gateway Supplementary Planning Document (SPD)

3.1.7 Following the decision to convert the West Leeds Gateway Area Action Plan into a Supplementary Planning Document (Executive Board Decision on 10 March 2010), the Plan was revised with the intention to place it on deposit for a six week consultation period from 15 June to 27 July 2010. The West Leeds Gateway SPD was subsequently adopted by the City Council's Executive Board in September 2010).

City Centre & Easel Area Action Plans (AAPs)

3.1.8 As explained in para. 3.0.2 above, the City Council has now formally withdrawn the City Centre & Easel AAPs. In providing a policy context for the future development and regeneration of the areas, it is envisaged that the emerging Core Strategy will help to provide a strategic context. In the meantime, work is continuing to help shape opportunities for appropriate redevelopment, regeneration and housing renewal, including public consultation on the City Centre South Bank planning framework and initiatives within the Seacroft area. Whilst positive progress has been made in a number of areas (and a number of City Centre proposals are now being taken forward including the City Centre Arena, Trinity and Eastgate retail proposals), the economic downturn has regrettably resulted in a loss of momentum behind development proposals and housing renewal activity. Consequently, alternative delivery methods and mechanisms are being explored to continue to deliver regeneration priorities effectively.

Supplementary Planning Documents (SPD)

3.1.9 Following revisions to national planning guidance (see para. 2.5.2 above), it is no longer a requirement for SPDs to be included within the LDS. Whilst the preparation of DPDs remains the overall priority within the LDS programme, a series of SPDs have also seen a variety of activity within the reporting period. The Street Design Guide SPD has been adopted (20 August 2009), together with the Tall Buildings SPD (1 April 2010). Following initial consultation in 2007, the Travel Plans SPD is still in production and within the context of advice from the Planning Inspectorate, the Affordable Housing SPD (following consultation in 2008) is on hold, pending the inclusion of Affordable Housing policies within the Core Strategy.

3.1.10 A key feature to emerge of the monitoring period and an ongoing aspect of SPD work, is the interest of local communities in the preparation of local Design Guides and Statements and for their subsequent adoption as SPDs following public consultation (consistent with the requirements of the LDF Regulations). During the reporting period, Design Guides and Statements were in production for Headingley & Hyde Park, Horsforth, Thorner, Little Woodhouse and Roundhay.

Evidence based Work

- 3.1.11** As noted in 3.1.1 above, a critical aspect of LDF work over the reporting period has been the completion and on going preparation of evidence based studies (to reflect the requirements of national planning guidance in response to issues raised during public consultation and advice from the Planning Inspectorate). For a city the size and complexity of Leeds, this has been a major undertaking and remains a very resource intensive activity.
- 3.1.12** The initial Strategic Housing Land Availability Assessment (SHLAA) was approved by the City Council's Executive Board in February 2010. This followed the assessment of over 700 sites, through a partnership of key stakeholders. At the time of preparing this report, the SHLAA is in the process of being updated to April 2010. During the monitoring period, substantive work on the Planning Policy Guidance (PPG) 17 Audit & Needs Assessment was completed. Outstanding work remains in formulating draft standards for each of the greenspace typologies identified and their implications for policy and implementation.
- 3.1.13** In addition a series of further studies have commenced during the monitoring period. These are: a Retail & Town Centres Study (the focus of which is to review the retail capacity of Town, District & Local Centres across the District), an Update of the 2007 Leeds Strategic Housing Market Assessment, a study to consider longer term options for housing growth, an update of the 2006 Employment Land Review and on going work in relation to the preparation of an Infrastructure Delivery Plan to underpin the Core Strategy.

3.2 Reporting Period 1 April 2010 – 31 March 2011

- 3.2.1** Looking ahead to the next AMR reporting period (1 April 2010 – 31 March 2011) there are a number of challenges and opportunities for the Leeds LDF.
- As noted in para. 2.1.1 above, May 2010 saw the establishment of a new UK Coalition Government. The 'Coalition' has and is planning, a number of reforms to the Development Planning system, this includes the formal abolition of the regional tier of planning (Regional Spatial Strategies) and a move towards "localism" (through the Localism Bill), to promote local neighbourhood planning. A range of other initiatives and announcements have also been made (including financial incentives for housing development via the 'New Homes Bonus'). Further guidance on the detailed implementation of these proposals is still awaited.
 - The Yorkshire & Humber Plan (Regional Spatial Strategy) was adopted in May 2008. In July 2010, the Secretary of State for Communities & Local Government announced that such plans were abolished, with emphasis now been placed upon local authorities (and communities) to determining future housing requirements. At the time of preparing this

report, the July announcement to abolish Regional Strategies has been successfully challenged in the High Court. Whilst the High Court ruling overturned the abolition, the Coalition Government continues to stress that they are working to remove regional structures through forthcoming legislation.

- Despite these current uncertainties the ongoing evidence based work through the Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment and housing growth study, will provide a basis to determine future housing requirements via the LDF Core Strategy.
- The on going preparation of the Core Strategy for Publication, Submission & Public Examination.
- The on going preparation of the Natural Resources & Waste DPD for Publication, Submission and Public Examination.
- The on going preparation of the Aire Valley Leeds Area Action Plan (APP) for Publication, Submission & Examination.
- Further scoping and commencement of the Site Allocations DPD.
- The on going consolidation, completion and monitoring of the evidence base work described in this report.
- To continue to develop the systems and processes to support the LDF and the monitoring requirements of the AMR and to continue to monitor progress against milestones with adjustments where appropriate.

4 Monitoring Information

- 4.0.1 This section sets out information available from what is being monitored currently. This year's AMR concentrates on material required by DCLG using the revised definitions of the Core Indicators issued by CLG in July 2008. Some of the information that was once collected and reported on in the Regional AMR has been included in this year's report, as the regional AMR is not expected to be published. For convenience the Core Indicator data is grouped together in Appendix 1.
- 4.0.2 This part of the AMR will be expanded each year as LDF policies and their related monitoring sources are developed. It is intended that the monitoring range will be expanded to include matters of local interest reflected in LDF policies.
- 4.0.3 Topics covered in this AMR include:
- housebuilding performance and housing land supply indicators
 - the supply of employment land
 - the monitoring of changes in retail, office and leisure developments in Leeds as a whole and in the City Centre and town centres
 - transport - measuring the accessibility of new residential developments to a range of facilities
 - various matters relating to mineral aggregate production, waste management and other environmental concerns, including renewable energy generation capacity
 - Monitoring of the adopted Statement of Community Involvement (section five)
- 4.0.4 There are other documents that include information which helps monitor the development of Leeds, chiefly the City Centre Audit⁴, the Leeds Economy Handbook⁵ and the Local Transport Plan⁶. The relationship of these to the LDF monitoring effort will evolve and be tightened as work on the LDF develops.

⁴ <http://www.leeds.gov.uk/> then Business, then Town centre management links

⁵ <http://www.leeds.gov.uk/> then Business, then Business support and advice, then Local economy – reports and forecasts links

⁶ <http://www.wyltp.com/> West Yorkshire Local Transport Plan 2: - 2006 - 2011

Housing

4.1 Housing Trajectory

4.1.1 Housing requirements for Leeds are set out in the Yorkshire & Humber Plan, the revised Regional Spatial Strategy adopted in May 2008. Core Indicator H1 summarises these targets.

Table 1: H1 Plan Period and Net Housing Targets

Start of period	End of period	Total housing required	Source of requirement
1/4/2004	31/3/2010*	17640	RSS – The Yorkshire & Humber Plan May 2008
01/04/2010	31/03/2026**	36160***	Leeds City Council Interim Housing Requirement, July 2010

*The Regional Spatial Strategy was revoked on 6 July 2010.

**In light of the revocation of RSS, Leeds City Council Executive Board agreed an interim housing requirement of 2260 units per annum. This is a temporary measure and is not intended to serve as the requirement over the lifetime of the Core Strategy

*** A recent High Court ruling overturned the abolition, although the Coalition Government continues to stress that they are working to remove regional structures.

4.1.2 The current aggregate requirement is made up of three average annual requirements, as set out in the Table below. The figures in the table are net figures, and it is estimated that in future years that the gross figure will be about 250 units/annum above the net figure.

Table 2: Net Housing Requirement 2004 - 2026

Year	Net Average Annual Requirement
2004-2008	2260
2008-2010	4300
2010 -2026*	2260
Total requirement	53800

*See above re end date of this requirement.

4.1.3 The interim housing requirement was determined by Executive Board in July 2010 after considering a number of statistics and data sources. The interim figure is a signalled departure from the RSS figure. The interim figure represents the equivalent of 'Option One' figure that CLG has indicated might be a way forward for local authorities in setting housing requirements. It is meant to reflect the changing demand for housing due to

current economic conditions, whilst also considering growth that has and continues to occur, within the District.

4.1.4 The Interim Housing Requirement is only a temporary solution in meeting future housing needs. The Local Development Framework will provide the strategy for which future growth and development will occur. It will be within the Core Strategy that a long term housing requirement will be set and the Site Allocations Development Plan Document will identify locations and sites which will help to deliver the housing requirement.

4.1.5 In deriving a housing requirement in the Core Strategy, a full analysis of all factors listed in PPS3 (para 33), alongside those additional factors considered in the setting of the RSS requirement, will be considered. These include:

- Evidence of current and future levels of housing need and demand
 - Local Strategic Housing Market Assessments (SHMAs)
 - Long term house prices
 - Advice from the National Housing and Planning Advice Unit (NHPAU)
 - Household Projections
 - The needs of the regional economy and economic growth forecasts
- Evidence of land availability (SHLAAs)
- Government policy ambitions (increase housing supply; better affordability)
- Sustainability appraisal of social, environmental and economic consequences
- Infrastructure impacts and needs;
- Evidence about low demand and vacancy rates*
- Levels of housing completions in recent years*

*Additional requirements to PPS3 para 33

Past Housing Completion Rates

4.1.6 From 2004 (the beginning of the LDF Development Plan System) through to the 2008/09, housing output in Leeds has been extremely buoyant. This was due to the strong economic conditions that were prevalent up until late 2007 when the market went into decline. A number of large housing developments already under construction when the market declined completed in the 2008/09 year. This was the peak of house building in Leeds, and in 2009/10, the house building market showed dramatic decline. This is evidenced by the fact that housing completions in 2009/10 only represented about 60% as that achieved in the previous year.

Table 3: H2a & b Actual net additional dwellings

2004-5	2005-6	2006-7	2007-8	2008-9	2009-10
2633	3436	3327	3576	3828	2238

4.1.7 Since 2004, output in Leeds has totalled 19, 038 units. This has compared to the RSS requirement of 17, 640 units. The over-performance is a result of strong housing delivery in the early years of the RSS. In 2008-9 – the first year of the new 4300 average requirement – output fell short of the average by 672 units or 16%. As anticipated in AMR 2009, output in 2009/10 worsened considerably as a result of the economic recession. Loss of confidence and lack of funds to finance both house purchase and development continue to place a massive brake on housebuilding throughout the country.

4.1.8 This is clearly identified in the number of housing starts over the past year. Starts are now about half of the 2008/09 level, which was about half of the 2007/09 level. The low number of starts means that completions will also decrease. It can be expected that 2010/11 will see even fewer completions than in the previous year.

Table 4: Starts and Completions – Leeds 2004/5 – 2009/10

Year	Starts	Completions	Under Construction as at 31/03
2004-5	3220	2924	4037
2005-6	2722	3694	3453
2006-7	4060	3538	4738
2007-8	3290	3833	4589
2008-9	1784	3976	2959
2009-10	901	2518	1551
Total	15977	20483	21327

4.1.9 Future Housing Delivery is also part of this report. Indicators H2(c) and (d) require planning authorities to track possible future output against policy requirements and managed delivery targets over the life of the current plan or the next 15 years, whichever is the longer. This is expected to be done in the context of a Strategic Housing Land Availability Assessment (SHLAA). However the 2010 Update to the SHLAA has not yet completed and therefore, as with last year's AMR, the Five Year Housing Supply figure presented here is subject to change, pending the outcome of the SHLAA.

4.1.10 The methodology in developing the Five Year Supply is the same as last year. It has been undertaken using the following source materials:

- An assessment of supply over the period 2010/11 through to 2015/16. The main source of data for this are the conclusions made on sites by the SHLAA partnership as well as delivery information as contained in the Land Availability Database (LA).
- Progress on sites has been updated to reflect conditions up to and including the 30 September 2010 (using LA).
- Smaller sites (not assessed by the SHLAA partnership), have been included in the schedule of sites. Only a handful of these sites have had an assessment of annual delivery made, which has been based

on information obtained by the Neighbourhood and Housing team related to grant funded schemes.

- A windfall allowance has been included in each year of the trajectory. Windfall is meant to address the smaller sites that are progressing through the system, as well as individual unit completions. It also acknowledges that larger sites have the potential to enter into the supply in any given year. This is discussed in more detail further into this report.

4.1.11 The 2010 Update for the SHLAA is still underway. This means that the information published in this report is for all intents and purposes a draft position. Individual site delivery rates may change based on the SHLAA partnership's site assessment. As the SHLAA site assessment is based on the Draft 2010 Update, the SHLAA information will ultimately have a base date of 31 March 2010. However given that site delivery has been updated to 30 September 2010 the base date for the five year supply is 30 September 2010.

4.1.12 The information in the assessment does not include all sites within the SHLAA. Evidence from the SHLAA demonstrates that choices can be made consistent with the approach set out in the emerging Core Strategy. Consistent with national guidance, it is the role of the LDF rather than the SHLAA to make these choices. The sites that make up this schedule have been through a round of internal testing and represent those sites which are seen to be consistent with the Core Strategy's Preferred Approach. Further testing and additional evidence will be needed for these (and other sites) to be assessed and included in the future publication of the Site Allocations DPD.

4.1.13 The 2011-2016 assessment will be published in a separate document in line with PINS guidance. It is acknowledged that this did not happen last year. Whilst a formal report consistent with these requirements was not completed by the City Council, information on the five year supply was provided upon request to interested parties (including the site schedule).

4.1.14 As mentioned in paragraph 4.1.10 a windfall allowance has been included for each year of the trajectory. The inclusion of a windfall rate is in accordance with PPS3. It is not feasible or practical for an assessment to be made on the 300+ smaller sites not assessed by the SHLAA partnership (with over 4000 units left to be built). A rate must also be set to capture delivery on sites smaller than 5+ units and will also provide coverage for larger sites not identified by the partnership becoming available.

4.1.15 The windfall allowance has been set at 500 units per annum. This allowance complies with the PPS3 requirement that genuine local circumstances are present to warrant a windfall allowance. These circumstances are:

- The SHLAA has a site threshold of 0.4ha or higher (except in the City Centre). Given the immense task of assessing individual sites, the SHLAA partnership set the threshold whilst acknowledging that sites

would be delivered below this rate. They therefore agreed to include a windfall allowance as part of the SHLAA.

- These small sites provide a large contribution to housing supply. Since 1991, permissions for sites outside the City Centre have averaged at 1578 units/annum. During the same time period, 69% of windfall sites have been on sites less than 0.4ha. These are the very sites that would not be assessed by the SHLAA partnership (as they would be too small).
- It is not appropriate for officers to identify completion levels on these small sites as the sites should be assessed to the standards set forth by the SHLAA partnership. Whilst delivery rates on some sites has been informed by the Neighbourhood and Housing Team, this information is based on close contact and involvement with the development process. Moreover it is used to set national indicator targets and as such can be considered a robust analysis.
- Past exercises which sought to identify housing land (Urban Capacity Study) did not identify sites where the land was operating in a different use. An example of this is Kirkstall Forge. It is to be expected that many sites which are currently in operation will not have been included in the SHLAA, and as such, will come forward as 'windfall' in future years.
- Moreover the SHLAA cannot be expected to anticipate future trends in development and policy. For example, the trend to convert public houses to residential units could not have been anticipated in the past. Future trends in development will be just as difficult to forecast. In the same way, the recent changes to PPS3 highlight that reclassify garden development as Greenfield may have the impact of
- Given that windfall sites have traditionally played an important role in housing delivery, it is appropriate to consider the impact of not including them in the planning process. That is, what additional levels of land take up would be required if windfall hasn't been planned for. From 1 April 2011 it is anticipated that 7000 windfall units will be developed up until 31 March 2026. At 30 units per hectare, this is the equivalent of 233 hectares of land that would need to be allocated if windfall were not to occur.
- Given the above reasons it was important to assess at what level it is expected that windfall will come forward at. This was done taking into account the figures presented above (69% of 1578 units). Accounting for a leakage rate (those permissions which do not carry through to completions) of 10% (1991 -2007, last year at which leakage can be assessed) approximately 1420 units per annum complete that are windfall smaller sites (less than 0.4ha)
- Based on historical evidence it is clear that windfall has played an important part in overall delivery. Therefore the allowance of 500 units per annum remains both prudent and appropriate.

- Given the low rate of completion anticipated for 2010/11 (the lowest rate since 2004/05, the start of the housing trajectory), it has been felt necessary to lower the windfall rate to 400 units. This is based on the knowledge that already close to 349 units have either been delivered or accounted for delivery. Therefore this rate really only anticipates a further delivery of 51 units in the final six months on small sites. The 400 rate is therefore somewhat suppressed.
- Table Five (below) highlights 929 units (131 + 58 + 740) delivered were in effect windfall in the 2009/10 monitoring year. Of those units, 172 had been identified at the time of the assessment. In much the same way, there are approximately 349 identified small completions that are 'windfall' for the current year. It is anticipated that further 51 units will complete this year, making the total windfall rate up to 400 units for the delivery year.

Table Five: 2009/2010 Completions by Site Classification

Classification of Site	Completions	Five Year Supply category
New Build, less than 5 units	131 (gross)	Windfall
Conversions, less than 5 units	58 (net)*	Windfall
Land Availability sites only (no SHLAA equivalent)	740 (gross)	
	<i>--172 units complete at time of assessment</i>	<i>--Identified</i>
	568 (gross)	Windfall
Total Windfall	929 units	Windfall
Land Availability and SHLAA sites	1590 (gross)	Identified Sites
Total	2519 (Gross)	
Windfall % of total	37%	

4.1.16 Only supply considered to be suitable, achievable and deliverable has been considered. It is important to be clear about what the trajectory is trying to do. Its purpose is to identify the extent to which housing land supply might be a constraint on new housing delivery. However the nature of market demand is linked to the trajectory through considerations of deliverability.

4.1.17 To that end, there is no shortage of suitable and available housing land with planning permission in Leeds. There are currently permissions to deliver over 20,000 housing units scattered across the whole of the District. These

sites are suitable for housing (as demonstrated by the presence of a planning permission. Therefore it is not a shortage of housing land supply which is acting as a constraint on housing output but the severe recession. It is the recession that is impacting the 'deliverability' of sites.

- 4.1.18 The first row of **Table 4: H2 (a)** shows the recent levels of housing delivery. **H2 (b)** is not identified in the trajectory, which is the number of units completed in the current year. This figure is 926 units (Gross) as of 30 September 2010. Currently 99 units have been completed on sites smaller than five units. The Schedule also notes that an additional 91 units were completed on sites too small to be assessed by the SHLAA partnership, and that a further 159 units are expected to be delivered on these sites by the end of the year (from Neighbourhoods and Housing data). As such 349 windfall units have already been delivered in the current year. The windfall rate for the current year has been lowered to 400 units to reflect current and forecasted delivery rates.
- 4.1.19 **H2 (c)** summarises net housing additions potentially achievable from 2010-2027. Net site area is not shown. Both the Interim Housing Requirement and the RSS average requirement are shown. It is anticipated that both these requirements will change over the coming years, given changes to the planning system and progress being made on the Core Strategy.
- 4.1.20 Finally **H2 (d)** is the managed delivery target and is set to match the Interim Housing Requirement. This is because the July 2010 Executive Board Report reflects the most recent analysis by Leeds City Council to understand how likely levels of future housing are expected to come forward. The managed delivery target is expected to take into account influences on housing delivery including market trends.
- 4.1.21 This table identifies that the 5 year land supply rests at approximately 12,466 dwellings (net). This supply assumes 250 units of demolition each year, which have been removed from the gross figure of 13,716 units. The supply figure includes 2500 units of windfall (500 units x 5 years). Removing windfall units the total identified supply is 9, 966 units net. This is below the Interim Housing Requirement Figure of 11, 300 for the same time period (but above it if windfall is included).
- 4.1.22 Also included is a trajectory which maps delivery on brownfield sites. For this analysis, all windfall units are considered to be brownfield, and sites labelled as 'mixed' are also counted as brownfield. This trajectory highlights the impact that large scale land releases will have in the future.
- 4.1.23 The five year supply period (2011 – 2016) sees Previously Developed Land delivery rates of approximately 90+%. This drops dramatically in the years 2016 and beyond. Over the whole of the time period 2004 – 2026, it is anticipated that overall brownfield delivery will be approximately 67%. This is below the Core Strategy Preferred Approach's initial target of 75%. If windfall is removed from the supply equation, delivery on PDL drops to 64% over the time period. This is below the Regional Spatial Strategy target.

Table 6 Housing Trajectory at 30 September 2010

Year	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15						
	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26						
H2 (a) (Net) Dwellings Completed	2,633	3,436	3,327	3,579	3,828	2,238																
Identified for completion - Gross																						
H2 (c) Projected Net Completion	2,205	2,359	2,622	2,931	3,408	9,121	6,556	5,454	4,678	5,146	9,420	8,239	7,551	6,890	5,263							
Cumulative Completions - Net	1,955	2,109	2,372	2,681	3,158	8,871	6,306	5,204	4,428	4,896	9,170	7,989	7,301	6,640	5,013							
Managed Delivery Cumulative Total	2,633	6,069	9,396	12,975	16,803	19,041	25,477	28,158	33,462	35,720	37,980	40,240	42,500	44,760	49,280	51,540						
Monitor - No. dwellings above or below Managed Delivery Target	373	1,549	2,616	3,935	3,463	1,401	1,096	945	1,057	1,478	1,364	2,262	2,260	2,260	33,306	38,347	45,480					
H2 (d) Managed Delivery Target	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260					
Cumulative RSS	2,260	4,520	6,780	9,040	13,340	17,640	21,940	26,240	30,540	34,840	39,140	43,440	47,740	52,040	56,340	60,640	64,940	69,240	73,540	77,840	82,140	86,440
Monitor - No. dwellings above or below development average requirement (RSS)	373	1,549	2,616	3,935	3,463	1,401	-944	-3,135	-5,063	-6,682	-8,836	-9,978	-5,407	-3,401	-2,487	-2,369	-1,773	3,097	6,786	9,787	12,127	12,840

Number of years left in Plan(s)	21	20	19	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	0
01 April 2010 - 30 September 2010, 926 units (gross) have completed)																						
H2 (c) Net area of sites not available																						

Table 7: Brownfield Delivery Housing Trajectory

	2004-2010	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	Total 2004 - 2026
Units Delivered																		
Brownfield	19330	2005	2118	2301	2711	2142	2836	5370	3663	3190	2896	3280	4743	4035	3753	3350	2279	70002
Total	20484	2205	2359	2622	2931	2396	3408	9121	6556	5454	4678	5146	9420	8239	7551	6890	5263	104723
% Brownfield	94%	91%	90%	88%	92%	89%	83%	59%	56%	58%	62%	64%	50%	49%	50%	49%	43%	67%

*Brownfield sites assume all windfall to be brownfield and all 'mixed' sites to be brownfield

Figure 2: Leeds Housing Trajectory 2004 - 2026

Housing Trajectory to 2026

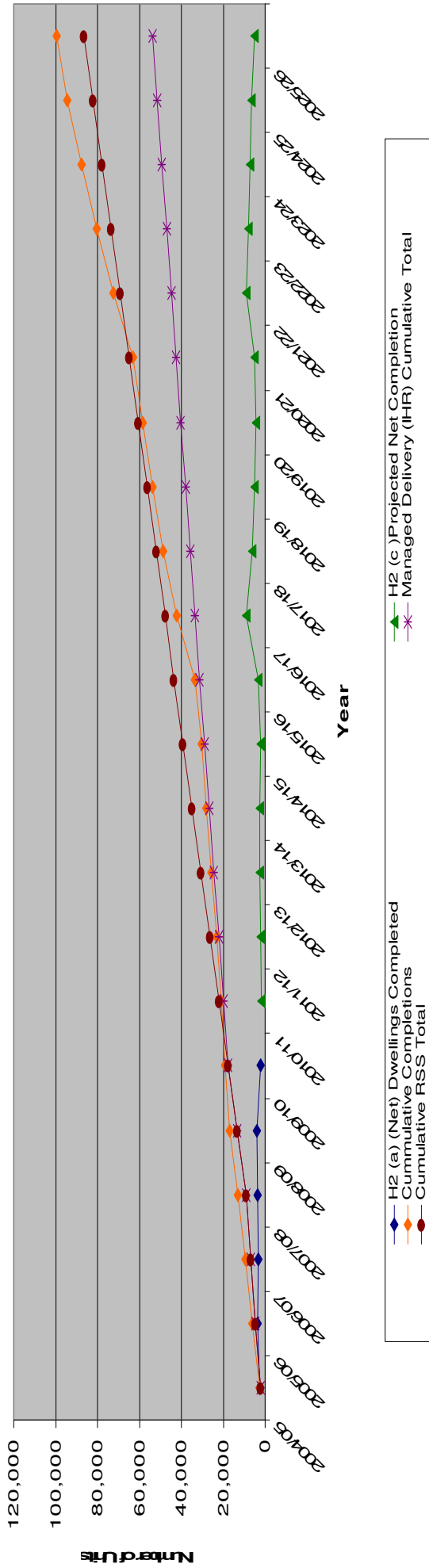
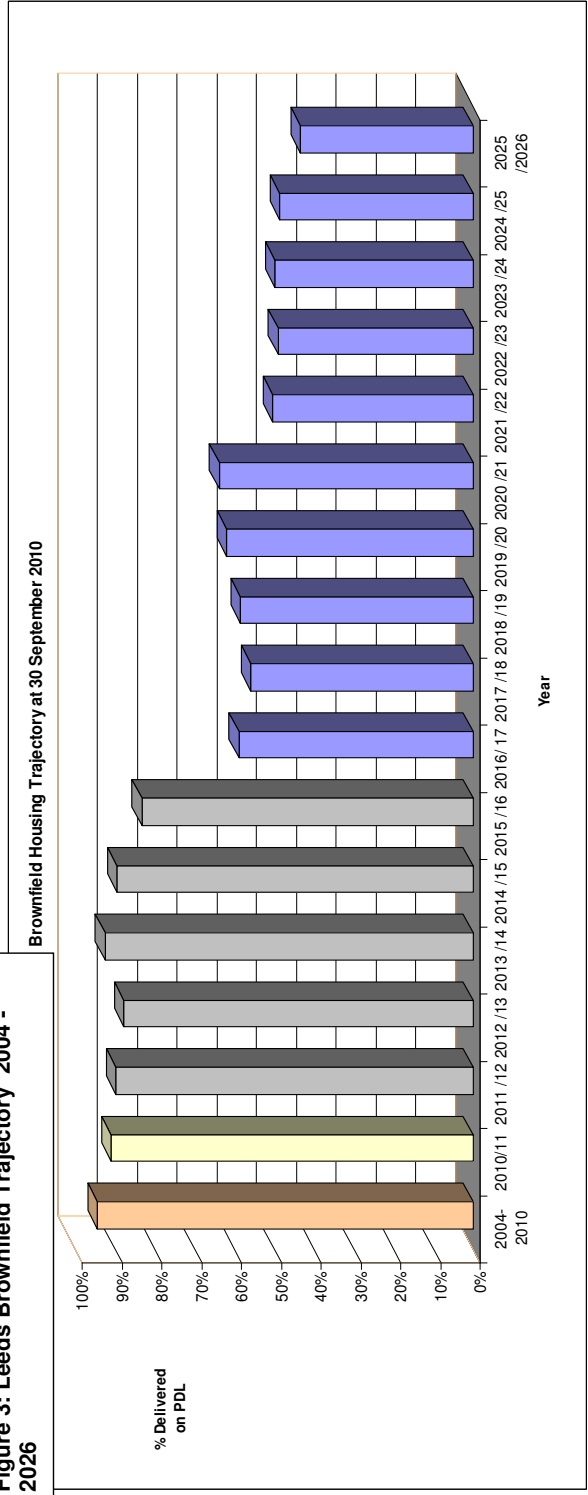


Figure 3: Leeds Brownfield Trajectory 2004 - 2026



4.1.24 **Indicator H3** (Table 6 below) shows the volumes and percentages of gross housebuilding on previously developed land. Since 2004, the average rate of brownfield development has been 94%. The Council continues to attach considerable importance to maintaining these high rates of brownfield development, which is a prime objective of UDP policy and national planning objectives.

Table 8: H3 New and converted dwellings on previously developed land (PDL)

	Gross new dwellings	Number PDL	% PDL
2004-10	20484	19330	94%
2008-9	3976	3787	95%
2009-10	2519	2341	93%

4.1.25 The RSS also places a key priority on Brownfield Delivery. In supporting major regeneration and economic growth ambitions it states that it expects urban areas like Leeds to deliver housing development on PDL in excess of 65%. As already highlighted in Table 7, it is expected that anticipated high levels of future housing delivery will result in a dramatic decrease in delivery on brownfield sites. Between 2004 – 2026 the current brownfield delivery estimate is 67%.

4.1.26 **Indicator H4** reports changes in the net supply of gypsy and traveller pitches. There was no change over the last year.

4.1.27 Gross affordable housing completions (Indicator H5) are summarised below, using data from the Housing Strategy Statistical Appendix. 413 units were completed in the past year, which is up by three units from the year before. Affordable housing delivery has been increasing: over the past year this has been due to Government and Local Authority funding as well as by means of planning agreements with private developers.

4.1.28 Whilst affordable housing delivery has been increasing, the expected target of 500 units for the 2009/10 year was not met. Moreover it is anticipated that in 2010/11 the target of 927 units will not be met. Instead it is forecasted that approximately 855 affordable housing units will be delivered. The reason for not meeting these targets is due in part to some anticipation in build slippage into 2011/12 as well as the ending of the Homebuy Direct programme in September 2010.

Table 9: H5 Gross Affordable Housing Completions 2009/10

	Social rented	Intermediate	Total
2004-9	600	972	1572
2008-9	157	253	410
2009-10	84	329	413

- 4.1.29 **Indicator H6** seeks to measure housing quality through the conducting of “Building for Life” assessments. These assessments are to be carried out by certified assessors. At present, Leeds City Council does not have a certified assessor. Two officers have been nominated and have arranged to attend the assessment course but on both occasions the courses have been postponed.
- 4.1.30 Arrangements have tentatively been set in place to start ‘unofficially’ assessing applications as of January 2011. Further detail on progress will be reported in AMR 2011.
- 4.1.31 Both Housing mix and number of bedrooms per unit were both indicators which the Regional Annual Monitoring Report utilized. It is anticipated that no regional AMR will be published in February 2011, due to changing structures. However it is felt that these indicators represent an important area of analysis and therefore the LDF AMR should cover these topic areas.
- 4.1.32 Over the most recent years, housing mix has been characterized by a dominance of apartment building. Monitoring of housing type looks at **gross new** housing units only (i.e not conversions). Data from 2005/06 through to 2009/10 is shown in the table below:

Table 10: Number of New Housing Unit Completions, by Housing Type (Gross)

Year	Flats and Maisonettes	Housing Units (includes bungalows)			Total
		Terrace	Semi Detached	Detached	
2009/10	1665	350	131	165	2311
09/10%	72%	15%	6%	7%	100%
2008/09	2460	432	270	255	3417
2007/08	2297	550	254	339	3440
2006/07	1993	404	162	219	2778
2005/06	2551	417	158	180	3306
Total	10996	2153	975	1158	15252
Percentage	72%	14%	6%	8%	100

* These figures does not include converted units

4.1.33 The number of bedrooms for new build dwellings is also monitored. This provides an indication of the size and type of dwelling developed. Such information is vital to ensuring that the appropriate housing mix is being developed. Population forecasts suggest that average household size is decreasing and the number of individual households is on the rise. The Strategic Housing Market Assessment Update (ongoing) will seek to identify housing need, based on forecasted demographic changes. Moreover the SHMA update will assess affordability issues and relate the findings to housing viability. This will be a good starting point of considering future housing requirements, although as explained in paragraph 4.1.5 a range of other factors will need to be taken into account when setting the requirement.

Table 11: Total Number of Bedrooms, Gross Housing Completion (New Build)

Total Number of Bedrooms					
	One	Two	Three	Four +	Total
2009/10	700	765	301	544	2311
2009/10 % Split	30.3%	33.1%	13%	23.5%	100%
2008/09	1061	1344	453	548	3416
2007/08	809	1476	524	639	3440
2006/07	540	1090	373	778	2778
2005/06	682	1689	407	515	3306
Total	3792	6364	2058	3024	15251
Total % Split	25%	42%	13%	20%	100%

* These figures does not include converted units

4.1.34 As identified in the above table, two bedroom properties dominate development, but this is due to the high rate of flatted development. Over the past year, one bedroom properties represent a higher share of completions than they have on average in the past. As shown in the table below, this is due to the high number of one bedroom flats which have completed. Three and Four+ bedrooms dominate the house/bungalow category.

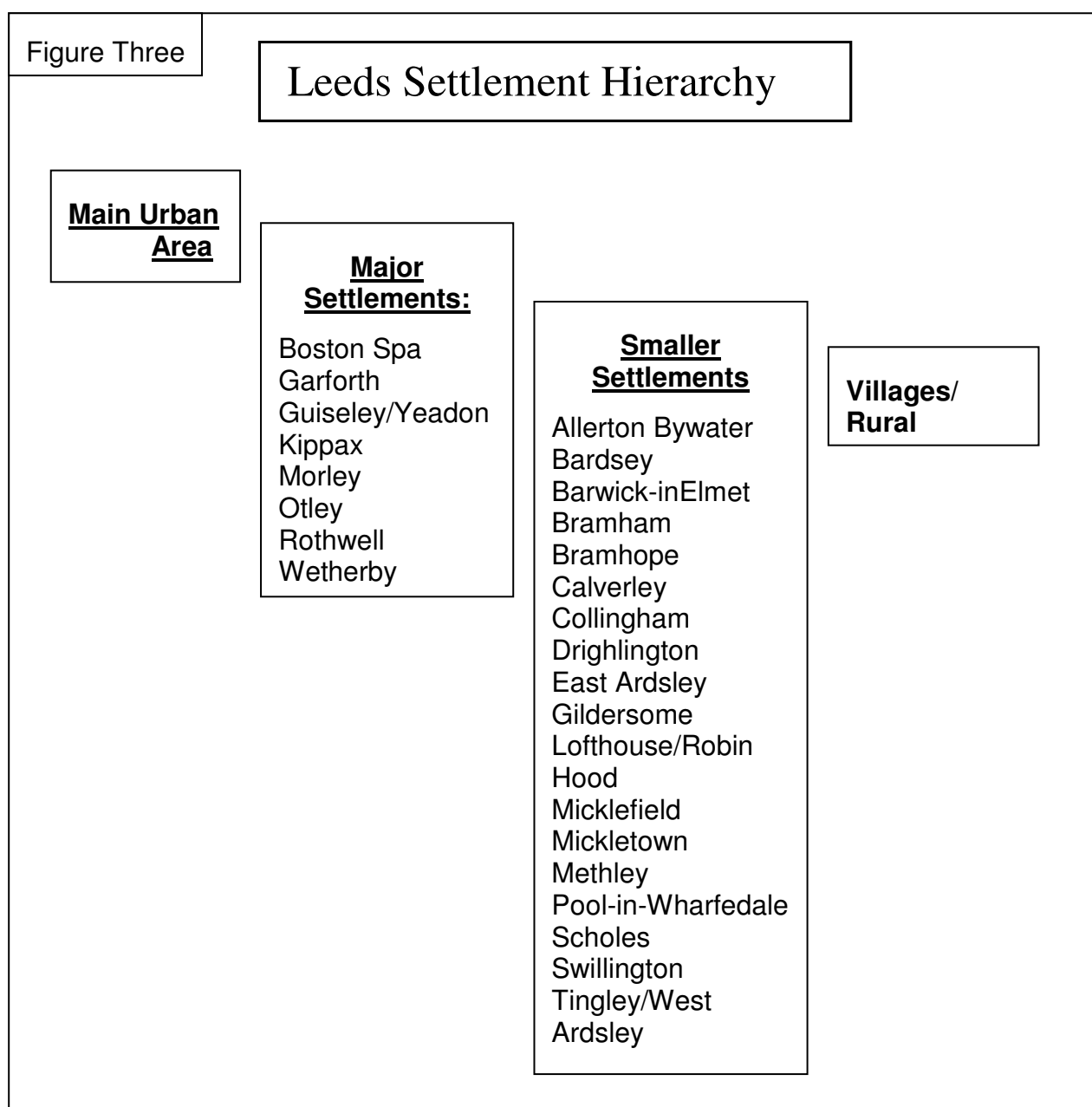
Table 12: Number of bedrooms by Housing Type, 2009/10

Type	Number of bedrooms				Total
	1	2	3	4+	
Flats/Maisonettes	699	685	61	243	1688
Houses/Bungalows	2	80	240	301	623

4.1.35 Alongside ensuring that the appropriate housing type and size is delivered, it is also important to analyse where development is located. To help shape the direction of growth, the emerging Core Strategy has identified a 'Settlement Hierarchy' (**See Figure 3 below**). The Settlement Hierarchy, and its related policies, directs different forms of growth into various

settlements. RSS Policy YH7 informed the development of the emerging Core Strategy Policy H1 sets out the preferred pattern for housing development:

1. Locations within the City Centre and main urban area
2. Locations within the major settlements
3. Extensions to the main urban area
4. Extensions to the major settlements
5. A new or greatly expanded settlement if 1,2,3 and 4 prove insufficient
6. Extensions to the smaller settlements



4.1.36 The following table highlights the changes to the housing stock that has occurred within each of the settlements within the Hierarchy. As the Core Strategy moves towards adoption it is intended that monitoring of this policy will be expanded to also consider the other parameters which will help to direct housing development. This may include housing type and size.

4.1.37 The data shows that the Main Urban Area continues to accommodate the majority of the growth, with over 66% of net completions. However when compared to the 2008/09 year, the data reveals that this represents the largest drop in total completions. The main urban area has seen a decrease in completions of 43% as compared to 2008/09. Villages and rural areas had the second greatest decrease at 33%. The data highlights that development within the major and smaller settlements remains buoyant. (see Table on next page).

Table 13: Change to housing stock within the Emerging Core Strategy Settlement Hierarchy, 2009-10

Location	Total Housing Gain (Gross)	Demolished and/or Lost Units	Total Change within District (Net)	% of Total Change within District (Net)
Leeds the Regional City (Main Urban Area)	1869	387	1623	66%
Major Settlements				
Boston Spa	1	0	1	0%
Garforth	30	0	30	1%
Guisley	112	2	100	4%
Kippax	10	0	10	0%
Morley	96	9	87	4%
Otley	19	0	19	1%
Rothwell	51	1	50	2%
Wetherby	33	3	30	1%
Yeadon	12	1	11	0%
Major Settlement Total	354	16	338	15%
Smaller Settlements	148	11	137	6%
Villages/Rural	290	9	281	13%
Total	2661	423	2238	100%

Percentages are rounded

Table 14: Summary Change to housing stock by Leeds Settlement Hierarchy 2008 - 2010

Location	Net Completions		% of Total Change within District (Net)	
	2008/09	2009/10	2008/09	2009/10
Leeds the Regional City (Main Urban Area)	2869	1623	75%	66%
Major Settlement Total	385	338	10%	15%
Smaller Settlements	155	137	4%	6%
Villages/Rural	419	281	11%	13%

4.1.38 Information within this housing chapter highlights how drastically the housing market has changed in the past few years. Overall completion levels were at their lowest since 2004/5. Apartments still dominate housing type, which may be due to outstanding permissions working their way through to completion. Further analysis of housing type/size, based on location, would be helpful in identifying whether a balance of housing type is being delivered across the District.

Employment

4.2 The Supply of Employment Land

Development Levels

- 4.2.1 Low levels of development activity have once again been the main feature of the employment sector in 2009/10.
- 4.2.2 The downward trend of completions in employment floorspace has continued, registering the lowest level of space completed (42170 sqm) and the lowest land-take (6.65 ha) since AMR reporting began in 2003. Industrial & warehousing completions have moved slightly against this trend, with this year's outturn showing almost an 11% increase over 2008/09. As a result, industrial schemes show a rise in their share of completed floorspace – up to 30% from 18% last year.
- 4.2.3 In contrast, office completions have fallen away to just over 29000 sqm in the year, three quarters of which is accounted for by four city centre schemes. The most prominent of these is the completed extension and refurbishment of the former Allders store on The Headrow. This was completed in April 2009. Small schemes were prevalent outside the city centre, but two larger completions were Phase 1 at Hunslet Wharf for UK Underwriting Ltd (2220 sqm gross) and at Temple Point (1350 sqm gross) for DVLC.
- 4.2.4 Starts were also reduced this year, at 10230 sqm on 3.4 ha across all employment sectors. Just two office schemes are likely to be completed in the city centre during 2010 – 1210 sqm at Indigo Blu on Crown Point Road Hunslet and Wilton Developments' refurbishment of 10 South Parade LS1 which will provide 3930 sqm gross (3340 sqm net) of upgraded office space. Two moderately sized industrial schemes are progressing at Jack Lane Hunslet (1440 sqm), Thorp Arch Estate near Wetherby (1450 sqm).
- 4.2.5 From this, it would appear that the employment sectors have yet to reach the bottom of the development cycle.
- 4.2.6 Despite the generally low level of activity, it is encouraging to record that almost all development this year has been on brownfield land – only the DVLC scheme at Temple Point being on a greenfield site
- 4.2.7 Industrial developments this year have been few and small in scale. These include:
- A final B2/B8 unit at Lockside Road & Thwaite Lane Stourton LS10 (4620 sqm)
 - The completion of the Whitehall Park scheme LS12 - 4 units totalling 1790 sqm;
 - Willow Court Off Lotherton Way Garforth LS25 – 8 units comprising 1980 sqm.

Table 15: LDF Core Indicator BD1: Additional employment floorspace by sector

Development Sector	2005/06		2006/07		2007/08		2008/09		2009/10	
	Area (ha.)	Floor-space (m ²)	Area (ha.)	Floor-space (m ²)	Area (ha.)	Floor-space (m ²)	Area (ha.)	Floor-space (m ²)	Area (ha.)	Floor-space (m ²)
B1 Office	6.27	59390	16.44	85600	9.51	66670	6.24	51475	3.40	29140
B1 Other	1.25	3660	0.47	1730			0.11	190		
B2 Industrial	3.60	18950	7.92	28820	1.78	6060	2.17	7550	1.91	8410
B8 Warehousing	6.74	15890	13.08	48095	2.13	5580	1.86	4200	1.34	4620
Total	17.87	97890	37.91	164245	13.42	78310	10.38	63415	6.65	42170

Note: Extensions not included; floorspace figures are gross internal area.

4.2.8 Again, this year we are able to report the amount of development completed in “within-curtilage” schemes. This term is used to describe extensions to existing premises, minor changes of use which result in additional employment space and new-build premises that are within the curtilages of existing buildings.

4.2.9 Within-curtilage development accounted for just over 35% of all new employment floorspace completed this year. With the contraction in the amount of new-build schemes, within-curtilage schemes are accounting for a higher proportion of all development – over a third as opposed to a quarter in 2008/09. Clearly, this is a substantial element, representing a measure of essential on-site adjustments of property to business needs

Table 16: LDF Core Indicator BD1 – Additional employment floorspace by sector & type			
Apr09-March 10	New & redeveloped sites	Within-curtilage developments	Total
Development Sector	Floorspace (m ²)	Floorspace (m ²)	Floorspace (m ²)
B1 Office	29140	2340	31480
B1 Other	0	30	30
B2 Industrial	8410	18300	26710
B8 Warehousing	4620	2865	7485
Total 2009/10	42170	23535	65705
Percentage 2009/10	64.2	35.8	100
<i>Total 2008/09</i>	<i>63415</i>	<i>22720</i>	<i>86135</i>
<i>Percentage 2008/09</i>	<i>73.62</i>	<i>26.38</i>	<i>100</i>

Regeneration Areas

4.2.10 New employment developments in the city's designated regeneration priority areas showed a slight drop in 2009/10. In total 7740 sqm on 2.0 ha. were completed during the year, compared with 10,940 sqm on 2.5 ha last year. Industrial schemes dominated this year, with just one office scheme, at Hunslet Wharf, moving to completion.

4.2.11 Table 12 below gives the position for the seven-year period 2003-2010. This reveals that just under 40% (38.5%) of the city's land take has been in designated Regeneration Areas, accounting for about a third (31.8%) of new floorspace in the city. Aire Valley's contribution continues to dominate, accounting for over 70% of both land take and floorspace added in Regeneration Areas over the past seven years.

4.2.12 Developments in Aire Valley (Table 17) have mainly been of industrial property – almost 80% of new floorspace has been in these sectors and this stands in marked contrast to the sectoral pattern in the rest of the city, where industrial development accounts for just over 41% of new floorspace completed.

Development Sector	Aire Valley Leeds				Leeds MD	
	Area (ha)	%MD	Sqm	%MD	Area (ha)	Sqm
B1 Office	11.89	16.9	31060	8.2	70.31	376755
B1 Other					5.05	15400
B2 Industrial	14.82	35.8	72370	43.7	41.45	165715
B8 Warehousing	15.83	43.3	47180	42.3	36.56	111505
Total 2003-10	42.54	27.7	150610	22.5	153.37	669375

Apr03 – Mar10						
Development Sector	Regeneration Areas				Leeds MD	
	In		Out		Total	Total
	ha. Developed	m ² complete	ha. Developed	m ² complete	ha. Developed	m ² complete
B1 Office	16.16	49740	54.16	327015	70.31	376755
B1 Other	1.37	4200	3.68	11200	5.05	15400
B2 Industrial	24.38	103100	17.06	62615	41.45	165715
B8 Warehousing	17.12	55760	19.44	55745	36.56	111505
Total	59.03	212800	94.34	456575	153.37	669375
% of MD Total	38.5	31.8	61.5	68.2	100	100

Regeneration Areas: as defined in Leeds UDP Review 2006 plus former EASEL & WLG AAP areas

Development on Previously Developed Land

4.2.13 Due in part to the low levels of development activity, the proportion of development on Previously Developed Land (PDL) in 2009/10 rose considerably from last year (92% vs 65%). This pattern is also evident in the proportion of floorspace completed on PDL, almost 97% this year.

4.2.14 Although there is no target for the proportion of employment schemes that should be on PDL, there is nevertheless a policy preference, re-iterated in Policy EC2.1(d) of PPS4 issued in Dec 2009, to prioritise previously developed land which is suitable for re-use. As recorded in Indicator BD2, almost two-thirds of employment development was on PDL and so the city's performance would appear to remain consistent with such a policy ambition.

Table 19: LDF Core Indicator BD2 – Land developed for employment by type Analysis by Previously Developed Land (PDL)								
Apr09 – Mar10								
	PDL		Not PDL		Total Land		Total Floorsp	
Development Sector	Area (ha)	Floorspace m ²	Area (ha)	Floorspace m ²	Area (ha)	% PDL	m ²	% PDL
B1 Office	2.89	27790	0.51	1350	3.40	85.0	29140	95.4
B1 Other	0	0	0	0	0		0	
B2 Industrial	1.91	8410	0	0	1.91	100.0	8410	100.0
B8 Warehousing	1.34	4620	0	0	1.34	100.0	4620	100.00
Total 2009/10	6.14	40820	0.51	1350	6.65	92.3	42170	96.8
<i>2008/09</i>	<i>6.75</i>	<i>52075</i>	<i>3.63</i>	<i>11340</i>	<i>10.38</i>	<i>65.02</i>	<i>63415</i>	<i>82.12</i>
<i>2007/08</i>	<i>9.29</i>	<i>63590</i>	<i>4.13</i>	<i>14720</i>	<i>13.42</i>	<i>69.19</i>	<i>78310</i>	<i>81.20</i>
<i>2006/07</i>	<i>22.33</i>	<i>102555</i>	<i>15.58</i>	<i>61690</i>	<i>37.91</i>	<i>58.9</i>	<i>164245</i>	<i>62.4</i>

4.2.15 Table20 below shows that for the years 2003-2010 the proportions of new employment development on PDL are 70% and 76% for land and floorspace, respectively.

**Table 20: LDF Core Indicator BD2 – Land developed for employment by sector 2003-2010
Analysis by Previously Developed Land (PDL)**

Apr03 – Mar10								
	PDL		Not PDL		Total Land		Total Floorsp	
Development Sector	Area (ha)	Floorspace m ²	Area (ha)	Floorspace m ²	Area (ha)	% PDL	m ²	% PDL
B1 Office	34.00	249325	36.31	127430	70.31	48.4	376755	66.2
B1 Other	4.58	13670	0.47	1730	5.05	90.7	15400	88.8
B2 Industrial	36.72	148485	4.73	17230	41.45	88.6	165715	89.6
B8 Warehousing	31.83	96355	4.73	15150	36.56	87.1	111505	86.4
Total 2003-10	107.12	507835	46.25	161540	153.37	69.8	669375	75.9

4.2.16 However, these figures mask the considerable differences between office developments and other types of employment scheme as shown in the extract below (Table 21). Industrial and warehousing developments have mainly been on PDL, at almost 90%. In contrast, until the last two years or so the office sector has favoured a far higher proportion of green field locations, resulting in less than half the land take being previously used.

4.2.17 As and when economic circumstances become more favourable, it will be of great interest to see whether the locational pattern of office development re-establishes itself. It is clear that the weight of policy at national and regional levels will discourage out-of-centre greenfield office schemes in the future.

Table 21: Development on PDL by sector – the emerging pattern		
2003-10	Land	Floorspace
Development Sector	% PDL	% PDL
B1 Office	48.4	66.2
B1 Other	90.7	88.8
B2 Industrial	88.6	89.6
B8 Warehousing	87.1	86.4
Total 2003-10	69.8	75.9

Employment Land Available by Type

4.2.18 Table 22 indicates that the allocated supply which still has potential for employment development amounts to about 612 ha. – effectively a position of no change since last year. This reflects the current economic conditions where very little employment development has been started.

4.2.19 Overall, the proportion of “brownfield “ land in the identified supply amounts to 60%, comprising almost 450 ha. Provision for the industrial sectors (B2 & B8) remains predominantly brownfield – over 70% of this provision is PDL.

4.2.20 In contrast, the land identified for office development comprises only 38% brownfield. While this reflects one of the objectives of the UDP in providing market opportunities for high quality peripheral office parks, this objective is now recognized as increasingly out-of-step with national planning guidance in which calls for office developments to be focused on town and city centres.

Table 22: LDF Core Indicator BD3 – Employment Land Supply by Development Sector						
31-Mar-09	Allocations		Windfalls		Total	
Sector	ha.	No. sites	ha.	No. sites	ha.	No. Sites
B1 Office	216.58	42	62.39	86	278.97	128
B1 Other	19.26	8	3.06	10	22.32	18
B2 & related	252.47	58	16.59	28	269.06	86
B8 & related	123.66	19	50.82	13	174.48	32
Total	611.97	127	132.87	137	744.83	264
<i>31-Mar-09</i>	<i>614.44</i>	<i>126</i>	<i>136.47</i>	<i>148</i>	<i>750.91</i>	<i>274</i>

Table 23: LDF Core Indicator BD3- Allocated & Windfall Employment Land by Sector and PDL

31 Mar 2010							
Sector	PDL		Not PDL		Total		
	ha.	No. sites	ha.	No. sites	ha.	% PDL	No. sites
B1 Office	107.09	102	171.89	26	278.97	38.4	128
B1 Other	14.99	14	7.33	4	22.32	67.2	18
B2 & Related	157.49	65	111.57	21	269.06	58.5	86
B8 & Related	167.59	27	6.89	5	174.48	96.1	32
Total	447.16	208	297.67	56	744.83	60.0	264

4.2.21 Work to review the employment land supply has been in progress since 2007 as part of the LDF Core Strategy process, including an assessment of the suitability of sites within the current employment land portfolio. This assessment followed the broad national guidance on Employment Land Reviews issued in 2004 and involved a broad assessment of the suitability, availability and viability of existing sites. Interim results from this work indicate that about 365 ha are suitable for industrial and warehousing purposes and should be carried forward into the emerging employment land portfolio. Currently, 465 ha of the identified supply in Table 22 are allocated or have a planning consent for industry or warehousing.

The Re-use of Employment Land

4.2.22 Like last year, Table 24 below shows that the take up of employment land for other uses is much reduced compared with the middle years of the decade. The re-use of employment land for the current year is significantly reduced from 2008/09 – down from 14.3 ha to 9.17 ha. Housing still represents the largest single sector of re-use, but this too has seen activity much reduced. This source of housing land has contributed just over 100 units this AMR period, compared with 1100 in 2007/08 and over 1800 in 2006/07.

4.2.23 Gains of employment land have also decreased and have been entirely due to brownfield developments; in contrast, there have been no starts at all on greenfield sites during 2009/10. In past years, greenfield developments have been associated mainly with speculative office schemes, the flow of which has slowed to a trickle. The overall position for 2009/10 shows a net change of employment land of just over 7.0 ha.

Table 24: Leeds LDF Indicator- Net Change of Employment Land in Leeds MD and Regeneration Areas (1) 2009/10				
Apr09-Mar10				
	Leeds MD		Of which: Regen Areas	
Loss to/ Re-use for	ha	No. sites	ha	No. sites
Housing	7.87	13	6.01	4
Retail/other commercial	0.70	4	0.03	1
Other	0.60	11	0.16	3
Total Re-use 2009/10	9.17	28	6.20	8
<i>2008/09</i>	<i>14.3</i>	<i>38</i>	<i>0.16</i>	<i>1</i>
Gain from	ha	No. sites	ha	No. sites
Greenfield Sites	0	0	0	0
PDL not in empt use (2)	2.13	7	0.71	2
Total Gain 2009/10	2.13	7	0.71	2
<i>2008/09</i>	<i>8.97</i>	<i>18</i>	<i>1.85</i>	<i>2</i>
Net Loss (Gain) 2009/10	7.04	21	5.49	6
<i>Net Loss (Gain) 2008/09</i>	<i>5.33</i>		<i>(1.69)</i>	
<i>Net Loss (Gain) 2007/08</i>	<i>8.3</i>		<i>(1.7)</i>	

Note: Losses/Gains are based on the start of development

- (1) *Regeneration Areas: as defined in Leeds UDP Review 2006 plus EASEL & WLG former AAPs*
- (2) *Empt Land re-used for empt purposes: 1.23 ha on 6 sites of which 0 ha in Regen Areas*

Some key features of the 2009/10 outturn are

- The largest site where work started this year was at the former British Waterways depot at Yarn Street Hunslet, where the first phase on the 4.7 ha site got under way in November 2009.
- Elsewhere, smaller residential schemes started at Kimberley Road Harehills and at Chartists Way Morley.

4.2.24 Table 25 below shows the cumulative values for this indicator for the past six years.

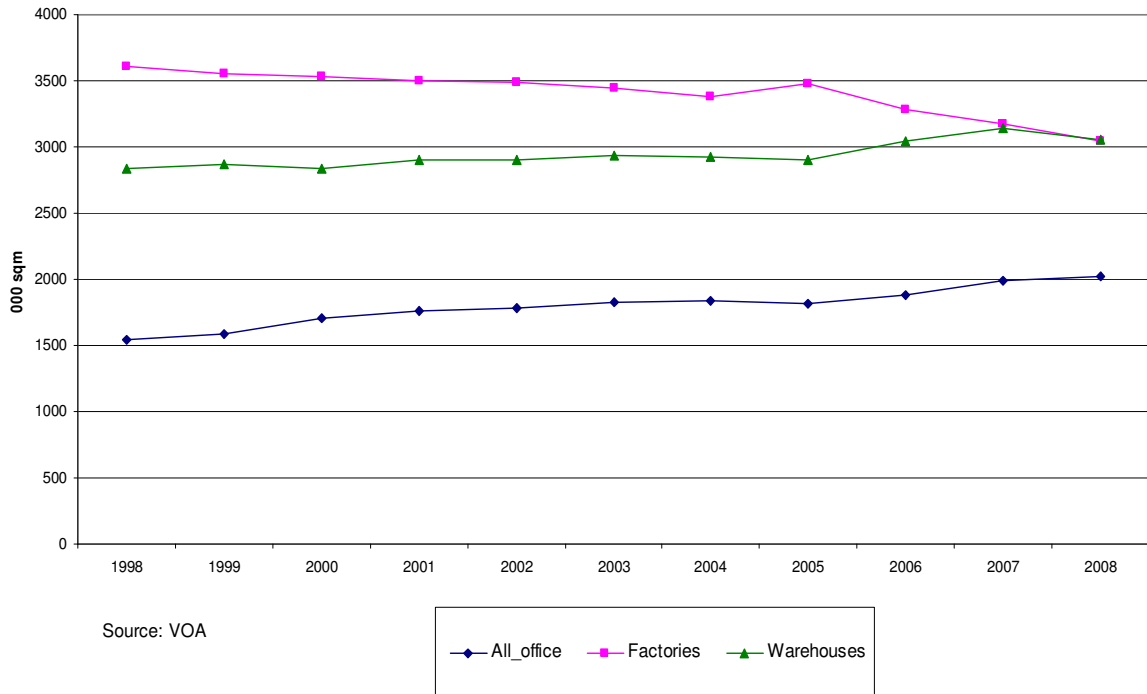
Table 25: Leeds LDF Indicator - Loss of Employment Land to non-employment uses in Leeds MD and Regeneration Areas (1) 2004-10				
Consolidated data				
	Leeds MD		Of which: Regen Areas	
Losses to	ha	No. sites	ha	No. sites
Housing	76.87	193	14.42	23
Retail/other commercial	7.48	27	0.46	5
Other	8.19	43	9.16	12
Total Loss 2004-10	92.54	263	24.04	40
Gains from	ha	No. sites	ha	No. sites
Greenfield sites	29.64	33	4.51	2
Brownfield sites not in empty use	28.37	68	9.21	13
Total Gain 2004-10	58.01	101	13.72	15
Net Loss (Gain) 2004-10	34.53		10.32	
Note: Losses/Gains based on start of development				

1 Regeneration Areas: as defined in Leeds UDP Review 2006 plus EASEL & WLG former AAPs

4.2.25 Over the period since 2004, when AMRs were introduced, almost 100 ha. of employment land have been re-used for alternative purposes, the most significant of which has been housing at almost 77 ha. When set against the gains of employment land from other uses or from greenfield sites, the overall result has been a net loss of employment land of almost 35 ha. over the six years.

4.2.26 Direct recording of net floorspace change requested in Core Indicator BD1 has not been feasible to date, owing mainly to the technical challenges involved. However, it is possible to make use of the Valuation Office Agency's (VOA) data sets to give broad insights into the trends in floorspace change in the city.

Figure 4 : Leeds MD: Floorspace Change 1998-2008



4.2.27 Floorspace statistics have been published annually from 1998 to 2008, derived from records held by the VOA used in assessing rateable values for commercial properties. These have provided a valuable indicator of the overall trends against which the AMR figures can be compared. But, owing to necessary economies in the provision of national data sets no figures have been published for 2009 and consequently, the latest available figures are still for April 2008. For this reason, therefore, Figure 4 is included again this year showing the trends in floorspace as captured by VOA.

4.2.28 As noted in last year's AMR, the consistent long-run upward trend in office floorspace is evident, as is the long-term drift downwards of factory space. Warehousing shows a gentle drift upwards. The apparent acceleration in the loss of factory space since 2005 is also visible in the graph, a feature that is broadly consistent with AMR records on the re-use of employment land shown above.

Employment Development and the Emerging Settlement Hierarchy

4.2.29 The emerging settlement hierarchy (see Figure Three) is being established in the Core Strategy, with the aim of guiding the overall pattern of development across the District for the period up to 2026. While initial concern is with the location of housing development, the hierarchy is also intended to guide the pattern of complementary activities such as employment.

4.2.30 Table 26 below shows in detail the locational pattern of employment development in the hierarchy for the current year.

Table 26: Employment Development within the Emerging Core Strategy Settlement Hierarchy, 2009-2010

Sector	Indicator	B1 Office	B2&B8 Industrial	Total
Main Urban Area	Area (ha)	2.70	2.29	4.99
	Sqm	27530	9670	37200
Major Settlements	Area (ha)	0.21	0.45	0.66
	Sqm	400	1980	2380
Smaller Settlements	Area (ha)		0.51	0.51
	Sqm		1380	1380
Other	Area (ha)	0.50		0.50
	Sqm	1210		1210
Total – Leeds District	Area (ha)	3.40	3.25	6.65
	Sqm	29140	13030	42170

4.2.31 Despite low levels of activity this year, a high percentage of employment development has been located within the Main Urban Area – 88% of floorspace completed and 75% of land taken up. Table 27 summarizes the position for all employment sectors.

Table 27. Employment Development in the Emerging Settlement Hierarchy 2009/10: summary				
	Area (ha)	Ha %	Sqm	Sqm %
Main Urban Area	4.991	75.1	37200	88.2
Major Settlements	0.657	9.9	2380	5.6
Smaller Settlements	0.506	7.6	1380	3.3
Other	0.495	7.4	1210	2.9
Total – Leeds District	6.649	100.0	42170	100.0

4.3 Retail, Office & Leisure Developments(2009/10)

4.3.1 AMR Indicator BD4 tracks the amount of retail, office and leisure floorspace completed in the year and asks for details of the percentage of this development located in and out of town centres. Information on completed retail and leisure floorspace has been collated from planning application and Building Control records, supplemented by information from VOA and the Council's own record of new and extended properties added to the Non-Domestic Rating list.

Table 28 below presents Indicator BD4 for the city as a whole.

Table 28: LDF Core Indicator BD4 – development completed in retail, office and leisure schemes				
Town Centre Uses	2009/10	2008/09	2007/08	2006/07
Use Class	Sqm gross	Sqm gross	Sqm gross	Sqm gross
A1 Retail	7050	37968	7210	13600
A2 Office	1590	110	1010	n.a.
B1a Office	31480	53635	71360	85600
D2 Leisure	5240	11327	11750	4520
Total Completed Floorspace	45360	103040	91330	103720

- 4.3.2 As with other sectors noted elsewhere in the AMR, the scale of retail and commercial leisure completions is much reduced from preceding years.
- 4.3.3 Within the city centre the most notable retail scheme to reach completion was the refurbishment and remodelling of the former Headrow Shopping Centre, now known as the “The Core”. This involved the reconfiguration of units within the centre and although the net increase in floorspace is modest (520 sqm) the provision of new, reconfigured units amounts to approximately 3700 sqm.
- 4.3.4 Across the retailing sector most developments in 2009/10 comprised small extensions to existing units or new units within existing centres, such as Northside Retail Park in Meanwood. At Otley, Netto relocated from the immediate town centre to the site of a former car dealership. Elsewhere the trend continued to extend, upgrade or replace shop units at petrol filling stations – three this year included Guiseley, East Ardsley and Moortown.
- 4.3.5 Towards the close of the AMR year, work began to build new foodstores in Harehills, for Netto and Morrisons and at Meanwood for Waitrose. Apart from the new Netto store, the other two stores are replacements for existing units: Waitrose replaces a Co-op, while Morrisons replaces Tradex.

4.3.6 Indicator BD4 also seeks to monitor the extent to which new retail, office and leisure development – the main town centre commercial uses – are located within identified town centres. The outcome is shown in Tables 29 and 30 below. The term “Centres” refers to any of the retail centres shown on the UDP Proposals Map.

Table 29: A1 Retail Floorspace Completed in Leeds Centres 2009/10			
Locations	Floorspace completed A1 (m² gross)		
	sites less than 2500m²	sites 2500m² or more	All sites
Leeds City Centre (Prime Shopping Qtr)	0	3700	3700
Town & District Centres	1477	0	1477
Out-of-centre	5570	0	5570
Total	7047	3700	10747
% in centres 2009/10	21.0	100	48.2
% in centres 2008/09	77.7	89.7	86.5
% in centres 2007/08	80.6	..	80.6

Table 30: Office & Leisure Floorspace Completed in Leeds Centres 2009/10			
Locations	Floorspace completed (m2 gross)		
	A2	B1a	D2
Leeds City Centre	712	1810	0
Town & District Centres	340	50	0
Out-of-centre	540	480	5240
Total	1592	2340	5240
% in centres 2009/10	66.0	81.6	0.0
% in centres 2008/09	100.0	65.6	50.9
% in centres 2007/08	74.3	61.5	5.1

4.3.7 Year to year fluctuations in these indicators tend to be large, which makes it difficult to assess their contribution to monitoring policies so far. This feature is particularly noticeable this year, when development activity has been low: less than half of new development has been in centres, compared with over 80% in the previous two years.

4.3.8 As noted last year, further analysis will not be meaningful until we have at least five years of data.

Accessibility

4.4 Transport/Accessibility

- 4.4.1 Revisions to the Core Output Indicators issued in July 2008 resulted in the removal of two indicators relating to transport issues, the accessibility of new homes to various facilities and the level of compliance with non-residential car parking standards. Nevertheless, the Council is encouraged to continue monitoring these indicators where they are relevant to the implementation of spatial strategy. As accessibility is a key element of the sustainability assessment of new development, monitoring will continue.
- 4.4.2 The accessibility indicator involves calculating the percentage of new residential development within a range of times by scheduled **public** transport services from a GP, hospital, primary and secondary school, employment and a major health centre.
- 4.4.3 Values for the indicators we have measured this year are set out below. The tables give the numbers of new dwellings completed in the year that are located within 15, 30, 45 or 60 minutes of a service or community facility. Where available the comparable indicator for last year is given.
- 4.4.4 The number of residential units completed in 2009/10 were 2661 (this is the gross figure and includes gross conversion units) compared to 4029 for 2008/09, a reduction of 1368. This has had an impact on accessibility to facilities located less than 15 minutes by public transport in comparison to 2008/09.
- 4.4.5 The results for 2009/10 show that new dwellings completed have a higher accessibility profile for travel between 30-60 minutes than for those completed in 2008/09. Using the benchmark formerly used by CLG (30 minutes), we can see that cumulative percentage figures are higher for accessibility to GP Surgeries, Primary Schools and High Schools.

Table 31 Accessibility of New Dwellings to Hospitals 2009 – 2010

Criterion	2009/10		2008/09	
	No. Units	%	No. Units	%
Not accessible	128	4.81	449	11.14
<=60 mins	2533	95.19	3580	88.86
<=45 mins	2417	90.83	3500	86.87
<=30 mins	1825	68.58	3281	81.43
<=15 mins	1178	44.27	1972	48.95
Total Units	2661	100.00	4029	100.00

Table 32 Accessibility of New Dwellings to GP Surgeries 2009 – 2010

Criterion	2009/10		2008/09	
	No. Units	%	No. Units	%
Not accessible	126	4.74	428	10.62
<=60 mins	2535	95.26	3601	89.38
<=45 mins	2535	95.26	3601	89.38
<=30 mins	2535	95.26	3600	89.35
<=15 mins	2496	93.80	3589	89.08
Total Units	2661	100.00	4029	100.00

Table 33 Accessibility of New Dwellings to Primary Schools 2009 – 2010

Criterion	2009/10		2008/09	
	No. Units	%	No. Units	%
Not accessible	126	4.74	427	10.60
<=60 mins	2535	95.26	3602	89.40
<=45 mins	2535	95.26	3602	89.40
<=30 mins	2535	95.26	3602	89.40
<=15 mins	2535	95.19	3596	89.25
Total Units	2661	100.00	4029	100.00

Table 34 Accessibility of New Dwellings to High Schools 2009 – 2010

Criterion	2009/10		2008/09	
	No. Units	%	No. Units	%
Not accessible	127	4.77	448	11.12
<=60 mins	2534	95.23	3581	88.88
<=45 mins	2534	95.23	3580	88.86
<=30 mins	2527	94.96	3576	88.76
<=15 mins	1351	50.77	2465	61.18
Total Units	2661	100.00	4029	100.00

Table 35 Accessibility of New Dwellings to Tertiary Education 2009 – 2010

Criterion	2009/10		2008/09	
	No. Units	%	No. Units	%
Not accessible	128	4.81	452	11.22
<=60 mins	2533	95.19	3577	88.78
<=45 mins	2415	90.76	3460	85.88
<=30 mins	1906	71.63	3004	74.56
<=15 mins	1404	52.76	2123	52.69
Total Units	2661	100.00	4029	100.00

Table 36 Accessibility of New Dwellings to New Employment 2009 – 2010

Criterion	2009/10		2008/09	
	No. Units	%	No. Units	%
Not accessible	127	4.77	n/a	n/a
<=60 mins	2534	95.23	n/a	n/a
<=45 mins	2533	95.19	n/a	n/a
<=30 mins	2475	93.01	n/a	n/a
<=15 mins	1603	60.24	n/a	n/a
Total Units	2661	100.00	n/a	n/a

4.4.6 Previous Annual Monitoring Reports have examined the accessibility work undertaken by the West Yorkshire Local Transport Plan (LTP), which uses the Department for Transport (DfT) core accessibility indicators. However their methodology differs from that used within the Council, and therefore work was not undertaken this year to compare the figures to the differing methodology.

4.4.7 As LDF policies are developed different local accessibility standards will be considered more appropriate to support local aspirations such as those contained in the Vision for Leeds. Accessibility to a range of facilities is one of the objectives in the Sustainability Appraisal framework against which every LDF policy option is assessed.

Environmental Issues

4.5 Environmental Issues

Minerals

4.5.1 Indicator M1 relates to the amount of land won aggregates produced in the city. There are currently 8 producers capable of producing crushed rock, although not all have produced aggregates in the past year. There is only one sand and gravel extraction site within Leeds. Due to reasons of commercial confidentiality we are not able to report the sand and gravel figures although it would be expected to have decreased in the past year due to the economic downturn. The figures presented are for the calendar year.

Table 37: M1 Land won aggregate production 2007-10 (tonnes)

	Sand & Gravel	Crushed rock	Total
2007-08	140,000	759000	899000
2008-09	Not Available for publication	531,000	531,000 +
2009-10	Not Available for publication	325,000	325,000 +

4.5.2 Indicator M2 covers the production of secondary and recycled aggregates. No secondary aggregates were produced in Leeds. There is still no process for obtaining accurate production figures.

Waste Management

4.5.3 Indicator W1 seeks information about new waste management facilities. Nine new facility have become operational or have increased capacity in 2009-10.

Table 38: Core Indicator W1 – New Waste Management Facilities

Reference	Location	Capacity (tonnes p.a.)	Type
08/04281/FU	Knotford Nook	1,000	Composting
08/05071/FU	St Bernards Mill, Gildersome	75,000	General waste
09/05441/FU	LSS Skip Hire, Cross Green	(additional handling space)	Waste Transfer
09/02284/FU	Kepec Works	300	Metallic waste processing
09/02317/FU	Crompton Road, Burmantofts	5,000	Non-ferrous recycling
09/04981/FU	South Leeds Industrial Estate	5,000	Medial waste
09/00341/FU	Treefiled Industrial Estate, Gildersome	5,000	WEEE Recycling
08/04662/FU	Cross Green Depot	30,000	Inert waste storage
09/00341/FU	Gelder Road, Beeston	200,000	WEEE Recycling

4.5.4 Turning to **municipal waste**, the Integrated Waste Strategy for Leeds was adopted in October 2006. It covers the period from 2005 to 2035. The strategy outlines the context for and principles of the Council's strategic vision for waste management over the next 30 years and informs the action plan that accompanies it. The action plan which is updated each year is based around 9 key themes which cover the following issues: Education & Awareness, Waste Prevention, Market Development & Procurement, Recycling & Composting, Medium & Long Term Recovery, Enforcement, Limiting Landfill, Planning and Commercial & Industrial Waste.

4.5.5 Key principles of the strategy are sustainability, partnership and being realistic and responsive. The key themes in the action plan will take these principles and policies forward to ensure that the City Council delivers sustainable waste management.

4.5.6 The key waste strategy targets set by Leeds are:

- Reduce the annual growth in waste per household to 0.5% by 2010 and to eliminate growth per household by 2020
- Achieve a combined recycling and composting rate of greater than 50% of household waste by 2020
- Recover value from 90% of all household waste by 2020.

4.5.7 Tables 39 and 40 below show amounts and percentages of **household waste** arising for 2009/10 compared with recent years. Overall waste arisings continue to decrease. Moreover, management methods of recycling and composting are increasing their share of total management. This is also encouraging as it means less waste is being diverted to landfill.

4.5.8 The Landfill Allowance Trading Scheme (LATS) and a wide range of Council led waste prevention initiatives have brought about a decrease in the amount of waste being landfilled. Recycled tonnages continue to grow due to the implementation of kerbside garden waste collections and increased participation in kerbside recycling.

Table 39: Core Indicator W2 – Municipal Waste Arising (tonnes)

Management Type	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10
Green (Compost)	12914	14046	15820	19960	31584	36092
Other Composted	3686	9772	9021	8061	8690	8732
<i>Other Recycling</i>	52417	50850	54541	58987	57469	50843
<i>Reuse</i>	3013	2687	2322	2148	1385	1281
Total (Compost/Recycle Reuse)	72030	77355	78704	89156	99128	96949
Inert Waste Including landfill	17365	20378	20161	18172	17304	19526
Incinerated	100	87	1795	1160	183	1895
Landfilled	284933	268293	266550	247399	228497	213421
Total (all)	374429	366112	367210	355886	345113	331791

Table 40: Core Indicator W2 – Municipal Waste Arising (percentage %)

Management Type	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10
Green (Compost)	3%	4%	4%	6%	9%	11%
Other Composted	1%	3%	2%	2%	3%	3%
<i>Other Recycling</i>	14%	14%	14%	17%	17%	15%
<i>Reuse</i>	1%	1%	1%	1%	0%	0%
Total (Compost/Recycle Reuse)	19%	21%	21%	25%	29%	29%
Inert Waste Including landfill	5%	6%	5%	5%	5%	6%
Incinerated	0%	0%	0%	0%	0%	0%
Landfilled	76%	73%	73%	70%	66%	64%
Total (all)	100%	100%	100%	100%	100%	100%

Flooding / Water Quality

4.5.9 Indicator E1 records the number of planning permissions granted contrary to the advice of the Environment Agency (EA) that approval would have adverse consequences for flood risk or water quality.

Table 41: Core Indicator E1 – No. of planning permissions granted contrary to Environment Agency advice

Year	Flood risk	Water quality	Total
2007/08	1	0	1
2008/09	0	1	1
2009/10	1	1	2

4.5.10 This information is derived from the EA's own list of planning applications to which it had objected in 2009-10. For the period 1 April 2009 to 31 March 2010, the EA initially objected to 2 applications on the grounds of water quality and 28 initial objections on the grounds of flood risk. Of these cases, three applications are still pending a decision. These applications will be reviewed for the next AMR.

- 4.5.11 The one application approved in light of an EA objection regarding flooding was for the erection of a single storey retail unit (10/00687). The EA's objection was not raised as an issue during the previous application (when the Environment Agency raised no objections) and it was not considered that there had been any material change in circumstances to alter this in respect of flood risk. It should be noted that as part of the previous application Drainage and Flooding Appraisals were submitted in support of the application.
- 4.5.12 The application approved against EA advice regarding water quality was the retention of 1 detached training/welfare building for seasonal agricultural workers and 1 detached borehole shed to farm (09/04902). The objection was raised as the development involved the use of non-mains foul drainage system but no assessment of risks to the pollution of groundwater had been provided. As the building already connects into the foul drainage system that has been approved, the objection was not considered to be justified and the Agency is due to revise its position.
- 4.5.13 AMR 2009 reported that one application was still pending a decision from 2007/08. This application has subsequently been withdrawn. Of the four applications that were pending a decision for the 2008/09 time period, these applications are still pending a decision. Given that three applications from the 2009/10 year are still pending the total number of applications pending at time of publication was seven. The status of these applications will be reviewed and updated for AMR 2011.

Biodiversity

- 4.5.14 Indicator E2 relates to information about losses or gains to areas of biodiversity importance, which are considered to be: Sites of Special Scientific Interest, Ramsar Sites, Special Areas for Conservation (SACs), Special Protection Areas (SPAs), National Nature Reserves, Local Nature Reserves, Sites of Ecological and Geological Importance, Leeds Nature Areas and other sites of significant nature value. During the past year there were no net changes to areas of biodiversity importance.
- 4.5.15 In terms of improved local biodiversity, the proportion of local sites where positive conservation has been or is being implemented (as measured through National Indicator 197), 48% of sites are in positive conservation management. This figure is based upon the number of SEGI (Sites of Ecological or Geological Importance) and RIGS (Regionally Important Geological Sites) within the council area where positive conservation management can be evidenced

Core Indicator E3: Renewable Energy Generation

4.5.16 CLG Core Indicator E3 covers data on renewable energy capacity installed by type, such as bio fuels, onshore wind, water, solar energy and geothermal energy. The Council's monitoring systems for this topic are still evolving, but it is possible to show some basic data under E3 this year.

4.5.17 The context for monitoring renewable energy generation capacity in Leeds is provided by the Yorkshire & Humber Plan (RSS) in policy ENV5. This policy sets out Regional and Sub-regional targets for capacity in 2010 and 2021. These are complemented by indicative local targets for LDF authorities. These are summarised in the following table.

Table 42: Targets for Installed, Grid-connected Renewable Energy Capacity (MW)

Area	2010	2021
Regional: Yorkshire & the Humber	708 MW	1862 MW
Sub-region: West Yorkshire	88 MW	295 MW
Local: Leeds	11MW	75 MW

4.5.18 There were no permitted installed or completed installed developments which provided renewable energy generation during the monitoring year, but there was an increase at 2 existing sites, Skelton Grange and Morley Greaseworks. Installed grid-connected capacity in Leeds currently stands at 11.37 MW comprising the following sites, all of which are landfill gas installations (see table on following page).

Table 43: Total Installed Grid-connected Renewable Energy Capacity (MW) in Leeds, March 2010

Location	Type of Installation	MW generated
Skelton Grange	Landfill Gas	5.00
Peckfield Quarry	Landfill Gas	3.09
Howden Clough	Landfill Gas	1.82
Gamblethorpe Landfill	Landfill Gas	1.00
Morley Greaseworks	Landfill Gas	0.46
Total Grid Connected		11.37

4.5.19 Alongside already installed Renewable Energy sites, there are a number of consented but not yet installed sites with Renewable energy capacity⁷.

Table 44: Consented but not yet constructed installed Grid-connected Renewable Energy Capacity (MW) in Leeds (at July 2010)

Location	Capacity (MW)	Potential installation date?
Peckfield Landfill	1.00	February 2011
Gamblethorpe Landfill	2.00	Additional 2 generators no longer required due to reduced landfill gas rates
Knostrop Wind Turbine	2.50	Early 2012
Gasification Power Plant (Cross Green Heat & Power Ltd)	2.60	February 2011
Total consented Installed Capacity	8.1	

⁷ Hook Moor wind Farm is a potentially consented installed Grid-connected Renewable Energy Capacity site in Leeds, currently at a Planning Appeal. Its capacity is between 10-15MW and the appeal decision is due to be issued on or before 26/11/10.

5. Statement of Community Involvement

5.1 The Statement of Community Involvement Adoption

5.1.1 The Statement of Community Involvement was formally adopted on 27 February 2007. While the Statement of Community Involvement did not set out a monitoring framework, Section 3 of the SCI identifies that monitoring will be included within the AMR. PPS12 (Para 3.13) states that the SCI will only be revised if significant changes occur in the types of groups with which the authority wishes to engage with, or if different consultation techniques are to be employed.

5.2. The Statement of Community Involvement in the Consultation Process

5.2.1 Between 1 April 2009 and 31 March 2010 both the Core Strategy 'Preferred Approach' and the Natural Resources and Waste DPD were subject to public consultation.

5.2.2 The Core Strategy has been subject to a number of consultation processes. In September 2009, Development Plan Panel received a report concerning the Leeds LDF Core Strategy 'Preferred Approach', as a basis for a period of informed public consultation (26th October – 7th December 2009). In support of this a wide range of consultation activity took place. This included: notification and displaying of consultation materials ('Preferred Approach' Main document, summary document, map book, response form/questionnaire) - to Parish councils, relevant groups and statutory bodies. Meetings, discussion groups, workshops, 'drop-in' sessions, member briefings and public exhibitions were organised alongside utilizing the internet social networking site – Facebook.

5.2.3 An initial report of consultation was reported to members of the Development Plan Panel in February 2010, which was subsequently followed by the detailed analysis of consultation responses to Panel in May and June 2010.

5.2.4 Following the conclusions of this phase of consultation, work is continuing to consolidate and complete a series of evidence based studies (see paras 3.1.2.9 – 3.1.2.11), with a view to preparing a publication document for consultation, prior to formal submission and examination.

5.2.5 The Natural Resources and Waste DPD has been subject to a number of consultation processes. Early consultation with key stakeholders was undertaken in November 2007 which fed into the 'Issues and Alternative Options Report' approved for consultation in December 2007. Public and stakeholder consultation was undertaken in the summer of 2008, with the notice for consult issued on 6th May 2008, and the follow up to the consultation completed on the 20th June 2008, with further public and stakeholder consultations held on the Policy Position document (18th January – 1st March 2010).

5.2.6 During the 'Policy Position' consultation a variety of methods was used to engage with the public and stakeholders. Responses were received through email and postal completed Response forms, as well as from

notes, comments and informal conversations recorded during Supermarket Exhibitions, Stakeholder workshops and drop in sessions. A number of targeted consultations with hard to reach groups were also held. A members report of consultation was subsequently reported to the Development Plan Panel in May 2010.

- 5.2.7 Following consideration at Development Plan Panel (October) and Executive Board (November) and within the context of public consultation responses, work has continued to prepare a Publication document for further consultation in late 2010.

6. Progress Since the Last AMR

- 6.1.1 Since the inception of Annual Monitoring Reports in 2003/04, the Council has sought to extend its monitoring capability, focussing mainly on the Core Indicators. The process has been an evolutionary one, adapting existing systems and sources to meet the needs of the AMR and the growing requirements of the Regional Planning Body.
- 6.1.2 The abolition of the Regional Planning Body in July 2010 has meant that a large number of indicators that were previously reported on in the Regional AMR are no longer required. However there are some indicators which the Council has felt important to continue to report. These are noted throughout this Annual Monitoring Report and include information on housing type and location, employment location and accessibility.
- 6.1.2 Some Core Indicators remain a challenge to monitor. This is either due to a need to change processes when granting applications or needing to capture information (such as demolitions or conversions from) that has not been captured in the past. Work is ongoing on to improve these areas but limited resources and other pressing priorities often divert improvement schedules.
- 6.1.3 Monitoring of employment, retail and leisure developments relies heavily on bringing together information from several streams. These include planning applications and building control records, data from the Non-Domestic Rates register and the Valuation Office Agency (VOA) and local intelligence gathered from newspaper and other press sources. The reconciliation of these data streams to provide coherent monitoring information is a significant task. Progress has been made to improve the robustness of our procedures in this area, but the main building blocks still require case-by-case investigation and the next challenge is to establish methods for automating this process.
- 6.1.4 The quality and timeliness of information from building control inspections has become increasingly patchy. In view of this, greater reliance is now placed on site visits by the Council's Business Rating Inspectors and any subsequent revisions made to the Valuation List by VOA. Currently, this provides information of sufficient quality to complete the AMR returns. The extent of reliance on this source poses a risk to our monitoring capability if site inspections by rating inspectors are reduced in number, coverage or frequency.
- 6.1.5 Full completion of Core Indicator BD1 to include estimates of net change in floorspace requires further procedures to be established. The principal challenge is to identify the amount of employment floorspace lost during an AMR period in a consistent and robust way. The main reliable source for this is the floorspace database held by the VOA and the next phase of work will involve a pilot to investigate the cost-effectiveness of using this source.
- 6.1.6 In order to move towards a fuller completion of BD1 we have used VOA's summary floorspace statistics up to and including April 2008 to give an indication of the overall trends in employment space. These provide a broad context for the detailed monitoring indicators generated from the

Council's own records. At present the frequency of publication and the depth of coverage provided by these statistics is under review as part of national cost-saving initiatives. No figures were published for April 2009, but it is hoped that data will be made available for April 2010.

- 6.1.7 Work is being undertaken across several Council services to better capture Renewable Energy installations and sustainable construction. Over the past year there has been considerable effort and resource put into this project and it has considerably aided the development of this Annual Monitoring Report. In time, it is hoped that this information can be initially captured at the application stage, and then followed up through monitoring and GIS analysis.
- 6.1.8 Issues relating to the spatial organisation of evidence are being addressed as part of the work being done to establish a corporate Land & Property Gazetteer. This is designed to hold records of every address and land parcel in Leeds and their map locations. Eventually the Gazetteer will be used as a common source of reference for all address and location based City Council records. Great improvements in Gazetteer data quality have been made and this work continues.
- 6.1.9 Since the last AMR, upgrades to the Gazetteer have enabled land-use information to be attached directly to property records, allowing more focussed LDF-relevant queries. Across the council, complete matches to CTAX and ALMO records had already been achieved and over the last year complete matches to NDR, Register of Electors and Refuse were achieved. Work is still continuing to further integrate these systems and put in place effective routines to maintain these matches. The Gazetteer will form the basis of the 2011 Census and work will continue over the next AMR period to ensure that the best possible residential coverage is achieved to provide the most accurate statistics.
- 6.1.10 The ongoing improvements to the AMR are clearly identified in the LLPG's progress reports. Over the past year the team achieved a 99.96% level of Primary Classifications for records held within the gazetteer. The team also increased their rating from Bronze to Silver on the Improvement Schedule. This places the team at Gold in five out of the six categories on the schedule, meaning that they are very close to being ranked Gold overall. It is anticipated that the team will reach Gold level on the Improvement Schedule by March 2011.
- 6.1.11 The improvements to the LLPG will help to provide a more consistent flow of information on the completion of new properties. The LLPG also provides opportunities to analyse and present information on new housing and commercial development at a variety of scales e.g. AAP and other special policy areas such as town centres and regeneration areas (as demonstrated in this AMR by analysing completions by settlement).
- 6.1.12 The LLPG team is always looking to improve both it's internal processes as well as it's links with other services. Over the next AMR period the team will be considering a number of solutions including scanning Street Naming and Numbering (SNN) applications to provide a document management

solution to the existing filing system and using the IDOX SNN module to automate more of the current process. This will help to join up SNN applications to development monitoring processes as well as improve the manner in which data is stored in the LLPG. The team will also continue to work closely with the Police and Fire Services to integrate their gazetteers with the NLPG.

7 Summary

- 7.1.1 The current recession has dramatically changed the pace and direction of development in Leeds. The restrictions on lending have meant that there has been a substantial drop in the number of planning applications and development starts.
- 7.1.2 Housing delivery in Leeds has seen a substantial decrease in completions. In the 2008/09 monitoring year, 3828 net units were built. This has followed by the lowest level of completions (2238 net) since 2004, (the beginning of the LDF Development Plan System). The lingering effects of the recession are still prevalent, as starts remain extremely low. The low level of starts inevitably means that completions during the current monitoring year will also be low. It is anticipated that completions during the 2010/11 monitoring year will be lower than in 2009/10.
- 7.1.3 Low levels of completions are a concern given that the Regional Spatial Strategy remains part of the development plan. It is not the role of this document to discuss the Council's position on the Regional Spatial Strategy's housing requirement. As the Council progresses its own assessment of housing need is formulated via the LDF process, housing delivery policy will need to reflect the updated information.
- 7.1.4 In the wake of the deep economic recession affecting the national economy, the downward trend of completions in employment floorspace has continued again this year, registering the lowest level of space completed (42170 sqm) and the lowest land-take (6.65 ha) since AMR reporting began in 2003.
- 7.1.5 Industrial & warehousing completions have moved slightly against this trend, with this year's outturn showing almost an 11% increase over 2008/09. As a result, industrial schemes show a rise in their share of completed floorspace – up to 30% from 18% last year. In contrast, office completions have fallen away to just over 29,000 sqm in the year. Three-quarters of this space is accounted for by 4 city-centre schemes, the most prominent of which is the completed extension and refurbishment of the former Alders store on The Headrow, which was completed in April 2009.
- 7.1.6 From this year's results, it would appear that the employment sectors have yet to reach the bottom of the development cycle.
- 7.1.7 In the retailing sector most developments in 2009/10 comprised small extensions to existing units or new units within existing centres, while elsewhere the trend continued to extend, upgrade or replace shop units at petrol filling stations.
- 7.1.8 Towards the close of the AMR year, however, development work began on several new foodstores. These mainly replace and upgrade existing units but indicate that development activity may be returning through this sector.
- 7.1.9 Overall waste arisings continue to decrease. Moreover, management methods of recycling and composting are increasing their share of total

management. This is also encouraging as it means less waste is being diverted to landfill.

7.1.10 Monitoring of renewable energy installations has improved across Council departments over the past year. Further work is being carried out to enable capturing of this information at the planning application stage.

7.1.11 As was anticipated in last year's AMR, the effects of the recession has impacted development levels in 2009/10. Whilst at the time of publication of this AMR, the recession is over, development levels are still suppressed. This will result in low development figures being reported in AMR 2011.

7.1.12 It is also anticipated that progress on the Core Strategy will be a key component of the upcoming Annual Monitoring Reports. As the Core Strategy progresses towards adoption, the implementation and monitoring of its policies will be a key challenge.

Appendix 1 – DCLG Core Output Indicators

Business Development and Town Centres

BD1: Total Amount Additional Employment Floorspace - by type, Apr09 to Mar10		
Development Type	Gross (m²)	Net (m²)
B1a Office	31480	Not available
B1 b&c Other	30	Not available
B2 Industrial	26710	Not available
B8 Warehousing	7485	Not available
Total	65705	Not available

BD2: Total Amount Additional Employment Floorspace on Previously Developed Land (PDL) - by type, 2009/10		
Development Type	Gross (m²)	% PDL
B1a Office	30130	95.7
B1 b&c Other	30	100.0
B2 Industrial	26710	100.0
B8 Warehousing	7485	100.0
Total	64355	97.9

BD3: Employment land available by type, March 2010			
Sector	Allocations ha.	Windfalls ha.	Total ha.
B1 Office	216.58	62.39	278.97
B1 Other	19.26	3.06	22.32
B2 & related	252.47	16.59	269.06
B8 & related	123.66	50.82	174.48
Total	611.97	132.87	744.83

BD4: Floorspace completed in retail, office and leisure schemes ('town centre uses'), 2009/10		
Town Centre Use	Sqm (gross)	Sqm (net)
A1 Retail	7050	Not available
A2 Office	1590	Not available
B1a Office	31480	Not available
D2 Leisure	5240	Not available
Total Completed Floorspace	45360	Not available

Housing

H1 Plan period and net housing targets			
Start of period	End of period	Total housing required	Source of requirement
1/4/2004	31/3/2010*	17640	RSS – The Yorkshire & Humber Plan May 2008
01/04/2010	31/03/2026**	36160	Leeds City Council Interim Housing Policy, July 2010

- The Regional Spatial Strategy was revoked on 6 July 2010.

**In light of the revocation of RSS, Leeds City Council Executive Board agreed an interim housing requirement of 2260 units per annum. This is a temporary measure and is not intended to serve as the requirement over the lifetime of the Core Strategy

- A recent High Court ruling overturned the abolition, although the Coalition Government continues to stress that they are working to remove regional structures.

H2a & b Actual net additional dwellings					
2004-5	2005-6	2006-7	2007-8	2008-9	2009-10
2633	3436	3327	3576	3828	2238

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Year	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	
H2 (a) (Net) Dwellings Completed	2,633	3,436	3,327	3,579	3,828	2238																	
Identified for completion - Gross							2,205	2,359	2,622	2,931	2,396	3,408	9,121	6,556	5,454	4,678	5,146	9,420	8,239	7,551	6,890	5,263	
H2 (c) Projected Net Completion							1,955	2,109	2,372	2,681	2,146	3,158	8,871	6,306	5,204	4,428	4,896	9,170	7,989	7,301	6,640	5,013	
Cumulative Completions - Net	2,633	6,069	9,396	12,975	16,803	19,041	20,996	23,105	25,477	28,158	30,304	33,462	42,333	48,639	53,843	58,271	63,167	72,337	80,326	87,627	94,267	99,280	
Managed Delivery Cumulative Total	2,260	4,520	6,780	9,040	13,340	17,640	19,900	22,160	24,420	26,680	28,940	31,200	33,460	35,720	37,980	40,240	42,500	44,760	47,020	49,280	51,540	53,800	
Monitor - No. dwellings above or below Managed Delivery Target	373	1,549	2,616	3,935	3,463	1,401	1,096	945	1,057	1,478	1,364	2,262	8,873	12,919	15,863	18,031	20,667	27,577	33,306	38,347	42,727	45,480	
H2 (d) Managed Delivery Target	2,260	2,260	2,260	2,260	4,300	4,300	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	2,260	
Cumulative RSS Monitor - No. dwellings above or below development average requirement (RSS)	2,260	4,520	6,780	9,040	13,340	17,640	21,940	26,240	30,540	34,840	39,140	43,440	47,740	52,040	56,340	60,640	64,940	69,240	73,540	77,840	82,140	86,440	
	373	1,549	2,616	3,935	3,463	1,401	-944	-3,135	-5,063	-6,682	-8,836	-9,978	-5,407	-3,401	-2,497	-2,369	-1,773	3,097	6,786	9,787	12,127	12,840	

Number of years left in Plan(s)	21	20	19	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	0
Number of years left in Plan(s)	21	20	19	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	0

01 April 2010 - 30 September 2010, 926 units (gross) have completed)

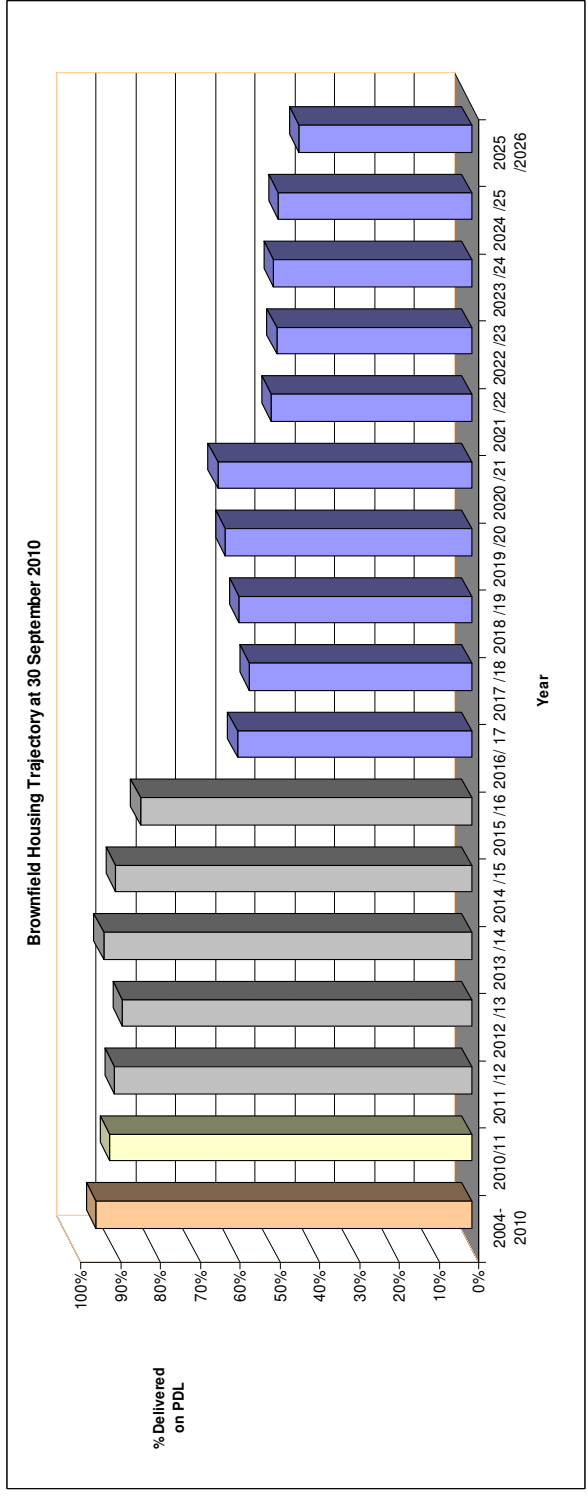
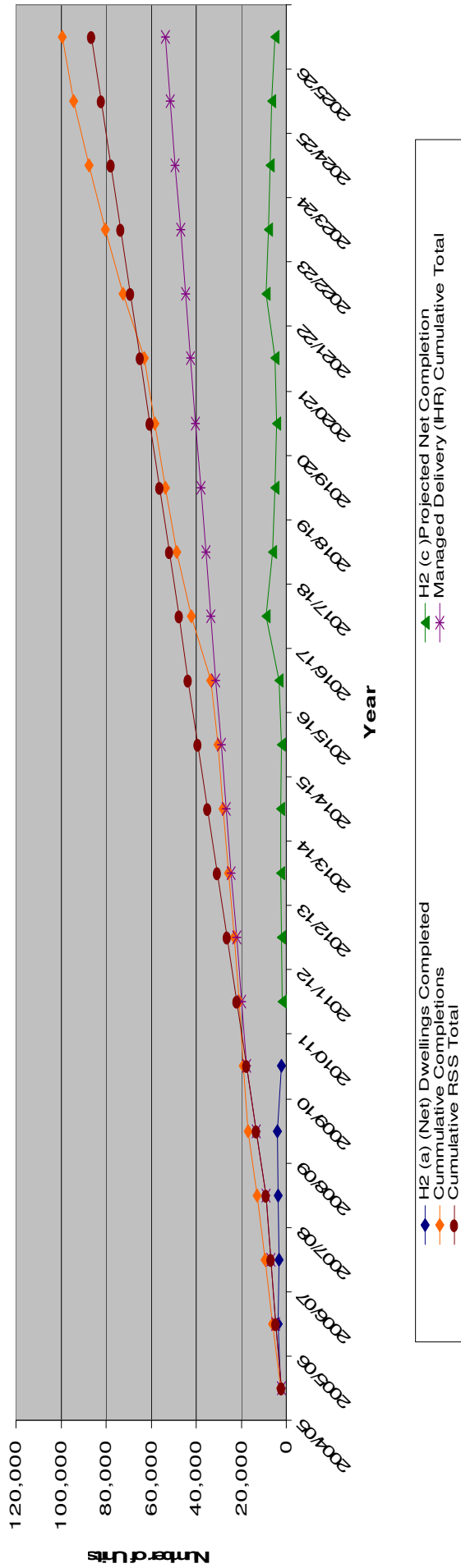
H2 (c) Net area of sites not available

Brownfield Delivery Housing Trajectory

Units Delivered	2004-2010	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	Total 2004 - 2026
Brownfield	19330	2005	2118	2301	2711	2142	2836	5370	3663	3190	2896	3280	4743	4035	3753	3350	2279	70002
Total	20484	2205	2359	2622	2931	3408	3408	9121	6556	5454	4678	5146	9420	8239	7551	6890	5263	104723
% Brownfield	94%	91%	90%	88%	92%	89%	83%	59%	56%	58%	62%	64%	50%	49%	50%	49%	43%	67%

*Brownfield sites assume all windfall to be brownfield and all 'mixed' sites to be brownfield

Housing Trajectory to 2026



H3 New & converted dwellings on previously developed land (PDL)			
	Gross new dwellings	Number PDL	% PDL
2004-10	20484	19330	94
2008-9	3976	3787	95
2009-10	2519	2341	93

H4: Net additional pitches (Gypsy & Traveller) 2009-10		
Permanent	Transit	Total
0	0	0

H5 Gross Affordable Housing completions 2008-9			
	Social rented	Intermediate	Total
2004-9	600	972	1572
2008-9	157	253	410
2009-10	84	329	413

H6: Housing Quality – Building for Life Assessments 2009-10
No data available

Environmental Quality

E1: No. of planning permissions granted contrary to Environment Agency advice 2009-10		
Flood risk	Water quality	Total
1	1	2

E2: Change in areas of biodiversity importance 2009-10		
Core Indicator E2: Change in areas of biodiversity importance		
Areas of Biodiversity Importance		
Loss	Addition	Total
0	0	0
Improved Local Biodiversity		
Number of Sites	Sites in Positive Management	% in Positive Management
44	21	48%

E3: Renewable Energy Generation									
Grid-connected capacity only	Wind Onshore	Solar Photovoltaics	Hydro	Landfill Gas	Sewage Sludge Digestion	Municipal (and industrial) solid waste combustion	Co-firing of biomass with fossil fuels	Bio-mass	
								Animal	Plant
Permitted installed capacity (MW) 2009-10	0	0	0	0	0	0	0	0	0
Completed installed capacity (MW) 2009-10	0	0	0	0	0	0	0	0	0
Total Installed Capacity	0	0	0	11.37	0	0	0	0	0

Minerals

M1: Primary land-won aggregate production 2009-10 (tonnes)		
Sand & Gravel	Crushed rock	Total
Not available	325,000	325,000+

M2: Secondary & recycled aggregate production 2009-10 (tonnes)		
Secondary	Recycled	Total
0	0	0

Waste

W1 - New Waste Management Facilities, 2009-10

Reference	Location	Capacity (tonnes p.a.)	Type
08/04281/FU	Knotford Nook	1,000	Composting
08/05071/FU	St Bernards Mill, Gildersome	75,000	General waste
09/05441/FU	LSS Skip Hire, Cross Green	(additional handling space)	Waste Transfer
09/02284/FU	Kepec Works	300	Metallic waste processing
09/02317/FU	Crompton Road, Burmantofts	5,000	Non-ferrous recycling
09/04981/FU	South Leeds Industrial Estate	5,000	Medial waste
09/00341/FU	Treefiled Industrial Estate, Gildersome	5,000	WEEE Recycling
08/04662/FU	Cross Green Depot	30,000	Inert waste storage
09/00341/FU	Gelderd Road, Beeston	200,000	WEEE Recycling

Core Indicator W2 - Municipal Waste Arising (tonnes)						
Management Type	2004-5	2005-6	2006-7	2007-8	2008-09	2009-10
Green (Compost)	12914	14046	15820	19960	31584	36092
Other Composted	3686	9772	9021	8061	8690	8732
<i>Other Recycling</i>	52417	50850	54541	58987	57469	50843
<i>Reuse</i>	3013	2687	2322	2148	1385	1281
Total (Compost/Recycle Reuse)	72030	77355	78704	89156	99128	96949
Inert Waste Including landfill	17365	20378	20161	18172	17304	19526
Incinerated	100	87	1795	1160	183	1865
Landfilled	284933	268293	266550	247399	228497	213421
Total (all)	374428	366113	367210	355887	345112	331791

Appendix Two: Housing Trajectory

This appendix contains the schedule of sites which were used to inform the Housing Trajectory. A detailed list of sites, by site category, is included as well as a summary table. For more information on how the schedule was prepared, alongside how figures were updated, please contact the Council.

SHLAA REF.	Gross Delivery 1 April 2004 - 31 March 2010	SHLAA Capacity	Planning Permission Capacity	Completed Units on site	Units Under Construction	Total number of dwellings on site* (completed and under construction)	Number of residual which are expected to be completed in 5 years	Not Started	Total Units left to deliver	Adjusted 2010/11 SHLAA completions* (September 2010 (ACTUAL) - 30 September 2010 (ESTIMATED))	1 October 2010 - 31 March 2011 (ESTIMATED)	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2010-2006
Extant Planning Permissions on Allocated Unallocated Large Sites		2542	3747	1811	405	2216	1471	1531	1087	442	146	319	399	331	263	214	146	64	40	41	23	28	0	0	0	0	0	2309	
Residual allocated sites (Currently allocated and sites not submitted LDFDPD)		11679	13197	1993	1098	3091	3828	10197	11833	1363	1048	773	621	933	814	672	775	728	641	620	546	419	415	415	370	279	51	10490	
Contingent sites (strategic sites described in RSS, other sites not included above but identified in SHLAA/Urban growth study e.g. broad locations for options, development brief accepted)		4006	4227	0	0	0	700	4006	4006	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4914
Extant Planning Permissions Small Sites (if large number of sites totals can be used rather than a full list of sites)		60364	0	0	0	0	4007	60364	60364	0	0	497	892	750	468	1440	4740	3570	2903	2425	2744	6906	6184	6269	4694	3579	2433	49144	
Total	20484	107222	26881	4829	1740	6568	11193	95297	97036	2205	1333	2181	2622	2831	2308	3408	9121	6561	5454	4670	5140	9428	8238	7251	6390	5263	3179	87298	

SHLAA REF./LAAR REF.	Planning application policy ref	Type of planning permission	Name and address of site**	Generating SHLAA field	Planning Capacity	Planning Unit	Units Under Construction	Total number of residential units expected to be completed under current planning policy	Total No. of residential units expected to be completed in 5 years	Total units left to deliver	2008-2010 SHLAA completions	2011-2013 SHLAA completions	2014-2016 SHLAA completions	2017-2019 SHLAA completions	2020-2022 SHLAA completions	2023-2025 SHLAA completions	2026-2027 SHLAA completions	Total 2010-2027	2010-2027	2028-2030	2031-2033	2034-2036	2037-2039	2040-2042	2043-2045	2046-2048	2049-2051	2052-2054	2055-2057	2058-2060	2061-2063	2064-2066	2067-2069	2070-2072	2073-2075	2076-2078	2079-2081	2082-2084	2085-2087	2088-2090	2091-2093	2094-2096	2097-2099	2100-2102	2103-2105	2106-2108	2109-2111	2112-2114	2115-2117	2118-2120	2121-2123	2124-2126	2127-2129	2130-2132	2133-2135	2136-2138	2139-2141	2142-2144	2145-2147	2148-2150	2151-2153	2154-2156	2157-2159	2160-2162	2163-2165	2166-2168	2169-2171	2172-2174	2175-2177	2178-2180	2181-2183	2184-2186	2187-2189	2190-2192	2193-2195	2196-2198	2199-2201	2202-2204	2205-2207	2208-2210	2211-2213	2214-2216	2217-2219	2220-2222	2223-2225	2226-2228	2229-2231	2232-2234	2235-2237	2238-2240	2241-2243	2244-2246	2247-2249	2250-2252	2253-2255	2256-2258	2259-2261	2262-2264	2265-2267	2268-2270	2271-2273	2274-2276	2277-2279	2280-2282	2283-2285	2286-2288	2289-2291	2292-2294	2295-2297	2298-2299	2300-2301	2302-2303	2304-2305	2306-2307	2308-2309	2310-2311	2312-2313	2314-2315	2316-2317	2318-2319	2320-2321	2322-2323	2324-2325	2326-2327	2328-2329	2330-2331	2332-2333	2334-2335	2336-2337	2338-2339	2340-2341	2342-2343	2344-2345	2346-2347	2348-2349	2350-2351	2352-2353	2354-2355	2356-2357	2358-2359	2360-2361	2362-2363	2364-2365	2366-2367	2368-2369	2370-2371	2372-2373	2374-2375	2376-2377	2378-2379	2380-2381	2382-2383	2384-2385	2386-2387	2388-2389	2390-2391	2392-2393	2394-2395	2396-2397	2398-2399	2400-2401	2402-2403	2404-2405	2406-2407	2408-2409	2410-2411	2412-2413	2414-2415	2416-2417	2418-2419	2420-2421	2422-2423	2424-2425	2426-2427	2428-2429	2430-2431	2432-2433	2434-2435	2436-2437	2438-2439	2440-2441	2442-2443	2444-2445	2446-2447	2448-2449	2450-2451	2452-2453	2454-2455	2456-2457	2458-2459	2460-2461	2462-2463	2464-2465	2466-2467	2468-2469	2470-2471	2472-2473	2474-2475	2476-2477	2478-2479	2480-2481	2482-2483	2484-2485	2486-2487	2488-2489	2490-2491	2492-2493	2494-2495	2496-2497	2498-2499	2500-2501	2502-2503	2504-2505	2506-2507	2508-2509	2510-2511	2512-2513	2514-2515	2516-2517	2518-2519	2520-2521	2522-2523	2524-2525	2526-2527	2528-2529	2530-2531	2532-2533	2534-2535	2536-2537	2538-2539	2540-2541	2542-2543	2544-2545	2546-2547	2548-2549	2550-2551	2552-2553	2554-2555	2556-2557	2558-2559	2560-2561	2562-2563	2564-2565	2566-2567	2568-2569	2570-2571	2572-2573	2574-2575	2576-2577	2578-2579	2580-2581	2582-2583	2584-2585	2586-2587	2588-2589	2590-2591	2592-2593	2594-2595	2596-2597	2598-2599	2600-2601	2602-2603	2604-2605	2606-2607	2608-2609	2610-2611	2612-2613	2614-2615	2616-2617	2618-2619	2620-2621	2622-2623	2624-2625	2626-2627	2628-2629	2630-2631	2632-2633	2634-2635	2636-2637	2638-2639	2640-2641	2642-2643	2644-2645	2646-2647	2648-2649	2650-2651	2652-2653	2654-2655	2656-2657	2658-2659	2660-2661	2662-2663	2664-2665	2666-2667	2668-2669	2670-2671	2672-2673	2674-2675	2676-2677	2678-2679	2680-2681	2682-2683	2684-2685	2686-2687	2688-2689	2690-2691	2692-2693	2694-2695	2696-2697	2698-2699	2700-2701	2702-2703	2704-2705	2706-2707	2708-2709	2710-2711	2712-2713	2714-2715	2716-2717	2718-2719	2720-2721	2722-2723	2724-2725	2726-2727	2728-2729	2730-2731	2732-2733	2734-2735	2736-2737	2738-2739	2740-2741	2742-2743	2744-2745	2746-2747	2748-2749	2750-2751	2752-2753	2754-2755	2756-2757	2758-2759	2760-2761	2762-2763	2764-2765	2766-2767	2768-2769	2770-2771	2772-2773	2774-2775	2776-2777	2778-2779	2780-2781	2782-2783	2784-2785	2786-2787	2788-2789	2790-2791	2792-2793	2794-2795	2796-2797	2798-2799	2800-2801	2802-2803	2804-2805	2806-2807	2808-2809	2810-2811	2812-2813	2814-2815	2816-2817	2818-2819	2820-2821	2822-2823	2824-2825	2826-2827	2828-2829	2830-2831	2832-2833	2834-2835	2836-2837	2838-2839	2840-2841	2842-2843	2844-2845	2846-2847	2848-2849	2850-2851	2852-2853	2854-2855	2856-2857	2858-2859	2860-2861	2862-2863	2864-2865	2866-2867	2868-2869	2870-2871	2872-2873	2874-2875	2876-2877	2878-2879	2880-2881	2882-2883	2884-2885	2886-2887	2888-2889	2890-2891	2892-2893	2894-2895	2896-2897	2898-2899	2900-2901	2902-2903	2904-2905	2906-2907	2908-2909	2910-2911	2912-2913	2914-2915	2916-2917	2918-2919	2920-2921	2922-2923	2924-2925	2926-2927	2928-2929	2930-2931	2932-2933	2934-2935	2936-2937	2938-2939	2940-2941	2942-2943	2944-2945	2946-2947	2948-2949	2950-2951	2952-2953	2954-2955	2956-2957	2958-2959	2960-2961	2962-2963	2964-2965	2966-2967	2968-2969	2970-2971	2972-2973	2974-2975	2976-2977	2978-2979	2980-2981	2982-2983	2984-2985	2986-2987	2988-2989	2990-2991	2992-2993	2994-2995	2996-2997	2998-2999	3000-3001	3002-3003	3004-3005	3006-3007	3008-3009	3010-3011	3012-3013	3014-3015	3016-3017	3018-3019	3020-3021	3022-3023	3024-3025	3026-3027	3028-3029	3030-3031	3032-3033	3034-3035	3036-3037	3038-3039	3040-3041	3042-3043	3044-3045	3046-3047	3048-3049	3050-3051	3052-3053	3054-3055	3056-3057	3058-3059	3060-3061	3062-3063	3064-3065	3066-3067	3068-3069	3070-3071	3072-3073	3074-3075	3076-3077	3078-3079	3080-3081	3082-3083	3084-3085	3086-3087	3088-3089	3090-3091	3092-3093	3094-3095	3096-3097	3098-3099	3100-3101	3102-3103	3104-3105	3106-3107	3108-3109	3110-3111	3112-3113	3114-3115	3116-3117	3118-3119	3120-3121	3122-3123	3124-3125	3126-3127	3128-3129	3130-3131	3132-3133	3134-3135	3136-3137	3138-3139	3140-3141	3142-3143	3144-3145	3146-3147	3148-3149	3150-3151	3152-3153	3154-3155	3156-3157	3158-3159	3160-3161	3162-3163	3164-3165	3166-3167	3168-3169	3170-3171	3172-3173	3174-3175	3176-3177	3178-3179	3180-3181	3182-3183	3184-3185	3186-3187	3188-3189	3190-3191	3192-3193	3194-3195	3196-3197	3198-3199	3200-3201	3202-3203	3204-3205	3206-3207	3208-3209	3210-3211	3212-3213	3214-3215	3216-3217	3218-3219	3220-3221	3222-3223	3224-3225	3226-3227	3228-3229	3230-3231	3232-3233	3234-3235	3236-3237	3238-3239	3240-3241	3242-3243	3244-3245	3246-3247	3248-3249	3250-3251	3252-3253	3254-3255	3256-3257	3258-3259	3260-3261	3262-3263	3264-3265	3266-3267	3268-3269	3270-3271	3272-3273	3274-3275	3276-3277	3278-3279	3280-3281	3282-3283	3284-3285	3286-3287	3288-3289	3290-3291	3292-3293	3294-3295	3296-3297	3298-3299	3300-3301	3302-3303	3304-3305	3306-3307	3308-3309	3310-3311	3312-3313	3314-3315	3316-3317	3318-3319	3320-3321	3322-3323	3324-3325	3326-3327	3328-3329	3330-3331	3332-3333	3334-3335	3336-3337	3338-3339	3340-3341	3342-3343	3344-3345	3346-3347	3348-3349	3350-3351	3352-3353	3354-3355	3356-3357	3358-3359	3360-3361	3362-3363	3364-3365	3366-3367	3368-3369	3370-3371	3372-3373	3374-3375	3376-3377	3378-3379	3380-3381	3382-3383	3384-3385	3386-3387	3388-3389	3390-3391	3392-3393	3394-3395	3396-3397	3398-3399	3400-3401	3402-3403	3404-3405	3406-3407	3408-3409	3410-3411	3412-3413	3414-3415	3416-3417	3418-3419	3420-3421	3422-3423	3424-3425	3426-3427	3428-3429	3430-3431	3432-3433	3434-3435	3436-3437	3438-3439	3440-3441	3442-3443	3444-3445	3446-3447	3448-3449	3450-3451	3452-3453	3454-3455	3456-3457	3458-3459	3460-3461	3462-3463	3464-3465	3466-3467	3468-3469	3470-3471	3472-3473	3474-3475	3476-3477	3478-3479	3480-3481	3482-3483	3484-3485	3486-3487	3488-3489	3490-3491	3492-3493	3494-3495	3496-3497	3498-3499	3500-3501	3502-3503	3504-3505	3506-3507	3508-3509	3510-3511	3512-3513	3514-3515	3516-3517	3518-3519	3520-3521	3522-3523	3524-3525	3526-3527	3528-3529	3530-3531	3532-3533	3534-3535	3536-3537	3538-3539	3540-3541	3542-3543	3544-3545	3546-3547	3548-3549	3550-3551	3552-3553	3554-3555	3556-3557	3558-3559	3560-3561	3562-3563	3564-3565	3566-3567	3568-3569	3570-3571	3572-3573	3574-3575	3576-3577	3578-3579	3580-3581	3582-3583	3584-3585	3586-3587	3588-3589	3590-3591	3592-3593	3594-3595	3596-3597	3598-3599	3600-3601	3602-3603	3604-3605	3606-3607	3608-3609	3610-3611	3612-3613	3614-3615	3616-3617	3618-3619	3620-3621	3622-3623	3624-3625	3626-3627	3628-3629	3630-3631	3632-3633	3634-3635	3636-3637	3638-3639	3640-3641	3642-3643	3644-3645	3646-3647	3648-3649	3650-3651	3652-3653	3654-3655	3656-3657	3658-3659	3660-3661	3662-3663	3664-3665	3666-3667	3668-3669	3670-3671	3672-3673	3674-3675	3676-3677	3678-3679	3680-3681	3682-3683	3684-3685	3686-3687	3688-3689	3690-3691	3692-3693	3694-3695	3696-3697	3698-3699	3700-3701	3702-3703	3704-3705	3706-3707	3708-3709	3710-3711	3712-3713	3714-3715	3716-3717	3718-3719	3720-3721	3722-3723
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Originator: George Munson
Tel: 51767

Report of the Director of Environment and Neighbourhoods

Executive Board

Date: 15th December

Subject: Solar Photovoltaic Panels Initiative

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)

NOTE ON EXEMPT INFORMATION

The Access To Information Procedure Rules allow exclusion of certain categories of information (exempt information). Paragraph 10.4.3 refers to a category covering information relating to the financial or business affairs of a person (including the Council). A condition of the exemption is that in all of the circumstances the public interest in exempting should outweigh the public interest in disclosing. In the Council's judgment, the commercial information relating to this proposal should not be disclosed for two reasons. First, disclosure may prejudice negotiations yet to be concluded between the Council and CES. Second, CES's commercial interests could be prejudiced if these financial terms became available to their competitors. Therefore, the financial information is contained within Exempt Appendix 1.

EXECUTIVE SUMMARY

1. The Government Feed In Tariff incentive now provides a significant opportunity for the council to generate an income stream from installing small scale renewables, particularly solar photovoltaic systems.
2. A proposal has been received from a social enterprise called CES which offers to install a minimum of 1,000 solar photovoltaic systems in council housing at zero capital cost to the council. This would:
 - Generate an index-linked income to the council, as defined in Exempt Appendix 1.
 - Provide free daytime electricity to tenants worth £108 pa to each tenant and collectively £2.71m over 25 years.

- Produce 1,668 MWh of clean renewable electricity pa, reducing CO₂ emissions by 872 tonnes pa.
- 3. Alternative offers and alternative delivery arrangements have been modelled but due to time-pressure to install systems and the council's relative inexperience in this area, in the short-term the CES model offers the highest value.
- 4. In the longer-term, a council run model may offer greater benefit, but would be strengthened by initially operating a joint project to build skills.
- 5. Legal, procurement and finance colleagues have been consulted and no barriers to progressing with CES have been identified.
- 6. It is recommended that Executive Board agree to form a partnership with CES to install a minimum of 1,000 systems by March 2012 and that income generated is used as collateral for prudential borrowing for the free private sector insulation scheme.
- 7. Installing 10,000 solar PV systems would provide sufficient revenue to cover the cost of borrowing to fund a free insulation scheme that would:
 - Provide cavity wall or loft insulation to 64,500 private sector homes.
 - Save householders £11m on their fuel bills per annum.
 - Reduce CO₂ emissions by 68,000 tonnes per annum.

1.0 Purpose of this report

- 1.1 To seek endorsement from Executive Board to develop a scheme to install a minimum of 1,000 solar photovoltaic (PV) systems on council housing at zero capital cost, which will generate a significant income over 25 years.
- 1.2 To seek endorsement to use the income from this trial and subsequent roll-out as collateral for prudential borrowing to run a private sector free insulation scheme.

2.0 Background information

- 2.1 In April 2010 the Government launched a new incentive called 'Feed in Tariffs' (FITs) to encourage people to generate their own electricity from renewable energy sources. FITs are paid for every unit of electricity generated, with the rate paid varying according to the type of technology used. The most generous payment is for solar PV, which receives 41.3p per unit, with payments index linked and guaranteed for 25 years.
- 2.2 A clause in the legislation allows people to voluntarily assign FIT payments to a third party. Effectively, this allows the Council (or another investor) to pay the capital cost of installing renewable energy in homes, in the knowledge that FIT payments will recoup the capital investment.
- 2.3 The Environment and Climate Change Working Group (a cross-party member group chaired by Cllr David Blackburn) has a role to "...develop and promote initiatives which will contribute to the achievement of the carbon reduction targets set out in the climate change strategy and action plan". The group has focussed on the opportunities provided by FITs.
- 2.4 A number of organisations are already marketing PV offers which tend to be heavily weighted in favour of the company. The Council has been approached by Community Energy Solutions (CES – a not-for-profit social enterprise based in Leeds) who are proposing a more equitable option. This is differentiated from other companies in that they offer a profit share approach, to share benefits between the Council, tenants and CES.
- 2.5 CES have presented a proposal for a minimum of 1,000 homes. The Council would be responsible for providing roof access agreements, consulting with tenants and identifying a list of potentially suitable properties. CES would source capital finance, install the solar PV panels, monitor electricity production and maintain them for 25 years.
- 2.6 Using the CES model (scenario 1) installing 2kWp of solar PV panels per home on 1,000 homes, at no capital cost to the authority, would:
 - Generate an index-linked income to the council¹ for 25 years, as defined in Exempt Appendix 1.
 - Provide free daytime electricity to tenants worth £108² pa to each tenant and collectively £2.71m over 25 years.

¹ The income will be received by the Local Community Vehicle (see 4.3) and will be reliant on generating sufficient electricity (see 3.12)

² Assuming production of 1668 kWh pa, half of which is consumed on site (each kWh is worth 13p or £108.42pa) and half of which is sold by CES (each unit is sold for 3p or £24pa)

- Produce 1,668 MWh of clean renewable electricity pa, reducing CO2 emissions by 872 tonnes pa³.

3.0 Main issues

- 3.1 **Reduction in FIT levels.** Government had published FIT payment levels up to March 2020⁴ but the CSR announced that “Feed-In Tariffs will be refocused on the most cost-effective technologies saving £40 million in 2014-15. The changes will be implemented at the first scheduled review of tariffs [post March 2012] *unless higher than expected deployment requires an early review.*”
- 3.2 CES presented a detailed timeline (shown in Appendix 1) that would enable a launch in March as long as a decision to proceed was taken in December 2010.
- 3.3 Therefore the Council should aim to initiate a scheme by March 2011 to complete by March 2012, or earlier if possible.
- 3.4 **Alternative scenarios.** In addition to the proposal from CES (scenario 1) three further scenarios were considered:
- **Scenario 2:** The Council obtain finance and procure a company to install and maintain the PV systems on its behalf, but the Council retain the full FIT and use this to cover the cost of borrowing.
 - **Scenario 3:** An in-house scheme, including sourcing finance, procuring equipment, installation and maintenance, retain the full FIT and use this to cover the costs of borrowing.
 - **Scenario 4:** Use a different commercial offering.
- 3.5 Legal advice received stated that no formal procurement exercise is required for scenario 1, as the Council would not be purchasing anything.
- 3.6 However, scenario 2 would require a full EU Procurement because of the costs involved. In order to progress scenario 2, the Council would need to undertake the majority of tasks identified in the CES timeline. In addition, the EU procurement exercise would add at least 6 months onto the timescales, even if some tasks could run concurrently. Therefore, assuming a decision was taken to proceed in December 2010, the earliest the scheme could realistically be expected to commence would be October 2011, giving less than 6 months to complete installations.
- 3.7 The much longer lead-in time to build the level of technical competency required to run scenario 3 (installing and maintaining the system in-house) coupled with the EU procurement process, has led to scenario 3 being discounted for the time being.
- 3.8 Market sounding has been undertaken to identify alternative commercial offerings to allow scenario 4 to happen. No other options with zero capital cost that generate income streams from year 1 to year 25 have been identified. The nearest alternative was from a utility where an upfront capital part-payment was required, then partial FIT income was paid from year 11 to year 25, but crucially the panels would be off-balance sheet.

³ Assuming this offsets grid electricity, with an emissions factor of 0.523 kg CO₂/kWh

⁴ For PV the rates are 41.3p to March 2012 then decline by approximately 10% pa for new applications.

- 3.9 An outline financial model has been set up to understand the likely benefits of scenarios 1, 2 and 4 minus the cost of capital and any project management costs. Full and summary details are shown in Exempt Appendix 1.
- 3.10 Negotiations continue with CES and an improved offer may be available, particularly if more than 1,000 properties are included.
- 3.11 A target to install circa 1,000 systems is the preferred approach to keep the project size manageable and to ensure that there are still roofs with potential for inclusion in a subsequent Council operated initiative.
- 3.12 However, it must be noted that under all scenarios, the payment is not guaranteed. It is reliant on each system operating to the design parameters and having very few periods when it is not exporting electricity. Good design, selection of roofs and monitoring should minimise the risk of underperformance.
- 3.13 To avoid the risk of missing the most generous FIT payments the Council should pursue scenario 1 for a minimum of 1,000 ALMO properties in partnership with CES subject to agreement of final terms and conditions.
- 3.14 Additionally, operating a scheme such as this will require the Council to develop a range of skills, so a partnership with CES to March 2012 would allow the Council to gain experience and develop skills and assess whether to operate an in-house scheme from March 2012 onwards.
- 3.15 The Council should use the period working with CES to gain experience that would allow an in-house scheme to operate from March 2012, if deemed more advantageous.
- 3.16 **Social housing provider support.** This initiative is reliant on the support of social housing providers in order to make available roof-space and liaise with tenants. Strategic Landlord, has been engaged in scheme development, undertaking stock analysis and checking financial issues.
- 3.17 **Technical.** Properties can only benefit from solar PV systems if they meet some basic technical pre-conditions. These relate to the pitch of the roof, the angle the property faces, the condition of the roof, the condition of the wiring and the type of electricity meter. Blocks of flats complicate the provision of electricity to tenants, but for larger blocks, PV can be used to generate electricity for communal areas.
- 3.18 Solar PV systems are now classified as permitted development, except in conservation areas or on listed buildings, forming another pre-condition. The Council, as local housing authority, will use reasonable endeavours to assist CES in minimising the costs of any planning applications.
- 3.19 The scheme is reliant on a low level of down-time, when no electricity is generated. Therefore, a monitoring system will be in place to remotely assess generation and identify any technical failures early so that they can be corrected. To guard against any interference with the inverter (essential for generation) will be insured and installed either under the eaves or in a loft-space.
- 3.20 Ideally, to learn about the relative benefits to different property types, the initiative would be deployed in 4 areas with circa 250 properties in each. To ensure that the benefit to tenants is maximised, the initiative will be delivered in areas classified as CESP eligible (the 10% most deprived Lower Level Super Output Areas nationally).

- 3.21 Initial analysis of stock shows that there are 8,684 properties that have a pitched roof with an expected lifespan of 25 years or more, plus several hundred blocks with flat roofs. This will be refined to include the other pre-conditions, but indicates that there is significant potential.
- 3.22 **Free Insulation Scheme** The Administration is committed to develop and deliver a free cavity wall and loft insulation scheme for all viable private sector properties in the city. It is estimated that this will insulate 64,500 homes, saving residents £11m on their fuel bills annually and reducing CO₂ emissions by 68,000 tonnes pa. The likely cost of this scheme to the Council⁵ is £13m, £1.2m of which is currently identified fenced, leaving a requirement of circa £11.8m. In the event that the solar panel scheme is successful it offers an opportunity to fund the difference. This possibility will be further investigated, with a further report made to Executive Board.
- 3.23 Initial calculations show that if circa 10,000 properties receive free solar PV systems under the CES scheme sufficient income would be generated to cover the costs of borrowing £11.8m to fund free insulation.
- 3.24 **Private Sector Housing.** The CES offer is available for owner occupiers as well as for ALMO stock. Therefore, whilst the trial is being delivered the Council will look to assist as many owner occupiers as possible. As the project is Council backed, a relatively high take up is anticipated.
- 3.25 Additionally, when the Council is promoting free insulation to householders, the offer could be extended to include free solar PV systems. As all private sector households will be visited as part of this initiative, an uptake of just 5% would result in around 12,500 additional installations.
- 3.26 PV systems should be offered to owner occupiers and the profits from these used to repay the finance taken from ALMO installations for the free insulation scheme.
- 3.27 **Additional council and partner buildings.** The CES offer is also open to the Council's corporate buildings and for partners such as RSLs and Universities. The case for using CES is not so clear cut for the Council's corporate buildings, so the relative benefits of using the CES model versus using prudential borrowing and undertaking the work in-house are currently being assessed. Proposals are being developed to install solar PV systems at scale as a priority.
- 3.28 A selection of the Council's corporate buildings will be included in future negotiations with CES, if the decision is taken that this is a better option than in-house procurement.
- 3.29 RSLs and other city partners should be made aware of the opportunity, but effort should focus on progressing a Council initiative.

4.0 Implications for council policy and governance

- 4.1 This has no direct implication for policy.
- 4.2 The CES proposal is to establish a local delivery partnership, to set up the scheme and undertake ongoing management of it.

⁵ The total cost is around £26m and four utility companies have submitted Expressions of Interest, offering to match fund our investment.

- 4.3 CES propose to establish a Special Purpose Vehicle (SPV) to own the assets and represent all partners to the project (the council, CES, the financiers and energy companies). The FIT would be paid to the SPV and open book arrangements used for fund flow during the 25 year operation. A Local Community Vehicle (LCV) would be established to receive the profits from the project and redistribute them to low carbon projects (i.e. the free insulation scheme). The LCV will have strong membership from the Council and it is recommended that the income is used to allow the free insulation scheme to progress.
- 4.4 Although this arrangement would be legally sound given the well-being powers described in paragraph 5.7, the Council will use the negotiating period to explore an alternative and simpler contractual arrangement with CES.

5.0 Legal and resource implications

- 5.1 **Legal.** CES have provided outline Heads of Terms for the proposed partnership. Legal advice has been sought and no significant legal barriers have been identified.
- 5.2 A number of contractual issues have been raised and will need to be formally agreed with CES before a final commitment is made. The most important issues, and responses, are:
- **What arrangements are in place to cover the possibility of CES ceasing to trade during the 25 year period?** The assets (the entire solar PV system) will be owned by the SPV. The ongoing liabilities will be to maintain the systems, monitor generation and claim FITs and continue repayments. Empower will remain as the finance partner and will ensure that the SPV continues with repayments. The other aspects would need to be tendered to procure a company to undertake this work on behalf of the SPV.
 - **What is the implication of any homes sold under right-to-buy or similar legislation?** In the event that a tenant wishes to purchase a property there are two options:
 - The tenant signs an agreement similar to the one signed by the Council for the remaining period of the FIT period and continues to benefit from the free electricity from the system.
 - The tenant purchases the system from the SPV when they purchase the property.
 - **What is the exclusivity clause in the contract?** An exclusivity agreement is required solely for the roofs allocated to CES for works. This would allow the Council to allocate 1,000 roofs to CES and to then pursue alternative offers or an in-house scheme for later phases of delivery.
- 5.3 Legal advice was sought regarding constraints within Housing Legislation, particularly property title. Comments were that the draft Heads of Terms require the Council to grant ongoing rights of access to properties for PV assessment, installation, commissioning, maintenance, repairs and meter reading for the period of 25 years. Given the length of this period, and the anticipated funding arrangements for this model, it is likely the Council will be required to grant formal property rights (easements) over its housing stock for these purposes. Under Sec 32 of the Housing Act 1985, apart from granting tenancies the Council can only dispose of its housing stock or housing land with the consent of the Secretary of State. However, the Secretary of State has issued a number of general consents, and under the General Consent for the Disposal of Part II Land 2005, Consent E4, a local authority may grant any easement in or over land held for the purposes of Part II for a consideration determined by the authority.

- 5.4 Therefore, in these circumstances the Council is not required to demonstrate that it has achieved the best consideration, or highest price available in whatever market may exist for the grant of access rights on comparable terms.
- 5.5 This means that theoretically, the Council would be able to grant easements in return for a sum that is deemed sufficient. In reality, the Council wants to ensure that any sale of easements brings the best return, and reflects the true value. Normally, this would be through open competition. However, the value of the easement in this case is determined by the FIT payment which will decrease over an uncertain time period. Therefore, an open competition has a strong risk that the Council will miss the maximum FIT payment period. Without competition, there is a risk that the Council may not achieve the best return.
- 5.6 Market testing demonstrates that, given the potential that FITs may decline well before March 2012, a good balance has been struck between maximising income (no comparative offer has been identified that approaches the benefit of CES) and ensuring delivery before the potential income is eroded.
- 5.7 The Council's legal advice indicates that this will meet the requirements of the Housing Act 1985, and advice from the Council's finance team indicates that no higher value offer is available. The proposals for an SPV and LCV are still subject to detailed discussions with CES, and the precise terms for the Council's participation in one or both of these vehicles will be set out in the legal documentation which will follow on from the Heads of Terms. It is proposed that the legal basis for the Council's participation will be the Council's housing management powers in the Housing Act 1985, and insofar as they are not sufficient, the "well-being" powers is contained in Part 1 of the Local Government Act 2000. Section 2 of the 2000 Act provides that every local authority has the power to do anything which they consider is likely to achieve the promotion or improvement of the economic, social or environmental well-being of their area. This power may be exercised in relation to or for the benefit of the whole or part of the authority's area, or all or any persons resident or present in an authority's area, and in determining whether or how to exercise the power, an authority must have regard to its sustainable community strategy. This power expressly includes power for an authority to "enter into arrangements or agreements with any person", or "co-operate with, or facilitate or co-ordinate the activities of, any person". It is considered that the Council's participation in the SPV or LCV as member, shareholder, or trustee, or the appointment by the Council of representatives on the board of management, or entering into shareholders' agreements will all be included within this power.
- 5.8 There is no comprehensive legal definition of economic, social, or environmental well-being, but the courts have said this power should be construed broadly, as does the guidance issued by the Secretary of State. Recent decisions by the courts indicate that as long as the arrangements for the SPV and LCV are not too speculative and do not expose the Council to undue risk, and as long as the arrangements retain a reasonably well-defined well-being outcome, then the Council can safely rely upon the well-being powers for these purposes.
- 5.9 It is to be noted that there are certain limits on this power. In particular, the power does not enable an authority to do anything which they are unable to do by virtue of any prohibition, restriction or limitation on their powers contained in another Act. In addition, the well-being power expressly does not include the power "to raise money (whether by precepts, borrowing or otherwise)". However, it is considered that this limit refers to an authority using the well-being powers with the sole purpose of

raising money to be spent across all or any of its various functions. By contrast, the central purposes of these proposals are to encourage the generation of electricity from renewable sources, thereby promoting or improving environmental well-being, and the provision of free daytime electricity to tenants, thereby promoting tenants' economic well-being. In addition, income to the Council from this trial may be used to support a wider roll-out of the scheme. The Council must also have regard to the Secretary of State's guidance about the exercise of the power, and there is nothing in that guidance to suggest the well-being power is not available for the proposals in this report

5.10 **Resource.** In order to effectively run either scenario, a small project team will be assembled. Under both scenarios the following would be required for the period from decision to proceed (December 2010) to completion of installations (March 2012):

- A project manager to coordinate activity between all parties, quality assure the project and report to a project board;
- A nominated liaison officer from social housing providers to consult with tenants and arrange roof access etc;
- Some advice from other services, to cover legal, financial and technical aspects.

5.11 Under scenario 1, once the installation period has finished, the project management requirement would shrink dramatically, as CES would retain responsibility for ongoing monitoring and maintenance of the systems. It may be possible under scenario 2 to procure a similar turnkey arrangement, but a provision has been made for a full time scheme manager in case responsibility falls to the Council.

5.12 Also, under scenario 2, an allowance would need to be made for detailed support to manage the EU procurement process, which it has been assumed to cost £30k.

6.0 Conclusions

6.1 Both scenarios will require some additional project management capacity, but this will be made available internally or via secondments.

6.2 Both scenarios show significant financial benefits over the full 25 year term.

6.3 The requirement to complete all installations by March 2012 means that scenario 1, although not as financially beneficial overall, has a much greater chance of completing more installations, ultimately generating greater benefit to the Council and residents.

7.0 Recommendations

7.1 To approve a partnership with CES to install at least 1,000 PV systems to Council homes before March 2012, subject to successful conclusion of contractual negotiations with CES by the Director of Environment and Neighbourhoods.

7.2 That Members confirm they agree the proposals set out in this report are likely to achieve the promotion or improvement of the economic, and environmental well-being of the whole or part of the Council's area, or all or any persons resident or present in that area, in the manner set out in this report.

- 7.3 To extend the CES offer to private sector households across the city in order to generate additional income.
- 7.4 To explore in principle the use of the income from this trial and subsequent roll-out as collateral for prudential borrowing to run a private sector free insulation scheme.
- 7.5 To use the CES experience to assist in developing a Council run scheme to pick up from March 2012 at the latest to increase benefits to the Council (assuming FIT payments still provide adequate incentives).
- 7.6 To assess alternative options for the Council's corporate buildings and either extend the CES scheme or procure services in-house.

8.0 Background Papers

- 8.1 Anytown Illustration and presentation from CES.
- 8.2 DRAFT Heads of Terms from CES (including the Council's legal comments).
- 8.3 Discussion paper for Environment and Climate Change Working Group (20th October 2010).
- 8.4 Accelerating The Transition To Sustainable Low Carbon Local Economies: The Empower Community/CES Partnership Approach To Solar PV Programmes.

Appendix 1 CES Timelines

Item	Commence	Complete	Responsibility
Sign Memorandum of understanding	Month 1	Month 1	CES/LCC
Identify potential suitable roofs (social housing and other stock)	Month 1	Month 1	LCC/CES
Confirm roof stock that can accommodate PV – estimated investment requirement	Month 1	Month 2	CES
Stakeholder engagement – consultation process with tenants of stock to be included within the scheme	Month 1	Month 2	LCC/CES
Sign Exclusivity Agreement (with appended example schedule of terms for Roof Access Agreement)	Month 2	Month 2	CES/LCC
Verification of sample of suitable roofs (including property surveys followed by design of installations)	Month 2	Month 3	Project Operator
Agree schedule of terms for Roof Access Agreement	Month 2	Month 2	CES/LCC
Establishment of LCV & Project SPV	Month 2	Month 3	CES/LCC
Completed and signed Roof Access Agreement	Month 3	Month 3	CES/LCC
Agree implementation programme	Month 2	Month 3	ECM/CES/LCC/ Project Operator
Financial close	Month 4	Month 4	ECM
Contract delivery – installation, FIT registration and operation of solar PV	Month 5	March 2012 latest	Project Operator/CES/ECM

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

Executive Board

Date: 15 December 2010

Subject: Towards Integrated Locality Working

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

This report informs Members of Executive Board on the progress of work that is being progressed on Locality Working in Leeds.

The Locality Working Pathfinder project was commenced earlier this year and seeks to develop more integrated locality working across public services in Leeds.

The report:

- Updates Members on the progress of the Pathfinder and initial findings;
- Ask Members to endorse the proposal to implement a new locality leadership model, consisting of three Area Leader roles reporting to the Assistant Chief Executive (Planning, Policy and Improvement), to lead the integrated Locality working agenda in the three council wedge areas of East North East, South East, West North West, and;
- Recommends that Members agree a set of design principles to form the basis of what we are seeking to achieve through the locality working agenda in Leeds.

1.0 Purpose of this Report

- 1.1 This report informs Members of Executive Board on the progress of work that is being progressed on Locality Working in Leeds. The Locality Working Pathfinder project was commenced earlier this year and seeks to develop more integrated locality working across public services in Leeds.

2.0 Background Information

- 2.1 A locality working pathfinder was initiated earlier this year in the Council's South East wedge area of the city, incorporating the Inner South, Outer South and Outer East Area Committees. The key drivers for the pathfinder were to examine:

- Resistance to our efforts to solve long standing problems of deprivation, family breakdown, economic cycles and the continuing costs associated with them.
- The impact of major and sustained reductions in public sector spending on the local authority and its partners.
- The need to develop sustainable neighbourhoods and communities that are resilient to environmental, economic, and resource uncertainties, and;
- The need to strengthen democratic accountability at a local level.

- 2.2 Following a recruitment process, a Locality Working Pathfinder Manager was recruited and commenced work in May 2010. A Locality Working Pathfinder Programme Board, chaired by the Assistant Chief Executive (Planning, Policy and Improvement), and consisting of key council chief officers and partner representatives, was established to oversee the programme. The Programme Board endorsed key pieces of work that could underpin locality working and contribute to the development of a set of design principles to guide the work going forward.

3.0 Main Issues

3.1 Recent history of locality working

- 3.1.1 The city first introduced locality based arrangements when it established a community involvement team structure in 1999. In 2004, these arrangements evolved into the current Area Committee structures and, at the time, also incorporated a model of five District Partnerships to align to the Leeds Initiative at a local level. To support this structure, five Area Management teams were established. The intention of these arrangements was to improve the responsiveness of services to local priorities and to ensure closer working between services to meet local needs.

- 3.1.2 To help support the Area Committees a number of functions were delegated to them. The functions, known as Area Functions, were delegated along with annual revenue and capital budget for the Committees to allocate as local priorities dictated. This provided a significant shift in arrangements at a local level, aiming to give the new Area Committees real delegated responsibilities, rather than the mainly consultative role of the Community Involvement Teams which had preceded them. However, this activity resulted in only limited agreement and a very modest level of real delegation. Even where services were included in the delegated functions of Area

Committees, the level of flexibility for the Area Committee to make any significant local changes was very limited.

- 3.1.3 In 2007, the number of Area Management teams supporting the Area Committees reduced from five to three. At that time the five District Partnerships were also wound up and replaced by an advisory group of partner leads supporting the Area Committees. This change broadly retained the co-terminosity of the Council's administrative boundaries with those of the Police, ALMOs and NHS. Around the same time the need for service specific locality roles was identified by Children's Services and Adult Services. These senior roles sought to promote the integration of services in their respective professional areas. Given the nature of the safeguarding responsibilities, the diversity of the preventative work, and the developing structures between schools, Children's Services opted for five 'wedge' areas, despite Area Management having moved to three. Through these roles and others, important progress towards integration has already been achieved.
- 3.1.4 However, with our current arrangements, there is a risk that as we continue to develop more locality based working, we replace centralised service silos with area based ones and the real opportunity for public sector integration and the delivery of more cost effective and targeted services for the benefit of the residents of Leeds will continue to elude us.
- 3.1.5 The focus on local priorities has, nevertheless, led to some real achievements in community engagement, partnership working and improvements at neighborhood level in the most deprived areas of the city. Members recognise the potential and importance of Area Committees, although, there is a degree of frustration at the limited nature of their powers and responsibilities. Each Area Committee has its own distinct character with strengths and weaknesses across the city. This is reflected in the experience of Members which ranges from strong support to disappointment and scepticism. It is also clear that the Council's separate directorate approaches to locality working, whilst necessary, has led to the duplication of effort and increased associated costs. Current local partnership set-ups are not being used to best effect and it is not always clear how the collective endeavors and capacity is being harnessed and used to influence policy and practice locally and more importantly, at the centre. Finally, whilst improvements in local democratic engagement of elected members has been achieved, there is clearly scope for developing local decision making even further.

3.2 The South East Locality Working Pathfinder

- 3.2.1 Public services in Leeds are largely delivered top down. They are centrally managed and controlled and they are not sufficiently integrated at a local level to deliver a timely response to the needs of residents. We also recognise that due to the way many services are organised, they do not generally encourage communities to take more responsibility for themselves and do not facilitate voluntary efforts as much as they might. At the same time, in some of our communities, we continue to face the affects of deep rooted problems of deprivation, family breakdown and long term unemployment with all the associated high social protection costs. The lack of integration of our services and the minimal reflection of the diverse needs of localities impedes the ability of the council and its partners to deliver sustainable solutions to complex problems and create a service offer that responds to the differing needs and circumstances across the city. I think there is another effect of top down services.

3.2.2 Whilst a clear threat, the financial climate is also an opportunity to challenge ourselves about public service delivery, efficiency and effectiveness, cultural change, and the way that our workforce delivers services together. It provides for genuine opportunities for service transformation and to work to:

- Design and develop services which better address the needs of local people particularly those individuals with the most complex needs;
- Identify efficiencies through collaborative working and redesigning services;
- Develop and further improve local leadership skills and capabilities to lead across service boundaries to improve outcomes;
- Develop a legacy of collaborative working leading to greater sustainability and reduced dependency, enabling more people to do more for themselves, and;
- Inform a blueprint for integrated working for the city.

3.2.3 The Pathfinder Programme Board has met monthly since April 2010. The meeting is chaired by the Assistant Chief Executive (Planning, Policy and Improvement). Membership includes Chief Officers from all Leeds City Council directorates and has grown to include senior managers from the Police, Third Sector, Health, and the ALMOs.

3.2.4 The Pathfinder Programme Board has received reports on the progress of the pathfinder and has considered the following issues:

- Fragmentation and duplication of services;
- Inability to solve the 'deep-rooted issues';
- Insufficient join-up between corporate and locality to realise one council working for communities;
- Little local influence on citywide policy and practice, and;
- Insufficient involvement of ward members in setting and progressing local priorities for council services.

3.2.5 In response to these considerations, key pieces of exploratory work have been developed and are being shaped by the Board. Some of these include:

- Think Family approaches
- Total Place resourcing considerations
- Asset and resource mapping
- Review of locality partnerships
- Efficiency and effectiveness work
- Neighborhood typologies
- Locality planning
- Changing the workplace
- Integrated environmental services
- Mapping of key service boundaries and exploring locality redesign

- Delivering workshops on integrated locality working

3.2.6 In response to the specific issues detailed in 3.2.4, the Pathfinder Board and the Corporate Leadership Team has considered as a first step:

- The need to establish strong member and officer governance arrangements to tie local and corporate working closer together;
- The integration and delegation of further services to area committees and;
- A move to a single one-council area leader role (three in total in the city) reporting corporately and working alongside individual council directorates.

3.3 Delegation of Environmental Services

3.3.1 One example of the work that the Pathfinder Board has promoted and supported is the integration and delegation of Environmental Services. The Chief Officer (Health and Environmental Action Services) has progressed a piece of work on the development of an integrated approach to delivering environmental services. The Chief Officer has also briefed Area Chairs and through them, Area Committees, on the proposals for local delegation of major elements of the streetscene service (excluding refuse collection and recycling) to improve their accountability and responsiveness to local need and to meet the aspirations of local people and members.

3.3.2 A steering group for the work has been established to ensure that the delegation is secured within the governance structure of the Council. It is envisaged that there will be a phased approach to the new delegations. Key elements will include the negotiation of an annual service level agreement between Streetscene and the Area Committee; the provision of timely and appropriate performance information to determine impact; and the deployment of resource to support and enable Area Committees to handle the responsibilities of the new delegations.

3.3.3 As part of this phased approach, active consideration is being given to how a wider range of locality based services including the work done by Environmental Action Teams (which involves Environmental Enforcement) can be made more accountable to area committees and reflective of the wider locality working agenda.

3.3.4. The results and success of this piece of work will be used to help identify other areas of council activity for delegation to Area Committees in due course.

3.4 Area Leader Roles

3.4.1 The Pathfinder's work has led to the development of a 'One Council' Area Leader role (three roles in total) to operate in each of the Council's wedge areas ENE, SE, and WNW. A job description has been developed reporting to the Assistant Chief Executive (Planning, Policy and Improvement) and an HR process is currently being progressed to recruit to the new posts, which will effectively reduce eight posts that previously existed in Environment and Neighbourhoods and Children's Services to three.

3.4.2 In addition to supporting the development of the Area Committee agenda and improvements in customer engagement and empowerment, the role seeks to 'coral' and strengthen local leadership and management from across a range of council

services to deliver greater collective impact on the ground. In doing so, the role will work with leaders in partner organisations to directly address the issues outlined earlier in this paper.

- 3.4.2 The Area Leader role will be supported locally by a team of Area Management staff who will transfer from Environment and Neighbourhoods to the Planning, Policy and Improvement team in the new year.

3.5 Design Principles for Locality Working

- 3.5.1 Whilst initially focusing on the South East area of Leeds, the early work of the Pathfinder has articulated a clear direction of travel for enhancing locality working across the city.
- 3.5.2 The current financial climate suggests more active consideration to extending the locality working approach in South East Leeds to the other two wedges as soon as possible. Indeed, in practical terms, it will be difficult to implement revised service delivery arrangements in one part of the city whilst retaining existing working arrangements in others.
- 3.5.3 To support these developments, ten design principles for locality working (attached as **Appendix 1**) have been developed to underpin the further development of locality working in the city. They seek to be reflective of, and to build upon, the good local work already being done by the Council and with/by our partners.
- 3.5.4 These principles outline the ambition that we are seeking to achieve through our locality working agenda and Members are asked to formally agree these principles to establish the strategic direction for taking this work forward.

3.6 Communications and Engagement

- 3.6.1 The Pathfinder Manager has visited Leeds City Council Directorate Senior Leadership Teams to provide updates on the work of the Pathfinder, gather reflections on the approach, and explore how Directorates can best contribute to locality working and be best served by it.
- 3.6.2 South East Area Committee Chairs have also been briefed through a member steering group meeting on the work of the Pathfinder.
- 3.6.3 Area Committee Chairs have been briefed on the work by the Executive Member and the Director of Environments and Neighborhoods at meetings with Area Committee Chairs and by the Assistant Chief Executive (Planning, Policy and Improvement) through presentations to Boards such as 'Narrowing the Gap'.
- 3.6.4 Partners have been involved in the development of the work through the Programme Board and through local South East partnerships engaging in seminal workshops on integrated working and discussions at their partnership meetings. Partners involved in the work thus far have been very supportive of this new direction of travel for locality working and have indicated a willingness to support this work in their own area of activity wherever possible. The importance of this work and the need to share more broadly now across the city is well recognised. Work is already underway at the time of writing to share the contents of this paper and to consult on the draft design principles for locality working with area committees in December 2010 and January 2011, Directorate Senior Leadership Teams, and appropriate

strategic citywide and locality partnership boards. A communications strategy for broader engagement, including partners, is in development.

4.0 Implications for Council Policy and Governance

- 4.1 There are policy and governance implications for the creation of an Area Leadership function and its reporting corporately, via the Assistant Chief Executive (Planning, Policy and Improvement).
- 4.2 The responsibilities for some Area Management staff and the delegations for the management and oversight of area based working, currently assigned to the Director of Environment and Neighbourhoods, and concurrently delegated to the Chief Regeneration Officer, will be transferred to the Assistant Chief Executive (Planning, Policy and Improvement). Arrangements are being made to formalise this transfer of responsibility through the review of Environment and Neighbourhoods senior staffing arrangements which is currently being progressed and is subject to separate decision making arrangements.
- 4.3 There may well be further governance implications as the work progresses, for example, on the local delegation of services, as the principles for locality working are implemented.
- 4.4 As regards the role of Area Leaders, it is too earlier to determine whether formal delegated responsibility ought to be provided to these roles at this time, as further detailed work is necessary following agreement of the design principles.

5.0 Legal and Resource Implications

- 5.1 These proposals will be taken forward in the context of current resourcing pressures facing the authority. Specifically, with the creation of the new Area Leader role, savings will be made from a reduction of eight locality posts graded director 60% to three posts. The full year effect of this will, in time, equate to a saving of £428,666 per annum, based on current costs, through the deletion of existing posts.

6.0 Conclusions

- 6.1 Our history of locality working provides an opportunity to learn from, and improve upon, our experiences in working and thinking more local. The current financial climate demands a consistent approach to locality working that is also reflective of the differences in our neighbourhoods and communities. This consistency is best achieved through the implementation of a set of design principles for locality working (Appendix 1) and the recruitment of three Area Leader roles to drive change in local services. The Area Leaders will take a lead responsibility for working up proposals for locality working at a more local level.

7.0 Recommendations

- 7.1 Members of Executive Board are recommended to:
- a. Note the progress made on the Locality Working Pathfinder project to date;
 - b. Ask Members to endorse the proposal to implement a new locality leadership model, consisting of three Area Leader roles reporting to the Assistant Chief Executive (Planning, Policy and Improvement), to lead the integrated Locality

working agenda in the three council wedge areas of East North East, South East, West North West, and;

- c. Agree a set of draft design principles (**Appendix 1**) to form the basis of what we are seeking to achieve through the locality working agenda in Leeds and to endorse the development of a communications strategy to consult upon and inform the further development of this work.

Background paper - Leadership and Management Arrangements for Integrated Locality Working, Report to CLT 28 July 2010.

Locality Working

Draft Design Principles

1. Strong and effective **governance** arrangements that are responsive to the needs and aspirations of local communities.
2. Strong **local leadership** (political, council officers and partners) that champions the needs of residents, leads across service boundaries and can be held accountable for the delivery of improved outcomes for local people.
3. **Engage communities** in a way that supports residents in developing local priorities, holding services to account, enabling them to do more for themselves and developing a sense of pride and belonging in their local neighbourhood.
4. Maximise the **use of local intelligence** to prioritise and shape services to local people.
5. Integrate and organise **front line service delivery** to deliver responsive services and support at the right time and in the right place.
6. Maximise the use of **public sector assets** in local communities delivering more integrated and effective services and realising efficiencies wherever possible.
7. Provide a skilled, committed and effective **local workforce** that puts the needs of residents at the centre of service provision.
8. Clearly define the geography and typology of a **neighbourhood** to understand its characteristics so that services are tailored and targeted to meet need effectively and efficiently.
9. **Share good practice** to help improve outcomes for residents across the city.
10. The delivery of positive results for local residents, improving the resilience and **sustainability** of neighbourhoods and reducing the dependency on public services.

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Originator: Bridget Emery

Tel: 0113 39 50149

Report of Head of Housing Strategy and Solutions

To Executive Board

Date: December 8th

Subject: Care Ring Replacement Programme – Sheltered Housing

Capital Scheme Number 16240/000/000

Electoral Wards Affected:

All

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

Executive Summary

The Care Ring emergency alarm service plays a critical role in keeping older people safe and healthy and empowers them to continue to live independently. It therefore makes an important contribution to the Leeds Strategic Plan improvement priority relating to promoting the capacity of vulnerable people to live independently.

Existing alarm equipment is becoming increasingly obsolete and unstable. The British Telecom digitally based improvement programme will render existing equipment incompatible with the upgraded telephone communication systems.

The Council also incurs significant cost relating to repairing faulty equipment. Whilst the proposal to fund the replacement of emergency alarm equipment represents a significant investment commitment; it will generate significant 'spend to save' benefits for the Council. The cost of scheme replacement will swiftly be recovered through savings in ongoing maintenance and, more importantly, in the prevention of residential care placements.

At November 3rd Executive Board E&N injected £733,000 of HRA reserves into the capital programme and within this report EB are requested to authorise £733,000 to purchase and install care ring equipment located in sheltered housing schemes managed by the Leeds ALMOs/Belle Isle Tenant Management Organisation across the city.

1.0 Purpose of this Report

- 1.1** The purpose of this report is to seek approval for funding the replacement of emergency alarm equipment located in sheltered housing schemes managed by the Leeds ALMOs/Belle Isle Tenant Management Organisation across the city.

2.0 Background Information

- 2.1** There are 113 sheltered housing schemes managed by the Leeds ALMOs/BITMO where a warden is in place and where the equipment is in need of replacement. There are over 3,500 properties within these schemes. The equipment is used to raise the alarm to emergency situations by vulnerable tenants of these schemes. The calls are made to the Care Ring Response Centre on a 24 hour a day 365 days a year basis. The calls are routed via warden call equipment which is hard wired through each sheltered scheme. Calls are made using a unique UAC telephone number from each scheme to the response centre.

3.0 The Main Issues/ Scheme Description

- 3.1** The existing call equipment is rapidly becoming unsustainable. The majority of equipment in vulnerable tenants' homes is between 20 and 25 years old, making repairs and maintenance frequent and costly.
- 3.2** Additionally the equipment is increasingly obsolete and incompatible with modern alarm call systems. Modern systems rely on digital technology and are fully compatible with other telecare equipment. The sheltered housing schemes are presently hardwired on a 'loop' system within the scheme. This means that any fault from one property's equipment will result in scheme failure with all calls from that particular scheme failing to get through to the response centre. This places all the residents of the scheme at risk in some circumstances for several days. While in these circumstances a temporary dispersed alarm is fitted to ensure the safety of the most vulnerable tenants, clearly there is a risk to general safety while the system is out of service.
- 3.3** It is intended to replace the old equipment with dispersed equipment for all sheltered accommodation tenants. This will significantly reduce the occasions of whole schemes being out of service and will reduce increasingly costly maintenance bills.
- 3.4** Additionally, the new equipment will speed up the dialling time to the response centre ensuring a more efficient service for the tenants. The modern equipment will also enable vulnerable sheltered housing tenants to access the service more easily as they will have discreet pendants which are easier to operate.
- 3.5** In around half of the schemes where the equipment needs replacing, the warden equipment sits within the warden's tenancy. Historically the wardens were employees of the council and as such occupied service or tied tenancies.
- 3.6** However, following transfer of their employment to the Leeds ALMOs, they became full tenants with rights to remain in their accommodation following retirement or if they left their job for other reasons. This means that residence of a specific property is no longer a requirement of their employment.

- 3.7** In about half of the schemes included in this proposed programme of work equipment which is vital to the safe running of the whole system is located in properties which might be occupied by households no longer connected to the sheltered service. In the remaining schemes the equipment is already located in communal areas.
- 3.8** Looking ahead, there is a planned national program of updating telephone exchanges and lines to digital standards by British Telecom, referred to as the 21CN. Originally this national programme was due to commence during 2010 but at this stage BT have deferred implementation to an unspecified date no sooner than 2012. They have indicated, however, that after that date it is likely that the programme will be reinstated. The existing Care Ring equipment will not work once 21CN is implemented and therefore it is prudent to replace the equipment with compliant kit well ahead of any implementation.
- 3.9** The changeover to 21CN will affect other Local Authorities and the compatibility of their Care Ring equipment so it is expected that there will be a high demand for new equipment from suppliers. Therefore it would be beneficial to progress early to ensure that tenants in Leeds are unaffected by high demand for replacement equipment from other authorities.
- 3.10** The cost of this project will include initial purchase costs of the equipment, including dispersed Unit, pendant and smoke detector, and installation, making good and disposal of old equipment in accordance with the Environment Agency Waste Electronic and Electrical Equipment directive 2007 (WEEE).
- 3.11** The new equipment will be fully compatible with equipment provided by the Leeds Telecare Service and therefore compliment the capital investment in telecare equipment agreed by council earlier this year (report prepared by Adult Social Services and considered at Executive Board in May 2010).

4.0 Consultations

- 4.1** The Chief Executives of the Leeds ALMOs and BITMO have all been consulted on this proposal.

5.0 Programme

- 5.1** The total cost of replacing the equipment as outlined above is £733,000 detailed in appendix 1 to this report. This covers both purchase and installation of the new equipment, and the removal and disposal of redundant kit. While this is a significant investment it does represent an invest to save opportunity for the council in comparison to alternative options such as residential care (the average annual cost of a placement in residential care for one adult is around £25,000 and for context the care ring alarm service in the schemes included in this report is provided to over 3500 tenants), and to the wider public purse in terms of increased hospitalisation of older people. There are also unquantifiable savings relating to promoting the general health and well-being of older people.
- 5.2** It is intended that the renewal programme for the replacement of equipment will take place in two phases. In the first phase, it is intended to replace the equipment in warden schemes where equipment is still located within former tied tenancies: where a current or retired warden is living and in void properties which are difficult to let while scheme equipment remains in situ. It is intended that this first phase should be completed by the end of March 2011. This first phase will cost £361,000.

- 5.3** It is proposed that the second phase, which will replace the remaining old equipment which is situated in communal rooms or office accommodation, will take place during 2011 with a completion date in December 2011. The cost of the second phase is £372,000.
- 5.4** Unlike the capital investment in telecare services which provided for expansion of that service across tenures¹, this programme will only apply to council property. All the properties involved are council tenancies, geographically spread across the city. The proposed programme will involve a total around 3600 properties spread across 113 sheltered housing schemes.
- 5.5** A Northern Housing Consortium (NHC) framework agreement is in place for the replacement of care ring equipment, set up by the NHS Purchasing and Supply Agency (PASSA). It is valid from 30/6/09 lasting four years for Telecare equipment, installation, maintenance, monitoring and response services. Leeds City Council are members of the NHC consortium which allows the use of Cirrus as supplier of equipment without the need to carry out further procurement exercises.

6.0 Implications for Council Policy and Governance

- 6.1** The Care Ring alarm scheme contributes significantly to the Health and Wellbeing strategic outcomes identified in the Leeds Strategic Plan. The service both improves the quality of life by promoting independence, dignity and respect and offers enhanced safety and support for vulnerable people. The service promotes independent living and prevents vulnerable people moving into residential care.

7.0 Scheme Design Estimate

Capital Funding and Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	O MARCH 2010 £000's			
			2010/11 £000's	2011/12 £000's	2012/13 £000's
LAND (1)	0.0				
CONSTRUCTION (3)	0.0				
FURN & EQPT (5)	0.0				
DESIGN FEES (6)	0.0				
OTHER COSTS (7)	0.0				
TOTALS	0.0	0.0	0.0	0.0	0.0

Authority to Spend required for this Approval	TOTAL £000's	O MARCH 2010 £000's			
			2010/11 £000's	2011/12 £000's	2012/13 £000's
LAND (1)	0.0				
CONSTRUCTION (3)	135.3		65.6	69.7	
FURN & EQPT (5)	597.5		295.2	302.3	
DESIGN FEES (6)	0.0				
OTHER COSTS (7)	0.0				
TOTALS	732.8	0.0	360.8	372.0	0.0

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	O MARCH 2010 £000's			
			2010/11 £000's	2011/12 £000's	2012/13 £000's
HRA Revenue Reserves	732.8		360.8	372.0	
Total Funding	732.8	0.0	360.8	372.0	0.0

¹ Report attached for information

8.0 Revenue Effects

- 8.1** There are no new revenue effects arising from this programme. All revenue costs, such as maintenance of equipment, will be met by existing budgets.

9.0 Risk Assessments

- 9.1** Failure to replace the old and increasingly unreliable alarm call equipment presents a significant risk to the health, safety and well-being of vulnerable tenants.
- 9.2** Without the security of a modern, reliable alarm call system it is likely that older residents in sheltered schemes will not be able to remain living independently and therefore additional cost will be incurred by the council in terms of demand for residential care.
- 9.3** If the scheme replacement does not proceed, then wardens, retired wardens and other tenants will continue to have essential equipment located within their homes. Aside from objections to having equipment in the home, there is also a risk that tenants might choose to turn the equipment off. This would effectively take the entire sheltered scheme out of the system again leaving vulnerable tenants without protection.

10.0 Conclusions

- 10.1** The Care Ring alarm call service allows older, vulnerable tenants to remain living independently and safely in their own homes with a minimum of intervention. The service is popular with tenants and provides both them and their families with security and peace of mind.
- 10.2** However, the equipment used to support the scheme in the majority of Leeds City Council sheltered housing schemes is old and outdated and in need of replacement. It is increasingly difficult to repair and maintain and within the next few years will be obsolete.
- 10.3** Replacement of the old equipment with modern digitally compatible kit will enable greater compatibility with more intensive telecare interventions and will therefore contribute to savings in the cost of residential care and indeed hospital admissions.
- 10.4** Additionally the relocating of equipment out of the homes of wardens will enable the ALMOs/BITMO to fully modernise the sheltered warden service provided to their tenants and improve the day to day function of this key service.

11.0 Recommendations

- 11.1** Executive Board are requested to :-

11.2 Authorise expenditure of £733,000 on equipment and installations to 113 sheltered housing schemes across the city as detailed in Appendix 1 to this report.

Background Papers

Appendix 1 to this report.

Telecare Equipment for Leeds Telecare 2010/11 – EB May 19th May 2010.

PHASE 1 Care Ring Replacement scheme 2010/11

Scheme name	ALMO	Installation	Equipment	Total cost
The Grove	AVH	£1,200.20	£5,408.00	£6,608.20
Nursery Garth 2	ENEH	£1,128.00	£5,070.00	£6,198.00
York Road - Wetherby	ENEH	£1,128.00	£5,070.00	£6,198.00
Highridge	AVH	£1,200.20	£5,408.00	£6,608.20
Church Gardens	AVH	£983.60	£4,394.00	£5,377.60
Rosemont	WNWH	£983.60	£4,394.00	£5,377.60
Oak Road	AVH	£1,416.80	£6,422.00	£7,838.80
St Mathius Court	WNWH	£1,019.70	£4,563.00	£5,582.70
Rhodes House	ENEH	£1,416.80	£6,422.00	£7,838.80
Victoria Close	AVH	£1,236.30	£5,577.00	£6,813.30
Scott Hill Close	ENEH	£767.00	£3,380.00	£4,147.00
Cockroft House	WNWH	£911.40	£4,056.00	£4,967.40
Windmill Green	AVH	£1,019.70	£4,563.00	£5,582.70
Belle Isle Circus	BITMO	£1,272.40	£5,746.00	£7,018.40
The Pleasance	AVH	£1,416.80	£6,422.00	£7,838.80
Burnsall Court	WNWH	£1,489.00	£6,760.00	£8,249.00
Sub-total		£18,589.50	£83,655.00	£102,244.50
Spring Close Gardens	ENEH	£1,128.00	£5,070.00	£6,198.00
Homelea	AVH	£622.60	£2,704.00	£3,326.60
Northfields	AVH	£1,741.70	£7,943.00	£9,684.70
Grove Road	ENEH	£911.40	£4,056.00	£4,967.40
Kendal Carr	WNWH	£1,128.00	£5,070.00	£6,198.00
Royds Court	AVH	£839.20	£3,718.00	£4,557.20
Ramsgate Crescent	AVH	£1,308.50	£5,915.00	£7,223.50
Lyndon Avenue	ENEH	£1,055.80	£4,732.00	£5,787.80
St Mathius Street	WNWH	£875.30	£3,887.00	£4,762.30
Leeds Road	AVH	£911.40	£4,056.00	£4,967.40
Briggshaw Drive	AVH	£1,236.30	£5,577.00	£6,813.30
Great Preston	AVH	£694.80	£3,042.00	£3,736.80
Farrar Lane	WNWH	£1,128.00	£5,070.00	£6,198.00
Moore Avenue - Clifford	ENEH	£1,236.30	£5,577.00	£6,813.30
Crosshills Court 1	AVH	£1,452.90	£6,591.00	£8,043.90
Crosshills Court 2	AVH	£1,813.90	£8,281.00	£10,094.90
Billing View	WNWH	£1,380.70	£6,253.00	£7,633.70
Durrant Close	ENEH	£1,308.50	£5,915.00	£7,223.50
Gibson Lane	AVH	£983.60	£4,394.00	£5,377.60
Mount Pleasant Gardens	AVH	£1,200.20	£5,408.00	£6,608.20
Primrose House	AVH	£983.60	£4,394.00	£5,377.60
Broom Nook	BITMO	£1,055.80	£4,732.00	£5,787.80
St Andrews Court	WNWH	£622.60	£2,704.00	£3,326.60
Albert Square	WNWH	£947.50	£4,225.00	£5,172.50
Durrant Close	ENEH	£1,380.70	£6,253.00	£7,633.70
Churchville House	AVH	£1,380.70	£6,253.00	£7,633.70
St Marys Walk	AVH	£1,380.70	£6,253.00	£7,633.70
Churchill Flats	WNWH	£730.90	£3,211.00	£3,941.90
Whitely Croft	WNWH	£1,019.70	£4,563.00	£5,582.70
Church Lane	AVH	£1,416.80	£6,422.00	£7,838.80
Ashton Crescent	AVH	£622.60	£2,704.00	£3,326.60
Leeds Road	AVH	£911.40	£4,056.00	£4,967.40
Leacroft	WNWH	£911.40	£4,056.00	£4,967.40
Myers Croft	WNWH	£1,091.90	£4,901.00	£5,992.90
St Karl Cohen Square	WNWH	£1,380.70	£6,253.00	£7,633.70
Thornhill Court	WNWH	£1,128.00	£5,070.00	£6,198.00
Atlanta Street	WNWH	£1,200.20	£5,408.00	£6,608.20
Brookleigh	WNWH	£1,416.80	£6,422.00	£7,838.80
Greenside 1	WNWH	£1,272.40	£5,746.00	£7,018.40
Greenside 2	WNWH	£1,236.30	£5,577.00	£6,813.30
Bennett Court	WNWH	£1,994.40	£9,126.00	£11,120.40
Sub-total		£47,042.20	£211,588.00	£258,630.20

PHASE 2 Care Ring Replacement scheme 2011/12

Scheme name		Installation	Equipment	Total cost
Stratford Court	ENEH	£478.20	£2,028.00	£2,506.20
Button Hill	ENEH	£911.40	£4,056.00	£4,967.40
Ingram Court	AVH	£1,128.00	£5,070.00	£6,198.00
Burley Greenhows	WNWH	£983.60	£4,394.00	£5,377.60
Belle Isle Circus	BITMO	£1,597.30	£7,267.00	£8,864.30
Northcote Crescent	AVH	£911.40	£4,056.00	£4,967.40
Stoney Rock Court	ENEH	£1,164.10	£5,239.00	£6,403.10
Lovell Park Court	WNWH	£1,128.00	£5,070.00	£6,198.00
Dulverton Court	AVH	£1,128.00	£5,070.00	£6,198.00
Mason House	ENEH	£1,308.50	£5,915.00	£7,223.50
Eltham Court	WNWH	£1,164.10	£5,239.00	£6,403.10
Rocheford Cort	AVH	£1,128.00	£5,070.00	£6,198.00
Moorhaven Court	ENEH	£875.30	£3,887.00	£4,762.30
Wayland Croft	WNWH	£1,055.80	£4,732.00	£5,787.80
Cranmore	AVH	£1,272.40	£5,746.00	£7,018.40
St Augustines Court	ENEH	£1,164.10	£5,239.00	£6,403.10
Ingram Gardens	AVH	£1,308.50	£5,915.00	£7,223.50
Wood Lane	WNWH	£550.40	£2,366.00	£2,916.40
Otley Lane	WNWH	£803.10	£3,549.00	£4,352.10
Manor House	AVH	£1,164.10	£5,239.00	£6,403.10
The Willows	WNWH	£1,344.60	£6,084.00	£7,428.60
Carrfield Road	AVH	£875.30	£3,887.00	£4,762.30
Broadfields	WNWH	£983.60	£4,394.00	£5,377.60
White Laithe Croft	AVH	£550.40	£2,366.00	£2,916.40
White Laithe Court	AVH	£1,128.00	£5,070.00	£6,198.00
Howarth Court	WNWH	£1,633.40	£7,436.00	£9,069.40
Holmsley House	AVH	£1,958.30	£8,957.00	£10,915.30
Philmay Court	WNWH	£1,128.00	£5,070.00	£6,198.00
Naburn Court	AVH	£1,091.90	£4,901.00	£5,992.90
Union Court	WNWH	£1,489.00	£6,760.00	£8,249.00
Westbourne 1	AVH	£1,416.80	£6,422.00	£7,838.80
Westbourne 2	AVH	£911.40	£4,056.00	£4,967.40
Cross Grasmere Street	WNWH	£1,200.20	£5,408.00	£6,608.20
Ashlea Court	WNWH	£1,200.20	£5,408.00	£6,608.20
Halliday Court 1	AVH	£1,128.00	£5,070.00	£6,198.00
Halliday Court 2	AVH	£1,236.30	£5,577.00	£6,813.30
Stanningley Court	WNWH	£1,128.00	£5,070.00	£6,198.00
Wellington Gardens	WNWH	£1,380.70	£6,253.00	£7,633.70
Primrose Hill	AVH	£1,416.80	£6,422.00	£7,838.80
Marsden Court	WNWH	£3,221.80	£14,872.00	£18,093.80
Crescent Grange (Tic)	AVH	£45.00	£1,521.00	£1,566.00
Queensview	ENEH	£4,124.30	£19,097.00	£23,221.30
Westerton Close (Tic)	AVH	£1,200.20	£5,408.00	£6,608.20
The Crescent	AVH	£1,055.80	£4,732.00	£5,787.80
Hollins Grove	AVH	£45.00	£0.00	£45.00
Sherburn Court (Tic)	AVH	£1,633.40	£7,436.00	£9,069.40
Ryecroft Green (Tic)	WNWH	£3,294.00	£1,521.00	£4,815.00
Dawson's Corner (Tic)	WNWH	£2,066.60	£9,464.00	£11,530.60
sub-total		£61,111.30	£263,809.00	£324,920.30
Blackburn Court	AVH	£1,019.70	£4,563.00	£5,582.70
Midland House	AVH	£694.80	£3,042.00	£3,736.80
Birch Road	AVH	£478.20	£2,028.00	£2,506.20
Brander Road	ENEH	£1,452.90	£6,591.00	£8,043.90
Henshaw Lane	WNWH	£622.60	£2,704.00	£3,326.60
Woodlea Mount	WNWH	£911.40	£4,056.00	£4,967.40
Weston Drive	WNWH	£1,164.10	£5,239.00	£6,403.10
Crimbles	WNWH	£2,247.10	£10,309.00	£12,556.10
sub-total		£8,590.80	£38,532.00	£47,122.80
TOTAL		£135,333.80	£597,584.00	£732,917.80

KEY

orange=retired wardens/void properties PHASE ONE PRIORITY
green=live in wardens with main equipment in their home PHASE ONE PRIORITY
blue=main equipment in warden office or community rooms PHASE TWO
pink=main equipment in external cabinets PHASE TWO
AVH=Aire Valley Homes
ENEH=East North East Homes
WNWH=West North West Homes
BITMO=Belle Isle Tenant Management Organisation



Originator: Maggie Gjessing
Tel: 214 9001

Report of the Director of Environment and Neighbourhoods

Executive Board: 15th December 2010

Subject: Development of a Rent to Mortgage housing model

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

EXECUTIVE SUMMARY

This report proposes the use of a new housing product to support people moving from renting to purchasing their homes. In order to support the development of mixed communities in the East and South East Leeds regeneration area and to develop the local housing "ladder" of flexible tenure options, a "rent to mortgage" product for the EASEL property acquisitions is being developed. A rent to mortgage scheme provides an opportunity for individuals to rent a property for a specified period of time during which there is an opportunity to either acquire the property outright or to acquire it by way of a shared ownership lease enabling the occupant to buy the property in stages. The development of the model therefore reflects the aspiration to develop the housing ladder in the area.

The report requests approval to disposal of ten properties to East North East Homes Limited and approve the implementation of a "rent to mortgage" scheme as set out in this report.

1.0 Purpose Of This Report

- 1.1 This report proposes the use of a new housing product to support people moving from renting to purchasing their homes. It follows the Executive Board report dated 13th February 2009 entitled 'Support for the Affordable Housing and Regeneration Priorities' and relates to the acquisition of 20 houses as part of the East and South East Leeds (EASEL) phase 1 housing development in Gipton and Seacroft.

2.0 Background Information

- 2.1 In order to support the EASEL mixed communities objective and to develop the local housing "ladder" of flexible tenure options, a "rent to mortgage" product for the EASEL property acquisitions is being developed. The model is an established product which is used by Registered Social Landlords (RSLs) nationally and if successful this form of intermediate tenure could be introduced in a number of locations across the city.
- 2.2 The 'Analysis of the Leeds Housing Market' (2007) collated findings from a range of research into housing market trends and housing needs in Leeds. Research into the demand for social housing highlighted that there are missing rungs in the middle of the 'housing ladder'. Households on low incomes are finding it increasingly difficult to purchase their own home or rent privately. The report concluded that intermediate housing formed only a small percentage of the housing market and the development of flexible tenures are needed to address financial stability and viability of home purchase.
- 2.3 The council's primary regeneration objective in east and south east Leeds is to secure the economic, social and environmental well-being of the area and its residents. The development of "mixed communities" (i.e. mixed tenure/mixed income housing areas) has underpinned much of the programme and the Gipton area was chosen by Communities and Local Government (CLG) as a mixed communities demonstration project.
- 2.4 In essence, a rent to mortgage scheme provides an opportunity for individuals to rent a property for a specified period of time during which there is an opportunity to either acquire the property outright or to acquire it by way of a shared ownership lease enabling the occupant to buy the property in stages. The development of the model therefore reflects the aspiration to develop the housing ladder in the area.
- 2.5 To facilitate the scheme all of the properties would be leased to an intermediate landlord, in this case East North East Homes Leeds (ENEH), with the freehold remaining in the ownership of the Council. ENEH will then make the properties available on Assured Shorthold Tenancies (AST) to occupiers who will have the opportunity either to acquire the freehold of the property or take a shared ownership lease within a predetermined period. The main elements of an AST and a shared ownership lease are set out below at section 3.
- 2.6 It is intended that the scheme would be aimed at individuals who would not otherwise qualify for a social rented home (or would be unlikely to be allocated one) but who could neither afford to buy a home outright nor have a large enough deposit available to be able to obtain a mortgage, but who would be able to purchase at some time in the future. Unlike other schemes developed by the council (e.g. the Gipton Homebuy scheme) a rent to mortgage scheme would not require individuals to secure a mortgage immediately. Rather, it would allow them to rent a property at an intermediate rent (i.e. a rent above social rent but below

market rent) and give them time to save for a deposit sufficient for them to be able to purchase the property either outright or through shared ownership.

- 2.7 The proposed criteria for participation in the scheme are attached at Appendix 1. However, it should be noted that the criteria may have to evolve depending on various factors such as the demand for the scheme. It is therefore proposed that the Director of Environment and Neighbourhoods be given delegated authority to make future amendments to the criteria as required.
- 2.8 In February 2009, the Executive Board approved the purchase of 20 properties at the Oaks, Gipton and Parkside, Seacroft from Bellway Homes with the intention of offering residents a mix of council rented and intermediate rented properties (rent to mortgage or similar). Ten of these properties have already been made available for social housing and it is now proposed that the remaining ten properties be made available to residents in accordance with the proposed rent to mortgage scheme.
- 2.9 All the properties intended for this scheme are two bed houses: numbers 14,15,16,18 and 19 The Oaks and numbers 127,128,129,130 and 139 Parkside. A plan showing the location of the properties is attached as Appendix 3.

3.0 Main Issues

- 3.1 The operation of this scheme will entail the Council granting leases of the properties to East North East Homes (ENEH) who will in turn grant Assured Shorthold Tenancies (AST) to the occupants who will have the opportunity within a predetermined period to acquire the property outright or take a shared ownership lease. Whilst the scheme is similar to schemes operated by RSLs across the country, RSLs operate under a different statutory regime.
- 3.2 It is proposed that the properties would be let to ENEH by way of a lease for an appropriate period having regard to the objectives of the scheme. The lease would be at nil consideration, either by way of a peppercorn rent or, if necessary for the purpose of the General Consents referred to later in this report, at market rent subsidised by means of a grant from the Council to ENEH.
- 3.3 The AST will be between ENEH and the occupants. An AST can run on a weekly, monthly or other periodic basis, and could be brought to an end either to allow the tenant to purchase the property or, if the tenant is unable or unwilling to acquire the property to enable ENEH to recover possession. In addition, it would also allow ENEH to take action for a breach of any of the terms of the tenancy such as non-payment of rent or anti-social behaviour. The rent payable by the tenant would be an intermediate rent described in further detail below.
- 3.4 The scheme requires the use of ASTs in order to make the scheme flexible enough for it to provide a way for residents to progress to ownership. Since the Council cannot itself grant ASTs it needs to lease the properties concerned to ENEH. The grant of an AST also gives ENEH the ability to deal effectively with situations where individuals are unable to acquire the property so that others can be given an opportunity to do so.
- 3.5 It is anticipated that the scheme will be attractive to individuals who aspire towards home ownership but who do not have a deposit in place to buy a property or are unable to access social housing. Such individuals would be able to acquire the property concerned either outright or on a shared ownership basis within a period of four years or as otherwise determined by the director of Environment and Neighbourhoods

- 3.6 An individual's ability to participate in the scheme will be determined by way of eligibility criteria. Amongst other matters, these criteria will initially give priority to people already living and/or working in the EASEL area. All participants in the scheme will also have to demonstrate that they intend and are likely to be able to acquire the property within the timescale referred to above. ENEH have gained considerable experience of operating this kind of process via the Gipton Homebuy scheme, and it is proposed that they would administer the scheme in accordance with the eligibility criteria set out in Appendix 1 or as otherwise determined by the Director of Environment and Neighbourhoods.
- 3.7 At the time that they apply, it will be made clear to participants that the intention is for the scheme to be a stepping-stone towards ownership, albeit one which does not require a mortgage or a deposit to be in place immediately. The rent each property on an AST would be an "intermediate rent" which will be the equivalent of 80% of the market rent (though it is anticipated that this will still be higher than the social rent for such properties). The purpose of having an intermediate rent will be to allow the tenant to be able to save towards a deposit and fund their acquisition of the property at a later date. The amount of the intermediate rent will be determined by the Director of City Development.
- 3.8 At any time during the period of their AST, the tenant will be able to elect to buy the property either by way of outright purchase or by taking a shared ownership lease from the Council. The shared ownership lease will be granted by the Council on payment by the tenant of a premium calculated by reference to the market value of the share of the property which they are buying (which will be no less than 25%). The lease will also provide that the tenant can purchase further shares of the property and that if they wish to they will ultimately be able to purchase the freehold of the property from the Council.
- 3.9 Under a shared ownership lease, the tenant buys a 'share' of the property and pays rent on the remaining share of the property (which remains in the ownership of the Council). The Tenant can buy further shares in the property at the market value of those shares at the time of purchase. Buying further shares is referred to as 'staircasing'. When the tenant owns 100%, he or she can acquire the freehold in the property for no charge. As the tenant buys further shares, the rent will be reduced proportionately to reflect the fact that the Council's interest in the property has reduced.
- 3.10 Although initially the property is not owned outright, the tenant does have the normal responsibilities of a full owner. This means, for example, that the tenant will be obliged to pay 100% of the outgoings relating to the property and to keep the property in good and substantial repair and condition.
- 3.11 The rent under the shared ownership lease will be reviewed every year. The reviewed rent will be increased in line with any proportionate increases in the retail prices index (RPI). The rent will be reviewed on an 'upwards only' basis. This means that the level of rent will not go down when it is reviewed.
- 3.12 The following is a worked example to illustrate how the model works.

Property Type: 2 bedroom property with off road parking, Parkside, Seacroft.		
Intermediate rent payments		
Market rent pcm = £525	Intermediate rent payments at 80% of market rent pcm= £420	
Shared ownership		
<ul style="list-style-type: none"> - Market value of the property £100,000. - Assuming nil deposit for the purpose of illustration (this would need to be negotiated with the lender, dependent on mortgage products) £100,000 mortgage would cost approximately £644 pcm based on 6% interest rate, repayment over 25 years. - Monthly rent calculated as a proportion of remaining value in a property per annum, this follows the HCA and RSLs who calculate on a basis of 3% 		
25% shared ownership	50% shared ownership	75% shared ownership
monthly mortgage value for £25,000 = £161	monthly mortgage value for £50,000 = £322	monthly mortgage value for £75,000 = £483
£75,000 remaining value (3%) = £187.50	£50,000 remaining value (3%) = £125.00	£25,000 remaining value (3%) = £62.50
Total = £348.50	Total = £447	Total = £545.50

4.0 Implications For Council Policy And Governance

- 4.1 It is important to understand what will happen if either the tenant is unable to proceed to purchase the property or chooses not to for some other reason. Appendix 2 sets out the potential courses of action in the event of this occurring and paragraph 6 of this report outlines the risk.
- 4.2 Ward member consultation on the development of intermediate rent products took place in 2009 prior to the Executive Board report. However, further ward member consultation will take place to provide the detail on this proposal prior to the Executive Board meeting.

5.0 Legal And Resource Implications

- 5.1 The scheme requires the use of assured shorthold tenancies (AST) to ensure that it can operate effectively. As outlined above, the Council cannot grant ASTs so in order to facilitate the scheme it will therefore be necessary to grant leases of the properties to East North East Homes Limited (ENEH) who will undertake to manage them for the purposes of and in accordance with the objectives of the scheme. Section 32 of the Housing Act 1985 gives the Council the power to dispose of any property that it holds for the purposes of Part II of that Act subject to obtaining the consent of the Secretary of State to the disposal.
- 5.2 The Secretary of State has issued a general consent upon which the Council could rely. There is though a financial limit as to the value of disposals which the Council can make under the consent in any financial year and in the circumstances it may be advantageous for the Council to apply for specific consent for the disposal to ENEH so as to retain flexibility as to the future use of the consent. The appropriate

course of action will be determined by the Director of Environment and Neighbourhoods in consultation with the Director of City Development.

- 5.3 In addition, Section 2 of the Local Government Act 2000 provides that the Council can do anything which it considers is likely to achieve the promotion and improvement of the economic, social or environmental well-being of its area and/or anybody living and/or working in its area.
- 5.4 In determining whether or not and how to exercise its well-being powers, the council must have regard to its sustainable community strategy, which is the Vision for Leeds. Within this document the themes of “thriving places” and “harmonious communities” are relevant.
- 5.5 In relation to the use of the Council’s well-being powers, Executive Board should consider whether well-being is likely to be improved or promoted as a consequence of the proposals set out in this report. The reports of the Director of Neighbourhoods and Housing and the Director of Development to Executive Board in 2007 set out regeneration objectives and priorities for the EASEL area with a view to securing its economic, social and environmental well-being.
- 5.6 Using well-being powers in this way fits with the overall approach taken throughout the development of the EASEL initiative including the establishment of the Joint Venture Company, to deliver mixed communities.
- 5.7 Section 27 of the Housing Act 1985 prohibits the Council from entering into any management agreement in respect of its housing stock without the consent of the Secretary of State. Advice has therefore been sought from Communities and Local Government (CLG) regarding the Council’s ability to operate the scheme with ENEH within the Council’s existing Section 27 agreement and consents. CLG has confirmed that no variation to this agreement will be required, other than to include the properties within the current Management Agreement with ENEH.
- 5.8 An Equality Impact Assessment will need to be undertaken following approval to develop the model.

6.0 Risks

- 6.1 In using wellbeing powers under Section 2 of the Local Government Act 2000, the matter is not free of risk.
- 6.2 Challenges may range from the general use of the well being power in these circumstances to individual challenges brought in relation to decisions regarding eligibility and termination both during and at the end of the AST.
- 6.3 From a housing perspective, challenges may be brought on the basis that the existing secure/introductory tenancy regime allows the Council to achieve the scheme objectives through the Right to Buy/Discounted Purchase price and that the proposed route is designed to avoid the security of tenure enjoyed by Council tenants. However as described above the scheme is aimed at individuals who would not otherwise qualify for a Council tenancy or would be unlikely to be allocated one under the priority system. The participants in the scheme would be selected through eligibility criteria and would therefore enter into the scheme in the knowledge that the intention is to provide an affordable housing option designed to support housing opportunities and make a positive contribution to the well being of the community.

- 6.4 Furthermore the risk of challenge will increase if tenants are unable to proceed to purchase but wish to remain in occupation. Whilst this potential challenge can be managed to some extent by ensuring that all parties are aware of the purpose of the scheme at the outset, this remains a risk. Support and assistance will be given to the tenant to ensure that their options are understood and reviews of their ability to purchase will be carried out on a regular basis. Appendix 2 summarises the issues and risks associated with this.
- 6.5 There may also be Human Rights challenges on the scheme and in particular decisions to bring the AST to an end and the ALMO will need to ensure that it has robust processes in place. The nature of the challenges could focus on the decision making process leading up to the termination of the AST. It is proposed that any decision making process involving termination will take into account the current legal guidance. However, this is an area of law has seen considerable development over the last few years and further guidance is expected from UK Supreme Court shortly which may alter the position further.
- 6.6 Furthermore, the council may owe housing duties to tenants who cannot proceed to the purchase stage and have no reasonable prospects of doing so i.e. through loss of income etc. This may trigger wider housing duties such as under the homeless legislation and may place additional pressures on other social accommodation. Individuals may be well settled and reluctant to move.

7.0 Conclusions

- 7.1 A rent to mortgage product together with other affordable housing options meets the aspiration of a housing ladder. It enables people to rent a property with a view to purchasing their home within a reasonable timescale.
- 7.2 For the reasons set out in this report the Director of Environment and Neighbourhoods is of the opinion that the provision of a “Rent to Mortgage” scheme on the basis set out in this report will promote and/or improve the social, economic and environmental well-being of the area.

8.0 Recommendations

Members being satisfied that the implementation of a “Rent to Mortgage” scheme as set out in this report is likely to promote and/or improve the social, economic and environmental well-being of the area, Executive Board is asked to:

1. Approve the implementation of a “Rent to Mortgage” scheme as set out in this report.
2. Approve in principal the disposal of ten properties to East North East Homes Limited on the terms set out in this report so as to facilitate the implementation of the Rent to Mortgage scheme.
3. Approve the eligibility criteria for participation in the scheme as annexed to this report.
4. Delegate the ability to make changes to the eligibility criteria to the Director of Environment and Neighbourhoods.
5. Subject to all necessary consents being obtained delegate the settlement of detailed terms for the leases from the Council to East North East Homes Limited to the Director of City Development.
6. Delegate the approval of the terms of the Assured Shorthold Tenancy and the determination of the amount of the intermediate rent to the Director of Environment and Neighbourhoods and the Director of City Development.

9.0 Appendices

Appendix 1 – Proposed Eligibility Criteria

Appendix 2 – Options in respect of termination of AST

Appendix 3 – Map to show location of properties

10.0 Background Papers

Executive Board report “Support for the affordable housing and regeneration priorities”
13th Feb 2009

Executive Board reports titled East and South East Leeds Regeneration Area 2007

Appendix 1: Rent to Mortgage scheme – eligibility criteria

Priority	Criteria
	In priority order :
1.	applicants living in the EASEL area
2.	applicants whose immediate family live in the area who have lived there for over 12 months
3.	applicants employed in the EASEL area who do not earn more than £60,000 (joint income)
4.	applicants employed in Leeds who do not earn more than £60,000 (joint income)

And:

5.	must not be able to afford to buy a suitable property on the open market without assistance
6.	Must be able to afford 80% of the local market rent without further assistance eg housing benefit
7.	Applicants will be considered for a property that meets their current or intended housing need as determined through the Councils allocation policy.
8.	Applicants should make a commitment to enter home ownership through low cost home ownership products in the short to medium term (within 5 years) and be able to demonstrate how the discounted rent will enable them to save a deposit
9.	be a UK resident
10.	have a clear rent or mortgage account for at least the last 12 months and have a good credit history
11.	use the property as their only or principle home and not purchase as a “buy to let” or similar

Purchasers must not :

Appendix 1: Rent to Mortgage scheme – eligibility criteria

	Have been subject to action by Leeds City Council in relation to anti-social behaviour or be in breach of your current tenancy agreement
	Have a debt owing to the council
	Own or part own another residential property

Appendix 2 – Termination of Assured Shorthold Tenancies by the ALMO _ Illustration of some the risks.

Reason	Option (s)	Mechanism	Risk	Mitigation
Breach of tenancy for example as a result of non payment of rent or anti-social behaviour.	Terminate tenancy by service of a notice, obtain a court order, apply for a warrant and obtain possession of the property	Terminate tenancy by service of a Housing Act 1998 section 21 notice.	As tenancy can be terminated by serving a notice only and possession is mandatory. The tenant may dispute allegations and argue public law grounds that the decision to take possession is that which no reasonable authority would take).	<p>Ensure all prospective tenants are aware of the purposes of the scheme and limitation within which it will work.</p> <p>Ensure that decisions to terminate on breach of the tenancy agreement are taken having considered all the relevant facts.</p> <p>Consider having a review procedure prior to taking possession action.</p>
<p>Tenant unable to purchase within 5 year timeframe</p> <ul style="list-style-type: none"> - chooses not to purchase - loss of job - unable to secure mortgage 	1. Tenancy ended by service of a notice, obtain a court order, apply for a warrant and obtain possession of the property	ASTs offer protection for the first 6 months as a possession order cannot be made to take effect. It then becomes a	<p>Tenant may claim the authority has a duty to rehouse under the homelessness legislation.</p> <p>If tenant has complied with</p>	<p>The product is marketed as a rent to mortgage product which would be made clear at the point of accepting the tenancy.</p> <p>Annual review meetings</p>

		<p>periodic tenancy capable of being ended by service of s21 notice</p>	<p>tenancy terms but cannot afford to buy then likely that homeless duties owed particularly if children involved and/or an vulnerability issues.</p> <p>Tenant may raise arguments under the public law as outlined above</p>	<p>will be held with the tenants to review ability to purchase.</p> <p>Consider having a review procedure prior to taking possession action.</p> <p>Any homeless application considered in line with the relevant legislation.</p>
	<p>2. Allow tenant to remain in the property on a periodic AST for upto a maximum period of 12 months in exceptional circumstances where there is a reasonable prospect (supported by evidence) of the tenants circumstances changing in order to allow them to proceed with purchase .</p>	<p>Allow the AST simply to continue to run as a periodic AST.</p>	<p>Tenant wishes to stay in the property for a considerable period over and above that specified under the scheme.</p> <p>Tenant may raise arguments under the public law as outlined above</p>	<p>Ensure that each case considered on its merits and that discretion to allow an extension is taken in only in exceptional circumstances and where supported by appropriate evidence. The maximum period for an extension would be upto 12 months.</p>

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Originator: Geoff Turnbull
Tel: 2474184

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

Executive Board

Date: 15 December 2010

Subject: Response to Deputation to Council from Leeds Youth Council Regarding the Equality and Diversity Plan

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

On 15 September 2010 the Council received a deputation from the Leeds Youth Council regarding their equality and diversity plan. The plan was produced as part of a piece of work they had been undertaking with The Fairplay Partnership.

The report provides a response to this deputation and seeks to address the issues raised.

1.0 Purpose of this Report

1.1 To respond to the deputation from Leeds Youth Council on the 15 September 2010.

1.2 This report outlines some of the work that has been undertaken to address the issues raised by the delegation and proposes actions to be considered by Executive Board.

2.0 Background Information

2.1 Leeds City Council was one of only two local authorities who were invited to take part in a Fairplay Partnership Project. Fairplay is a not for profit company who received funding from Yorkshire Forward for this piece of work. The purpose of the project was to work with elected members to develop their knowledge, understanding and future role in driving forward the equality and diversity agenda.

2.2 This invitation was considered and approved by Central and Corporate Scrutiny Board as part of work they were undertaking on embedding equality, diversity, cohesion and integration.

2.2 It was agreed that Fairplay would work with two groups of elected members to carry out an equality and diversity audit using their 'Diversity Driver' toolkit. An action plan was then developed to progress the key priorities that were identified.

2.3 One of the specific actions that was identified was that 'Councillors consider the demographics of the current council chamber and the barriers that some groups might experience in becoming elected members and that work be undertaken to involve young people to analyse barriers and propose solutions to overcome them.'

2.4 As a result of this, it was agreed that Fairplay would work with members of the Leeds Youth Council to deliver a workshop for young people to consider some of the potential barriers that different people might face in becoming elected members in the future and to identify some possible solutions to such barriers.

2.5 The work has been supported by officers from the Member Development and the Equality Teams.

2.6 Over a 6 month period in 2009 work was undertaken to progress this involving young people. It considered who might want to become an elected representative; the potential barriers that might be based on various equality 'characteristics'; and what could be done to overcome any identified barriers.

2.7 A session involving young people and elected members provided an opportunity to share their experiences including getting selected, standing for election and developing their political careers.

3.0 Main Issues

3.1 There were a range of findings that the young people identified:

- a) That information is not readily available on the equality 'profile' of elected members in Leeds making it difficult to determine which groups were and were not represented.

- b) A lack of political education for people of all ages.
- c) That the cost of becoming an elected member may be a barrier to some people.
- d) There seemed to be more obvious barriers for women becoming elected members such as, personal safety when out campaigning and access to childcare.
- e) The council chamber appears to some as inaccessible, especially to those with mobility impairments.
- f) Members of the Youth Council made a series of recommendations which can be grouped into three areas:
 - Information to be made available on the 'equality' make up of the Council
 - Improved education on local politics
 - improved accessibility of the Council Chamber

3.2 Members of the Youth Council also concluded that they too needed to reflect on their own diversity and address similar representation issues

4.0 Implications for Council Policy and Governance

4.1 There are no immediate implications arising from this report.

5.0 Legal and Resource Implications

5.1 There are no immediate implications arising from this report.

6.0 Conclusions and Next Steps

6.1 There are a range of current actions and interventions being delivered and planned by the council and its partners to address the issues highlighted in the deputation. This includes a "Mayor for A Day" programme and the recent 'speed dating' sessions where young people were able to meet with and question elected members on a range of issues This work already considers the majority of the recommendations raised by the Leeds Youth Council and is incorporated into the Member Development Programme.

6.2 Consideration is given to the development of an equality monitoring exercise for elected members using existing member engagement processes.

6.3 In order to address the specific issue of access to the Council Chamber, it is proposed that an access audit is undertaken by the Council's Access Officer.

7. Recommendations

7.1 Executive Board is asked to note the actions being taken in response to the deputation.

Background Papers:

Fairplay Action Plan June 2010

Appendix 1: Minutes of Leeds Youth Council Deputation Full Council – 15 September 2010

Appendix 1.

DEPUTATION ONE – LEEDS YOUTH COUNCIL

A STUDY OF EQUALITY AND DIVERSITY

THE LORD MAYOR: Good afternoon, and welcome to today's Council meeting. Please now make your speech to Council, which should not be longer than five minutes, and please begin by introducing your deputation.

MR T RYAN: Good afternoon Lord Mayor, members of Council. My name is Thomas Ryan and this is Peter Brockeridge. We are from the Leeds Youth Council. I am going to give you a bit of background about the Leeds Youth Council now.

In October 2009 Leeds Youth Council was approached with an invitation to participate in a programme of work being undertaken by Leeds City Council Equality Team. More specifically, the work formed part of the department's Diversity Action Plan and would be undertaken in partnership with, and supported by, the following:

Geoff Turnbull – Senior Project Officer, Equality Team

Anne McMaster – Strategic Equality Manager, Equality Team

Daniel Hardy – Deputy Labour Group Support Manager
Liz Bavidge – Fair Play Partnership

Lesley Reed – Senior Youth Worker, Youth Service.

I am just going to tell you about what the LYC, which is the Leeds Youth Council, has found.

Information does not appear to be readily available around such issues as disability, ethnicity, religion/belief, sexual orientation, or social class – the latter being perhaps more difficult to capture as would be largely self-defined. This probably leads to people forming their own conclusions through visual observation which in turn could lead to misconceptions. The diversity or lack of it, of the Leeds City Council cannot easily be ascertained because of this lack of information.

Based on conversations with other young people and some adults plus their conversation and discussions with Elected Members, the group felt that there was a

real lack of political education at local level. Many people, young people and older, are not fully aware of what the role of a Councillor entails. This is probably one of the main reasons why local elections do not attract more diversity of potential candidates.

Finance was highlighted as a possible barrier for prospective candidates as Elected Members in general, i.e. excluding those who perhaps hold an Executive post, do not receive a high salary and often work long hours. It is often the case that Councillors need to supplement the salary through other sources of income e.g. having a part of full time job as well as being a Councillor; being in receipt of a pension.

It was felt that there was a practical issues that created barriers – possibly more so for females than males – e.g. safety concerns when out campaigning for votes; child care considerations.

In undertaking this programme of work the group also reflected on their own equality and diversity as the larger group of Leeds Youth Council and realised that they too needed to address the issue of being more representative of the young people of Leeds.

I am just going to say about some recommendations that they said.

On joining Leeds Youth Council, members complete a registration form which includes questions about disability, gender, ethnicity, other activities and organisations we belong to. This information is saved on a database and can be provided, with respect to members' rights to anonymity, to Leeds City Council, funders etc as and when needed. Perhaps if such information were also obtained from Elected Members and made available to the public, via the Leeds City Council website, in an anonymous, purely statistical manner, equality and diversity could be more openly demonstrated. This is an exercise that could be undertaken on an individual and ward basis and may also aid the selection process of potential candidates.

Education on local politics should be included in school curriculums and delivered more to the wider community. These are our suggestions on how this could be achieved. (Applause)

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REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS**EXECUTIVE BOARD: 15 December 2010****SUBJECT: Primary place planning for 2012****EXECUTIVE SUMMARY****1 PURPOSE OF THIS REPORT**

- 1.1 This report seeks the permission of Executive Board to consult on the latest proposals to ensure the authority meets its statutory duty to provide enough primary school places in 2012/13.
- 1.2 The six proposals outlined in the report would create a total of 240 places for September 2012. They are dependent on additional land being secured for educational use, the required consultation and statutory processes being followed, and sufficient capital resources being secured from the DfE.
- 1.3 The Executive Board is requested to make available the sites listed in the report for expanding educational provision; and to support the consultation on the proposals identified.

2 BACKGROUND INFORMATION

- 2.1 The birth rate has been rapidly increasing in Leeds over recent years. To meet rising demand for school places, we have created some 560 additional reception places since 2009. This trend is continuing and the latest birth data show approximately 10,200 children born in the year to September 2010. To ensure one place for every child born in the city, we need to create on average 300 to 400 new reception places every year. This scale of response cannot be met through the existing estate, and a key part of the medium term solution will be to identify new sites. In addition, consideration will need to be given to a range of organisational and structural responses and more intensive use of the existing estate.

3 RESOURCE IMPLICATIONS

- 3.1 An estimate of the projected capital construction costs for these proposals is £15.8m. This is based on using modular construction for all building projects; will be subject to significant development costs; and does not include fees, inflation, site acquisition costs or provision for any site specific conditions or risk.

3.2 In recommending that the Executive Board earmark and agree to the use of the sites, there is a net loss to the Council's capital programme of £2.675m.

4 **RECOMMENDATIONS**

Executive Board is asked to:

1. Give permission to consult on the proposals contained in Paragraphs 3.3 – 3.8 of the report.
2. Note that a report detailing the outcome of the consultation will be submitted for consideration at a future meeting of the Executive Board
3. Agree the earmarking and utilisation of the sites listed in the report for the proposals outlined.
4. Agree to an approach to the DfE for the necessary capital funding for these proposals.

Agenda Item:

Originator: Jackie Green

Telephone: 0113 2477163

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 15 December 2010

SUBJECT: Primary Place Planning for 2012

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call-in

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

1 PURPOSE OF THIS REPORT

- 1.1 This report seeks the permission of Executive Board to consult on the latest proposals to ensure the authority meets its statutory duty to provide for enough primary school places in 2012/13.
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- 1.3 The Executive Board is requested to make available the sites listed in the report for expanding educational provision; and to support the proposals identified.

2 BACKGROUND INFORMATION

- 2.1 The birth rate has been rapidly increasing in Leeds over recent years. To meet rising demand for school places, we have created some 560 additional reception places since 2009. This trend is continuing and the latest birth data show approximately 10,200 children were born in the year to September 2010. To

ensure one place for every child born in the city, we need to create on average 300 to 400 new reception places every year. This scale of response cannot be met through the existing estate, and a key part of the medium term solution will be to identify new sites. In addition, consideration will need to be given to a range of organisational and structural responses and more intensive use of the existing estate.

3 THE MAIN ISSUES

Approach.

- 3.1 The planning process to provide school places has recently been reviewed and now includes very early informal planning discussions, alongside ward member briefings in the areas of greatest need. For the academic year 2012/2013 those meetings were held in the summer this year and looked at the local issues and have helped to identify possible solutions to the need for additional primary places.
- 3.2 Education Leeds has consulted with headteachers and governing bodies in developing these proposals, which aim to provide the best possible outcomes for children and young people, and secure sustainable and successful provision. As the extent of provision required increases, there is a need to become more creative and extend the range of potential solutions. Any future implications for governance arrangements will be brought back to Executive Board for consideration if required.

Proposals

3.3 **Harehills Planning area**

Proposal One: To expand Wykebeck Primary School from a capacity of 315 to a capacity of 420, i.e. an admissions limit of 45 to 60. This proposal can be delivered within the existing school grounds.

3.4 **Roundhay/Wigton planning area**

Proposal Two: -To change the age range of Roundhay High School to be 4-18, and to establish the primary provision on land off Elmete Lane, with effect from Sept 2012. The reception admissions limit would be 60.

- 3.5 **Proposal Three:** To change the age range of Allerton Grange High School to be 4-18, and to establish the primary provision on land to the west of the school, previously included in the old school site effective September 2012. The reception admission limit would be 60.

3.6 **Meanwood Planning area**

Proposal Four: To change the age range of Carr Manor High School to be 4-18, and to establish the primary provision on land south of and adjacent to the school, with effect from Sept 2012. The reception admission limit would be 30.

3.7 **Chapel Allerton Planning Area**

Proposal Five: To expand Bracken Edge Primary School from 315 places to 420 places, i.e. an admission limit of 45 to 60. This proposal can be delivered within the existing school grounds.

3.8 **Woodhouse Planning area**

Proposal Six: To expand Little London Primary School from 210 places to 630 places, i.e. an admission limit of 30 to 90, and establish land off Cambridge Road as part of the school premises, effective September 2012.

Site requirements

- 3.9 Many of the primary school places added so far have been created through expansion of existing schools. Given the scale of what has been achieved already for 2010, and the continued level of increase for 2011, the options to expand the existing education estate to meet further primary basic need have effectively been exhausted.
- 3.10 Joint work between the Strategic Asset Management and Planning services in City Development and Education Leeds therefore has identified a number of sites which could be secured for 2012 and 2013. Asset Management Board and Strategic Investment Board (SIB) have considered these at meetings in May, June, September and November.
- 3.11 SIB supports and recommends that land at or adjacent to the following sites is made available for the expansion of provision proposed within this report:
- Torre Drive (reference 14371/6)
 - Allerton Grange High School (reference 14371/26)
 - Former Braimwood School (reference 14371/25)
 - Carr Manor High School (reference 14371/17A)
 - Blenheim Centre (reference 14371/24)
 - Moortown Primary School (reference 14371/14)
 - Gledhow Primary School (reference 14371/13)
 - Oakwood PRU (reference 14371/9)
- The proposals do not necessarily require the whole parcel of land in each case; and there are financial implications for three sites in the capital programme.
- 3.12 These sites are essential to meet the need for 2012 and 2013. This report contains proposals to meet the statutory duty for places in 2012 and a further report will be brought with proposals for 2013 early next year. Executive Board is asked to note that there will be an ongoing need to acquire sites each year to meet the local authority's statutory duty to provide sufficient primary school places.
- 3.13 Consultation on the proposals will take place during January and February 2011 to ensure there is sufficient time to deliver the solutions for September 2012. It will be necessary to ensure that other local schools that may be affected by the proposals are invited to comment during the consultation period. A report will be brought back to Executive Board in March with the outcome of the consultations and a request to publish statutory notices in April for any proposals that are proceeding.
- 3.14 **Future Opportunities**
- Officers are also looking more widely at how capacity can be increased other than through site acquisition and the provision of new built environments. Other council assets are being considered (such as community centres, libraries and office spaces) as potential locations for learning; along with the option of renting accommodation. The local authority have a statutory duty to secure sufficient school places and it is possible that there will not be sufficient resources for this need to be met, other than through capital for new build.
- 3.15 There are a number of schools which could be expanded, but these are located further from the areas of demographic need. In the absence of any alternatives, these schools may provide an 'overflow' option, although this would have an

implication for transport costs. Some may offer interim accommodation until a longer term solution can be implemented but could distort preference patterns in later years (and would offer some flexibility in areas where the birth rate fluctuates more).

4.0 LEGAL AND RESOURCE IMPLICATIONS

- 4.1 These proposals are necessary to meet the authority's statutory duty to ensure sufficiency of school places. If approved they would deliver 240 reception places, making a total of 9545 reception places in the City in 2012.
- 4.2 A very high level estimate of the projected capital construction costs of the proposals is £15.8m. This is based on using modular construction for all building projects, will be subject to significant development and does not include fees, inflation, site acquisition costs or provision for any site specific conditions or risk.
- 4.3 The sites have all been valued by City Development and the sites not included in the capital programme total £635k. There are three sites included in the Council's capital programme: the former Braimwood site (£1.5m); land adjacent to the Carr Manor site (£2m); and the Blenheim centre (£275k). The respective values total £3.775m.
- 4.4 In recommending that the Executive Board earmark and agree that these sites may be utilised, SIB has identified the following requirements:
- In respect of the Braimwood site, whilst the proposal is to build on existing hard standing/brown field, SIB proposes that the Council retain the Elmete Centre site when vacated by Education Leeds as additional green space
 - In respect of the Carr Manor site, the projected capital receipt of £2m has already been realised as part of the Council's contribution to a previous PFI programme. Education Leeds has identified and proposes returning from the Education capital programme the following capital receipts to the Council's capital programme to compensate for the £2m:
 - Former Wortley High School site at £800k
 - Former Pudsey Grangefield site at £300k
- There are a number of ring-fenced but unhypothecated receipts with historic valuations, which could be reviewed.

5.0 CONCLUSION

- 5.1 To continue to ensure the Council meets its statutory duty to provide a school place for every child in the city, we need to create on average 300 to 400 new reception places every year. This report identifies and requests permission to consult on proposals that would secure 240 additional reception places for September 2012, and in doing so to earmark the sites listed in the report. A further paper will be brought to Executive Board to advise on any interim arrangements that need to be made to address any shortfall. It is anticipated this will be brought in the summer term.

6.0 RECOMMENDATIONS

- 6.1 Executive Board is asked to:
1. Give permission to consult on the proposals contained in Paragraphs 3.3 – 3.8 of the report.
 2. Note that a report detailing the outcome of the consultation will be submitted for consideration at a future meeting of the Executive Board

3. Agree the earmarking and utilisation of the sites listed in the report for the proposals outlined.
4. Agree to an approach to the DfE for the necessary capital funding for these proposals.

7.0 BACKGROUND REPORTS

17 June 2009 Expanding Primary Place Provision

22 July 2009 Proposed increases in Admissions Limits for September 2010

19 May 2010 Outcome of statutory notices for changes to primary provision for September 2010, 2011 and 2012

21 July 2010 - Outcome of statutory notices for proposals for expansion of primary provision for September 2011 and Outcome of statutory notices for changes to primary age provision in Horsforth for September 2011

7 May 2010 and 17 September 2010 AMB reports

21 May 2010 and 5 November 2010 SIB reports

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Agenda Item:

Originator: Jackie Green

Telephone: 0113 2477163

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 15 December 2010

SUBJECT: Design & Cost Report and Final Business Case. Building Schools for the Future Phase 3 – Mount St Mary's High School

EXECUTIVE SUMMARY

1.0 PURPOSE OF THIS REPORT

1.1 The purpose of this report is to request Executive Board to approve the Final Business Case for the Mount St Mary's High School Project and to authorise submission to Partnerships for Schools (PfS). This report seeks the approval of the Executive Board to proceed with the design and build project for Mount St Mary's High School and to approve the Final Business case for the Mount St Mary's High School Project ('Project').

2.0 BACKGROUND INFORMATION

2.1 The Strategic Partnering Agreement (SPA) signed on the 3rd April 2007, provided, contractually, for the Leeds Local Education Partnership (LEP) to benefit from a measure of "exclusivity", subject to the terms set out in the SPA. These terms are encapsulated within the SPA in the New Projects Procedure. This Procedure requires that the LEP's and Interserve's design and cost proposals (amongst other matters) for Mount St Mary's High School must proceed, successfully through two approval stages. This Final Business Case, which is available in the Members Library for inspection, will confirm that the proposals have successfully proceeded through these stages.

2.2 The current school is an 11-16 Voluntary Aided secondary school consisting of a diverse range of buildings which includes a Grade 2 listed Victorian building, a 1950's block and 1990's extension. The proposal within the submission will enable redesign and changes to the layout, together with a higher quality built environment, that will improve the learning environment at the school.

2.3 It is anticipated that the pupil numbers will remain unaffected at 900

2.4 PfS has indicated that this scheme is under review for both savings through efficiencies and through re-scoping. The final date for proposals resulting from this review will be the 26th November.

3.0 RECOMMENDATIONS

3.1 The Executive Board is requested to:-
Approve the submission of the Final Business Case for the Mount St Mary's High School Project to Partnerships for Schools (PfS)

Report of the Chief Executive of Education Leeds on behalf of the Director of Children’s Services

To Executive Board

Date: 15 December 2010

Subject: Design & Cost Report and Final Business Case

Scheme Title: Building School for the Future Phase 3 – Mount St Mary’s Catholic High School

Capital Scheme Number: 13373

<p>Electoral Wards Affected:</p> <p>Burmantofts & Richmond Hill</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input checked="" type="checkbox"/></p>
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Eligible for Call In

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

1.0 Main Issues

Design Proposals / Scheme Description

The Mount St Mary’s Catholic High School BSF project comprises of 13% new build, 80% refurbishment and 7% no works. It will be procured through the Local Education Partnership (LEP) as a Design and Build (D&B) using conventional funding.

A design brief has been developed which reflects both Education Leeds’ and the school’s requirements in relation to design, functionality and service. The Council’s Design Champion, with responsibility for ensuring buildings are consistent with Leeds City Council guidelines and for consulting with representatives from Leeds Architectural Design Initiative (LADI), Commission for Architecture and the Built Environment (CABE), Leeds City Council Planners and Education Leeds has been fully involved throughout.

The desired aims and outcomes for the scheme can be summarised as follows:

- Mount St Mary’s Catholic High School will be a high achieving school providing a curriculum that will help young people to feel empowered and

optimistic about their future, allowing all young people to follow their individual learning pathways and thereby gaining high self esteem through achieving success

- The school will be a model of good practise for inclusion where all children and young people with a variety of needs achieve success and have access to the highest quality of education regardless of their background or disability
- It will be an e-confident school with ICT embedded in all teaching and learning to support it's specialism
- The school's extended services agenda will be developed through strengthening Community links and use of the high quality facilities for out of school provision
- There will be a range of different learning environments to support personalised learning and the 14-19 agenda.

These have been captured during the design and development process and the current design achieves these aims.

Consultations

The design development meetings and consultations which have taken place have provided a forum for the wider stakeholder interests associated with the Project during the procurement process. The head teacher of Mount St Mary's Catholic High School has been actively involved with the City Council's Project Team, as well as Education Leeds, the Diocese, the LEP, RM and Interserve to ensure that the design of the school will meet aspirations relating to functionality, and services.

The School, Diocese and the Governing Body have been regularly consulted on the design development of the Output Specification also as part of the Communication and Consultation Strategy.

The designs were prepared and developed with reference to relevant guidance (DCFS building bulletins, CABE, Sport England etc.) in order to ensure that Mount St Mary's Catholic High School will meet the transformational agenda inherent in the Building Schools for the Future programme.

The Children's Services Project Board and Strategic Investment Board have reviewed the Final Business Case (attached as Annex 1) and recommended submission to PFS.

A full planning application was submitted on 20 August 2010 and the City Council is confident that this will be approved prior to Financial Close. The Project Team, the LEP and Interserve have worked closely with Planning and Conservation Officers throughout the design process.

Executive Board have previously, on 22 August 2007 and 09 December 2009, authorised scheme expenditure from capital scheme number 13373 for Mount St Mary's Catholic High School;

Programme

The key project milestones for Mount St Mary's Catholic High School are summarised in the table below.

KEY MILESTONE	DATE
Executive Board Approval of the Outline Business Case for Phases 2 and 3 of Wave 1	22 nd August 2007
Approval of the Outline Business Case for Phases 2 and 3 of Wave 1 by Partnerships for Schools	12 th February 2008
Successful progress of Mount St Mary's Catholic High School proposal through Stage 1 of the New Projects Procedures	18 th June 2010
SIB Approval of the FBC	5 th November 2010
Executive Board Approval of the Capital Works Pro-forma	15 th December 2010
Successful progress of the Mount St Mary's Catholic High School proposal through Stage 2 of the New Projects Procedures	18 th February 2011
Commercial and Financial Close	25 th February 2011
Contractor Mobilisation	February 2011
Construction Complete	April 2013

2.0 Implications for Council Policy and Governance

The Mount St Mary's Catholic High School project will impact on the 'Narrowing the Gap' and 'Going up a League' agendas. Schools in Leeds have the potential to contribute to the ambitious targets to meet key priorities within the Children and Young People's Plan.

The Director of Children's Services (or delegate) now has the powers (delegated under section 3E of the Constitution (Officer Delegation Scheme)) to award a Design and Build Contract under BSF where the Director is satisfied that the project remains within the affordability and other tolerances approved by the Executive Board.

3.0 Legal and Resource Implications

The period between Stage 2 of the New Projects Procedure and Commercial and Financial Close, programmed for 25 February 2011, will be utilised by the City Council, the LEP and Interserve to prepare contract documents.

Scheme Design Estimate

Estimated costs for this scheme have been reviewed and validated by an external qualified cost consultant based on an approved costing system, using previous schemes cost information and industry knowledge, to ensure value for money is achieved.

The construction cost and total budget envelope of the project is £14,129,994 subject to PfS approval of the FBC. In addition the Authority has made a budgetary provision of £342,000 for associated authority works.

The overall Construction cost of £14,129,994 includes £1,584,294 held as part of a programme level contingency fund which was authorised by Executive Board on the 9 December 2009 and which can be accessed by any of the Wave 1 BSF projects where unforeseen cost pressures arise during the construction phase. The City Council's approved construction budget for the scheme is therefore £12,545,700.

Executive Board have previously, on 22 August 2007 and 09 December 2009, authorised scheme expenditure from capital scheme number 13373 for Mount St Mary's Catholic High School.

Capital Funding and Cash Flow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2010 £000's	FORECAST		
			2010/11 £000's	2011/12 £000's	2012/13 £000's
CONSTRUCTION (3)	12545.7	21.5	2618.5	7670.0	2235.7
FURN & EQPT (5)	0.0	0.0	0.0	0.0	0.0
DESIGN FEES (6)	0.0	0.0	0.0	0.0	0.0
OTHER COSTS (7) - Ath Works	342.0	2.2	339.8	0.0	0.0
TOTALS	12887.7	23.7	2958.3	7670.0	2235.7

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2010 £000's	FORECAST		
			2010/11 £000's	2011/12 £000's	2012/13 £000's
CONSTRUCTION (3)	0.0	0.0	0.0	0.0	0.0
FURN & EQPT (5)	0.0	0.0	0.0	0.0	0.0
DESIGN FEES (6)	0.0	0.0	0.0	0.0	0.0
OTHER COSTS (7)	0.0	0.0	0.0	0.0	0.0
TOTALS	0.0	0.0	0.0	0.0	0.0

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2010 £000's	FORECAST		
			2010/11 £000's	2011/12 £000's	2012/13 £000's
Sub 01 LCC Funding (Ath Works)	342.0	2.2	339.8	0.0	0.0
Sub 39 SCE 'C' - PfS	10310.0	21.5	2618.5	7670.0	0.0
Sub 41 SCE 'R' - PfS	2235.7	0.0	0.0	0.0	2235.7
Total Funding	12887.7	23.7	2958.3	7670.0	2235.7
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0

Scheme Title: Building Schools for the Future Phase 3 – Mount St Mary's Catholic High School

Parent scheme number: 13373 (BSF Phase 3)

Revenue Effects

Procurement costs (approx £488,979) incurred by the PPPU for the project will be met from Education Leeds revenue budgets.

Risk Assessments

Operational risks will be addressed by effective risk management procedures as outlined in the PPPU governance procedures.

The outline risks to the project are:

- Scheme becomes unaffordable or de-scoping required due to poor quality design, cost control or construction cost overruns. The council is working closely with the LEP and its supply chain to ensure early identification of issues and have developed a robust and thorough evaluation process.
- As previously documented, changes in Government policy could result in a need to re-scope of any BSF project. Whilst this project was not identified on either of the lists produced by PfS as being subject to changes, PfS have now indicated that this scheme is under review for both savings through efficiencies and through re-scoping. An active process of dialogue continues with PfS to determine the actual impact on this scheme which will be concluded by the 26th November.
- Failure to engage with all relevant stakeholders including sponsor and ward members, in a manner appropriate to their involvement in the scheme. Key stakeholders have been identified and a Communications plan implemented, including regular briefing of Ward members to maintain their support.
- The Council or Diocese may require changes to the design during procurement, construction and operation, leading to additional costs. A Change process and Responsibility Matrices have been developed and implemented along with Design Meetings to ensure the design proposals are within agreed funding envelope and specification.

4.0 Conclusions

The approved budget envelope for the project is £12,545,700. In addition a contingency provision of £1,584,294 and Authority Works provision of £342,000 has been made to ensure that the City Council can appropriately manage the risks remaining with it during the construction phase of this project. Subject to PfS approval of the FBC, the Council will enter into a contract for this project.

5.0 Recommendations

The Executive Board is requested to:

Approve the Final Business Case for the Mount St Mary's Catholic High School Project and authorise submission to Partnerships for Schools (PfS).

6.0 Background Papers

Executive Board Report - Proposed Variations to the BSF Capital Programme – 09 December 2009

Executive Board Report – Submission of the Outline Business Case for BSF Phase 2 & 3 – 22 August 2007

Mount St Mary's High School Final Business Case

The Final Business Case document has been placed within the Members Library for inspection, Access to this document can be obtained from the clerk named on the agenda



LEEDS CITY COUNCIL

**LEEDS BUILDING SCHOOLS FOR THE FUTURE
PROGRAMME**

PHASE 3

Mount St Mary's

Final Business Case



August 2010

Contact Name
Contact Address

Phil Smith
Public Private Partnerships Unit
St George House
40 Great George Street
Leeds
LS1 3DL

DOCUMENT CONTROL

Revision History

Version	Status	Revision Date	Summary of Changes	Author
0.1	Draft	26/07/2010	Corpus v0.08 baseline Update to milestone table, Procurement cost, Scope of work split, Finance & affordability, Project description and Consultation sections	Polly Hutton
0.2	Draft	08/09/2010	1.1 Project Overview - Update to Phase 1 wording 3 Achievement of Outcomes section – update re reception upgrade Update to 5.2 Affordability section and 5.3 accounting treatment	Polly Hutton
0.3	Draft	22/9/10	Updated contingency figure in Exec Summary, 4.2 delivery stage resources, 5.2.1 Authority funding	Polly Hutton

Review and Approvals

Name	Signature	Title	Approval/Review Details	Date Reviewed
Education Leeds Project Board				
Children Services Project Board	Sarah Sinclair (Deputy Director Commissioning)	Chair		
Executive Board Members	Councillor Wakefield	Chair		
Partnerships for Schools (PFS)	Kevin Crotty	Project Director		

Distribution

Name	Title	Date of Issue	Version
Education Leeds Project Board	Jenny Marshall	08/09/2010	V0.2
Education Leeds	Stuart Gosney Misbah Akbar	22/9/10	V0.3

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1 EXECUTIVE SUMMARY

This Final Business Case (FBC) has been prepared to confirm the viability of procuring Mount St Mary's Catholic High School as a Design and Build (D&B) project using conventional funding. This project is in Phase 3 of Leeds' Building Schools for the Future (BSF) programme.

Mount St Mary's will be procured through the Leeds Local Education Partnership (LEP). This is subject to approval of this FBC and successful progress through the New Projects Procedure (NPP) as defined in the Strategic Partnering Agreement signed between both parties.

At the 2008 Excellence in BSF awards, Leeds LEP which brings together Leeds City Council, Education Leeds, Partnerships for Schools (PFS) and the Interserve led consortium Environments 4 Learning (E4L) was named the 'best in the country'.

The proposal is for an 11-16 secondary school of 900 places. The objectives for the scheme can be summarised as follows:

- A high quality flexible learning environment for all pupils and general users of the building capable of adapting to future school curriculum and management changes.
- The building should reflect a vibrant learning environment, be capable of a fully inclusive educational experience, and support the management of the school to deliver their vision focusing on personalised and group learning incorporating leading edge technology.
- The building must be of good design which engenders public pride, as well as being inspirational in the way it is viewed by pupils, parents/carers and the local community.
- The building should be of high quality materials which are robust, durable, adaptable and have low maintenance requirements. In addition it should also minimise adverse effects on the environment both under construction and after completion.

The budget for this scheme has a Construction capital expenditure cost of £14.156m, including £1.584m held within the programme level contingency, plus an Authority Works budget of £342k.

1.1 Project Overview

In 2004, Leeds City Council was selected as a Wave 1 Authority in the Government's BSF programme. The overriding objective of the programme is for a transformational and step change in secondary school education by means of significant capital investment in the whole of the secondary school estate.

Within Leeds, the programme is being delivered in partnership with the Department for Education (previously Department for Children, School and Families) and Partnerships for Schools (PFS). The programme will deliver capital investment into fourteen secondary schools in Leeds over five phases. Thirteen of the schools will become operational between September 2008 and November 2012. The fourteenth comprises of Parklands Academy, the final programme for which is currently under negotiation with the Academies Division of the DfE.

Phase 1

Phase 1 comprises of the rebuilding of four existing secondary schools through the Private Finance Initiative (PFI) and the refurbishing of a further two schools through conventionally funded Design and Build (D&B). These six schools comprised the "sample schemes" within Wave 1.

Phase 1 reached financial close on 3rd April 2007, comprising of four PFI schools (Allerton High, Pudsey Grangefield, Rodillian and Allerton Grange) and two D&B schools (Cockburn and Temple Moor). Work on rebuilding or refurbishing the six schools included in this Phase is now complete.

The appointment of the Leeds LEP was also incorporated at financial close on the 3rd April 2007. Under the terms of the Strategic Partnering Agreement (SPA), the work on the schools included within the rest of the phases (2 to 5) will be procured through the SPA and the New Projects Procedure (NPP) set out in the SPA.

Phase 2

Phase 2 comprises of the building of a new High School through PFI and the refurbishment of three existing secondary schools through conventionally funded Design and Build.

The new High school (Swallow Hill Community College) reached Financial Close in February 2008 and construction was completed in September 2009. Two of the other three schools (Crawshaw and Priesthorpe) are currently under construction and will be completed by April 2011. The third Phase 2 school, Farnley Park is

programmed for completion in September 2012.

Phase 3

Phase 3 comprises of the refurbishment of two existing voluntary aided secondary schools, Corpus Christi Catholic College and Mount Saint Mary's Catholic High School. These will also be procured through conventionally funded Design and Build contracts and are programmed to be completed by November 2012.

This FBC relates only to Mount St Mary's Catholic High School, which is programmed for completion in July 2012.

The aims, objectives and outcomes of the Leeds BSF programme are as relevant now as they were when they were set out in detail in the Outline Business Case (OBC) approved by PfS in February 2008.

The City Council and Education Leeds confirm that the contractual and financial position negotiated with the Leeds LEP and Environments for Learning (E4L), using the standard BSF template contract, through the NPP process will deliver these strategic outcomes for Mount St Mary's.

Phase 4

Phase 4 comprises of the building of a new purpose built Academy on the site of Intake High School Arts College. The Academy is sponsored by Edutrust Academies Charitable Trust (E-ACT). Leeds West Academy (previously Intake High School Arts College) opened in 2009 in the existing buildings. The project reached Financial Close on the 11th May 2010 and the new buildings are programmed for completion by September 2011.

Phase 5 works

Phase 5 is due to comprise of a combination of refurbishment works and new build at Parklands High School. It is proposed to become an Academy, with E-ACT as the proposed sponsor, the final programme for this is currently under negotiation with the Academies Division of the DfE.

1.2 Procurement

This scheme is a single school project and the proposed scope of

work comprises 13% of new build, 80% refurbishment and 7% no works.

The scheme will be procured through the Leeds LEP. The LEP has sole and exclusive right to construct the School under the Strategic Partnership Agreement (SPA) signed on the 3rd April 2007 with Leeds City Council. The exclusivity afforded is dependent on the LEP successfully proceeding through two approval stages of the NPP process.

On the 16th April 2010, the LEP submitted their NPP Stage 1 proposal which was evaluated and subsequently approved by the City Council. On the 18th June 2010 the City Council wrote to the LEP inviting them to enter into NPP Stage 2. The NPP Stage 2 submission is programmed for the 14th January 2011 and financial close for the 25th February 2011.

This Final Business Case confirms that the proposals have successfully proceeded through the NPP process. The key milestones for the project are summarised in the table below.

KEY MILESTONE	DATE
Commence NPP Stage 1	18 January 2010
Receipt of NPP Stage 1 submission	16 April 2010
Approve Stage 1 submission	18 June 2010
Commence NPP Stage 2	18 June 2010
Approve Stage 2 submission	18 February 2011
Commercial and Financial Close	25 February 2011
Contractor Mobilisation	28 February 2011
Construction Completion	19 April 2013

A detailed Project Plan covering the entire project lifecycle is located in Appendix 1.

1.3 Finance and Affordability

Mount St Mary's Catholic High School will be procured through the LEP as a Design & Build scheme using £14.156m of funding, excluding a budget provision of £342,000 for Authority Works.

The scheme expenditure has been approved by Leeds City Council's Executive Board Members at their meetings on 22nd August 2007 and 9th December 2009.

This FBC and the appendices to it confirm that the price submitted by the LEP is affordable to the City Council and remains good value for money for the Public Sector.

Section 5 of this Final Business Case sets out in more detail the Value for Money and Affordability positions for the City Council. The table below summarises the overall financial position for the City Council

Project Funding	Outline Business Case	Stage 1 submission	Stage 2 submission
	£14.023	£14.156	£14.156

The project will be delivered using the Target Cost version of the Partnerships for Schools standard form Design and Build contract.

The Capex cost is within the affordability parameters agreed by the City Council.

- **Risk Allocation & Accounting Treatment**

The Risk Allocation Matrix and Risk Analysis for this project are attached to this FBC as Appendix 2. The City Council is of the view that the risk allocation for this project is appropriate.

1.4 Contract - Design and Build

The City Council has used the 2006 template Design & Build contract approved by PfS at BSF Phase 1 for the Mount St Mary's project. The City Council will propose project specific amendments to this contract (if appropriate) which will take the form of a derogations table to be issued to PfS in advance of Commercial and Financial Close.

1.5 Stakeholder Consultation

Leeds City Council is committed to engaging local people in decisions about their neighbourhood and community and helping to shape local services. 'Our young people equipped to contribute to their own and the city's future well being and prosperity' is a strategic outcome Leeds City Council would like to see in people's lives by 2011. (The Leeds Strategic Plan 2008-2011).

Leeds City Council understands that communication and engagement is an important component within the BSF Programme.

The Project Team has developed a communication strategy for the Mount St Mary's project. The purpose of the communication strategy is to provide meaningful information to all key stakeholders

in an appropriate and timely manner. It aims to build awareness, support and acceptance of the project and ensure stakeholders do not misinterpret the purpose and outcomes of the project.

Staff as well as the Governing Body and the Diocese have, as part of the communication strategy, been regularly consulted on the development and design of the new building.

The designs have been prepared and developed with reference to relevant guidance (DfE building bulletins, Commission for Architecture and the Built Environment (CABE), Sport England etc.) in order to ensure that the new buildings meet the transformational agenda inherent in the BSF Programme, improve performance and extended use.

- **Statutory Processes**

The Project Team has worked closely with the Council's Planning Officers and their statutory stakeholders to ensure that the proposed design is aligned with Leeds City Council's and Central Government's best practice guidelines for buildings of this type.

The City Council has agreed to take planning judicial review risk as it has on previous school projects and accepts that will be liable for any financial risks that may arise as a result of this risk materialising. This risk has been captured on the risk register however the risk rating is low and there are strong controls in place to ensure it is suitably managed. The judicial review period will end 3 months from the planning approval date.

2 PROJECT OVERVIEW

Leeds aspires to have a world-class education system, where all its schools will be good schools, improving schools and inclusive schools. Through the BSF Programme, the aim is to transform the secondary school estate to deliver personalised learning to all through effective and innovative practices supported by new technology. The BSF Programme will achieve this, not only through the new build environment but also how head teachers and staff will manage and use the buildings, and how, ultimately, pupils will interact with the new learning spaces afforded to them.

This Final Business Case seeks to affirm that both the project objectives set out in the Strategic Business Case, Strategy for Change and the project scope set out in the Outline Business Case for Phases 2 and 3 of the Council's Wave 1 BSF Programme, will be

achieved.

2.1 Programme Objectives

The Leeds Strategic Plan 2008 to 2011 sets out the strategic outcomes Leeds City Council would like to see in people's lives and the city by 2011.

Leeds City Council's vision for education, as stated in the Leeds Strategic Plan is:

'An enhanced workforce that will meet future challenges through fulfilling individual and economic potential and investing in learning facilities'.

To realise its ambition for education, Leeds City Council formed Education Leeds in April 2001, a not for profit organisation wholly owned by the Council.

Education Leeds' vision for education is:

'We want all children and young people to enjoy brilliant learning that gives them the skills, confidence, knowledge, understanding and skills to thrive and achieve their potential. We want all Leeds schools to be brilliant learning places – to be good schools, improving schools and inclusive schools where every child and young person can be happy, healthy, safe, successful and where no child is left behind'.

Education Leeds also has a vision for the future of secondary education which has itself been developed from the range of strategies, plans and policies being implemented to support secondary schools within the City. It sits within the context of the corporate vision to make Leeds a leading centre of learning, knowledge and research.

The overriding aim of Education Leeds is to ensure equality of access to a high standard of education for all children and young people and to make all schools good schools, improving schools and inclusive schools. The investment available through the BSF programme has enabled Leeds to continue to:

- Strengthen the role schools play within their local communities developing the school's focus for community cohesion, lifelong learning and inclusive education
- Create and develop the scope for innovative and collaborative approaches thereby maximising potential opportunities for

children and young people through a greater diversity of provision

- Provide better links between phases of education, improve and increase training and vocational pathways at age 14 to 19 and post 16
- Create flexible spaces that will allow innovation and thus inspire, celebrate and support new ways of teaching and learning
- Promote inclusive opportunities for all children providing appropriate facilities for children with Special Educational Needs
- Ensure efficient use of school buildings through a balance of supply and demand for school places and ensuring schools are equipped to accommodate new curriculum initiatives
- Meet local and national performance targets including best value
- Increase inclusive opportunities for all children, including those of all ethnic minorities and faith communities through a provision of specialist facilities where appropriate.

3 OBJECTIVES OF THE PROJECT- (Checklist Section A)

The aims, objectives and outcomes of the Leeds BSF Programme in relation to this phase 3 school are detailed below:

Aims

- To sustain the high quality ethos within the school, where respect and consideration for others have a high priority
- To provide a framework for the transformation of teaching and learning
- To contribute to the realisation of the Vision for Leeds 2004 – 2020
- To improve learning and achievement at Mount St Mary's Catholic High School
- To ensure that the balance between the supply of and demand for places is appropriate within the demographic profile of the city
- To facilitate and develop the 14-19 strategy

- To provide up to date and modern facilities for a 21st century curriculum
- To develop and support the high quality leadership that exists at all levels within the school
- To develop ICT as a fundamental tool for achieving a step change in teaching and learning
- To further develop the ethos of inclusion and support Education Leeds' Inclusion Strategy through the development of partnership bases
- To extend links with the school's communities.

Objectives

- To create a school able to meet 21st Century expectations in terms of styles of teaching and learning; technological developments with flexibility and adaptability to enable future changes as the education landscape evolves
- To provide an e-confident school which will promote enhanced thinking, collaborative working and community cohesion
- To provide a positive and attractive personalised learning experience through creative teaching, an exciting curriculum and innovative and inclusive environment
- Raise educational standards by developing a learning culture; allowing staff to be leaders of learning, and students to be leaders of their own learning
- To support opportunities for work based learning thereby maximising access to post 16 provision
- Full integration of all pupils with special educational needs
- Support the 'Every Child Matters' strands and deliver significant improvements on all five outcomes for young people

Outcomes

- Mount St Mary's Catholic High School will be a high achieving school providing a curriculum that will help young people to feel more powerful and optimistic about their future, allowing all young people to follow their individual learning pathways and thereby gaining high self esteem through achieving success
- Extended technology provision to take into account vocational programmes, and linked to further education provision and local schools
- Mount St Mary's Catholic High School will be fully inclusive

where all children and young people achieve success and have access to the highest quality of education regardless of their background or disability

- Mount St Mary's Catholic High School will be an e-confident school with ICT embedded in all teaching and learning including Continuing professional development opportunities
- The school's extended services agenda will be developed through strengthening links to the local community and businesses, and use of the high quality facilities for out of school provision
- An attractive and inviting learning environment which has grace and charm as well as functionality

Achievement of Outcomes

The proposed design focuses the available investment on.....

- A range of different learning environments to support personalised learning and the 14-19 agenda. The flexible learning spaces will allow learning in large groups, traditional groups of 30, smaller groups or individually
- Open learning areas to facilitate informal and structured learning as well as providing community facilities
- Excellent, new sports facilities to promote well being, healthy lifestyles and community cohesion
- An upgraded reception area to welcome visitors which will reflect the Catholic ethos of the school
- ICT infrastructure provision will provide a robust backbone to the managed service provided by RM Education Plc, allowing for future expansion and enabling pervasive anywhere anytime learning via a wide range of devices. This infrastructure will be flexible, efficient and well integrated within the design and will enhance and support the school's specialism in Technology.

Leeds City Council Commitments

Both the City Council and Education Leeds are committed to significantly improving student ambitions, aspirations, learning, achievement and personal development, irrespective of their ability, gender, faith or race.

The School will compliment the transformation that has and is currently taking place in education in Leeds as part of the BSF Wave 1 programme and will move Leeds a step closer to realising its vision for education.

A Benefits Realisation Plan is under development in partnership with Education Leeds clearly showing when benefits will occur and who will be responsible for their delivery. The plan will aid the tracking process which monitors achievement of benefits against expectations and targets.

3.1 Project Description

This FBC confirms that there has been no significant change to the scheme since the approval of the OBC. There has been a small change however, to both scope and funding:

- To respond to the school's requirement for flexible teaching spaces and improved sport's facilities, the new build element (Sports Hall) has been increased to 13% from 6.3%. Consequentially, the amount of refurbishment / refresh has reduced to 80% from 84%. The remaining 7% is outside of the scope of works.

The key details for Mount St Mary's are set out in the table below:

Fig 1: Key Data: Mount St Mary's Catholic High School

Mount St Mary's Catholic High School	Outcome of the Proposed Investment
Construction type and facilities:	13% new build 80% refurbishment 7% no works
School Specialism	Maths & ICT
Age Range	11-16 years
Planned number on roll: Total 11-16 years Post 16 years SEN	900 900 0 0
Service Commencement	April 2013
Capital Investment	£14.156 m

Financial Close for Mount St Mary's Catholic High School is programmed for 25th February 2011.

3.1.1 Facilities Management

For Mount St Mary's Catholic High School, the Diocese, Education Leeds and the school will fund all lifecycle and maintenance costs in the years following completion of the building works.

The funding formula used to distribute the Individual Schools Budget to schools allocates funding to schools using a combination of factors in order to approximate the need for individual schools to spend. The total amount of funding allocated to Mount St Mary's Catholic High School through the sub formulae for premises related costs will be maintained at a level that is broadly equivalent to the actual expenditure in schools.

A preventative maintenance regime is planned for the BSF 'Design and Build' schools in order to sustain the effective running of the new plant and equipment. Through extensive negotiation with preferred contractors, Leeds City Council's existing services and the LEP's proposals to maintain this equipment have been offered to the schools currently in the final phase of the build. This will also be the case for Mount St Mary's Catholic High School.

The Finance Team of Education Leeds, under the direction of the Strategy Manager Finance, will monitor that the school uses the funds as allocated.

3.1.2 ICT

As part of the Leeds' BSF Programme, Leeds City Council procured a Strategic Partner for ICT, RM Education Plc (RM), in order to gain benefits across all schools through economies of scale. PFS approved the ICT Strategic Partner Agreement (SPA) with RM in 2007, with an initial break point in 2013 and an option to extend to 2018.

The contract with RM Education plc underpins a strategic partnership between schools, Leeds City Council, Education Leeds and RM. The partnership is focused on supporting the transformation in teaching and learning which is at the heart of the BSF programme.

RM's involvement in Leeds is much more than hardware and software supply and maintenance. It is about providing strategic support to schools, professional development for all staff and ensuring that the technology in schools is relevant and robust to deliver on each school's vision for radically different learning environments.

RM provide additional services to the city such as helping to define

an updated ICT vision and strategy and supporting developments such as the use of the learning platform, co-ordinating communications about ICT in education and helping to plan events and awareness-raising for all schools.

RM commence the provision of a complete managed service for each school, supporting the transition to the new environment and providing ongoing professional development, teaching and learning and technical support to schools.

Technology

It is part of RM's responsibility to translate the needs and vision of each school into technical detail, and to help the visioning by raising awareness of what technology is available and what is working elsewhere. RM's designs for each school support the use of existing citywide services such as the learning platform and voice over IP delivered by Leeds City Council.

Funding

There is total funding from the DfE for Leeds that is sufficient to cover a Continuous Professional Development (CPD) programme (up to 2 years per school prior to the new build opening), technology and implementation. The value for money requirements of the contract and the scale of funding mean that the substantial funding available should be sufficient to ensure that new environments deliver on all schools' visions for teaching and learning.

Managed service

The managed service for BSF schools is a key part of ensuring that the contract continues to support the transformational work of schools. The service is a complete end-to-end managed service incorporating full network management and support, onsite support and a service desk which provides help, advice and guidance on the full range of ICT issues (whether technical or related to the use of technology in the classroom or for management and administration). The service will begin before the new building is due to open and will be supporting the existing systems from an early date in order to provide a smooth transition to the new building and new networks.

There are elements of training and CPD included in the service and it provides for full proactive maintenance and management of all the technology in school, including when appropriate, the refresh of equipment and software.

In the SPA, RM provide a managed service for schools which breaks down into the following categories:

- Strategic Services
- Operational Services
- Continuing Professional Development services.

The Strategic Services provide the overall support to the Authority and Education Leeds for ICT strategy. This includes vision, self-evaluation, Every Child Matters, a continuous improvement programme, a communications plan and a refresh strategy.

Also in this category are the school specific services which include the ICT building design solution, the passive and active network designs, user software and hardware, legacy hardware and software integration (where possible and necessary), and interface management (RM handle all voice, web or email calls for ICT support in the schools).

The last element of the strategic service is learning platform. This work falls into a number of areas:

- Training on tools and the use of e-learning
- Promotion of the available tools and curriculum models
- Production and provision of materials
- Support to Schools and staff.

The Operational Services again fall into different categories the first of which is the Service Desk. This provides first level support for all ICT issues and will channel these to appropriate second level service desks. RM manage the resolution of all incidents including those passed to third parties until they are considered closed by the school.

RM also provide a recommended minimum standard for hardware and software items, anywhere anytime access, backup, business continuity, disaster recovery, virus and malicious attack protection. These incorporate best practice from industry and other authorities and demonstrate consideration of lifespan, robustness and other relevant issues and they procure and supply such goods.

They assist the schools with management information systems which will deliver to at least prevailing Becta standards and which can provide all information which would reasonably be required by

the Authority and central Government to be provided by use of an MIS.

The CPD services cover the professional ICT development of all staff in schools. This is a critical part of successfully delivering the aims of the BSF programme and in ensuring that transformation is achieved in schools and that it delivers real benefits to learners. The CPD programme includes strategies for maximising the impact of ICT across Schools.

Contract performance management

The contract with RM is very carefully monitored and the performance management regime is robust and designed to ensure extremely high levels of performance and service provision. The performance indicators to which RM will be performing include helpdesk call response rates, quality of feedback on and levels of training provided to schools and the achievement of Key Stage 4 targets by schools. Each performance measure is linked to the payment mechanism and can trigger penalties for RM if not achieved.

Interface with the LEP

The interfaces with the LEP and RM are managed through a combination of an additional contract schedule (the "ICT Protocol") in each contract and the meeting and monitoring arrangements which are defined in that schedule. The key points of the ICT Protocol are:

- Effective design development through the review process
- A detailed works period access plan that will enable safe access and deal with interface issues during installation of ICT equipment prior to service commencement
- Details of the insurance responsibilities of the parties, both during the works period and services period, and the allocation of risk in relation to security issues and theft/malicious damage.

All ICT proposals will provide for services and systems which, as a minimum, meet the relevant BECTA standards and in many cases will exceed them to provide assurance of "future-proofing".

Contract Review

There is a recognised need to ensure that the SPA remains not only fit for purpose but also proactively addresses emerging educational models. The SPA is therefore currently subject to an end to end

review, which will deliver a forward looking, flexible contractual framework capable of supporting the diverse needs of different educational establishments and delivering best value to schools.

4 PROCUREMENT

The Strategic Partnering Agreement (SPA) signed by the parties at Financial Close on 3rd April 2007 provided contractually for the Leeds LEP to benefit from a measure of "exclusivity", subject to the terms set out in the SPA. These terms are encapsulated within the SPA in the New Projects Procedures. These Procedures require that the LEP's and E4L's proposals for Mount St Mary's must proceed successfully through two approval stages of the NPP process.

This FBC demonstrates that the process followed:

- Was in compliance with the Strategic Partnership Agreement (SPA) signed on the 3rd April 2007 between the City Council and the LEP
- Allowed for a sufficiently robust analysis of the LEP's proposed solution included in its NPP Stage 1 and 2 submission
- Ensured that the LEP's proposed solution offered value for money through the undertaking of meaningful appraisal and robust challenge
- Enabled the school to fully engage in the design process
- Was well resourced and the City Council's procurement costs have been minimised and documented.

4.1 Governance Arrangements

The City Council's Executive Board has approved Corporate Governance arrangements within the City Council for the management of all PFI and PPP Projects. The Officer Scheme of Delegation in relation to executive functions includes decision making powers for Directors or their nominees. Subject to both the scope and affordability remaining within the parameters set out in the OBC, approved by Executive Board, the Director has delegated authority to manage this procurement. For this project, the Deputy Director of Children's Services (Commissioning) has delegated authority for signing of the D&B contract.

The Deputy Director of Children's Services (Commissioning) will discharge her responsibilities delegated by the Director of Children's Services, based upon recommendations of the Project Team

through written reports. Officers from PfS have contributed significantly through both being permanent members of the LEP Programme Group and through their presence at Project Board meetings in an observation capacity. PfS have also received all the reports relating to the BSF Programme submitted to the Project Board and the minutes of each meeting of the Project Board.

4.2 Supervising and Monitoring the Delivery of the D&B Contract

Throughout the delivery stage the work-stream leaders (supported as appropriate) will check compliance with the contract requirements and processes dealing with issues as they arise. Work streams will co-ordinate and co-operate with each other to ensure cross-cutting issues are adequately addressed on an ongoing basis.

Work streams

Overall Leads:

Stuart Gosney (Education Leeds),

Project Lead

Darren Dobson (Education Leeds)

Design and Construction:

Terry White (PPPU)

Gemma Adams (PPPU)

Construction Monitor (PPPU) TBA

Stakeholder Management:

Darren Dobson (Education Leeds)

Finance:

Matthew Cooper (PPPU)

Mark Woodward (EC Harris)

Gordon Mitchell, (Education Leeds Finance)

Legal:

Kieron Dennett (PPPU)

Project Management:

Phil Smith, Polly Hutton, Melanie Hibbert (PPPU)

Decant:

Darren Dobson (EL), Phil Andrews (PPPU)

4.3 Procurement Costs

The table below shows the procurement costs for the project. These are within the Councils' original estimated costs for the project.

Procurement Costs	Start of Project to Mar 2010 £000	2010/11 £000	Total £000
Public Private Partnership Unit			
Project Management	94,921	76,222	171,143
Technical support	46,268	67,458	113,726
Legal	9230	12,420	21,650
Finance	3,744	14,440	18,184
Corporate Governance	18,360	6,666	25,026
External Advisers			
Legal – DLA Piper	15,000	15,000	30,000
Financial – PwC	0	0	0
Technical – E.C. Harris	47,500	30,250	77,750
Other – AON Insurance & Gateway Review	1,500	30,000	31,500
Total	236,523	252,456	488,979

5 FINANCE AND AFFORDABILITY – (Checklist Section C)

This section of the FBC demonstrates that:

- There has been no significant change in the scope of the project leading to the City Council requesting additional Central Government Funding
- That the procurement process complied with the NPP process underlying the DfE (formally the DCSF) and the PfS procurement model and complied with the contractual position set out in the SPA signed by all parties at the Financial Close of Phase 1 of the Council's Wave 1 BSF Programme on 3rd April 2007

5.1 Value for Money (Conventionally Funded Schemes)

Detailed market testing set out in Schedule 4A of the SPA and based on the specific School Design commenced during NPP 2. The results from this market testing will be used to review and monitor the LEP's cost plan for the scheme submitted at NPP 1 as well as what was set out in the Funding Allocation Model (FAM).

Leeds City Council in partnership with EC Harris (Council's Financial Advisors) has been working closely with the LEP and their construction partner IPSL to ensure that the market testing is carried out in a transparent manner. This will ensure that the overall solution offered will be 'on market'.

5.2 Affordability

The FBC and the appendices to it confirm that the price submitted by the LEP is affordable to the City Council and remains good value for money for the City Council.

There has been no material difference in the scope of the procured solution to the scope of the project from what was set out in the OBC.

The table below provides a breakdown of the costs:

Project Funding	Outline Business Case (£)	Stage 1 Submission (£)	Stage 2 Submission (£)
Construction Costs (including contingency and other) *	£14.023m	£14.130m	Due to be received 14/1/2011
Local Authority Works	£342,000	£342,000	Due to be received 14/1/2011

* Construction Costs total includes £1.584m held as part of a programme level contingency to provide for risks retained in the contract by the City Council in the construction phase.

Appendix 3 contains the cost summary for the project at NPP1 which has been reviewed by the Council's Financial Advisors, EC Harris.

5.2.1 Other sources of funding

Leeds City Council will not be contributing to the capital cost of the project other than provide an Authority Works budget for the following elements:

- Associated highway footpaths and school bus stops improvements.
- Contract variation costs.

5.3 Accounting Treatment

As a Design and Build capital funded scheme for an asset not owned by the City Council, the capital expenditure is treated as REFCUS (Revenue Expenditure Funded from Capital under Statute). The expenditure will be funded from capital resources, but no fixed asset will be recognised on the council's balance sheet.

6. RISK MANAGEMENT (CHECKLIST SECTION D)

A risk workshop has been held and a risk register and strategy for the delivery and construction phase has been developed.

The Risk Register details:

- The risks identified
- Who is responsible for the mitigation
- Measures being taken to mitigate each risk

The project includes a number of discrete but related risks in relation to:

- The efficient and timely procurement and delivery of the project
- The relative balance of commercial risks in the contract between the City Council and the Contractor

The City Council's Risk Management Plan ensures that the management of risk is integral to the planning and management of any successful project.

The Opportunity Register for the scheme identifies potential areas for savings in the event that these are required. These are reviewed as the project progresses.

To crystallise, monitor and manage risk, the City Council has and will continue to maintain a detailed Project Risk Register and Opportunity Register through to the post-construction phase.

6.1 Project Commercial Risks between Leeds City Council and the Contractor

The apportionment of risk between the Contractor and the City Council is essential to achieving good value for money for the Public Sector. The Council will retain the risks relating to educational demand and supply. The main risks can be categorised using the following headings:

- Educational risks
- Building risks

- Legal and financial risks

Some risks will be retained by the City Council, the most significant of which are:

- Changes to the Output Specification instigated by the City Council
- Qualifying changes in law
- Compensation events
- Force Majeure events
- City Council default

7 CONTRACT (CHECKLIST SECTION E)

The City Council has used the contract documentation agreed with Leeds LEP and approved by PfS on Phase 1 as the template for the contracts for Mount St Mary's, namely:

- The Design and Build contract (based on PfS standard form)
- Arrangements to appoint an independent certifier to assess the quality of IPSL's work and who will confirm compliance to the City Council's requirements as well as relevant legislation
- Appropriate collateral warranties to the City Council and where relevant to the Diocese

7.1 Contracts

Leeds City Council has drafted the Design and Build Contract(s) which have been shared with the LEP and have initiated negotiations with a view to obtaining agreement of this document before the project reaches Financial and Commercial close. All derogations (if appropriate) will be issued to PfS for assessment and approval prior to the Financial and Commercial close date.

Leeds City Council and the Diocese have agreed the Development Agreement in principal, and are confident that it will be formally agreed prior to Financial Close.

7.2 Other Service Contracts

The City Council has not requested the LEP to deliver any other services other than those covered in the exclusivity afforded to it in the SPA.

8 STAKEHOLDER CONSULTATION (CHECKLIST SECTION F)

8.1 Stakeholder Consultation

The Communication and Consultation strategy document, which addressed stakeholder involvement, was developed by Education Leeds and approved by the City Council in July 2004. Sections 9.3.1 and 9.3.2 of the Outline Business Case set out the communication priorities for the BSF Project and the communication aims and objectives for the BSF Project. The Communications Strategy aimed to:

- Raise awareness within the Council and Education Leeds as to the nature and aims of the Project
- To engage with all schools (Heads and Governors) regarding the timetable, scope and educational vision of the Project
- To engage with external partners and to inform them of the content of the BSF Programme, the timescales and anticipated outcomes
- To keep Elected Members informed of progress, costs and scope of the Project
- To engage effectively with the DCFS, PfS, the 4Ps etc. providing timely and appropriate information in order to progress the Project
- To engage with all the stakeholders in the wider BSF Programme and individual School Projects.

8.1.1 Council Approval and Support for the Project

One of the main priorities of the Communications Strategy was to engage with Elected Members, to keep them informed on the progress, scope and costs of the Project. It was also to seek their approval and maintain their support for the City Council to enter into the Contract.

The Project Director has held regular Member briefings with the Lead Member with responsibility for Education and other senior

politicians. Meetings have also been held with Elected Council Ward Members who have been copied into written updates. Member enquiries have been promptly and effectively addressed throughout the procurement in accordance with the City Council's and Education Leeds Communications Strategy.

Elected Members of the City Council have supported the aims and objectives of the City Council's involvement in the Government's BSF Programme as set out in the Strategic Business Case, and, for Phase 1 and Phases 2 and 3 of the City Council's Wave 1 Programme. This was evidenced by the City Council's Executive Board giving approval to the submission of the Strategic Business Case and Outline Business Case for Phase 1 on 9th March 2005.

Members of the Executive further endorsed Phase 1 of the Programme on 16th November 2005 and approved the establishment of the LEP and exclusivity to be awarded to the LEP through this contractual arrangement.

Elected Members of the City Council agreed the final scope and the financial implications and the affordability thresholds for both the PFI and D&B elements of Phase 2, 3 and 4 of the Council's BSF Wave 1 Programme when they approved the submission of the Outline Business Case for the schools in these Phases.

During Stage 2 of the New Projects Procedures process, which has run in parallel with the official planning process, Elected Members have been kept apprised and consulted of the plans to be submitted through Ward Member briefings and attendance at the City Council's Area Committees by members of the Project Team and the LEP.

8.1.2 Consultation with the School and Diocese

The designs for the School have been prepared and developed with reference to relevant guidance (DfE building bulletins, Commission for Architecture and the Built Environment (CABE) and Sport England) in order to ensure that Mount St Mary's will meet transformational agenda inherent in the BSF Programme.

There has been considerable stakeholder input into the design of the School. The School's management team has been actively involved and attended the design development meetings where the design for the new buildings has been discussed and developed. Education Leeds, the Diocese, the City Council, the LEP and RM Education Plc have worked closely with the school through Stages 1 and 2 of the NPP process.

Governors have also been involved in issues affecting the proposed scheme, throughout the NPP process. Education Leeds' Project Co-ordinator has ensured they have been kept fully informed of progress and have been briefed on the scheme during all stages of development up until the final design.

8.1.3 Consultation with Parents and Local Communities

Leeds City Council have held a planning consultation event attended by local people. This was held to provide the local community with information about the scheme as it was developing and to maintain their support.

The School has also been encouraged to involve children and young people in considering design solutions and a number of design workshops for pupils have been held.

Education Leeds initiated a public meeting at the School during the design development stage.

This event was a public "drop in" session which took place on the 29th September 2009. The session was attended by parents, pupils and community members who provided positive feedback and support for the scheme.

The scheduling of the event also provided parents who were picking up their children to attend beforehand so that they could look at and comment on the proposed plans as well as discuss them with members of the team.

Written and verbal comments from the community were welcomed and appropriate officers of the City Council and Education Leeds were present to explain and answer questions. The public consultation explained plans, processes, the construction timetable and any site specific issues to allow the local communities to comment.

Further details of the event held can be found in Appendix 4.

Further meetings are being planned in consultation with the school to ensure that the school pupils, staff and the local community are kept informed throughout the project lifecycle including the construction process. These will cover areas including how construction will be undertaken, health and safety as well as details of the site manager in the event of any concerns / questions arising.

8.1.4 Consultation with Staff

The School staff have been consulted during the design development of the School.

Specific consultation with school staff has been undertaken in parallel with the local communities. The Education Leeds Project coordinator has met with staff to involve them throughout the process, from the development of the Output Specification and Accommodation Schedules through to plans on room layouts, transformational teaching, ICT usage and location etc. This process will continue during the construction phase.

8.1.5 Consultation with Pupils

Pupils were actively involved in the "Drop in" consultation event detailed in 8.1.3 above. They provided useful comments and positive feedback.

The timing of the consultation event was deliberately scheduled to allow the current pupils at the school to comment on the proposals.

The involvement of pupils has been managed by the school to raise the awareness of the pupils and to capture their aspirations. Opportunities were provided to enable pupils to input into the process.

Further meetings are being scheduled to take place prior to the commencement of construction which will inform pupils about issues such as the construction timetable, what to expect on site as well as health and safety issues.

8.1.6 Partnerships for Schools and Government Departments

PfS are represented at a senior level on the Children's Services Project Board, LEP Programme Group and in the core BSF Project Team. PfS has advised and assisted the City Council and Education Leeds at all stages during the NPP process. The City Council has adopted the PfS model suite of documents for these procedures and mainly followed the evaluation criteria recommended by PfS. Officials from PfS have provided advice and assistance to the City Council at all stages of the process through to Financial Close.

The Communication Strategy also aimed to engage positively and effectively with the DfE and other Central Government Departments, as appropriate; and other appropriate bodies, such as Sport England, CABE etc., to provide them with timely and appropriate information on the progress of the Project.

9 PROJECT MANAGEMENT

9.1 Project Team

Leeds City Council has maintained a fully resourced project management regime for the successful delivery of Scheme.

Role on Project	Position	Name	Time Commitment
Owner	Deputy Director of Children's Services (LCC)	Sarah Sinclair	P/T
Project Director	Director of Planning and Learning Environments (LCC)	Jackie Green	P/T
Head of BSF and Academies	Head of BSF and Academies (EL)	Stuart Gosney	P/T
Education Leeds Project Co-ordinator	Team Lead (EL)	Amanda Jahdi	P/T
Project Management	Team Lead (LCC)	Phil Smith	P/T
Project Management	Project Officer (LCC)	Polly Hutton	P/T
Project Management	Project Assistant (LCC)	Melanie Hibbert	F/T
Technical Advice	Technical Advisor (LCC)	Gemma Adams	P/T
Leeds City Council Design Champion	Design Champion (LCC)	Mark Burgess	P/T
ICT Adviser	Programme Manager (RM)	Dean Lowe	P/T
Financial Adviser	Executive Accountant (LCC)	Matthew Cooper	P/T

Financial Adviser	Financial Adviser (E C Harris)	Mark Woodward	P/T
Legal Adviser	Project Solicitor (LCC - PPPU)	Jacqueline Ainsley-Stringer	P/T

9.2 Project Board

Leeds City Council has an established four-tier management structure which has been developed to ensure clear accountability for the delivery of each aspect of the project. These are:

- a) **Strategy** - Executive Board and Asset Management Group (AMG)
- b) **Portfolio/Programme** - Strategic Investment Board
- c) **Project** - Project Board
- d) **Task** - Procurement Team

Project Management is concerned with the management and delivery of projects. The Children's Services Project Board will take delegated decisions on project specific issues. The Project Board will comprise of the following people:

Chair:

- Portfolio Owner (Deputy Director of Children's Services - Commissioning)

Members:

- Programme Director (Chief Officer PPPU)
- Legal & Democratic Services (Assistant Chief Executive - Corporate Governance)
- Finance (Director of Resources)
- Development (Director of City Development)

In addition, an Education Leeds representative will attend and where required a representative from the Diocese of Leeds will also attend.

For the Children's portfolio this forum provides the project board governance required.

The Children Services Board already has authority delegated to it by the Council's Executive Board to take delegated decisions on project specific issues. The general role of the Board is to:

- Provide overall direction and manage implementation of the project
- Review and approve all major plans ensuring that any major deviations in respect of time, cost and quality are escalated to Strategic Investment Board and Executive Board as required
- Ensure relevant updates and reports are presented to the Strategic Investment Board and Executive Board as required
- Determine the parameters within which the project is delivered;
- Promote the project within the Council
- Ensure the Procurement Team receives the required support and responses from all appropriate Departments

It has authority to make delegated decision on matters relating to New Project Procedures under BSF providing that there have been no changes in scope or affordability and is also subject to the conditions set by the Executive Board, e.g. affordability tolerance. These elements are listed below:

- Issue of City Council Requirements
- Stage 1 – Approval – Entering into Stage 2
- Stage 2 – Approval – Enter into Financial Close Negotiations

Appropriate client and project team staff will be invited to attend Project Board meetings as non-voting attendees as appropriate.

9.3 External Advisors

The City Council has entered into long term Framework Agreements with Legal, Financial and Technical Advisers to provide specialist advice and assistance to deliver its PFI and BSF projects. For the delivery of Mount St Mary's, these are:

Adviser	Name
DLAPiper	
Legal Adviser	Julie Morrissey
EC Harris	
Technical Adviser	Jeff Gibson
Financial Adviser	Mark Woodward
Willis	
Insurance Adviser	Alan Probert

10 STATUTORY PROCESSES – (Checklist section G)

10.1 Section 77 applications for the disposal of school playing fields.

There is no proposal to dispose of school playing fields under Section 77 School Standards and Framework Act 1998 and Schedule 35A of the Education Act 1996. The level of playing fields currently in place at Mount St Mary's will remain when the new buildings open in 2011.

10.2 Planning Approvals for Mount St Mary's

The Full Planning Applications will be submitted in 20 August 2010 and is programmed to be approved on 19th November 2010.

10.3 General Property Matters

Insofar as general property matters are concerned, the City Council is proceeding by granting appropriate licences to the Contractor to enable them to carry out the works.

APPENDICES

Appendix 1 – Project Gantt Chart

Appendix 2 - Risk Allocation Matrix

Appendix 3 – Financial and Technical proforma

Appendix 4 – Mount St Mary’s Consultation Event

Appendix 5 - DCSF/PfS FBC Checklist

APPENDIX 1 – Project Gantt Chart

APPENDIX 2 – Risk Allocation Matrix

APPENDIX 3 – Financial & Technical Proforma

APPENDIX 4 – Consultation Event

APPENDIX 5 – DCSF/PfS Approval Checklist



Originator: Adam Hewitt

Tel: 0113 2476940

Report of the Director of Children’s Services

Executive Board

15th December 2010

Children’s Services Improvement Update Report

Electoral Wards Affected: All wards

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call-in

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

EXECUTIVE SUMMARY

1.1 This report provides an update on key developments in children’s services in Leeds since August 2010 when it was last reported to Executive Board. Its main focus is around:

- *Vision for the future* – through an update on work to develop a new Children and Young People’s Plan for the city by spring 2011 in line with the city’s partnership and planning context (reported separately on the agenda). It also refers to the complex ongoing, emerging national policy context and financial context (reported separately on the agenda).
- *Improvement Activity and Performance* – through an update on the progress being made against the improvement plan and the work of the improvement board, as well as an update on other key inspection and assessment developments. Progress of the new Children’s Trust Arrangements are also briefly discussed.
- *Service redesign* – through further details about progress on the transformation programme to deliver a more integrated children’s service. This update focuses particularly on the proposed emerging model for leadership arrangements across the Council’s children’s services functions and the next stage of development on working locally (within the context of the Council’s Locality Working Pathfinder, reported separately on the agenda).

RECOMMENDATIONS

It is recommended that Executive Board:

- (i) Note and endorse the aspiration that Leeds becomes a child friendly city, note the five outcome areas and receive a more detailed update on the city's new Children and Young People's Plan in the spring of 2011.
- (ii) Note the progress reported to the Improvement Board and Department.
- (iii) Endorse the proposed revised outline leadership structure and outline remit for children's services and receive an update on the implementation of these arrangements in early 2011.

1.0 Purpose of This Report

1.1 This report provides an update on key developments in children's services in Leeds since August 2010. Its main focus is around:

- *Vision for the future* – through an update on work to develop a new Children and Young People's Plan for the city by spring 2011 in line with the city's partnership and planning context (reported separately on the agenda). It also refers to the complex ongoing, emerging national policy context and financial context (reported separately on the agenda).
- *Improvement Activity and Performance* – through an update on the progress being made against the improvement plan and the work of the improvement board, as well as an update on other key inspection and assessment developments. Progress of the new Children's Trust Arrangements are also briefly discussed.
- *Service redesign* – through further details about progress on the transformation programme to deliver a more integrated children's service. This update focuses particularly on the proposed emerging model for leadership arrangements across the Council's children's services functions and the next stage of development on working locally (within the context of the Council's Locality Working Pathfinder, reported separately on the agenda).

2.0 Background Information

2.1 In August 2010, Executive Board received an update report about the Children's Services Improvement Board and Improvement Plan, the transformation programme and the development of a new Children and Young People's Plan. That report reflected an ongoing commitment to keep Executive Board updated after the Improvement Plan and the recommendations from the strategic review of Children's Services had both been approved by Members in March 2010. This report provides the next of these updates.

2.2 This is a timely opportunity to provide such an update for a number of reasons. Firstly, ongoing developments nationally, particularly following the Comprehensive Spending Review are providing a clearer idea of the pressures and policy changes that children's services across the country face. Secondly, at its November meeting the Improvement Board was provided with a half-yearly update of overall progress against the government's Improvement Notice. It is timely therefore to bring this to the first available meeting of the Executive Board. Finally, the new Director of Children's Services, Nigel Richardson, started in Leeds on 30th September and since then the direction for both the leadership aspects of the transformation programme and the vision to inform the new Children and Young People's Plan has been set out more clearly. It is important to get Executive Board's endorsement for this direction to support the next stage of development.

3.0 Main Issues

3.1 A New Vision for Children's Services in Leeds

3.1.1 In August Executive Board were informed of the development of a new Children and Young People's (CYP) Plan for Leeds. Although the government is removing the statutory responsibility for local areas to have a CYP Plan, key partners across the city have confirmed their desire for a revised Plan to be developed to provide a shared vision and framework for children's services across the city. This is particularly relevant as we move towards a more integrated model of service delivery and require collective effort to improve outcomes and cope with the emerging financial pressures.

- 3.1.2 Since the Board was last updated on the outline proposals for a new plan, there have been some important developments. Firstly, a revised framework for city wide and Council directorate planning has been agreed and will this have a direct influence on format, content and timescales of the CYP Plan, which will now cover the period 2011-15. Within this framework the Children's Trust Board has been identified as the owner of the CYP Plan, as one of the five city priority plans.
- 3.1.3 Taken together the five city priority plans are the medium term deliverables against the new long term vision for Leeds. Each plan will have a similar format and a four year timescale commencing April 2011. Whilst the framework suggests a maximum of 3 key strategic outcomes, it has been agreed that, given the breadth and complexity of the children and young people's agenda, the 5 outcomes articulated in the refreshed single vision will be appropriate. Each strategic outcome will be supported by 2 or 3 priority actions with accompanying priority action plans, performance indicators and targets as the key components of the city priority plans. Some of these priority actions may be led by other partnerships, such as Health and Wellbeing or Safer Leeds.
- 3.1.4 Following on from this a second important development has been the arrival of the new Director of Children's Services, who joined Leeds at the end of September. The new Director has helped to shape a revised vision for the CYP Plan and the city, which builds on the initial development and consultation work done, including that done with children and young people during the summer.
- 3.1.5 The focus of this new vision is for Leeds to become a child friendly city. The idea of a child friendly city builds on a project developed by Unicef that aims to help cities develop a system of good governance committed to fulfilling children's rights. There is more information on the website www.childfriendlycities.org. This city ambition can be used to engage a wide range of partners, public, private, voluntary and communities more generally in a collective effort to put the child at the heart, make the economic case for investing in the future, and evidence the voice and influence the child.
- The five outcomes the CYPP will cover to make sure that children and young people:
- are safe from harm;
 - do well in learning and develop skills for life;
 - choose healthy lifestyles;
 - have fun growing up; and
 - are active citizens who feel they have voice and influence
- 3.1.6 These will be underpinned with a short, clear set of priorities, including a cross-cutting focus on minimising the effects of poverty on children and families. They will be delivered by creating a stronger sense of the shared values and behaviours that bind the children's workforce and these will in turn reflect the Council's new corporate values. To do this there will be an increased focus on working in partnership to develop the children's workforce together in a way that helps us realise our ambitions.
- 3.1.7 The vision that informs the new Children and Young People's Plan has been captured in a summary sheet, attached at appendix 1. Work on the detail, including the performance indicators that will sit behind this is now taking place. An outcome based accountability approach will be used to engage those who can make a difference to the priority areas. A draft of the new Children and Young People's Plan will be submitted to Executive Board in the spring of 2011.

3.2 National Policy Context

3.2.1 The August update report informed the Board about the change of direction signaled by the coalition government in relation to Children's Services and drew attention to a number of consultations and policy changes that are shaping and reflecting this. These developments have continued in recent months, many of which are reflected in the government's Education White Paper: The Importance of Teaching, which was published on 24th November. The White Paper is wide-ranging, but in very brief summary some of the main areas it covers include:

- Attainment: Raising the floor target of achievement at GCSE level from 30% of pupils getting 5 A*-C grades, up to 35%. Changing the A Level and GCSE course structure and school ranking systems.
- Curriculum Review: Launched in December 2010 and implemented by 2013
- Inspection Changes: More streamlined focus for Ofsted, down to four key areas: teaching., leadership, behavior and attainment. Local authority Children's Services inspection focus also to change and become more 'streamlined'.
- Behaviour: Revised powers and 'protections' for teachers on discipline issues.
- Teaching: Reforming initial teacher training and putting in place/supporting processes aimed at improving teachers learning and development.
- Funding: Introducing a Pupil Premium and consulting on revised arrangements for the national funding formula for schools.

3.2.2 Through the White Paper and elsewhere, the government has also re-asserted its commitment to the academies programme for schools and set out a desire to see this extended to a growing number of underperforming schools, primary schools and schools working in partnership arrangements with others (for example in federations, or cluster arrangements). The implications and opportunities of this for Leeds are being considered and developed as part of the wider locality working approach and the emerging vision and top five outcomes.

3.2.3 Aside from schools, the first part of the Munro review of Child Protection was published at the start of October. The focus of this was on analysis rather than specific recommendations. In view of the child protection challenges Leeds faces we have been monitoring this review closely and are currently exploring opportunities to become more involved in learning and development opportunities stemming from it.

3.2.4 Furthermore, as mentioned in the update report in August, policies across other areas of government are likely to have an increasing impact on how children's services are delivered. A particularly prominent example is the publication of the new Health White Paper 'Healthy Lives, Healthy People' which places an increased emphasis on the role of local authorities to protect the public from health threats. This is likely to place an increased emphasis on the role of education in preventative work and, for example, initiatives that support good maternal health to give children a positive start in life. At the time of completing this report the White Paper had only just been published, but it will be an important influence to incorporate as we move forward.

3.2.5 The other key development since August was the publication of the Comprehensive Spending Review (CSR) towards the end of October. Separate reports to Executive Board have provided more details about the implications of the CSR. This should be considered alongside the details of the current financial context locally and nationally, the combined effect of grant reductions and significant demand pressures on the social care system. This demand profile, through referrals, the child protection system

and looked after children, is not sustainable. Much of the focus of this paper – for example the focus on outcomes, service redesign and revised leadership – is being put in place to change this pattern of demand.

3.3 Improvement Activity and Performance

Improvement Board

3.3.1 In the update report to Executive Board in August, the process and format of reporting to the independently chaired Improvement Board was outlined. That report informed members of the intention to carry out a refresh of the Improvement Plan to ensure it remains relevant to the main service challenges and developments and reflects progress against the original recommendations for improvement. The Board agreed a refreshed plan in September 2010.

3.3.2 The Board continues to receive a monthly monitoring report that provides an update on progress against each of the recommendations within the five themes within the plan which cover all aspects of the Improvement Notice and the broader improvement agenda. These are :

- Effective leadership and governance of integrated children's services;
- Excellent safeguarding standards and practice;
- Improved outcomes for looked after children;
- All young people participating fully, socially and economically; and
- A highly skilled, well supported, motivated and continually improving workforce.

3.3.3 The monthly monitoring update uses a Red, Amber, Green (RAG) rating system to judge progress against each of the recommendations within the plan. In the November report to the Improvement Board out of the 44 recommendations in total, nine were rated as green, 34 as amber and one as red. The majority of actions were rated with an upward direction of travel. Overall actions were reported as progressing well, with significant milestones reached in the Transformation Programme.

3.3.4 The one area rated as red relates to children and young people's involvement in child protection processes. Although the report noted good progress overall on responses to child protection referrals and the requirements of child protection conferences, it is clear from this outstanding red rating that improvements in the child protection process remains an area where focused effort around specific issues is needed.

3.3.5 The monthly report to the board also offers an update on the six areas of focus which were agreed as part of the September refresh of the plan. These are :

- Systems of governance and accountability;
- Improved safeguarding;
- Performance management;
- Looked after Children;
- Delivering integrated child and family services; and
- Attainment and attendance.

3.3.6 At its November meeting, in line with the requirements set out in the government's improvement notice, the Improvement Board received an interim (half yearly) overall performance update against the DfE Improvement Notice. This report has helped to

identify the areas where targets set by central government are on track and those where accelerated improvement is required.

- 3.3.7 The interim report on the Improvement Notice demonstrates significant improvements against a number of performance indicators and process issues. The report concluded that these were now mostly sharing a sustained trajectory, and that there is confidence that further improvements will be delivered between now and the end of the Improvement Notice. The chair of the Improvement Board, Bill McCarthy, has used this interim assessment to provide his regular report to the DfE.
- 3.3.8 Progress as reported to the Improvement Board also continues to be considered by other relevant bodies, including the Children's Services Scrutiny Board, and a cross-party Members' reference group. It is intended that a report on outcomes specifically for looked after children over the past year will be submitted to the January Executive Board and this will be followed by the annual report on school attainment and inspection outcomes scheduled to be submitted to the February Executive Board.
- 3.3.9 In view of the progress that is being made through various improvement work and under the leadership of the Council's new Chief Executive and Director of Children's Services, consideration of how the role of the Improvement Board can be developed into 2011 is taking place. Whilst it will continue to be essential during the coming year that an overview of performance can be maintained and concerns identified quickly, there is also the potential to use the expertise on the Board (both those within the city and the external partners), to develop a stronger remit of support and challenge to help take forward some of the key aspects of service transformation that will be crucial to achieving sustainable performance improvement into 2011 and beyond. Discussions about the nature and remit of arrangements with these aims are ongoing and more detail will be shared as they are finalised. There is broad recognition that any changes that are made must run in parallel to ongoing arrangements that ensure there is rigor and challenge in the performance management process.

Inspection Outcomes

- 3.3.10 Although the government has made a number of changes to the inspection and assessment process for local government and indicated the intention for further changes to children's services inspections in the future, for 2010 the annual children's services assessment has been retained. This is not an on-site inspection in its own right, but rather is drawn from the outcomes of all of Ofsted's inspections of children's services and settings in the local authority area and an extensive set of performance indicators. The children's services assessment for Leeds will be published on 9th December. The assessment letter, along with a covering report providing more analysis will be submitted to the 15th December Executive Board meeting as a late paper to ensure that the embargo on publication before the designated Ofsted date is not broken.
- 3.3.11 The Council's Adoption Service was inspected during the week commencing 6th December. The outcomes of this inspection are not yet known, but Members will be informed when they are published given that this is an important strand of the wider improvement activity taking place in children's services.

Progress of the Children's Trust Arrangements

- 3.3.12 It is now eight months since Leeds began to implement a new Children's Trust Board and new arrangements for the city's Local Safeguarding Children Board. Both play a critical role in building and operating the partnership arrangements that must be in place to enable different agencies to deliver improved outcomes and our safeguarding

responsibilities. Although the government has indicated that the statutory responsibility to have a Children's Trust Board in its current form is likely to be removed, partners across Leeds have indicated their intention to keep the arrangements that have been developed during this year to provide an overview of and driver for partnership and integrated working.

- 3.3.13 The progress and improvement of the Local Safeguarding Children Board (LSCB) is particularly important in view of the challenges that have been identified in Leeds and the focus on the Board within the 2009 Announced Inspection. Since April the new LSCB, chaired by an independent member, has met three times and held a development session for members. Key short term priorities have been agreed as: leadership; communications; performance management and quality assurance; monitoring; governance; and workforce development.
- 3.3.14 Within this list the current top priority for the Board is to develop performance management and quality assurance processes. As such, agreement had been reached on the scope of the quarterly performance reports for the LSCB across a set of performance indicators. The information and data will form part of the performance management framework to be considered by the LSCB in January 2011 for implementation from April 2011.
- 3.3.15 The Safeguarding Board is also overseeing the implementations of a revised training programme to support staff, this will ensure that practice is informed by lessons from Serious Case Reviews.
- 3.3.16 The Chair of the Safeguarding Board is also now a member of the Children's Trust Board, helping to establish clearer accountability in both directions. The Trust Board itself has been reviewing the framework that it uses to monitor performance and will consider new proposals in December to link more effectively with directorate performance monitoring and that of the Safeguarding Board. The Trust Board is also continuing to take an overview of the service redesign work discussed below.

3.4 Service Redesign

- 3.4.1 In the update report to the Executive Board in August, members were informed about the overall direction and broad proposals for the next stage of children's services arrangements. Members were informed about the transformation programme and the progress towards:
- Ending the contract with Education Leeds
 - Developing integrated business support, including commissioning
 - Developing integrated service delivery
- 3.4.2 On the basis of the proposals presented to the Executive Board in August, a paper was submitted to the Children's Trust Board on 13th September outlining more of the detail. That paper was agreed by the Trust Board's members and followed by a period of consultation with a wide variety of stakeholders, this concluded at the end of October to coincide with the publication of the Comprehensive Spending Review. During November the new DCS has been reviewing the feedback and learning from this consultation and drawing up revised proposals for the Transformation Board and key stakeholders.

The Transformation Programme has continued to develop proposals across all areas of children's services for future working. This includes the council provision, an extensive proposal being worked up with headteachers about the new relationship

with schools, and commissioning review activity to challenge outcomes and value for money.

- 3.4.3 The August Executive Board report also outlined the approach that has informed the development of proposed new leadership arrangements for those aspects of children's services in Leeds that are run by the local authority (including education services). During November outline proposals have been drawn up by the DCS for a new leadership structure and directorate shape. Further detail is being developed on these, and the relevant personnel panel approval will be sought on the detail either late December or early January.

Outline Leadership Arrangements and Responsibilities

- 3.4.4 The top two tiers of leadership in Children's Services and Education Leeds currently consists of the Director of Children's Services and the Chief Executive of Education Leeds, two Deputy Directors of Children's Services and two Deputy Chief Executives of Education Leeds and two Children's Services Chief Officers, one for Children and Young People's Social Care and one for Early Years and Integrated Youth Support Services. The new proposals that have been developed reflect the intention that from 1st April 2011 services currently provided by Education Leeds will return to being the responsibility of the local authority.
- 3.4.5 A outline revised leadership model is shown in the diagram at appendix 2, though further work is being done to develop this further. The new emerging proposals have streamlined this existing structure, but more importantly they put forward a model designed to make the integration of different aspects of children's services easier, clearer and more focused, so that improvements can be delivered and sustained .
- 3.4.6 The proposals recognise the extremely challenging financial context in which an ambitious change programme needs to be implemented. The need for efficiencies have been a central consideration throughout the re-design process, but this has been balanced by the imperative to provide right interventions and support to children and young people at the right time and create a whole system that underpins this. It is anticipated that overall the new model will deliver significant savings at senior officer (JNC) level, although further efficiencies may be identified as the design process continues. Over time it is the ability to better manage the placement and referral process for vulnerable children and young people that offers the greatest potential for achieving sustainable efficiencies. The new model being proposed and developed has been designed to do this through a stronger overall system for supporting and safeguarding children and young people in Leeds.
- 3.4.7 The review of children's services, approved by Executive Board in March 2010 suggested that as a starting point any future leadership structure should reflect both the continuing need to secure and develop support for strong learning and universal services as well as the need to draw together more of the resources that target and support the more vulnerable children. The review proposed that the Director of Children's services should be supported by a Deputy Director (or equivalent) to provide the professional lead and champion the education and learning functions and a Deputy Director (or equivalent) to provide the professional leadership and champion targeted and specialist services for vulnerable children and young people (e.g. children and young people's social care). The Deputy Director posts proposed will indeed be responsible for the leadership of these two key remits. The information in appendix 3 provides more detail about the responsibilities that will be aligned to these roles.

- 3.4.8 These two Deputy Director remits will rationalise many of the overlapping services that are currently dispersed across different part of the Directorate (including Education Leeds). In addition to the Deputies, the revised structure proposes two Chief Officers, to support the DCS and Deputies. The first of these Chief Officer posts will cover strategy, commissioning and performance and the second will cover business support. Again there is more detail about what these roles cover in appendix 3.
- 3.4.9 In recognition of the changes this model will bring about and the importance of making the forthcoming period run as smoothly as possible, both for Council staff and wider partners, it proposed that under the oversight of the Chief Officer for Business Support, additional capacity is identified in the short term to support this transition process. There will be an emphasis on using this capacity to work with schools, the voluntary, community and faith sector and other key partners across the city to help deliver a coordinated and widely-understood approach to putting the new arrangements in place. This additional change capacity would look to draw on existing knowledge and expertise in the city to add to the intelligence, relationship management and implementation skills that will be needed. The details of this proposal are still being drawn up, but it is anticipated that we would look to second one or more experienced Leeds head teacher and suitably senior representation from the VCSF to provide this support, as well as the possibility of drawing on other expertise from across the Council.
- 3.4.10 During December the proposals outlined in appendix 3 are being shared and discussed and further developed across existing services. It is intended that implementation will begin from January 2011 onwards.

Locality Working

- 3.4.11 The details above and at appendix 3 demonstrate a stronger commitment to ensuring better integrated working. However, we know from previous pilot initiatives and learning, from the feedback received when consulting on a new model and from children, young people and families themselves, that integrated working only realises its potential if it is embedded at a local level – closest to the clients it aims to support. The information at appendix 3 touches on some of the ways we will bring responsibility and resources closer to meeting specific local need, through the key worker model, the development of new multi-disciplinary local capacity and the reconfiguration of social work resources to better serve local need. However, we know we will need to go further to put in place the processes and relationships that empower local services to make the most impact.
- 3.4.12 It is particularly timely to be re-focusing on how we can change the way that children's services are delivered locally as the Council reviews its wider arrangements for Area Leadership. A separate report on the Executive Board's agenda, discusses proposals, building on the recent locality pathfinder project, for the creation of new, single one-council area leader role (three in total in the city) reporting corporately and working alongside individual council directorates to help significantly strengthen integration and delivery of services at a local level. This role and the wider change being taken forward with it offers opportunities for children's services to adapt its new structure to build stronger links and leadership within local areas. To this effect a number of proposals are being developed that offer such opportunities including:

- ▶ Leadership roles locally (mirroring the Area Leadership geography) for the child protection/children in need and targeted services responsibilities. These will help clearer links to be made in a local area between this work and other roles that shape outcomes for vulnerable children across all services. It will also enable the sharing of information and learning across the city between a network with clearly

defined leadership roles. The local targeted service leaders in particular will be central to shaping and supporting the relationships between different partners who contribute to the new multi-disciplinary preventative teams. They will cut across service, professional discipline and partner boundaries ensuring that a lead professional can be appropriately allocated (and supported) to meet needs. They will work closely with the Area Leader (subject to Executive Board approval) to extend the multi-disciplinary approach into other local services wherever this can make a positive difference. They will act as the local expression of the two Deputy Director roles with a continual focus on using integration to better meet need.

- ▶ A key and defined role for leaders in local settings, such as schools and children's centres to develop a stronger understanding of and relationship with specialist services operating at an area, or city level and taking on increasing responsibility for building the capacity to deliver preventative and extended services to meet additional need.
- ▶ Stronger links with local leaders of partner services including health and the police to support the integrated working aspirations set out above.
- ▶ A partnership role linking a senior leader (from tiers 3 – 4) within the council's children's services structure with a local cluster, in a supporting and two-way information sharing capacity. This would be a limited part of these officers job description, but would help to build knowledge of local issues and links into frontline services across the leadership team, helping the cluster to connect with the local authorities priorities and ambitions. It would also help to deliver consistent communications and provide challenge to the cluster where appropriate. This link role would be part of a wider team offering supporting to clusters in a given area. Elected members could be an important aspect of this supporting role, though this approach needs to be developed further.

3.4.13 The list of proposals above is not a comprehensive picture of all aspects of how we intend to develop children's services at a local level, but rather it is intended to give a flavor for how we will use new leadership roles and responsibilities either at, or linked in at a local level to broaden ownership of the integration agenda and responsibility for getting services to work together to improve outcomes. By asking leaders at a local level to increasingly work across different disciplines to draw on whatever skills are needed and mirroring this in the approach of the senior leadership team we aim to create a service that is much more flexible and therefore more responsive to local need. We will underpin this by developing a clearer accountability framework so that all leaders and services understand their responsibility as part of the wider system to improve outcomes.

3.4.14 We have recognised that developing staff fully into these roles will take time. However, there is a strong base of skilled and experienced colleagues who can help to lead this work and form the basis of the new approach. Building on this, we will ensure that as we put new roles into place we match this with a strong emphasis on workforce development and will be exploring this further as we move into the next phase of developing and implementing our new approach.

3.4.15 Finally, at a local level we are complementing the changes proposed above by reviewing the way we use existing processes, such as the common assessment and intervention panels to ensure these evolve in ways that support the wider system and fits in with changing roles and responsibilities locally.

3.4.16 Overall, this new model signals a significant shift in responsibilities and structure for children's services in Leeds. Whilst the proposals aim to ensure greater efficiency,

integration and ultimately improved outcomes for children and young people, the transition will inevitably be a challenging period. Every effort will be made to keep the workforce, our partners, trade union representatives and elected members appropriately involved and informed as the implementation progresses.

4.0 Implications for Council Policy and Governance

- 4.1 The new vision for children's services in Leeds, to become a Child Friendly City, is a key strand of the Council's revised framework for city wide and Council directorate planning. Once completed, the new Children and Young People's Plan will guide future work and prioritisation relating to children and young people.
- 4.2 The work to re-model children's services builds on the need to address the significant performance challenges identified in children's services. This is a priority for the Council and the city.
- 4.3 The Government's new White Paper on Education points towards potential changes in the relationship between schools and local authorities. The review of children's services looks to take account of this changing direction, continue to make close partnerships with schools central to our approach and have the flexibility to adapt to the new models of schools and potentially school governance that may emerge.

5.0 Legal and Resource Implications

- 5.1 As outlined in this report, it is anticipated that the re-modelling of the children's services leadership and management structures and over, time, the integration of existing services, will deliver significant efficiency savings. At this stage more specific details are not available beyond the information in paragraph 3.3.19 above.
- 5.2 The legal aspects of the winding down of the Education Leeds contract are being handled appropriately by the Council's legal services. There are no specific issues to bring to the Executive Board's attention at this time.
- 5.3 Appropriate Human Resources procedures will be put in place to support the transition to new leadership arrangements in children's services.

6.0 Conclusions

- 6.1 This continues to be an important and challenging period of improvement for children's services in Leeds. The new vision for children and young people in the city, being developed as part of a new children and young people's plan, sets out an ambitious and positive approach to moving forward. The improvement work taking place and being reported to the Improvement Board shows that services are moving in the right direction overall, but that there are still some very important issues that need to be addressed. Work on these issues is continuing. The new direction for the leadership of children's services and the remit of these leadership roles signals an exciting opportunity to change our deliver model in Leeds so that services become better integrated, more focused on those with the greatest need and work better as part of a whole system to give children and young people the right support at the right time.

7.0 Recommendations

- 7.1 It is recommended that Executive Board:

- (i) Note and endorse the aspiration that Leeds becomes a child friendly city, note the five outcome areas and receive a more detailed update on the city's new Children and Young People's Plan in the spring of 2011.
- (ii) Note the progress reported to the Improvement Board and Department.
- (iii) Endorse the proposed revised outline leadership structure and outline remit for children's services and receive an update on the implementation of these arrangements in early 2011.

Background Documents

'Children's Services Improvement Arrangements' Report to Executive Board 10.03.10

'Children's Services Improvement Update Report' Report to Executive Board
25.08.10

Government White Paper: The Importance of Teaching

Leeds - a child friendly city

Children and young people in Leeds:

- are safe from harm;
- do well in learning and have the skills for life;
- choose healthy lifestyles;
- have fun growing up; and
- are active citizens who feel they have voice and influence.

We will major on the following **priorities** to deliver these outcomes:

- help children to live in safe and supportive families
- ensure that the most vulnerable are protected
- encourage activity and healthy eating
- improve support where there are additional health needs
- promote sexual health
- support children to be ready for school
- improve behaviour, attendance and achievement
- increase the levels of young people in employment, education or training
- provide play, leisure, culture and sporting opportunities
- reduce youth crime and anti-social behaviour
- increase participation, voice and influence

[Further work being done on PIs, targets, owners and main actions in line with the corporate framework]

A cross cutting theme for the city is to minimise the effects of poverty on children and families in Leeds

The main **approaches** we'll use to achieve our ambitions are:

- Everybody has a part to play – a whole city approach
- Services shaped locally by children and families and delivered through strong schools and communities
- Impacting on outcomes through local results based accountability
- Helping children and families take responsibility through restorative practice approaches (working with children and families rather than doing to or for)
- Applying our shared and unique skills and experience to deliver excellent practice
- Targeting resources and commissioning to impact on our top priorities
- Doing the simple things better
- Seeing the child as the client

We'll promote these five **values** to influence our behaviours:

- Celebrating diversity
- Engaging citizens locally
- Being open and honest
- Working as a team for Leeds
- Spending money wisely

[Further work to do on approaches and values to improve coherence of these].

A cross cutting partnership theme is to develop our workforce to deliver our ambitions

V4 22/10/10

Appendix 3:

Draft Outline Responsibilities for the Proposed Tier 2 Leadership Responsibilities Within Children's Services

Deputy Directors:

- 1.0 The Deputy Director for **Learning, Skills and Universal Services** will oversee those universal functions that support different phases of a child/young person's progress. They will: (i) help deliver better integration of the support for children aged 0-11, including children's centres and early year's issues, primary schools and play; (ii) draw together the different support for young people aged 11-19(25) offered to schools and academies and also provided through the Youth Offer and the learning and skills agenda for 14-19(25) year olds. Both those roles will have focus on support and challenge to help to close the gap for children and young people in poverty and in groups that underachieve, including children and young people receiving free school meals and those with behavioural difficulties. It is envisaged that there will be two key leadership roles within this and a number of service managers will provide the leadership support around this remit, focusing on building relationship and providing a strong strategic role as champions for parents, families and vulnerable pupils
- 1.1 In a context of reduced funding and the shifting national policy emphasis, key to this agenda will be fostering an environment where universal settings are supported to be innovative and entrepreneurial, where their autonomy and diversity of governance arrangements are recognised, but don't act as a barrier to effective partnerships. To help achieve this, there will be a greater emphasis on delivering support at a local level with the aim of making sure the universal plays its full role to safeguard and promote the welfare of children, and in turn contribute to challenging referral patterns and the numbers of looked after children. Further details about the proposals for local arrangements are discussed below.
- 2.0 The Deputy Director for **Safeguarding, Targeted and Specialist Services** will draw together the services that work with children and young people identified as being particularly vulnerable and having the most complex need.
- 2.1 The specialist services aspect incorporates those services currently provided by social care and has two key elements: Firstly, a distinct looked after children's function, initially using social care capacity, but over time building on and integrating other relationships. These teams will handle the cases of those children and young people once a decision for them to be taken into care has been made. They will drive a whole system response to improving outcomes for this group and enable a stronger focus on, for example, care planning, and transitions into adulthood. The Council's

fostering, adoption and residential teams will also be part of this service; Secondly, re-shaped child protection teams, re-organising social workers into 22 teams across the city with the explicit aim of creating more manageable case loads as part of a more coherent whole safeguarding system. These teams will take referrals from a stronger, multi-agency duty team, which is also part of the child protection service and they will actively work with other local services and settings to provide professional advice and expertise and in doing so strengthen the relevant skills in the wider system to fulfill their safeguarding responsibilities.

- 2.2 The Targeted Services aspect of this Deputy Director's remit signals a particularly important shift in emphasis. Under these proposals, staff in (what are currently) different parts of the Children's Services Directorate would be brought together locally, to work alongside other colleagues, in schools, for example, or other partners to form a local/multi-disciplinary capacity, serving a local, cluster related area to fulfill an effective wellbeing function. This function will focus on those families where risk factors (like poor attendance, or poor housing) indicate vulnerability and the potential for problems to escalate. Through some 'key worker' model within this function – a single professional linked closely to an individual child or family, but able to draw on a range of expertise and options from the resource around them - they will aim to address issues at an earlier point and prevent the need for social care intervention. The detailed shape and reporting arrangements for these functions (to include council services, partners and commissioned services) are being worked on at the moment. It is expected that in the short term at least, the Youth Offending Service will be part of the targeted services remit, but retain a distinct function.
- 2.3 Also importantly, within this Deputy Director's remit will be services for children and young people with the most complex needs, i.e. long-term SEN/disability and health issues and their families. This will also be more integrated over time to be an integrated team providing a single point of contact, a key worker and a unified referral, assessment and planning process. Again the details are still under development, but it is anticipated that part of this service will be organised into 3 teams across the city building on existing arrangements, whilst some of the most specialized aspects will remain at a city-wide level.
- 2.4 Finally, under this Deputy Director will be the new Integrated Safeguarding Unit. This Unit will pool together different safeguarding specialists currently dispersed across different part of children's services to provide a consistent, single point of contact on safeguarding children for **all** council services, as well as fulfilling/managing many of the safeguarding requirements set out in recent legislation and guidance.
- 2.5 To oversee this significant remit it is anticipated that the Deputy Director for Safeguarding, Specialist and Targeted Services will be supported by three heads of service, plus a head of the Safeguarding Unit. The management arrangements reaching down into the locality teams within the model will also be critical and these proposals are being drawn up at the current time.

Chief Officers:

- 3.0 The first of the two Chief Officer posts will cover **strategy, commissioning and performance**. The commissioning remit of the role will manage commissioning processes and business and market development across children's services. It will also incorporate the managing of contracts and procurement. Effective coordination of these activities across the Directorate, and linking to the broader council and partner arrangements will be particularly important in the context of responding to ongoing budget pressures and funding reductions. The strategy aspect will include capital planning, work to ensure the sufficiency of school places – a key issue for the coming years – and a focus on supporting young people's participation, which will be central to taking forward the child friendly city agenda. The performance aspect will cover the management of performance and risk information, work relating to external inspections and the quality assurance and auditing work necessary to support, monitor and maintain improvement across frontline services. Again, provisional proposals suggest that three Heads of Service and a number of service management roles will provide the leadership support to this function.
- 4.0 The Chief Officer for **Business Support** will oversee the remaining key business functions required by the Directorate. This will include management of school admissions and transport administration. It also incorporates complaints and customer relations, information knowledge management and the project, political and administrative support required within a large Directorate. This Chief Officer will also have the key links with the relevant senior officers from corporate functions including human resources, finance, ICT and property management.

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Originator: Mike Kinnaird

Tel: 3957459

Report of the Acting Director of City Development

Executive Board

Date: 15 December 2010

Subject: LeedsCard and Breezecard Entry to Tropical World and Home Farm

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 – section 4)

EXECUTIVE SUMMARY

1. This report sets out the background of the delegated decision to remove free entry for LeedsCard and Breezecard holders at Tropical World and Home Farm (Temple Newsam). The delegated decision has been referred to Executive Board as the Chief Recreation Officer wishes to reaffirm the original decision, with some modification to extend further discounts to 'extra' card holders arising from an equality impact assessment. It addresses the issues raised following referral from Scrutiny Board (City Development) on 7th September 2010.
2. It provides the financial context and visitor profile and considers the impact of the decision on the budget.
3. It recommends that Executive Board endorse the decision to replace free entry for LeedsCard and Breezecard holders with an appropriate discount for LeedsCard and Breezecard holders similar to those applied to other visitor facilities.
4. To agree that LeedsCard Extra card holders will receive a discount of 50%

1.0 Purpose Of This Report

- 1.1 This report sets out the background to the delegated decision to remove free entry for LeedsCard and Breezecard holders at Tropical World and Home Farm (Temple Newsam) following the referral from Scrutiny Board (City Development) on 7th September 2010. It provides further information in support of a request for Executive Board to take a decision on this matter.

2.0 Background Information

- 2.1 Since the introduction of admission charges for Tropical World, LeedsCard (adults) and Breezecard (children 8yrs -15yrs) holders have enjoyed free entry to Tropical World. Similarly, cardholders have enjoyed free entry since the introduction of admission charges for Home Farm. This situation is unlike other Council attractions that provide discounted entry to LeedsCard and Breezecard holders.
- 2.2 A delegated decision (D37181) was taken by the Chief Recreation Officer on 16th August 2010, approving the recommendation that free entry for LeedsCard and Breezecard holders be replaced by a 20% discount from 1 September 2010.
- 2.3 The decision was called in for review by Scrutiny Board (City Development) on 7th September 2010. The outcome of call-in was to refer the delegated decision back for reconsideration by the Chief Recreation Officer in the light of information not included in the original report. The minutes of Scrutiny's discussion are attached at Appendix A.
- 2.4 The proposal was brought forward in the context of the significant financial challenges that the Council faces in managing its budget in 2010/11 and the further constraints it will face from 2011/12 onwards.
- 2.5 This report addresses the issues raised by Scrutiny, provides additional information and a resulting modified proposal.

3.0 Main Issues

- 3.1 From the minutes of Scrutiny Board (City Development) contained in Appendix A, the following issues are considered in turn:
- Financial context
 - Projected impact of replacing free entry with discounted entry
 - Impact on secondary spend
 - Potential impact on disadvantaged groups and young people
 - Consultation with benefactors at tropical world
 - Impact on the viability of LeedsCard and Breezecard and links with City Card
 - Other issues, including transport access, how users will be informed and the potential to pilot the proposal

Financial Context

- 3.2 Members will be aware of the acute financial challenges that the Council faces as outlined in the paper on initial budget proposals which forms part of this agenda. In this context it is necessary to review all aspects of the Council's business and free entry to LeedsCard and Breezecard holders to Tropical World and Home Farm is therefore considered appropriate as an area of review.
- 3.3 (a) Tropical World is an integral part of the visitor attractions at Roundhay Park, with a shop linked directly to the attraction with a range of goods as well as ice cream sales. The recently refurbished Explorers Café is near Tropical World, but has appeal to all visitors within this vicinity and in particular those to Canal Gardens.
- (b) Home Farm is also managed as part of the wider Temple Newsam estate, however the shop and café are contained in a central courtyard quite separate from the attraction, more akin to Castle Howard or Harewood House. Therefore part, but not all of the café and shop turnover is linked to these attractions.
- 3.4 The visitor profile and income modelled on current pricing and free entry for cardholders is set out in the following table:

Visitor Profile <i>based on 2009 year end totals</i>	Visitors		£	£'000	
Visitor Type	Tropical World	Home Farm	Pricing	Tropical World	Home Farm
Adults	126,131	35,673	3.25	410	116
LeedsCard adults	27,681	24,491	0.00	0	0
Children	37,539	4,659	2.00	75	9
Breezecard	16,242	13,995	0.00	0	0
	207,593	78,818		485	125

- 3.5 With regard to the retail and café functions, the gross profit is set out in the following table with reference to the budget for 2010/11, which is consistent with projected outturns:

Budget 2010/11	Explorer's Café	Shop at Tropical World	Temple Newsam Café and Shop
	£ '000	£ '000	£ '000
Sales	-208	-190	-341
Cost of sales	70	78	114
Gross Profit	-138	-112	-227

Projected Impact of Replacing Free Entry with Discounted Entry

- 3.6 The proposal set out in the delegated decision is to introduce a 20% discount to cardholders, which is most likely to have an impact on the number of visitors as people would now have to pay when previously they were able to access the attractions for free.
- 3.7 A factor involved to assess fall-off in visitor numbers is whether the proposed change would still represent value for money. Pricing analysis has been conducted for 21 Yorkshire visitor attractions. On average, the adult admission price for these attractions is £6.50 and the average child price is £3.95. The equivalent price

before the planned VAT increase for entry at Tropical World and Home Farm under the proposed pricing regime would be £2.60 for an adult and £1.60 for children with the application of the 20% discount. This represents less than half the cost of comparable regional attractions. It should be noted that under 5s continue to get free entry.

- 3.8 A further factor to consider is the frequency of visit by each cardholder. Visit frequency from a sample of data is set out in the following table:

Number of Visits	Percentage
1	89.3%
2	8.6%
3	1.6%
4 – 9	0.5%

- 3.9 From this data just over 89% of cards were only swiped once, with around 2% more than twice, so there is no evidence to support the view that card users are frequent visitors. This would suggest that the likely fall off in visitors will not be greater than that identified in the original delegated decision, although this data is only available for Tropical World and not Home Farm. Based on the cautious assumption of a 33% fall off in visitor numbers, then the impact of this is illustrated as follows:

Visitor Type	Estimated Visitor Fall Off		Total
	Tropical World	Home Farm	
LeedsCard adults	9,227	8,164	17,391
Breezecard	5,414	4,665	10,079
Total	14,641	12,829	27,470

- 3.10 The actual fall off in visitor numbers is difficult to assess and the table below illustrates impact on income by considering four hypothetical scenarios as follows:

Sensitivity Analysis – Assuming drop-off percentage:	Tropical World £'000	Home Farm £'000	Total £'000
10%	88	77	166
25%	73	65	138
33%	66	58	123
50%	49	43	92

It illustrates a potential variance of between a total of £92k additional income up to £166k.

- 3.11 The working assumption used in the delegated decision was an estimated fall off of 33%, and this is profiled in more detail in comparison with the table set out in paragraph 3.4. The impact that a decision to introduce 20% discount would have on visitor profile (indicated with a grey background) is set out as follows:

20% Discount	Visitors			£'000	
Visitor Type	Tropical World	Home Farm	Pricing	Tropical World	Home Farm
Adults	126,131	35,673	3.25	410	116
LeedsCard adults	18,454	16,327	2.60	48	42
Children	37,539	4,659	2.00	75	9
Breezecard	10,828	9,330	1.60	17	15
	192,952	65,989		550	183

The projected impact based on this assumption is an additional income of £65k at Tropical World and £57k at Home Farm, a total of £122k.

Impact on Secondary Spend

- 3.12 An issue raised at Scrutiny Board was whether charging an entry fee would have an impact on secondary spend, and thus income and running costs of each venue. It is acknowledged that if fewer people continue to visit (as illustrated in paragraph 3.9) then this will have an impact on secondary retail opportunities. As mentioned in paragraph 3.2, sales from Tropical World shop are directly linked to visitors to Tropical World. If there are 14,641 less visits to Tropical World then this represents 7% fewer visitors which if directly linked to shop turnover would mean a loss of income estimated at £13k which translates into an estimated loss in gross profit of £7.8k.
- 3.13 From a residents survey conducted in 2009 it is possible to assess that there are around 8 million visits to Roundhay Park and 2 million visits to Temple Newsam. From the table in paragraph 3.4, there are around 44,000 cardholder visitors to Tropical World and just over 38,000 to Home Farm. Cardholder visitors therefore represent 0.5% and 1.9% respectively of the total visits at each site. The impact on secondary spend at the Explorer café and Temple Newsam courtyard will therefore be considerably less than the shop at Tropical World as they are not directly linked to the attraction.
- 3.14 The information presented in paragraph 3.9 also has a potential bearing on secondary spend as the evidence for Tropical World suggest a high proportion of cardholders are not frequent visitors. Hence it could be argued they are more likely to use the café and retail facility compared to those that visit on a more regular basis.
- 3.15 It is not anticipated that any change to entry arrangements will have an impact on any other income or running costs as the infrastructure and point of sale functions are already in place and will continue to run as before.

Potential impact on disadvantaged groups and young people

- 3.16 A key concern raised at Scrutiny Board was the impact that removing free entry to card holders would have on disadvantaged groups. An equality impact assessment has been conducted on the decision that identified potential negative impacts for users with income related benefits, and recommended that further measures are put in place to mitigate this impact. The equality impact assessment has been submitted to the Equality Team and will be published prior to the Executive Board meeting.

- 3.17 The cardholder profile as at August 2010 for Breezecard (18 years and under) is 162,905 out a total of 255,090 cardholders, almost 64%. The remaining LeedsCard holders are shown in the following table:

LeedsCard Type	Description	Number	%
LeedsCard	19 – 59 years	33,405	36.2%
LeedsCard 60	60 years and over	39,726	43.1%
LeedsCard Extra	19 – 59 years on income or disability related benefits	10,220	11.1%
LeedsCard 60 Extra	60 years and over on income or disability related benefits	8,834	9.6%
Total as at August 2010		92,185	

- 3.18 A further point to note is that in 2010 all school children in Leeds have been allocated Breezecards for free. This provides opportunity for many children who previously did not enjoy these benefits access to discounts at a range of attractions.
- 3.19 Regarding LeedsCard use at Tropical World, it is also possible to determine the types of card usage captured using the data sample exercise conducted in 2008/9:

Card Type	Percentage
LeedsCard	56.8%
LeedsCard 60	27.0%
LeedsCard Extra	12.2%
LeedsCard 60 Extra	4.0%

The table in paragraph 3.17, identifies that 43% of overall cardholders fall into the '60' category, which is 16% more than Tropical World. The proportion of 'Extra' cardholders are a little less than the overall cardholder profile with 20.7% compared to 16.2% at Tropical World.

- 3.20 There is an opportunity to extend further discounts to LeedsCard Extra and LeedsCard 60 Extra holders, providing a larger discount to around 19,000 cardholders. It is therefore proposed that a larger discount is made available to this type of cardholder. A 50% discount has been used as a guide for 'Extra' cardholders, along with 20% to other cardholders. Taking account of the 2.5% VAT increase, this would mean that the price point for cardholders from 2nd January 2011 would be as follows:

Card Type	Entrance fee including VAT @ 20% £
LeedsCard	2.65
'Extra' cardholders	1.65
Breezecard	1.65

- 3.21 It is proposed that this additional discount will address concerns expressed by Scrutiny Board in 3.15 above.

LeedsCard Extra and LeedsCard 60 Extra cardholders must provide proof of entitlement for the following specific benefits:

- Housing benefit
- Council Tax Benefit
- Working Tax Credit
- Pension Credit
- Disabled Persons Tax Credit
- Income Support
- Incapacity Benefit
- Disability Living Allowance
- Carers Allowance
- Attendance Allowance
- Disabled Persons Bus Pass
- Blue Badge Holder
- Registered Blind
- Job Seeker Allowance

Consultation with Benefactors at Tropical World

3.22 Scrutiny Board requested clarification as to whether or not specific benefactors or Tropical World in particular had been consulted on proposed admission charges. The Ziff family have been consulted on the proposals outlined in this report in recognition of the financial support provided to the development of Tropical World. The Ziff family have indicated that they would prefer the existing discounts to remain; however, they acknowledge and understand the financial constraints that the Council has to manage and the realities of why the Council wishes to introduce this change.

Impact on the viability of LeedsCard and Breezecard and links with City Card

3.23 The cost of the various types of card available is as follows:

Breezecard	Free
LeedsCard	£7.50 per year
LeedsCard Extra	£2 per year
LeedsCard 60	£2 one-off payment
LeedsCard 60 Extra	£2 one-off payment

3.24 LeedsCard and Breezecard holders are entitled to discounts at museums, theatres and events such as ice cube, film festival and Leeds International Concert Season as well as retailers in the City. 'Extra' cardholders are entitled to discounts at Golf courses and paid services at Libraries. They are also used extensively in Leisure Centres with 26,069 LeedsCard users who visited a total of 441,739 times in 2009/10, with 46,802 Breezecard users visiting 259,739 times.

3.25 Appendix B shows a ward analysis of the data sample conducted at Tropical World in 2008 along with ward analysis of overall cardholder membership. Out of 227,983 LeedsCard holders, there were only 5,343 cardholders who visited Tropical World and this represents just over 2% of total membership. The data indicates that a slightly higher proportion of visits are from those people in wards adjacent to Tropical World. Overall ward distribution of cardholders is fairly evenly spread across Leeds.

3.26 As previously discussed, Breezecard holders have been allocated cards free of charge to all school children in Leeds and these will not need to be renewed until the cardholder reaches the age of 19. Breezecard discounts would still be made available at Tropical World and Home Farm as set out in the recommendations.

3.27 From the data presented above it is considered that there is a wide range of uses of LeedsCard and that attractive discounts would remain. The data sampled at

Tropical World showed only a small percentage of overall cardholders and the overall conclusion is that there is not a significant risk to LeedsCard viability.

- 3.28 With regard to the City Card project, it was intended that this card would be issued free of charge and enable access to discounts. However, it was agreed at Executive Board on 25th August 2010 that remaining funding of £1.3 million for the scheme be removed as part of the Capital Programme update. The proposed decision to remove free entry at the attractions identified would therefore not impact on the City Card project.

Other Issues Raised

- 3.29 With regard to transport, there is direct access by local bus service to Tropical World. Whilst there is not a regular bus service to Temple Newsam, there is access to free car parking for visitors.
- 3.30 Users will be informed via relevant websites, by notices displayed prominently at each respective venue and via the LeedsCard magazine.
- 3.31 The suggestion has also been made that this approach is piloted in order to assess the impact. Whilst a formal pilot has not been recommended, charges are reviewed on a regular basis at these attractions and the impact would be closely monitored to inform future decisions on this matter.

4.0 Implications For Council Policy And Governance

- 4.1 The delegated decision has been referred to Executive Board as Scrutiny Board (City Development) referred the decision back to the Chief Recreation Officer for reconsideration. In these circumstances where the original decision is being confirmed then it must be referred to Executive Board for which the decision is not eligible for call in.

5.0 Legal And Resource Implications

- 5.1 The terms and conditions sent out following application for a LeedsCard state "(4). All LeedsCard offers are liable to withdrawal and subject to the availability and the terms and conditions of the service provider." Likewise, Breezecard terms and conditions state "5. All Breezecard offers are liable to withdrawal and subject to the availability and the terms and conditions of the service provider."
- 5.2 The change proposed would therefore not present an issue as cardholders have been made aware that offers can be withdrawn and the terms and conditions do not prevent such a withdrawal.
- 5.3 From a financial perspective, at Tropical World, introducing a 20% discounted price for LeedsCard/Breezecard holders and assuming a fall off in visitor numbers of one third, would provide estimated additional income of £65k for a full year. At Home Farm, Temple Newsam it is also assumed there would be an estimated fall off in visitor numbers of one third which would provide an estimated additional income of £58k. The total full year effect would be £122k. If a further discount was offered to people with income and disability related benefits then this would reduce estimated additional income by £7k to £115k for a full year effect, assuming that the proportion of 'Extra' cardholders remains the same. The impact on secondary spend is estimated at £7.8k.

6.0 Recommendations

6.1 Executive Board is recommended to approve the following:

- To endorse the decision to replace free entry for LeedsCard and Breezecard holders with an appropriate discount for LeedsCard and Breezecard holders similar to those applied to other visitor facilities.
- To agree that LeedsCard Extra cardholders will receive a discount of 50%.
- To agree that subject to the above, the price points that will apply from 2nd January 2011 will be as follows:

Card Type	Entrance fee including VAT @ 20% £
Adults	3.30
LeedsCard	2.65
'Extra' cardholders	1.65
Breezecard	1.65

- That under 5s continue to get free entry

7.0 Background Papers

7.1 Delegated decision report

7.2 Equality impact assessment

**Appendix A – Minutes of Scrutiny Board (City Development)
on 7th September 2010**

SCRUTINY BOARD (CITY DEVELOPMENT)

TUESDAY, 7TH SEPTEMBER, 2010

PRESENT: Councillor J Procter in the Chair

Councillors J Akhtar, J Elliott, G Harper,
J Jarosz, G Latty, R Pryke, M Rafique,
M Robinson and S Smith

B Woroncow (Co-optee)

39 Chair's Opening Remarks

The Chair welcomed everyone to the call-in meeting.

40 Late Items

The Chair agreed to accept the following document as supplementary information:-

- LeedsCard and BreezeCard entry into Tropical World and Home Farm – Report of the Director of City Development (Agenda Item 7) (Minute 43 refers)

The document in question was not available at the time of the agenda despatch, but circulated by e mail and made available to the public on the Council's web site prior to today's meeting.

41 Declaration of Interests

There were no declarations of interest made at the meeting.

42 Call-In of Decision - Briefing Paper

The Head of Scrutiny and Member Development submitted a report regarding the procedural aspects of the call-in process.

Members were advised that the options available to the Board in respect of this particular called-in decision were:-

Option 1 – **Release the decision for implementation.** Having reviewed the decision, the Scrutiny Board (City Development) could decide to release it for implementation. If this option was chosen, the decision would be released for immediate implementation and the decision could not be called-in again.

Option 2 – **Recommend that the decision be reconsidered.** Having reviewed the decision, the Scrutiny Board (City Development) could recommend to the Director of City Development that the decision be reconsidered. If the Scrutiny Board (City Development) chose this option, a report would be submitted to the Director of City Development within 3 working days of this meeting. The Director of City Development would reconsider the decision and would publish the outcome of their deliberations

Minutes approved as a correct record at the meeting
held on Tuesday, 5th October, 2010

on the delegated decision system. Where the Director believes that the original decision should be confirmed, it must be referred to the next Executive Board for a decision.

Where the Director agrees with the views of Scrutiny, a new delegated decision form would be submitted indicating ineligible for Call-In.

In cases where the Director believes that the original decision should be confirmed, and in their view urgency prevents them from submitting the decision to Executive Board, the approval of the relevant Executive Board Member would be required before implementation. This Executive Member approval together with the reasons for urgency would be included in the new delegated decision form.

The Director and relevant Executive Board Member would also be required to attend and give their reasoning to the relevant Scrutiny Board.

RESOLVED – That the report outlining the call-in procedures be noted.

43 Call-In - Review of Delegated Decision No D37181- LeedsCard and BreezeCard entry to Tropical World and Home Farm

The Head of Scrutiny and Member Development submitted a report, together with background papers, relating to a review of a delegated decision of the Chief Recreation Officer of 16th August 2010 in relation to approving a recommendation that free entry for LeedsCard and BreezeCard holders be replaced by a 20% discount from 1st September 2010 at Tropical World and Temple Newsam, Home Farm.

Appended to the report were copies of the following documents for the information/comment of the meeting:-

- Copy of completed call-in request form
- The Delegated Decision Notification – Chief Recreation Officer – D37181 – LeedsCard and BreezeCard entry to Tropical World and Home Farm dated 16th August 2010

In addition to the above appendices, a copy of the following document was circulated as supplementary information to assist the Board in their deliberations:-

- Report of the Director of City Development – LeedsCard and BreezeCard entry into Tropical World and Home Farm

However arising from discussions, the Board decided not to take this supplementary information into account as the information was not included within the original delegation decision documentation.

The decision had been called-in for review by Councillors S Bentley, R Downes, M Hamilton, J Monaghan and A Taylor on the following grounds:-

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“ The decision will disproportionately adversely affect the poorer and least advantaged residents, especially younger people of Leeds”

Councillors R Downes and S Bentley attended the meeting to present evidence to the Board and respond to Members’ questions and comments.

The following officers were in attendance:-

Richard Mond, Chief Recreation Officer, City Development
Sean Flesher, Principal Area Manager (West), Parks and Countryside, City Development

The Board then questioned Councillors Downes and Bentley, together with officers at length on the evidence submitted.

In summary, the main points raised by Councillors Downes and Bentley were:-

- the need to retain free entry into Tropical World and Home Farm for LeedsCard and BreezeCard users for disadvantaged groups, in the city, especially younger people and the elderly
- the need to take into consideration rising transport costs and the lack of direct bus services to some of these venues which makes a visit expensive even with free entry
- to challenge the assumptions made in the report concerning the likely fall off of visitor numbers and the anticipated increase in income as a consequence of the proposal to stop free entry with visitors who have a LeedsCard or BreezeCard
- clarification of the consequences of reduced attendance figures and charging an entry fee on secondary spend in these venues which would have an impact on the income and running costs and whether a detailed analysis had been carried out
- clarification of how residents and visitors would be informed of the new charging policy if it went ahead

In explaining the reasons for the decision, officers made the following comments:-

- an acknowledgement made that the original delegated decision documentation did not contain the full details
- the need to implement these admission charges in the current financial climate, in order contribute to balancing his budget in 2010/11

The Chair the invited questions and comments from Board Members and, in summary, the main areas of discussion were:-

- clarification of the loss of secondary spend at these attractions if charges were introduced

Minutes approved as a correct record at the meeting held on Tuesday, 5th October, 2010

- the need to undertake 'swipe card' visitor research on the post codes of card holders to identify where visitors were from to aid knowledge of the social context in the decision making process
(The Chief Recreation Officer reported that progress was being made to introduce swipe card technology, but currently visitors simply show their card to gain free entry to these attractions and therefore there was no database of LeedsCard access on which to base research)
- clarification of the usage and proportionality of the LeedsCard and BreezeCard at other attractions
- around the accuracy of the likely revenue that would be made as a result of bringing in these charges at these facilities
- clarification as to whether or not the Government's recent withdrawal of free swimming charges for older people had a direct effect on the overall budget
(The Board agreed to refer this issue to the Director of Resources and Acting Deputy Chief Executive for a written response and for the reply being circulated to Board Members)
- clarification as to whether this issue was within the budgetary framework
(The Board's Principal Scrutiny Adviser responded and confirmed that it was within the budgetary framework)
- the concerns expressed that Councillor A Ogilvie, in his capacity as Executive Member for Leisure, had decided not to attend this Call-In meeting
- clarification of the financial position of Tropical World and Home Farm
- the threat to the viability of the LeedsCard and BreezeCard if free entry was withdrawn
- the proposed introduction of a 'City Card' designed to replace the 'LeedsCard' and how this would affect the current proposals
- clarification as to whether or not specific benefactors of Tropical World in particular had been consulted on the proposed admission charges
- clarification as to whether or not consideration had been given to charging LeedsCard holders and allowing free entry for BreezeCard holders at both facilities
- the fact that information was missing from the original report when the delegated decision was taken

Following this process, the Chair allowed the Call-In signatories to sum up.

In conclusion, the Chair thanked Councillors Downes and officers for their attendance and contribution to the call-in meeting.

RESOLVED- That the report and information provided be noted.

44 Outcome of Call-In

Following consideration of evidence presented to them, the Board passed the following resolution:-

RESOLVED – That the Delegated Decision of the Chief Recreation Officer on the LeedsCard and BreezeCard entry to Tropical World and Home Farm be referred back for reconsideration in view of the additional information provided by the Chief Recreation Officer which was not included in the report when the officer delegated decision was made, inadequate consultation and the introduction of a “City Card”.

(The meeting concluded at 1.20pm)

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Appendix B

Tropical World Card Swipe Analysis (Oct 2008 - Sep 2009) in Comparison to Overall Cardholders

Ward	Tropical World		Overall Resident		Variance
	Card Numbers	Percentage	Cardholders	Percentage	
Adel and Wharfedale	215	4.0%	6,410	2.8%	-1.2%
<i>Alwoodley</i>	366	6.9%	7,057	3.1%	-3.8%
Ardley and Robin Hood	103	1.9%	5,793	2.5%	0.6%
Armley	87	1.6%	8,517	3.7%	2.1%
Beeston and Holbeck	71	1.3%	7,120	3.1%	1.8%
Bramley and Stanningley	107	2.0%	7,532	3.3%	1.3%
Burmantofts and Richmond Hill	108	2.0%	7,740	3.4%	1.4%
Calverley and Farsley	109	2.0%	5,676	2.5%	0.4%
<i>Chapel Allerton</i>	237	4.4%	8,220	3.6%	-0.8%
City and Hunslet	58	1.1%	6,448	2.8%	1.7%
<i>Crossgates and Whinmoor</i>	218	4.1%	7,594	3.3%	-0.7%
Farnley and Wortley	129	2.4%	8,137	3.6%	1.2%
Garforth and Swillington	233	4.4%	7,564	3.3%	-1.0%
<i>Gipton and Harehills</i>	123	2.3%	9,487	4.2%	1.9%
Guiseley and Rawdon	147	2.8%	6,813	3.0%	0.2%
<i>Harewood</i>	161	3.0%	4,648	2.0%	-1.0%
Headingley	29	0.5%	1,366	0.6%	0.1%
Horsforth	207	3.9%	6,823	3.0%	-0.9%
Hyde Park and Woodhouse	38	0.7%	3,469	1.5%	0.8%
<i>Killingbeck and Seacroft</i>	234	4.4%	7,910	3.5%	-0.9%
Kippax and Methley	159	3.0%	6,899	3.0%	0.1%
Kirkstall	108	2.0%	5,211	2.3%	0.3%
Middleton Park	92	1.7%	8,349	3.7%	1.9%
<i>Moortown</i>	348	6.5%	7,607	3.3%	-3.2%
Morley North	107	2.0%	7,311	3.2%	1.2%
Morley South	82	1.5%	7,034	3.1%	1.6%
Otley and Yeadon	95	1.8%	6,050	2.7%	0.9%
Pudsey	155	2.9%	8,583	3.8%	0.9%
Rothwell	126	2.4%	7,249	3.2%	0.8%
<i>Roundhay</i>	575	10.8%	8,128	3.6%	-7.2%
Temple Newsam	238	4.5%	9,579	4.2%	-0.3%
Weetwood	159	3.0%	5,756	2.5%	-0.5%
Wetherby	119	2.2%	5,903	2.6%	0.4%
	5,343		227,983		
Non-Leeds	341	6.0%			
	5,684				

NB - the Number of cardholders reduced because of 'unknown' wards or non-resident
Wards in bold italics are those adjacent to Tropical World

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Report of the Chief Libraries, Arts and Heritage Officer

Executive Board

Date: 15 December 2010

**Subject: A New Chapter for Libraries and Integrated Services
Consultation Proposals: Supplementary Information**

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

- Executive Board made the decision to consult the people of Leeds on the future of its libraries on 13 October. The Library Service had reviewed all libraries against a wide range of data. This showed that while the service overall remains popular, a number of buildings were receiving only limited use by local people and that very often these people already used other libraries. The Service proposed to Executive Board that the viability of these buildings was in question and therefore alternative ways of providing the service were proposed. The Executive Board report proposed to consult people on these proposals and seek further ideas from them of better ways to deliver the service. The report was Called In by Scrutiny and discussed on 2 November. The Scrutiny Board requested access to the data used to compare libraries and more information on the proposed consultation process. This report provides the information used in making the proposals in the original Executive Board report. It outlines at 3.1 all the data and information used and due to the size and complexity of this process it has only been possible to include some examples of this at Appendix 1. Appendix 2¹ includes viability data for each library. It also outlines in more detail the consultation process and the information that will be available to local people to enable them to make informed decisions.

¹ Appended to the Members agenda and available from the Clerk named on the front of the agenda due to its size

1.0 Purpose of this Report

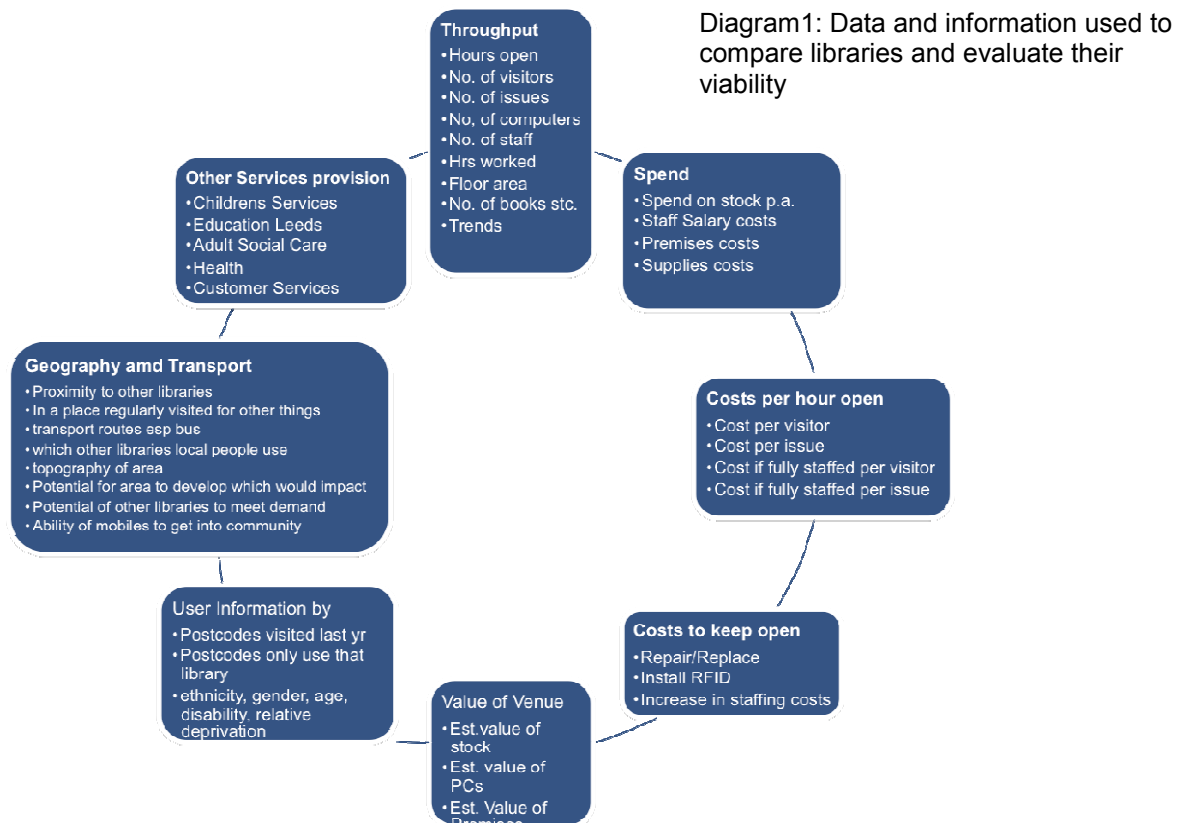
1.1 In response to a Scrutiny Board request this report provides Executive Board with greater detail on the consultation plans and background data and information used in analysing the libraries and arriving at the proposals outlined in the 13th October Executive Board report.

2.0 Background Information

2.1 On 13 October Executive Board considered the report, A New Chapter: A Fresh Direction for Libraries and Integrated Services, and agreed to go out to consultation on the viability of libraries and the potential to identify opportunities to integrate on-street services. This decision was called in and at the hearing of the Call In supplementary information was requested on the data used in the analysis and on consultation aspects of the report. This supplementary report aims to provide this information. In accordance with Scrutiny Board Procedure Rules, the decisions detailed within this report, being matters which have been the subject of a previous call in, are not eligible for call in on this occasion

3.0 What Information was used when looking at the viability of Libraries?

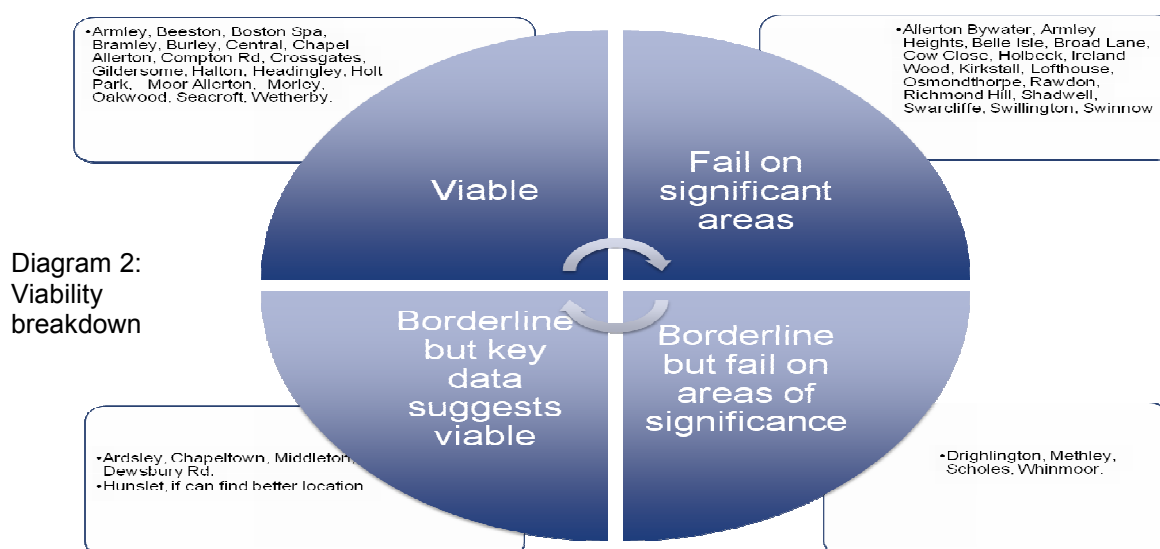
3.1 The headline information and data that was used when reviewing the Service was outlined in the Executive Board report at 11.1.1. The diagram below provides more detail on this information and examples of the data are included in Appendix 1.



4.0 Defining the viability of a Library

4.1 When bringing together all this data and information a number of libraries clearly demonstrated their viability while others clearly raised questions over their future. A small number of libraries were assessed as borderline in terms of their viability.

Viability sheets for all libraries are available at Appendix 2 and will be available in Libraries and downloadable from the Internet.



4.2 When the borderline libraries were considered again against the New Chapter principles and the data and information described in 3 above, it was possible to demonstrate that some were having a greater impact in the community and so were classed as viable. These libraries were named in the Executive Board report at 11.1.3. as Dewsbury Road, Middleton, Chapeltown, Hunslet and Ardsley and Tingley libraries.

4.3 **Borderline libraries where key data suggested that they were viable**

While some of these libraries experience lower than average issues bringing their performance and viability into question, they still experience a high base of borrowers and a higher numbers of visits. The library was therefore classed as having a greater impact in the community. The detail below highlights why these libraries were considered viable overall:

4.3.1 **Chapeltown Library:**

The performance of Chapeltown Library has declined a little over the past 5 years however the site maintains 637 active borrowers. The library has very recently moved into the newly opened Reginald Centre which has allowed a doubling of open hours at no additional cost. This centre offers a much more visible presence and it shares the site with health and customer services. It was assessed as viable for these reasons and will continue to be assessed.

4.3.2 **Gildersome and Ardsley Libraries in relation to Drighlington which is being questioned:**

The performance of Gildersome and Drighlington are similar, however there are a number of factors which lead to Gildersome being assessed as more viable than Drighlington – the 627 borrowers generate a greater number of visits flexing between 17,500 and 15,000 a year whereas Drighlington has been slowly declining to 10,331 visits generated by its 528 borrowers. Staffing costs at Drighlington would rise if it was to remain open taking costs per visit to £4.39, the repair costs are high and location is isolated. The service has received comments from customers about safety on a dark evening. Even though they

are opposite the school it has proved impossible, up to now, to encourage class visits to the library.

Ardsley Library meanwhile is interesting in terms of data, it has a relatively high cost per visit £3.23 but below average cost per issue £1.46 as the visitors are clearly borrowing a number of books each. The library's 774 borrowers generate a higher level of visits per annum than either Gildersome or Drighlington, staying fairly stable at 20,000 for the last few years and are now rising to nearly 25,000. There is good parking, it is close to some shops and has good links with schools. There are issues with the land around the building but the building is high quality and in good condition. The data suggests that the area would be better served by Ardsley and Tingley, Gildersome, Morley and a larger number of targeted mobile visits.

4.3.3 Middleton, Hunslet Libraries in relation to Belle Isle which is being questioned:

Middleton was considered due to its relatively high cost per issue £3.71 yet its cost per visit is £1.73. Middleton library forms part of the St Georges Centre and people, waiting for appointments, use the library to read the papers, browse the stock and use the pc's. This explains the high visitor figures in relation to the lower issue figures. The opening of a new supermarket opposite offers opportunities to expand on the current, fairly constant visitor figures of 27,500 per annum. Hunslet Library has high costs, however, after a spike of use in 2006 has had a consistent usage of 10,800 from its 801 borrowers. Belle Isle has higher costs than Hunslet, a smaller user base of just 586, and usage has declined from 49,053 ten years ago to 11,618 last year. Belle Isle Library has suffered repeated vandalism and users are regularly frightened away. It has quite a high level of repair costs and it is difficult to make DDA compliant. Hunslet and Middleton are in main shopping centres where people regularly go. They therefore met more of the principles of New Chapter. Hunslet needs to be in a new location to really succeed and therefore it has been proposed to extend the hours only if that location – preferably in the middle of the shopping centre rather than behind it – can be found.

4.3.4 Dewsbury Road:

This library has above average cost per issue at £2.27 although the visit cost is £1.63. It has a large user base of 1208 borrowers, its usage per annum has remained constant at about 17,667 and it is in an excellent location being next to the One Stop Centre, health centre and near shops. The building is in good condition and the local community do not travel far for services. They tend to use the service for computer access, newspapers and study space rather than borrowing books. The combination of factors for Dewsbury Road led it to be placed in the viable category.

4.4 Borderline libraries which fail on some significant areas calling their viability into question:

The borderline libraries whose viability is questioned attracted fewer borrowers than others and had high costs.

4.4.1 Methley Library:

Methley has high cost per visit which will rise to £4.40 if we had to tackle lone working. Cost per issue is below average currently but will go over when lone

working is tackled. Issues have declined from 15,237 ten years ago to under 10,676. Many people who live in Methley (65% of its borrowers) already use other libraries. There is a high repair bill on this library as there is asbestos. The building is under covenant so can only be used by the community. The village topography lends itself to a number of good mobile stops that the local people might find a better solution than travelling to the library. The repair cost, costs of full staffing and mobile opportunities led us to propose questioning the viability of the library.

4.4.2 Scholes Library:

The costs of use of Scholes are high £5.11 per visit and £2 per issue and these will rise when lone working is tackled. There are a small number of users and again high costs of repair. There has been a steady decline in issues from over 21,542 to 12,206 last year. 58% of borrowers at Scholes already use other libraries and it has some large well stocked libraries nearby.

4.4.3 Whinmoor Library:

The costs are above average and will increase when lone working is resolved but they are not as high as some at £2.48 per visit and £2.75 per issue. There has been a steady decline in use from issues of 34,053 ten years ago to just over 12,543 last year. 51% of Whinmoor borrowers already use other libraries and it has some large well stocked libraries nearby. There is a high child usage but it could be delivered through a targeted mobile service in different parts of the area. There may however be some potential of joined up working particularly with Early Years and other services in the area which will be pursued as part of the consultation process.

5.0 Scope of Consultation

The scope of the consultation is very wide. It is not just asking if the public agree that the viability of certain buildings is in question. It genuinely wants ideas from local people of other ways the service could be delivered, services it could join up with, good locations where people meet, e.g., lunch clubs that a mobile visit could coincide with. To enable a service to continue to be provided it needs to modernise and think differently about location. This consultation is about listening to local people's ideas and views and building a new service from those views. Section 9 in the first report outlined the consultation process.

The key principles of the consultation are:

- That people are properly informed of the issues
- That the key principles of the change are well communicated
- That people feel there is scope to influence the proposals

It is being carried out within the Executive Board agreed 'principles of spending money wisely in order to achieve better outcomes for the City'. There are a wide range of ways the service aims to engage with local people and stakeholders.

5.1 In Library Consultation

Each library will carry viability sheets, Appendix 2 for each library in the vicinity to help local people understand the issues with each library. There will also be maps of the proposed mobile stops and staff on hand to explain and answer questions.



Diagram 3: Consultation Sheet

The cost and level of use brings the viability of Richmond Hill, Osmondthorpe and Sewardcliffe Libraries into question. We'd like your views on the proposals below.

Opening hours

It is proposed to extend Crossgates from 50 to 60 hours a week, Compton Road from 50 to 60, Hatton from 44.5 to 50 and Seacroft from 41 to 50 hours.

Please tick which timetable you prefer or suggest your own

Seacroft and Compton Road Libraries to open 60 hours

Option 1			Option 2			Suggest your own hours		
Day	Open	Close	Day	Open	Close	Day	Open	Close
Mon	9am	7pm	Mon	10am	7pm	Mon		
Tue	9am	7pm	Tue	9am	7pm	Tue		
Wed	9am	7pm	Wed	9am	7pm	Wed		
Thu	9am	7pm	Thu	9am	7pm	Thu		
Fri	9am	7pm	Fri	9am	7pm	Fri		
Sat	10am	4pm	Sat	11am	3pm	Sat		
Sun	12pm	3pm	Sun	12pm	3pm	Sun		

Seacroft Libraries to open 60 hours

Option 1			Option 2			Suggest your own hours		
Day	Open	Close	Day	Open	Close	Day	Open	Close
Mon	7pm	10pm	Mon	10am	6pm	Mon		
Tue	5pm	8pm	Tue	10am	7pm	Tue		
Wed	5pm	8pm	Wed	10am	6pm	Wed		
Thu	5pm	8pm	Thu	10am	7pm	Thu		
Fri	9am	5pm	Fri	10am	6pm	Fri		
Sat	10am	3pm	Sat	10am	3pm	Sat		
Sun	12pm	3pm	Sun	12pm	3pm	Sun		

Bringing the library close to you

Three types of mobile library could visit the area: a Community mobile, a Children and Family mobile and an Older People's mobile. We also have a 'Library At Home' service for those who need that bit of extra help.

Proposed mobile library stops

Community mobile	Older People's mobile
Colton - Colton Lane	Gipton - Airling Road
Osmondthorpe - Rockwood Road	- Oaktree Court
- Wyubock Gardens	Harehills - St Cypriane Gardens
Richmond Hill - Oak Mount	Osmondthorpe - Dawson Hamilton Day Centre
- Sutton Gardens	Seacroft - Bancroft Drive
Seacroft - Bancroft Drive	- Gargrave Court
Children and Family mobile	- High Weap
Gipton - North Children's Centre	- Bigton Drive
- South Children's Centre	Richmond Hill - Fowston Court
Osmondthorpe - Children's Centre	- Hampton Chestnut Extra Care
Richmond Hill - Children's Centre	- Spring Close Gardens
over 3's	Seacroft - Whitcliffe Court
- Children's Centre under 3's	Sewardcliffe - Sheburn Court
- Community Centre	- Woodville Extra Care
Sewardcliffe - Children's Centre	
- Sewardcliffe Primary School	
- Tykes' Pre-school	

→ Please tell us if you would prefer a different location

Community mobile	
Children and Family mobile	
Older People's mobile	

→ Would you like more information about the At Home service? Yes No

There will be a consultation sheet for each group of libraries.

The consultation form asks for:

- Views on the opening hours of the libraries which could have extended hours
- Views on the proposed mobile stops and ideas for better or more stops
- If people are interested in learning more about a Library at Home Service
- Whether they would benefit from the improved services
- Which library they use and if they think it is viable
- Innovative ideas for delivering a library service. This may be local people willing to come together to provide a local book swap to replace their service or innovative Early Years work, or services coming together in community centres. The Library Service is open to discuss all ideas including Community Asset Transfer. These discussions will be conducted within the Council's principles of Community Asset Transfer and will require production of a business plan by the interested party which will be tested against the Council principles.
- If there are any services locally that they think can be brought together

If a visitor to the library wants to offer their views on libraries outside the vicinity then staff can download the consultation sheet for any library.

5.2 Downloading the Consultation

Anyone will be able to download the viability sheets, the report, the maps and the consultation sheets from the Council's website and fill them in and return them via freepost. People will be notified about the consultation via Talking Point.

5.3 Citizens Panel and online

The Citizens Panel will be utilised and asked a range of questions and we are also looking to use simple online surveys and social networking to engage people in conversations.

5.4 Parish Councils, local meetings, etc.

Staff are available to attend meetings with local groups to discuss ideas for service provision. To aid the discussions of location of services, maps will be available.

5.6 Other Stakeholders and consideration of equality and diversity

Letters will inform stakeholders of these proposals and encourage their involvement in the consultation. This will include letters to all representative groups held within the Equality Unit's database seeking the views of how the proposals might impact on members of the community which they represent.

Responses from equality and diversity groups as well as results and comments to the other elements of the consultation will be used to inform the further development of the Equality Impact Assessment for these proposals.

6.0 Length of the Consultation

6.1 It is important to allow a meaningful period for the consultation and ensure it is open to all, however to ensure a response is received it is also good practice to time limit it. It is planned to start immediately after Executive Board if consultation is approved. To give everyone who wishes to be involved time, it is proposed to hold this consultation over 10 weeks rather than the six weeks proposed in the initial Executive Board report. This will include the Christmas period which for some will offer much needed time to consider the proposals while for others would limit their involvement due to festive activities.

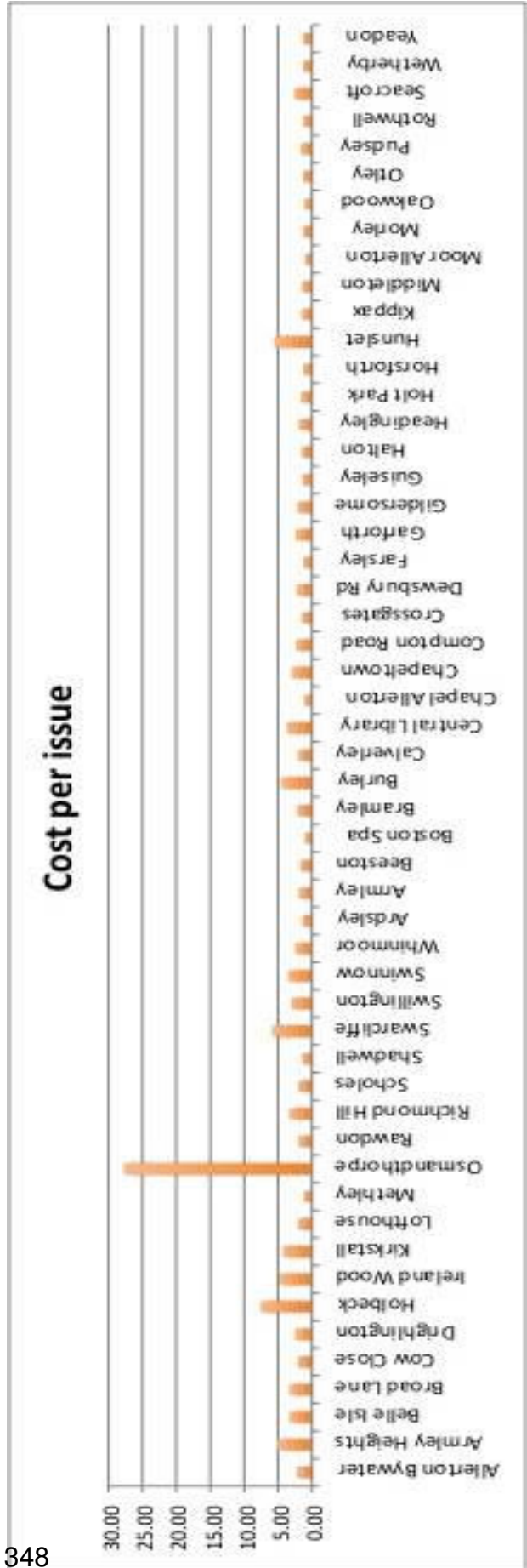
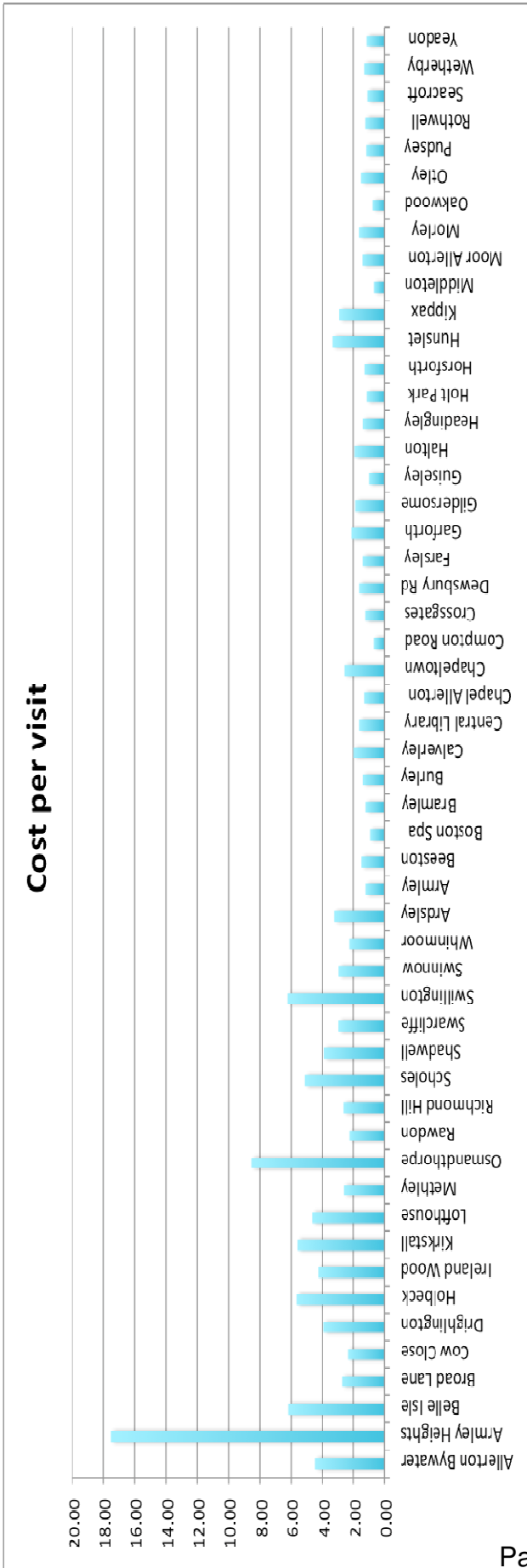
7.0 Recommendations

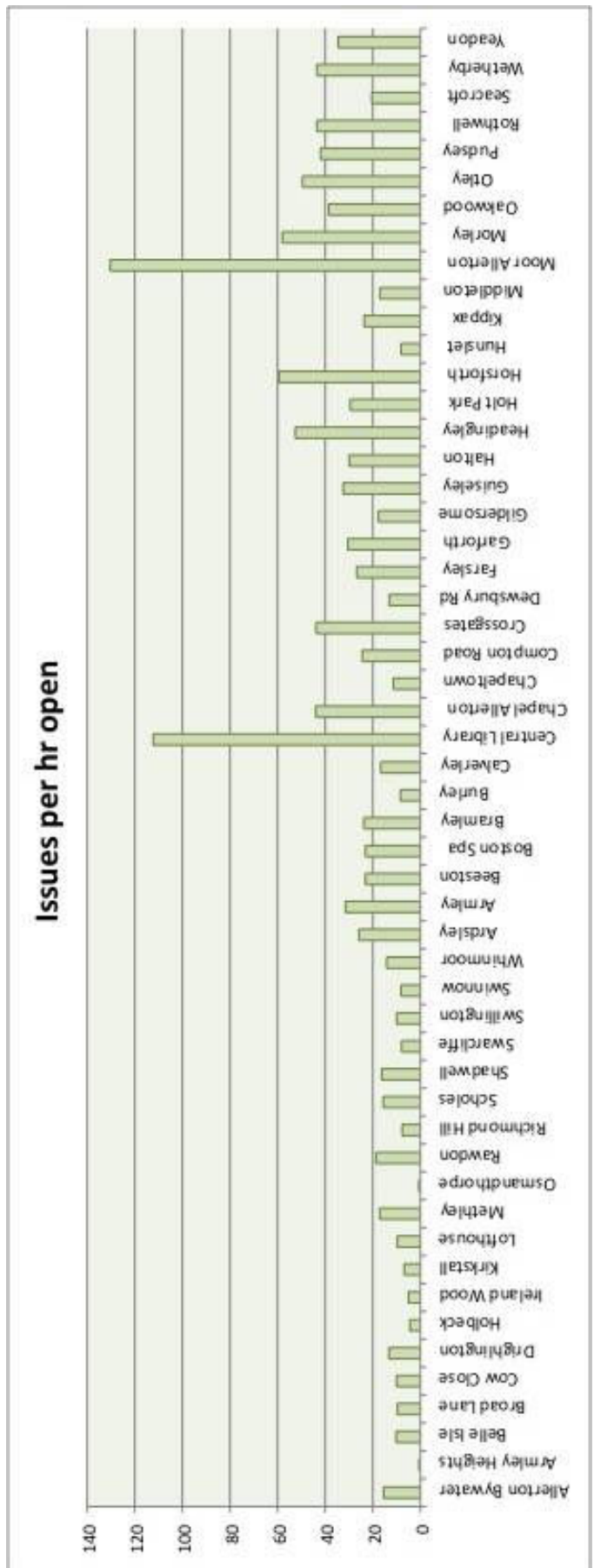
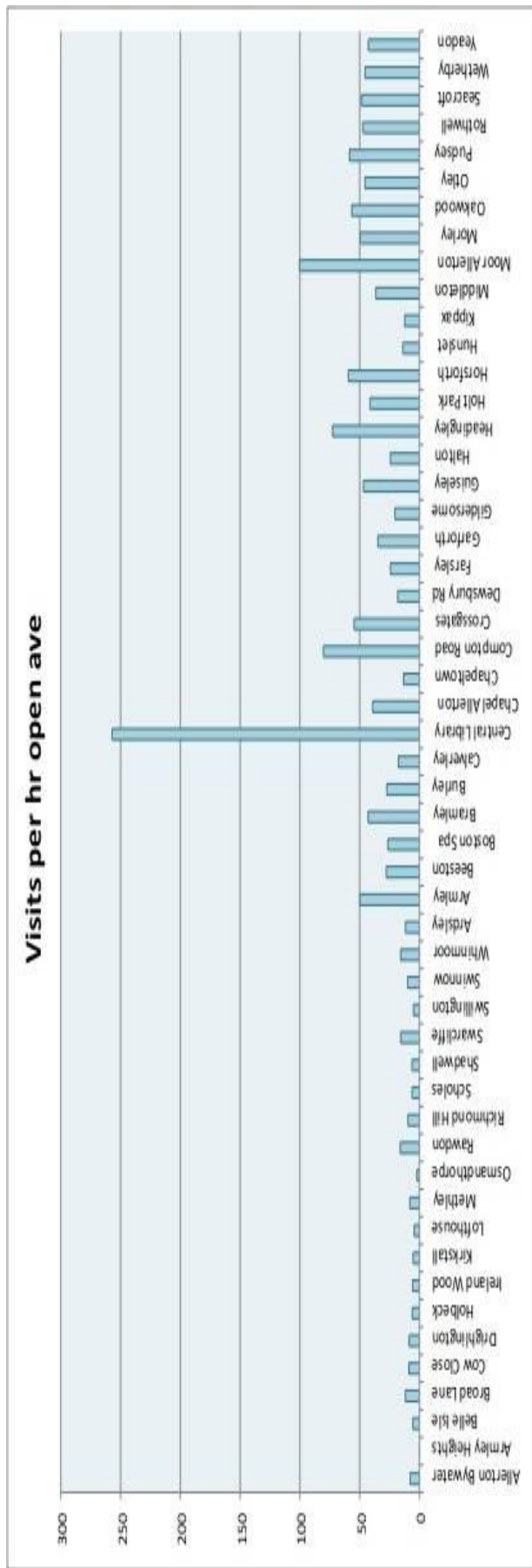
7.1 That Executive Board accept the greater detail on the consultation process and agree to start the consultation with immediate effect.

8.0 Background Papers

Executive Board Report 13th October: A New Chapter A fresh direction for Libraries and integrated services including Appendix 1

Minutes of the Scrutiny Board 2nd November







Originator: J. Clough

Tel: 3957400

Report of the Director of City Development

Executive Board

Date: 15 December 2010

Subject: KIPPAX CEMETERY EXTENSION

Electoral Wards Affected:

Kippax and Methley

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

The purpose of this report is to seek Executive Board approval for the disposal of land at less than best consideration, to enable Kippax Parish Council to take on the role of Burial Authority under a long term lease arrangement .

Work to create a new cemetery extension at Kippax is now substantially complete. In 2003, the Parks and Countryside service in consultation with Ward Members and the Parish Council, provisionally agreed to lease this new cemetery to Kippax Parish Council on a long term lease of 99 years at a peppercorn rent.

In return, the Parish Council will take on the role of Burial Authority for this new cemetery including the maintenance and up keep of the grounds, furniture and boundary fences / walls. Although it is considered that there could be possible revenue savings to the Council over the length of the lease, legal advice is that the granting of the proposed lease would constitute a less than best disposal.

The recommendation: That approval is given for the disposal of land by way of grant of a 99 year lease for a less than best consideration to enable the Parish Council to take on the role of Burial Authority to manage the cemetery at Kippax as outlined on the attached plan.

1.0 Purpose Of This Report

- 1.1 To seek Executive Board approval for the disposal of the land shown edged black on the attached plan by way of the grant of a 99 year lease for a less than best consideration, to enable Kippax Parish Council to take on the role of burial authority in order for them to manage this cemetery.

2.0 Background Information

- 2.1 Planning approval was given in July 2009 for a new cemetery extension on land adjacent to Robinson Lane, Kippax. Construction of the extension is now substantially complete.
- 2.2 This new cemetery is an extension to the burial grounds of the Parish Church at Kippax, and will increase the capacity for burials over the next 20 to 25 years in this area by 204 grave plots. This could double, should some of these plots become family graves as opposed to single occupancy.
- 2.3 Parish Council's have the powers to exercise their right to take on the role of burial authority and Kippax Parish Council have agreed to manage this new cemetery.
- 2.4 In 2003 in consultation with Ward Members for Kippax, the Parks and Countryside service agreed in principle, to allow Kippax Parish Council to administer the new cemetery. At that time, it was provisionally agreed that a long term lease arrangement of 99 years would be set up when the new cemetery became operational.

3.0 Main Issues

- 3.1 Now that the site is ready, Ward Member Councillor K. Parker and the Parish Council have requested that the City Council grant to the Parish Council a long term lease of 99 years.
- 3.2 The Parish Council will undertake all the administrative and operational duties to manage the new cemetery and in return it is proposed that the lease will be granted at a peppercorn rent. All income received for providing the burial service will be managed by the Parish Council to fund the operation of the cemetery.
- 3.3 The Parish Council will need to ensure that all work is carried out in accordance with recognised industry and performance standards and any liabilities will rest with the Parish Council.
- 3.4 The land is not to be consecrated but individual graves may be blessed in order to accommodate all faiths.
- 3.5 In addition to burials, the Parish Council will be responsible for all costs and liabilities including the maintenance and up keep of this land.
- 3.6 The lease requires the Parish Council to offer burial to any resident of Leeds with no discrimination on price or service.

4.0 Implications For Council Policy And Governance

- 4.1 The land was acquired in 2004 for the purpose of cemetery provision at a cost of £22,000. The land is adjacent to an existing cemetery and has been identified as burial provision land as part of the Council's long term burial strategy. Therefore the

lease would formalise the arrangements by which the cemetery service provision will be delivered in Kippax as part of the Cemeteries strategy for the city.

- 4.2 This proposal optimises the use of Council land and property in terms of service benefit, affordability and value for money.
- 4.3 Under the Council's policy for disposals at less than best consideration, the Director of City Development has delegated powers to approve less than best disposals for public, charitable and voluntary purposes for leases of a term of not more than 25 years. As the grant of a lease for a term of 99 years does not fall within this criteria, then the proposed less than best disposal needs to be considered by the Executive Board. Should members be minded to approve in principle the less than best disposal, the detailed terms of the lease could be delegated to the Director of City Development for approval.

5.0 Legal And Resource Implications

- 5.1 While income on a burial is a one-off, grounds maintenance obligations will last as long as the lease. Grounds maintenance costs also rise steadily as a cemetery fills up, because memorials impede maintenance operations. The council's cemetery service maintains a number of historic graveyards as well as active burial sites, and operates at a net cost of £510k. The cash flow implications of this proposal depend on the rate at which burials will take place. Overall the picture is of a net surplus foregone in the early years but net deficit saved in the longer term. This could lead to revenue savings to the Council over the length of the lease.
- 5.2 Notwithstanding the possible revenue savings to the Parks and Countryside service over the length of the lease, which could vary over time, the Chief Officer, Legal, Licensing and Registration has advised that the granting of the proposed lease would constitute a less than best disposal.
- 5.3 Under the terms of the Local Government Act 1972 General Disposal Consent (England)2003, the Council has the power to dispose of land for a consideration less than best that can reasonably be obtained subject to the following conditions:
- (1) the Council considers that the purpose for which the land is to be disposed for is likely to promote or improve the economic, social and/or environmental well-being of the area or of local residents; and
 - (2) the difference between the unrestricted value of the land to be disposed of and the consideration for the disposal does not exceed £2,000,000.
- 5.4 The unrestricted value of the land has not been estimated as the land is allocated as N1A Allotment space in the Unitary Development Plan (2006). This land is not considered to be a statutory allotment, as the land was acquired from a private owner. Therefore it is understood that a request to the Secretary of State for a change of use of the land is not necessary and planning have confirmed that this issue has been covered in a 'Departure Application Report'.
- 5.5 The disposal of land is likely to promote or improve the social and environmental well-being of the area because, subject to equality of access, it would enable the Parish Council to provide the service (management resource and maintenance) at a locality level. Any necessary maintenance work would also be undertaken with immediate effect, rather than having to compete with other cemetery service maintenance

demands. This would create the opportunity to maintain the service above the statutory minimum requirement.

- 5.6 The land is allocated for proposed allotments in the Unitary Development Plan and the Director of City Development has advised that the capital value of the land on the basis of a 99 year lease for allotment use is estimated to be £26,650. However this value would not be foregone in reality, because the land would be retained for cemetery purposes, but simply enabling Kippax Parish Council to be the service provider.
- 5.7 Subject to members being satisfied that the disposal of the land is likely to promote or improve the economic, social and/or environmental well being of the area or of local residents, the Chief Officer (Legal, Licensing and Registration) has advised that consent to the proposed disposal would be covered by the Local Government Act 1972 General Disposal Consent (England)2003.

6 Recommendations

- 6.1 Subject to members being satisfied that the disposal is likely to promote or improve the economic, social and/or environmental well-being of the area or of local residents, that
- (i) in principle approval is given for the disposal of the land adjacent to Robinson Lane, Kippax as outlined on the attached plan by way of the grant of a 99 year lease to enable Kippax Parish Council to take on the role of burial authority in order for them to manage this cemetery and
 - (ii) the authority to approve the detailed terms of the lease is delegated to the Director of City Development.

Background Papers

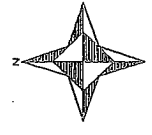
Asset Management Board report – 20 August 2010



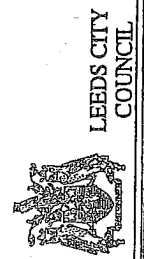
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Originator: Steve Crocker
Tel: 3952799

Report of the Director of Adult Social Care

Executive Board 15 December 2010

Subject: European Year of Volunteering 2011 and Leeds Council Volunteering Framework

Electoral Wards Affected:
all

Specific Implications For:

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

Eligible for Call in

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

EXECUTIVE SUMMARY

In October 2009 Executive Board agreed to designate 2010 as the Leeds Year of Volunteering .This report identifies the progress that has been made in this campaign during the year. It proposes that Leeds takes part in the 2011 European Year of Volunteering and uses it as an opportunity to build on the excellent results obtained during 2010. This report highlights the range of benefits that volunteering has already provided to individuals during the year and the wider community and the strong links to the Leeds Strategic Plan improvement priorities. The report argues that at a time of public expenditure reduction volunteering is even more vital for our city; offering transferable skills for individuals for future employment opportunities and developing community cohesion links that help mitigate some of the negative impacts of the economic downturn.

The report then considers the City Council’s own approach to volunteering, both the use of volunteers (inward volunteering) and volunteering by staff (outward volunteering). It proposes the development of a corporate policy for volunteering that addresses these circumstances.

The recommendations ask members of Executive Board to approve the proposal for 2011 to become the Leeds European Year of Volunteering and continue to play a leading role in sponsoring additional activities and events that will contribute to making the year a success for the city. The recommendations also ask members to approve the plans to develop a comprehensive volunteering framework to govern the use of volunteers and volunteering by staff.

1.0 Purpose of This Report

The purpose of this report is to summarise the successes of the Leeds Year of Volunteering 2010, to provide the background and proposed work programme for 2011 and to consider the City Council's own approach to volunteering. Recommendations seek Executive Board approval to a Leeds European Year of Volunteering 2011 and to develop a comprehensive volunteering framework to govern the use of volunteers and volunteering by staff

2.0. Background Information

Why is volunteering important?

2.1 Volunteering provides a range of benefits to individuals and to the wider community. It helps unlock the talent and creativity of individuals to lead activities, groups and communities and to build skills, confidence and independence that may also be transferable into a work environment. Volunteering is a way to help people to develop a sense of belonging to their neighbourhood and community. At a time of public expenditure restrictions, volunteering provides a means by which people who have been made redundant or who are workless to try out new opportunities, keep their skills fresh and make them more able to re enter the world of paid work.

2.2 Employee supported volunteering schemes provide significant benefits. These include improved team working, coaching and facilitation skills, practical learning and development as part of individual personal development plans, increased motivation and satisfaction, and have encouraged innovation amongst employees.

2.3 In October 2009 Executive Board agreed to designate 2010 as the Leeds Year of Volunteering. The aims were

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

2.4 The Leeds Strategic Plan has the following improvement priority: " An increased number of local people engaged in activities to meet community needs and improve the quality of life for local residents" Participation in volunteering is seen as one of the main ways of measuring whether we are meeting this improvement priority.

2.5 The 2008 Place Survey results showed 19.9% of the people sampled in Leeds were currently engaged in formal volunteering at least once per month. The target during 20010/11 is to increase the level of recorded volunteering by 25%.

2.6 Outputs

The past 12 months has seen an explosion of volunteering activity in Leeds.

- There have been 100 events held under the Year of Volunteering 2010 banner with over 8000 people attending these. Of these 19 events were held to celebrate volunteering by the Area Committees alone.
- Three "award" schemes have been established, one open to all volunteer involving organisations, and two targeted at health and inter generational volunteering. Over 60 organisations received small grants to help them develop, celebrate or start to use volunteers.

- The new Leeds Volunteer Centre in Leeds opened on 13th January at St Paul's Street Leeds. The centre has recently recruited one additional part time paid member of staff and has capacity for 12 part time volunteers. Responding to increased demand the centre is now open five days per week.
- Theme celebrations have been held for ten "themes" health and wellbeing, neighbourhoods, literacy and learning, inter-generational volunteering, volunteering for all (this theme was about raising the standards in volunteering) sport and culture, parks and environment, community safety, inclusive volunteering and children and young people. A series of debates has also been held attended by a range of voluntary organisations throughout the region.
- The revised Compact between the City Council, its public sector partners and the voluntary sector for Leeds was signed and launched during the year. The Compact included a number of specific objectives concerning raising the quality of the volunteering experience in Leeds. A Volunteering Kite Mark was devised to help improve quality control in small volunteer organisations, a Volunteering Toolkit produced to provide support to organisations wanting to use volunteers and a training programme held for volunteer co-ordinators.

2.7 Outcomes

- The average level of recorded volunteering through Voluntary Action Leeds has increased by over 200% during the year. Registrations of Leeds volunteers on the Do-IT website rose from 127 per month in the last quarter of 2009 to 325 per month the third quarter of 2010. A total of 1153 volunteers were placed following visits to the centre in the ten months to November 2010. Over three times this number were assisted through telephone and email consultation.
- The first ten months of the Volunteer Centre Leeds will have yielded an economic benefit to the Leeds economy of almost £1 million. The research report "The Ripple Effect II" (Leeds Voice 2009) estimates an average wage equivalent value of volunteers to the local economy of around £760 per volunteer per year.
- Volunteer Centre Leeds provided people with volunteering opportunities that will help get them back into work, vital at a time of acute public expenditure restrictions and economic downturn. Between January and November 2010 84% of those volunteering were workless, a sharp increase on the figures for 2009 (65%).
- The level of corporate volunteering has increased during the year. Our lead partner Leeds Ahead have estimated that over 104 businesses have been engaged 251 projects undertaken and 7065 residents of Leeds helped by their activities during the year.
- Over 50 new organisations listed their opportunities for the first time on the Do-It database during the campaign.

While the number of people wanting to volunteer has increased this has not been matched by an increase in volunteering opportunities however. The overall stock of volunteering opportunities available has declined. The stock of volunteer placement opportunities on the Do it All website is now currently around 380 registered vacancies having fallen from a total of almost 600 in mid 2009. A number of events have been held to try to tackle this and encourage organisations to register new volunteer opportunities on line. This must be a target for 2011.

3.0 The Leeds European Year of Volunteering 2011

3.1 The European Commission, the European Parliament and the Council of the European Union announced that there is to be a European Year of Volunteering (EYV11) during 2011. The objectives are:

- Work towards an enabling environment for volunteering in the EU
- Empower organisers of voluntary activities to improve the quality of voluntary activities
- Recognise voluntary activities
- Raise awareness of the value and importance of volunteering

3.2 Leeds involvement in the European Year of Volunteering 2011 provides an opportunity to sustain and to build on the successes of its 2010 Leeds Year of Volunteering programme. The proposed focus is on sustaining and increasing the opportunities for volunteering in Leeds but there will also be an opportunity to learn some of the best practices from voluntary organisations in our European Partner Cities. The budget (circa eur5m for all the EU nations) is very small however and in the main will be used in the UK by high level promotional activities. It is likely that volunteering organisations in the UK will not benefit significantly from the European Year by receiving funding.

3.3 To prepare for the European Year of the Volunteer 2011 Leeds City Council is hosting a Leeds European Volunteering Conference at the Royal Armouries on 7th December 2010. This will form part of a three day exchange of best practice organised by the International Relations Office of the City Council, and will involve local voluntary organisations in linking with European counterparts, with European Commission funding secured from the Europe for Citizens programme. Volunteer organisations from Lille (France), Dortmund (Germany), Siegen (Germany), Brno (Czech Republic) and Brasov (Romania) have been invited. The conference forms part of the Europe Direct Leeds programme of events 2010/11 in Leeds and the International Relations team has secured just over €2200 from the European Commission for this purpose. The balance of sponsorship funding has come from involved, managed in Leeds by Learning Partnerships.

3.4 The visit of our partner cities takes place between 6th and 8th December 2010, including a conference on volunteering on the 7th December. The visitors from our partner cities are representatives from a total of 26 European voluntary organisations. These visitors are being hosted by local voluntary organisations. The total of 100 delegates will attend the conference from both Leeds and our partner cities, from the UK government and the European Commission. The conference will launch the start of the European Year of Volunteering 2011 within Leeds.

Objectives for the European Year 2011 in Leeds

3.5 The 2011 year in Leeds will focus on how volunteering can support the city in delivering key strategic priorities. The proposed objectives are therefore as follows

- To sustain the improvements in volunteering made during 2010
- To produce a Volunteering Strategy for Leeds during 2011 that contributes to the Leeds city priorities
- To highlight and support the work of volunteer organisations that are tackling our most difficult issues
- To develop closer working links between volunteer organisations in Leeds and our partner European cities
- Leeds City Council to review the way it uses volunteers

3.6 There will be six main themes and the lead for these will all be Leeds volunteer organisations. Each will run for 12 months but there will be a focus as follows

- January and February: poverty and homelessness
- March and April: supporting young people and children
- May and June: environmental improvement
- July and August: sport (looking forward to London 2012)
- September and October: culture and the arts
- November and December: health and wellbeing

Each of the six themes will include taster, marketplace and volunteering celebration events and projects undertaken within specified local neighbourhoods to increase the level of volunteering and support local initiatives

3.7 The specific targets for the 2011 year in Leeds will be

- increasing the net level of volunteering opportunities in Leeds by 25% during 2011 (currently the Do-It All database has 380 opportunities).
- increasing the level of recorded volunteering placements through Volunteer Centre Leeds by 25% to 140 per month.

4.0 **Developing a Leeds City Council volunteering framework**

4.1 For some time there has been an ambition within Leeds City Council to develop a holistic volunteer policy framework for volunteering, incorporating the following threads:-

An inward focus

- Opportunities for citizens to volunteer within LCC (active citizenship).
- Volunteering to provide placements and internships for specific under-represented groups (e.g. young people)

An outward focus.

- Corporate Social Responsibility volunteering by City Council staff linked to Council priorities including engaging senior local authority leaders in contributing to city/community development through voluntary activity.
- Volunteering to support skill development for employees, re-deployees or employees 'at risk'.

An inward focus

4.2 Leeds City Council has many thousands of volunteers, active in for example: the School Governors service, Youth Service, the ALMOs, Youth Offending Service, Adult Social Care, Library and Information Service, Children's Services, Parks and Countryside, Museums and Galleries, Sport Leeds, Leisure and Environment

- There are many types of volunteering activities, and around 6000 volunteering opportunities:
- Children's Services, run an Independent Visitor Scheme, because every looked after child has the right to an independent mentor
- Leeds Schools need 4000 volunteer governors and the challenge is to manage the turnover and get people from all areas of the City, reflecting diverse backgrounds and experience
- The Leeds International Film Festival is dependent on an army of volunteers –the challenge here is to manage demand and interest.
- Parks and Countryside recruit many hundreds of volunteers: they are working on the farm at Temple Newsam, in the gardens and on the estate at Lotherton, as Park Watch volunteers, there are 130 volunteer Tree Wardens

and hundreds of people who get involved in environmental projects throughout the year across most parts of the City.

- Leeds Museums and Galleries have a large number of volunteers at all of their sites, including volunteers working on displays at Lotherton, cataloguing in the Art Gallery, working in the shops at the City Museum, The Discovery Centre, Armley and Thwaite Mills.
- There are over 80 volunteers working for the Libraries Books at Home Service
- The Youth Offending Service provides a range of services and activities as part of the Criminal Justice System, including volunteer Panel Members, Mentors and Befrienders
- Adult Social Care recruit volunteers as mentors, befrienders and advocates for older people or those with learning disabilities and mental health issues.

4.3 As a result of the Year of Volunteering initiative more City Council schemes are now registering their opportunities with the Volunteer Centre Leeds. There is however no one Council overview of volunteering, or one coordinated promotion of the opportunities within the Council. There is an embryonic Council Volunteer Managers network, but no easily accessible source to find out about Council volunteering opportunities.

An outward focus

4.4 Employee-supported volunteering schemes have significant benefits in terms of improved team working, coaching and facilitation skills, practical learning and development as part of individual personal development plans, increased motivation and satisfaction, and encouraging innovation.

4.5 There has been a long term ambition to have in place a universal corporate Employee Sponsored Volunteering scheme within Leeds City Council. An incremental approach has been taken to date. Leeds Ahead has run a matching service for volunteers from the City Council entitled "Leeds by Example". This has provided 1000 volunteer hours per year over two year of the programme. The current 2010/11 the target is 100 staff with 10 hours each of volunteering paid by the City Council and approved by line managers. The programme currently incorporates the following activities, all of which help tackle key targets in the Leeds Strategic Plan.

VCFS groups and their managers

- Community leader mentoring
- Community group support and advice
- Committee and board membership

School pupils

- World of work day
- Numeracy and literacy mentoring

Year 8 Girls' Aspiration- raising

- Mentoring

Long-term unemployed jobseekers

- CV advice and interview skills

Residents and their environment

- Environmental projects

Ex-Offenders

- Out of Armley project

4.6 Leeds Ahead develop and deliver the programme, offer facilitation and project support, quarterly reporting against agreed key outcomes and a report including feedback on impacts. A proposal is being drawn up for consideration by members that would expand their current

Employer Supported Volunteering programme to incorporate 350 city council staff in 2011/12. The cost of this is estimated at £30,000.

Proposal for a Volunteering Framework

4.3 The proposal is to develop Council volunteering framework. This would set out a policy, develop criteria, and agree organisational ownership for both for inward and outward volunteering. The framework would set out an operating framework setting out minimum standards and providing clear, consistent and easily accessible guidance on issues such as

- volunteer expenses and remuneration
- volunteer role descriptions
- health and safety, risk assessment, lone working, CRB checks
- recruitment, induction, training, supervision, capability
- insurance – employer’s liability, public liability, professional indemnity
- safeguarding, equality, data protection
- ensuring that volunteering roles add value, but do not replace paid work
- making clear distinctions between volunteer roles, internships and placements

4.4 The framework will need to refer to other policies and to obtain guidance and colleagues in working on HR, legal and health and safety issues. It will also need to include the policies adopted within the revised compact for Leeds on volunteering and the recent agreement between Volunteering England and the TUC Charter for strengthening relations between paid staff and Volunteers.

4.5 The menu of approved routes could include:

- Building on the ‘Leeds by Example’ Leeds Ahead employee volunteer pilot programme.
- Volunteering within the Council, through promoting existing Council schemes e.g. independent visiting, and maximising knowledge of internal opportunities.
- Formal arrangements with volunteer brokers to match volunteers into (agreed) voluntary opportunities and track progress.
- Explore ‘pump priming’ 10 hr ‘sponsored’ activity to encourage employees to commit longer term in voluntary capacity to benefit of city/community, promoting active citizenship/CSR.
- Using Volunteer Centre Leeds to provide volunteering opportunities

5.0 Implications for Council Policy and Governance

5.1 This report supports Council policy as outlined in the priorities of the Leeds Strategic Plan 2008-11 and as expressed in the Council’s commitment to the Compact for Leeds. For the Leeds European Volunteering Year 2011 it is suggested that the current governance arrangements continue as follows.

A **strategic steering group** chaired by Cllr. Yeadon and has cross party representation through Cllr. Blackburn, Cllr. Feldman, Cllr. Brett and Cllr. Gettings. Partner organizations are also making nominations and these will include NHS (Leeds), Leeds Community Foundation, Universities, Voluntary Sector reps and the Environment Agency. The group will maintain an overview of the planned activity and work to champion the programme within their respective organizations and remove any barriers to implementation.

An **operational group** led by Voluntary Action – Leeds. The membership of this group is formed by the theme leads who will take on responsibility for promoting and co-ordinating the

activities in each of the monthly themes during the year. This includes representatives from voluntary sector organizations, city council directorates and partner agencies.

5.2 Programme co-ordination for the Leeds European Volunteering Year 2011 will continue to be provided through two part time posts that reflect the joint leadership by the Council and the VCFS. Regular progress on the implementation of the Year of Volunteering will also be reported to Corporate Leadership Team, Leeds Initiative Leeds Strategy Group and the VCFS Strategy Group.

5.3 It is proposed that the arrangements to oversee the development and implementation of the Leeds City Council Volunteering framework would lie initially with Corporate HR with the support of Leeds Year of Volunteering co ordinator

6.0. **Resource Implications**

6.1 The implementation of the European Year of Volunteering 2011 in Leeds would require a limited amount of funding and in-kind support for the programme co-ordination and delivery costs. Funding bids are being prepared by partner voluntary sector organisations under the “Awards for All” Lottery programme and by Voluntary Action- Leeds under the “Reaching Communities” programme. Sponsorship is also being sought from businesses and public and voluntary sector organisations to sponsor the programme and theme events in the year. Council Directorates, VCFS organisations and all participating partners will also be encouraged to explore ways to minimise additional costs for promoting and running the programme by incorporating and expanding appropriate work programmes.

6.2 The implementation of a City Council Volunteering Framework will require:

- Resources for policy development and consultation.
- Resources for any contract development, procurement and contract management of externally commissioned voluntary matching/monitoring activities.
- Resources for promotion, maintenance and communications about any ESV scheme.
- A budget to resource for an extended contract with Leeds Ahead, or a contract with other providers of volunteer matching/monitoring services. The cost of an extended contract with Leeds Ahead would be £30,000 for providing 350 volunteering places.
- A resource impact on reduced days to service delivery.

6.3 The estimated costs of the Leeds European Year of Volunteering is £95,000 in the calendar year 2011. Sponsorship and Big Lottery funding is being sought that could contribute £55,000 of this total within the same period. Full details of funding considerations are given in Appendix Two.

7.0 **Conclusions**

7.1 The European Year of Volunteering 2011 is an opportunity to build on and embed the successes of the Leeds Year of Volunteering in 2010 and to celebrate and promote volunteering in Leeds.

7.2 It has the potential to engage every citizen, neighbourhood and community in making a contribution to the city whilst also building skills, confidence and independence at an individual level. Creating transferable skills for individuals for future employment opportunities and developing community cohesion are two examples of the positive contributions that volunteering could make to help mitigate some of the negative impacts of the public expenditure cuts.

7.3 A successful European Year of Volunteering in Leeds will require active leadership and contributions by all key stakeholders in the city. The programme will be strengthened and enhanced by a clear City Council policy of volunteering both into the authority and by City Council employees

8.0 Recommendations

- 8.1. To endorse the proposal to make 2011 the Leeds European Year of Volunteering.
- 8.2 To note the funding implications in paragraph 6.3 for the likely cost of the 2011 Leeds European Year of Volunteering and to build these into the 2011/12 budget preparations so a decision can be made on funding alongside other competing demands.
- 8.3 To sponsor and encourage additional activities and events that will contribute to making the year a success for the city.
- 8.4 To agree that officers work up a draft Volunteering Framework for Leeds City Council for wider consultation by January 2011, with the objective of bringing back a finalised report to Executive Board for adoption in spring 2011.

9.0 Background Paper

Executive Board Report October 16th 2009 “2010- Year of Volunteering in Leeds”
“The Ripple Effect 11- the economic contribution to Leeds” - Leeds Voice (2009)

Appendix 1
CALENDAR

Current Year: Leeds Year of Volunteering 2010

Month	Theme	Promotional and Celebration Events
January	2010 Leeds Year of Volunteering	<ul style="list-style-type: none"> • Wednesday January 13th Launch of the year of volunteering Leeds City Museum • Wednesday January 13th Formal opening of Volunteer Centre Leeds • Wednesday January 13th Launch of the Leeds Year of Volunteering Website • Friday 15th January Access to Nature grant announced, an environmental volunteering lottery grant for Leeds
February	Volunteering for Health Theme lead NHS Leeds	<ul style="list-style-type: none"> • Tuesday 23 February 9.30-12.30pm : Volunteering for health and wellbeing celebration event at Tiger 11, Hillside, Beeston, Leeds • Thursday 4th February 7pm-10pm: Community and City Pride Awards, Civic Hall, Leeds • Monday 22nd to Saturday 28th February: Student Volunteering Week, Riley Smith Hall, Leeds University Students
March	Volunteering in every neighbourhood Theme Lead Area Management Leeds City Council	<p><i>North East Leeds Area Committees community meetings on volunteering</i></p> <ul style="list-style-type: none"> • Wednesday 10th February 3:30pm – 5:30pm, Woodlands Primary School, Foundry Place, LS9 6DA • Saturday 20th February 11-1pm; Chapel Allerton Methodist Church Hall, Town Street, Chapel Allerton, LS7 4NB • Tuesday 23rd February 3.30-6.30pm – Moortown Baptist Church, 204 King Lane, LS17 6AA • Thursday 25th February 3:30pm – 5:30pm, Kentmere Community Centre, Kentmere Avenue, LS14 1EP • Thursday 25th February 4.30-7.00pm – Roundhay High School, Gledhow Lane, LS8 1ND • Monday 8th March, 4:30pm -7pm Alwoodley Community Hall, 60 The Avenue, Leeds LS17 7NZ • Monday 8 March 3:30pm – 6:00pm, Shine, Harehills Road, LS8 5HS • Monday 15th March, 4:30pm 6:30pm Boston Spa Village Hall, 199 High Street, Boston Spa Wetherby LS23 6AA <p><i>North West Leeds Area Committees marketplace event Saturday 6th March, 2010. 10.00am - 2.00pm the West and North West Leeds Area Committees market place event for volunteers and voluntary organisations, 10.00am - 2.00pm at Pudsey Civic Hall, Dawson's Corner, Pudsey</i></p> <p><i>South East Leeds Area Committees community meetings on volunteering</i></p> <ul style="list-style-type: none"> • Friday 12th March 2010 Morley Town Hall - "volunteering through business awards ceremony featuring volunteering in the business community. • Saturday 20th March 10.00am – 2.00pm Outer South area committee 'Volunteer Fair' on at Tingley Youth and Community Centre, Blackgates School Tingley. • 10 March: V-Involved youth volunteering celebration

		<p>and awards at the Loft, Leeds</p> <p><i>Other event</i></p> <ul style="list-style-type: none"> • Thursday 25th March 12-2pm Drop in open day at Volunteer Centre Leeds.
April	<p>Volunteering across the Generations</p> <p>Theme Lead Libraries and Adult Social Care Leeds City Council</p>	<ul style="list-style-type: none"> • Thursday 15th April "Taste your way round Leeds" Leeds Central Library • Monday to Friday 26-30th April "Green Generations Festival" - events held throughout the city to celebrate young and old people volunteering together • 9 April: Aire Valley Homes, the arms-length management organisation Community Awards. 6.30pm at the John Charles Centre for Sport. <p><i>South East Leeds Area Committees community meetings on volunteering</i></p> <ul style="list-style-type: none"> • Monday 12th April 2010, 10:30 am to 2:30 pm Garforth Liberal Club, Garforth • Tuesday 13th April 2010, 10:30 am to 2:30 pm St Luke's Church, Swarcliffe • Wednesday 14th April 2010, 10:30 am to 2:30 pm Kippax Ex-Service & Social Club, Kippax • Thursday 15th April 2010, 10:30 am to 2:30 pm Christ Church, Halton • Tuesday 20th April 6.00pm – 8.00pm: Volunteer Celebration event for Inner South Area Committee of Leeds City Council at the Civic Hall banqueting suite.
May	<p>Volunteering for Literacy and Learning</p> <p>Theme Lead Libraries Service Leeds City Council</p>	<ul style="list-style-type: none"> • 5th May: Celebration and information event at Leeds Central Library • 19th May: Reading pledge event - at locations throughout city • 24th May: Active Learning event at BTCV Hollybush - learning through the environment 1-4pm
June	<p>Valuing Volunteering in Leeds</p> <p>Theme Lead Voluntary Action - Leeds</p>	<ul style="list-style-type: none"> • 5th June: Volunteering Marketplace Victoria Gardens – for organisations seeking volunteers to enable them to meet potential volunteers • 9th June: Leeds Compact Launch Civic Hall, 10.30 - 12 – partnership agreement between Leeds City Council and the Voluntary Sector. • Training sessions for Volunteer Managers starting end of June (20 sessions in total) running to December 2010. • Kite marking and Toolkit available for volunteer organisations to use • 21-25 June: Student Exodus week in Leeds - Refloat and Bargain Hunt volunteering schemes in LS6 with the University Student Unions
July	<p>Volunteering for Sport, Arts, Culture</p>	<p><i>Sport events</i></p> <ul style="list-style-type: none"> • 4th July – Jane Tomlinson Leeds 10K run charity volunteering event

	<p>Theme Leads – Sport- Sport Leeds Arts- Artsmix</p>	<ul style="list-style-type: none"> • 3rd & 4th July Middleton Park Football Club Gala. • 10th July Yorkshire- North and West Army Cadet Force County Swimming Championships • 24th July (Olympic Open Weekend) Volunteer Fair on Briggate, Leeds City Centre. <p><i>Art and Culture events</i></p> <ul style="list-style-type: none"> • 30 June – Leeds Arts Partnership debates volunteering in the arts, ESA, Patrick Studios, St Mary’s Lane, Leeds LS9 7EH, from 4pm – 6pm. • Saturday 17th and Sunday 18th July (afternoon) Clarence Dock - Year of the Volunteer Celebration Event for those volunteering with the Arts, Culture and Festivals. • 24th July The Big Sing: volunteers from First Floor and Hay Days event outside West Yorkshire Playhouse 1-2pm • Garforth Festival 28th June-10th July Year of Volunteering Stall • I Love West Leeds Arts Festival 3rd -25th July volunteer run events • Holbeck Gala 10th July volunteer run events • Kirkstall Festival 14th July: Year of Volunteering Stall <p><i>Other events</i></p> <ul style="list-style-type: none"> • 5 July- 7th July Aire Action Week for Corporate Volunteering • 9th July The2010 Year of Volunteering debates - a WYLDA event at the Leeds Council Chamber
<p>August</p>	<p>Volunteering and Environment, Parks and Wildlife</p> <p>Theme Lead Hyde Park Source and BTCV with support from LCC Parks and Countryside, Groundwork, Aire Action</p>	<ul style="list-style-type: none"> • 1 August : Environmental fair - Temple Newsam 11-3pm • Rosebank Millennium Green 2010 taster project - launch party 11-3pm on 3rd August the project lasts to 31 August • Leeds Wildlife Volunteers Beckett Street Cemetery in Harehills on Aug 11th and Woodland glade management at Eccup Whin on Aug 25th. • Friends of Chevin Forest Park –Himalayan balsam bash and having a BBQ on 8th August. • Friends of Billy Wood – nature reserve in Kippax. Sat 7th August path repairs • Thus 5 August: Nature day at Kirkstall Valley Nature Reserve • Mon 9 August Pond dipping and conservation at Kirkstall Valley Nature Reserve • Thus 12th August: Bat walk ditto above • Sat 14.August: Heritage and wildlife walk along the Kirkstall Towpath. • Sat 14 August Bat Walk and Fair @ Rodley Nature Reserve • Saturday 21st August Fair@ Rodley Nature Reserve • 17 August: Nature day at Kirkstall Valley Nature Reserve • 19 August: Community volunteering to undertake a range of environmental activities at John O’ Gaunts and Rothwell Country Park. • 20 August: Bat walk ditto above • 21 August: Beeston Allotments horticultural

		<p>volunteering taster session.</p> <p>23 August Green for Go volunteering taster session for refugees and asylum seekers in partnership with the Growing Together Gardening project in Holbeck.</p>
September	<p>Volunteering for a Safer Leeds</p> <p>Theme Lead</p> <p>Safer Leeds</p>	<ul style="list-style-type: none"> • 16 Sept Marketplace event - Briggate with Street Chaplains, Stop Hate, Victim Support, Neighbourhood Watch, Police Specials and police volunteers • 30 Sept Community Safety Awards
October	<p>Volunteering for ALL</p> <p>Theme Lead</p> <p>Voluntary Action-Leeds</p>	<ul style="list-style-type: none"> • Making Volunteering Inclusive theme event St. Chad's Headingley on Thursday October 7th - between 10 and 12.30. <p><i>Change Leeds Week 11-15th October 2010</i></p> <ul style="list-style-type: none"> • Monday 11th October: Donate Day! Give your unwanted good (in good condition only please) to Emmaus, Leeds and Moortown or St Judes. • Tuesday 12th October Improve the Leeds landscape: support the Hyde Park Community Association in improving the local greenspace • Wednesday 13th October- Open Day "Eight till Eight" day at the volunteering centre Leeds. • Thursday 14th October - come along to volunteer for the day or part of the day at Lineham Farm • Friday 15th October help make improvements to the Wyther Lane greenspace area. <p><i>Other events</i></p> <ul style="list-style-type: none"> • Mediation Leeds running training programmes for volunteers in Sept/ Oct 2010. • 14 October City Development Women's Conference on Volunteering – Leeds Civic Hall • 14 October (lunchtime) St George's Crypt 80th birthday fundraising launch • 8 October Corporate Volunteering Day – Holbeck Urban Village; Shelley Riley • 11 October 12.30-3pm Leeds Asylum Seekers Network AGM and volunteering event at 1 Community Centre • 11 -15 October Citizen's Advice Bureau Leeds Advice Week • 19 October WNW Homes Community Awards Event at Leeds Civic Hall
November	<p>Children and Young People's Volunteering Month</p> <p>Theme Lead</p> <p>Learning Partnerships</p>	<ul style="list-style-type: none"> • Tuesday 2nd and Wednesday 3rd November 2010 BTCV Skelton Grange Environment Centre have a range of environmental opportunities • National Tree Week - Friday 26th November 2010- BTCV Carbon army celebration of National Tree Week by helping out with some tree planting work at Skelton Grange • Tuesday 2nd November Speed Volunteering at Leeds Met 1.00pm-3.30pm at Leeds Met Students' Union • Thursday 4th November The bigvbus returns to Leeds University of Leeds • Thursday 18th November: Social Entrepreneurship Day @ SHINE • Thought Bubble Sequential Arts Festival are

		<p>recruiting volunteers to help give away free comics to promote literacy on Friday 19th November at Leeds Central Library</p> <ul style="list-style-type: none"> • Magic the Gathering – volunteers aged 16-25 required. Date 24th November 2010, 4pm-8pm. Location - The Cardigan Centre - Upstairs in the Training Suite • Exhibition Explorers volunteering at Thackray Medical Museum • Mobile Play Volunteering volunteers at the Burley Lodge Centre. • Volunteering Tasters on the Move (on a milk float Leeds Met Students Union and V-involved Leeds) • Thursday 4th and 11th November Bulb planting, tree planting, litter picking, hay raking and/or bird and bat box making Kirkstall Valley Nature Reserve • Monday 15th November Bulb Planting Extravaganza for Morley in Bloom Time: 10.30 – 15.30 • Tuesday 23rd November Recycled Arts and Crafts Session Leeds Bus Station (city centre) • Friday 26th November Beeston Allotments Various activities <p><i>Other events</i></p> <ul style="list-style-type: none"> • <i>Leeds Outer East Area Committee</i> volunteering awards: celebrating volunteering in East Leeds. Thursday evening 4th November Leeds Civic Hall • <i>West North West Area Management awards:</i> celebrating volunteering in West and North West Leeds - Tuesday 9th November from 6.30.p.m. – 9:00.p.m Civic Hall. • <i>School Governor Celebration</i> 12 November at the Village with 150 school governors attending • <i>Year of Volunteering exhibition</i> - Martin Maybank's photos of volunteers at Leeds Library 1st Floor exhibition space
<p>December</p>	<p>Celebrating Volunteering</p>	<ul style="list-style-type: none"> • 1st December : 2010 Year of Volunteering Awards at the Civic Hall • 6-8th December European Volunteering Conference and visit – Royal Armouries and visit of our European Partner Cities • 9th December Inner North East Area Committee Volunteering Celebration

OUTLINE CALENDAR
2011 Leeds European Year of Volunteering

Month	Theme	Promotional and Celebration Events
December 2010	Launch of the Year	<ul style="list-style-type: none"> • Leeds European Volunteering Conference, at Royal Armouries 7 December • 6-8th December volunteers from our five European Partner Cities visit Leeds (Lille, Dortmund, Brno, Brasov, Siegen and Lille) and are hosted by relevant Leeds volunteering organisations
January/February	Volunteering for poverty and homelessness,	<ul style="list-style-type: none"> • Theme lead: Latch • Taster, Marketplace and celebration events • Volunteer Centre focus on organisations tackling poverty and homelessness • Leeds University Student Volunteering Week
March/April	Volunteering for supporting young people and children	<ul style="list-style-type: none"> • Theme lead V involved with VAL • Showcase the work of the V programme over the past three years • Involve Leeds secondary schools in volunteering • Volunteer Centre focus on organisations supporting young people and children • Publication of YOYV evaluation
May/June	Volunteering and Environment	<ul style="list-style-type: none"> • Theme lead Groundwork • Volunteer Centre focus on organisations supporting the Environment • Projects: Wyke Beck and Victoria Gardens • Community Wildlife event involving Children • UK National Volunteering Week Programme 1-7 June of including: Volunteering Opportunities Market Place; Corporate Volunteering Celebration Event
July/August	Volunteering for Sport	<ul style="list-style-type: none"> • Theme lead Sports Leeds • Project; work with 20 sports clubs to appoint a freelance volunteer coordinator • Volunteering event to mark one year to London Olympics
September/October	Volunteering for Culture and the Arts	<ul style="list-style-type: none"> • Theme lead: Space 2 • Volunteer music project • Volunteer dance project • Arts festivals/Light Night
November/December	Health and Wellbeing	<ul style="list-style-type: none"> • Led by Healthy Living Centre Leeds • Develop volunteer working • Project work with healthy food organisations organisations such as Tin Wolf, Urban Harvest, Leeds Permaculture • End of Year celebration event

Note 1.

Throughout the Year there will be a wide range of ongoing volunteering activity and targeted and time limited volunteering projects taking place. These will be captured on the Year of Volunteering website calendar.

Note 2.

Local programmes will be developed by Area Committees following discussions with members.

Appendix 2 Leeds European Year of Volunteering Budget 2011

Leeds European Year of Volunteering – 2011 calendar year costs

	Purpose	Estimated Cost
1	Co-ordination and administration for programme for calendar year 2011 (including on-costs)	49,000
2	Activity funding for themes	0 (i)
3	Publicity and promotion for events during the year	10,000
4	Volunteer Centre Leeds : rent and rates costs (ii), services, broadband, telephone, and volunteer expenses	46,000
	Total estimate costs	95,000

Table 2 Leeds European Year of Volunteering 2011: calendar year income

	Source	Estimated income
1.	Leeds City Council	95,000
	Total income	95,000

Table 3 Fundraising: calendar year bids

	Source	Estimated income
2	Bid to National Lottery under Reaching Communities (iii)	45,000
3	Sponsorship funding being sought (iv)	10,000
	Total fundraising	55,000

Notes:

(i) Assumed to net to zero. The six themes are all subject to Awards for AQII lottery bids by theme lead organisations

(ii) The full year cost of rent and rates is £17000. A peppercorn rent was offered to VA-L by the City Council in 2009/10

(iii) Reaching Communities bid VA-L: £45k pa for 5 years if successful

(iv) Bids made for sponsorship for 2011, possible total income £10k.



Originator: Dennis
Holmes
Tel: 247459

Report of the Director of Adult Social Services

Executive Board

Date: 15th December 2010

Subject: Assessment of Adult Social Care Commissioning (Performance Rating) for Leeds City Council 2009/10

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

The performance of each Council with Adult Social Care responsibilities is annually assessed by the Care Quality Commission. Each Council is awarded a rating which Directors of Adult Social Services are required to draw the attention of the Executive Board and the wider public. The Assessment of Adult Social Care Commissioning was published on the 25th November 2010 and contains the overall rating for Adult Social Care. This report offers members of the Executive Board a highlighted summary of the main areas of achievement and indicates areas of service identified by the Commission as requiring further development to sustain or improve performance.

Attention is drawn to the performance framework which was established in 2008 and places additional emphasis upon issues of dignity and respect (Safeguarding). An authority's overall judgment is automatically limited by performance in this area. The assessment of the Care Quality Commission is that Leeds performance in this respect had improved from 'performing poorly' in 2007/08 to 'performing well' in 2009/10. This is an acknowledgment of the considerable improvements made in this area and recognition that safeguarding concerns identified in 2007/08 are now being effectively managed.

The judgment reached by the Care Quality Commission is that adult social care services in the city have improved in 4 of the 7 domains considered in 2009/10. Leeds is now rated as having 3 domains where it has been awarded the highest rating of 'excellent' and has been judged as 'performing well' in the remaining 4. This has resulted in an overall judgement as

'performing well'. The judgement for 2009/10 represents significant progress from last year. The letter formally advising the Council of the outcome of the review is attached at Appendix 1 and the full report at Appendix 2.

1.0 Purpose Of This Report

1.1 This report alerts Members of the Executive Board to the judgment made about social care services for adults in the city in the performance year 2009/10 and provides a brief summary of the key points raised by Care Quality Commission in making their judgment.

2.0 Background Information

2.1 The performance framework used by the Care Quality Commission continues to be founded upon the outcomes-based framework established in 2007/08 for adult social care assessment. There have, however been changes in the nationally defined performance characteristics for the outcomes and the standards required have been raised. The overall performance against the Leadership and Commissioning domains for Adult Social Care were originally intended to inform the Council's Comprehensive Area Assessment judgement however this approach was abolished by the incoming national government on 24th June 2010.

2.2 Figure 1 sets out the 7 outcomes and offers a brief description of the areas of social care and related activity which are associated to those outcomes by the Commission

Outcome	Descriptor
Improved health and emotional well-being	The authority is assessed against its capacity to work in partnership to enable people to enjoy good physical and mental health, to access appropriate treatment and support in managing long term conditions effectively.
Improved quality of life	In this case, access to public and commercial services, leisure, social activities and life-long learning are assessed along with peoples perception of safety outside the home.
Making a positive contribution	The assessment in this area is focused on how the Authority ensures that people are involved in local decision making and involved in policy making and decision taking.
Increased choice and control	Many of the most critical indicators in relation to Adult Social Care services are assessed against this outcome which is concerned with the extent to which the Authority is able to maximise the independence of people, how their access to information about care and support is facilitated, how they are enabled to exercise choice and control over that care and support and how they are enabled to manage risk in their personal life.
Freedom from discrimination or harassment	This outcome is concerned with how the Authority ensures equality of access to services and ensures that people are not subject to abuse
Economic well-being	Here the Authority is assessed against its capacity to ensure that people are helped to access sources of income and accommodation and thereby encouraged to actively participate in the life of their community and family.

Maintaining personal dignity and respect	Here the Authority is assessed against how well it is able to ensure the prompt availability of a range of personal care and support services including adult safeguarding. This exerts a predominant influence upon the overall rating of an Authority's delivery of outcomes. Performance against this outcome must be judged as a minimum to be 'adequate' for the an overall judgement of delivery of outcomes in the Authority to be 'good'.
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Fig 1

- 2.4 The Care Quality Commission derive the evidence on which they base their assessment from several sources. One of the most significant of these is the annual Self Assessment. This requires the Authority to provide an accurate and honest comprehensive report of performance against each of the outcomes including a summary of activity and evidence over the year and an overall self judgment. The self judgement of Leeds for 2009/10 has been fully accepted by the Care Quality Commission. This is important because accurate self analysis is regarded as a significant requirement for effective leadership by the Commission.
- 2.5 Evidence provided by a Local Authorities in its Self Assessment is triangulated against a range of other evidence collected by the Care Quality Commission. This includes, evidence submitted by the Council in the course of Routine Business Meetings with the Care Quality Commission; site visits by Care Quality Commission Area Manager; national performance data; information collated from regulatory inspections of services and from any relevant service inspections or reviews which have information relating to relevant Council services.
- 2.6 The information gathered by the Commission has focused on Leeds Adult Social Care's performance; evidence of its ambitions for improvement, evidence of its capacity to deliver improvements with the support of partners and evidence that its plans to deliver these improvements are robust.
- 2.7 The final assessment letter and report (Appendices 1 and 2) were received by the Authority at the beginning of October but, in line with national requirements, their content remained confidential and embargoed until the 25th November 2010. The Commission require that the report is taken to a Council meeting by the 31st January 2010 and thereby made available to the public.
- 3.0 Main Issues**
- 3.1 The Care Quality Commission have completed their Annual Performance Assessment of Adult Social Care for Leeds City Council 2009/10 and have judged the service to be 'Performing Well'. This judgement is applied to a service that consistently delivers above minimum requirements for people; is cost-effective and makes contributions to wider outcomes for the community.
- 3.2 The judgement recognises significant improvements in the quality of Adult Social Care in Leeds in comparison to 2008/09. Adult social care services in the city have improved in 4 of the 7 domains considered in 2009/10. Leeds is now rated as having 3 areas domains where it has been awarded the highest rating of 'excellent' and has been judged as 'performing well' in the remaining 4.

4.0 The Assessment of key strengths

- 4.1 The Care Quality Commission have judged leadership within adult social services in Leeds to be strong and have noted improvements in partnership working. It is the CQC's judgement that Leeds has demonstrated that it places those who use services and their carers at the heart of its service development, and has taken steps to further enhance how the it engages with people.
- 4.2 The quality of services provided or commissioned for adults with social care needs is judged to have improved. Leeds is commended for heavily investing in its neighbourhood networks to ensure that those people who do not meet the criteria for assessed services can access appropriate support in their own locality. The CQC report positively that Leeds has continued to increase its investment in the use of Telecare, and in local Extracare capacity
- 4.3 The Care Quality Commission report that Leeds continued to improve its safeguarding arrangements during 2009/10, and fully completed the action plan it had agreed with the Care Quality Commission following the service inspection in 2008. In particular they report that Leeds has demonstrated much improved partnership working through the safeguarding partnership board.
- 4.4 Leeds is judged to be providing greater access to services for a wider range of its population. In particular the CQC has commended Leeds for its approach to specifically targeting hard to reach groups to ensure people can access the support they need .
- 4.5 Leeds is also commended by the CQC for developing its systems and processes to enable people to benefit from the 'Putting People First' national strategy to deliver more personalised and self directed support. Leeds is on course to meet its local and national milestones for delivering these systems by March 2011.

5.0 Key areas for improvement

- 5.1 As with the key strengths, the Commission has confirmed the key areas where Leeds should make further improvements through the continued implementation of established long term programmes in 20010/11. All these areas are subject to rigorous improvement plans and are closely monitored by the Directorate.
- 5.2 The Care Quality Commission have specified a number of areas where Leeds needs to continue to implement long term programmes of work. These include, continuing to improve the level of personalisation within adult social care provision and further develop personalised budgets for carers. The CQC have stated that Leeds should continue to develop the local delivery of adaptations and community equipment. It has also been asked to continue to implement actions from the review of local advocacy services
- 5.3 The Council have been asked to continue implementing improvements within social care leadership and commissioning arrangements. It has been recommended that Leeds continues to embed the local approach to partnership commissioning. The CQC also recommend that Leeds should improve its social care records management systems and to continue to develop safeguarding reporting mechanisms with partners.

6.0 Overall Assessment and Judgement.

Leeds has been judged within the following domains as performing:-

Outcome /Domain	2007/08: CSCI Rating	2008/09: CQC Rating	2009/10: CQC Rating	Direction of Improvement
Outcome 1: Improved Health and Wellbeing	Well	Well	Well	↔
Outcome 2: Improved Quality of Life	Well	Well	Excellently	↑
Outcome 3: Making a Positive Contribution	Well	Excellently	Excellently	↔
Outcome 4: Increased Choice and Control	Adequately	Adequately	Well	↑
Outcome 5: Freedom from Discrimination and Harassment	Well	Well	Excellently	↑
Outcome 6: Economic Wellbeing	Well	Well	Well	↔
Outcome 7: Maintaining Personal Dignity and Respect	Poorly	Adequately	Well	↑

Fig 2

7.0 Implications For Council Policy And Governance

7.1 In previous years the Care Quality Commission rating for Adult Social Services has contributed to the overall rating for the Leeds City Council. The government has recently abolished the Comprehensive Area Assessment (CAA) which formed the latest version of this. It is not yet clear what new arrangements, if any, will replace the CAA but it is likely that any publicly available information about the quality of local services will take into account the nationally published judgement of adult social care in Leeds.

7.2 The government and regulators are currently reviewing the future reporting requirements for adult social care services. It is likely that significant changes will be made in future years. At the time of writing a new outcomes framework for social care is due to be published which will sit alongside frameworks published for the Health Service and Public Health. Quality and economic regulation of 'provider' health and social care services will be strengthened through the Care Quality Commission and 'Monitor' respectively. It is likely that the commissioning functions of local authorities will be increasingly subject to self regulation and customer engagement. Further information will be provided to the Board as the future becomes clear.

8.0 Legal And Resource Implications

8.1 The personalisation of care services is a critical determinant in judging the performance of adult social care services. Because of the nature of current service configuration in Leeds, a significant challenge is set in ensuring that the rate of progress in accelerating the transformation of our models of care and support to such an extent that they meet not only the performance expectations of the Commission but, more significantly, that they meet the expectations of those people provided with the means to purchase them.

8.2 Leeds' target for this development is for 30% of all service users receiving their services through Personal Budgets/ Direct Payments by March 2011. This complies with national expectations. To achieve this target, Leeds performance will need to continue to expand from 3382 people receiving Self Directed Support at September 2010 to 5350 at March 2011. Clearly, this requires the release of significant resources from service areas where demand is expected to reduce as a consequence of people utilising their direct payments or individual budget in different ways.

9.0 Conclusions

9.1 The overall judgment for delivering outcomes 2009/10 reached by the Care Quality Commission is that adult social care services in the city are 'Performing Well' and they have judged Leeds to have made significant improvements in 4 of the 7 domains. The rating for safeguarding has improved from 'poor' to 'performing well' in two years. Leeds is now top rated in 3 areas. Leeds has sustained and accelerated the performance improvement trajectory reported last year.

9.2 Although the judgement reached by the Commission recognises the positive progress made in the year, particularly in respect of Adult Safeguarding, Adult Social Care continues to be performing at a level which has fallen short of 'excellent' overall. The details of the Care Quality Commission performance framework for 2010/11 have yet to be announced, however further improvements are likely to be required to improve the choice and control of service users; local arrangements for public health and for the safeguarding of vulnerable adults in order to achieve an overall judgement of excellence for social care services in the city.

9.2 Plans are in place to ensure that all the areas identified for improvement are addressed in the coming year in a continuing effort to achieve excellence in social care outcomes for adults.

10.0 Recommendations

10.1 The Executive Board is asked to note the contents of this report and the attached final assessment letter and performance review report from the Care Quality Commission for adult social care services in 2009/10.

10.2 The Executive Board is invited to include the areas for improvement set out in the attached annual performance rating report for referral to the Adult Social Care Scrutiny Board for their oversight of performance.

Background Documents referred to in this report

None referred to in this report

Mrs Sandie Keene
Director of Adult Social Care Services
Leeds City Council
1st Floor West,
Merrion House
110 Merrion Centre
Leeds
LS2 8QB

Care Quality Commission
First Floor
St Paul's House
23 Park Square (South)
Leeds
LS1 2ND

Tel 07779 111335

www.cqc.org.uk

4th October 2010

EMBARGOED UNTIL 25 NOVEMBER 2010

Assessment of Commissioning for Leeds City Council 2009/10: Results

Dear Director

The enclosed Assessment of Performance (AP) report outlines the findings of the 2009/10 commissioner assessment process for your council. Thank you for the information you provided to support this process, and for the time made available by yourself and your colleagues to discuss relevant issues.

The grades outlined in the AP report are an overall grade for delivering outcomes and a separate grade for each of seven outcomes. There is a commentary on the two domains of *Leadership*, and *Use of resources and commissioning*.

Also attached are

- The Quality Assurance & Moderation summary for your council, which provides a record of the process of consideration by CQC.
- The form recording your council's factual accuracy comments and CQC's response.

We expect you, as The Director of Adult Social Services, to present the AP report to an open meeting of the relevant executive committee of the council by 31 January 2011 and to inform us of the date this will take place. Your council should make the AP report available to members of the public at the same time, and must copy this grading letter and report to the council's appointed auditor.

The grades we use are:

ADULT SOCIAL SERVICES ASSESSMENT OF PERFORMANCE 2009/10 :Leeds	Descriptor
Grade 4: (Performing excellently) People who use services find that services deliver well above minimum requirements	A service that overall delivers well above minimum requirements for people, is highly cost-effective and fully contributes to the achievement of wider outcomes for the community.
Grade 3: (Performing well) People who use services find that services consistently deliver above minimum requirements	A service that consistently delivers above minimum requirements for people is cost-effective and makes contributions to wider outcomes for the community.
Grade 2: (Performing adequately) People who use services find that services deliver only minimum requirements	A service that delivers only minimum requirements for people, but is not consistently cost-effective nor contributes significantly to wider outcomes for the community.
Grade 1: (Performing poorly) People who use services find that services do not deliver minimum (performing adequately) requirements	A service that does not deliver minimum requirements for people, is not cost-effective and makes little or no contribution to wider outcomes for the community.

ADULT SOCIAL CARE PERFORMANCE JUDGMENTS FOR 2009/10

Overall Grade Awarded for Delivery of Outcomes	Well
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Delivering Outcomes	Grade Awarded
Improved health and emotional well-being	Well
Improved quality of life	Excellent
Making a positive contribution	Excellent
Increased choice and control	Well
Freedom from discrimination or harassment	Excellent
Economic well-being	Well
Maintaining personal dignity and respect	Well

The AP report sets out progress on areas of good performance, areas of improvement over the last year and areas, which are priorities for improvement. Where appropriate it also identified any follow up action CQC will take.

CQC will publish your council grading and AP report at <http://www.cqc.org.uk/findcareservices.cfm> on Thursday 25 November 2010.

Yours sincerely



Regional Director, Care Quality Commission
c.c. Tom Riordan, Chief Executive

Assessment of Performance Report 2009/10

Record of analysis

ADULT SOCIAL SERVICES ASSESSMENT OF PERFORMANCE 2009/10 : Leeds Council

Contact Name

Adam Brown

Job Title

Compliance Manager

The report will produce a summary of the performance of how the council promotes adult social care outcomes for people in the council area.

The overall grade for performance is combined from the grades given for the individual outcomes. There is a brief description below – see Grading for Adult Social Care Outcomes 2009/10 in the Performance Assessment Guide web address below, for more detail.

Performing Poorly - not delivering the minimum requirements for people.

Performing Adequately - only delivering the minimum requirements for people.

Performing Well - consistently delivering above the minimum requirements for people.

Performing Excellently - overall delivering well above the minimum requirements for people.

We also make a written assessment about

Leadership and

Commissioning and use of resources

Information on these additional areas can be found in the outcomes framework

To see the outcomes framework please go to our web site: [Outcomes framework](#)

You will also find an explanation of terms used in the report in the glossary on the web site.

2009/10 Council APA Performance

Delivering outcomes assessment Overall council is:	Well
Outcome 1: Improved health and well-being	Well
Outcome 2: Improved quality of life	Excellent
Outcome 3: Making a positive contribution	Excellent
Outcome 4: Increased choice and control	Well
Outcome 5: Freedom from discrimination and harassment	Excellent
Outcome 6: Economic well-being	Well
Outcome 7: Maintaining personal dignity and respect	Well

Council overall summary of 2009/10 performance

Leadership within adult social services remains strong, and capacity has been further enhanced during the assessment year. The impact of this has seen improvements in partnership working, improvements in the quality of services for people, greater access to services by a wider range of the population across the council's boundaries, and continuing improvements to safeguarding arrangements.

The council has continued with the development of its safeguarding arrangements, and this has seen the completion of the action plan following the service inspection in 2008. The safeguarding team has been expanded greatly with support and expertise placed at an operational level, and much improved partnership working across the safeguarding partnership board. Information is available to the council to allow it to identify patterns and trends with safeguarding concerns so that it can better prioritise resources.

The council continues to place those who use services and their carers at the heart of how it develops services, and further enhancements to how the council engages with people have been noted during the year. In particular the council has embedded its work to ensure people are free from discrimination and harassment and that access is universal by specifically targeting hard to reach groups to ensure people can access the support they need. The quality of services continues to improve, and the council continues to invest heavily in its neighbourhood networks to ensure those who do not meet the criteria for assessed services can access support in their own locality.

The council continues to provide a wide range of services. During the assessment year this has seen further increases in the use of Telecare, with further plans to utilise this technology further. Additional extracare capacity has been provided, and improvements have been made in access to community services for those not able to directly access assessed services.

The council has been developing its systems and processes to enable people to benefit from the 'Putting People First' national strategy; they report that they have hit the majority of their internal milestones, and are on course to hit the national milestones by March 2011.

Leadership

"People from all communities are engaged in planning with councilors and senior managers. Councilors and senior managers have a clear vision for social care. They lead people in transforming services to achieve better outcomes for people. They agree priorities with their partners, secure resources, and develop the capabilities of people in the workforce".

Conclusion of 2009/10 performance

The council has continued to invest in its leadership during the assessment year. A revised management structure is now in place with the majority of posts filled. The council recognises that change capacity is still a big challenge, especially with regard to the council's in house providers. However, the council report that there is support across the council, including the cabinet and executive member, to enable this modernisation programme to take place.

During the assessment year, the council has developed locality 'health' partnerships within the health and wellbeing partnership. These are a key mechanism for delivering and driving forward the health and wellbeing theme of the Leeds Strategic Plan by ensuring that the work reflects and includes the needs of specific communities and localities. The council is currently involved in supporting NHS Leeds as the lead commissioner in reviewing intermediate tier services.

The council have developed a variety of partnership approaches to strategic development during the year. For example working with Leeds Partnership NHS Foundation Trust, the council have established a range of joint work across the city. This includes; work to extend good practice in employment support across the city in providing a more consistent service, the independent living project which is providing community based supported tenancies for mental health service users, and the project in day services to increase partnership work across agencies and choice and control for service users and carers.

In addition to this a range of new strategies have been agreed to improve the quality and reach of services, including a joint protocol for the transfer of care, self directed care communications and marketing strategy, and a three year workforce development strategy. The three-year workforce development strategy was agreed in June 2009, and workforce development budgets have been reviewed and realigned to ensure that available resources are being correctly targeted. The council have retained their Investors in People award, with the review noting that there was a "*culture of continuous improvement found in all areas, and reflecting the commitment to providing the Leeds community with the best possible service*". Priorities during the

assessment year have included training in relation to safeguarding, personalisation and investing in training for the independent sector. The council report that there was real success in engaging with the independent sector in developing the strategy.

The council's rates of staff turnover, vacancies and sickness/ absence levels are all in line with comparator organisations. With regard to equality at work, the council exceeded its targets for the proportion of staff from a black or minority ethnic group, the proportion of staff with a disability and the number of women within the top 5% of earners.

The council has continued to improve its internal performance monitoring and reporting during the assessment year. An independent review of the electronic social care system (ESCR) system was commissioned, and its recommendations are currently being acted upon by the council. The council reported that cross departmental communications continue to improve with greater sharing of information as other council departments understand the impact that adult social care services has across the council as a whole.

Key strengths

- Leadership across adult social care
- Engagement with staff and partners

Areas for improvement

- Implement improvements to records management systems
- Continue on the journey to implement Putting People First

Commissioning and use of resources

"People who use services and their carers are able to commission the support they need. Commissioners engage with people who use services, carers, partners and service providers, and shape the market to improve outcomes and good value".

Conclusion of 2009/10 performance

The council has continued to develop its commissioning strategies during the assessment year. The Joint Strategic Needs Assessment (JSNA) has been utilised to help the council understand current and future needs of people using services across the city. Baseline information from the JSNA has been used to inform developments in services for older people, including the development of extra care housing and the commissioning of homecare with health. The council have noted that whilst the initial work provided an important start it recognises that this needs to be built upon to reflect the complex needs of a large and diverse area, and a range of work is underway. For example a needs analysis of people with learning disabilities has been undertaken and is being used to inform commissioning and strategic planning, and an analysis of the needs of mental health service users is being undertaken with York University.

The council published its first commissioning prospectus in January 2010. The prospectus summarises the commissioning strategies that are in place and being pursued, between adult social services and its partners. It is principally aimed at providers and other key stakeholders to ensure that they clearly understand the prospective commissioning intentions of the council. In addition to this the council also ran a number of commissioning events for providers including information on changes to registration with the Care Quality Commission. The council reports that it jointly commissions a number of services with NHS Leeds, including learning disability services, equipment services, drug and alcohol services, and continuing care services. There is a joint strategic commissioning board, and the council report that during the assessment year it has established itself as an effective forum for the joint governance of commissioning activity and developments across adult social services and NHS Leeds. A review of the board's role and governance arrangements was conducted after its first year of operation and recommendations made to strengthen and clarify the board's role and purpose.

The council have identified a number of areas where there was an overspend during the assessment year as well as efficiencies made in year. For example, the council identified overspends with direct payments and personal budgets, as well as increases in the number of people who are approaching the council for services having depleted their own resources. Efficiencies identified

included management restructuring, and a review of agency staffing, overtime and improved work attendance.

In addition to this the council are working with an external company on an efficiency programme focussing on business processes on a council-wide basis. The adult social care budget for 2009-2010 and 2010-2011 includes efficiency savings predominantly in three areas: contracting and procurement; staffing; and directly provided services. In all of these cases, the emphasis is on reducing unit costs without impacting on the level of service delivery.

Analysis of data from regulatory inspections of services indicates that the council commissions services predominantly in good and excellent rated services, both within and out with the council area. The council monitor residential care information on a monthly basis, using the Care Quality Commissions star ratings. The council report that this has shown that among all providers of older people's residential care, there have been a rise in the number of good homes and a fall in the number of adequate homes. There have been improvements in homes for people with physical and learning disabilities, 71.4% of these homes are rated excellent and 28% are rated as good.

The council has also developed a governance framework between themselves and partners in the voluntary, community and faith sector (VCFS). This will enable the council to prioritise resources to support the sector in delivering key priorities for the city. The framework applies to all relationships between the council and VCFS organisations, including grants and contracts as well as funding administered by the council on behalf of a third-party organisation.

Key strengths

- Progress made with city wide commissioning arrangements
- Quality of purchased placements

Areas for improvement

- Embed approach to partnership commissioning

Outcome 1: Improving health and emotional well-being

“People in the council area have good physical and mental health. Healthier and safer lifestyles help them lower their risk of illness, accidents, and long-term conditions. Fewer people need care or treatment in hospitals and care homes. People who have long-term needs and their carers are supported to live as independently as they choose, and have well timed, well-coordinated treatment and support”.

Conclusion of 2009/10 performance

“The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 1 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration that it is continuing to perform at a good level in 2009/10 for this outcome. CQC will continue to monitor this performance. “

Key strengths

Areas for improvement

Outcome 2: Improved quality of life

“People who use services and their carers enjoy the best possible quality of life. Support is given at an early stage, and helps people to stay independent. Families are supported so that children do not have to take on inappropriate caring roles. Carers are able to balance caring with a life of their own. People feel safe when they are supported at home, in care homes, and in the neighborhood. They are able to have a social life and to use leisure, learning and other local services.”

Conclusion of 2009/10 performance

People have access to information and advice as they require. Managers placed at a central contact point ensure 24 hour continuity for all services. The staff at the contact centre have access to a wide range of information and the ability to more accurately direct individuals to suitable services from adult social care, the third and private sectors. Information from the caller is captured electronically and transferred to the appropriate care management team. Specialist staff are on site to support the contact centre staff with complex issues. There is a range of information available for people to be able to access leisure and social activities.

The council's independent living project has continued to deliver tenancies for people with learning disabilities during the assessment year and the council were highly commended for their scheme at the Local Government awards in 2009. The project completed in June 2010 and delivered over 300 new tenancies for people. The council had systems in place to ensure that people who use services were involved in the process from conception through to moving into the properties, and case studies indicate the positive impact this has had upon people.

The council continue to provide a wide range of services to assist people to live independently, and this is reflected in the council's performance data. Examples include increased investment in Neighbourhood Network schemes to provide services for people who do not qualify for assessed services; the Leeds Keeping House Service which helps people to live independently by helping with domestic chores. This scheme continues to expand and has seen a 200% increase in referrals during the assessment year.

The council has further invested in assistive technology, and has enabled a further 2400 new users during the year. The council has established a multi-agency assistive technology hub which provides an integrated equipment and Telecare service on behalf of local health and social care partners. The council has extended its mobile response service to cover community alarms as well as Telecare during 2009-2010. In addition, over 4,500 people living in their own homes and around 6,000 people living in sheltered housing settings are using pendant alarm systems. The total number of Telecare users in Leeds is now over 14,000.

The Telecare service received an award in the patient safety category at the Health and Social Care Awards 2009.

Further enhancement has been made to improve access to adaptations. For minor adaptations, following screening by the initial response teams, they can be provided through a self assessment. Disability Services can recommend wet floor showers under direct access for customers who have been previously known, using a screening tool, which has triggers within it to indicate where this is not appropriate and a visit is required. There have been improvements in the timeliness of delivery for minor adaptations. There are waiting times for community equipment, but currently the council reports that this is not problematic. The council have plans in place to begin the implementation of a cross-organisational strategic framework for assessing and supplying adaptations with local partners.

Following a review, a revised carer's strategy was launched in 2009. The new 'Caring in Leeds' advice website was re-launched in August 2009, supported by a marketing campaign; 6,000 postcards were sent directly to carers about the new website and demonstrations of the website were given to groups of carers and staff. The council has commissioned a carer's emergency plan scheme from an external provider. The service responds to emergency call outs within 1 hour and provide up to 48 hours of alternative care when necessary; there are nearly 1000 carers registered for this service. In addition there has been a large increase in the number of carers who receive services through direct payments, and the results of the council's carer's survey were positive with regard to access to information and involvement in care planning.

The council continues to develop extra care housing across the city with a further 17% rise in availability during 2009-2010. The council has plans in place to further enhance this with plans for a further 300 units in the future, in a scheme which is currently at the planning stage.

During the assessment year, the council improved access to bus services for wheelchair users and improved facilities for crossing roads safely and easily at signalled junctions. The council upgraded approximately 1,800 bus stops with raised kerbs, clearways and new shelters where required on all the busiest stops in Leeds and ensured that all core route buses were low floor adapted. The council has established a disability outreach and travel trainer support service which helps disabled people gain independent access to leisure, travel and education through travel training support. In 2009-2010 the service established a new scooter training service and employed a specialist trainer for people with mental health concerns. Over the year, the service successfully enabled over 100 people to better use local transport. The council has worked with library services to improve access to library services for people in residential and sheltered accommodation, including access to mobile library services. In addition to this the council report continued increases in the uptake of leisure activities and this has coincided with the appointment of an older people's sports development officer within the leisure services department.

With regard to services for people with complex needs, the council has indicated that its planning assumptions have been

informed by their JSNA which has indicated the current and future profile of people with autistic spectrum disorder. The council are in the process of developing a framework contract for support services for this client group with the intention of having specialised support available in the city. People with autistic spectrum disorder and their family carers have been involved in developing the specification and interviewing potential providers. In addition to this, under the independent living project the council have commissioned a housing related support and social care service for 8 adults with profound and multiple disabilities/sensory impairments. The council have and continue to review those people with complex needs that reside outside of the council's boundaries and ensure they are appropriately placed. In addition the council's independent living project has provided specialist provision for people with complex needs.

Key strengths

- Range of service available to people.
- Continued investment in non assessed services.

Areas for improvement

- Continue to develop the delivery of adaptations and community equipment

Outcome 3: Making a positive contribution

“People who use services and carers are supported to take part in community life. They contribute their views on services and this helps to shape improvements. Voluntary organisations are thriving and accessible. Organisations for people who use services and carers are well supported”.

Conclusion of 2009/10 performance

“The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 3 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration that it is continuing to perform at an excellent level in 2009/10 for this outcome. CQC will continue to monitor this performance. “

Key strengths

Areas for improvement

Outcome 4: Increased choice and control

“People who use services and their carers are supported in exercising control of personal support. People can choose from a wide range of local support”.

Conclusion of 2009/10 performance

Information continues to be available in a range of formats and media, which can be accessed 24 hours a day. Information has been updated during the assessment year to ensure that it meets the needs of the population, and to include information relating to self directed support and the personalisation of services and for people who are self funding their services.

There is a peer support service helpline for people considering using a personal budget. Membership is currently being expanded to ensure it is representative of all service user groups. Volunteer advisers have been successful in advising all callers, or signposting them to the information they requested; the companion support website is fully developed and went live in October 2009. Surveys carried out by the council suggest that around 80% of people who use services feel that they are in day to day control of their services.

During the assessment year the council carried out a review of advocacy services. The outcome of this review indicated that while there is a broad range of city wide services provided by third sector organisations and an advocacy umbrella organisation funded to support and promote advocacy across the city; there is also a need to strengthen support to advocacy services and ensure consistency across the range of services regarding contracted advocacy, standards, training, and communications.

The council has identified that the move towards a personalised service and self directed support will result in the need for increased support for people to make informed decisions about, and manage their personal budgets. The council has developed its brokerage service during the assessment year for those users who request independent support, and the Actively Seeking Independence Support Team (ASIST) service supports people employing personal assistants through direct payments.

The council continues to improve its delivery of assessments and services following assessment. Data indicates that the council is in line with its comparator organisations for the assessment and delivery of care services. The council has also made improvements to the number of people receiving a review of their care needs within year. This has improved from 69% to 80%

during the year.

The council has undertaken a range of work to introduce personal budgets and self directed support. A self directed assessment questionnaire (SAQ) and a resource allocation system (RAS) have been developed. There has been a number of internal and external quality checks carried out to ensure that the systems function effectively. Risk management processes have been developed during the year to ensure a more holistic approach to risk across the different facets of social care provision. One of the challenges regarding the introduction of personal budgets has been the increase in budgetary expenditure, and to counter this, the council has put an additional £2.4m into this budget stream. Progress has been made with regard to carers, with the employment of a lead for carer's services, and while carers receive direct payments further work to implement personal budgets for carers is required. Data from the council indicates that progress continues to be made to ensure that all people have access to personal budgets and self directed support.

The number of people in long stay residential care is either in line with comparators or in the case of adults under the age of 65 statistically better than the council comparators. All other data with regard to the type of service available from the council is in line with its comparator organisations.

The council received 455 complaints during the year, and surveys indicate that around 75% of people were aware of how to make a complaint. Information regarding complaints is available in a variety of different formats, and a number of training and briefing events have been provided for all staff including staff from the independent sector.

Key strengths

- Range and breadth of services offered
- The Neighbourhood Network scheme

Areas for improvement

- Implement that actions from the review of advocacy services
- Further implementation of personal budgets for carers

Outcome 5: Freedom from discrimination and harassment

“People who use services and their carers have fair access to services. Their entitlements to health and care services are upheld. They are free from discrimination or harassment in their living environments and neighborhoods”.

Conclusion of 2009/10 performance

The council has re-engineered its first point of contact to all services. When people contact the council their call is dealt with centrally where staff have access to information regarding fair access to services criteria, and can make direct referrals to care management teams or signpost people to non assessed services. Specialist staff are available to provide advice and guidance to manage any specific concerns for example concerns regarding the safeguarding of individuals. The council reports that this is having a positive impact to ensuring that all people have equal access to services, for example a number of direct referrals were resolved by routing the referral to direct access provision, e.g. requests for minor equipment.

The council's fair access to care criteria remains at substantial or critical and the council has seen an 18% rise in referrals to over 27,000 during 2009-2010. The council received 74 complaints regarding access to care the majority of which were not upheld.

The council achieved level 4 of the Local Government Equality Scheme, and plans are in place to achieve 'excellence' under the new scheme during 2010-2011. The council has reviewed its equality impact assessment processes, and as well as identifying a number of strengths, have also been able to make specific changes to current change programmes for example the modernisation of day services.

People can access information regarding access to services from a variety of access points, electronically and in paper format, and this continues from the previous assessment year. The council continues to invest heavily in its neighbourhood network schemes, which continue to provide a wide range of services across the whole of the council's boundaries.

The council has evidenced a variety of systems to monitor that access to services is fairly and appropriately applied across all groups of people. For example the council is able to identify that funding for neighbourhood networks for people from black and minority ethnic group's runs at around 12.5% of the total funding, and that 18% of schemes are specifically for people from BME groups. The council is also able to monitor rates and take up of services from a variety of other minority groups.

As reported in 2008-2009 the council embarked on a project to specifically identify and target people from BME groups to ensure that people who require services could access them. This has been having a positive effect, and for example there are greater numbers of older people from BME groups who now access services compared with all older people across Leeds, and greater numbers of older people from BME groups receive services following assessment than when compared to the general population.

The council has in place a variety of engagement and consultation processes to ensure that people who use services and citizens in general have opportunity to engage with the council and contribute to service development and community safety. These have been complemented during the assessment year with the introduction of consultation hubs to ensure that all opportunities for involvement and consultation are coordinated.

As an employer the council is viewed by the majority of staff as one that believes in equality and diversity, and over 75% of staff agreed that they are encouraged to challenge inappropriate behaviour from colleagues, alongside a reduction in those experiencing discrimination, harassment or bullying. In addition to this the majority of respondents to the residents survey feel safe in their homes, and walking in their local area during the day; and although just under two thirds of people feel safe walking in their local area after dark, this represents further improvement from the previous assessment year. More than three quarters of the respondents to resident's survey 2009 agree that 'people from different backgrounds get on well together in their area'. This represents an improvement on the level recorded in 2007 (67%).

The council has strong links with partners across the city under the banner of 'Safer Leeds', and there is representation by all appropriate partners on the safeguarding adults board. The council is working with the fire service high risk team to put interventions in place to keep people safe in their own homes and reduce the risk of fire. The council has provided a range of examples of the impact it is having working as part of the Safer Leeds initiative, including 'Think Family', a programme that ensures that agencies work effectively together to improve outcomes for children and young people living in families with parents with substance misuse, mental health or dual diagnosis problems.

Key strengths

- Commitment and action to reduce discrimination and harassment.
- Strength of partnership working.

Areas for improvement

- Continue to embed improvements identified in the EIA audits

Outcome 6: Economic well-being

“People who use services and their carers have income to meet living and support costs. They are supported in finding or maintaining employment”.

Conclusion of 2009/10 performance

“The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 6 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration that it is continuing to perform at a good level in 2009/10 for this outcome. CQC will continue to monitor this performance. “

Key strengths**Areas for improvement**

Outcome 7: Maintaining personal dignity and respect

“People who use services and their carers are safeguarded from all forms of abuse. Personal care maintains their human rights, preserving dignity and respect, helps them to be comfortable in their environment, and supports family and social life”.

Conclusion of 2009/10 performance

The council has continued to strengthen its safeguarding arrangements during the assessment year. There have been further increases in the number of referrals made, and there has been an increase in the number of referrals made from multi agency partners. The council continues to close nearly 100% of cases received within year.

The safeguarding partnership board launched a new safeguarding policy during the assessment year, and the multi-agency safeguarding procedures were published in August 2009. The council reported that this has provided a single framework across all agencies, supporting a structured approach to raising alerts, handling safeguarding referrals, protecting individuals, investigating allegations and concluding investigations. They also reported that all partners have then been able to review their internal guidelines to align them with the multi-agency procedures. Attendance at the safeguarding board by partners is at an appropriate decision making level to move the safeguarding agenda forward.

During the assessment year, the safeguarding adult’s partnership board established its sub-group structure, with four principal sub-groups focusing on; training and workforce development, serious case reviews and professional practice, policies, procedures and protocols; and performance and quality assurance. Each of these sub-groups has its own work-plan and reports to the board on a regular basis. The sub-group chairs are working together to coordinate work where they overlap and to recommend priorities for the board’s overall work-plan. The chairs of the sub-groups are full members of the board.

The council has undertaken a range of information sharing exercises with the public and partners, and in October 2009 the council hosted a national conference on safeguarding, sponsored jointly by the NHS and the Leeds Safeguarding Partnership Board. The conference discussed challenging issues for adult safeguarding and gave participants nationally and locally an opportunity to hear about best practice plus share experiences and ideas.

The council has completed its recruitment of staff to its safeguarding team. Ten senior practitioners (safeguarding and risk), have

been appointed, to provide specialist skills, support, training and capacity to improve safeguarding practice in front-line assessment and care management services. Three independent specialist chairs of adult safeguarding case conferences have been recruited to enable independent oversight of the outcomes at the conclusion of complex investigations.

A range of training has been provided both for front line staff, and managers as well as those who work in the independent sector. Data indicates that the council has provided training for more staff from the independent sector than it has its own staff.

The council has continued to develop its electronic information systems. The requirement to collect data in a format consistent with the National Information Centre's abuse of vulnerable adult's national data set has led to the modification of the council's electronic social care record, with a new safeguarding adult's activity plan being launched in December 2009. These changes enable the safeguarding adults board to have a better understanding of the complexity of cases, such as the categorising of investigation types; however further work is required regarding data collection from other partners. The council has set up systems for external audit to ensure that the quality of its assessment is maintained. The council have also undertaken a number of serious case reviews, and have reviewed these to ensure that learning is taken to improve the service further.

The council have appropriate deprivation of liberty arrangements in place with partners across the city, with appropriate external involvement and governance arrangements. A multi agency communications strategy has been agreed and the council has distributed a variety of publicity materials across the city to raise the profile of deprivation of liberty.

The council have implemented a range of schemes to improve and develop dignity in care. For example, the council is supporting the dignity in care challenge, and the care homes pilot included the development of a dignity audit tool and the recruitment, training and support of experts by experience to go into homes and quality assure against the dignity standards. The evaluation of the pilot indicated that both the people who use services, and the staff within care homes, found it useful. This is being mainstreamed through the older people's champion and contracting teams.

A partnership between Leeds Relatives and Residents Association, Age Concern, Leeds Older People's Forum, Leeds Metropolitan University and Care Homes has established a pilot 'Befriending in Care Homes' project. This aims to contribute to the maintenance of older people's health and well being and to alleviate the social isolation felt by older people living in care homes. 26 volunteers were recruited who visited residents, matched to the volunteers, in 9 care homes. Comments from residents and volunteers have been very positive and the visits continue.

Key strengths

- The councils commitment and investment to safeguarding
- The engagement and involvement of partners in safeguarding

Areas for improvement

- Ensure that all staff receive training appropriate to their role requirement.
- Continue to develop safeguarding reporting mechanisms with partners.

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Report of the Director of Adult Social Services

Executive Board

Date: 15 December 2010

Subject: Future Options for Long Term Residential and Day Care for Older People.

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

This report sets out the Council's vision for the future of residential care and daytime support for older people in Leeds. It takes as its central principle people's increasing expectations of choice, quality and control over the care they receive.

The report describes the Council's existing residential and day care service and considers the city's future requirements for these services in the light of

- the changing demographic profile of older people in the city
- people's wish to remain at home for as long as possible
- new services that are being developed as alternatives to residential and day care
- new services aimed at preventing premature entry into residential and day care
- new services being developed in the independent sector
- the 'Putting People First' and personalisation agenda
- the increasing number of surplus places in the Council's residential homes and day centres
- the current and future economic climate and the capital requirements of a high quality service

The report goes on to set out options for the future of the Authority's residential and day care estate and a consultation process by which service users, residents, carers, staff, stakeholders and the general public will be engaged in drawing up firm proposals for presentation to a future meeting of Executive Board.

Executive Board is recommended to support the need to take action to address the issues set out in para 3.1 to 3.3.3 of the report; endorse the options for change set out in para 4.1.4 to 4.2.8 of the report; endorses proposals to use Richmond House as an intermediate care facility as set out in paras 4.1.6 to 4.1.8; approve the establishment of an Advisory Board consisting of representatives from all provider and stakeholder groups as described in para 4.2.7; give approval for the consultation as described in para 6.1 to 6.16 of the report; and receive further recommendations for

each individual unit or facility following the outcome of the consultation at a future meeting of Executive Board.

1 PURPOSE OF THIS REPORT

- 1.1 The purpose of this report is to present Executive Board with information that will allow an informed consideration of recommendations for the future provision of residential and day care in Leeds.
- 1.2 The information presented in this report highlights the urgent need to bring forward strategic options that maximise opportunities to develop more person-centred services, whilst ensuring the needs of people currently using existing services continue to be met safely and appropriately. If the Council is to shape the future of the service over the next decade, it is essential to begin the transition from the residential and day care model currently provided to one that delivers bespoke services in the older person's home as far as possible and in residential settings when needs become complex.

2 BACKGROUND INFORMATION

- 2.1 Previous reports to Executive Board have highlighted the Council's vision to shape more flexible services which offer care and support in or close to people's own homes and communities. At the meeting of 3 November 2010, Executive Board approved proposals to establish a city-wide reablement service aimed at preventing premature entry into residential care. At the meeting of 21 July 2010, Executive Board endorsed the introduction of Personal budgets and self-directed care for people increasingly wishing to arrange their own care and support packages to help them remain independently at home.
- 2.2 These reports and policies should be seen in the context of national legislation and guidance, including *Independence, Wellbeing and Choice* (DH Green Paper, 2005); *Putting People First*, the vision and commitment to the transformation of adult social care (DH 2007); and *Shaping the Future of Care Together* (DH Green Paper, 2009).
- 2.3 The national picture is one of the present and future generations of older people increasingly requiring their support and housing to be provided separately, with support delivered in their own homes, tailored to individual needs with the ability to increase or reduce as required. People have increasing expectations of support at home for longer and increasing expectations of choice, quality and control over the care they receive.
- 2.4 The future role of local authorities will be to support people with the highest and most complex needs and ensure people with low to moderate needs are able to gain access to services that will help them remain independent. In the light of the emerging vision of *Putting People First*, the further role of local authorities will be to oversee development of an independent-sector care and support market that provides its customers with a wide variety of choices for flexible services.
- 2.5 An Independence, Wellbeing and Choice inspection of Adult Social Care in Leeds was carried out by the then Commission for Social Care Inspection in 2008. Its report and recommendations highlighted tensions between the requirements to provide increasingly personalised care through personal budgets, while at the same time maintaining a large stock of directly provided, buildings-based services.
- 2.6 As a result, on 22 July 2009, Executive Board approved measures to address partially an over capacity in day care places and to close or reduce four day services in the city
- 2.7 This report therefore describes further proposals to re-shape the city's current day and residential care arrangements to meet changing expectations and ensure better outcomes for people within available resources.

3 MAIN ISSUES

3.1 Demography

The number of people in Leeds aged over 65 is projected to grow from its current base of 110,500 by 8% in 2015 and by 33% in 2029. The increase in the number of people over 85 is expected to be more rapid, growing by 11% in 2014 and by 70% in 2029.

3.1.2 A significant increase in the number of people over the age of 85 will mean that more people will experience dementia and this will need to be reflected in care services offered by the city.

3.1.3 This demographic change will lead to a widening gap between the existing supply of the kinds of care currently on offer and the demand for them. There is therefore a significant opportunity to remodel the balance of care towards more support and care at home and away from more institutional, buildings-based care.

3.2 Residential care

3.2.1 The Council's residential homes

There are 19 Council-run residential care homes in Leeds, representing 628 out of a total residential care bed-base of 2214 across the city. The majority of the Council's units provide a combination of standard residential care and residential respite care. A smaller number of units offer specialist care which includes dementia care, care for physically frail older people and intermediate care provided under contract to NHS Leeds. Seven units offer day care facilities on the same site.

3.2.2 Most of the Council's residential homes were built in the 1960s and are in need of refurbishment to bring them up to modern standards, including capital investment at all units to ensure compliance with fire regulations. In 2010 this additional investment is anticipated to be £1.32 million. A cumulative cost of around £3.9 million over five years and £6 million over 10 years can be expected.

3.2.3 The expectations of people entering long term residential care are that their physical surroundings should at least match those they have enjoyed previously. Regulatory requirements for new facilities are for all rooms to have en-suite toilet and wash basin although the majority are now built with bathrooms that include showers. To bring Council-owned facilities up to this standard would require considerable additional investment. Given the relatively small scale of most of the units, any form of modernisation within the current structures would reduce the number of rooms overall, adversely affecting financial viability.

3.2.4 Independently provided residential homes

In the last three years 1000 new bed spaces of all types have been opened by the city's independent care providers in newly-built facilities. Each of the new homes has been built to a specification which includes en-suite rooms and enhanced care technology. It is common for these new homes to offer facilities such as IT suites, hair salons, cafes etc.

3.2.5 The rooms and additional facilities offered in these new, purpose-built establishments clearly influence the choice of home being exercised by potential residents and their families, generally at the expense of less well-specified establishments and generally at no greater cost.

3.2.6 Demand for long term residential care

Whilst there are periodic fluctuations, year on year trends show that fewer people are being placed in this type of accommodation. An analysis produced for the Council by the Cordis Organisation has highlighted a significantly falling demand for residential care (a 19% reduction between 2002 and 2008). Their report notes the specific impact of the increased availability of extra care housing in accelerating the fall in demand for residential care. It

should be noted that an additional 120 units of extra care housing will become available by the end of the 2010/11 financial year and a further 300 units are proposed as part of the Council's bid for Round 6 PFI credits. The projected requirement for residential care beds will therefore fall into sharper decline.

3.2.7 In 2007/08, Leeds publicly funded 24 people over the age of 65 for every 1000 people in that age group (a total of 2066 people). If present trends continue (driven by the further development of alternative housing options and more intensive forms of health and social care in the home) this rate could fall to as low as 5 per 1000 in 2029. This projection suggests that as little as one-third of the current residential care beds being used or provided by Adult Social Care would be needed in 20 years time.

3.2.8 Although direct comparisons are problematic (chiefly due to the allocation of overheads), the assessed unit cost of Council-provided residential care is more expensive than can be purchased in the independent sector by between £50 and £150 per week. According to the Care Quality Commission's assessment of the quality of care provided, no material difference in quality can be discerned, although each home clearly has its own unique features. This cannot fail to impact on demand for Council-provided residential accommodation.

3.2.9 The residential care model will be less attractive to people who are currently in their mid 60s, who will expect their support to be delivered in their own homes when they require it.

3.2.10 Benchmarking

National benchmarking by the Department of Health (DH) indicates that local authorities should aim to spend no more than 40% of their available budget on residential care for older people and should aim to reduce this year on year. According to the DH view, Leeds is over-provided at approximately 55% of committed expenditure.

3.3 Day care

3.3.1 The Council's day centres

Sixteen day centres for older people are operated by the Council within the city, typically operating from 10.00am to 3.30pm. Three of the centres provide services for people experiencing dementia and seven are linked to a residential care home.

3.3.2 Demand for day care services

Policy guidance issued in 2009 (*Shaping the Future of Care Together*) encourages local authorities to develop strategies which stimulate development of high quality services that treat people with dignity and maximise choice and control through the use of personal budgets and self-directed support. This means that people are increasingly sourcing their support outside of the traditional day care setting. At the same time, councils were encouraged to invest in prevention, early intervention, reablement and providing intensive care and support for those with high level, complex needs.

3.3.3 As a result, day care services for older people in Leeds become increasingly under-used, as public expectations, changing patterns and the take-up of personal budgets have an impact on day centre occupancy. The current occupancy of the 16 Council-run day centres ranges between 39% and 62%, suggesting that they are not sustainable in the future and not attractive to new customers of the service. In spite of approval given by Executive Board in July 2010 to reduce the number of day care places throughout the city, occupancy levels continue to decline.

4 CONCLUSIONS

4.1 Residential care

- 4.1.1 During the past 10 years, the Council's stock of residential care facilities for older people had been reduced by the opportunistic development of extra care housing, using sites vacated by former residential homes.
- 4.1.2 This program has taken five establishments out of commission over the decade, concluding most recently with the redevelopment of the Hemingway House site. However, savings which may have been made by down-sizing the stock of directly provided units have been cancelled out by the additional investment needed to meet CQC and Fire Authority standards.
- 4.1.3 The 'doing nothing' option is not, therefore, realistic. Doing nothing would lead to the closure of units through lack of investment to maintain current facilities even to minimum standards. People needing residential care are increasingly more likely to be attracted to the modern, independent facilities on offer than those offered by the Council. This will continue to drive up the number of vacant places in Council homes and increase the unit cost of a Council-provided placement. Acting alone, the Council will not be able to afford to upgrade any of its units to an expected or desired standard.

4.1.4 Options for change: residential care

Two options for change are presented for each unit, following consideration of a number of factors, including:

- the current profile of residents living in the home, their needs, levels of dependency and risks associated with their care and those of their carers;
- the current profile of the staff team, skill mix and length of service;
- the wishes of staff in relation to the recent offer of early leaver initiatives;
- the strategic 'fit' of the unit in the future vision for adult social care in the city;
- the current profile of bed use: specialist, generic, permanent, transitional;
- the current use of the facility under agreement with partners;
- the availability of appropriate alternative facilities nearby;
- the trend in levels of unoccupied places;
- the unit cost of placements in the facility;
- the material condition of the building;
- the capital and revenue requirements over the next five years to maintain the facility to basic standards;
- the capital and revenue requirements to upgrade the facility to approach compliance with the 2002 minimum standards;
- the impact of other Council initiatives in the local community.

Option 1 – Recommission: The facility is suitable overall, with no or minimal structural alteration. It will be used as a specialist care facility in line with the vision for future adult social care provision. This option lends itself to opportunities to integrate health and social care services in the city, particularly for intermediate care services for physically frail older people and those experiencing dementia.

Option 2 – Decommission: The facility has significant limitations overall to continue with its current use. Under this option, there are four sub-options:

2a Gradual decommission

If no nearby facility exists where residents could be offered alternative accommodation, then the decommission would be phased over a period of years

2b Decommission phased with introducing a new provision

If an alternative facility is under construction or planned nearby (eg independent sector care home or extra care housing) which will better meet the future use of older people in the locality, the decommission would be phased to accommodate construction or completion

2c Decommission into existing provision

If appropriate alternative accommodation is available nearby, then residents would be offered opportunities to move there. The decommission would be planned to coincide with the residents' move.

2d Sale as a going concern

Although a building may be limited overall in its future use by the Council, it may be of interest to third-sector or independent providers, subject to appropriate guarantees preserving benefit to Leeds people and the Council.

- 4.1.5 In relation to Option 2 above, consideration will be given to the potential for
- the facility to become a 'community hub', supporting services such as community support, early intervention, reablement and outreach
 - expressions of interest from third and independent sector care home developers in new facilities on the site, so as to offer high quality, modern facilities to future generations
 - the future availability of extra care housing on or near to sites made available through this process
 - where none of the above is achievable, the reinvestment of any capital receipt gained from the sale of the building / land is used to achieve service improvement

4.1.6 Richmond House

A consultation conducted earlier this year over the proposed use of the Richmond House site for extra care housing confirmed a wish to retain it. Given the unusually high specification of the building and the range of opportunities on offer there, discussions with NHS Leeds have concluded that Richmond House offers an opportunity to continue with an increased number of intermediate care beds to prepare for the coming winter. In the mean time, any future model for intermediate care will be reviewed. This would see the deployment of NHS Leeds staff alongside Adult Social Care staff, with the centre's role being aimed at diverting older people away from hospital and / or long term care. Richmond House has no permanent residents and currently offers eight intermediate care beds partly funded by NHS Leeds and 12 respite beds.

- 4.1.7 Financial modelling has shown that, under a shared funding arrangement, the intermediate care model can be accommodated in the short term. Using this facility to test the success or otherwise of the model will give valuable insight into the extent to which this option could be developed.

- 4.1.8 Recent discussions have shown that NHS Leeds colleagues are keen to pursue the intermediate care option at Richmond House over the next few months. As a result, some people currently receiving respite care at this site will need to be offered appropriate alternatives to allow Richmond House to be used as an intermediate care centre.

4.1.9 Fairview

At Fairview, a consultation conducted earlier this year did not support a proposal to use the site for extra care housing. Fairview will therefore continue in its current role and be subject to review under options 1 and 2 above, together with the Council's other residential care homes.

4.1.10 VIEWS OF SCRUTINY

An inquiry by the Council's Adult Social Care Scrutiny Board conducted in October and November 2010 accepted that people's expectations around the choice, quality and control over their residential accommodation have increased significantly and that a position of 'no change' in the provision of Council-run residential care is not an option. The relevant section of the Scrutiny Board's report reads as follows and the full recommendations can be found at Appendix 1:

- 4.1.11 *Observations, Conclusions and Recommendations*

The Scrutiny Board is clear that that the current arrangements for public sector residential care are not sustainable in the long term, particularly in the light of the significant budget reductions announced in the comprehensive spending review.

- 4.1.12 Therefore the Board has concluded that the 'do nothing option' is not an option but rather a need to review future provision and consider all alternative options.
- 4.1.13 *Consideration of options*
The Board has considered what options could be pursued in relation to each of the current 19 residential homes for older people.
- 4.1.14 **Recommendation 1**
It is the view of the Board that the range of options as presented by officers are appropriate models that can be tested for each establishment and would recommend that the Executive Board supports these options.
- 4.1.15 *Consideration of Criteria*
The Board considered the criteria to be used when considering which option best suited each individual establishment.
- 4.1.16 **Recommendation 2**
It is the view of the Board that the criteria presented provides a sound framework for considering the most suitable option for an establishment and should be adopted by Executive Board. In addition the Board recommends that Care Quality Commission ratings are included within these criteria. The Board also recommends that inclusion issues are incorporated when looking at the impact on communities where facilities are located.
- 4.1.17 *Consultation*
The Board considered the proposed consultation methodology and structure.
- 4.1.18 **Recommendation 3**
The Board recommends the Executive Board agree the consultation methodology and structure and that it determines the consultation timetable appropriate having regard to statutory obligations.
- The Board also recommends that the consultation includes; ad hoc community groups specific to a local area, neighbourhood networks and advocacy groups.**
- 4.1.19 **Recommendation 4**
The Board recommends that the Executive Board agree the use of a template based on the consultation questionnaire used by Kent County Council, subject to the reorganising of the questions.
- 4.1.20 *Other observations made by the Scrutiny Board*
The Scrutiny Board made the following observations which may be of interest to Executive Board;
- Independent sector homes generally had more modern facilities and required less updating and were therefore able to provide a cheaper unit cost for services.
 - The acknowledgment that as any phased decommissioning programme is implemented the unit cost of providing residual local authority provision will rise.
 - The current pay differential between independent and voluntary sector employed carers and those employed by the local authority could be more justifiable by the local authority providing more specialised services in collaboration with NHS colleagues
 - The overall reduction of people needing permanent residential care was due in part to the success of the Local Authority policy of developing a range of alternative care

packages that had allowed people to remain in their own homes longer and other housing options such as sheltered and extra care housing.

4.2 Day care

4.2.1 Policy direction and local demographic information suggest that services for older people in the future should be directed to those who have complex needs and require specialist services, for example around dementia. Meanwhile, people with low to moderate needs are increasingly directed toward locally provided services in the community and the Council's universal services.

4.2.2 Three opportunities arise for partnerships to develop in relation to the future use of existing day care centres.

4.2.3 *Partnership with Health services:* Opportunities arise for developing community based services for dementia care, and support and reablement in partnership with NHS Leeds and the Leeds Partnership (mental health) Foundation Trust. Future models of service would allow us to meet the need of people who are most vulnerable and direct resource appropriately. The current model of care cannot be sustained in the longer term and this is an opportunity to reshape the present service to ensure Leeds is able to provide a more specialist service in the short and medium term.

4.2.4 *Partnership with other Council services:* Work done earlier this year to develop an outline business case for the proposed Holt Park 'Wellbeing Centre' confirmed the capacity of different Council directorates to work together in partnership to produce a vision for a universal preventive support service for older people. This vision continues to apply to existing Council facilities as well as the proposed new development.

4.2.5 *Partnership with the voluntary sector:* In partnership with the voluntary sector, discussions are under way with local community organisations over Holbeck and Bramley Lawn centres, which closed earlier this year. The outcome of these discussions may present a model for the maintenance of community based services for older people.

4.2.6 Options for change: day care

Options for change are presented for each unit, following consideration of a number of factors, including

- the current profile of people using the centre, their needs, levels of dependency and risks associated with their care and those of their carers;
- the current profile of the staff team, skill mix and length of service;
- the wishes of staff in relation to the recent offer of early leaver initiatives;
- the strategic 'fit' of the unit in the future vision for adult social care in the city;
- the current profile of use: specialist, generic;
- the current use of the facility under agreement with partners;
- the availability of appropriate alternative facilities nearby;
- the trend in levels of unoccupied places;
- the unit cost of placements in the facility;
- the material condition of the building;
- the capital and revenue requirements over the next five years to maintain the facility to basic standards;
- the capital and revenue requirements to upgrade the facility to approach compliance with minimum standards
- the impact on other Council initiatives in the local community.

Option 1a - Recommission: the facility is suitable overall, with no or minimal structural alteration required to be used as a specialist day care facility in line with the future vision for adult social care. This option lends itself to extending integration opportunities with NHS

organisations in the city, particularly with regard to intermediate care interventions for physically frail older people and those experiencing dementia, or in relation to the needs of carers.

Option 2a – Decommission as day centre; recommission for alternative use: the facility is suitable overall, with no or minimal structural alteration required, to be put to an alternative use either by local authority or health services needing local bases.

Option 2b – Decommission: the facility has significant limitations overall to continue with its current use and no opportunity exists for use by local authority or health staff.

Under options 2a and 2b, there are four conditions:

2a & b (i) While the facility is unsuitable, all those currently using the centre and their carers would be offered alternative services designed to better meet their needs. The decommission of the centre would be phased over time to ensure this process is completed safely

2a & b (ii) Expressions of interest would be sought from local voluntary organisations in developing their services from buildings decommissioned through this process

2a & b (iii) Officers will work closely with colleagues in Environments and Neighbourhoods and with registered social landlords to ensure the future availability of extra care housing on or near sites made available through this process

2a & b (iv) Where neither 2 (ii) nor 2 (iii) is achievable, any capital receipt from the sale of a building or land will be reinvested in meeting social care objectives.

4.2.7 Implications of a reduced day service estate mean that the views of a wider constituency need to be canvassed with regard to the role which could be played by the independent, voluntary, community or faith sector, alongside the wider Council in providing day opportunities for older people and their carers. To that end, the Director of Adult Social Services proposes the establishment of an Advisory Board consisting of representatives from all provider and stakeholder groups. The purpose of the Board would be to inform the development of different delivery models as alternatives to the services provided from the facilities under review.

4.2.8 Any revisions to the extent of the existing estate would also need to address the transport requirements, particularly in relation to routes and costs.

5 LEGAL AND RESOURCE IMPLICATIONS

5.1 Residential care

The current annual budget for the Council's in-house residential care establishments amounts to £20.2 million, including direct costs (staffing, running costs), corporate charges (including HR, ICT, legal and property management) and departmental overheads (senior management, support, training and safeguarding).

5.1.1 It is estimated that a total of £7.5 million of essential work is needed for building condition and fire prevention works over the next 20 years and a further £28.7 million over ten years to provide ensuite facilities and improvements to communal areas approaching those on offer at the new-build independent care homes.

5.1.2 The current unit cost of a directly-provided residential care place is £543 per week (this is based on 95% occupancy). If the current trend in declining occupancy continues, this would rise to £600 per week by the end of 2010/11 (every 5% fall in occupancy would add £37 per

bed per week). If the decline in occupancy rates were to be arrested, then the need to invest in essential works would still bring the unit cost to £573 per week. The provision of ensuite and other improvements would bring the unit costs to £800 per week.

5.1.3 The current cost for independent sector residential care is £420 per week; and for independent sector EMI residential care, the current cost is £474 per week.

5.1.4 A detailed analysis of the cost of residential care can be found at Appendix 2.

5.2 Day care

The current annual budget for the Council's day care establishments amounts to £6.5 million including direct costs (staffing, running costs, transport and private hire), corporate charges (including HR, ICT, legal and property management) and departmental overheads (senior management, support, training and safeguarding).

5.2.1 Demand for day centre places is falling. At the end of the last financial year, attendance was at 55%. The average of 60% attendance in the current financial year shows the decline in attendance was not arrested by the closure of three day centres in March and April 2010.

5.2.2 Day care is now running alongside other services that are aimed at supporting the wellbeing of older people that are more current and up to date with the needs of the individual and the personalisation agenda. Duplication is therefore a concern in addition to falling attendance figures, which lead to rising unit costs.

5.2.3 A detailed analysis of the cost of day care can be found at Appendix 2.

5.3 National policy

5.3.1 The recent DH agenda for social care, *A Vision for Adult Social Care: capable communities and active citizens*, published after the 2010 Comprehensive Spending Review highlights how the proportion of social care budgets spent on long term residential care varies dramatically across the country. Some of this variation may reflect local preferences however, the DH says that some people are being placed in residential care because there are few alternatives to meet their needs in the community, or because people are discharged from hospital without a suitable care plan.

5.3.2 The *Vision* goes on to say that supported housing and extra care housing offer flexible levels of support in a community setting and can provide better outcomes at lower costs for people and their carers than traditional high-cost residential and nursing care. Better use of existing community-based services, for example step-down, reablement or home improvement and adaptations can also reduce demand for residential and nursing care. The government expects councils to look closely at how they can reduce the proportion of spending on residential care through such improvements to their community-based provision.

6 PROPOSED CONSULTATION

6.1 The November 2010 meeting of Executive Board approved a city-wide public consultation following the publication of the Comprehensive Spending Review.

6.2 Adult Social Care has been closely engaged in developing the structure and content of the consultation, which sets out the following vision.

6.3 "In adult social care, we are developing services which are focused on protecting older and disabled people and which give them more of a choice in how they receive help. We call it 'personalisation'.

“We’re also working much more closely with the NHS and we’ve recently appointed a joint director of public health to work across both our organisations.

“Some of our income is from payments people make towards the cost of services they receive. What they contribute depends on their ability to pay. One option might be for us to increase charges for people who can afford to pay more.

“It is likely that we will review what community based services we offer, such as residential care centres

“We want to:

- help people stay in their homes for as long as possible
- offer more specialised services for people with the greatest needs
- offer better support for people who need help after an accident or illness, to try and keep them out of hospital or residential care
- look at opportunities where some adult social care services may be delivered by other organisations, such as the NHS, voluntary or private sectors.”

6.4 The consultation goes on to seek the public’s views in the future provision of Adult Social Care services as follows.

6.5 “*Question 5:* Thinking about what you’ve just read, please rate how important you think the following are:

- give people more choice in the social care services they get
- raise the charges for services for people who can afford to pay more
- review, perhaps close and replace some adult social care services or facilities where they are underused or outdated
- help people stay in their own homes for as long as possible
- ask other organisations, such as the NHS to deliver some services for us”

6.6 A companion report will be submitted to this (15 December 2010) meeting of Executive Board with specific recommendations for the removal of subsidies for some elements of adult social care services.

6.7 Whilst not being directly specific to the matters addressed in this report, the responses provided will give a general context alongside which a formal consultation process will take place in relation to residential care and a similarly structured consultation in relation to day services.

6.8 It is proposed that more detailed formal consultation will also take place (outline details of which are set out from paragraph 5.9 onward), to determine the impact of the options on individuals and to identify how these will be mitigated as plans are developed. It is essential to ensure that this formal consultation embraces not only what is being proposed, but also the rationale behind the proposals; to that end people will be provided with the fullest information.

6.9 It is intended that the consultation will be a two way process and that the aim should be to secure ongoing engagement at every stage of the process. Involvement in the proposed consultation will be offered to current service users, families and carers, the general public, staff and all relevant partner organisations. The scope of the proposed consultation will be on the future of each residential and day care unit, highlighting an option or options for addressing the issues. It is proposed that this should begin following endorsement of these proposals by the Executive Board, beginning in January 2011 and be completed within three months. The findings from the consultation, recommendations on the option

for each unit and the detailed implementation plan will be reported to a meeting of the Executive Board in summer 2011.

6.10 **Consultation methodology and structure**

A comprehensive suite of information will explain the way in which factors for consideration before proposing changes set out at paras 4.2.3 and 4.3.6 above have been applied in generating the option or options for each unit.

6.11 Who will we consult with?

- Service users families and carers
- Staff
- Elected members
- Community groups
- Partnership organisations
- Trade unions
- The general public

6.12 How?

We will undertake the consultation by

- One to one interviews with all residents, relatives and carers as well as people who use respite services
- Ward Member briefings
- Attendance at Area Committees
- Providing questionnaires or all stakeholders, including online
- Producing fact sheets setting out options and how these have been arrived at
- Effective feedback arrangements
- Meetings and events with community groups with a particular interest in older people and the issues being consulted upon
- Meetings and events with trades unions, specifically in relation to the options being consulted on
- Group Q&A sessions for people who use services and all interested parties
- Documentation that gives background information about each unit and options available
- Staff meetings
- Meetings with key partner organisations, particularly NHS partners
- Newsletters and web-based information
- A media campaign

6.13 Formal advocacy and will be provided for service users when required and as requested. All options will be subject to a formal equality impact assessment.

6.14 When will we consult?

Phase 1 – the corporate consultation

It is proposed that the general consultation, to be conducted by the Chief Executive's office (paras 5.4 to 5.6 above) will begin in November 2010.

Phase 2 – the consultation on residential and day care

The more specific consultation, to be conducted by Adult Social Care (paras 5.7 to 5.12 above) will begin in January 2011 and be completed by April 2011.

6.15 Feedback from the consultation will be reviewed and the responses recorded and circulated to those involved in the consultation process.

6.16 The responses collected during the consultation and the outcome of the equality impact assessment will be used to draw up recommendations for future residential and day care

services, to be considered by a future meeting of Executive Board. The recommendations will include detailed proposals on implementation.

7 RECOMMENDATIONS

- 7.1 That Executive Board endorses proposals to use Richmond House as an intermediate care facility as set out in paras 4.1.6 to 4.1.8, together with the need to make alternative arrangements for people requiring respite care and who would expect to receive that care at Richmond House.
- 7.2 That Executive Board supports the need to take action to address the issues set out in para 3.1 to 3.3.3 above.
- 7.3 That Executive Board endorses the options for change set out in paras 4.1.4 to 4.2.8 above.
- 7.4 That Executive Board approves the establishment of an Advisory Board consisting of representatives from all provider and stakeholder groups as described in para 4.2.7.
- 7.5 That Executive Board gives approval for a public consultation as described in paras 6.1 to 6.16 above.
- 7.6 That Executive Board requests further recommendations to be brought to a future meeting, following the outcome of the public consultation.

DOCUMENTS REFERRED TO IN THIS REPORT

Independence, Wellbeing and Choice, Department of Health, Green Paper, 2005.

Putting People First, the vision and commitment to the transformation of adult social care, Department of Health, 2007.

Independence, Wellbeing and Choice Inspection of Adult Social Care Services: Leeds, Commission for Social Care Inspection, 2008.

Shaping the Future of Care Together, Department of Health, 2009.

From day centres to day services: response to the consultation on day services, Leeds City Council, Executive Board, November 2009.

A Vision for Adult Social Care: capable communities and active citizens, Department of Health, 2010.

Personalisation of Adult Social Care: Update on Implementation of Self Directed Support, Leeds City Council Executive Board, July 2010

Inquiry into the Future of Residential care Provision for Older People in Leeds, Leeds City Council, Scrutiny Board (Adult Social Care), November 2010.

Government Spending Review, Leeds City Council, Executive Board, November 2010.

Domiciliary care strategy and reablement, Leeds City Council, Executive Board, November 2010.

Charges for non-residential adult social care services, Leeds City Council, Executive Board, December 2010.

APPENDIX 1

Scrutiny Board Adult Social Care Inquiry into the Future of Residential care Provision for Older People in Leeds Comments for inclusion into Executive Board Report

1 Introduction

At the June 2010 Adult Social Care Scrutiny Board meeting members expressed their desire to conduct an inquiry into the future provision of Residential Care Services in Leeds. It was considered appropriate for the Scrutiny Board (Adult Social Care) to conduct an inquiry at this juncture in order to influence decision making and assist with policy development which will ensure effective service delivery and value for money.

- 1.1 It was agreed that the Inquiry would focus on the current provision of Residential Care and the requirement for modernisation to meet customer demand whilst providing a quality service and value for money. The Board paid particular attention to:
- Current Residential Care Service provision across the City and aspirations for the future.
 - Anticipated customer demand (both long and short term)
 - Council provided Residential Care, Commissioned Private Sector Care, Quality, Sustainability and Value for Money
 - Working with Partners and Future Commissioning/De-commissioning.
- 1.2 The Scrutiny Board has received and discussed a large amount of information, covering the following;
- The National Social Care Context
 - Current Policy Context
 - Demography – Projected Population Growth and Dependency
 - Benchmarking Comparisons
 - Demand for Housing Options and Services to Maintain Independence The Local Picture and Expected Numbers of Beds for Future Services –
 - Facilities and Supply of Residential Care in Leeds
 - Implications for Local Authority Residential Care
 - The forecast reduction in provision of residential care in contrast to the increasing elderly population.
 - Provision of end of life and palliative care.
 - Respite care and facilities for carers
 - Sheltered housing
 - Those who received care from families and friends and were not accounted for by the care system.
- 1.3 The Board also discussed.
- Financial requirements of existing public sector residential homes – staffing costs, registration and regulation issues, capital investment.
 - Cost of void beds
 - Lack of opportunity for capital investment in public sector residential properties.
 - Unit cost comparisons with the private sector.
- 1.4 This report presents the agreed view of Scrutiny Board (Adult Social Care). The Board has requested that these comments are incorporated into the report to go before Executive Board.

2 Observations, Conclusions and Recommendations

The Scrutiny Board is clear that that the current arrangements for public sector residential care are not sustainable in the long term, particularly in the light of the significant budget reductions announced in the comprehensive spending review.

2.1 Therefore the Board has concluded that the 'do nothing option' is not an option but rather a need to review future provision and consider all alternative options.

2.2 Consideration of options

The Board has considered what options could be pursued in relation to each of the current 19 residential homes for older people.

2.3 **Recommendation1**

It is the view of the Board that the range of options as presented by officers are appropriate models that can be tested for each establishment and would recommend that the Executive Board supports these options.

2.4 Consideration of Criteria

The Board considered the criteria to be used when considering which option best suited each individual establishment.

2.5 **Recommendation 2**

It is the view of the Board that the criteria presented provides a sound framework for considering the most suitable option for an establishment and should be adopted by Executive Board. In addition the Board recommends that Care Quality Commission ratings are included within these criteria. The Board also recommends that inclusion issues are incorporated when looking at the impact on communities where facilities are located.

2.6 Consultation

The Board considered the proposed consultation methodology and structure.

2.7 **Recommendation3**

The Board recommends the Executive Board agree the consultation methodology and structure and that it determines the consultation timetable appropriate having regard to statutory obligations.

The Board also recommends that the consultation includes; ad hoc community groups specific to a local area, neighbourhood networks and advocacy groups.

2.8 **Recommendation 4**

The Board recommends that the Executive Board agree the use of a template based on the consultation questionnaire used by Kent County Council, subject to the reorganising of the questions.

3 Other observations made by the Scrutiny Board

The Scrutiny Board made the following observations which may be of interest to Executive Board;

- Independent sector homes generally had more modern facilities and required less updating and were therefore able to provide a cheaper unit cost for services.
- The acknowledgment that as any phased decommissioning programme is implemented the unit cost of providing residual local authority provision will rise.
- The current pay differential between independent and voluntary sector employed carers and those employed by the local authority could be more justifiable by the local authority providing more specialised services in collaboration with NHS colleagues
- The overall reduction of people needing permanent residential care was due in part to the success of the Local Authority policy of developing a range of alternative care

packages that had allowed people to remain in their own homes longer and other housing options such as sheltered and extra care housing.

APPENDIX 2

Financial analysis, residential and day care costs

1 Residential care

1.1 Cost of service

The current annual budgets for the in- house residential care establishments are:

Direct Costs	- Staffing	<u>£14.4m.</u>
Direct Costs	- Other running costs	<u>£2.4m.</u>
TOTAL <u>Direct Costs</u>		<u>£16.8m</u>

Corporate Charges (including Finance, HR, ICT and Legal and Corporate Property Management

£2.0m

Departmental overheads

(including senior management and support costs, training and safeguarding costs) **£1.4m**

Total Gross Expenditure **£20.2m**

Note - If the service was no longer provided in-house there could be savings of approximately £0.9m charges from Corporate Property Maintenance and £0.2m Departmental charges for training and other Admin/Mgmt costs. This would mean that **£2.3m** of the current £3.4m central costs would continue regardless of whether the service was directly provided or provided by external provider.

1.2 The service currently provides 628 beds per week offered for the following client groups:

Continuing Intermediate Care Beds (CIC)	30
Dementia	116
Permanent beds for general/respice use	471

1.3 The current year average budgeted unit cost for directly provided residential care is **£543** per week. This is for direct costs only and is based on 95% occupancy (note this would increase to £555 per week if we continued to achieve 93% as in 09/10).

The current unit cost for independent sector is **£420** per week for residential placements and **£474** for EMI residential placements. An average of £430 per week has been used to calculate additional costs for independent sector placements.

1.4 Condition of the buildings

It is estimated that additional costs will be required to maintain the establishments:

Cost of essential works required is as follows:

• Condition survey work over 2-20 years	£6.1m
• Fire Prevention works	<u>£1.4m</u>
TOTAL Essential works required	<u>£7.5m</u>

These works would be capitalised at a maximum annual revenue cost of **£1m** over of 10 years.

If all the essential works were undertaken in-house unit costs would rise by £29.64 per week to a total of **£573**.

1.5 If it was decided to refurbish these buildings to an adequate standard to include more modern en-suite facilities (where possible) this would be comparable to a 'reasonable' home provided by the independent sector

Cost of desirable upgrade works required is as follows:

• En-suite facilities (where possible)	£18.8m
• Other refurbishment to communal areas	£9.9m
TOTAL Essential works required	£28.7m

These works would be capitalised at a maximum annual revenue cost of **£3.7m** over of 10 years.

If all the desirable works were undertaken in-house unit costs would rise by £113.67 per week to a total of **£687** (including essential costs)

1.6 Other implications of providing en-suite facilities (where possible)

The estimated effect of making modern en-suite facilities would be a reduction in rooms available from 628 to 512, a reduction of 116 beds per week.

The potential full year effect of this is reduced income from the in-house service of **£1m** and an increase in costs to the independent sector (where placements will have to be facilitated) of **£1.6m**

Due to the reduced bed base this would increase the average weekly unit cost by £123 to **£810** per week.

1.7 Implications of current trend

The current trend of demand for the in-house service is reducing.

The potential full year effect of this trend is reduced income from the in-house service of £1.1m and an increase in costs to the independent sector (where placements will have to be facilitated) of £1.8m

If this trend is to continue it would equate to an occupancy level at year end of 86%. This trend would also increase the current average weekly Unit Cost to £600.

Each subsequent fall of say 5% occupancy increases unit costs by £37 per bed per week.

1.8 Asset Values

City Development are currently working on the current asset values of the Residential Care establishment stock.

1.9 Summary (residential care establishments)

If the Council decided to continue with existing stock and not invest in repairs the revenue costs in 2010/11 would increase due to the implications/trends of the current demand.

• Loss of revenue income	£0.7m
• Additional cost of independent sector provision	£1.6m
Implication of current demand	£2.3m

If it were decided to invest in only essential works (£7.5m) to current stock revenue costs would increase

Revenue costs to fund Capital Investment **£1.0m**

To maintain the current stock of Residential Care establishments to a 'reasonable' standard in comparison to Independent Sector Homes (£28.7m) the cost to the revenue budget would increase as follows

• Revenue costs to fund Capital Investment	£3.7m
• Loss of revenue income due to reduced beds for en-suites	£1.0m
• Additional cost of independent sector provision due to reduced in house beds	£1.6m

Total Revenue implication to maintain stock **£6.3m**

1.10 The effect on the average unit costs is as follows

- Current directly provided average unit cost based on 95% occupancy **£543**
- Current directly provided average unit cost based on 93% occupancy – 2009/10 year end **£555**
- ‘Do nothing’ – occupancy trend declines to 86% by end 2010/11 **£600**
(Each subsequent fall of 5% occupancy increases unit costs by £37 per bed per week)
- Invest in only Essential works **£573**
- Invest in Essential and Desirable works of current stock of Residential Care establishments to a ‘reasonable’ standard **£810**
(includes reduced bed base for en-suite provision)

2 Day care

2.1 Cost of service

The current annual budgets for the in-house Day Care establishments are

Direct Costs	- Staffing	£2.4m.
Direct Costs	- Other running costs	£0.7m.
Direct Costs	- Fleet transport and Private Hire costs	£2.6m
TOTAL <u>Direct Costs</u>		£5.7m

Corporate Charges (including Finance, HR, ICT and Legal and corporate property management) **£0.6m**

Departmental overheads (including senior management, support, training and safeguarding costs) **£0.2m**

Total Gross Expenditure **£6.5m**

2.2 The above costs include the incidental costs to transport people to the establishments.

There are currently a total of **£0.6m** of Corporate charges and **£0.2m** of Departmental charges apportioned to directly provided residential care.

If the service was no longer provided in-house there could be savings of approximately **£0.2m** charges from Corporate Property Maintenance and **£0.2m** Departmental charges for training and other Administrative / Management costs.

2.3 Implications of current trend

The current trend of demand for the in-house service is reducing. Day centre attendances were at only 55% at the end of last financial year. The average of 60% in this financial year shows that attendances have increased slightly to following the closure of three day centres in March and April 2010.

As day services are continued to be provided the costs will remain, however the increase in individuals requiring a Direct Payment is an additional cost. Unfortunately there are no unique cost for a day centre element of a Direct Payment.

The costs of providing duplicate service is difficult to ascertain, however based on average cost of packages the following gives an indication

- An average Direct Payment package costs **£9686 p a**
- An average day care package costs **£7496 p a**

Potentially a new package could be costing £17k per person per annum (although not all attributable to day care), as we continue to have low attendances at conventional Day Centres.

If we equate this to the forecasted drop in attendance of 133 individuals this is an annual cost of **£1.3m** additional to current day care provision available (although some of this is not attributable to Day Care).

2.4 Asset Values

City Development are currently working on the current asset values of the day care establishment stock.

2.5 Summary: day care establishments

The current levels of attendance of the current portfolio of Day Centres are reducing. If this trend continues and we continue to operate at such low attendances, there are additional costs that we will incur from other initiatives that are aimed at the wellbeing of older people and more current and up to date with the needs of the individuals.

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Originator: John Lennon,
Dennis Holmes
Tel: 247 4959

Report of the Director of Adult Social Services

Executive Board

Date: 15 December 2010

Subject: The future of mental health counselling, day and supported living services

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

The Council-provided mental health service currently comprises a counselling and support service known as the Crisis Centre; three day centres; a community-focussed peripatetic team encouraging recovery and integration through the use of mainstream community and leisure facilities (the Community Alternatives Team); social enterprise-type services based around gardening and food; and three supported living units.

This report examines the current usage and provision of these services in the light of

- Unnecessary duplication of services within the city
- A recent, wide-ranging consultation on mental health day services among service users and stakeholders
- Emphasis on recovery and social inclusion of mental health service users together with the personalisation agenda
- The availability of other mental health services and providers in the city

Executive Board is asked to agree recommendations to:

- approve the decommissioning of the Crisis Centre, endorsing the joint approach with NHS Leeds to managing customer, referrer and GP expectations and ensuring appropriate signposting/redirection to existing services which can meet the needs of the population. This also includes the potential relocation of staff, with a planned closure date of April 2011 (paras 3.3 to 3.13).
- approve the disposal of the Crisis Centre premises at Spring Road in the most economically viable manner (para 3.9).
- approve the reconfiguration of the directly-provided mental health day services to consolidate resources and enable cost efficiencies while delivering a modernised, community focused

service, involving personalised consultation with service users, and appropriate levels of staff and Union consultation. To be completed by July 2011 (paras 3.14 to 3.24).

- approve the decommissioning of existing mental health day services across the internal and third sectors, and the tendering of new, modernised services across the care pathway detailed in the 'i3 Project report' which are fit for purpose. To commence process February 2011 (paras 3.25 to 3.30).
- approve consideration of options for the future provision of the supported accommodation services in line with Best Value, with a further report and recommendations to be submitted to Executive Board in July 2011 (paras 3.31 to 3.33).

It should be noted that the recommendations do not involve arrangements in relation so social workers based within inter-disciplinary teams in the Leeds partnership Foundation Trust, for whom other considerations apply.

PURPOSE OF THIS REPORT

- 1.1 This report is to provide members with information about the Council's directly provided mental health services and plans to reshape these, in line with the statutory functions of the local authority and intended future developments. This will enable the Council to ensure the provision of high quality mental health services for the people of Leeds.
- 1.2 The report seeks Executive Board agreement for four phases of service reconfiguration:
 - Phase 1: decommissioning the Crisis Centre and instead directing clients to existing NHS services
 - Phase 2: reconfiguring the Council-provided mental health day centres
 - Phase 3: commissioning new mental health day services
 - Phase 4: review of supported accommodation
- 1.3 The proposals mark a shift away from buildings-based services to those which are community focussed and promote recovery and social inclusion for this service user group.

2 BACKGROUND INFORMATION

- 2.1 The Council-provided mental health service currently comprises a counselling and support service known as the Crisis Centre; three day centres; a community-focussed peripatetic team encouraging recovery and integration through the use of mainstream community and leisure facilities (the Community Alternatives Team); social enterprise-type services based around gardening and food; and three supported living units.
- 2.2 **The Crisis Centre**
The Crisis Centre was opened by Adult Social Care in 1989 as a short-term (1-16 week) counselling service. It is based in Headingley.
- 2.3 In recent years the NHS has made considerable investment in 'talking therapies', mainly through health service workers and 'Increasing Access to Psychological Therapies' (IAPT), which in the main have not involved the Crisis Centre. There is an element of duplication in the functions of all of these services and, given the degree of NHS investment in its own counselling services, discussions have taken place with NHS Leeds into the future of the Crisis Centre. The outcome of these discussions is outlined below.

2.4 It is important to note that the delivery of a counselling service is not a statutory function of a local authority.

2.5 **Day services**

The Council-provided mental health day services are essentially building-based in three day centres across the city: The Vale, Stocks Hill and Lovell Park Day Centres. There is also a city-wide team supporting service users to access mainstream and community facilities.

2.6 An extensive service user, council, NHS, independent and voluntary sector consultation was conducted between 2005 and 2009. Known as the 'i3 Project', this involved the development of a vision to transform mental health day services based on the twin principles of recovery and social inclusion and, more recently the independence, wellbeing and choice and personalisation agendas.

2.7 The results of this widespread and detailed consultation can be seen in the 'i3 Project Final Report' which described a preference for a tiered model of service provision, with the primary focus being on community based teams and a greatly reduced reliance on dedicated buildings. The vision was to develop a range of options based on person-centred planning to ensure maximum use of community resources rather than the kind of segregated provision represented by traditional, specialist day services. This model would offer a more cost-effective and inclusive model of service, based around mainstream facilities.

2.8 Despite comprehensive stakeholder sign-up to the need for change, progress towards achieving the goal has been patchy and uneven. The routines at the day centres were not sufficiently adjusted to enable outreach and individualised working and limited opportunities for social inclusion. Equally, until recently there has not been an agreed commissioning vision and strategy to enable the changes to be driven forward.

2.9 The Lovell Park Centre opened in newly-refurbished premises in early 2010 and, as well as the traditional day centre, also serves as one of the bases for the Community Alternatives Team which works with individuals to encourage integration and social inclusion.

2.10 **Supported accommodation**

At present there are three hostels for people experiencing mental illness, which are currently being replaced by the Independent Living Project. This will provide 30 short-term, focused placements to help people with mental health problems back into mainstream accommodation, supported by 'floating', housing-related support where required, on a short- to medium-term basis. In addition, there will be 54 new-build flats, of which 18 spaces have 24/7 support. One hostel has already been replaced; the other two are due for completion in May and June 2011.

3 MAIN ISSUES

3.1 The time has come to reconsider the separate elements of the Council's mental health service in the light of

- fitness for purpose;
- modern expectations of the service in the light of the 'i3Project' consultation and the growing personalisation agenda; and
- the availability of commissioned mental health services in the city's independent and voluntary sectors

It should be noted that the recommendations do not involve arrangements in relation to social workers based within inter-disciplinary teams in the Leeds partnership Foundation Trust, for whom other considerations apply.

3.2 This report proposes four phases during which the separate elements of the Council's mental health service will be brought up to date.

3.3 **Phase 1: The Crisis Centre**

Patterns of referral

During 2009, the Crisis Centre received 1,177 referrals, the majority (45.9%) of which came from NHS (33.6% were from GPs). Only 2.4% of referrals came from the Council and of these, only 0.7% came from Adult Social Care. The remainder of referrals were a combination of voluntary agencies, word of mouth recommendations and from members of the public.

3.4 Of the referrals received in 2009 (see Appendix 1), only 30% were offered an assessment to see if they required a care service, with 58% being referred elsewhere, as they were deemed not to be in need of the counselling service offered at the Centre. Of those referred elsewhere, 35% were referred to a NHS Crisis Resolution or Home Treatment Team (as they were in a major mental health crisis); and 21% were referred to a NHS community psychiatrist or mental health team as they needed a higher level of input than a counselling service could offer. Some 43% were referred to other counselling services.

3.5 Alternative services

In the current financial climate it is difficult to justify Adult Social Services continuing to operate a service outside of its statutory responsibilities, particularly where significant duplication of service provision exists and some specific interventions are already provided by the NHS.

3.6 For people with major mental health issues, the NHS Crisis Resolution or Home Treatment Teams provide significant interventions and are available out of hours.

3.7 For people with less acute mental health issues, a referral to the mental health services would be appropriate and GPs can directly refer to these services.

3.8 In addition, there are the NHS Improving Access to Psychological Services, which are appropriate for those needing solution-focused therapies, group therapy and self-help, to which GPs already have access. Across the city, numerous counselling services offer a range of interventions, both in the voluntary and private sectors.

3.9 Proposal

It is therefore proposed that agreement is given to decommission the Crisis Centre by April 2011. This will allow current service users to come to the end of their existing, time-limited involvement with the Centre and potential new customers to be referred to alternative services described in paras 3.5 to 3.8 above. It is proposed that the premises at Spring Bank, Headingley are then disposed of in the most economically viable manner.

3.10 Staffing and finance issues

The total number of staff within the service is 13.3 FTEs, including a clerk and a co-ordinator. All staff, with the exception of the clerk, are trained counsellors who see

service users for therapeutic interventions. The annual staffing budget for the service stands at £558,000 with running costs of £138,000 (total £696,000 per year). There is no income from the NHS for this service.

- 3.11 Adult Social Care and NHS Leeds are exploring the option of being able to transfer or facilitate staff to move to the existing NHS Improving Access to Psychological Services, although this will not offer employment opportunities for all current employees. Remaining staff would be offered employment through the Council's Managing Workforce Change programme.
- 3.12 There will be a need to work with staff and Unions to discuss with them their options for the future, including the potential for changes to their contracts, whether this is to be a new employer (ie NHS) or redeployment through the Council.
- 3.13 Implications for the NHS
Work will be undertaken to ensure service users and referrers are redirected to appropriate alternative resources. Part of this process will be to ensure the Council, with the assistance of colleagues in NHS Leeds communicates effectively with GP practices and practice-based commissioning consortia about the changes, directing new referrals to more appropriate services. Information leaflets, and information websites will need to be updated to indicate the correct pathways for referrals and this will be done with the co-operation of colleagues from the NHS and the third sector.
- 3.14 Phase 2: Reconfiguring the Council-provided mental health day services**
The current provision is based largely on traditional, buildings-based services. There have been issues with recruitment to the establishments over a number of years, which have impacted on the ability of the service to deliver a full programme. Information on attendees and staff are included in Appendix 2.
- 3.15 An opportunity arises to re-commission the entire care pathway for mental health day services, which could put into operation the vision of the 'i3 Project' consultation, by re-configuring and extending the range of services offered.
- 3.16 A range of options have been considered, with that described in paras 3.17 to 3.24 offering the closest match with the recommendations of the 'i3 Project' consultation, outlined in Para 2.7. Whilst there will be some cost savings, this has not been a cost-driven exercise, but focused on the real need to reduce the amount of duplication across day services and realign them in a way that maximises potential for recovery and social inclusion. As the proposal is grounded within the ethos of the 'i3 Project', it is anticipated that there will be full backing for the changes from the whole mental health system within Leeds.
- 3.17 Proposal: One day centre, one community team and a social enterprise programme
The day centre service and the community team would operate from the new Lovell Park centre and the social enterprises currently operating from the Vale and Stocks Hill would be found alternative bases, possibly by arrangement with a voluntary sector organisation.
- 3.18 The day centre service would be a structured service with a clear attendance protocol. Additional features including employment and volunteering projects would be supported separately through the re-commissioning process and potentially through social enterprise.

- 3.19 By combining staffing resources from the three centres, a sizeable team in the centre and the community team services would be ensured.
- 3.20 Executive Board is asked to endorse the reconfiguration of the mental health day service to one day centre and a community based team, to enable the service to be a viable part of the proposed whole system modernisation of day services, with an anticipated completion date of July 2011. The Board is asked to note that this is likely to be an emotive issue both for service users and staff, which will need to be managed sensitively. Dedicated management time will be allocated to this process to ensure the changes are managed effectively.
- 3.21 Consultation
Given the extensive consultation already undertaken as part of the 'i3 Project', including a number of ways of involving service users – stakeholder events, questionnaires and service user specific events, it is envisaged that further consultation will take the form of individual discussions with each service user. Service users have expressed frustration at the lack of implementation of the i3 recommendations, and to revisit a full consultation would be counter-productive.. Individual consultations will examine options and identify the most appropriate choice within the model to meet his / her current and future needs, and will link to personalisation and self-directed support where appropriate and desirable.
- 3.22 This will put considerable onus on the staff within the services to manage service user expectation and to take a whole-system view, preparing people for the forthcoming re-commissioning process. It is anticipated that this consultation phase will need to begin in January 2011.
- 3.23 Staffing issues
There will be a requirement for formal consultation with staff and Unions, as there are implications in terms of staffing required to deliver the proposed model. This would take place in January 2011.
- 3.24 The reduction in staffing required to deliver the new service model is 1.55 FTEs. It is important to stress that there have been vacancies within the mental health day services for a considerable time, which simplifies this issue, as does the current Early Leavers Initiative (ELI). Currently, six members of staff have expressed an interest in ELI, representing 5.2 FTEs. An additional member of staff has requested a reduction in hours. Clearly, work would need to be done in relation to the required skills mix, but it is likely that the staffing changes would be relatively straightforward.
- 3.25 Phase 3: Mental health day services commissioning proposals**
Proposal: to commission a new system of mental health day services
It is proposed to commission a whole new system of mental health day services, in partnership with NHS Leeds, by means of a competitive tendering exercise.
- 3.26 Adult Social Care makes a total investment of £2.823 million in current mental health service provision. Of this, £1.764 million is in the voluntary sector and £1.059 million in directly-provided services. It is anticipated that the efficiencies delivered by a re-commissioned whole-system approach will produce better quality services and a 25% saving on the current budget. Details of the current investment appear at Appendix 4.

- 3.27 Should Executive Board approve this proposal, a procurement process of this nature would take up to 18 months to complete.
- 3.28 The new day opportunities system would be based on the principles of recovery, social inclusion and personalisation and will be shaped by a number of key characteristics:
- Service users will need to meet eligibility criteria, so that those most in need are targeted
 - All interventions will aim to promote independence, rather than dependency and ensure the fair distribution of resources
 - Interventions will focus on the attributes and aspirations of service users, rather than their difficulties and deficits
 - Activity will be focused on delivering outcomes which have a sound evidence base of effectiveness
 - Service user involvement will be central to the organisation and delivery of services
 - The whole system will be reflective of, and make a joined up contribution to, the journey of the service user from the experience of an episode of acute mental distress, through recovery, to regaining optimal health and social functioning.
- 3.29 In order to reflect these principles, the new system will comprise five new services, which will draw from and build on existing models of provision from within Adult Social Care and the third sector.
- *The Recovery service* will draw upon the foundations of good practice in the Adult Social Care Community Alternatives Team and the MIND Recovery service, amongst others. It will operate at the interface with acute and specialist services, such as in-patient facilities and CMHT, facilitating ongoing recovery in the community rather than in institutional settings. It will also assist with hospital and day treatment discharges.
 - *The Information and Access service* will assist service users in engaging with mainstream opportunities, and provide advice and information about staying well and healthy. Community Links and Adult Social Care services currently provide some of this assistance.
 - *The Employment service* will help service users access and sustain economic independence through training, education and employment. It will forge strong links with local employers and education establishments and facilitate the development of social firms run by service users. It will act collaboratively with the developments planned by NHS Leeds, as well as the Department of Work & Pensions and other local initiatives. It will build upon the work done by MIND's DOVE project and others.
 - *A Creative Solutions service* will be developed to offer fulfilling opportunities to aid the recovery process. These skills-based, time-limited group and individual activities, such as gardening and cookery, will aim to equip service users with the resources to improve their daily living skills and prevent relapse. There will be a sharper focus on outcomes rather than process, which will distinguish it from traditional day services.
 - *A Black and Minority Ethnic day service.* There continues to be a need to dedicate resources to Black and Minority Ethnic (BME) service users who

remain over-represented in the most restrictive parts of the mental health system whilst, at the same time being least likely to benefit from supportive and enabling services. Thus a BME day service will continue to address issues associated with stigma and exclusion and build upon the good work done in the city by Touchstone and other agencies.

3.30 Finally, in recognition of the need to offer continuity to a small but significant cohort of service users who wish to preserve existing models of service delivery, a Grant Funding opportunity will be offered to facilitate this continuity. Open access will be preserved, and service users will be supported to lead this initiative. It is anticipated that this investment will taper over time, as the need for it diminishes.

3.31 Phase 4: Supported accommodation

Within the directly-provided service are three residential units (hostels), plus floating teams providing housing-related support services. At the present time the hostels are undergoing re-provision under the Independent Living Project, a move from hostels to Transitional Housing Units, which provide shorter-term, focused placements to help people with mental health problems back into mainstream accommodation, supported by the floating support where required, on either a short- or medium-term basis.

3.32 There will be 30 transitional housing places when completed, plus 3 respite/crisis beds on each site. The re-provision also includes 54 new build flats, of which 18 places have 24/7 support. One hostel has already been replaced with a transitional housing unit, and the other two are due for completion May 2011 and June 2011.

3.33 Proposal: to review the current provision of supported accommodation

It is proposed to review the current provision of directly-provided housing related support services under the principles of Best Value. There are many specialist providers of supported accommodation for people with mental health issues, both nationally and locally, which would be able to provide these services at a saving to the Council. Executive Board is asked to support the exploration of an options appraisal with a view to a further report, with recommendations, to be brought to Executive Board in July 2011.

4 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 The proposals set out above are in line with key national policy documents, such as the green papers 'New Horizons', 'Independence, Wellbeing and Choice' and 'Putting People First'.

4.2 The proposals contained within this report have no implications for Council governance, and can be managed within the existing constitution. There will be a duty to consult due to the significant changes being proposed, but the existing procedures will be sufficient.

5 LEGAL AND RESOURCE IMPLICATIONS

5.1 Equality impact screening assessments are being undertaken for the proposals around the Crisis Centre and the reconfiguration of the day services. These will indicate whether a full assessment is required in these cases.

5.2 There are no legal implications for the Council in these proposals. If the Crisis Centre is decommissioned, staff will either be assisted into employment within NHS services, be enabled to take advantage of the Early Leavers Initiative (if they have expressed an interest) or redeployed using the established Managing Workforce Change programme. In relation to the day services, the latter two options will also

apply, although there are few people in need of redeployment due to extensive vacancies in the service.

6 CONCLUSIONS AND RECOMMENDATIONS

- 6.1 Members of Executive Board are asked to note the content of this report and agree the following recommendations.
- 6.2 That Executive Board approves the decommissioning of the Crisis Centre, endorsing the joint approach with NHS Leeds to managing customer, referrer and GP expectations and ensuring appropriate signposting/redirection to existing services which can meet the needs of the population. This also includes the potential relocation of staff, with a planned closure date of April 2011 (paras 3.3 to 3.13 above).
- 6.3 That Executive Board approves the disposal of the Crisis Centre premises at Spring Road in the most economically viable manner (para 3.9 above)
- 6.4 That Executive Board approves the reconfiguration of the directly-provided mental health day services to consolidate resources and enable cost efficiencies while delivering a modernised, community focused service, involving personalised consultation with service users, and appropriate levels of staff and Union consultation. To be completed by July 2011 (paras 3.14 to 3.24 above).
- 6.5 That Executive Board approves the decommissioning of existing mental health day services across the internal and third sectors, and the tendering of new, modernised services across the care pathway detailed in the 'i3 Project Final Report' which are fit for purpose. To commence process February 2011 (paras 3.25 to 3.30 above).
- 6.6 That Executive Board approves consideration of options for the future provision of the supported accommodation services in line with Best Value, with a further report and recommendations to be submitted to Executive Board in July 2011 (paras 3.31 to 3.33 above).

BACKGROUND PAPERS REFERRED TO IN THIS REPORT

Department of Health's Green Paper - Independence, Wellbeing and Choice (2005).

Putting People First – The Vision and Commitment to the transformation of Adult Social Care (2007).

New Horizons: a shared vision for mental health, Department of Health (2009).

NIMHE/CSIP: (2006). From segregation to inclusion: Commissioning guidance on day services for people with mental health problems.

Future Vision Coalition (Sept 2010): A future Vision for Mental Health.

I3: Mental Health Day Services in Leeds – the Model (Final Report).

Appendix 1

Crisis Centre Referral Information 2009

Dispersal of referrals (2009)

Total referrals received by phone = 1,777
Considered for face-to-face assessment = 777
Offered face-to-face assessment = 539 (30%)
Referred elsewhere = 1,028 (58%)
Information calls = 155 (9%)
Other = 55 (3%)

Referred elsewhere" (2009)

CRHT = 360 (35%)
Counselling agencies = 442 (43%)
Psychiatric services = 216 (21%)
Other = 10 (1%)

Crisis area (2009)

Relationship issues	35%
Mental health issues	11.2%
Violence/crime	10%
Social	8.7%
Bereavement	8%
Illness/disability	4.3%
Pregnancy etc	2.9%
Child Welfare	1.9%
Childhood abuse	0.7%
Cultural	0.2%
Unrecorded	17.1%

Ethnicity (2009)

White British	78%
Black African	2%
Black Caribbean	1%
Indian	3%
Pakistani	3%
Irish	1%
Mixed Race	3%
European	2%

Appendix 2

Day Services Staffing

	The Vale	Stocks Hill	Lovell Park	Community Alternatives Team	Overall
Budgeted Structure	8 FTE	9 FTE	8.5 FTE	9.8 FTE	35.3 FTE
Actual	6 FTE	8 FTE	5.5 FTE	8.4 FTE	27.9 FTE
Required	6 FTE	6.75 FTE	6.25 FTE	7.35	26.35FTE

Attendance Figures

Community Alternatives Team (CAT)

As of 19th November 2010 there are 295 people attending/using the CAT service with a further 49 who have been assessed but are not yet attending and 63 referrals that are to be assessed. This is a total of 407 clients.

Lovell Park Day Centre

As of 23rd November 2010 there are therefore 139 clients and a further 20 who use the centre for self help groups who could register with the service if they wished.

The Vale Day Centre

As of 23rd November 2010 there are 170 people attending/using the Vale with a further 15 who have been assessed but are not yet attending and 4 referrals that are to be assessed. This is a total of 189 clients.

Stocks Hill Day Centre

As of 23rd November 2010 there are 204 people potentially accessing the service, 154 people attending/using Stocks Hill regularly with a further 34 who have been assessed, referred or deciding whether to engage with the service.

Of the 3 day centres there are therefore 463 regular attendees.

A survey was carried out for 1 week in October included figures on regularity of attendance:

Attendees were asked how often they attended
42% of users accessed services once per week
35% accessed services twice a week
16% accessed services three times a week
2% accessed services four times a week
2% accessed services five times a week
2% accessed services once a fortnight and

1% accessed services once a month

When these figures were analysed by service it was found:

	The Vale	CAT	Stocks Hill	Lovell Park	Total
Number attending this service	48	62	109	82	301
Attending 1 time a week	9	34	23	38	104
Attending 2 times a week	11	13	59	21	1104
Attending 3 times a week	16	4	19	16	55
Attending 4 times a week	2	1	0	3	6
Attending 5 times a week	2	1	0	1	4

Appendix 3

I3 Recommendations (extract from Final Model Report)

The central principles of the model are to ensure that it can deliver better outcomes for service users in the areas of social inclusion, recovery and service user involvement. This requires a basic shift in resources from essentially mainly segregated, building based provision towards more individualised community-based support for people.

The model consists of 4 core elements which work together to offer people a range of appropriate choices of support which is coordinated through a personalised care planning approach. These incorporate the aspects of best practice of the current service that people felt strongly that they wanted to preserve with the need to free up capacity to develop better links with local communities and to offer a more individualised service.

1. The main element of the model consists of a number of locality based community teams to work with people on an individual basis to meet their goals in the wider community. This element would essentially provide a “gatekeeping” function into the other elements of the service and ensure that, wherever possible, people are supported to maintain their networks in a mainstream setting rather than automatically being offered segregated mental health provision. Their purpose is to develop individualised and goal orientated support plans for people which includes options like direct payments to meet individuals’ needs.

The team(s) would be staffed with people who can develop expertise in life domain areas such as education, volunteering, leisure, art, faith etc and some will also specialise in knowledge of community involvement options in particular areas of the district. Ideally this part of the service would be based in mainstream buildings in suitable localities, dispersed throughout the city.

2. The second element is a network of drop-in’s or groups which the community teams will be responsible for setting up and supporting in their localities. Their purpose is to meet the often expressed need for informal and open-ended social contact and for peer support. Although the drop-in’s could become a long-term resource, it is not assumed that unstructured social time is the sole solution to people’s needs. The intention is for them to be used alongside the other elements of the service and that they have the flexibility to be appropriately geographically distributed and to meet the needs of particular sections of the population, e.g. young people, women/men/ people from particular ethnic groups.

3. The model recognises the need to retain a building based service. However this would have a stronger focus on therapeutic work such as symptom-management and structured activities for people who are unable to access mainstream provision. This component would be expected to contribute to a care plan by helping people to develop the skills and competencies to form relationships with others & to prepare them for the other elements of the service. The expectation of this service being open-ended would need to be removed and eligibility and access would be managed through the community team as described above.

4. The final component is an employment team which would be a city wide resource that brings together both mental health and mainstream employment services to deliver an individual placement and support model. This model focuses on immediate work placements with support & training provided as required once someone has started work. The team would also work with people already in work who experience mental health difficulties & with employers. It is recognised that a specialist service is needed to meet the demands for mental health employment support to ensure appropriate positive outcomes for service users. At the time of writing, however, this element of the day services model has not been progressed due to lack of project management time.

Appendix 4

Current ASC Investment in Mental Health Day and Support Services

In House Provision

The Vale	-	£318k
Lovell Park	-	£257k
Stocks Hill	-	£192k
Community Alternatives Team	-	£292k
Sub Total	-	£1.059m

Voluntary Sector Services

Community Links	-	£503k
Touchstone	-	£430k
Mind	-	£592k
Together	-	£204k
Dosti	-	£35k
Sub Total	-	£1.764m
Grand Total	-	£2.823m

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Originator: Ann Hill

Tel: 2478555

Report of the Director of Adult Social Services

Executive Board

Date: 15th December 2010

Subject: Charges for Non-Residential Adult Social Care Services

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

This report describes the history of customer contributions toward the cost of non-residential adult social care services. It shows how, over time, inequalities have grown in a system where different services have come to be subsidised at different rates, or not at all.

In the light of this and the current economic climate, the report proposes a public consultation on the proposal to remove the subsidy from non-residential care services and how this could best be implemented. It considers the likely effect that removing subsidies might have on current service users, which would be:

- No effect on the one third of customers who currently do not pay for their services (1,350 people in total)
- No effect on the one third of customers who pay at the level of their assessed charge (1,350 people in total)
- An estimated one third of customers (1,350 people) would pay more for services, however around 520 of these would pay less than £10 per week extra
- No-one would pay more than the financial assessment calculates that they can afford and no changes are proposed to the financial assessment methodology.

The report goes on to set out indicative unsubsidised charges for non-residential services; arrangements for a maximum weekly charge; and transitional arrangements that will be considered. It describes plans for a public consultation to be conducted before drawing up specific proposals for consideration at a future meeting of Executive Board. The consultation will use the same approach that was used very successfully in the previous review of the charging policy in 2009, with a service user and carer reference group working in an advisory capacity alongside the officer team. The estimated additional income in a full year from the proposals could be £1.3m.

Executive Board is recommended to approve the consultation described in paras 5.1 to 5.5 and how this might be implemented; and request further analysis of charges and their impact as described in paras 5.6 and 10.1.

1.0 Purpose Of This Report

1.1 This report sets out proposals for a public consultation on removing the subsidy from charges for non-residential adult social care services, which would mean that in future customers who can afford it would pay the full cost of the service. The report sets out the way in which the public consultation will be conducted. A financial assessment of a person's ability to pay will, as now, be used to decide whether he/she pays the full cost of the service, or a proportion. The report sets out the reasons for this proposal, the likely implications for customers and income levels and the further work required.

2.0 Background Information

Customer contributions

2.1 Customer contributions toward the cost of non-residential services i.e. home care, supported living, day care and transport are calculated on the basis of two factors:

- the charge for the service received
- a financial assessment of a person's ability to pay the whole or part of the cost.

Further details, together with examples are shown in Appendix 1 of this report.

2.2 Most of the income from customers contributions relates to home care and supported living services.

2.3 Leeds has a long history of generously subsidising charges for non-residential services from public funds. In recent years, some other councils have decreased the amount of subsidy for these services, for example York now charges £16.00 per hour for home care, while Leeds had taken only small steps to do so.

Recent revisions to customer contributions

2.4 In February 2009, Executive Board approved revised customer contributions for non-residential services. Although some increases were made to the charges for individual services, the main changes related to the financial assessment methodology.

The main changes to the methodology were in

- (i) taking people's capital (savings) into account for the first time (excluding the value of their home) and
- (ii) increasing the percentage of disposable income (after allowances) that people contribute towards the cost of services.

The changes brought Leeds more in line with other authorities, but our customer contributions policy is still more generous than most. The amount a person pays for a service is substantially lower than the actual cost.

2.5 There was an extensive customers consultation process before these changes were approved by Executive Board. The consultation benefited significantly from the involvement of a service user and carer reference group working alongside the officer team in an advisory capacity. This approach was praised for its openness

and fairness in ensuring all points of view were gathered and taken into account when drawing up proposals for revised charges. The team was a recipient of a 2009 corporate Award for Excellence in recognition of the quality of its work. The 2009 charging review was significantly more extensive in its scope and impact than the proposals in this report and it was implemented successfully with very minimal adverse comment from customers.

- 2.6 In July 2009 the Department of Health issued its Fairer Contributions guidance which took effect in March 2010. This guidance updated the previous directions to ensure that personal budgets and direct payments are covered appropriately. It deals with the level of charges for services and not with the financial assessment methodology. No subsidy was applied to direct payments when they were introduced in Leeds and this was reaffirmed in the 2010/11 delegated decision on standard charges and contributions.

3.0 Main Issues

Varying rates of subsidy, resulting in inequality

- 3.1 The level of charges for individual services were originally set many years ago and increased annually for inflation. As a result, the various non-residential services are now subsidised at different levels. For example, home care is subsidised at an average rate of around 50% depending on the service provider, whereas day care with transport is subsidised by more than 90%.
- 3.2 People who have a direct payment may use it to purchase the same kind of support through a personal assistant that a traditional home care service would otherwise provide. By taking a direct payment they receive no subsidy, but if they used a home care service instead it would be subsidised.
- 3.3 While the pattern of subsidies in Leeds is very similar to that of most other authorities, it must be acknowledged that customers are unfairly subsidised to a greater or lesser extent, depending on the service they use.
- 3.4 The highest subsidy is for day care and the associated transport provision, services increasingly less likely to be used in future as people choose more flexible and more personalised ways of meeting their needs. However, the large size of the subsidy (over 90%) could lead to customers choosing day care as an inexpensive option (to the customer) that does not best meet their support needs.
- 3.5 Half of those service users who pay for their services have their charge capped at the amount they can afford, according to the financial assessment. However, for those not capped, subsidising charges means that they are paying *less* than they can afford, which also raises equity issues.

Current economic climate

- 3.6 The Council's challenging financial circumstances provide a further reason for reviewing charges for those who can afford to pay more. The government is currently reviewing the funding arrangements for adult social care services in the longer term with regard to what the individual and the state should contribute. This is aimed particularly at residential care for which the value of people's homes are taken into account (homes are excluded from the assessment for non-residential services), but community based services are likely to come within the overall approach. Some form of insurance scheme may eventually be proposed and so the Council needs to

consider whether to continue to subsidise charges that in future may be paid for from an insurance fund.

- 3.7 The public consultation that the Council is currently undertaking in response to the Comprehensive Spending Review includes a question in respect of charges for adult social care services. The online responses received by 2nd December showed that 60% of those who responded (408 people in total) felt that raising the charges for people who can afford to pay more was important or very important. This compares with 16% who felt that it was unimportant or very unimportant.

4.0 Proposals

4.1 Removal of subsidy from services

The equity issues outlined above and the Council's challenging financial circumstances have led to a review of the current charges for non-residential adult social care services. It is proposed that approval is given to a public consultation on removing the subsidy from services and more detailed work is undertaken on the financial and customer implications. No changes are proposed to the financial assessment methodology.

4.2 Effect of removal of subsidy on customers

If the subsidy were to be removed, the effect on current service users would be:

- No effect on the one third of customers who currently do not pay for their services (1,350 people in total)
- No effect on the one third of customers who pay at the level of their assessed charge (1,350 people in total)
- An estimated 33% of customers (1,350 people) would pay more for services, of which approximately
 - 520 of these would pay less than £10 per week extra
 - 720 would pay between £10 and £50 per week extra
 - 110 would pay more than £50 per week extra
- No-one would pay more than the financial assessment calculates that they can afford

4.3 Indicative charges

The indicative level of charges on an unsubsidised basis would be:

	Current Charge	Indicative Unsubsidised Charge
Home care/supported living	£9.30 per hour	£13.00 per hour
Day care attendance	£3.15 per day	£28.00 per day
Transport to day care	£1.30 per day	£22.50 per day

Although removing the subsidy has a significant effect on charges, particularly for day care and transport, the increases that customers will pay are not necessarily proportionate as they are based on the financial assessment of what is affordable. Section 4.2 above indicates that a relatively small proportion of customers will be significantly affected and Appendix 2 shows some examples of how these increases would affect people in different circumstances. Any transitional arrangements as outlined in section 4.7 below will also mitigate the impact of increased charges.

4.4 Charges for meals

It is also proposed that charges for meals are no longer subsidised. The subsidy levels within meals charges are considerably less than for other social care

services, but meals charges are not financially assessed and so everyone pays the same amount. Meals charges will be addressed separately as part of a review of the costs of service provision.

4.5 Transport and mobility

As well as reviewing the costs of transport for charging purposes, the policy on the provision of transport may also need to be reviewed. This is particularly in respect of those customers who could travel to their day service without using Council-provided transport and people who receive mobility allowance but do not use it to access day care. A proposed change in the legislation may allow charges to be levied for the administration of the disabled parking badges scheme and this is also being explored. The provision of charging for Shopmobility services is also under review. These aspects will be dealt with separately from the potential removal of subsidies set out in this report.

4.6 Maximum weekly charge

For financially assessed services the maximum weekly charge is currently £140 per week. When the charges were revised in 2009 the service user and carer reference group advised on proposed changes, in particular with reference to fairness. Members of the group were keen to ensure that those with the highest levels of need are not unduly penalised and the maximum weekly charge addressed this, although it could be argued that it is inequitable as it provides a subsidy for those on the highest incomes as well as those with the highest needs. It is proposed that the maximum weekly charge is reviewed as part of the further work outlined in section 5 below.

4.7 Transitional arrangements

When the more extensive changes were made to customer charges in 2009, transitional arrangements were put in place. A £20 per week maximum increase was applied for the first year, with a further £25 maximum increase in the second year. These transitional arrangements cease on 31st March 2011, so from next year all customers will pay in accordance with their financial assessment. Capping the weekly increase was a major contributor towards the smooth implementation of the previous changes. Similar arrangements will be considered for this review, although the impact on customers overall will be less significant than those in 2009.

5.0 Next steps

Consultation

5.1 More detailed work will be required on assessing the impact both upon the people affected and the Council of removing the subsidy for charges for non-residential adult social care services. The Council's current public consultation on the Comprehensive Spending Review runs until 17th December and the responses to the question on adult social care charges will be reviewed. More specific consultation with customers of Adult Social Care non-residential services will take place in the New Year. This will seek views on removing subsidies, the impact on customers and how any changes would be implemented, including any transitional arrangements.

5.2 As no changes are being made to the financial assessment methodology and no-one will pay more under these proposals than the current financial assessment shows that they can afford, the consultation does not need to be as extensive as that undertaken for the previous review. It can, however, be more specific in that those who will be affected and the extent of the impact on them can be identified.

- 5.3 It is proposed that the service user and carer reference group from the 2009 charging review is reconvened to ensure a thorough consultation with service users, families and carers, elected members and other stakeholders. This will build on the consultation with members of the public that is currently taking place as part of the Council's spending review consultation.
- 5.4 The consultation will include publicity in the local media, information about the potential changes and the opportunity to comment, meetings and events and elected member briefings. Consultation will take place with a number of groups and forums, for example Leeds LINK and organisations that work with and support service users and carers to help understand the impact of any changes. Those customers directly affected by the potential changes will receive details of how much their charge is likely to increase and given the opportunity to comment.
- 5.5 It is proposed that the consultation will run from January to March 2011.

5.6 Proposed charges

More detailed work will be done on the financial and customer implications of the proposals and on reviewing the maximum weekly charge. The indicative charges set out in section 4.3 need further refinement in the light of the 2011/12 budget for these services and the way overhead costs and service usage levels are accounted for in calculating the unsubsidised charge. Further consideration is also needed to ensure that the charges are sustainable in the future under the self-directed support model.

6.0 Specific Implications for Equality and Diversity

- 6.1 The proposals will lead to a more even-handed approach across services. No-one will pay more than the financial assessment calculates that they can afford, but those with relatively high incomes and/or low levels of service are most likely to be affected.
- 6.2 An equality impact assessment will be undertaken in conjunction with the service user and carer reference group before Executive Board is asked to approve any changes.

7.0 Implications For Council Policy And Governance

- 7.1 These proposals are in line with the Council's Fees and Charges policy.

8.0 Legal And Resource Implications

8.1 Implications for the Council

The proposals could generate an estimated additional £1.3m income in a full year. Given the need for further work outlined above, the impact in 2011/12 is anticipated to be a 7-month effect at most and any transitional arrangements will further reduce the additional income to the Council in the first year. Accordingly, additional income of £0.5m could be raised in the 2011/12 budget.

Implications for customers

- 8.2 A third of customers do not pay for their services and a further third pay at the level of their assessed charge. Neither of these groups, 2,700 people in total, will be affected by the proposals in this report. Of the estimated 1,350 people (one third of

customers) who will pay more for their service, approximately 520 will see an increase of less than £10 per week, 720 would pay £10 to £50 extra per week and 110 would see an increase of more than £50 per week. These increases are on top of what they would otherwise have paid in 2011/12.

8.3 Approximately 500 customers are still receiving transitional protection in the current year to limit their annual increase when the charging policy was revised in 2009, but this is due to end on 31st March 2011. Of these, an estimated 150 will see their charge increase by less than £10 per week, for 120 people the increase would be between £10 and £50 per week and around 230 will pay £50 or more extra per week. These increases will be in addition to any increases from the proposed subsidy removal in 2011/12.

8.4 If transitional arrangements were applied in the same way as when the charging arrangements were changed in 2009, no-one would be asked to pay an increase of more than £20 per week in the first full year. This would almost halve the additional income in the first year to approximately £0.7m. However, it would mean that around 550 people would have their increase capped in the first year, approximately 110 of whom would otherwise see an increase in their payment of over £50 per week.

9.0 Conclusions

9.1 A public consultation on removing the subsidy for non-residential adult social care charges is proposed to improve equity for customers and generate additional income for the Council in the current challenging financial environment.

10.0 Recommendations

10.1 That Executive Board approves

(a) The public consultation (as described in paras 5.1 to 5.5 above) on the proposal for the removal of subsidy from services (as described in paras 4.1 to 4.7 above) and how this might be implemented

(b) The more detailed analysis of financial and customer implications as described in para 5.6 above

10.2 That Executive Board requests a further report with proposals following the more detailed analysis and the outcome of the consultation to be presented to Executive Board in July 2011.

Background documents referred to in this report:

Executive Board Report 13th February 2010 – Income Review for Community Care Services

Department of Health – Fairer Contributions Guidance, July 2009

FN31 Standard Charges, Contributions, Rates and Allowances 2010/11 – Delegated Decision, February 2010

Leeds City Council Fees and Charges Policy and Best Practice Guidance – February 2008.

FINANCIAL ASSESSMENT METHODOLOGY

Income Included in the Financial Assessment

Income Included

State Retirement Pension
Occupational Pension
Guarantee Credit (Pension Credit)
Attendance Allowance
Disability Living Allowance Care Component
War Disability Pension (first £10 per week disregarded)
War Widows Pension (first £10 per week disregarded)

Income Excluded

Earnings
Working Tax Credit
Savings Credit (Pension Credit)
Disability Living Allowance Mobility Component
War Widows Supplementary Pension

Allowances Given in the Financial Assessment

Personal Allowances

Basic Income Support/Pension Credit plus 25% - figures vary depending on the benefits being received, but the minimum weekly amounts for each age group for 2010/11 are:

State pension age or over	£165.75
Aged 25 to state pension age	£81.81
Aged 18 to 24	£64.81

Housing Costs

Mortgage/rent payments (less any Housing Benefit received)
Council Tax (less any Council Tax Benefit received)
Water rates

Disability Related Expenses

Additional heating costs (using regional figures issued by the National Association of Financial Assessment Officers)
Additional laundry costs (using regional figures issued by the National Association of Financial Assessment Officers)
Additional dietary costs
Community alarm costs
Costs of equipment purchased (converted to a weekly amount)
Costs of help with domestic tasks or gardening
Costs of care purchased (if part of a care plan)
Other costs associated with maintaining independence

Disposable Income

Total Income (that can be included in the financial assessment)

Less: Personal allowances (for daily living costs e.g. food & energy)
Housing costs
Disability related costs

Equals: Disposable income (remaining income available that could be contributed towards services)

Taking Capital into Account

Capital (excluding the value of a person's home) is taken into account by treating people as having a weekly income on top of other income to represent them utilising their capital to contribute towards their services.

For illustrative purposes the table below shows the amount added to people's weekly income in the financial assessment for various amounts of capital:

Capital Amount	Assumed Weekly Income
£10,000	Nil
£15,000	£2.00
£20,000	£12.00
£25,000	£25.00
£30,000	£45.00
£35,000	£66.00
£40,000	£85.00
£46,500 and over	Payment in full for services at the subsidised rate

Note: If the contribution for each of the services someone receives totals less than their assessed contribution, then they will pay the contributions for their services (i.e. the lower of the two amounts)

Example of Financial Assessment Calculation

	Per Week £	Per Week £	
<u>Income</u>			
Pension Credit	71.12		
Attendance Allowance	47.80		
State Retirement Pension	97.65		
Occupational Pension	18.00		
		234.57	
Weekly amount based on £20,000 capital		12.00	
Total Assumed Income		246.57	
<u>Allowances</u>			
Personal allowance	165.75		
Water rates	5.50		No other housing costs as entitled to full Housing & Council Tax Benefit
Excess fuel (extra heating)	3.20		
Laundry allowance	3.15		
Domestic help	28.00		
Gardening	4.61		
Window cleaning	2.30		
Electric wheelchair	4.80		
Stair lift	3.90		
Taxis	15.00		
Total Allowances		236.21	
Disposable Income		10.36	Income less allowances
Maximum Assessed Contribution towards services		9.32	90% of disposable income

EXAMPLES OF THE IMPACT ON CUSTOMERS IN DIFFERENT CIRCUMSTANCES

Scenario 1

Mrs T owns her home. She has £150.00 retirement income per week, and also has £20,000 in savings. She receives 10 hours of home care each week.

Maximum assessed contribution	Nil
Current payment for services	Nil
Payment based on indicative unsubsidised charge	Nil

Mrs T has been financially assessed to receive a free service and as there are no proposals to change the financial assessment methodology she will continue to receive a free service.

Scenario 2

Mr Y aged 35 lives with his parents. His weekly income is £228.35, made up of £97.20 Incapacity Benefit, £9.90 Income Support, £71.40 Disability Living Allowance care component and £49.85 mobility component. He also has £20,000 in savings. He attends a day service for people with learning disabilities 5 days a week and receives transport there and back.

Maximum assessed contribution	£25.68
Current payment for services	£22.25
Payment based on indicative unsubsidised charge	£25.68
Potential increase per week	£3.43

The charge for Mr Y's services is currently less than his maximum assessed contribution, but based on the indicative unsubsidised rate the charge for his services would be higher so he would pay his maximum assessed contribution.

Scenario 3

Mrs S is over state pension age and owns her home. She has £200.00 in retirement income per week and £71.40 high rate Attendance Allowance. She also has savings of £31,500 and receives 20 hours home care per week.

Maximum assessed contribution	£85.55
Current payment for services	£85.55
Charge based on indicative unsubsidised charge	£85.55

Mrs S currently pays her maximum assessed contribution as the charge for the services she receives is higher than this amount, so any increase in the charge for services will not affect the amount she pays.

Scenario 4

Mr X aged 55 owns his home. His weekly income is £269.05 made up of £91.40 Incapacity Benefit, £47.80 Disability Living Allowance care component and £49.85 mobility component and a private pension of £80 per week. He also has £50,000 in savings. He attends a day service for people with physical disabilities 3 days a week and provides his own transport to get there and back.

Maximum assessed contribution	£165.21
Current payment for services	£9.45
Payment based on indicative unsubsidised charge	£84.00
Potential increase per week	£74.55

Mr X currently pays the charge for his services as they are substantially less than his maximum assessed contribution. Based on the indicative unsubsidised rates the charge for his services will remain significantly lower than he has been assessed as being able to afford.

Scenario 5

Mrs K is over state pension age and owns her home. She has £235.15 retirement income per week and £71.40 Attendance Allowance. She also has £60,000 in savings. She receives 15 hours of home care. She attends a day service for older people 2 days a week and also receives transport to the day service

Maximum assessed contribution	£180.98
Current payment for services	£140
Payment based on indicative unsubsidised charge	£180.98
Potential increase per week	£40.98

Mrs K's payment is capped at the current maximum weekly charge of £140 per week, which is less than her maximum assessed contribution. Based on the indicative unsubsidised rates she would pay her assessed contribution, or a lower amount depending on the future level of the maximum weekly charge.

Scenario 6

Mrs W is over state pension age and owns her home. She has £235.15 retirement income per week and £71.40 Attendance Allowance. She also has £20,000 in savings. She receives 15 hours of home care. She attends a day service for older people 2 days a week and also receives transport to the day service.

Maximum assessed contribution	£53.73
Current payment for services	£53.73
Payment based on indicative unsubsidised charge	£53.73

Mrs S currently pays her maximum assessed contribution as the charge for the services she receives is higher than this amount, so any increase in the charge for services will not affect the amount she pays.

Scenario 7

Mr G is aged 52 and lives in rented accommodation. His weekly income is £179.08 made up of £91.40 Incapacity Benefit, £71.40 Disability Living Allowance care component and a private pension of £16.28 per week. He also has savings of £17,000. He has chosen to arrange his own services and receives a direct payment of £53.00 per week.

Maximum assessed contribution	£1.27
Current payment for services	£1.27
Payment based on indicative unsubsidised charge	£1.27

Mr G currently pays his maximum assessed contribution as the direct payment he receives for his services is a higher amount. As there is currently no subsidy within the charge for direct payments there will be no change to the payment for this service.