



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 22nd April, 2015 at 1.00 pm

MEMBERSHIP

Councillors

K Wakefield (Chair)	A Carter	S Golton
J Blake		
M Dobson		
P Gruen		
R Lewis		
L Mulherin		
A Ogilvie		
L Yeadon		

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 15.2 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 15.2, written notice of an appeal must be received by the Head of Governance Services 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 within the meaning of Section 100I of the Local Government Act 1972, 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 the recommendation is accepted, to formally pass the following resolution:-</p> <p>RESOLVED – That, in accordance with Regulation 4 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of those 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 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 DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 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 18th March 2015</p> <p><u>HEALTH AND WELLBEING</u></p>	1 - 16
6			<p>NHS ENGLAND FIVE YEAR FORWARD VIEW AND NEW MODELS OF CARE</p> <p>To consider the report of the Director of Public Health which provides the Executive Board with opportunity to be aware of and make comment on the next significant reform in health and social care service provision - termed nationally as "New Models of Care". The report highlights that, in Leeds, this will concern the future operation of GP services, community health and social care services and may have implications for the Council's commissioning and provision. Additionally the report acknowledges that there may also be a need for oversight of governance arrangements for strategy and planning as these New Models of Care develop</p>	17 - 30

Item No K=Key Decision	Ward	Item Not Open		Page No
7 K			<p><u>CHILDREN AND FAMILIES</u></p> <p>BASIC NEED PROGRAMME - CAPITAL PROGRAMME UPDATE</p> <p>To consider the joint report of the Deputy Chief Executive, the Director of Children’s Services and the Director of City Development providing an update on the progress of the Basic Need programme and seeks approval for further authority to spend on the programme. Additionally the report includes an update on applications made and approved for access to the programme contingency fund, and indicates areas in which schemes are in development in relation to Basic Need.</p>	31 - 46
8 K	Burmantofts and Richmond Hill; Chapel Allerton; Gipton and Harehills; Killingbeck and Seacroft; Moortown; Roundhay	10.4(3) (Appendix 1 only)	<p>BASIC NEED UPDATE: SECONDARY PROVISION IN THE INNER EAST AND INNER NORTH EAST</p> <p>To consider the joint report of the Director of Children’s Services and the Director of City Development which seeks permission to consult upon the option to establish new 6FE secondary provision on the Seacroft hospital site, so that it may inform a decision by Executive Board in June 2015 on potential assembly of the site for education purposes. The report also presents the associated need in the wider demographic context facing the inner east / inner north east areas of Leeds.</p> <p>(Appendix 1 to this report is designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3))</p>	47 - 66

Item No K=Key Decision	Ward	Item Not Open		Page No
9			<p>OUTCOME OF THE 2015 OFSTED INSPECTION SERVICES FOR CHILDREN IN NEED OF HELP AND PROTECTION, CHILDREN LOOKED AFTER AND CARE LEAVERS; AND THE EFFECTIVENESS OF PARTNERSHIP WORKING, INCLUDING THE LEEDS SAFEGUARDING CHILDREN BOARD</p> <p>To consider the report of the Director of Children’s Services providing an update on the outcome of the recent unannounced Ofsted inspection of services for children in need of help and protection, children looked after and care leavers; and the effectiveness of partnership working, including the Leeds Safeguarding Children Board. In addition, the report outlines the proposed next steps in view of this inspection outcome.</p> <p><u>FINANCE AND INEQUALITY</u></p>	67 - 142
10			<p>FINANCIAL HEALTH MONITORING 2014/15 - PROVISIONAL OUTTURN</p> <p>To consider the report of the Deputy Chief Executive setting out the Council’s provisional outturn position for the 2014/15 financial year.</p>	143 - 166
11			<p>LOW PAY CHARTER</p> <p>To consider the report of the Deputy Chief Executive providing information on the work currently being undertaken across the region to address the issue of low pay, whilst the report also invites the Board to adopt the Low Pay Charter for Leeds.</p>	167 - 200

Item No K=Key Decision	Ward	Item Not Open		Page No
12 K			<p><u>ADULT SOCIAL CARE</u></p> <p>NEW DESIGN MODEL FOR HOME CARE SERVICES IN THE CITY</p> <p>To consider the report of the Director of Adult Social Services providing an update on the progress achieved to date in respect of the re-commissioning and re-design of the external home care service and the proposed service delivery model for the external provision of homecare services.</p> <p><u>CLEANER, STRONGER AND SAFER COMMUNITIES</u></p>	201 - 274
13 K		10.4(3) (Appendix 3 only)	<p>PROPOSED INVESTMENT IN ELECTRICITY GENERATION IN MERRION HOUSE REFURBISHMENT PROJECT</p> <p>To consider the report of the Deputy Chief Executive providing details on the proposed new electricity generation plant in Merrion House. Specifically, the report outlines the financial business case and sets out both the revenue savings and the opportunities for income generation.</p> <p>(Please note that Appendix 3 to this report is designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3))</p>	275 - 288

Item No K=Key Decision	Ward	Item Not Open		Page No
14 K			<p data-bbox="675 286 1286 360"><u>DIGITAL & CREATIVE TECHNOLOGIES, CULTURE AND SKILLS</u></p> <p data-bbox="675 427 1331 501">INTERNATIONAL TRIATHLON UNION (ITU) WORLD SERIES 2016-2019</p> <p data-bbox="675 539 1409 792">To consider the report of the Director of City Development on Leeds' successful selection as the preferred host city for the UK leg of the International Triathlon Union world triathlon series 2016-18. The report also seeks approval for the annual financial contributions required to host the event.</p>	289 - 302

Third Party Recording

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

Use of Recordings by Third Parties– code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

EXECUTIVE BOARD

WEDNESDAY, 18TH MARCH, 2015

PRESENT: Councillor K Wakefield in the Chair

Councillors J Blake, A Carter, M Dobson,
S Golton, R Lewis, L Mulherin, A Ogilvie
and L Yeadon

APOLOGIES: Councillor P Gruen

160 Exempt Information - Possible Exclusion of the Press and Public
RESOLVED – That, in accordance with Regulation 4 of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, 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) Appendix A together with the associated plan to the report entitled, 'Forward Funding Investment Opportunity in the Aire Valley Enterprise Zone', referred to in Minute No. 169 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within these documents relates to the financial or business affairs of a particular person, and of the Council. This information is not publicly available from the statutory registers of information kept in relation to certain companies and charities. It is considered that since this information was obtained through one to one negotiations for the purchase of the land/property referred to then it is not in the public interest to disclose this information at this point in time. Also, the release of such information would or would be likely to prejudice the Council's commercial interests in relation to and undermine its attempts to acquire by agreement similar properties in the locality in that owners of other similar properties would be aware about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be available from the Land Registry following completion of the purchase and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time.
- (b) Appendix 1 to the report entitled, 'HS2 Regeneration Delivery Vehicle', referred to in Minute No. 170 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained

Draft minutes to be approved at the meeting
to be held on Wednesday, 22nd April, 2015

within the submitted appendix relates to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of appendices as exempt from publication outweighs the public interest in disclosing the information.

- (c) Appendices 4 and 5 to the report entitled, 'European Capital of Culture 2023: Should Leeds Bid? ', referred to in Minute No. 178 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within the submitted appendices relates to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of Appendices 4 and 5 as exempt from publication outweighs the public interest in disclosing the information.

161 Declaration of Disclosable Pecuniary Interests

There were no declarations of Disclosable Pecuniary Interests made during the meeting.

162 Minutes

RESOLVED – That the minutes of the meeting held on 11th February 2015 be approved as a correct record.

CLEANER, STRONGER AND SAFER COMMUNITIES

163 Leeds Children's Mayor: "Have Fun, Play Safe"

The Director of Environment and Housing and the Director of Children's Services submitted a joint report responding to the ideas presented by Amy Eckworth-Jones in her deputation to Council on 14th January 2015 as part of her winning manifesto for the Leeds Children's Mayor: 'Have Fun, Play Safe'. The report provided details of the play facilities currently available for children and young people in Leeds, whilst also considering the range of ideas put forward by Amy.

The Board welcomed Amy, the Leeds Children's Mayor, who was in attendance at the meeting and congratulated her for the assured way in which she had delivered her deputation speech. Members also paid tribute to the innovative proposals which Amy had included within her deputation and emphasised that in moving forward, all of the ideas submitted by Amy would be given serious consideration.

RESOLVED –

- (a) That Amy Eckworth-Jones, the Leeds Children's Mayor, be thanked for her excellent ideas;
- (b) That it be noted that the Council:-

- (i) Will develop safe areas to play away from traffic and provide facilities for children of all ages and abilities to play games and hang out with their friends;
- (ii) Will encourage events in parks and green spaces that provide positive activities for families and young people;
- (iii) Will look to develop innovative ways to raise additional funding to invest in parks and facilities for children and young people; and
- (iv) Will ensure that young people are consulted in the development of all play facilities in parks.

FINANCE AND INEQUALITY

164 Best Council Plan 2015 - 2020: Update 2015/2016

Further to Minute No. 25, 25th June 2014, the Deputy Chief Executive submitted a report presenting for approval an updated version of the Best Council Plan. The report highlighted that the 6 current objectives remained within the Plan, however, the proposed update set out the Council's strategic priorities for the period 2015-20, presented the key areas of work for 2015/2016, as aligned with the recently approved 2015/16 Council budget and also identified key linkages with supporting plans.

By way of introduction, the Chief Executive highlighted that the updated Plan which had been submitted to the Board for approval was a refresh of the current version. Also, it was highlighted that the Plan aimed to provide a clear framework enabling the Council to focus upon its strategic priorities, whilst also providing flexibility in the way in which they were delivered. In addition, emphasis was also placed upon the cross-Council approach that the Plan aimed to encourage, with the 7 Breakthrough Projects detailed within the Plan being a key example of such an approach.

RESOLVED – That the Best Council Plan 2015-2020, as appended to the submitted report be approved and that it be noted that at the time of writing, further drafting and design will be taking place.

(In accordance with the Council's Executive and Decision Making Procedure Rules, the matters referred to within this minute were not eligible for Call In as the power to Call In decisions does not extend to those decisions made in accordance with the Budget and Policy Framework Procedure Rules. As the Best Council Plan forms part of the Budgetary and Policy Framework, the matters detailed above are therefore exempt from Call In)

165 Discretionary Housing Payment Policy

Further to Minute No. 90, 15th October 2014, the Assistant Chief Executive (Citizens and Communities) submitted a report providing an update on the use of Discretionary Housing Payments (DHPs) to help vulnerable tenants deal with welfare changes which came into effect in 2013/14. In addition, the report also outlined the challenges for 2015/16 anticipated as a result of the reduction in the Government's contribution towards DHPs and in response,

the report set out proposals to change the way in which DHPs were used to support tenants affected by welfare reform.

For the purposes of clarification, the Board noted that the final figure in paragraph 2 of the 'Summary of Main Issues' section of the submitted report should read £500,000, rather than the published £550,000.

RESOLVED –

- (a) That the expected impact of the reduction in funding from 1 April 2015 be noted;
- (b) That the proposal to develop an amended policy within the parameters of the nationally reduced budget, which aims to support those most disadvantaged by welfare reform changes, be endorsed;
- (c) That the changes to the Council's Discretionary Housing Payment policy, as set out in paragraph 3.9 of the submitted report, effective from 1st April 2015, be approved;
- (d) That the Assistant Chief Executive (Citizens and Communities) be authorised to implement the revised policy;
- (e) That approval be given to an approach being made to the Department for Communities and Local Government (DCLG) to use the agreed funding from the Housing Revenue Account (HRA), as set out in paragraph 3.1 of the submitted report.

166 Leeds City Region Governance Arrangements

The City Solicitor submitted a report which sought approval for the dissolution of the Leeds City Region (LCR) Leaders' Board on 31st March 2015. In addition, the report also requested that authority be delegated to the Deputy Chief Executive and to the City Solicitor in relation to associated matters.

Members noted that Government announcements may potentially impact upon the LCR and, in this event, a review of LCR related governance arrangements would be needed at the earliest opportunity.

RESOLVED –

- (a) That it be noted that the LCR Leaders' Board endorsed the proposal to dissolve the LCR Leaders' Board on 31 March 2015. It also be noted that the West Yorkshire Combined Authority (WYCA) has resolved to appoint an LCR Partnership Committee, to be established on 1 April 2015;
- (b) That approval be given to dissolve the LCR Leaders' Board on 31 March 2015;
- (c) That the necessary authority be delegated to:-
 - (i) the Deputy Chief Executive in his capacity as S151 Chief

- Finance Officer, in order to determine which contracts and other assets should transfer to the WYCA, and which should remain with Leeds City Council; and
- (ii) the City Solicitor in order to take all necessary steps to dissolve the LCR Leaders' Board, including such steps as may be required to implement the decision of the Deputy Chief Executive in relation to any such transfer, novation or assignment.
- (d) That in the event that any Government announcement has a significant impact upon the Leeds City Region, then a review of LCR related governance arrangements should take place at the earliest opportunity, with such a review including consultation with Group Leaders.

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

(The Council's Executive and Decision Making Procedure Rules state that a decision may be declared as being exempt from Call In if it is considered that any delay would seriously prejudice the Council's or the public's interests. As such it was determined that the resolutions relating to this report were exempt from the Call In process given that the Leaders' Board is to be dissolved on 31 March 2015, so that the new arrangements are in place for the new financial year)

167 Governance of the Leeds City Region Business Rates Pool

The Deputy Chief Executive submitted a report which sought approval to appoint the Leader of Council to a new joint committee in relation to the Leeds City Region Business Rates Pool, with such a joint committee consisting of the Leader of each Pool authority. In addition, the report also sought approval of the new governance arrangements for the Business Rates Pool and to also provide the City Solicitor with the necessary delegated authority to seek the agreement of the other six members of the Pool to such arrangements.

RESOLVED –

- (a) That approval be given to the Leader of the Council being appointed to a new joint committee in relation to the Leeds City Region Business Rates Pool, from 1st April 2015 until the 2016 Annual Meeting; with such a joint committee consisting of the Leader of each Pool authority, and with the terms of reference, as set out in Appendix 1 to the submitted report;
- (b) That the revised governance agreement for the Business Rates Pool, as set out in Appendix 2 to the submitted report, be approved;
- (c) That the necessary authority be delegated to the City Solicitor to seek the formal agreement of the other six Pool members to the new arrangements.

(The Council's Executive and Decision Making Procedure Rules state that a decision may be declared as being exempt from Call In if it is considered that any delay would seriously prejudice the Council's or the public's interests. As such it was determined that the resolutions relating to this report were exempt from the Call In process given that the new Joint Committee needed to be in place in order to ensure the continuation of the Pool for the start of new financial year)

HEALTH AND WELLBEING

168 Proposal for a Leeds Academic Health Partnership

The Director of Public Health and the Director of City Development submitted a joint report presenting details of the proposed creation of a Leeds Academic Health Partnership. The report summarised the proposal and placed it in a wider context of similar partnerships which had been established in other cities and in relation to the City's wider economic agenda to create wealth and jobs. Furthermore, the report described the framework within which the proposed Leeds Academic Health Partnership could begin to operate, and made recommendations for its establishment initially as an informal partnership structure covering its funding and business plan development following further consultation with partners.

The Board welcomed the proposals detailed within the submitted report.

RESOLVED –

- (a) That in principle support be given to Leeds City Council's work with the City's universities and local NHS partners to explore the establishment of a Leeds Academic Health Partnership;
- (b) That support be given to the development of a formal programme of work leading to a business plan, a proposed structure, sources of funding, metrics and targets to drive investment and create jobs in the City's health economy which would sit within the City's agreed Joint Health and Wellbeing Strategy, which will be brought back following a wider consultation with other potential partners, for approval to Executive Board by March 2016;
- (c) That support be given to the leadership arrangements proposed to cover this preparatory stage of the partnership's work, including the seconding of a Director (who would be a qualified clinician) which would be seconded from within local networks in Leeds;
- (d) That it be noted that the City Council's contribution of resources provided 'in kind' would be led and co-ordinated by the Chief Officer Leeds Health Partnerships.

TRANSPORT AND THE ECONOMY

169 Forward Funding Investment Opportunity in the Aire Valley Enterprise Zone

The Director of City Development submitted a report which sought to obtain approval for the potential acquisition of a new proposed distribution centre investment to be built and let to an occupier, as identified within the exempt appendix and associated plan to the submitted report, which would be by way of a full forward funding commitment to the developer.

The Board welcomed the proposals detailed within the submitted report.

Following consideration of Appendix A to the submitted report, designated as exempt from publication under the provisions of 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 acquisition of the investment let to the occupier, on the terms as detailed within the exempt appendix and associated plan to the submitted report, be approved;
- (b) That the principle of prudentially borrowing the money required to fund the investment package, as set out within exempt appendix A to the submitted report, be approved;
- (c) That approval be given to the injection into the capital programme of the sums as detailed within the exempt appendix to the submitted report, and that approval also be given to the necessary authority to spend such sums;
- (d) That it be noted that the Director of City Development, under his delegated powers, will negotiate the detailed terms for the acquisition in line with the Heads of Terms, as outlined within the exempt appendix to the submitted report.

(The Council's Executive and Decision Making Procedure Rules state that a decision may be declared as being exempt from Call In if it is considered that any delay would seriously prejudice the Council's or the public's interests. As such, it was determined that the resolutions relating to this report were exempt from the Call In process given that the decision taker considers that the decision was urgent due to the occupier requiring to be under contract to occupy the building, with the funding of the investment secured by April 2015)

170 HS2 Regeneration Delivery Vehicle

Further to Minute No. 133, 17th December 2014, the Director of City Development submitted a report which sought approval to agree to the Council's preferred option for a HS2 regeneration delivery vehicle, which would take forward regeneration activities associated with HS2 in the short

term. In addition, the report also sought the relevant approvals to the principles which would underpin the longer term function of a delivery vehicle.

Responding to an enquiry, the Board was provided with assurances that Members would continue to be kept informed of developments and the progress made in this field. In addition, Members also discussed the options available in respect of a potential delivery vehicle for HS3.

Furthermore, emphasis was placed upon the key role that both the high speed rail initiative, together with the proposed development of the Leeds Southern Station entrance would play in the wider regeneration of South Leeds.

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

RESOLVED –

- (a) That approval be given to enter into an agreement with London and Continental Railways for collaborative working on regeneration based activities associated with HS2 in accordance with the Heads of Terms, as set out within exempt Appendix 1 to the submitted report;
- (b) That approval be given to the Heads of Terms, as set out in exempt Appendix 1 to the submitted report, for a joint venture regeneration delivery vehicle between the Council and London and Continental Railways, with both parties owning 50% of the vehicle;
- (c) That the policy principles for the formation of a HS2 regeneration delivery vehicle, as set out in paragraph 3.30 of the submitted report be agreed;
- (d) That the Director of City Development, in consultation with the Executive Member for Transport and the Economy, be authorised to negotiate and finalise agreements with HS2 Ltd. and London and Continental Railways in order to establish a Joint Venture and enter into a formal partnership arrangement;
- (e) That it be noted that agreement to the proposals for joint working with London and Continental Railways, as contained within the submitted report, will be subject to the approval of HS2 Ltd. and the relevant Government departments;
- (f) That it be noted that the Head of Regeneration will be responsible for the implementation of such matters.

171 Leeds Southern Station Entrance: Little Neville Street: Highway Improvement Works

The Director of City Development submitted a report seeking approval to undertake conditioned highway improvement works on Little Neville Street

associated with the high level of anticipated increase in pedestrian usage from the new station southern entrance. In addition, the submitted report also sought approval to inject £498,132 into the Capital Programme and to incur such expenditure in order to implement the highway enhancement and refurbishment works of Little Neville Street.

The Board welcomed the proposals detailed within the submitted report, emphasised the key role that the development of the Leeds southern station entrance would play in the wider regeneration of South Leeds, and also paid tribute to those officers who had successfully developed this project to its current position.

RESOLVED –

- (a) That the scheme, as described in the submitted report and as shown on the appended drawing (number HDC/297032/MIS/15), be approved;
- (b) That the injection of £498,132 into the Capital Programme from developer (Section 106 Town & Country Planning Act) contributions, be authorised;
- (c) That the expenditure from the Capital Programme of £498,132 be authorised for the implementation of the southern entrance's associated highway enhancement works, as outlined on drawing number HDC/297032/MIS/15 and as described in the submitted report;
- (d) That it be noted that the Head of Engineering Services will be responsible for the implementation of such matters, in accordance with the timescales as set out in section 4.6.3 of the submitted report.

172 Supporting Housing Growth

The Director of Environment and Housing and the Director of City Development submitted a joint report which presented the overarching and strategic approach which was being taken by the Council towards the delivery of housing growth and job opportunities for young people across the city, in line with the objectives of the 'Breakthrough Project' in the same field.

Members welcomed the submitted report, including the contents of the draft letter, as appended, which was addressed to the Secretary of State for Communities and Local Government, subject to the addition of Councillor D Blackburn's name to the correspondence.

The Board noted the actions being taken by the Council to utilise brownfield land in order to support the acceleration of housing growth, and discussed further ways in which the Council could operate as a catalyst for the development of brownfield land for the purposes of increased housing provision.

The Board also acknowledged and welcomed the work being undertaken in this area as part of the overarching Breakthrough Project regarding 'Housing Growth, and Jobs for Young People'.

RESOLVED –

- (a) That the approach towards supporting the acceleration of housing growth, including through the use of Council owned brownfield land, be noted;
- (b) That the approach to Government in respect of Housing Revenue Account borrowing and the use of the 'Right to Buy' receipts, via the letter appended to the submitted report, be approved, subject to the addition of Councillor D Blackburn's name to the correspondence;
- (c) That the approach in respect of working with partners locally in order to support the 'Breakthrough Project', beginning with an event to be led by the housing growth team in the summer, be approved.

ADULT SOCIAL CARE

173 Developing the range of choices in the older people's housing market

Further to Minute No. 103, 19th November 2014, the Director of Environment and Housing, the Director of City Development and the Director of Adult Social Services submitted a joint report which set out the range of housing options currently available for the growing numbers of older people in Leeds, and which aimed to ensure that they lived in accommodation which was accessible, affordable and safe. In addition, the report also presented the Council's strategy towards ensuring that the supply of appropriate accommodation continued to increase in order to meet demand, met any gaps in current and proposed provision and looked to expand the options available in response to the diverse needs which currently existed across the city.

Members welcomed the contents of the submitted report and emphasised the significant challenge which was faced in ensuring that there was suitable accommodation provision for older people throughout the city. Members highlighted the role of private developers in the delivery of older people's accommodation, and a request was made that wherever possible, and where the location of a site was appropriate, consideration was given to the need for new housing developments to include a proportion of dedicated housing for older people. Emphasis was also placed upon the need for new housing provision to have the capacity to be adapted as older people's accommodation needs changed.

Furthermore, Members highlighted the evolving consultative role played by localities on such issues, with a proposal that such consultation exercises would include Ward Members, Community Committees and local Neighbourhood Forums wherever appropriate.

RESOLVED –

- (a) That the strategic approach towards the growth of Older People's Housing provision, as set out within the submitted report, which will aim to ensure that sufficient specialist housing is available to meet the

individual and changing needs of the city's older population now and in the future, be supported;

- (b) That the proposals for the publication of a prospectus to be led by the Director of City Development for delivery in the summer in order to stimulate the commencement of a dialogue between developers and the Council as part of the wider housing growth programme with the aim of encouraging investment to meet the varying housing needs of older people in the city, be noted;
- (c) That the use of sites, as identified at paragraph 3.6.9 of the submitted report, for the delivery of specialist older people's provision, be supported.

NEIGHBOURHOODS, PLANNING AND PERSONNEL

174 Improving the Council's Housing Stock - The Housing Revenue Account Investment Plan

Further to Minute No. 203, 10th February 2012, the Director of Environment and Housing submitted a report which provided an update on the latest position regarding capital investment requirements for the existing Council housing stock, as set out in the investment strategy. In addition, the report also presented a proposed approach towards aligning investment need with income levels in years 1-4 of the strategy (2015/16 – 2018/19).

In considering the submitted report, Members noted that currently there was approximately 130 apprenticeship opportunities being supported by Housing Leeds activity via construction contracts.

RESOLVED – That the 10 year Housing Revenue Account (HRA) Investment Plan be supported, subject to an annual review being undertaken.

CHILDREN AND FAMILIES

175 Determination of school admission arrangements 2016

The Director of Children's Services submitted a report which sought approval of the Leeds Admission Policy and admission arrangements for school entry in 2016. The report also specifically detailed the proposed changes to the Leeds Admissions policy for the purposes of approval. In addition, the report presented changes to the published admission number for three community primary schools and set out the sixth form admission number for four community high schools. Finally, the report invited the Board to note the co-ordination arrangements published on 1st January 2015.

RESOLVED –

- (a) That in determining the school admission arrangements for 2016, the Leeds Admission Policy 2016/17 be approved, and that the following be noted:-
 - (i) that the wording in relation to statements will be amended to reflect the introduction of Education, Health and Care Plans;

- (ii) that there will be no change to the sibling criteria;
 - (iii) that the waiting list wording has been amended to reflect the instruction of the Office of the School Adjudicator;
- (b) That the changes made to the admission number for 3 primary schools and the publication of 6th form admission number for 4 community schools, as detailed within the submitted report, be noted;
 - (c) That the Co-ordinated Scheme for Admission Arrangements for entry in September 2016 be noted;
 - (d) That it be noted that the officer responsible for this work is the Capacity Planning and Sufficiency Lead, with the date for implementation (ie. determination of any revised policy) being no later than 15 April 2015;
 - (e) That it be noted that the officer responsible for the publication of the determined arrangements is the Capacity Planning and Sufficiency Lead, with the date for implementation (ie. publication) being no later than 1 May 2015.

CLEANER, STRONGER AND SAFER COMMUNITIES

176 Parks and Countryside Area Delegation

The Director of Environment and Housing submitted a report regarding a proposal to delegate the development and horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space to Community Committees.

In considering the submitted report, emphasis was placed upon the benefits of providing such authority to the Community Committees, whilst Members discussed the allocation of resource which would accompany the proposed transfer of delegation and the ways in which the Committees would be able to monitor and manage service delivery.

RESOLVED –

- (a) That the amended Community Committee Executive Delegation Scheme, as detailed at Appendix A to the submitted report, be approved;
- (b) That it be noted that some decisions may take more than one year to implement (e.g. having a significant impact on machinery deployment), in which case a phased implementation in line with lease arrangements would need to be agreed;
- (c) That approval be given to remove the reference 'community greenspace' as a priority advisory function, as set out in paragraph 4.5.1 of the submitted report;

- (d) That it be noted that the changes outlined above will take effect from 1 April 2015 and that the Chief Officer Parks and Countryside will be responsible for the implementation of such matters.

177 Solar PV installations for Council Housing

Further to Minute No. 145, 14th December 2011, the Director of Environment and Housing submitted a report which sought approval to install Solar PV systems on approximately 1,000 Council homes, which would be delivered via the 'Better Homes Yorkshire' call off contract. In addition, the report also sought the Board's endorsement of a second tranche of 1,000 properties, subject to availability of funding and the related business case remaining viable.

Members welcomed the proposals detailed within the submitted report.

RESOLVED –

- (a) That the installation of photovoltaic systems on approximately 1,000 Council homes, be approved;
- (b) That subject to the availability of funding and the business case remaining viable, it be noted that the Director of Environment and Housing can consider and approve a further £3.8m within the Housing Leeds refurbishment programme in order to install Solar PV systems on a second tranche of 1,000 properties;
- (c) That the appointment of 'Better Homes Yorkshire' to undertake the installation programme via the recently procured call off contract, subject to finalisation of commercial terms, be noted.

DIGITAL AND CREATIVE TECHNOLOGIES, CULTURE AND SKILLS

178 European Capital of Culture 2023 - Should Leeds Bid?

Further to Minute No. 157, 22nd January 2014, the Director of City Development submitted a report providing an update on the city-wide discussions and consultation exercises which had taken place to date on the possibility of Leeds formally proceeding with a bid to become European Capital of Culture 2023. In addition, the report highlighted the key matters associated with a potential bid and invited the Board to consider whether or not to continue to progress such a bid.

In considering the submitted report, Members highlighted that should the Board give approval to develop a bid for Leeds to become European Capital of Culture 2023, then the following be taken into consideration:-

- the need to ensure that a thorough and robust financial plan accompanied any bidding process;
- to ensure that the whole process included and positively impacted upon all areas and local communities of Leeds;
- that actions were taken to ensure that any opportunities arising from a Leeds bid were maximised, such as using the process as a vehicle for encouraging further investment into the city;

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to be held on Wednesday, 22nd April, 2015

- that further consideration be given to the ways in which a bidding process could be used as an opportunity for the city to again showcase its expertise and ability for delivering significant cultural events;
- that the expertise of other stakeholders and partner organisations located across Leeds was utilised to establish a cultural strategy for the city and also to contribute towards the development of any bid.

In conclusion, it was suggested that further discussions on such matters could take place on an all-party basis, should the Board agree to progress such a bid.

Following consideration of Appendices 4 and 5 to the submitted report, designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which were considered in private at the conclusion of the meeting, it was

RESOLVED – That against the backdrop of the scale and breadth of the 14 month city-wide conversation which has taken place, together with the resource implications, as outlined within the submitted report:

- (a) Approval be given to the proposal that Leeds will bid to be European Capital of Culture in 2023;
- (b) Approval be given to the principle that, as far as possible, any such bid or future programme of activity should involve and benefit all the communities of Leeds, whilst also bringing benefit to the wider regional, national and European communities;
- (c) The Chief Officer, Culture and Sport be requested to work with the Executive Member for Digital and Creative Technology, Culture and Skills to now:-
 - Establish a strategic steering group with an independent chair in order to advise on and oversee the development of the bid, as per paragraph 5.2 of the submitted report;
 - Develop proposals for establishing a framework to further the spirit of citywide conversation, engagement and transparency, as per paragraph 5.3 of the submitted report;
 - Work with the people of Leeds, stakeholders and partners in order to create a cultural strategy for the period 2017-30;
 - Develop mutually beneficial partnerships with stakeholders across the Leeds City Region, Yorkshire and the North in order to strengthen the bid;
 - Develop a timeline, business plan and communications strategy;
- (d) The Director of City Development be requested to:-
 - Plan for the human and financial resources required for making a bid, as outlined within the submitted report;
 - Submit a progress report to Executive Board later in 2015.

DATE OF PUBLICATION: FRIDAY, 20TH MARCH 2015

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 5.00P.M., FRIDAY, 27TH MARCH 2015

(Scrutiny Support will notify Directors of any items called in by 12.00noon on Monday, 30th March 2015)

Draft minutes to be approved at the meeting
to be held on Wednesday, 22nd April, 2015

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Report author: Rob Newton and Rob Kenyon
Tel: 07990088417

Report of: Director of Public Health

Report to: Executive Board

Date: 22nd April 2015

Subject: NHS England Five Year Forward View and New Models of Care

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of Main Issues

1. Leeds has an ambition to be the Best City in the UK for Health and Wellbeing. Organisations across the city work together under the leadership of the Health and Wellbeing Board with the vision to create a healthy and caring city for all ages, in which people who are the poorest improve their health the fastest.
2. NHS England (NHSE) published it's 5 Year Forward View in October 2014. This outlines a vision of the NHS over the next five years and includes a significant focus on developing new models of care for integrated provision across the health and social care system. In March 2015, 29 local sites were selected to be early demonstrators of one of the four identified new models.
3. Organisations and GPs in Leeds are starting to develop joint proposals for new models of providing care in community settings. These proposals build on the 13 established neighbourhood teams, the 25 early start teams and link to the 37 neighbourhood networks in the city.
4. The development of these models may affect how social care is provided in the city, and also how other services might be provided or commissioned at a local level. The Executive Board should be aware of these developments and take this opportunity to provide a strategic steer.

Recommendations

Executive Board is asked to:

- Note the contents of this report and be aware of national and local developments with regard to the NHS 5 Year Forward View and new models of care.
- Be assured that the Health and Wellbeing Board is taking a leadership role in the discussions and planning across the city in this area.
- Agree that any significant decisions about establishing new models of care which involve the allocation of Council resources would require the full consideration and approval of Executive Board.
- Consider how the NHS 5 Year forward view might impact on the council's commissioning and service provider functions, with a view to shaping future council strategy.

1. Purpose of this report

This report is intended to provide the Executive Board with an opportunity to be aware of, and make comment on, the next significant reform in health and social care service provision. This has been termed nationally as 'New Models of Care'.

In Leeds this will concern the future operation of General Practice, community healthcare and social care services. This may have implications for the Council's commissioning and provision. There may also be a need for oversight of governance arrangements for strategy and planning as these New Models of Care develop.

Since much of this NHS England (NHSE) policy is emerging and is likely to progress gradually, this report is intended to provide Executive Board with early awareness of those issues which will need to be considered in the forthcoming years as New Models of Care developments progress.

2. Background information

- 2.1 Leeds has an ambition to be the Best City in the UK for Health and Wellbeing. Organisations across the city work together under the leadership of the Health and Wellbeing Board with the vision to create a healthy and caring city for all ages, in which people who are the poorest improve their health the fastest.
- 2.2 Partners across Leeds are responding to this challenge through the Joint Health and Wellbeing Strategy under the leadership of the Health and Wellbeing Board. There is considerable work underway across the city to improve and integrate health and social care services and reduce health inequalities.¹ This was recognised nationally in 2013 when Leeds became the only city to achieve Pioneer status as part of the Department of Health's Integration Pioneer programme.
- 2.3 There are 13 integrated neighbourhood teams across the city, aligned to local groups of general practices. These teams are working to deliver the full range of community nursing services and adult social care, with primary care working at scale and co-ordinated with each team. Added to this are 25 Early Start teams in the city, which are family based teams including GP Practices, health visitors and community nurses providing integrated services for children 0-5 year old. The city also has more than 37 Neighbourhood Networks, which are community based, locally led organisations that enable older people to live independently and pro-actively participate within their own communities.
- 2.4 In October 2014 NHSE published its 5 Year Forward View, which sets out ambitions for the NHS over the next Parliament. A significant part of these plans concern how services might be provided in the future to better meet current and future need in a financially sustainable way. This programme outlines the four initial different types of New Models of Care which will be developed locally by areas across the country.

¹ Leeds Health and Wellbeing Board, *Our First Year*,
http://www.leeds.gov.uk/docs/HW_Annual%20Report%202014.pdf

- 2.5 Leeds was recognised as an exemplar in this area in 2013 as the only city to be a Health and Social Care Integration Pioneer. Health and social care partners in the city submitted a joint expression of interest to NHSE to develop a care model based on our Pioneer work which would incorporate primary care services more fully in community healthcare. This is termed as a 'Multispecialty Community Provider' as one of NHSE's 4 New Models of Care. The submission was not selected as one of the national pilots, but Leeds will continue to receive support from the programme as a Pioneer and will continue to develop proposals for more integrated community care to improve outcomes for children, young people and adults.
- 2.6 In the Multispecialty Community Provider model groups of GP practices would develop and expand, bringing in nurses and community health services, hospital specialists and others to provide integrated out-of-hospital care. These practices would shift the majority of outpatient consultations and ambulatory care to out-of-hospital settings.
- 2.7 This topic area includes much new terminology, acronyms, technical definitions and language from the health and social care sector. These will be explained as clearly as possible throughout this paper. A glossary is included in Appendix 1 to define some of the terminology.

3. Main issues

3.1 *Current Proposals in Leeds*

- 3.1.1 All health and social care partners in the city have recently submitted a proposal to NHSE to develop Multispecialty Community Provider 'hubs'. These would build upon the already established neighbourhood teams, early start teams and neighbourhood networks in the city. They would also test population based commissioning with capitated budgets by building on existing work in the city as a national 'Year of Care Early Implementer site.
- 3.1.2 There would be a collective approach with joint planning across the city but locally sensitive models would be developed across each of the city's three Clinical Commissioning Groups (CCGs).
- 3.1.3 The broad outline of the approach aims to scale up the existing 13 neighbourhood teams as Multispecialty Community Provider hubs to integrate care across community nursing, social care and primary care. The new Multispecialty Community Provider hubs will serve populations of between 30,000 and 90,000 and will be led by a team consisting of one lead manager and two clinicians (a nursing and a GP lead), strongly supported by associated Local Authority care and support professionals. This model will develop devolved capitated budgets to encourage more accountability for care at a local level, as a population-based commissioning approach to improve health outcomes. It will also utilise technology, such as the Leeds Care Record to support the integration of services and improve care.
- 3.1.4 Leeds North CCG aims to pilot a population based commissioning and capitated budget approach with one of its four localities.

- 3.1.5 Leeds South and East CCG is working to pilot a model based on the formation of a partnership or alliance between the developing GP Federation (a formal group of GPs working together), Leeds Community Healthcare Trust, Leeds Teaching Hospitals Trust, Leeds and York Partnership Trust, Adult Social Care and the third sector. The pilot will be based on registered populations, with selection of a specific cohort of patients based on multiple long term conditions.
- 3.1.6 Leeds West CCG aims to have locally accountable GPs within neighbourhood teams to take leadership in integrating care across primary and community settings.

3.2 *Aims of developing new models of care in Leeds*

Broadly, the evidence base for community based service models is incomplete and in some cases inconclusive, but there is growing evidence and emerging consensus that shifting more care from hospitals closer to people's homes with a focus on prevention works for better health outcomes and the scaling up of community services should be central to changing how service provision is organised.²

The proposed Multispecialty Community Provider model of care should:

- Increase the numbers of patients that are cared for outside of hospital.
- Improve care for patients with long term conditions within primary care and reduce the need for referrals and handovers of care. This would be achieved through working with joint teams of hospital, community, primary care and mental health clinicians working with a registered list of patients and voluntary organisations across a group of practices.
- Create an improved local urgent care response, built around 7 day working with a joint team of primary care, community, mental health and social care professionals. This should improve proactive care of people at risk of developing further health problems and would facilitate a quick response to avoid hospital admission or allow earlier discharge home.
- Incentivise providers to develop primary and secondary prevention initiatives by working across the registered population. This should address the wider determinants of health, healthy lifestyles and prevention of complications and coping with two or more long term conditions.
- Improve patient experience as a result of integrated, co-ordinated care around the needs of the patient, with better access to services and information.
- Make care provision more efficient, with care that is better targeted at those most in need (or most likely to be most in need) and processes and pathways more integrated and streamlined.

² The King's Fund, 'Community Services: How they transform care' (2014)
http://www.kingsfund.org.uk/sites/files/kf/field/field_publication_file/community-services-nigel-edwards-feb14.pdf

- Reduce expenditure in acute hospital settings as a result of reduced activity, thus releasing resources for investment in primary, community and social care services.
- Improve the Leeds health and social care system as a place to work, with more fluid organisational boundaries and more control and engagement by frontline professionals.
- Ensure a robust and sustainable population based solution across all of the health and care agencies, including the community and voluntary sector in Leeds

3.3 *What might new models of care look like for people receiving care in Leeds?*

New Models of Care encompasses a range of reconfigurations to services and a broad approach to providing health and social care to a given population. At the current stage of developments in Leeds the exact model of care cannot be described. However, the type of patient experience that partners in the city are expecting to produce might include some of the following examples:

- Patients who are recovering from stroke may recover more in their own homes because of additional coordinated multidisciplinary health and social care teams and services close to their homes instead of being in hospital.
- Patients who need to have an X-Ray may be able to have this done within the GP Practice itself, instead of needing to travel to a hospital, because of the availability of more facilities and specialists in large GP Practices.
- Multidisciplinary health and social care rapid response teams may be created to provide a single point of access for people with frailty and multiple long term conditions. This would reduce the need to make 999 calls.
- Patients with dementia, and their carers, may receive regular care in the community from professionals who have been specially trained for their condition. This would be instead of receiving general support in the community and being referred to hospital to visit specialists.
- Patients with multiple long term conditions such as diabetes may benefit from new technologies and better access to their health information across different organisations. This would help patients manage their condition better at home, and have more informed conversations with health and social care practitioners.
- Patients with multiple long term condition such as diabetes, angina and arthritis may have a care co-ordinator, which would allow their care to be coordinated more effectively,

3.4 *Considerations required for implications of new models of care in Leeds*

3.4.1 **Funding and Commissioning Arrangements**

New models of care will require changes in how care is paid for in order to facilitate and incentivise providers to integrate services around the needs of individuals and focus on overall health outcomes. This is different to the current arrangements

where providers are in large part paid for individual services as part of a fragmented, activity-focused system of care.

3.4.1.1 Multispecialty Community Providers will use *capitated budgets*. In this approach commissioners pay providers a regular lump sum per person across a population. This means that instead of paying providers for particular treatments or inputs, providers are paid for delivering specified outcomes for a defined target population. Leeds is one of seven national 'Year of Care' sites piloting a new way to fund care for people with long-term health conditions, operating along similar lines to capitated budgets. This project identifies per person costing across patient cohorts with the aim of improving efficiency through pooled funding and clearer understanding of where expenditure occurs across the patient pathway. Learning from this will be important for developing payment mechanisms for new models of care. The council will need to understand how social care expenditure might be included in integrated capitated budgets for use across health and social care.

3.4.1.2 Such a model might require a greater use for *pooled and delegated budgets* between CCGs, NHS providers and the local authority. These arrangements are already in place in Leeds through the Better Care Fund and agreements under section 75 of the National Health Service Act 2006. For example there is such an agreement in place between Leeds City Council and Leeds and York Partnership Foundation Trust for mental health services. The Health and Wellbeing Board has led the approval and initial implementation of the £56m pooled Better Care Fund budget and will need to consider the appetite for increased pooled funding above and beyond.

Should new models of care in Leeds develop the proposals to extend the use of pooled and delegated budgets between health and social care will require the commitment of Council resources. The Executive Board will need to consider and approve any commitment of Council resources to establish these arrangements and ensure best use of the Council's resources.

3.4.1.3 The NHS Five Year Forward View also includes an intention to increase the use of *Personal Health Budgets* and *personalised payment mechanisms* across health and social care. These will be incorporated as part of the development of New Models of Care. Leeds has been a national leader in the establishment of personal budgets in social care, learning disabilities and continuing healthcare. The Health and Wellbeing Board set out the city's ambition for personalised care and personal budgeting at its meeting on 23rd March. The Council will need to consider the role of social care (and potentially other) budgets in the integration and coordination of personalisation initiatives in the city.

3.4.1.4 In progressing new models of care, the Executive Board and the Health & Well Being Board will need to take account of the proposed devolution arrangements in Greater Manchester. All local authorities and Clinical Commissioning Groups in Greater Manchester have agreed to a Memorandum of Understanding for the delegation and future devolution of health & social care responsibilities and

resources – around £6bn in 2015/16. There will be huge national interest in how this significant initiative progresses and locally there is a wish to better understand the opportunities for greater freedoms and flexibilities in Leeds.

3.4.2 Workforce

The new models of care will lead to the development of new roles and skills within the health and care workforce. There will be a redistribution of roles and responsibilities across the health and care workforce, a focus on multidisciplinary teams, a need for more specialists in out-of-hospital settings and the implementation of seven-day services. These changes will require a redesigned workforce with a different composition of skills, attitudes and qualifications.

Health and social care organisations in Leeds already have an integrated workforce stream as part of the city-wide Transformation Programme. This work is looking at how health and social care roles might have to evolve in the future in response to New Models of Care.

3.4.3 Information Sharing and Informatics

Care which is personalised for the individual and coordinated across different organisations requires improved data and information sharing. More real time data is required and for consistent information to be accessible to all health and social care professionals across the care system.

Organisations in Leeds are rolling out the ground breaking Leeds Care Record. This enables front line staff to see an individual's care records from various health and care providers across Leeds. The project is recognised nationally as a leading initiative and makes Leeds one of the pioneering locations for interoperable digital health records, years ahead of the schedule set by NHS England. The Leeds Care Record is currently being rolled out across the city, and has already begun to create significant benefit for patients and professionals and will save money. Plans are also underway to test out a variety of innovations to deliver care closer to home and improve the lives of citizens and carers by using a variety of smart technologies.

3.4.4 Regulation

Commentators across health and social care have consistently stated that integrated care across multiple organisations requires a regulation regime which facilitates this, rather than a focus on the performance of individual organisations. It is likely that the CQC, as the regulator of the quality of health and social care services, together with Monitor as the financial regulator, will focus more on assessing people's experiences of moving around the care system and how well care is co-ordinated. The Council's social care services will need to be in a position to respond to different regulatory requirements and structures. There may also be opportunities for more local control and influence over the scrutiny and regulation of health and social care services.

3.4.5 Governance and Leadership

3.4.5.1 The NHS Five Year Forward View emphasises the role of local leadership and proposes that much of the innovation and change in health and social care over the coming years will need to be developed within local health and care economies according to local need. Leadership is required across care systems in addition to within organisations and across all political parties.

The Leeds Health and Wellbeing Board has set a vision for health and social care across all partners in the city and has established shared outcomes across organisations. There is a city-wide Transformation Programme which aims to coordinate the various partnership and transformation activity which is in operation across the city. The Council has a Scrutiny Board for Health and Wellbeing and Adult Social Care and another Children and Families Scrutiny Board to review and scrutinise performance across the system.

3.4.5.2 The Executive Board will want to be assured that all of these bodies are performing effectively, responding to developments, providing leadership and making a meaningful and positive impact on health and social care provision across the city. The Executive Board will need to be involved should new models of care be developed in Leeds which require the commitment of Council resources. Engagement and oversight from Executive Board, in connection with the Health and Wellbeing Board should be required as the strategy for the city develops around New Models of Care.

3.4.5.3 Communication and engagement has been a key area of work for the Leeds Health & Wellbeing Board. The Board was able to report positive progress against its existing Communications and Engagement Framework at its most recent meeting. This followed a request from Full Council for such a review on 12th November 2014. The Board now intends to use the renewal of the Joint Health & Well Being Strategy and areas such as New Models of Care to further develop communications and engagement on activity for the benefit of all council members and partners.

3.4.5.4 The NHS Five Year Forward View states that local authorities should be granted enhanced powers to allow local democratic decisions on public health policy. It does not make any commitment about changes to the governance role of Health and Wellbeing Boards in overseeing new models of care and pooled budgeting arrangements beyond those already established. Policy commitments regarding the role of Health and Wellbeing Boards are not expected until after the General Election.

3.4.6 Local freedoms and innovations

There will be an opportunity to seek local freedoms, flexibilities and innovations in the development of new care models. Leeds will be looking closely at the Greater Manchester devolution arrangements at ways to enhance local control and improve

integration of services. For similar local freedoms and innovations, the Council will need to play a leading role in partnering locally and negotiating with central government. The Council will need to consider how and in what form any of these freedoms can be achieved in health and social care and on which geographical footprint.

3.4.7 Legal and Procurement

The Health and Social Care Act 2012 further embedded competition rules into the procurement of health and social care services. In New Models of Care, there are possible areas in which competitive tendering may create a barrier to integrating services across a specified number of organisations. The Council will need financial and legal expertise in interpreting guidance from national bodies and negotiating new mechanisms of organisation and paying for care. There will also need to be understanding of any potential implications for New Models of Care from the Public Contracts Regulations as part of the EU Procurement Directives which have taken effect from 26 February 2015.

3.4.8 Investment and Finances

In Leeds and across the country, Health and Social Care organisations are currently under significant financial pressure. This is largely due to demographic pressures and funding reductions to services. Organisations in Leeds, under the leadership of the Health and Wellbeing Board, have developed the concept of the 'Leeds £'. This intends to put a focus on how all organisations' budgets can be utilised to make best use of collective resources to improve outcomes for of people of Leeds. This approach will be used to shape the design of new models of care.

The financial challenge facing the Leeds health and social care economy was assessed, in 2014, as being in excess of £600m over the next 5 years. With such a large financial challenge facing the city, there are a number of cost-saving and transformation initiatives in place in the city. Designing New Models of Care will encompass some, but not all of these initiatives.

Whilst the proposals in Leeds are building on existing neighbourhood teams, New Models of Care still presents a potentially significant change in how the provision of care is organised. This will require some financial investment in transformation funding and potential double running of services while they are reconfigured. These financial considerations will need to include understanding and commitment of resources across the health and social care system in Leeds, including the Council.

4. Conclusions

- 4.1 The considerations, consequences and opportunities presented by the development of new models of care are extensive and wide ranging. This will be the most significant provider side reform of health and social care over the forthcoming years.

4.2 The proposals within new models of care are interlinked with the strategic plans of Leeds City Council and the council needs to ensure active participation and leadership. This will need to be done together with the Health and Wellbeing Board and NHS colleagues, to ensure the development of local care models for the benefit of local people.

4.3 Health and Social Care organisations in Leeds and across the country are currently under significant financial pressure. Organisations nationally and locally need to work together to best meet the needs of people in Leeds and make best use of collective resources. Partners need to be aware of the role of new care models in addressing these financial pressures.

5 Corporate Considerations

5.1 Consultation and Engagement

This report is based on national policy developments and as such has no items for consultation and engagement, although there are items referenced which have been, and will be, subject to local consultation and engagement.

5.2 Equality and Diversity / Cohesion and Integration

At present there are no direct implications arising from this report: though further regard to equality, diversity, cohesion and integration issues would be necessary once plans are further developed

5.3 Council policies and City Priorities

This report relates to the vision of the Joint Health and Wellbeing Strategy that 'Leeds will be a healthy and caring city for all ages, where people who are the poorest will improve their health the fastest', and the subsequent priorities and programme which exists underneath this.

5.4 Resources and value for money

There are no direct resource implications as a result of this report, although the contents of it are of relevance to all work across the health and wellbeing agenda. There will be financial implications as developments continue and this report provides early awareness.

5.5 Legal Implications, Access to Information and Call In

There are no direct legal implications as a result of this report. However, there may be legal implications as developments continue and this report provides early awareness of this possibility.

5.6 Risk Management

There are no direct risk management implications as a result of this report, although there will need to be consideration of risks and mitigations as developments continue.

6 Recommendations

- Note the contents of this report and be aware of national and local developments with regard to the NHS 5 Year Forward View and new models of care.
- Be assured that the Health and Wellbeing Board is taking a leadership role in the discussions and planning across the city in this area.
- Agree that any significant decisions about establishing new models of care which involve the allocation of Council resources would require the full consideration and approval of Executive Board.
- Consider how the NHS 5 Year forward view might impact on the council's commissioning and service provider functions, with a view to shaping future council strategy.

7 Background Documents³

None

³ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1 - Glossary

NHS England (NHSE) - NHS England is an executive non-departmental public body of the Department of Health. NHS England oversees the budget, planning, delivery and day-to-day operation of the commissioning side of the NHS in England as set out in the Health and Social Care Act 2012. It holds the contracts for GPs and NHS dentists.

Capitated Budgets/ Population Based Commissioning – A financial model in which commissioners pay providers a regular lump sum per person across a population. This means that instead of paying providers for particular treatments or inputs, providers are paid for delivering specified outcomes for a defined target population.

Multispecialty Community Providers – one of the four new care models outlined in the NHS five year forward view. In it GP group practices would expand, bringing in nurses and community health services, hospital specialists and others to provide integrated out-of-hospital care. These practices would shift the majority of outpatient consultations and ambulatory care to out-of-hospital settings.

New Models of Care Programme – An initiative of NHS England to follow on from the NHS 5 Year Forward View, to coordinate and support the acceleration of the design and implementation of new models of care in the NHS.

NHS Five Year Forward View – A document published by NHS England in October 2014 which sets out the strategic direction and upcoming initiatives across the NHS over the next 5 years. It covers a number of areas, including prevention, the role of technology and the value of communities and the third sector. It has a significant focus on the implementation of New Models of Care.

GP Federation – an association of GP practices that come together (sometimes with community primary care teams) to share responsibility for a range of functions, which may include developing, providing, or commissioning services, training and education, back office functions, safety

Year of Care - Year of Care an NHS initiative that is dedicated to driving improvement in long term condition care using care planning to shape services which involve people in their own care, provide a more personalised approach and which supports self-management. This project identifies per person costing across patient cohorts.

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Report of the Deputy Chief Executive, the Director of Children's Services and the Director of City Development

Report to Executive Board

Date: 22nd April 2015

Subject: Basic Need Programme - Capital Programme Update



Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Executive Board in September 2014 considered and supported the adoption of a programme approach to the implementation of basic need projects which form part of the strategy for ensuring sufficient good quality learning places in Leeds. The basic need programme represents the Council's response to the demographic growth pressures on primary school provision. The rapidly increasing birth rate in Leeds has required the Council to approve over 1300 new reception places since 2009 in order to fulfil its statutory duty to ensure sufficiency of school places. The programme will continue as there are ongoing pressures on school places. This report provides an update on the programme and seeks authority to spend from Executive Board for the next tranche of schemes including an update on the programme contingency.
2. Since implementation of the programme approach in September 2014 the programme team led by officers from PPPU and assisted by colleagues in Children's Services and City Development have successfully delivered £34.6m of investment into 11 schemes. A further 17 schemes totalling an investment of £52m are on programme to deliver in 2015.
3. The Basic Need Programme is currently made up of 20 active schemes including the three schemes to be injected into the programme through this report, work continues to be undertaken in other areas of the city identifying possible solutions to satisfy the need for further places. Of the 20 active schemes, 14 have authority to spend from Executive Board (or under delegation for smaller schemes) with a total value of £45.4.

There are pressures on a number of primary planning areas for at least the next three years which will require a significant number of expansion or new school projects. Pressure on places will also generate a number of large scale projects to expand places for secondary and specialist provision.

4. Funding provided for basic need by government is limited and the Council has demonstrated value for money in delivering projects when compared nationally. As the construction industry continues to revive, sharp increases in tender prices have occurred. As a consequence, Executive Board is asked to note the use of the programme contingency fund to date and to approve the retention of the remainder of the contingency fund for continued management of programme risks. Executive Board is also asked to give authority to spend on the next phase of the programme, totalling £14.3m

Recommendations

5. Executive Board is requested to approve:
 - a. additional authority to spend on the basic need programme which comprises three schemes with a total value of £14.3m. This increases the overall approval of the schemes in the programme to £67.3m.
 - b. delegation of the approval of design and cost reports for the new tranche of schemes to the Director of Children's Services, subject to the agreement of the Director of City Development and the Deputy Chief Executive in consultation with the Executive Members and reports open to scrutiny by Members. This is consistent with the programme approach and governance arrangements approved by Executive Board in September 2014.
 - c. that the balance of the programme risk fund £8,975,570 is maintained, to facilitate effective risk management at programme level.
 - d. Executive Board is asked to note the current projected funding deficit which currently stands at £36.6m. Members should note that this is likely to increase due to rising construction costs.
 - e. Executive Board is asked to note that the Head of Service, Strategic Development and Investment continues to have client responsibility for the programme and the Chief Officer, Public Private Partnerships and Procurement Unit continues to be responsible for the delivery of the projects in the programme.

Purpose of this report

- 1.1 To update Executive Board on the progress of the basic need programme, set out and seek approval for further authority to spend on the programme, update on applications made and approved for access to the programme contingency fund, and indicate areas in which schemes are in development in relation to basic need.

2 Background information

- 2.1 The demand for additional school places has been increasing across the city as birth rates started to rise in 2000/2001. The Council has so far successfully increased reception capacity by 1,263 places. The Cross-Party Steering Group, chaired by the Executive Member for Children's Services and endorsed by Executive Board in July 2013, continues to assist the programme with Members from across the Council taking a proactive role. The group is supported by senior officers in considering strategic issues for the programme.
- 2.2 The Council retains a statutory responsibility to ensure that there are sufficient school places in the city, but in an environment of limited direct control. Foundation Schools, Academies (including Free Schools) and Voluntary Aided Schools all have increased powers to make changes to their capacities. This means that the Council must work in partnership with schools and with sponsors of schools to meet its legal responsibility on school places. The local authority's role is as a commissioner of places and it will seek to ensure good quality school places are provided to meet local demand.
- 2.3 Children's Services is responsible for ensuring that capacity and sufficiency planning leads to proposals for good quality local learning places for children. Children's Services leads the management and delivery of consultation and approvals for schools. Clear responsibility and accountability protocols have been established to support the client role and transparency. The Public Private Partnerships & Procurement Unit is responsible for the delivery of the basic need projects following organisational changes approved by Executive Board in September 2014.

3 Main issues

- 3.1 The Basic Need programme has been successful since 2009 in delivering over 1300 new places. Executive Board in September 2014 approved a programme approach to the implementation of the Basic Need Programme realigning roles and responsibilities to make best use of Council resources and mitigate programme risks. The programme is currently made up of 21 projects to provide places across the city. Appendix A Table 1 shows the 11 projects that successfully completed in 2014/15 and are no longer part of the live programme.
- 3.2 A range of schemes are in development and currently undergoing consultation, as indicated in Appendix A Table 2 & 3. Executive Board approval is sought for additional authority to spend on the Basic Need Programme of £14.3m for the schemes in the next tranche of delivery set out in Appendix 1 Table 4. All schemes in this next phase are valued at over £250,000 and will therefore be Key

Decisions at design and cost stage and subject to the rules on call in. The table below shows the next phase of the programme for which Executive Board approval is sought.

Projects in the next phase of the basic need programme

Scheme	FE expansion	Places	Value (£)
Castleton Primary School	1FE to 2FE	210	£5.0m
Gledhow Primary School	2FE to 3FE	210	£5.3m
Hollybush Primary School	2FE to 3FE	210	£4.0m
		610	£14.3m

- 3.3 In accordance with the approved recommendation in the Primary Basic Need Programme Approach Report considered at Executive Board in September 2014, £10million was allocated to the establishment of a basic need programme contingency fund, and update on which is provided here. The table below shows the schemes for which applications to the programme contingency fund have been made along with a short narrative providing background to the reason for the request since its establishment in September 2014.

Applications to the programme contingency fund

Scheme	Approved budget (£)	Contingency application value (£)
Calverley C or E Primary School	2,500,000	55,000
Pudsey Primrose Primary School	1,750,000	969,430
	Total	1,024,430
	Remaining balance	8,975,570

- 3.4 An application to the programme contingency fund for Calverley C of E Primary School was made at the Design and Cost Report approval stage in January 2015 following a requirement to meet enhanced planning obligations and to cover the cost of leased off-site land for use during construction for contractors access and compound.

- 3.5 An application to the programme contingency fund for Pudsey Primrose Hill Primary School was made in February 2015 to meet the costs of an increase to the project scope to replace the existing community facilities and rebuild rather than refurbish the kitchen along with an assessment of the likely increase in construction costs.
- 3.6 Post Stage B approval, the costs have increased by almost £1 million. This has resulted in the need to make an application for £969,430.00 from the Capital Risk Fund. The reasons for this increase in costs from Stage B to Stage D are:
- A new kitchen extension has been added into the scheme as the original proposal to convert the cellars is no longer economically possible following further structural investigation of the foundations.
 - The design of the nursery building at Stage B was below the area recommended within DfE Building Bulletin guidance for an establishment of this size, which would cause operational issues for the school. The allocation of additional floor area was agreed with Children's Services.
 - The requirements at Stage B did not include for a dedicated space for early intervention, which is required to address significant issues with students starting school with poor levels of speech. A decision to add this space was supported by Children's Services and Ward Members.
 - The Stage B estimate for the scheme was based upon a lower level of refurbishment works than that which is actually required following further detailed surveys and design work.
 - At the commencement of Stage C, a fire inspection was carried out which identified a potential risk that the existing open cloakrooms in the circulation corridors could impede evacuation of the building in the event of a fire. The open plan cloakrooms have therefore been relocated into especially designed fire resistant enclosures.
 - The re-provision of cloakrooms has resulted in the relocation of the library space utilising a two storey void area in the circulation space to provide additional floor space without the need for a further extension.
 - The relocation of the kitchen into the new extension has left the scheme with kitchen staff toilets and cloakroom that will not be required and are in the wrong location. These spaces will be converted into a much needed group room that could not be accommodated within the original scheme footprint.
 - A mechanical ventilation system is to be installed in the Head Teachers office to address existing ventilation and heating issues which were unknown at Stage B.
- 3.7 An evaluation of risks that could impact on programme delivery has taken place to establish whether it may be necessary to adjust the amount of funding retained in the Programme Risk Fund. The main risks to the programme include increases in project costs and resource constraints across the delivery partnership, however it

is felt that the balance of the programme contingency funds of £8.976m should be sufficient to manage the identified programme risks going forward.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The programme includes a comprehensive approach to consultation with programme and project stakeholder engagement plans in place. Consultation is managed in accordance with relevant legislation and good practice.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 Each basic need project is assessed on an individual basis, with EDCI screening accompanying the Design and Cost Report. Each project is designed to comply with British building regulations including adherence to the building regulations associated with the Disability Discrimination Act. A completed EDCI form for this report is attached as Appendix B.

4.3 Council Policies and City Priorities

4.3.1 The recommendations are being brought forward to meet the Council's statutory duty to ensure there are sufficient school places for all children living in Leeds. Providing places local to where children live improves accessibility, reduces the journey to school and reduces the risk of non-attendance.

4.3.2 An objective in the Best Council Plan 2013-2017 is to build a child friendly city with a focus on: our three Children's Trust partnership obsessions (looked after children, NEET and attendance); ensuring the best start in life; raising educational standards; and ensuring sufficiency of school places. The programme seeks to deliver a supply of good quality accessible local school places which can contribute to these objectives.

4.3.3 When consulting on the schemes to progress as part of this programme, the consultation process is in line with the Best Council value 'working with communities' in ensuring that 100% of major decisions are supported by community engagement, consultation and due regard for equality.

4.4 Resources and value for money

4.4.1 Funding for new school places is provided by central government in the form of an annual basic need capital grant allocation and this has previously been supplemented with bid rounds for targeted funding. The funding provided to local authorities is rationed by central government based on the projections of places required nationally and locally. Some funding adjustments are made to the allocations to fund the national Academy and Free School programmes.

4.4.2 Allocations for Leeds are shown in the following table.

	2014-15	2015-16	2016-17	2017-18	Total 2014-18
Annual basic allocation	18,480,325	19,430,969	20,402,517	33,141,952	91,455,763

4.4.3 The latest announcement by the Department for Education was made on the 12th February 2015 and provided allocations for 2017-18, for which Leeds received £33,141,952. The Education Funding Agency has advised that this amounted to £12,320 per primary place and £15,400 per secondary place, an increase of 8.7% over the 2016-17 allocation. The latest Department for Education scorecard showed that Leeds is one of the best performing local authorities for the value for money on basic need schemes delivered.

4.4.4 The Council continues to monitor the overall deficit in funding which will arise from the need for new school places. This takes into account the latest demographic projections for primary and secondary places, the existing capacity in schools and projected funding assumptions up to 2018-19. The current Council estimate of the funding gap is **£36.6million**. Elected Members should note that this does not include the cost for additional nursery and sixth form places where required, and there are increasing pressures on the accommodation providing specialist provision. The need for additional places in these areas is likely to significantly increase this funding gap.

4.4.5 The discrepancy between funding provided by government and the cost of new places is most noticeable where new schools or large expansions have to be delivered. This appears to be because the DfE assumes that abnormal costs and site costs will be met by local authorities and these costs are not generally assumed to be covered by these funding allocations. These pressures include the cost of land acquisition for expansion purposes or additional sites to locate new schools, and the possible loss of capital receipts to the Council. Latest discussions for increasing school places, particularly within the secondary sector, have more examples of these pressures included within them.

4.4.6 There has been a general increase in construction costs, heightened by the increase in demand for construction related services as a result of the improving economy. Construction firms with strong order books are being selective about the schemes for which they bid and are including risk premiums in the prices they quote. It is expected therefore that tender prices will continue to rise for the foreseeable future potentially resulting in further applications to the programme contingency fund.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no direct legal implications arising from the recommendations in this report.
- 4.5.2 The processes for school expansions which have been followed are in accordance with the Education and Inspections Act 2006 and the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013.
- 4.5.3 The proposals in this report are subject to call in.
- 4.5.4 Delegated decisions made by officers are subject to the usual constitutional rules on decisions. Decisions are subject to call in at their design and cost stage and where funding from the basic need risk capital fund is proposed in excess of £250,000 they will be key decisions subject to call in.

4.6 Risk Management

- 4.6.1 There are a range of risks on projects which are managed by the programme approach to the governance and funding of the schemes. Projects to deliver new places routinely carry a range of risks from their inception and the Council continues to review its approach to ensure risks are effectively managed.
- 4.6.2 Risks arise because project delivery timescales are limited, school sites are constrained, land in the right locations is limited, funding is limited, disruption to the school must be minimised and new school places must be available from the respective Autumn term (September) to meet the statutory duty. A cross-Council approach to dealing with site issues is in place to deliver solutions when risks materialise.

5 Conclusions

- 5.1 Children's Services has responsibility for delivering new school places where needed. The basic need programme delivers on key strategic outcomes for the city and must continue its success against the background of Council budget saving targets, the pace and scale of the basic need programme and the complex risks on projects including a rising economy.
- 5.2 Greater cross-Council support has been provided to ensure the effectiveness and efficiency of the basic need programme. Governance of the programme has been enhanced and progress reports will be brought back to the Executive Board at least every six months.

6 Recommendations

Executive Board is requested to approve:

- a) additional authority to spend on the basic need programme a total of £14.3m for the next phase of the programme which increases the overall approval of the schemes in the programme to £67.3m.
- b) delegation of the approval of design and cost reports for the new tranche of schemes to the Director of Children's Services, subject to the agreement of the Director of City Development and the Deputy Chief Executive in consultation with the Executive Members and reports open to scrutiny by Members. This is consistent with the programme approach and governance arrangements approved by Executive Board in September 2014.
- c) that the balance of the programme risk fund £8,975,570 be maintained, to facilitate effective risk management at programme level.
- d) Executive Board is asked to note the current projected funding deficit which currently stands at £36.6m. Members should note that this is likely to increase due to rising construction costs.
- e) Executive Board is asked to note that the Head of Service, Strategic Development and Investment continues to have client responsibility for the programme and the Chief Officer, Public Private Partnerships and Procurement Unit continues to be responsible for the delivery of the projects in the programme.

7 Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Appendix A – Scheme in the Basic Need Programme

Table 1: Schemes completed and in defects				
Scheme	Places to be Created	Year Places 1 st Available	Current ATS	Scheme Status
Allerton Bywater PS, Phase 2	180	2014	£2,014,200	Complete in defects
Allerton C of E PS	30	2014	£414,600	Complete in defects
Beeston PS 2013 P2	30	2013	£1,115,300	Complete in defects
Bramley St Peter's C of E PS 2013, Phase 2	15	2015	£81,600	Complete in defects
Farsley Farfield PS 2014, Phase 3	110	2014	£186,800	Complete in defects
Morley Newlands PS 2013	210	2013	£7,011,300	Complete in defects
Nightingale Primary Academy	420	2014	£8,056,300	Complete in defects
Rufford Park Primary School, Phase 2 (PS / NW)	15	2014	£1,198,400	Complete in defects
Sharp Lane PS 2014 (DP / NW)	210	2014	£1,820,400	Complete in defects
Adel Beck			£12,550,000	Complete in defects
Tranmere Park Primary School (TW / NW)	30	2014	£119,900	Complete in defects
	1250		£34,568,800	

Table 2: Schemes with ATS and in construction				
Scheme	Places to be Created	Year Places 1 st Available	Current ATS	Scheme Status
Asquith PS, Phase 3, New Build	210	2014	£2,895,100	On site to complete May 15
East Ardsley PS 2014, Phases 2 & 3	15	2014	£1,024,700	On site to complete June 15
Robin Hood PS 2014	15	2014	£1,201,500	On site to complete May 15
Little London Community PS, Phase 3	430	2015	£6,633,300	On site to complete August 15
NE SILC (West Oaks)	150	2015	£10,311,000	On site to complete August 15
South Leeds (Lane End PS) (PS / NW)	420	2015	£7,205,100	On site to complete September 15
South SILC (Broomfield) (PS / NW)	50	2015	£4,071,100	On site to complete May 15
Pudsey St Joseph's PS 2015	105	2015	£1,500,000	On site to complete August 2015
St Oswald's JS 2015, P2 (Conversion to Primary School)	60	2015	£1,900,000	On site to complete August 2015
	3580		£36,741,800	

Table 3: Schemes in development							
Scheme	Places to be Created	Year Places 1 st Available	Scheme Estimate	Scheme Status	Approved DCR	Variance	Comments
Guiselley IS 2015, (Conversion to Primary School)	150	2015	£2,850,500	Feasibility			
Calverley C of E PS 2015	105	2015	£2,500,000	Tender Evaluation	£2,554,000	£54,000	Application made to programme contingency 26/1/15
Farsley Springbank JS 2015, Phase 2 (Conversion to Primary School)	180	2015	£2,850,000	Detailed design Stage D			
Farsley Westroyd Infant School (Conversion to Primary School)	30	2015	£960,000	Detailed design Stage D			
Horsforth Broadgate PS 2015	120	2015	£3,250,000	Tender Evaluation	2786400	-£463,600	
Moor Allerton Hall PS (DAHIT Provision), Phase 2	14	2015	£389,000	Out to tender	278731	-£110,269	
Barwick in Elmet PS (sufficiency scheme)			£300,000	Out to tender	297393	-£2,607	
Pudsey Primrose Hill PS 2015, Phase 1 & 2	105	2015	£1,750,000	Tender Award	2719430	£969,430	Application made to programme contingency 16/2/15
	704		£14,849,500		£8,635,954	£446,954	
	5534						

Table 4: April 2015 Tranche 1 - Schemes in development to complete in 2016				
Scheme	Places to be Created	Year Places 1 st Available	Scheme Estimate	
Castleton Primary School	210	2016	£5,000,000	
Gledhow Primary School	210	2016	£5,300,000	
Hollybush Primary School	210	2016	£4,000,000	
			£14,300,000	

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Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Strategy and Resources	Service area: PPPU & Procurement
Lead person: Amy Smith	Contact number: 07891 275 909

1. Title: Executive Board Report – Basic Need Programme		
Is this a:		
<input type="checkbox"/> Strategy / Policy	<input type="checkbox"/> Service / Function	<input checked="" type="checkbox"/> Other

2. Please provide a brief description of what you are screening
<ul style="list-style-type: none"> • Main aim The rapidly increasing birth rate in Leeds has resulted in the need to provide additional pupil places on a city wide basis. Executive Board in September 2014 considered and supported the principles behind the developing strategy for ensuring sufficient good quality learning places in Leeds. This report updates Executive Board on the implementation of these principles as part of the Basic Need Programme, which is the Council’s plan for delivering the new school places. The report seeks authority to spend for the next phase of the programme. Details of the schemes in the basic need programme are included in the report. • Purpose A screening exercise has been carried out to determine whether future building projects associated with this report have the potential to impact on equality, diversion, cohesion and integration.

3. Relevance to equality, diversity, cohesion and integration

All the Council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	Yes	
Have there been or likely to be any public concerns about the policy or proposal?		No
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		No
Could the proposal affect our workforce or employment practices?		No
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 	Yes	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity; cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How equality, diversity, cohesion and integration will be considered during each Basic Need project**

Consultation and Involvement

Consultation will take place with the following key stakeholders throughout each Basic Need project.

- **Public consultation sessions**
These will be held from the outset of the expansion proposal and also prior to the submission of the planning proposal when detailed plans will be presented. Local residents and parents will be targeted as part of this process.
- **Consultation with Planning & Highways Officers**
Periodic discussions will take place with colleagues at key junctures within the project development and all comments will be incorporated into the final proposals submitted for planning.
- **Staff Briefing Sessions**
The core school management team will be involved in the development of the proposals and key considerations regarding accessibility will be included within the design.
- **Councillor Briefing Sessions**
Local ward members will be kept abreast of the design proposals and their subsequent development as the scheme progresses.
- **School Governing Body**
The school governing body will be regularly updated on progress and allowed to feedback with comments on an ad hoc, upon request basis.

- **Key findings**

Each Basic Need project will be designed to comply with British building regulations, a requirement of which is the adherence to the Disability Discrimination Act (DDA) and the associated building regulations linked to this legislation. As such all aspects of the building and associated development will be designed with accessibility and inclusion in mind as a core facet.

- **Actions**

Each scheme will be assessed on an individual basis to ensure compliance with

current DDA regulations. Existing access issues and other DDA related issues will be addressed where possible within the overall scope of works.

5. If you are **not already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment.****

Date to scope and plan your impact assessment:

Date to complete your impact assessment:

Lead person for your impact assessment:
(Include name and job title)

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed

Date sent to Equality Team

Date published

(To be completed by the Equality Team)

Report of: Director of Children's Services and Director of City Development

Report to: Executive Board

Date: 22 April 2015

Subject: Basic Need update, secondary provision in the inner east and inner north east



Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Chapel Allerton, Moortown, Roundhay, Killingbeck and Seacroft, Burmantofts and Richmond Hill, Gipton and Harehills	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: 10.4 (3) Appendix 1	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Summary of main issues

1. The Basic Need programme is well established and has been delivering the supply of primary school places since 2009. The rising demographic is now impacting on secondary school places in this area, and there is a need to take action to secure sufficient school places.
2. There is a high degree of pupil movement across the inner east and inner north east of the city, with several schools accessible to those residents. The scale of need is projected to be an additional 375 year 7 places by 2018, with numbers continuing to rise until 2021.
3. In line with current practice a stakeholder event was held on 27 February 2015 to consider the issues and start to identify possible solutions, and they are now being shared on online forums prior to formal consultation and any recommendation to Executive Board for statutory processes.
4. Some of those solutions need immediate consultation in order to deliver within the required timescales. They include the potential for new secondary provision on land at Seacroft Hospital which would require the Council to commit to assemble the site by June 2015, and starting consultation on expansion at Roundhay. This paper provides a background briefing for Executive Board and seeks permission to formally consult on the option of a new school at the Seacroft hospital site to inform

a further report to Executive Board in June on the most appropriate way in which the Council, in liaison with the HCA and EFA can secure part of the site for education purposes.

Recommendations

Executive Board is asked to:

1. Approve consultation on the option of new secondary school provision on land at Seacroft hospital and request a report by June on the proposal for assembly of the site.
2. Note that consultation is underway on the expansion of Roundhay through school secondary phase.
3. Note that the officer responsible for implementation is the Head of Service, Strategic Development & Investment by June 2015.

1 Purpose of this report

- 1.1 This report seeks permission to consult on the option to establish new 6FE secondary provision on the Seacroft hospital site, so that it may inform a decision by Executive Board in June 2015 on potential assembly of the site for education purposes. It presents that need in the wider demographic context facing the inner east / inner north east.

2 Background information

3 Main issues

- 3.1 The current primary school population and birth cohort data are used to generate long term secondary school place projections. These show a rising demand until 2021/22, reflecting the steep rise in birth rates for those cohorts. This leads to a shortage of 200 year 7 places by 2016 and 375 by 2018.
- 3.2 These projections do not take account of additional housing planned in the area and which is not yet under construction. This will lead to further demand for places. They also do not make any attempt to estimate the impact of the opening of The Ruth Gorse Academy on its permanent city centre site on Black Bull Street in 2016. It is almost impossible to predict where it will then draw its pupils from, although reasonable to expect some would be from this area. It also does not take account of the Temple Learning Academy, which has recently been approved to open in the Halton Moor area (outside of this immediate area) and due to open its secondary phase in 2016. This school is more likely to draw from the Temple Newsam ward area.
- 3.3 There are 8 schools in the area: David Young Community Academy (DYCA), Leeds East Academy, Mount St Marys Catholic HS, the Co-operative Academy, Allerton Grange, Cardinal Heenan Catholic HS, Carr Manor Community School (4-18) and Roundhay School 4-18.
- 3.4 An event was held on 27 February 2015 to discuss the issues and identify possible solutions. Two issues were shared with the meeting.
- 3.5 Roundhay through school was established in 2012, and its first primary cohort will move into the secondary phase in 2019. Without some additional buildings, if it is to maintain the current size of its secondary phase it will then have to reduce its admission number from 250 to 190. This is because the primary pupils are already on roll, and the admission number refers only to the additional pupils admitted from other schools who are not already on roll. At the time of this decision a large body of opinion felt that the school would need to expand its secondary phase at that time to be able to continue to offer similar access to pupils attending the existing primary schools to the secondary phase.
- 3.6 The school has identified a sufficiency of accommodation issue to deal with current pupils which will impact in 2017 and will need to be addressed the local authority. The school has approached the authority to consider this sufficiency issue, and early work has identified a scheme which could allow for expansion to

a year group size of 300 in the secondary phase which could address all these needs at an estimated cost of £10m. The school is currently the most oversubscribed secondary school in the city and is highly successful, with an outstanding Ofsted rating in both phases of provision.

- 3.7 The second issue was the possibility of assembling land at the Seacroft hospital development site for new provision. This site is owned by the Homes and Communities Agency (HCA), which has recently selected a development partner to bring forward a major residential development. In discussion with the Council the HCA and developer have identified part of this site (see Appendix 2) that could be dedicated to a secondary school, subject to the HCA agreeing to the basis of how it is made available. The Council would need to have established how it will assemble the identified land there in June 2015, to align with the planning and development programme for the residential scheme on the wider site.
- 3.8 The only council owned sites of sufficient size in or near to this area which have been identified and have the potential for school use are the cleared site of the former East Leeds Family Learning Centre (ELFLC) in Seacroft, and the Dolly Lane site, which was the former Primrose High School before it was rebuilt in the accommodation now occupied by the Co-Operative Academy. Neither lends themselves well to provision to meet this demand.
- 3.9 The ELFLC is immediately adjacent to the DYCA, a site which has some potential for expansion of current provision. As part of local regeneration plans, consulted upon with Members and residents, there is an aspiration to build a link road through part of the site which would further compromise the area available for school use, and some housing may need to be considered to fund this, further reducing the site area. The Seacroft area is facing pressure on primary provision too, and on balance this site seems therefore better used for primary and/or SEN provision than for Secondary provision.
- 3.10 The Dolly Lane site is not located with an obvious immediate catchment area, although may in the longer term offer potential to serve the demand for school places arising from new housing planned for the city centre. In the short term it may offer an opportunity to rehouse some children's centre provision which could enable some primary expansions to take place to meet immediate demand.
- 3.11 There are no other privately owned sites of suitable size, location or availability, which the council can currently identify that would be suitable for school use. The land at Seacroft hospital therefore seems to present the only viable option for a new school in the required timeframe, and is well situated in regard to the exiting demography to meet that demand.
- 3.12 Should the Seacroft hospital site be opened as a new school then current legislation dictates there is a presumption in favour of establishing an Academy, and prior to starting the process of seeking Academy provider the authority is required to consult on the specification for the school to establish the need for the provision. This would include the site location, number and type of pupils, age range and similar details. The site could accommodate a 6FE provision.

3.13 Consultation on the option of new provision on the site now is required to inform the way forward on land assembly, which would need to take place in a timely way to enable the Council to agree the necessary arrangements with the HCA by June and to allow a move to invite Academy proposers once that decision is made, which in turn would allow for delivery by 2018.

3.14 These measures combined would create 230 additional places, which is still insufficient to meet overall demand. Both measures were broadly supported by the stakeholder engagement event. It is highly likely that a range of other measures will be needed. Other options identified at the event included expansion of other existing secondary schools, creation of capacity by removal of sixth forms, and use of a shift system to enable more children to use the same space, and are currently available on the council's wordpress forum for public debate.

3.15 Conclusion

3.16 Current legislation does not prescribe the consultation required for either expansion of existing schools, or on the specification for new schools. Accordingly current practice adopted and endorsed by Executive Board, no longer requests permission for consultation on these matters. In this instance however, it is recognised that there are significant land assembly issues, and it is therefore appropriate in this instance to highlight the issues for Executive Board to consider. The matter being consulted on is simply the principle of a new co-educational provision on this site, for 180 pupils per year group of age range 11-16, to include some level of SEN provision.

3.17 Timescales preclude conclusion of the negotiations with the HCA ahead of this permission to consult on the principle of a new school provision, however this will be conclude during the consultation period and will be fully addressed in the report to June Executive Board. The negotiations have the potential to form a test case which may apply to other sites in future. This detail will inform the decision on site assembly, and whether to proceed to invite proposals from Academy providers, or indeed to create school capacity by another route on the site.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The consultation will be managed in accordance with all relevant legislation and local practice. All parents, carers, and staff will be consulted, along with ward members, and members of the local communities and public at large. Information will be available on Leeds City Council website.

4.1.2 Ward Members have been consulted on and are supportive of the proposition for new secondary provision at Seacroft hospital.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 A screening form has been completed and there is no requirement for a full assessment.

4.3 Council policies and City Priorities

- 4.3.1 These proposals are being brought forward to meet the Council's statutory duty to ensure there are sufficient school places for secondary aged children.
- 4.3.2 The proposal contributes to the city's aspiration to the Best Council and the Best City in which to grow up; a Child Friendly City, through the creation of good quality locally accessible places. That, in turn, will increase attendance, attainment and progression to education, employment and training among some of the city's most vulnerable children, as desired by the Children and Young People's Plan.

4.4 Resources and value for money

- 4.4.3 The current EFA rates for building a new school suggest a cost of £14.86 m for a 6FE school. Information on the indicative site value and nature of the commercial deal that may be required in assembling the land is contained in Exempt Appendix 1.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 Under the Education Act 2011 section 6 any new school will first be presumed to be an Academy. Guidance states that consultation on the specification for a new school must be a first step, before inviting proposals under the regulations. The consultation proposed here will seek to satisfy those requirements so that it can both inform an Executive Board decision on the land assembly and also meet the requirements of this guidance, so that if approval is given the authority can commence the invitation of proposals.
- 4.5.2 The information contained in Appendix 1 attached to this report relates to the financial or business affairs of a particular person, and of the Council. This information is not publicly available from the statutory registers of information kept in respect of certain companies and charities. It is considered that since this information was obtained through one to one negotiations for the disposal of the property/land then it is not in the public interest to disclose this information at this point in time. Also it is considered that the release of such information would or would be likely to prejudice the Council's commercial interests in relation to other similar transactions in that prospective purchasers of other similar properties would have access to information about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of this transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under Rule 10.4(3) of the Access to Information Procedure Rules.
- 4.5.3 This report is subject to call in.

4.6 Risk Management

- 4.6.1 At this stage the recommendation is for consultation to inform a decision on land assembly. Should the project proceed risk would be managed through application of 'best practice' project management tools and techniques via the City Council's Project Management Methodology. Experienced Project Management resource would be allocated from within both Children's Services and the Public Private Partnerships Unit.

5 Conclusions

- 5.1 There is a need for 375 more year 7 places in the inner east and inner north east by 2018. This scale of need cannot be met by expansion of existing schools alone, and new provision is an essential component of meeting this demand. There are no other sites currently in council ownership well placed to meet this demand in that timescale. The assembly of the land at Seacroft hospital is therefore essential as this is considered to be the only site of suitable size, location and availability at this time which would meet those needs. The opportunity is extremely time-constrained and would require a report back to Executive Board on the proposed land assembly by June, to enable the Council to secure the availability of the site.

6 Recommendations

Executive Board is asked to:

1. Approve consultation on the option of new secondary provision on land at Seacroft hospital and request a report by June on the proposal for assembly of the site.
2. Note that consultation is underway on the expansion of Roundhay through school secondary phase.
3. Note that the officer responsible for implementation is the Head of Service, Strategic Development & Investment by June 2015.

7 Background documents¹

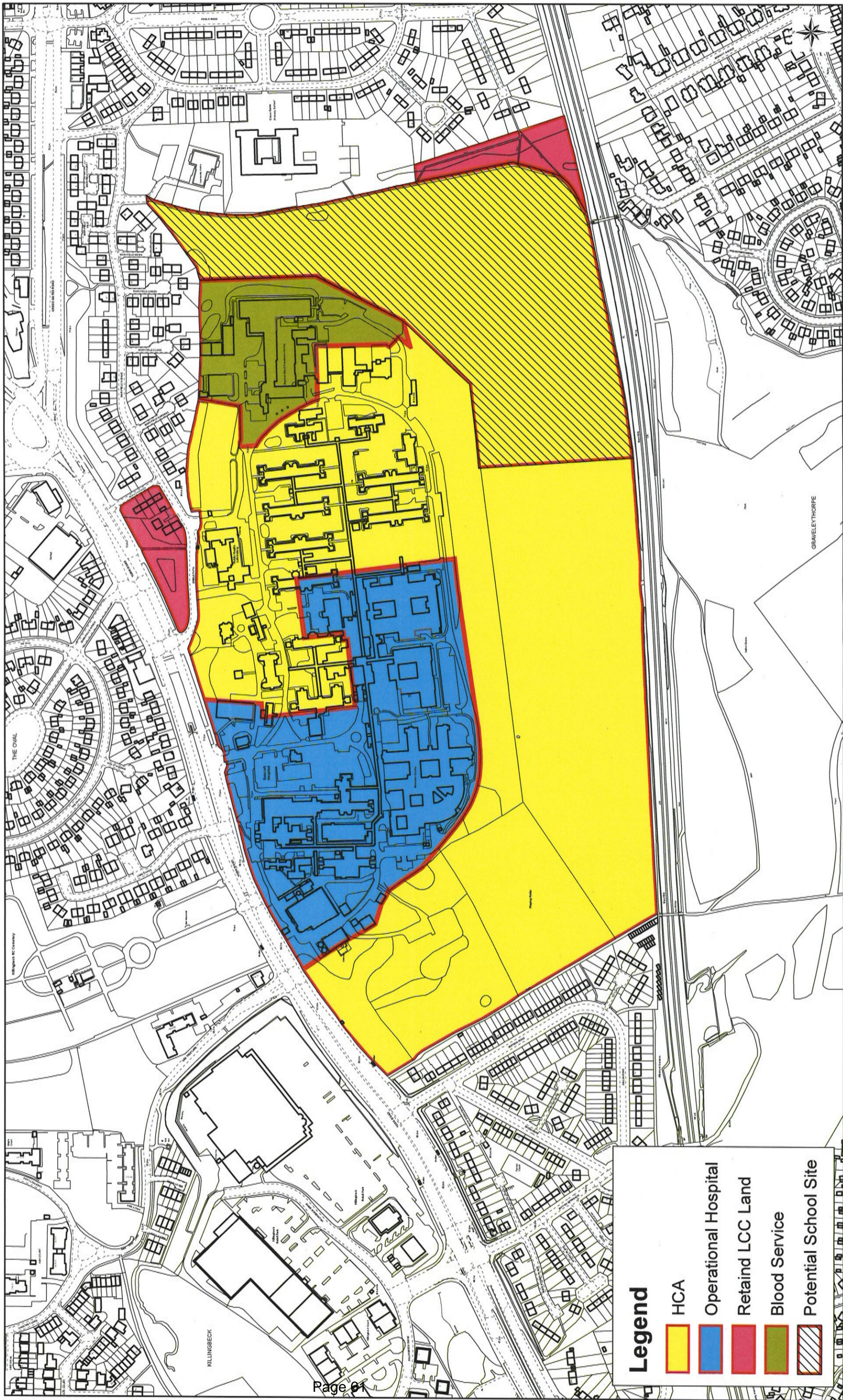
- 7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Legend

	HCA
	Operational Hospital
	Retaind LCC Land
	Blood Service
	Potential School Site



LAND AT SEACROFT HOSPITAL

PREP BY: T. STENGER
 DATE SAVED: 24/03/2015
 OS No: SE3534SW
 SCALE: 1:3,500
 PLAN No: 18114

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Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Children’s Services	Service area: Capacity Planning and Sufficiency
Lead person: Lesley Savage	Contact number: 2475577

1. Title: Basic Need Secondary provision in Inner East and Inner North east

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

Proposal to expand the school from a capacity of 420 pupils to 630 pupils with an increase in the admission number from 60 to 90 with effect from September 2016

2. Please provide a brief description of what you are screening

Information sharing on consultation for additional secondary places in the Inner East and Inner North East

3. Relevance to equality, diversity, cohesion and integration

All the council’s strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		x
Have there been or likely to be any public concerns about the policy or proposal?		x
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		x
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 		x

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?**
(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

- **Key findings**
(**think about** any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

- **Actions**
(**think about** how you will promote positive impact and remove/ reduce negative impact)

5. If you are **not already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment.****

Date to scope and plan your impact assessment:	
--	--

Date to complete your impact assessment	
---	--

Lead person for your impact assessment (Include name and job title)	
--	--

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Viv Buckland	Head of Service, Strategic Development and Investment	30 March 2105

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	23 March 2015
If relates to a Key Decision send to Corporate Governance	23 March 2015
Any other decision please send to Equality Team (equalityteam@leeds.gov.uk)	

Report of: Director of Children’s Services

Report to: Executive Board

Date: 22nd April 2015

Subject: Outcome of the 2015 Ofsted inspection services for children in need of help and protection, children looked after and care leavers; and the effectiveness of partnership working, including the Leeds Safeguarding Children Board



Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

- Over a number of years, Leeds has made children’s services one of the city’s very highest priorities. Significant investment, transformational change in children’s social work and the child friendly Leeds initiative have placed children and young people at the heart of the city’s growth strategy. An update report to Executive Board in February 2015 confirmed that Leeds was the subject of unannounced Ofsted inspection of services for children in need of help and protection, children looked after and care leavers; and the effectiveness of partnership working, including the Leeds Safeguarding Children Board. This commenced on 20th January 2015 and concluded on 11th February 2015. Following the publication of the inspection report on 27th March 2015, this report provides the outcome of that inspection and outlines next steps.
- This was a key test for the service, the council and the city, given the centrality of families to our best city ambitions, our investment to improve the service and the wider regional and national context around children and young people’s safeguarding issues at the moment.
- Ofsted has rated children’s services in Leeds ‘good’ overall. There are five key areas that contribute to this overall judgement and on four of these: children who need help and protection; children looked after and achieving permanence; adoption

performance; and experience and progress of care leavers, Leeds is rated as 'good'. In the fifth area, 'leadership, management and governance' Leeds is rated as 'outstanding'. Alongside this, the Leeds safeguarding children board (LSCB) was also found to be 'good'.

4. Ofsted did not identify any priority or immediate actions. A number of areas for improvement have been identified by Ofsted and these are in line with Leeds own awareness and our aspirations to take the service forward.
5. This inspection outcome is a considerable achievement for the council, our partners and the city, particularly given the improvement journey that the service has been on and the quality standards required by Ofsted in the current inspection framework. The Leeds report reflects extremely positively on the city when seen alongside the outcome of other authorities inspected under the framework so far.
6. As is the case for each local authority after an inspection, Leeds is required to respond to the identified areas of improvement within 70 working days of the report publication date with copies of the Children's Services post inspection action plan provided to the Secretary of State and Her Majesty's Chief Inspector. (The Education and Inspections Act 2006 (Inspection of Local Authorities) Regulations 2007). The deadline for the response is 3rd July 2015.
7. A post inspection action plan is being developed and will be provided, alongside the new Children and Young People's Plan, to Executive Board at its June meeting prior to submission to the Secretary of State and Her Majesty's Chief Inspector in advance of the July deadline.
8. Leeds' achievement has been recognised by both Edward Timpson MP, Parliamentary Under Secretary of State for Children and Families and by The Rt. Hon Lord Laming CBE DL, who have proactively written to send their congratulations and to recognise the progress made. The letters are available as appendices to this report.
9. Leeds will not become in any way complacent following this positive judgement, but will use it as a basis to continue the progress being made, embed our restorative approach (using the innovation fund investment in the city), share learning and best practice across and beyond the city and pursue our ambition to be the best city for children and young people to grow up in.

Recommendations

10. Executive Board is recommended to:
11. Note the Ofsted report (appendix A) and the two letters of congratulation (appendix B and C);
12. Note that the post inspection action plan in response to the areas for improvement identified by Ofsted will be provided alongside the new Children and Young People's Plan, to Executive Board at the June meeting prior to submission to the Secretary of State and Her Majesty's Chief Inspector in advance of the 3rd July 2015 deadline.
13. Note that the Officer responsible for implementation is Deputy Director Safeguarding Specialist and Targeted, Children's Services.

1 Purpose of this report

- 1.1 Recognising the critical significance of the children's services to placing children, young people and families at the heart of the city's growth strategy, this report provides an update on the outcome of the recent unannounced Ofsted inspection of services for children in need of help and protection, children looked after and care leavers; and the effectiveness of partnership working, including the Leeds Safeguarding Children Board. It outlines next steps in view of this inspection outcome.

2 Background information

- 2.1 Children's services in Leeds have been on a significant and wide-ranging journey of improvement over a number of years. In July 2009 Ofsted carried out an unannounced inspection of contact, referral and assessment arrangements and judged that Leeds services did not adequately safeguard children. In March 2010 the Government placed an Improvement Notice on Leeds. An improvement Plan was developed and an Independently Chaired Improvement Panel was established.
- 2.2 Since the 2009 inspection a new Executive Member for Children's Services (May 2010), Chief Executive of the Council (August 2010) and Director of Children's Services (September 2010) were appointed and have collectively and consistently articulated a clear strategic vision for children's services in the city – Child Friendly Leeds.
- 2.3 In January 2011 Ofsted carried out an unannounced inspection of contact, referral and assessment arrangements and found 'remarkable and impressive improvement' in quality and safety.
- 2.4 Over the past five years Children's Services in Leeds have undertaken a programme of transformational change to both services and in its approach to working with vulnerable children and families. The approach has been underpinned by the ambition to make Leeds a child friendly city.
- 2.5 The changes, which have been actively supported by partners in the Children and Families Trust Board and the Leeds Safeguarding Children Board, include a re-organisation of the service; a focus on 'doing the simple things better'; implementing restorative practices; having timely, quality conversations; and investment in workforce training and development. Children's Social work has been a particular focus of this work with a conscious effort made to raise the profile of the service, strengthen practice, improve staff retention and reduce case loads. The approach taken has been one of incremental change built on a strong, objective, evidence based foundation to ensure that improvements can be sustained and to create a more confident, secure and forward-thinking service.
- 2.6 The comprehensive change programme implemented to make these changes has come at a time of significant funding reductions for local government. Leeds has consistently taken the decision to invest disproportionately in children's services, recognising this as a cornerstone of the longer-term economic and social growth strategy for the city.

- 2.7 The unannounced Ofsted inspection of services for children in need of help and protection, children looked after and care leavers; and the effectiveness of partnership working, including the Leeds Safeguarding Children Board, was therefore a key test of the progress that this work and investment has made. The inspection took place over four weeks and commenced on 20th January 2015 and concluded on 11th February 2015. It was carried out in line with the Ofsted inspection framework, which is available on the website: www.ofsted.gov.uk. The final report was published by Ofsted on 27th March and is attached at appendix A.
- 2.8 The outcome of the inspection is that Ofsted has rated services in Leeds as 'Good' overall. There are five key areas that contribute to this overall judgement and on four of these: children who need help and protection; children looked after and achieving permanence; adoption performance; and experience and progress of care leavers, Leeds is rated as 'good'. In the fifth area, 'leadership, management and governance' we are rated as 'outstanding'. Alongside this, the Leeds Safeguarding Children Board (LSCB) was also found to be 'good'.
- 2.9 In the inspection report Ofsted comment very positively on the Leeds journey of improvement, 'The local authority has taken a thoughtful and methodical approach to improvement and has followed the child's journey. Firm foundations underpin the effectiveness of services. Leeds has placed a considerable emphasis on creating an environment where good quality social work can flourish.' Over the course of the four weeks, the inspectors recognised the clear strategic direction being taken across the city, the partnership approach that underpins this and the centrality of children's services to Leeds' wider ambitions.
- 2.10 To put the Ofsted judgement of Children's Services in Leeds in a national context, of over 40 local authorities inspected so far under the current inspection framework, only eleven including Leeds have been rated as 'good' overall (none are outstanding overall). Leeds is one of only four authorities to be given an 'outstanding' judgement in one of the key ratings. Of the eight core cities (the biggest cities in England outside London), seven have been inspected so far and Leeds is the first to be judged to be 'good'. Leeds is also the first core city to have improved its rating since the previous comparable inspection.
- 2.11 Leeds has received a range of positive feedback about the report from internal and external partners and collaborators. The Parliamentary Under Secretary of State for Children and Families wrote to the leader of the council to congratulate all those who contributed to this outcome and to recognise the achievement, the letter is attached at appendix B, it states: 'I recognise that local authorities face significant challenges in delivering really effective children's social care services but the fact that these services are so important to the most vulnerable children means it is essential that they are delivered to a very high standard. It is clear from Ofsted's report that you have made significant progress across a range of areas, showing clearly what can be achieved through strong leadership and effective partnership work'.
- 2.12 In addition, The Rt Hon Lord Laming, lead author of the Victoria Climbié inquiry report, also proactively wrote to congratulate those who have driven this inspection outcome, describing it as an 'excellent achievement'.

Particular reference was made by Lord Laming on the quality of leadership within the council, 'the inspirational leadership has set the values and ensured they are translated into day to day practice. The job satisfaction for the staff has understandably resulted in less turnover and fewer days away because of sickness. These factors demonstrate so well that the City of Leeds is a good employer, providing high quality services at standards seldom achieved elsewhere'. A copy of the letter is attached as Appendix C to this report.

- 2.13 The Leeds inspection process was rigorous with up to twelve inspectors on site. Inspectors examined over 220 cases and spoke with children, families and a range of professionals, including foster carers in 285 interactions.
- 2.14 The inspection— as Ofsted intended when the framework was introduced – focused on following the journey and experience of the child. It is therefore particularly encouraging that inspectors found that: 'professionals across the city put children and young people at the heart of their work'; 'staff take the right action quickly when there is a risk of a child being unsafe', that 'partners work effectively together to safeguard children and young people'. Inspectors commented that professionals in Leeds working with children and young people work 'tenaciously' with 'pride', 'know them [children] well' and 'do not give up on them'.
- 2.15 Strength of partnership has been a vital part of the progress that Leeds has made. The Ofsted report has been proactively shared with a wide range of partners including schools, health, the police child friendly Leeds partners and the academics and independent experts who have contributed research and insight to support the improvement journey.
- 2.16 Ofsted has not identified any priority or immediate actions for Leeds to respond to; however, as is the case for all authorities inspected, Ofsted requires Leeds to respond within 70 days of the publication of the report to state how the identified areas for improvement will be addressed.
- 2.17 A post-inspection action plan is in the process of being developed and will be provided to the Secretary of State and Her Majesty's Chief Inspector in advance of the deadline, which for Leeds is 3rd July 2015. Prior to this the action plan will be shared with Executive Board.

3 Main issues

- 3.1 Within the report, Ofsted judged that Children's services in Leeds are good in a wide range of areas and outstanding for leadership, management and governance. The following information summaries some significant feedback provided by the inspectors in relation to key themes:

Leadership, management and governance:

- 'Children's services in Leeds benefit from outstanding, inspirational and confident operational and political leadership. The 'Child Friendly' Leeds ambition has cross-party political support, reflected in ongoing investment in Children's Services despite the challenging financial context'.

- ‘The local authority has taken a thoughtful and methodical approach to improvement and has followed the child’s journey. Firm foundations underpin the effectiveness of services. Leeds has placed a considerable emphasis on creating an environment where good quality social work can flourish. Further work is now needed to ensure consistency and quality in practice across the city’.

3.2 *Quality of practice*

- ‘There have been significant improvements in every part of the local authority’s arrangements for safeguarding children and young people. Risk and harm are responded to in a timely, assured and well-coordinated way. There are extensive early and targeted help services available to families at the first emergence of a problem, delivered by knowledgeable, confident and well-trained practitioners’.
- ‘Assessments are informed by direct work with children, young people and their families, with good analysis of their circumstances. The authority and professionals across the city put children and young people at the heart of their work, and children are seen and spoken to as appropriate’.
- ‘There is a robust and well-coordinated response to children who are missing and/or at risk of experiencing child sexual exploitation’.
- ‘Decisions made to look after children and young people are appropriate. Robust assessments and innovative support methods with strong management oversight ensure that delay is avoided if children’s circumstances do not improve. Children and young people live in safe, stable and appropriate homes and have sustained relationships with social workers and carers who know them well’.
- ‘Adoption as a permanency option is considered early for children where care proceedings are being initiated. The local authority has substantially reduced the number of children waiting to be adopted, with 112 children adopted in the last year’.
- ‘Services for care leavers are good. Strong multi-agency partnerships have improved outcomes in education, employment and training. Care leavers have access to a wide range of suitable and supported accommodation and are well supported by tenacious staff’.

3.3 *Child Sexual Exploitation*

Ofsted also commented positively on our approach to Child Sexual Exploitation in the city:

- ‘Considerable progress has been made over the past two years in tackling child sexual exploitation (CSE).....This is providing clear support pathways for children and young people identified as being at risk of, or experiencing sexual exploitation.’

This reflects the level of attention given to this important area by Executive Board and the Council.

3.4 *Restorative Practices and Family Group Conferences*

Within the report, Ofsted also recognise the 'transformational impact on culture and professional practice across both the social work service and the Children's Partnership' as a result of the investment and commitment made by the Council in restorative practices including Family Group Conferences. Ofsted also recognised that the authority secured government innovations funding to expand restorative approaches.

3.5 *Scrutiny*

The effectiveness of Scrutiny was also highlighted in the report: 'Scrutiny activity and oversight of children's services is impressive, with strong prioritisation and a comprehensive understanding of the needs of children, young people and their families. Robust challenge is achieved through a range of pertinent inquiries and a strong corporate parenting ethos that extends beyond looked after children.'

3.6 *Children and Young People summary*

Within the report, Ofsted provide a summary for children and young people. It is our intention to share the summary with children and young people.

3.7 *Areas for improvement*

Ofsted did not identify any priority or immediate actions for the local authority. However, as anticipated, some areas for improvement have been identified by Ofsted.

These areas for improvement are listed in the inspection report on pages four and five. The inspection report is available as Appendix A to this report.

3.8 Next Steps:

3.8.1 This inspection outcome is a very positive endorsement of the approach that Leeds has taken to improving children's services. It comes at a particularly timely point as the service re-organises to further strengthen our localised approach to supporting families through clusters and as we work to transform children's social work through restorative practice, assisted by investment of £4.85 million from the innovation fund. There is growing interest in the model adopted in Leeds – system leadership, restorative practice, outcomes based accountability and the voice and influence of children and young people are all attracting growing national and international attention. A pro-active plan is being developed to use this interest to share best practice and build a growing network of like-minded partners.

3.8.2 Leeds was already developing the new Children and Young People's Plan and the inspection outcomes will feed into that. In June both the inspection action plan and the new Children and Young People's Plan will be presented to Executive Board to ensure a co-ordinated and coherent plan for the city is in place.

- 3.8.3 This inspection outcome gives Leeds a strong platform to move forward, but we are complacent and recognise that there are still significant challenges to address to realise our full ambitions for children and young people in the city. It will be vital to continue to harness the commonwealth of services that support children and young people in Leeds, including schools to continue our improvement journey. The new Children and Young People's Plan will reflect this and will continue to emphasise the centrality of family to the growth strategy for the city.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 As reported previously to Executive Board, a city-wide consultation on the new Children and Young People's Plan for Leeds has recently been completed. This has endorsed the continuation of the overarching strategy for children's services in Leeds. The post inspection action plan will be developed in light of the Children and Young People's Plan.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 There are no implications under this heading. Screening form attached.

4.3 Council policies and City Priorities

- 4.3.1 Leeds has made a city-wide commitment to becoming a child friendly city. Our aspiration within this is to provide the best quality services to vulnerable children and young people. In recent years clear progress has been seen in the approach to children's social work services, creating more restorative, family focused and evidence-based practice and culture and this has been recognised through the Ofsted inspection process.

4.4 Resources and value for money

- 4.4.1 There are no implications under this heading.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no implications under this heading.

4.6 Risk Management

- 4.6.1 Ofsted requires Leeds to respond within 70 days of the publication of the report to state how the identified areas for improvement will be addressed. Thus Children's Services must respond by 3rd July 2015 and provide a post inspection action plan.

5 Conclusions

- 5.1 This report has provided Executive Board with an update on the outcome of the unannounced Ofsted inspection which took place between 20th January 2015 and 11th February 2015.

- 5.2 This report also updates Executive Board on the requirement for the local authority to provide a post inspection action plan by 3rd July 2015.
- 5.3 This report also advises Executive Board that a report setting out the local authority's post inspection action plan will be presented to the June meeting of the Executive Board prior to the action plan being submitted to Secretary of State and Her Majesty's Chief Inspector.

Recommendations

- 6.1 Executive Board is recommended to:
- a. Note the Ofsted report (attached at appendix A) and the two letters of congratulation (attached at appendix B and C respectively);
 - b. Note that the post inspection action plan in response to the areas for improvement identified by Ofsted will be provided alongside the new Children and Young People's Plan, to Executive Board at the June meeting prior to submission to the Secretary of State and Her Majesty's Chief Inspector in advance of the 3rd July 2015 deadline;
 - c. Note that the Officer responsible for implementation is Deputy Director Safeguarding Specialist and Targeted, Children's Services by 3rd July 2015.

7 Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Leeds City Council

Inspection of services for children in need of help and protection, children looked after and care leavers

and

Review of the effectiveness of the local safeguarding children board¹

Inspection date: 20 January 2015 – 11 February 2015

Report published: 27 March 2015

The overall judgement is that children’s services are good

The local authority leads effective services that meet the requirements for good.

It is Ofsted’s expectation that, as a minimum, all children and young people receive good help, care and protection.²

The judgements on areas of the service that contribute to overall effectiveness are:

1. Children who need help and protection	Good
2. Children looked after and achieving permanence	Good
2.1 Adoption performance	Good
2.2 Experiences and progress of care leavers	Good
3. Leadership, management and governance	Outstanding

¹ Ofsted produces this report under its power to combine reports in accordance with section 152 of the Education and Inspections Act 2006. This report includes the report of the inspection of local authority functions carried out under section 136 of the Education and Inspection Act 2006 and the report of the review of the Local Safeguarding Children Board carried out under the Local Safeguarding Children Boards (Review) Regulations 2013.

² A full description of what the inspection judgements mean can be found at the end of this report.

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The local authority

Summary of findings

Children's services in Leeds are good because:

Leadership and management

- Children's services in Leeds benefit from outstanding, inspirational and confident operational and political leadership. The 'Child Friendly' Leeds ambition has cross-party political support, reflected in ongoing investment in Children's Services despite the challenging financial context.
- The local authority has taken a thoughtful and methodical approach to improvement and has followed the child's journey. Firm foundations underpin the effectiveness of services. Leeds has placed a considerable emphasis on creating an environment where good quality social work can flourish. Further work is now needed to ensure consistency and quality in practice across the city.

Quality of practice

- There have been significant improvements in every part of the local authority's arrangements for safeguarding children and young people. Risk and harm are responded to in a timely, assured and well-coordinated way. There are extensive early and targeted help services available to families at the first emergence of a problem, delivered by knowledgeable, confident and well-trained practitioners.
- Assessments are informed by direct work with children, young people and their families, with good analysis of their circumstances. The authority and professionals across the city put children and young people at the heart of their work, and children are seen and spoken to as appropriate.
- There is a robust and well-coordinated response to children who are missing and/or at risk of experiencing child sexual exploitation.
- Decisions made to look after children and young people are appropriate. Robust assessments and innovative support methods with strong management oversight ensure that delay is avoided if children's circumstances do not improve. Children and young people live in safe, stable and appropriate homes and have sustained relationships with social workers and carers who know them well.
- Adoption as a permanency option is considered early for children where care proceedings are being initiated. The local authority has substantially reduced the number of children waiting to be adopted, with 112 children adopted in the last year.
- Services for care leavers are good. Strong multi-agency partnerships have improved outcomes in education, employment and training. Care leavers have access to a wide range of suitable and supported accommodation and are well supported by tenacious staff.

What does the local authority need to improve?

There are no priority or immediate actions.

Areas for improvement

Leadership, Management and Governance

1. Extend the reach of the outcomes-based accountability approach, so that outcomes are clearly identified in all children's written plans to improve children's and families' lives and inform service development.
2. Ensure that all frontline managers and staff fully understand the capability of the electronic recording system, in order that they can produce reports that help them to effectively understand their performance and further drive improvements in the quality of services offered to children and their families.
3. Further embed the culture of continuous professional development by ensuring that managers agree challenging learning goals with social workers as part of the appraisal cycle, and reinforce this through regular, reflective supervision.

Help and protection

4. Ensure that assessments, plans and formal meetings consistently give attention to the individual characteristics of children and their families, for example, ethnicity, culture, faith, gender.
5. Improve agency attendance at all initial child protection meetings to improve the identification of risk, and plans to ensure children's safety; in particular, that of police, general practitioners and mainstream midwifery services.
6. Improve access and waiting times for CAMHS for children in need of help and protection.

Looked After children

7. Ensure that findings from return home interviews are collated and analysed at a strategic level in order to understand the reasons why young people go missing, and any emerging trends and themes that can inform future service planning.
8. Ensure that all foster carers have access to training in child sexual exploitation.
9. Ensure that schools are held to account for their use of the pupil premium in optimising the attainment of children looked after.

10. Improve the current care planning format to make it easier to understand the long-term goals for children and young people, and enhance their ability to understand what is happening to them.
11. Improve Personal Education Plans, ensuring that they contain SMART targets which can be used to drive sustained improvement in pupils' performance.

Adoption

12. Ensure that all post-adoption support plans are measurable and outcome based.
13. Ensure that 'later in life' letters are personal, and that the language used is easily understood.

Care leavers

14. Improve Pathway Plans so that they contain the detail needed regarding specific targets and outcomes for young people.
15. Ensure that all young people have information in relation to their health history and about their entitlements.

The local authority's strengths

16. Children and young people are at the heart of the city's 'growth strategy'. This is articulated in the council's ambition to be recognised as one of the world's first Child Friendly Cities. Safeguarding children and young people is a key priority within this strategy and the Leeds approach is underpinned by strong governance arrangements and committed city-wide partnerships.
17. 'Three obsessions' have become the main focus for improvement across the local authority and the partnership, all of which are evidencing improved outcomes for children and young people. The three 'obsessions' are to safely reduce the number of children and young people becoming looked after, to improve young people's life chances through better attendance at school, and to improve the provision of education, employment and training opportunities for all young people.
18. Leeds' have successfully integrated local authority, health and third sector services which have evolved into a new early help service, underpinned by the 'Best Start' strategy. Multi-agency, locality 'cluster' arrangements ensure that good and effective use is made of local partnerships – particularly children's centres and learning settings.

19. A unique investment and commitment to 'Restorative Practices' is having a transformational impact on culture and professional practice across both the social work service and the Children's Partnership. This places children, young people and their families at the heart of the decisions which affect them. It is based on the theory that positive outcomes are more likely to be achieved when those in authority do things with children and families, rather than to them or for them. It is successfully challenging traditional social work approaches and is supporting families' own capacity to respond to identified concerns themselves. During the inspection, the authority secured government innovation funding to expand its restorative approach, predicated on the Family Group Conferencing (FGC) model.
20. The 'front door' has been transformed into a strong and robust set of safeguarding arrangements underpinned by a comprehensive use of research and intelligence-led 'action learning'. A large-scale restructuring of social work services into a locality model, based around 25 multi-agency clusters, is steadily improving the recruitment, retention and professional development of good quality social work staff. A clear career structure and a comprehensive workforce development programme have reduced dependency on agency and temporary staff and raised the status of social work across the city.
21. The local authority's commitment to becoming a learning organisation has been helped by a service and partnership-wide commitment to the use of Outcomes Based Accountability (OBA). Multi-Systemic Therapy (MST) has developed from an early pilot to three area teams covering the city. In 2013, Leeds established two additional MST teams, one focusing on child abuse and neglect and the other offering services to young people leaving care or custody.
22. Leeds has a successful Families First programme. It draws on a restorative approach and strong multi-agency partnerships, to create a single plan for a family with a clearly-allocated lead practitioner. Inspectors have seen evidence of a positive impact on school attendance, crime reduction and employment.
23. Each of the three districts also benefit from a Family Intervention Service (FIS), which provides intensive, time-limited support for families with a number of additional needs. This includes where there is violence in the family, parental mental health issues, parental substance misuse, and/or children's poor school attendance. Practitioners are offering a range of practical support to parents and families, including access to parenting classes, individual work to address specific needs and vulnerabilities and help with establishing effective routines in the home, for example at bedtimes or to get children ready for school. Parents who spoke to inspectors feel that this help is effective and has made a difference to their lives.

24. The Youth Offending Service (YOS) holds the Restorative Justice Service Quality Mark and has recently won two national awards for its innovative work with girls and young women. A pioneering programme works with adolescent perpetrators of domestic violence. The YOS hosts the resettlement consortium in South and West Yorkshire, a key part of the Government's Transforming Youth Custody programme.

Progress since the last inspection

25. In July 2009, the unannounced inspection of contact, referral and assessment arrangements found that Leeds Children's Services did not adequately safeguard children. In January 2010, inspection of Safeguarding and Looked After Children's services found safeguarding inadequate. Services to children looked after were adequate. In March 2010, a Government Improvement Notice was placed on Leeds and an Improvement Board was established. A wholesale service restructure began. A new Senior Leadership Team was appointed and a clear strategic vision for children's services in the city was developed: Child Friendly Leeds.
26. The Child and Family Assessment was launched in 2012, which coincided with the introduction of a new electronic information system. A dedicated voice and influence team was created to work alongside the social work service, which has strengthened the voices of children, young people and their families in decisions which affect them. In the autumn of 2011, the implementation of Early Start Teams began integrating children's centre and health practitioners.
27. The Department for Education (DfE) lifted the Improvement Notice in December 2011 and the Improvement Board was dissolved. The Chair's final letter to the Under Secretary of State said that Leeds has placed Children's Services 'right at the top of its priorities'. Since then, the development of a clear and ambitious vision has fostered a relentless focus on continuous improvement.
28. An outcomes based accountability (OBA) approach to monitoring the impact of services for children and families has been implemented. Together with the considerable strengthening of management practice, this is creating a culture of high support and high challenge across the service. The local authority has firmly embedded a culture of learning and improvement in strategic planning and operational thinking.
29. A refreshed workforce strategy strongly focuses on continual professional development, and has established clear career pathways for social workers and increased capacity. This has resulted in improved workforce stability and strengthened relationships between social workers, children and their families.

30. A clear and comprehensive performance management and quality assurance framework, 'Journey to Better Outcomes', is now in place. Partners across the city demonstrate an increasing understanding of the issues affecting specific families and communities, and their responsibilities to contribute to improving outcomes for children and young people.
31. A dedicated Looked After Children's Service has been created, bringing together children looked after, care leavers, fostering and adoption services under one head of service. The single pathway planning team was replaced by six specialist teams for looked after children age 13 and above. This increased the capacity of the service, but also brought social workers and personal advisors together which has given additional priority to the needs of looked after children. Since then, three additional teams have been created to reduce caseloads and improve outcomes for looked after children and care leavers. Services to foster carers have been significantly enhanced, and there has been considerable investment in services for care leavers.
32. The return of services for schools into the local authority from Education Leeds three years ago provided opportunities to reconfigure and develop services to raise aspirations of looked after children and care leavers, and to ensure better outcomes for them. This included the creation of a dedicated looked after children's service and a head teacher of a virtual school to ensure a tight focus on driving improvements in services for looked after children. Actions taken, together with the development of partnerships with school leaders and targeted services, are making their mark, as can be seen in the improvements in attendance and achievements of primary school pupils. There has also been an improvement in GCSE results and in the number of care leavers moving on successfully into education, training or employment.
33. In March 2013 a city-wide Family Group Conferencing (FGC) service was launched. In February 2014, the local authority budget confirmed continuing investment in early intervention through an ongoing commitment to keep all children's centres open and to invest in FGC. The Duty and Advice Team has been further enhanced to bring a new approach to contact and referral, encouraging 'conversations' between qualified and experienced practitioners and callers who have concerns about a child. This approach focuses on discussions to determine the best course of action, and explores appropriate prevention and support if a social work service is not required.

34. Considerable progress has been made over the past two years in tackling child sexual exploitation (CSE). Practitioner awareness training has been rolled out across the partnership. A CSE risk and identification tool, together with a vulnerability risk management plan, supports social workers to analyse a child's vulnerability and risk of sexual exploitation. In 2013 a Child Sexual Exploitation and Missing Coordinator was appointed, based within the Integrated Safeguarding Unit. A CSE project worker was also appointed to work extensively with looked after children and care leavers, providing a clear focus, together with advocacy, access and assertive outreach. This is providing clear support pathways for children and young people identified as being at risk of, or experiencing sexual exploitation.

Summary for children and young people

- When children and young people need help to be safe, there is lots of support available. Social workers, teachers, police, health workers and staff in children's centres now work together in groups across the city called 'Clusters'. This means that families now get help very quickly and that small problems can usually be sorted out before they become big problems.
- People working with children say that when they are worried about a child or young person, they can telephone people in the City Council who listen carefully and give them good advice. They say that staff take the right action quickly when there is a risk of a child being unsafe.
- Senior leaders and councillors have a passion to get things right for all children. This is making a positive difference to young people's safety, to their lives at home and to their achievements in school, especially primary schools. Children and young people are spending more days in school, with attendance improving every year.
- Children and young people benefit from social workers who know them well, are committed and skilled and who do not give up on them.
- Children and young people who live with foster carers or live in children's homes are looked after well. If young people want to stay with their foster carers when they reach 18, they are helped to do so if this is what they and their carers want.
- When children need to be adopted this happens quickly. Children are adopted with their brothers and sisters wherever this is possible.
- Social workers and personal advisers for care leavers develop good relationships with children and young people; they listen well and get the right help quickly, but they do not always make it clear in children's and young people's care plans what they are doing to help or how long it will take. Inspectors have asked the council to make sure that they do this better.
- At important meetings about children and their families, social workers always attend, but sometimes the words they use do not help children and their parents to understand what is happening or what they need to do.
- Care leavers are helped to stay where they live until they are ready to move on, and they get good support when they set up home or go to university. Personal advisers help prepare young people to live independently, and help them to plan their education or training or to gain work. Care leavers do not all know what help they can get and do not always have the information they need about their health histories.

Information about this local authority area

Children living in this area

- Approximately 158,000 children and young people under the age of 18 years live in Leeds City. This is 21% of the total population in the area.
- Approximately 22% of the local authority's children are living in poverty
- The proportion of children entitled to free school meals:
 - in primary schools is 20% (the national average is 17%)
 - in secondary schools is 17% (the national average is 15%)
- Children and young people from minority ethnic groups account for 23% of all children living in the area, compared with 22% in the country as a whole.
- The largest minority ethnic groups of children and young people in the area are Pakistani and Black African.
- The proportion of children and young people with English as an additional language :
 - in primary schools is 18% (the national average is 19%).
 - in secondary schools is 13% (the national average is 14%).
- Leeds is a vibrant, diverse and growing city, it covers a mix of large urban and rural areas with the inner city areas typified by a more dense and diverse, and faster-growing population. Leeds has a greater-than-national proportion of areas in the lowest 3, 10 and 20% most deprived areas in the country. Mid-year 2013 Leeds population was approximately 764,000. The overall population has increased by 5.1 per cent since the 2001 Census. The annual number of births in Leeds has increased by a third; from 7,500 in 2000/01 to 10,000 or more for each of the last five years. The make-up of the child population is changing with increases in those eligible for free school meals; those with English as an additional language; and those of black and minority ethnic heritage. There has been an increase in the number of residents that were born overseas.

Child protection in this area

- At the end of December 2014, 5,610 children had been identified through assessment as being formally in need of a specialist children's service. This is a reduction from 6,974 at the end of March 2014.
- At the end of December 2014, 642 children and young people were the subject of a child protection plan. This is a reduction from 983 at the end of March 2013.
- At end of November 2014, 31 children lived in a privately arranged fostering placement. This is an increase from 17 at end of March 2014.

Children looked after in this area

- At 20th January 2015, 1,294 children were being looked after by the local authority (a rate of 82 per 10,000 children). This is a reduction from 1,340 at the end of March 2014. Of this number:
 - 293 (or 22%) live outside the local authority area
 - 74 live in residential children’s homes, of whom 42% live out of the authority area
 - 4 live in residential special schools³, all of whom live out of the authority area
 - 992 live with foster families, 50% of whom are with extended family members; 23% live out of the authority area
 - 107 live with parents, of whom 10% live out of the authority area
 - 14 children are unaccompanied asylum-seeking children.
- In the last 12 months:
 - there have been 112 adoptions
 - 51 children became subjects of special guardianship orders
 - 440 children ceased to be looked after, of whom 4.1% subsequently returned to be looked after
 - 42 children and young people ceased to be looked after and moved on to independent living between April 2014 up to the end of December 2014. 32 young people are in semi-independent living.
 - no children and young people ceased to be looked after and are now living in houses of multiple occupation.

Other Ofsted inspections

- The local authority operates 10 children’s homes. Six were judged to be good or outstanding in their most recent Ofsted inspection and four adequate. Other information about this area
- The Director of Children’s Services has been in post since September 2010.
- The Chair of the Local Safeguarding Children’s Board has been in post since July 2010.

³ These are residential special schools that look after children for fewer than 295 days.

Inspection judgements about the local authority

Key judgement	Judgement grade
The experiences and progress of children who need help and protection	Good
<p>Summary</p> <p>The local authority and key partner agencies have, in recent years, reviewed and improved every part of the arrangements for safeguarding children and promoting their well-being. The strategies, structures and approaches to working with families have resulted in service responses that deliver the widest range of support while strengthening the focus on the protection needs of all children.</p> <p>Considerable, sustained investment ensures active and well-coordinated help at a local level from the earliest point of need. A well-considered, family-centred approach is supporting many families and engaging family and social networks in achieving safe solutions for children. There is clear evidence of a robust, assertive approach where children are not able to receive sufficient or safe parenting even within the wider family.</p> <p>Children and their families are increasingly being offered a wide range of services. When need becomes more complex, or concerns for the protection of children arise, there is a clear arrangement for direct contact with an experienced social worker or manager. Thresholds of concern are generally well understood, with direct access and ‘professional conversations’ readily available to explore any worries for a child. The extent of adult domestic violence, mental health issues and substance misuse is also well understood, and met when necessary with well co-ordinated and extensive range of services.</p> <p>Risk and harm are responded to in a timely, assured and well-coordinated way. There is a robust and well-coordinated response to children who are missing and/or at risk of experiencing child sexual exploitation. This is informed by an effective sharing of information and intelligence between all key agencies. When concerns reduce, support is effective in sustaining the changes made.</p> <p>Children are at the heart of child protection enquiries as well as all assessments and plans. They are seen and spoken to or observed where appropriate. There is a developing advocacy service and a revised toolkit for gaining their wishes and feelings. Protection and other plans identify risks and concerns well. When change does not take place, decisive action is then taken to ensure a safe upbringing for children.</p>	

35. Children and young people are at the heart of the work of professionals across the city. Social workers are persistent in seeking to engage children. They know the children well, seeing them alone where appropriate, and assessing their experiences within their family. A well-coordinated locality and cluster approach results in early identification and extensive work with families according to need.
36. Thresholds for early and targeted help are appropriate. The approach adopted and agreed across agencies within the area, and well supported by the LSCB, provides open access for all to discuss concerns, and especially for agencies to engage in a 'professional conversation' to explore their worries. This has led to a marked increase in the use of the Common Assessment Framework (CAF), with 500 additional assessments in 2013-14. This represented a 32% increase on the 2012-13 performance. Early help assessments and plans are mostly clear and continue to improve, with families being engaged well throughout. It is acknowledged that further improvement is needed in the quality of assessments, in particular in relation to the need for clearer timescales within plans.
37. Substantial investment in an extensive network of early and targeted help, along with coordination at a very local level, is a cornerstone of the public service approach across the area. Adopting a restorative approach, extensive and effective use is made of family group conferencing (FGC), multi-systemic therapy (MST) and family intervention services (FIS) to achieve early support, early change and early improvement. These services are well-established and delivered by confident, knowledgeable, well-trained and supported practitioners. Parents who spoke to inspectors feel that this help is effective and has made a difference to their lives.
38. Between April and December 2014, 567 Family Group Conferences were held for families; 319 where children were aged five or under, including unborn babies, and 248 for children and young people between the ages of 6 and 17. In this period, 249 children were safely and appropriately supported to remain within their families. There is clear evidence of continuous strengthening of partnerships between schools, police, health and the voluntary sector, supported by the children's social work service. The targeted services are aligned, along with locality social work teams and early help 'clusters' (25) and children's centres (56), with considerable individual and shared commitment to providing help and support. Variation in the performance of localities and clusters, inevitable in areas with different rates of social mobility, is understood and closely monitored by senior managers.
39. Schools' commitment is highly active, evidenced by the use of 'top-sliced' funding from their designated schools grant. The police also provide active support at the locality level through 23 safer schools officers based on-site across a range of secondary schools and specifically named community support officers across all primary schools.

40. Children with a disability receive an appropriate response from the three integrated Children's Health and Disability (CHAD) specialist teams. Assessments benefit from the involvement of experienced workers. When there are dual issues of child protection and complex disabilities, while risk is appropriately identified, social workers are less able to demonstrate evidence-based practice informing assessments and plans. The needs of the disabled child are not, however, allowed to mask safeguarding and child protection concerns. Integrated working means that there is a shared understanding of the individual child, enabling all agencies to fulfil their safeguarding responsibilities and to help distinguish between disability and child protection issues. Transfer to continuing care with adult care services is managed through a dedicated, social work-led Transitions team. Leeds successfully implemented the SEND reforms by September 2014, and the DfE gave Leeds a green rating for its local offer.
41. The early help assessments and interventions seen were of sufficient quality, generally effective and leading to positive improvements. The local authority 'obsession' with school attendance has, for example, improved performance from 88.6% to 94.6% in the last year. There has also been an 11% reduction in children entering the care system overall, with the number of under-fives becoming looked after reducing by one quarter.
42. The approach to inter-agency and service thresholds is distinctive in the area, with all agencies welcoming the offer by Children's Social Work Services (CSWS) to engage in 'professional conversation' with any agency that is concerned about a child. Experienced social work practitioners and managers provide this capacity. This openness and assured professional response supports their current work and next steps with other early or targeted help services. It enhances the confidence of these agencies in working with families, significantly reducing any barriers between professional boundaries. Families also welcome the often seamless provision of services as levels of need change.
43. For those children whose needs are greater, or risks require action, CSWS responds in a timely way, particularly to those immediately or most at risk of harm. The social worker practitioner base has become considerably more stable and able over the last two years. All social workers undertaking child protection work are suitably qualified and experienced. Management oversight is robust and well recorded.
44. CSWS works effectively with the police in establishing strategy discussions and child protection enquiries. Thresholds applied to child protection enquiries are mostly appropriate, though a small number of enquiries are undertaken when there is not, or not yet, sufficient reason.

45. Out of hours there is a robust response, often resulting in high quality assessments. Information sharing with the out-of-hours service is good; however, this is based on electronic communication, despite the team being co-located with the Duty and Advice Team. This is a missed opportunity for direct face-to-face discussion and handover.
46. The age profile of those subject to child protection enquiries and plans is in line with the robust focus on early help and protection. The younger the child is, the greater the likelihood of a child protection plan following enquiries, with those unborn or under one year accounting for 12.4% (98) of enquiries, with 47% resulting in a plan. For those under school age, the overall proportions are also high, with 319 subject to enquiries (40.5% of the total) and 47% (150) becoming subject to plans. There is clear evidence of a growing understanding and focus on identifying and responding to poor parenting at the earliest opportunity.
47. Key to the joint working is the extensive and progressive development of information, analysis and intelligence sharing between agencies. The police and CSWS are at the heart of this approach, with additional resources and an extensive range of agencies involved. There is a clear understanding of the need to work alongside parents, involving matters of consent from the outset where appropriate. However not all multi-agency professionals understand the issue of consent and more work needs to be done to ensure consistency of approach across the partnership.
48. There is a good and improving focus on domestic violence (DV). The high profile that domestic violence has been given across the partnership has led to an understandable increase in domestic violence notifications and enquiries, and the success of the interventions has resulted in a reducing rate of repeat episodes. Domestic violence still constitutes 28.8% of all referrals to CSWS, but re-referrals to CSWS continue to fall (from 35.8% in 2012), and at 22.5% they are below the national average.
49. There are also active responses to others with an urgent need. Those over 16 years old and vulnerable to homelessness benefit from rapid inter-agency assessments and coordinated actions, particularly with the dedicated officer within the housing authority. The local authority does not use bed and breakfast for these vulnerable young people, and has not done so for some years. There is also additional accommodation being developed, providing carer-based accommodation for those young people in crisis, aimed at preventing overnight detention in police cells, remands to local authority accommodation and other urgent responses to meet immediate need. While these are not large in number, the provision of up to six beds is a welcome addition to capacity.

50. Decision making is rapid, with a way forward being established within the working day. Managers within the Duty and Advice Team, or the receiving locality or CHAD team, clearly determine the actions to be taken. Consistency and continuity is a particular strength, with the same allocated social worker continuing to work with the child and family from the identification of need through to risk reduction or an alternative plan for permanence. The commitment to a restorative approach is welcomed by most parents and agencies, building on strengths and capacity rather than adopting an immediately adversarial approach. Joint and co-working between social workers supports this.
51. Protective action is taken in a proportionate way, with a low number of children being removed through urgent use of statutory powers; five were subject to emergency protection orders in the past year. All such cases evidence managerial oversight and determination, including at senior levels. Child protection enquiries, findings and consequent actions are conducted within timescales for the child and statutory expectations. Where risk or harm is evident there is a clear progression to Initial Child Protection Conference (ICPC), where children appropriately become the subject of a child protection plan.
52. Assessments seen were undertaken in a timescale to match the child's needs, each having an individual target for completion according to risk. Assessments are holistic, with a strong focus on significant family history, social and family networks (including using purposeful chronologies and genograms), and substantial consideration of the individual circumstances of each child in the family. For children at risk of child sexual exploitation, there is clear consideration of history and impact, child's voice, and assessment of inter-agency activity. In the past twelve months the quality of assessments has considerably improved. Those cases seen that showed earlier delay have more recently evidenced a clearer and more focused pace.
53. Assessments are revisited, updated and reviewed within child in need meetings or core groups, often after consideration by a manager or a significant change for the child. It is acknowledged that some children have not previously benefited from thorough assessments and plans, and a minority still present with limited analysis or evaluation of the child's experience. In some cases it is not evident that the ethnicity, cultural or religious characteristics of the child and family are suitably considered or factored into the assessment or the planned intervention. In others, however, children's unique characteristics are considered sensitively. In some cases, the often extensive work undertaken by practitioners with the child and family is not always fully reflected in the records.

54. Almost a third of assessments result in non-social care interventions, with well-supported step-down arrangements to targeted help. The previously high number of children with a child protection plan is reducing, from 983 in March 2013 to 643 at the time of the inspection. At the same time there is a reduction in those with a second or subsequent plan. Many children who are the subject of a second plan become so as a result of circumstances where change had not been sustained and, for others, similar difficulties within new circumstances, mostly as a result of exposure to domestic abuse.
55. Formal arrangements to consider the need for a plan are well established, with high levels of attendance from most agencies. However, the police, general practitioners, and mainstream midwifery, whilst always providing a report, do not consistently attend. This means conferences do not always benefit from a wider multi-agency discussion to evaluate the level of risk and contribute to the development of safety plans. Escalation of this concern by conference chairs and representation to police by senior leaders and the LSCB is so far without impact. Reports are routinely provided by all agencies, but are not consistently shared with or understood by parents in advance. Those children not seen as requiring a child protection plan most often benefit from a child in need plan or a targeted early help plan.
56. Conference chairing has improved in the past twelve months, with workloads reducing by a quarter and, consequently, these are now manageable. Timeliness of conferences and reviews has been at or above national averages, at over 95%. The voice of the child is increasingly heard, with 15% directly contributing to conferences, including through a formal independent advocacy service, and a large proportion otherwise having their views clearly represented by professionals who know them well and spend time with them, gaining their trust and confidence. The recently-revised consultation toolkit for children is actively used by practitioners, with the advocacy service being fully commissioned following a successful evaluation of a pilot scheme which provided 30 advocate supporters.
57. Plans produced recognise and identify the key risks, critical concerns and strengths with the family and its networks. They are, however, often task and activity focused. This makes it difficult to measure progress against the plan, and a lack of timescales for actions means parents and professionals are not clear about when things need to change over the long term. Action plans are carried through to core group considerations effectively, again with a high level of universal and targeted service collaboration. There are relatively high proportions of families' transferring in and out of the local authority area, accounting for most children ceasing plans at three months (19.5%, still below the national average), with a typical period for being on a child protection plan of between six and 15 months.

58. The very high proportion of children with child protection plans for multiple categories (72%) centres around emotional harm and neglect as a consequence of domestic abuse. Further developments to domestic abuse services are in progress, with substantial additional capacity and further integration imminent from across partner agencies; for example, a £750k investment for perpetrator programmes and the extension of a dedicated child-focused police contact point.
59. The extensive, targeted, and research-evaluated services are understood and valued by families (for example, FGC, MST, FIS), and provide intensive support where there are concerns about violence in the family, parental mental health issues, and/or parental substance or alcohol misuse. The Leeds 'Think Family, Work Family' joint safeguarding protocol specifically focuses on responding to the needs of families where these issues are evident. There is a sufficiently robust push from CSWS for families to cooperate with activities within a set timeframe. These are further supported by the recently-agreed Best Start Plan, designed to extend improvements for the safety and well-being of children. There is a city-wide MST Child Abuse and Neglect team and a robust package of training to support social workers in their understanding of neglect and their work with children and families.
60. Timely decisions are made where the restorative approach is not achieving the required change. Where parents fail to respond or to address concerns or where they show disguised or non-compliance, action is now being appropriately taken. There are a number of families where multiple or long-standing plans have not been effective. In cases seen, robust action plans are regularly reviewed by senior managers.
61. There are clear decision-making forums through the Head of Service Decision and Resource (HOSDAR) panel to discuss thresholds for possible court action, which are active and decisive in many cases where insufficient change has taken place over a lengthy period. Over the last year there has been a large increase in children moving into the Public Law Outline (PLO), and then through to family court proceedings. There have been many (39) outcomes of supervision or other orders to enforce change within a specified period. The local authority is clear that the use of these orders has been a necessary step with some families where there had been a persistent or repeated lack of sufficient change.
62. There are a very small number of children (11) with child protection plans of more than two years. At 31 March 2014 there were 13 children with a child protection plan for two years or more, this represented 1.7%, below the national level of 2.6%. At 31 March 2012 there were 4.2% (37 children) of children with a child protection plan for two years or more. This is a decrease of 65% from 31 March 2012 to 31 March 2014.

63. There are a reducing number of children becoming subject to second and subsequent plans within the last year from 20.1% in 2013-14 to 16.9% (at the time of the inspection) which is positive. This is now almost at the national average for 2013–14 which is 15.8%.
64. Arrangements for the identification, intervention in and management of significant issues of harm by adults are well understood with formal settings, such as Multi Agency Risk Assessment Conference (MARAC) and Multi Agency Public Protection Arrangements (MAPPA). The joint approach to domestic abuse is active, robust and well connected to points of service delivery. Almost all cases seen with MAPPA consideration had robust, clear, well-coordinated plans in place. In relation to MARAC, there is strong evidence of effective partnership working and use of resources to support plans involving, for example, Barnardo's, Caring Dads and the Leeds Domestic Abuse Service. This service was being substantially expanded in role and increased in capacity during the inspection. This aims to extend its role to real time support and intervention, with no delays.
65. Specialist services such as substance misuse and mental health services during the ante natal period and robust approaches through Youth Engagement Services (YOS), all target previously identified areas of complex or cross-generational need. A sustained fall in statutory interventions for offending has been achieved (27% reduction over the past 12 months), including reductions in remands and the use of custody for young people. This is well supported by the recently approved over-arching 'Best Start' strategy, designed to further extend efforts to break the cycle of harmful parenting. Mental health services for children have been the subject of review, particularly in the light of rising presentation of self-harm by young people. It is recognised that changes are needed to the Child and Adolescent Mental Health Service (CAMHS) provision, with actions currently underway, actively promoted through the LSCB and the Health and Wellbeing Board.
66. Considerable work has been undertaken to ensure children and young people who go missing, from home, care or education are identified and supported. Responses to children who go missing from school now have extensive and assured arrangements for identification, tracking and monitoring, and there has been a considerable reduction in the number of children missing education. The number of pupils in offsite provision has fallen from 1,800 to 1,100 in the past year, and all these pupils attend alternative provision that has been quality assured by children's services to ensure that they attend and make progress and access their entitlement to 25 hours of education a week.

67. Timely information sharing across services takes place, and the development of a single data base ensures that where children and young people are missing education, they can be identified, flagged and followed up meticulously. Referral rates have increased because of better cross-agency processes to identify children missing from education and more robust recording systems. The percentage of cases closed because whereabouts are found has been 92% in the past year as a result of more robust monitoring and tracking. Numbers are affected by the fact that Leeds is a receiving city for migrants and asylum seeking children.
68. Arrangements are also well established to identify, track and meet the needs of pupils at risk of exclusion and missing from education. This includes effective partnership working between inclusion, attendance and targeted services. It is these diligent efforts which have resulted in the 39% reduction in those identified as outside mainstream education in the last year, and the 92% closure rate for effective return to education since March 2014. The use of restorative techniques with families and schools has also helped to resolve fractured relationships between schools and parents. More than 120 children have made transitions back into school over the last four terms.
69. These arrangements are linked well to service provision to understand and respond to children and young people vulnerable to, or experiencing, CSE. A coordinator has been appointed who provides a strategic and professional lead for children who are missing or at risk of experiencing sexual exploitation. The coordinator has an overview of all incidences of children running away from home or care, updates the missing data base and sits alongside the police coordinator to identify children and young people who are vulnerable to exploitation.
70. There has been a strong commitment to developing practitioner awareness of CSE through targeted training. A risk identification tool is used in all cases where child sexual exploitation is suspected and in all return home interviews. Return home interviews seen during the inspection (22) were undertaken in a timely way and in accordance with the level of assessed risk and complexity. All 182 children and young people reported missing in the past six months have had a return home conversation with a professional to ascertain if they are safe and well.

71. The number of young people identified as vulnerable to child sexual exploitation has more than doubled in the last year (153 at the time of inspection). This indicates an improved focus in this area rather than more children at risk of harm. While most (89%) are female, it is recognised that further efforts are needed in relation to young males. Identification and risk assessment through intelligence sharing and joint agency tasking in response to identified need are taking place and continuing to improve as capacity is added. All vulnerability and risk plans seen by inspectors (26) had a clear, robust risk assessment and suitable plans in addition to other, child in need, protection or looked after, plans in place.
72. Lead professionals within targeted services provide consultation and training for practitioners working with those vulnerable to, or having experienced child sexual exploitation, providing support through specialist knowledge and skills. Services and coordination across the area is planned, from April 2015, to be provided through the additional capacity of a dedicated, specialist multi-agency team of social workers and police officers. The aim is to coordinate planning, training, development and intelligence and link with targeted support hubs that include trained practitioners from youth services, health, youth offending, parenting support and the police.
73. Important contributions from the voluntary sector agencies such as Barnardo's and ISIS (a Leeds-based group) are providing counselling and support services to children and their families exposed to child sexual exploitation. Inspectors spoke to one young person receiving services who said she 'now feels safe and knows staff care about her'.
74. While support services are currently provided by these agencies, the hub approach is planned to bring greater coordination of effort, linking with the specialist social workers and intelligence team. There have been nine prosecutions in the last year; however, there has been limited use of child abduction notices. Police are aware of this issue and have an action plan in place. Prevention and disruption activities are also proceeding, with evidence of a number of operations being undertaken across the area.
75. Other areas of potential risk or harm being well addressed include the identification, assessment and approval of children in private fostering situations. This is considerably improved, from being judged inadequate in 2008. Year-on-year increases have been made from a low base and progress is now better than the national average. Specialist workers are proactive and tenacious, maintaining compliance with regulations. Assessments seen are at least satisfactory and some are good. Effective partnership working was seen between the local authority and immigration authorities in considering the potential for trafficking or other forms of exploitation.

76. The advice, guidance, direction and activity provided by the local authority designated officer (LADO) are welcomed by key agencies (with particularly positive regard by the head teachers who spoke to inspectors), as are the clarity and focus of activity in the monitoring and oversight of incidents and their resolution. Most referrals are made by schools, residential children's homes and the fostering service. There is a timely response and follow up by the two officers involved.

Key judgement	Judgement grade
The experiences and progress of children looked after and achieving permanence	Good
<p>Summary</p> <p>Decisions made to look after children and young people are robust, with effective systems that ensure that thresholds are applied appropriately and that delay is avoided. Children’s and young people’s views are heard and the professionals who work with them know them well.</p> <p>Children and young people are cared for within their immediate or extended family wherever possible, and a range of innovative methods are used to support this. Court orders are used to secure good outcomes and are often used to support care within a child’s or young person’s extended family. Placement stability has improved over recent years and is now good. Clear consideration is given to the needs of individual children and whether they should live with their brothers and sisters. Where this is not possible, arrangements are in place to facilitate appropriate levels of contact.</p> <p>Stringent efforts are made to maintain a young person within their school placement even when the home placement breaks down. Looked after young people do not all attend good or better schools. All looked after children and young people have a Personal Education Plan (PEP) which is regularly reviewed, although the content and quality of PEPs is inconsistent.</p> <p>Adoption as a permanency option is considered early for children where care proceedings are being initiated. The local authority has substantially reduced the number of children waiting to be adopted, with 128 children adopted in the last year. Leeds is ranked equal 16th of all authorities for the percentage of children adopted, and had more children from Black and minority ethnic backgrounds adopted (11%) than the national average (8%).</p> <p>Services for care leavers are good. Strong multi-agency partnerships have significantly improved outcomes in education, employment and training. Accommodation with former foster carers or in independent living is suitable and safe. They are well supported by tenacious staff. Care leavers are not always provided with sufficient information regarding their health history or entitlements.</p>	

77. Decisions to look after children are appropriate and children are not taken into care unless it is necessary. Extensive interventions are made to ensure that children and young people remain in their families where it is safe to do so. There are appropriate mechanisms in place to ensure that decision making and thresholds are applied appropriately and, for the most part, delay is avoided.
78. The Public Law Outline is used to ensure that children are only taken into care when this is in their best interests. Placements under Section 20 Children Act 1989 are carefully considered to ensure that the 'no order' principle is appropriately applied. Family Group Conferences are used extensively to try to ensure that, wherever possible, children are looked after within their extended families. MST is used effectively with families where children are on the edge of care, and this has been successful in preventing children being taken into care unnecessarily, with 95% of young people remaining with their families.
79. Permanence planning at the earliest opportunity is high on the agenda of social workers, managers and Independent Reviewing Officers (IRO's). For the period March to May 2014, 91% of children had a clear permanence plan by their four month review, and the plan was progressing in 95% of cases.
80. Care proceedings are timely, within an average timescale of 26 weeks. Leeds is described as "the best performing local authority in West Yorkshire" by the judiciary, who note significant improvements in the quality of care applications and evidence-based decision making, all of which is leading to more timely legal permanence for children. In cases where there has been delay, the causes have been analysed to assist with future improvements.
81. Joint work between the Family Court Division and the Children and Family Court Advisory and Support Service (CAFCASS) has strengthened processes and consolidated thresholds. This means that there is increased confidence in the reports from children's social care and, therefore, fewer independent assessments required, thus reducing delay. The judiciary speak very highly of the authority and have supported Leeds' bid for a Family Drug and Alcohol Court and the authority's successful innovation bid to expand restorative family group decision making. There are already improved outcomes for children in terms of earlier identification of kinship carers.
82. Careful consideration is given to matching children and young people to appropriate families. There is evidence of innovative methods of family finding being used to ensure that children and young people, especially those who are harder to place, are matched with a suitable carer. This has included profiling events where children can be matched to potential carers. When matching children to carers, the wishes and feelings of the child are given clear consideration.

83. Placement stability has improved in recent years and is better than the national average. In 2013–14 the number of looked after children with three or more placements was 8%, with Leeds ranking 16th in the country for this measure, and first in the country for young people staying with foster carers post-16. The majority of carers, including foster carers and kinship carers, are positive about the support that they receive to enable them to meet the needs of the children they are caring for.
84. Children looked after benefit from having social workers and managers who know them well. Social workers visit children in a timely way and spend time with them getting to know their likes and dislikes. Social workers talked animatedly, and with pride, about the children they were working with. Whilst they describe high aspirations for children, this is not always reflected in the written records. Where professionals have built up a close relationship with a young person, in order to provide continuity they have maintained contact when the young person has been placed away from home, even if the child has been transferred to another social work team within the authority.
85. There are clear expectations that all workers should be outcome focused in their work with children. Every child and young person has a care plan which is updated prior to every review, and clearly links to assessed need however issues relating to their identity are not always fully explored. The current care planning format, however, does not make it easy for social workers to evidence the overarching plan for the child and, importantly, to show the long-term goals. This makes it difficult for children and young people to understand their future journey. The authority recognises that it now needs to move away from a model of compliance and focus on the quality of plans, as this varies across the city.
86. Assessments and planning seen in relation to children and young people with a disability accessing short breaks contain outcome-focused actions which clearly link to identified needs. All assessments seen have been updated within the last year and all demonstrate consideration of brothers and sisters, some to a great degree and with good analysis of the impact of the child's disability on other family members as well as on themselves. Parental needs and children's needs are balanced, as are potential risk factors, and the purpose of accessing short breaks in terms of family and child needs is well considered.
87. In some of the cases tracked and sampled, children and young people have experienced historic instability, changes of social worker and placement moves. This has improved significantly in the past 12 months, with children experiencing greater stability and living in placements that are appropriate and meeting their needs. Some cases were seen where this historic instability has been well considered in terms of current emotional well-being, with appropriate plans in place to respond to young people's current and emerging needs, although this is still not yet consistent.

88. There are some innovative placements which have been commissioned to meet the needs of individual children and brothers and sisters when deciding on an appropriate placement. The 'siblings together or apart' assessments are strong and show consideration for the needs of individual children and how these will best be met. One example was seen of a group of six siblings who are placed together. There are good arrangements which ensure that children maintain safe and appropriate contact with their families and friends.
89. When the plan is for a child to return home, assessments are robust and consider the needs of the child and the potential risks. None was seen where this was not an appropriate decision, and management oversight of the decision was always clearly recorded. Support is offered to enable the placement to succeed, and reviews are regular. The local authority plans to introduce a pilot MST project aimed at helping young people with complex needs to return to their homes. Staff in children's homes have already received training in order to provide an intensive therapeutic environment for young people with challenging behaviour. The aim is to work with the young people for two months whilst a therapist works with the family. The plan is that young people will then be returned home and a standard 20-week MST intervention will assist the reunification. This pilot is due to start in the next couple of months and preparations are well underway.
90. Placement stability is good. Only 8% of children looked after in Leeds (105 out of 1,340) at the end of March 2014 had experienced three or more placements during 2013–14, compared to an England average of 11%. Efforts to increase the offer and support to foster carers have resulted in several foster carers moving to Leeds from Independent Fostering Agencies. There has been a recent drop in applications to foster, but this is due to targeting recruitment specifically at carers who are able to care for teenagers and young people with more complex needs, in order to meet the changing profile of the local looked after population.
91. Foster carers are assessed appropriately. Fostering panel chairs meet every six months with the local authority to feed back any issues and to ensure a consistent approach across the city. Panel chairs are sufficiently well trained and committed to maintaining good standards of practice. In the first six months of 2014–15 there has been a net gain of 14 foster carers. Out of 40 de-registrations during the period March to September 2014, 18 were due to positive outcomes for children. This included 14 young people where the carer continued to care for the child under a Special Guardianship Order, two where the child returned to live with parents and two where the young person reached 18 and began living independently.

92. The Leeds Foster Carers Association provides extra support, and foster carers can access independent support and advice, which they see as beneficial. Foster carers are positive about the support they receive and clearly enjoy their role. They feel that their views are listened to, as are those of the children for whom they care. They feel a part of the professional team supporting the child. Foster carers spoke positively about the training they received, although few had accessed training in relation to child sexual exploitation, which is a gap. A number of foster carers responding to the services on line fostering survey have commented on the need to improve training opportunities particularly where siblings in placements have different levels of need.
93. Currently 92% of the looked after population live within 20 miles of their home. Decisions to place young people out of the area are based on a thorough assessment of risk and needs and how these will be addressed. Two children placed out of area were seen by inspectors and both spoke positively about the places where they lived and the support that they received. Their care plans evidenced good consideration of their needs and appropriate arrangements in place prior to placement to meet health and education needs.
94. Independent Reviewing Officers (IROs) meet children between reviews and spend time getting to know them. They often chair reviews for brothers and sisters, even when they are not living together, to ensure stability and consistency. Reviews are timely and caseloads are manageable. This is despite IROs having taken on the responsibility to chair the first review after a Supervision Order has been granted, and to chair three reviews for care leavers following their 18th birthday. Many examples have been seen of appropriate challenge by the IRO, and escalation to senior managers where care plans have not been sufficiently robust or where actions had not been followed up. The Quality Assurance Process effectively monitors compliance and there has been an improvement in many areas.
95. When children go missing from care they receive an independent return home interview which appropriately addresses presenting issues. All interviews seen by inspectors (22) were undertaken in a timely way and according to the level of perceived risk and complexity. There was consideration of 'push and pull' factors in all cases and the child sexual exploitation risk matrix was undertaken where appropriate. There have been 141 return home interviews undertaken, which amounts to 77.5%. The local authority is aware in all cases where return home interviews are not undertaken and robust follow-up is undertaken by the Missing Coordinator. While information from return home interviews is collated, it is not yet being analysed sufficiently to inform preventative work and identify emerging patterns and trends.

96. Initial and annual health needs assessments are completed in over 90% of cases and robustly address children's and young people's holistic needs, including the need for sexual health services, substance misuse services or therapeutic assistance. There has been some detailed analysis of the overall health needs of looked after children, which is assisting with commissioning arrangements. Leeds is proactive in undertaking assessments for all children who live within 80 miles of the city. This ensures swift access to health services and assists with consistency for children regardless of where they live. Clear contracting and commissioning arrangements mean that inspectors saw no child who was placed out of the Leeds area who did not have education and health provision in place.
97. Thresholds for CAMHS are high and there is a maximum 18-week wait for assessments, (average wait 9.6 weeks), although looked after children can be 'fast-tracked' to a child psychiatrist if this is felt to be necessary. Counselling services are available through a commissioned service, and the local authority also offers an in-house social work therapeutic service. This is well-received by carers, and has made a demonstrable difference to children as well as supporting carers to effectively care for children with complex and challenging needs.
98. Drug and Alcohol services are currently provided by a commissioned service. Referrals have increased over the last few years due to systematic improvements in care pathways. This service is being re-commissioned so that services can be provided for young people up to the age of 25, as the current service only provides for young people of 19 or under.
99. The wide use of Family Group Conferences has led to an increase in children who are placed within their extended family, including the use of kinship carers, supervision orders and special guardianship orders. Supervision orders are sometimes used to support kinship carers in the initial stages of a placement. This work has meant that 48% of children and young people in care are placed with their extended family. There are opportunities for further analysis of pre-proceedings work, which might assist with future service planning. For example, looking at those cases which did, and those which did not, end in proceedings and drawing out themes.

100. Over the past two years there has been good improvement in the attendance and attainment of primary-aged looked after pupils. In 2014 results in reading, writing and mathematics were above the national average for similar pupils, and the gap between looked after pupils' achievements and other pupils in Leeds is narrower than that found nationally for similar groups. In 2014, the average point score gap between Year 6 looked after pupils in Leeds and other pupils was around a year, whilst the gap between similar groups nationally was over a year and a term. Year 11 looked after students' results in 2013 were well above similar pupils nationally and the gap between their achievements and other pupils in Leeds was narrower than that found for similar groups nationally. In 2014 the proportion achieving five good GCSEs including English and maths, dipped, as it did nationally, and at 13% performance was slightly above that of similar pupils. Nevertheless, this placed the local authority in the top 24 of all authorities for looked after students' achievements, and the gap between looked after students' achievements and other Leeds students continues to be narrower than that found nationally for like groups.
101. Improvements made to the virtual school over the last eighteen months and the strengthening of partnership working and accountability within the 25 clusters in Leeds is driving improvement effectively. The virtual school head teacher tracks pupils' attendance weekly and achievements termly. Current information indicates that over 80% of primary school-aged pupils are making at least expected progress and over 60% better than expected progress in their learning. Around a quarter of Key Stage 4 looked after students are on track to achieve grade A to C in their English and mathematics GCSEs this year, an improvement on last year.
102. Head teachers speak positively about the improved work of the virtual school and the way that they are increasingly held to account individually, collectively for the attainment and achievement of looked after children in Leeds. The virtual school is providing strong leadership, valuable training and support. Cluster arrangements are effective at identifying needs and offering timely early help to pupils.
103. Until recently, the virtual school has not held head teachers to account robustly enough for the use or impact of additional government funding for looked after pupils (the pupil premium) on their achievements in school. The virtual school head has very recently put in place new arrangements for the payment of the Pupil Premium to provide more accountability, but it is too soon to see the impact of this in Personal Education Plans (PEPs).
104. The virtual school head teacher knows that PEPs are not yet consistently good. She is working with school leaders, designated looked after teachers and social workers to improve the content and quality of the plans, including sharper, specific and measurable targets to ensure that aspirational targets are set, checked and achieved.

105. Partnership work with schools has had a positive impact on reducing the number of pupils excluded or at risk of exclusion. All staff work well to encourage positive behaviour and motivate pupils. As a result of this approach, only one looked after pupil has been permanently excluded in the past three years and the proportion excluded for fixed periods has been continually below that of similar pupils nationally. The current rate is 7.2%, compared to 9.8% nationally.
106. The virtual school head teacher and missing children teams take prompt action to ensure that all looked after children access their full entitlement to education. Staff support a small number of pupils (22) at risk of exclusion effectively through the city's pupil referral units, which were judged good at the time of the last published inspection report. An additional 26 pupils are in alternative provision in schools locally. This provision has been quality assured by children's services to ensure that pupils are safe, provided with a suitable education and attend regularly. Staff ensure that looked after children missing education attend regularly and are protected from harm. As a result, none are 'open' on the missing children register. The virtual school head teacher keeps a very close watch on pupils at risk of child sexual exploitation, and takes decisive action to reduce risks through careful determination of a suitable school place where needed and multi-agency support.
107. Of looked after children in primary schools, 83% are currently in good or better schools, which is similar to that of all pupils in Leeds and slightly above the average for all pupils nationally. The picture is not as positive at secondary age pupils, where the proportion is 63% compared to the national average of 71% and Leeds average of 65%. Meticulous work is carried out to ensure that pupils are in provision that meets their needs. Rigorous commissioning procedures are in place to ensure that pupils placed in provision out of the city are in good or better provision, and educational professionals visit schools regularly to ensure that the provision is appropriate and that pupils are making good progress. Head teachers reported positively on the direct work that is undertaken to ensure stability of school placement when home placements break down.
108. The local authority and its partners have worked closely together to ensure that looked after children and their carers have access to a range of social and leisure activities. Work in partnership with the Child Friendly Leeds initiative has ensured that a range of benefits and discounts are available, which are provided by local and national businesses. Looked after children, care leavers and the families who care for them have access to free sports facilities and reduced price entry to several leisure attractions.

109. The independent visitor (IV) scheme is demonstrating signs of improved performance and effectiveness, with an increase in both the number of people coming forward as independent visitors and in the number of young people matched to IV's. The scheme has undergone a rebranding, with a new newsletter and leaflet, which is contributing to the increased interest. The overall number of children and young people currently matched has increased since the end of March last year, from 25 to 97. Of 60 young people waiting for an Independent Visitor, 19 are currently being matched. On average, children and young people are matched within three months of a request for an Independent Visitor. Child Friendly Leeds has been promoting the Independent Visitor's scheme; it has run stalls and staff engagement events in major retailers in the city, where they have talked informally to staff about what being an independent visitor involves.
110. The 'Have a Voice' Council is an active group of young people who are looked after, including some who live out of the local authority area. Council members have influenced policy developments, attended local authority meetings, been involved in training and recruitment, and in the development of the 'passport to independence', which is used to help prepare young people for leaving care. This is a new initiative and not all young people are yet aware of it. Council members have helped to rewrite the local authority's pledge, which was re-launched in 2014 as the 'Promise', and have produced a colourful and informative newsletter. Looked after young people's achievements are celebrated at the STARS awards events, with awards being tailored to the individuals' interests; young people are supported to arrange the events with dedicated participation workers. Looked after children understand how to complain, but they are not always clear about their entitlements.
111. The Multi Agency Looked After Partnership (MALAP) is a multi-agency group which has strategic responsibility for developing services and practice in relation to looked after children. There is strong partner agency commitment, with over 90 partners represented across the sub-groups; for example, care leavers, education and training, 0-5 entering care, health and well-being, and the 'Enjoy' sub-group, which is also working to reduce the offending behaviour of looked after young people. This has resulted in close partnership working with the police to divert young people away from the criminal justice system. The number of looked after children offending has declined year on year from 14% in 2008-09 to 4% in 2013-14. Positive partnership work is undertaken to ensure that children are protected from bullying, homophobic behaviour and hate crimes.

The graded judgement for adoption is good

112. The local authority demonstrates a sense of urgency and care in all adoption work. Adoption as a permanency option is considered at the earliest opportunity for all children where care proceedings are being initiated. The service is represented at HOSDAR panel, which decides whether to initiate the Public Law Outline. This ensures that the service is aware of children whose ultimate care plan may result in adoption, and enables effective means of profiling adopters to match children's needs.
113. The local authority has substantially reduced the number of children waiting to be adopted, with 128 children adopted in the last year. Leeds is ranked equal 16th of all authorities for the percentage of children adopted, and had more children from Black and minority ethnic backgrounds adopted (11%) than the national average (8%).
114. The authority's performance against the Department for Education's adoption scorecard shows an increasing trajectory of improvement in performance. The period from a child entering care to moving in with their adoptive family is 564 days for the three-year average period 2011–14. This is 64 days fewer and therefore better than the England three year average, and better than statistical neighbours, but is 17 days away from the national decreasing target.
115. The average time 2011–14 from receiving court authority to place a child and the local authority deciding a match to an adoptive family is 239 days, which is 22 days longer than the England three-year average, but better than statistical neighbours, though 87 days away from the national decreasing target.
116. The local authority, along with Barnardo's, is leading on the development of the Yorkshire and Humber adoption consortium's Early Permanency Project (fostering to adopt). The authority currently has nine such adopters approved and six children in fostering to adopt placements, which allows for the children to have placement stability and an opportunity to form primary attachments without subsequent placement moves.
117. There has been significant investment in the adoption service, with a further adoption team being established 18 months ago by utilising funds from the Adoption Reform Grant. This is having a positive impact upon children's placement stability, security and permanency into adulthood, with the number of children exiting care through adoption increasing.

118. Inspectors saw robust management oversight of cases and tenacity in adoption plans being pursued, which in one case included a child who had experienced an adoption disruption. Children do not experience unnecessary delay. The recruitment team has particularly focused on recruiting early permanency placement carers for babies and children aged 0-2, who can foster a baby during care proceedings and will go on to adopt should the placement order be granted. There has also been a significant focus on recruiting adopters for sibling groups between the ages of three and six years, and children over the age of two years who show signs of developmental delay or whose future is uncertain. Children do not experience multiple moves, and therefore are provided with stability whilst waiting to be found a suitable match. Overall, the local authority is showing improvement in the two key time indicators for the adoption process. Whilst timescales continue to be above the thresholds set, the local authority performed better against its statistical neighbours.
119. The local authority had 50 children waiting for adoptive families at the point of the inspection. Of the 50 children waiting, seven have been matched to adoptive families awaiting a panel decision, 10 have been linked to adopters and 11 have foster carers currently being assessed who have expressed an interest in adoption. There are three cases where parents are contesting placement orders and a further three children for whom family finding is appropriately on hold. The authority is actively family finding for 15 children, most of whom are sibling groups. One child is about to be placed with siblings through early permanence. Where adoption is the plan for children, the service will endeavour to find the most appropriate match for the child in a timely way.
120. In 2013–14 there were 30 children who were placed in a total of 15 sibling groups. This helped them to maintain close bonds, and no children were separated where it was assessed that they should remain together.
121. The proportion of adoptive families who were matched to a child during 2013–14 who waited more than three months from approval to being matched to a child is 63%, which is higher than the national average of 58%, and an area that needs more attention. However, the local authority matched over 78% of adopters within six months in 2013–14 and increased the number of adopters during the same period (75 in 2012–13 and 83 in 2013–14). Currently the service has 28 adopters waiting to be matched: seven are booked onto panel, three have had links identified, 13 have been referred to the adoption register and five have been approved in less than three months.
122. Actions being undertaken to recruit adopters are effective, and a broad range of media is utilised, some of which are innovative; for example, using Google pay adverts with a link to the local authority's adoption team web pages, which provide detailed information about the adoption process and mock profiles of children requiring adoptive homes. The service has a dedicated website, 'Adopt4Leeds'.

123. In 2013-14, Leeds Adoption service ran 14 information sessions for prospective adopters. Adverts are informed by research and are inclusive in nature to attract a diverse profile of adopters. More recently, since October 2014, targeted recruitment is being undertaken in an effort to match children with particular needs more swiftly, with assessments being prioritised to this end. A broad range of means are used to find adoptive families for children, for example: 21 children recently attended activity days (resulting in 5 matches); professionally produced DVDs profile children to adopters; and the recent use of an online family finding resource available to adoption agencies and adopters. All of these are successfully contributing to reducing the number of children awaiting adoptive homes.
124. If an in-house match is unavailable three months after the adoption decision, children and adopters are referred to the Yorkshire and Humber Consortium and National Register. Where children are identified as likely to be more challenging to place (e.g. sibling groups, older children or children with complex needs) they are referred immediately, in order to prevent delay in finding suitable adopters. Some adopters prefer to wait to be found a match by their local agency. Timescales for completing assessments of prospective adopters have recently improved; 72% of the last 33 households to be approved were completed within the Stage 1 and Stage 2 timescales. Where assessments are delayed there is good reason, for example potential adopters not ready to progress to the next stage and the service prioritising assessments where children are waiting to be matched.
125. The local authority service is proactive and recently helped to facilitate a regional conference for approved adopters who are yet to be matched due to their profile being for a match to the 0–2 age range; this was an effort to include children who are waiting, such as children with different ethnicities and those with disabilities and/or additional needs.
126. Four adoption panels have been held each month to prevent delays in approving and matching children, and this has recently reduced to three to reflect current levels of work within the service. The adoption panels have independent chairs who are effectively fulfilling their roles, for example, completing performance reports on the quality of reports presented to panel. Minutes are of a good standard, with the vast majority clearly stating reasons for recommendations made. Six-monthly meetings are held with the Agency Decision Maker (ADM) to reflect on performance regarding the quality of reports and operational issues relating to panel matters, and panel chairs feels empowered to raise issues outside meetings should the need arise.

127. Adoption reports completed are of a good standard. Child permanence reports provide a clear account of the child's history and the analysis provides evidence as to why adoption is being pursued. Permanence reports are updated to take account of children's developments to support family finding efforts. Prospective adopter reports are well written, and some seen include attachment style interviews to assess the prospective adopters' emotional resilience, which is considered in decision making when identifying an appropriate match.
128. Prospective adopters spoke very positively about their experience of the local authority's adoption service, from the point of attending an adoption information session, through the assessment process and on to the child being placed.
129. Life story books seen, in the main, provide children with a child-centred account of their histories, although they could be enhanced by ensuring that they only include information that is relevant and positive for the child. One book seen included a lovely letter from the foster carer, which was heartening to see and will be endearing for the child to read. Later in life letters seen are of a satisfactory standard and include key information and events, although they would benefit from being more personal.
130. The Adoption Support Service includes a former teacher who receives support from a member of the virtual school team to ensure that adoptive children access appropriate education and support in schools. The Adoption Reform Grant was used to fund two additional staff to provide more capacity in the team in an effort to ensure that the increasing number of children being adopted receive timely and effective post-adoption support.
131. Case sampling of adoption support cases shows team managers setting social workers unnecessarily lengthy timescales over which to undertake adoption support. This is making adherence to timescales difficult to achieve and is ineffective, as children and adopters are receiving support throughout the assessment process. Adoption support plans are well written and provide evidence of robust support packages provided to children and adopters. Plans would be further strengthened if they contained measurable targets and outcomes, which is a missed opportunity to gauge progress and ensure that the support provided is effective.
132. The service is currently providing adoption support to 163 children. There are 12 children waiting for adoption support, who had been waiting less than two weeks at the time of inspection. Adoption support is being provided to 49 adults, of whom 16 are birth parents. The number of pre-order cases receiving individual support from the Adoption Support Team is six.

133. An array of creative and effective support is available to adopters and children. Examples of services provided include: participation in a pilot parenting programme based on neuroscience, social learning theory and attachment theory; therapy courses, which promote therapeutic styles of play to support children to develop attachments to their adopters; and workshops on contact, adolescents and education, and training on the safe use of social networks.
134. Specific groups for children include the 'The Cooking Crew', a social group with Barnardo's Futures for adopted children aged 12 to 14 years to cook and do play/craft activities, and a group for adopted adolescents who are receiving a service from CAMHS. The services are highly valued by adopters and help to promote children's self-esteem and identities as adopted children. The number of placements disruptions is low, with four disruptions during 2013-14 compared to 5 in 2012/13). All four disruptions related to placements made outside of the local authority and not assessed by Leeds staff. The low number of disruptions is positive in the context of the increasing number of children adopted. Lessons are being learned with analysis taking place and shared with staff and panel members. Support to birth parents is provided for as long as it is needed by an independent agency, through counselling and intermediary services. Birth parents receive information of their entitlement to receive an assessment of their support needs. Letterbox contact is assisted by the adoption support team, which facilitated 1,000 exchanges in the last year. All adopters spoken with during the inspection rated the service highly and would recommend it; they were particularly complimentary about the support available after an adoption order.

The graded judgement for care leavers is good

135. Currently Leeds City Council has 475 care leavers, with the vast majority living either with family and friends, in assured short-hold tenancies, student accommodation or local authority tenancies. The authority is in touch with 85% of care leavers on a regular basis, which rises to 92% when the yearly birthday contact is included for all care leavers aged over 19. Tenacious staff make every effort to contact care leavers.
136. The local authority has invested heavily in care leaving services and prioritised them, which has had positive results. Care leavers experience staff who are persistent in their attempts to engage with them and in providing support. Outcomes for care leavers in their education, employment and training, for example, are above national figures and continuing to improve. The most recent data indicate that 289 (57%) of care leavers are in education, employment and training, which remains well above average for this group (45%) and is a slight improvement on the previous year's performance.

137. The authority monitors where care leavers are not in education, employment and training (NEET), and there are currently 187 such young people. Ten of these are in custody, 32 are pregnant or parenting and 18 have a disability, all of which means the young person is not in a position to access employment or training. Robust attempts are made to engage the remaining 127 young people, which include specifically targeted work groups with Connexions and personal advisors, regular events held across the city around employment opportunities and training and a specific MALAP sub-group with a focus on EET. Pathway plans are independently reviewed by IROs, where specific plans for a young person's education are discussed, and all staff in the six teams have recently had training to equip them with information and advice to support young people to access EET opportunities.
138. The local authority actively encourages care leavers to continue their education or to access training, and has a strategy to ensure that more care leavers can access apprenticeships within the authority as well as elsewhere locally. There are 20 care leavers currently in local authority apprenticeships, which demonstrate the authority's commitment to, and effectiveness in raising the aspirations of young people, and their profile within the city.
139. Work to develop relationships with colleges and training provision to ensure that care leavers are supported in their placements has improved outcomes over the past year and reduced the number of young people leaving courses prematurely. There has been a significant improvement in the proportion of care leavers moving on to higher education. Whilst none made a successful transition to university in 2013, this year 52 care leavers (11%) have done so and are settled in their courses, a higher proportion than for care leavers nationally. The package of practical and emotional support provided to care leavers once in university is good, for instance in ensuring that they are visited and can return to foster carers in vacations where this is appropriate. Young people attending university are given a range of financial support above and beyond the expected national entitlements.
140. Leeds has established a strategic group to support accommodation for vulnerable young people. This has ensured that there is a good range of accommodation available to meet the needs of care leavers. For those care leavers who wish to remain with their current foster carers after their 18th birthday, the local authority's 'staying put' policy is encouraging them to do so where foster carers also wish it. The policy is clear and foster carers are positive about the scheme, which is having a significant impact in providing more continuity for care leavers. Nineteen per cent of care leavers are currently with their former foster carers in these arrangements, but amongst those who have left care recently, this figure rises to 36%.

141. Care leavers' views are influential in deciding whether and when independent living is right for them. A wide range of emotional and practical support is provided. Personal advisors, floating support and commissioned services promote independent living skills and support young people to develop emotional resilience and the confidence to make safe and appropriate transitions into adulthood. Inspectors saw no cases where the timing of the move towards independent living was inappropriate.
142. Commissioning arrangements ensure that housing provision is suitable and 285 (60%) of care leavers are living in independent accommodation. Strong partnership arrangements ensure that care leavers are given priority by the local authority and partners for permanent tenancies. The range of accommodation is wide, and young people have options of long-term supported housing. The location of care leavers' housing is suitable and affordable and they feel safe. Inspectors visited accommodation in one supported housing provision in a residential area, where the furnishings and equipment were of a good standard and the décor was attractive. Care leavers decorate their accommodation to their own taste. Care leavers spoke favourably to inspectors about this provision: 'it's like our home'.
143. Care leavers live in suitable accommodation in almost all cases. Where accommodation is unsuitable, swift action is taken to support the young person into alternative provision. Weekly housing meetings of key agencies effectively look at incoming demand, applications and those care leavers experiencing difficulties in current placements. As a result, there are no care leavers placed in multi-occupancy housing or homeless, and there have been no care leavers in bed and breakfast for several years. Only six care leavers have been placed in hostel accommodation in the past year, and five of these moved within the local authority target of seven days. In the past year, 25 care leavers have been placed in emergency accommodation, of whom 16 moved on within the planned timescale of 28 days. Since establishing the weekly housing meeting, no care leavers have stayed beyond this 28 day target.
144. The number of care leavers in custody (10) is low. Where care leavers are in custody there are appropriate arrangements for their discharge and support arrangements to reintegrate them into the community and, where possible, manage safe relationships and behaviour.
145. The local authority has an effective scheme for ensuring that if care leavers are waiting for their first welfare benefits payments they are financially supported over during that period. Leaving care entitlements include appropriate basic grants, but with the option of a number of additional payments which, overall, make a substantial package. However, some care leavers are not given sufficient information to know about and consistently access their entitlements. The online Youth Information Hub, which is replacing written information for care leavers, does not yet contain sufficient information on those entitlements.

146. Health assessments are offered by looked after children nurses, who show persistence in encouraging care leavers to access health services, such as dental checks and more specialised services, including for sexual health. Care leavers almost always have their NHS cards. However, their health history is not being consistently shared with them. Inspectors saw examples where the emotional well-being of care leavers is being well addressed, for instance regarding child sexual exploitation. In other examples, care leavers were not engaging with services or their needs had not been identified rigorously through the pathway plan. Where young people have a disability, close relationships with adult social care ensures that a transitions worker is allocated to co-work with personal advisors, which supports a good understanding of the young person's needs and creates an opportunity for trusting relationships to develop and transfer into adult services.
147. Substance misuse among care leavers is low. Personal advisers provide help and advice through direct interventions or by securing support from other services to meet either substance misuse, drugs or alcohol problems. Services such which provide support to young people misusing substances and alcohol are appropriately prioritised for care leavers. Care leavers at risk of sexual exploitation are appropriately safeguarded. The local authority has appointed a project worker to work extensively with looked after children and care leavers, providing advocacy, attention, access and assertive outreach.
148. IROs review pathway plans, which ensure independent scrutiny and appropriate challenge. Plans address appropriate areas, such as whether the care leaver has a passport and bank account. Care leavers' views are gathered well regarding their plan and inspectors saw examples of cultural and religious needs being carefully addressed. For care leavers in supported lodgings, the living together arrangement provides the necessary level of detail regarding which areas of independence the care leaver needs most help with. However, other pathway plans often lack the necessary detail about individual targets for the care leavers to enhance their independence and development, including budgeting. This makes it difficult to accurately measure the extent of their progress.
149. Care leavers are seen regularly and supported by committed and skilled staff, and they appreciate these efforts; 'they don't give up on you', one said. There is a strong emphasis on providing continuity of social worker, and care leavers are confident that they will continue to receive support into adulthood. Personal advisers have a good understanding of the needs of their care leavers and the risks to their safety locally.

150. Complaints from care leavers are infrequent, and are investigated thoroughly when they are made. However, care leavers meet with social workers and personal advisors in locality offices, which are often not suitable for this purpose, in terms of access. The local authority has already identified this issue and has suitably ambitious plans to improve care leavers' access to services. Care leavers have good access to free leisure activities.
151. Care leavers' achievements are celebrated well through the local authority's Star Awards. Care leavers and children who are looked after arrange the awards with the support of participation workers. Events to celebrate achievements are regular and include senior managers, elected members and local celebrities. Care leavers who have received these awards value them. There has been a steady development of the role of the Care Leavers Council in ensuring that the voice of care leavers is better heard. For instance, a member of the Care Leavers Council co-chairs the meetings which monitor care leaver services. Care leavers have been involved in developing services such as the Passport to Independence and in recruiting staff.
152. The local authority has created a number of useful structures to monitor care services and drive improvements, such as weekly meetings with housing providers to problem solve and explore demand. The authority acknowledges that in implementing a new computer system some management information regarding care leavers is not yet sufficiently accessible to establish a strategic overview.

Key judgement	Judgement grade
Leadership, management and governance	Outstanding
<p>Summary</p> <p>Strong governance arrangements comply with statutory guidance. Effective communication and a shared ambition for children mean that the Chief Executive, Director of Children’s Services, Lead Member and senior management team share a comprehensive knowledge of what is happening on the front line. They are ambitious and influential in changing the lives of local children, young people and families. The local authority has further invested in children’s services and continues to do so. This financial commitment, together with long-term coherent, strategic planning, is ensuring a sustainable service for children and families, with a substantial investment in a restorative approach at the core of social work practice.</p> <p>There are effective and accountable arrangements in place for the oversight of the LSCB, and partners work effectively together to safeguard children and young people. Senior leaders and partners have high aspirations and share a vision on behalf of children and families, for Leeds to be the best city for children to grow up in, and to become a centre of excellence for social work. The authority’s priority for Leeds to be a child friendly city is well reflected both in strategic planning and operationally, with children at the heart of any action undertaken.</p> <p>Much work has been completed by the authority since 2009 to strengthen service provision and to ensure that children are safeguarded. A well-planned restructure of children’s services in 2012 that was fully informed by research, has provided firm foundations underpinning effective and timely provision of early, targeted and specialist support services for children and families in need of help and protection.</p> <p>A culture of learning and continuous professional development is well established and continues to develop. Stability and the increasing expertise of the workforce, together with strengthened managerial oversight, is improving the quality of social work practice. However, there is more to do to if the authority is to meet its ambition of providing outstanding services for children, including: embedding outcome focused planning; improving learning from case audits; helping managers to use performance data confidently; and ensuring that managers agree challenging learning goals with social workers and reinforce this through reflective supervision.</p>	

153. The Director of Children's Services has comprehensive and current knowledge of what is happening at the front line and provides effective and ambitious leadership. Collectively, the leadership team has a very accurate view of its strengths and of things that need to be better, and leaders are taking robust action to improve those areas in partnership with schools, targeted and early help services.
154. Relationships between senior leaders and the LSCB are very strong. The Chief Executive and Lead Member appropriately hold the LSCB Chair to account for the effective working of the LSCB.
155. A well-structured performance management framework is facilitating effective information sharing across the city and at a local level. Further improvement work is identified and well underway, including for example, the extrapolation of performance data from the electronic recording system to further promote frontline managers' and social workers' understanding of their performance and how it can be improved.
156. Performance monitoring arrangements are robust and are consistently well used to inform members, leaders, operational managers and the partnership of trends and dips in performance. The application of the outcomes based accountability approach to performance is facilitating a shared understanding of priorities for children, and the local authority is embedding a culture of 'high support and high challenge' across the service. Managers, practitioners and partners are able to make sense of their contribution to tackling the 'three obsessions' through the provision of regular visual updates, well known across the partnership as the 'thing of beauty'. This shared commitment and understanding is increasing shared ownership of, and responsibility for, improving outcomes for children.
157. Confidence to use performance information intelligently at an operational level is developing because of this approach, although it is not yet fully embedded. Performance is improving in a sustained way across a range of measures, for example, referral/re-referral rates, children subject to child protection plans and in the reduction in the number of looked after children.
158. The local authority is strengthening the quality assurance framework, and plans are firmly in place to move away from a focus on compliance, now that this is assured, and to further embed the quality of social work practice to ensure consistency and consistently positive outcomes for children across the city. Good management oversight of practice at an operational level is embedded and is helping to further improve the quality of social work practice. This is ensuring that children are provided with the right help at the right time through, for example, operational measures such as regular case supervision, threshold panels, case audits, and strategically through practice improvement meetings.

159. Case file audit tools used routinely by managers have been redesigned to reflect the experiences of children and to help social workers to focus on areas identified for practice improvement, such as the quality of planning. At an operational level, these are not yet used consistently well to draw out key themes for learning for individual social workers, or to inform focus of further learning at a service level. There is a tendency to focus on compliance issues, and there are missed opportunities to reflect fully on what worked well and why, and what needs to happen next to further improve outcomes for children.
160. Clear priorities for children's services are outlined in the Children and Young People's Plan and driven by an active Children's Trust. Priorities are strategically aligned with the overall local authority plan, the Health and Wellbeing Strategy, and the Safer Communities Strategy. Cross-cutting priorities and the 'three obsessions' are facilitating a shared ambition for children across the city and providing a sharp focus for strategic and operational thinking. This has been resolutely delivered and is helping to improve the parity between service provision for children and adults' health, well-being, and safety. Equal prioritisation is being given to children and adults within the Community Safety Partnership and Health and Wellbeing Board, which are often adult focused. Both are adopting a 'think family' approach within their strategies and joint commission arrangements.
161. Outcomes for children and young people are improving because help is being provided at an earlier stage, and more children are safely remaining with their families. Young people's life chances are improving through better attendance at school and improved provision of education, employment and training opportunities. These outcomes form the basis of the 'three obsessions', which have become the main focus for improvement across the local authority and partnership.
162. Scrutiny activity and oversight of children's services is impressive, with strong prioritisation and a comprehensive understanding of the needs of children, young people and their families. Robust challenge is achieved through a range of pertinent inquiries and a strong corporate parenting ethos that extends beyond looked after children.
163. Corporate parents, supported by an experienced and committed Lead Member, take a keen interest in looked after children and are well informed about their progress through the corporate parenting board. Success and achievement is celebrated by the authority, and there is good evidence of children's and young people's influence on political decision making, for example, in raising care leavers' entitlements, and improving placement choice for looked after children.

164. The positive impact of effective partnership working is in evidence across a wide range of services. For example: strengthened partnerships at a cluster level now provide locality-based services to meet children and families' needs; private fostering arrangements are enhanced and strengthened; accountability is improved within private children's homes; and school attendance, particularly at primary school level, now exceeds comparators.
165. Governance arrangements are strong within the integrated commissioning framework and there is an appropriate focus on emotional health and well-being, children with complex needs, early help through the 'best start in life' agenda, family support, and transitions into adulthood. The Joint Strategic Needs Assessment (JSNA) is currently being refreshed to align with the Think Families approach adopted by the partnership.
166. A well-informed commissioning strategy uses a broad range of information to identify the needs of children, young people and families across the city and within the clusters. For example: research undertaken to understand the high number of children looked after under two years old; an audit of the health needs of looked after children; and a thematic case file audit of the prevalence of parental domestic violence, mental ill-health and substance misuse. An online observatory has been established to facilitate sharing multi-agency information, and there is a whole system approach to ensure that children and families effectively influence commissioning arrangements. This approach is leading to the planning and provision of more targeted services in line with children and families' needs locally. For example, the Think Family approach has been embedded within the drug and alcohol strategy, resulting in further services being commissioned for perpetrators of domestic abuse, for substance misuse, and maternity provision.
167. A whole system review is being undertaken to better coordinate services that support children and families' emotional health and well-being, and to make services more accessible to families at a local level. This includes targeted mental health provision being rolled out in schools and ensuring clearer referral pathways. Partnership arrangements between the local authority and voluntary sector have been strengthened, and are leading to improved and appropriately-targeted support for children and families, such as the innovative approach to addressing domestic abuse in partnership with Leeds Rhinos rugby league club.
168. An outcomes based accountability (OBA) approach to monitoring the impact of services for children and families has been implemented, but is not yet fully embedded in planning. Commissioning arrangements are currently focused on compliance, so it is difficult to measure the impact of interventions and achieve consistently good outcomes for children across the city. This is replicated in plans developed for individual children and young people and, now that compliance is assured, the local authority is appropriately currently focused on embedding outcome focused planning.

169. The sufficiency strategy is appropriately aligned with the JSNA and commissioning strategy. The placement needs of looked after children are well understood and met. Sound placement commissioning processes are firmly in place, with Leeds acting as a 'hub' and centre of excellence for a regional purchasing consortium. This has achieved improved placement stability. Many examples were seen of child-focused procurement that 'wrapped around' the needs of the individual child, for example, mother and baby foster placements, the provision of Police and Criminal evidence Act (PACE) beds, emergency foster care provision and placements for young people vulnerable to child sexual exploitation. Transition to adult services is appropriately planned for and a jointly-funded Transitions team is managed from Adult services. This arrangement ensures a timely assessment of young people's needs as adults and the identification of the suitable provision available to them.
170. The local authority has established effective relationships with the Local Family Justice Board and Cafcass and this is ensuring that children and young people benefit from efficient and effective progression through legal proceedings. The Public Law Outline is well understood and embedded, with court timescales currently standing at 26 weeks; the best performance locally. The appointment of a case manager has significantly improved communication and has had a positive impact both in the reduction in Emergency Protection Orders and the improved effectiveness of returning children home to live safely with their parents.
171. Leaders have energised partners, including schools, to share their 'obsession' and passion to improve the attendance and achievements of looked after children, and ensure that outcomes are the best that they can be. In the last 18 months they are beginning to show marked improvement. Head teachers speak with authority about how they are increasingly and effectively challenged and supported to improve outcomes for the children in their school.
172. Positive changes made to virtual school arrangements, and increased capacity for meeting pupils' needs early through the multi-agency cluster arrangements across the city, are helping to drive improvements in all pupils' attendance at school, and in particular the attendance rates of looked after pupils. Current tracking of looked after pupils by the virtual school shows that children in the primary and secondary sectors are making better progress this year.
173. The use of research is well-embedded in strategic planning and service delivery, although there is more to do to ensure that research is consistently well used to inform individual assessments. The local authority is outward facing and invites challenge through sector-led improvement, external audits by academics, and peer review. This learning has been used to focus service direction, including restructuring of the 'front door' and the strengthening of cluster arrangements. Appropriate learning is drawn from Serious Case Reviews locally, though the application of learning from national Serious Case Reviews is less well embedded.

174. The local authority is a regional leader for innovation in many areas, such as court processes and the placement procurement consortium, and this approach has helped to secure substantial funding from the Innovation Council towards transforming the whole children's social care system in the city, implementing a restorative, family-centred model. The strategic partnerships are committed to this approach.
175. The local authority has firmly embedded a culture of learning and improvement in strategic planning and operational thinking. A refreshed workforce strategy strongly focuses on continual professional development and has established clear career pathways for social workers and increased capacity. This has resulted in improved workforce stability and strengthened relationships between social workers, children and their families. For example, there has been:
- a significant fall in the number of agency staff used, from 40 to 26 (August to Nov 2014)
 - improvement in the number of social workers with less than 2 years' experience, from 57% in Nov 2013 to 26% in Nov 2014
 - improved career progression, through the creation of an Advanced Practitioner role and increasing the number of senior social work posts (from 38 in Nov 2013 to 69 in Nov 2014)
 - reduced turnover of staff, from 27% 2013–14 to 13.5% now
 - lower levels of absence; currently 8.28 days are lost per employee, the lowest across all Leeds Council departments.
176. The quality of social work practice is improving, and this has been assisted by a clear offer of continuous professional development at all levels of the organisation, which is linked to the professional capabilities framework. This includes good levels of support for newly qualified social workers in their first year of social work practice, including: action learning sets; academic learning; mentoring; the provision of an aspiring manager's programme and leadership development programmes; and improved support for social workers by senior social workers and advanced practitioners. 'Grow your own' and 'step up to social work' schemes are successfully contributing to workforce stability.
177. Caseloads have reduced from a previously too-high level to an average of between 20 and 25 children, and appropriate prioritisation is being given to further reducing caseloads to between 15 and 20. Social workers say that their workloads are manageable, and this is assisted by joint, co-working of cases and flexibility in workload allocation between teams. The role of Advanced Practitioner is supporting operational demands well. Responsive action is taken to ensure that caseloads remain at an acceptable level, such as creation of an additional team in an area of the city where the referral rate is higher.

178. The comprehensive offer of training for social workers is suitably evaluated by appropriately focusing on its impact on the quality of practice. This is responsive, and effectively links with workforce needs through practice improvement meetings attended by senior managers and representatives from human resources. Social workers and managers spoken to are committed, bright and confident. They feel well supported through management supervision. Some models of supervision seen are innovative and effective, but in many instances casework supervision rather than outcome-focused planning was driving plans for children forward.
179. Appraisals of performance are appropriately focused on whole service objectives based on strategic priorities. Objectives set in the previous year have been concentrated on ensuring compliance, and the accompanying narrative demonstrates the extent to which this has been achieved. However, there is inconsistency in relation to the extent in which individuals reflect on the impact of their practice and training, and what they could do to further develop. Supervision does not consistently evidence reflective practice, and there is limited connection made to personal objectives identified through the annual appraisal system. This reduces the focus on continuous improvement.
180. A strong and embedded culture ensures that children and young people are listened to and are influential in informing service delivery. This is being assisted by the authority-wide vision to ensure that Leeds is a child friendly city with, for example, 300 city-wide ambassadors across the public, private and voluntary sectors signed up to convey this message across the city. Children's contribution to service delivery is consistently elicited through both commissioning and workforce development, with young people being involved in training and recruitment of staff. A notable commitment places children at the heart of any activity, and this is embedded in social work practice.
181. A well-managed complaints service ensures that all complaints are effectively dealt with at the earliest possible stage. Where complaints are escalated, investigations are undertaken by a private provider commissioned to perform this service, and this ensures independence. Generally, learning from complaints is underpinned by a comprehensive Annual Report and is leading to an improvement in services to children. This includes children influencing the direction of both individual cases and service provision.
182. A wide-ranging, accessible advocacy service for looked after children is commissioned from a national charity, and includes the provision of advocacy for children with individual communication needs. This has recently been re-commissioned and formally extended to provide additional services to children with a disability and subject to child protection plans.
183. Children's views of their advocacy needs are integral to the commissioning process, and children are provided with an empathetic service by trained and experienced professionals who are well-attuned to their specific needs.

The Local Safeguarding Children Board (LSCB)

The Local Safeguarding Children Board is good

The arrangements in place to evaluate the effectiveness of what is done by the authority and board partners to safeguard and promote the welfare of children are good

Summary of findings

The LSCB is good because:

The LSCB is good because it fulfils all of its statutory responsibilities and capably coordinates the work of all key statutory partners by scrutinising, analysing and improving the effectiveness of multi-agency safeguarding practice in Leeds.

The Board has effective leadership and has active support from the Director of Children's Services, the Chief Executive and Lead Member. The Chair is particularly influential in holding partners to account for their contribution to the safety and protection of children and young people in Leeds, including those children living away from their home area. The Board's leadership has been instrumental in developing a strong support and challenge culture, and this is valued by all senior partners.

Robust performance management and quality assurance arrangements ensure that the Board knows its strengths and its weaknesses. The Board's priorities are carefully derived from the findings of multi-agency audits and other intelligence. The Board's priorities are closely aligned with other key strategic bodies so that it both effectively influences them and holds them to account. The business plan contains detailed actions that can be clearly measured and monitored by the Board.

The Board has been influential through its strong leadership in ensuring a strong focus on child sexual exploitation and children missing from home and care. The Board has also been instrumental in influencing the rebalancing of the statutory children's multi-agency framework to a 'Think Family-Work Family' model, featuring restorative approaches and improvements to the 'Front Door' arrangements.

There is a strong focus on the voice and influence of children and young people through an innovative Student LSCB, which has been operational for over a year.

What does the LSCB need to improve?

Priority and immediate action

There are no priority actions.

Areas for improvement

184. Report on the effectiveness of all key partner agencies, through both performance management datasets in order that all safeguarding activity is measured and evaluated in addition to children's social care.
185. Collate and aggregate intelligence from return interviews of missing children to inform child sexual exploitation intelligence and analysis.
186. Develop improved intelligence and analysis of child sexual exploitation hotspots to inform disruption efforts.
187. Accelerate efforts to both understand and evaluate the effectiveness of safeguarding in some harder to reach religious settings and Black and minority ethnic, third and community sector groups engaging with children, with particular awareness of the possibility of radicalisation in some religious and cultural settings.
188. Scrutinise the absence of serious incident notifications from partner agencies to ensure that the criteria are well understood and effectively in operation.

Inspection judgement about the LSCB

189. The Local Safeguarding Children's Board (LSCB) is a key member of the group of strategic partnerships in Leeds. The Chair is particularly influential in holding partners to account for their contribution to the safety and protection of children and young people in Leeds, including those children living away from their home area.
190. The LSCB is a fundamental component in developing the corporate objective of a child friendly city. A primary aim of the strategy is an earlier offer of help to children, whilst ensuring that children who require immediate safeguarding are consistently identified. The Board strongly influences the strategic priorities of the Children and Families Trust. Strong partnerships are demonstrated by examples of operational arrangements that are jointly resourced and staffed.

191. The Board is outward facing. Priorities for 2014–15 are wide ranging and derived from the findings of quality assurance activities. The Board has joint funded external research, and this has critically evaluated operational and practice arrangements. Evaluations have appropriately included the 'Front Door' arrangements and children and young people who are subject to repeated child protection plans. External academic evaluations are an integral feature of the Board's impact measurement and improvement tools.
192. The LSCB Annual Report is evaluative and analytical in content rather than descriptive. A continual refrain is how the Board can learn more and increase the effectiveness of its challenge and scrutiny. Key LSCB priorities are reflected in the Children and Families Trust strategic plan, which is currently being refreshed.
193. The Board has been instrumental in influencing the rebalancing of the statutory children's multi-agency framework to a 'Think Family-Work Family' model featuring restorative approaches. Particularly prominent in the model is the extensive use of Family Group Conferences.
194. Board meetings are consistently attended by appropriately senior partner representatives. An executive group meets bi-monthly and this maintains momentum. The Board's sub-groups are supported by Business Unit Managers and have clear work programmes to drive forward their business plans.
195. The Business Plan carefully crafts strategic priorities into an effective action plan. The plan has sufficient flexibility to allow priorities to be re-ordered in accordance with emerging intelligence from quality assurance and audit programmes. Current priorities are well informed and include improving the care leaver service, evaluating the quality of child protection and children in need plans and assessing the quality and consistency of early help assessments and interventions across the 25 clusters.
196. The Board has a measured and effective approach to monitoring and evaluating multi-agency frontline safeguarding practice. The Board exercises careful scrutiny of the transition from a traditional threshold management model to one where referrals receive considered conversations and responses based on the needs of children, rather than establishing whether a threshold has been met.
197. Audits and other quality assurance intelligence are reported in weekly and quarterly performance scorecards, with aggregated findings synthesised in an annual performance report. An evaluative, questioning approach pervades the Board's style, in which the pace of progress is measured then recalibrated in the light of the emergence of new challenges; for example, the better identification of adolescent self-harm, forced marriage and child sexual exploitation.

198. Board partners value the strong challenge and support model manifested in the arrangements of the Board meetings. This features small working groups, where members routinely challenge partners whose statutory responsibilities are different from their own to ensure a comprehensive safeguarding service. For instance, the Board's Police representative was robustly challenged over a recent HMIC report which featured some critical judgements of police safeguarding activities although actions taken to robustly challenge the lack of police, GP and mainstream midwifery attendance at child protection conferences is yet to show any impact.
199. The Board's scrutiny and overview of partners' safeguarding arrangements are careful and thorough. Section 175 returns from schools achieve a 100% completion rate. The Board then establishes common themes, leading for example, to the implementation of improved supervision arrangements for designated safeguarding leads in schools. Section 11 audits also have high completion rates and are subject to a peer challenge process, also identifying salient themes and learning. The Board's budget is secure, comprising annual contribution from partner agencies, which ensures that the Board's priorities can be effectively addressed.
200. A comprehensive Learning and Development Strategy includes local agencies providing core curriculum introductory safeguarding programmes. The Board's Learning and Improvement Framework is developed collaboratively with partner agencies and features regular reviews of the impact of learning on improved practice, multi-agency working and enhanced outcomes for children and young people.
201. A comprehensive and extensive multi-agency training programme is well attended by most partners. The programme is firmly rooted in learning priorities, comprising core safeguarding training and additional specialist courses reflecting learning needs identified from quality assurance and performance analysis. Head teachers spoke positively about the range of high quality LSCB safeguarding training provided for schools and all social workers spoken to had recently attended an LSCB course.
202. The Board recognises the difficulty in demonstrating a linear relationship between training and development inputs and improved outcomes for children. It therefore purposefully evaluates the impact of its training programmes through Section 11 returns, partner agency reports to the Board and effectiveness evaluations at three months after training. A variety of mechanisms are deployed to disseminate learning in addition to structured courses, including 'light bites', 'one minuteguides' (OMG's) and regular e-bulletins. Practitioner surveys report favourably on the availability and content of training and learning opportunities.

203. There have been no Serious Case Reviews (SCRs) initiated in 2014–15, but there have been three Learning Lesson Reviews (LLRs). The Child 'Y' SCR, initiated in 2013, was published at the end of January 2015. Lessons from LLRs are effectively pinpointed and incorporated into both the Learning and Development cycle and the performance management dataset to ensure that lessons are learned. This has included a review of the Leaving Care Service and developing a more cohesive partnership approach to adolescent self-harming and suicidal presentations. Child 'Y' and Child 'V' SCRs have successfully informed learning and development activities concerning chronic neglect and better identification of adolescents with significant emotional difficulties, particularly in the two secure institutions located within Leeds.
204. The Board has identified with some concern the lack of any serious incident notifications from major partner agencies in the last year. The decision making process about whether or not to initiate an SCR is reported as robust. However, the fact that the SCR sub-group has not received any serious incident notifications over the last year requires further scrutiny.
205. The West Yorkshire Consortium ensures that core LSCB Policies and Procedures are in place across the five member authorities. These are methodically and promptly updated as new regulation and guidance emerges. The LSCB website contains clear, accessible links to the electronic procedures. The LSCB website is an accessible and navigable tool through which multi-agency practitioners can readily access safeguarding procedures.
206. The Board has been a strong influence in the remodelling of the children's system to one where more help is offered earlier across the 25 clusters, underpinned by comprehensive policies, procedures and quality assurance initiatives to ensure that children who require a statutory safeguarding response are identified quickly. Board partners, particularly schools (who are the biggest referrers), describe a discernible culture change from rigid threshold discussions with the front door, to one in which productive conversations are held, with growing confidence that the early help offer in clusters is providing reliable, robust and appropriate alternatives based on need and risk.
207. The Board recognises that further work needs to be undertaken to influence the achievement of consistently effective management of referrals and high quality assessments across all the clusters. Careful monitoring identifies that some clusters are developing effective practices more quickly than others. The Board has plans to closely monitor standards and outcomes over the next year to identify, support and challenge any clusters that are lagging behind.

208. The Child Death and Overview Panel's (CDOP) annual report to the Board reveals a substantial decline in all child deaths including accidental deaths over the last six years. The CDOP has focused particularly on reducing child deaths in the most deprived areas of the city, to narrow the gap with more affluent districts using evidence-based public health approaches. CDOP has reviewed 83% of child deaths, which is consistent with the national average. Action Plans resulting from child deaths are reviewed quarterly to ensure that prevention campaigns and targeted public health campaigns are effective.
209. There are good links with the Health and Wellbeing Board (H&WB), particularly a 'read across' to the 'Best Start' Programme to instil safer parenting behaviours, especially over the dangers of co-sleeping and smoking with infants. Children's public health priorities feature in H&WB plans. The LSCB recognises, however, that more effective commissioning of services needs to gather pace in these areas.
210. The Board has closely charted the increase of new child sexual exploitation cases identified over the last two years. The CSE sub-group was set up in 2012 and has improved multi-agency responses at strategic and operational levels through an effective, multi-layered strategy and action plan. The LSCB website houses clear referral pathways for the multi-agency management of risk and assessment. Vulnerability and Risk Management meetings are held to develop multi-agency safeguarding plans for young people assessed as medium and higher risk. A coordinator has been recruited by the council, and a suitable plan is firmly in place to build consistent, robust operational responses across the partnership by developing both a multi-agency hub and a multi-agency team in 2015 to improve intelligence collation and analysis.
211. The CSE and the Missing sub-groups have combined in recognition of the overlapping risks to young people. Missing episodes evaluated by inspectors indicate that the majority are effectively managed and return interviews routinely held. The Board reported an increase of missing incidents in 2013–14. However, there is no performance data which captures statutory children's services completion rates and the intelligence gathered from return home interviews, and this diminishes the sub-group's capacity to identify both patterns and hotspots and to target disruption activity. The CSE and Missing Sub-group has identified young people at high and medium risk, but acknowledges that further work is required to respond better to young people at the lower end of the risk spectrum.
212. Frontline practice is effectively evaluated, primarily through ongoing programmes of multi-agency audits. These are well targeted at areas requiring improvement that have been identified through the performance reporting cycle. Careful feedback of audits to staff entails findings being incorporated into additional courses in the Learning and Development Offer.

213. Performance management scrutiny and evaluation is exercised through quarterly and annual reporting. The content is predominantly drawn from children's social care. There are emerging efforts to develop further multi-agency performance data sets, but these are in their infancy. A specialist post has been recruited to further develop reporting of multi-agency quantitative and qualitative data in 2015. However, partner agency data is considered and understanding the story beneath the data is a prominent feature of the performance sub-group. For example, Accident and Emergency admission data has recently been evaluated by Health representatives to examine trends and responses concerning young people presenting with self-harm or suicidal episodes.
214. The Board demonstrates a strong and decisive influence in the planning of services for children, primarily through the intelligence analysed from its audits and performance management reporting. For example, there is a comprehensive range of targeted and universal approaches for families affected by domestic abuse. Repeat referrals have reduced by 20% whilst notifications have increased, indicating effective interventions and awareness raising programmes. There has been an unusually high spike in the number of domestic homicides in Leeds. Ten reviews (initiated between April 2012 and July 2014) are currently ongoing. It was reported that only two of the ten households had children living in the families concerned, and in both of these the children had been removed before the murders were committed.
215. An innovative Student LSCB, with membership drawn from the student body of Leeds, has been operational for over a year. It exercises both a strong influence upon and effective scrutiny of the main Board. For example, the Student LSCB has decisively informed service development in an effective awareness campaign for young people about on-line grooming, and in facilitating more accessible complaints procedures for young people. The Student LSCB is encouraging all partner agencies to develop a young people's advisory group to increase the voice of young people in their agency's plans and priorities.

What the inspection judgements mean

The local authority

An **outstanding** local authority leads highly effective services that contribute to significantly improved outcomes for children and young people who need help and protection and care. Their progress exceeds expectations and is sustained over time.

A **good** local authority leads effective services that help, protect and care for children and young people and those who are looked after and care leavers have their welfare safeguarded and promoted.

In a local authority that **requires improvement**, there are no widespread or serious failures that create or leave children being harmed or at risk of harm. The welfare of looked after children is safeguarded and promoted. Minimum requirements are in place, however, the authority is not yet delivering good protection, help and care for children, young people and families.

A local authority that is **inadequate** is providing services where there are widespread or serious failures that create or leave children being harmed or at risk of harm or result in children looked after or care leavers not having their welfare safeguarded and promoted.

The LSCB

An **outstanding** LSCB is highly influential in improving the care and protection of children. Their evaluation of performance is exceptional and helps the local authority and its partners to understand the difference that services make and where they need to improve. The LSCB creates and fosters an effective learning culture.

An LSCB that is **good** coordinates the activity of statutory partners and monitors the effectiveness of local arrangements. Multi-agency training in the protection and care of children is effective and evaluated regularly for impact. The LSCB provides robust and rigorous evaluation and analysis of local performance that identifies areas for improvement and influences the planning and delivery of high-quality services.

An LSCB **requires improvement** if it does not yet demonstrate the characteristics of good.

An LSCB that is **inadequate** does not demonstrate that it has effective arrangements in place and the required skills to discharge its statutory functions. It does not understand the experiences of children and young people locally and fails to identify where improvements can be made.

Information about this inspection

Inspectors have looked closely at the experiences of children and young people who have needed or still need help and/or protection. This also includes children and young people who are looked after and young people who are leaving care and starting their lives as young adults.

Inspectors considered the quality of work and the difference adults make to the lives of children, young people and families. They read case files, watched how professional staff works with families and each other and discussed the effectiveness of help and care given to children and young people. Wherever possible, they talked to children, young people and their families. In addition the inspectors have tried to understand what the local authority knows about how well it is performing, how well it is doing and what difference it is making for the people who it is trying to help, protect and look after.

The inspection of the local authority was carried out under section 136 of the Education and Inspections Act 2006.

The review of the Local Safeguarding Children Board was carried out under section 15A of the Children Act 2004.

Ofsted produces this report of the inspection of local authority functions and the review of the local safeguarding children board under its power to combine reports in accordance with section 152 of the Education and Inspections Act 2006.

The inspection team consisted of nine of Her Majesty's Inspectors (HMI) and Additional Inspectors (AI) from Ofsted.

The inspection team

Lead inspector: Tracey Metcalfe

Deputy lead inspector: Sarah Urding

Team inspectors: Brendan Parkinson, Anji Parker, Ty Yousaf (AI), Dick O'Brien, Margaret Farrow, Nick Stacey (AI) and Ian Young

Quality assurance manager: Paul Armitage

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Edward Timpson MP

Parliamentary Under Secretary of State for Children and Families

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tel: 0370 000 2288 www.education.gov.uk/help/contactus

Councillor Keith Wakefield
Council Leader
Civic Hall
Leeds
LS1 1UR

27 March 2015

Dear Councillor Wakefield,

LEEDS CITY COUNCIL: OFSTED SINGLE INSPECTION (PUBLISHED 27 MARCH 2015)

I am writing following Ofsted's inspection of services for children in need of help, protection, children looked after and care leavers in Leeds, and the review of the effectiveness of the local safeguarding board. I am very pleased to see the overall judgement of 'good', and particularly pleased of course to see that you have been judged 'outstanding' for your leadership, management and governance. I would like to congratulate all those whose hard work has contributed to this very strong performance.

I recognise that local authorities face significant challenges in delivering really effective children's social care services but the fact that these services are so important to the most vulnerable children means it is essential that they are delivered to a very high standard. It is clear from Ofsted's report that you have made significant progress across a range of areas, showing clearly what can be achieved through strong leadership and effective partnership work.

Ofsted's report highlights some real strengths in the Council's performance, including the robust arrangements for tackling child sexual exploitation. I was also extremely reassured to read about the extent to which the needs and views of children are placed very firmly at the heart of the Council's work.

Ofsted have, however, identified a number of areas for improvement, such as the need to improve agency attendance at all initial child protection meetings so that risk is better identified and reflected in plans for children. I look forward to reading about continued progress in these areas in your next inspection report.

Finally, I am keen to encourage effective local authorities to share their learning on how to deliver improvement and change with other authorities facing similar

challenges. I would strongly encourage Leeds to seek opportunities to contribute in this way.

I am copying this letter to Councillor Judith Blake, Tom Riordan and Nigel Richardson.

Yours sincerely,

Edward

Edward Timpson MP
Parliamentary Under Secretary of State for Children and Families



THE RT HON LORD LAMING CBE DL

27 March 2015

Dear Nigel,

It was a real pleasure to learn of this very positive inspection report by Ofsted on the services in Leeds for children and families. May I begin by offering to your elected members, Chief Executive, you and your management teams, the social workers, foster carers, schools and other key services my warmest congratulations on an excellent achievement.

As you know, I have read many hundreds of inspection reports yet I cannot bring to mind any quite as positive and encouraging as the report published today. It is a remarkable success story which reflects so well on the City of Leeds, not least because great changes have been brought about in a relatively short space of time. The "Child Friendly" aspiration could so easily have become little more than a well intentioned slogan. But through great skill, commitment and very hard work, it has become a reality. It has done my heart good to read such a glowing and positive report. The City of Leeds has demonstrated to every other local authority just what can be achieved for children and families even during a period of financial constraint.

The inspirational leadership has set the values and ensured they are translated into day to day practice. The job satisfaction for the staff has understandably resulted in less turnover and fewer days away because of sickness. These factors demonstrate so well that the City of Leeds is a good employer, providing high quality services at standards seldom achieved elsewhere. I offer you all my warmest congratulations. I should also like to add a word of support to the inspection team. They have produced a well researched, clearly written, constructive report and they have had the courage to be unequivocal in their assessments and evaluation statements, credit also belongs to them for a job well done.

The City of Leeds is now pioneering standards of services that raise the bar for all other service providers. Maintaining these standards will not be easy but Leeds has demonstrated that it is well able to meet this challenge. I hope the report will be widely read and will encourage others to achieve the very best for each child during the formative stages of their lives. I have been thrilled by reading this report and I wish you all continued success in this important work.

*All good wishes,
Barbute Laming*

**HOUSE OF LORDS, LONDON SW1A 0PW
TEL. 020 7219 1414**

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As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Children's Services	Service area: Safeguarding Specialist and Targeted
Lead person: Gill Parkinson	Contact number: 07545 603934

1. Title:

Is this a:

Strategy / Policy

 Service / Function

 Other

If other, please specify

2. Please provide a brief description of what you are screening

Following the conclusion of the unannounced Ofsted inspection of services for children in need of help and protection, children looked after and care leavers; and the effectiveness of the Leeds Safeguarding Children Board, the report was published on 27th March 2015.

Ofsted identified areas for improvement for the local authority.

Leeds now has to respond to the identified areas of improvement within 70 working days of the report publication date with copies of the Children's Services post inspection action plan provided to the Secretary of State and Her Majesty's Chief Inspector. (The Education and Inspections Act 2006 (Inspection of Local Authorities) Regulations 2007). The deadline for the response is 3rd July 2015.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		√
Have there been or likely to be any public concerns about the policy or proposal?		√
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		√
Could the proposal affect our workforce or employment practices?		√
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 		√

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment. Please provide specific details for all three areas below (use the prompts for guidance).

• **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

<ul style="list-style-type: none"> • Key findings (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)
<ul style="list-style-type: none"> • Actions (think about how you will promote positive impact and remove/ reduce negative impact)

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.	
Date to scope and plan your impact assessment:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Steve Walker	Deputy Director Safeguarding Specialist and Targeted	1 st April 2015
7. Publishing This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published. Please send a copy to the Equality Team for publishing		
Date screening completed	1 st April 2015	
Date sent to Equality Team		
Date published (To be completed by the Equality Team)		

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Report of the Deputy Chief Executive

Report to Executive Board

Date: 22nd April 2015

Subject: Financial Health Monitoring 2014/15 – Provisional Outturn

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. The purpose of this report is to inform members of the provisional outturn position for the 2014/15 financial year in respect of the Council's Revenue Budget and the Housing Revenue Account.
2. Members will recall that the 2014/15 General Fund Revenue Budget, as approved by Council, provides for a variety of actions to reduce spending by approximately £47m.
3. It is clear that actions have taken place across all areas of the Council and that significant savings have been delivered in line with the approved budget.
4. The provisional outturn position is for an overall underspend of £0.7m. This projection represents an improvement of £0.4m from the previously reported position and is in line with the assumption in the 2015/16 budget.
5. The Housing Revenue Account is projecting a surplus of £4.7m.

Recommendations

1. Members of the Executive Board are asked to note the provisional outturn position of the Council for the 2014/15 financial year.

1. Purpose of this report

- 1.1 This report sets out for the Executive Board the Council's provisional outturn position for the 2014/15 financial year.
- 1.2 Budget management and monitoring is a continuous process throughout the year, and this report reviews the projected outturn position and comments on the key issues impacting on the overall achievement of the budget for the current year.

2. Background information

- 2.1 Members will recall that the net budget for the general fund was set at £565.8m, supported by the use of £3.5m of general fund reserves.
- 2.2 Following finalisation of the 2013/14 accounts, General Fund Reserves at 31st March 2014 amounted to £26.1m.

3. Main Issues

- 3.1 Table 1 below provides a summary of the provisional outturn position for the year.

Summary Position - Financial Year 2014/15 Provision Outturn

Reporting Period March 2015

Directorate	Director	(Under) / Over Spend for the current period				Month 10 £000
		Staffing £000	Total Expenditure £000	Income £000	Total Under /Overspend £000	
Adult Social Care	Dennis Holmes	(457)	16,828	(15,317)	1,511	1,974
Children's Services	Nigel Richardson	(1,852)	9,266	(6,119)	3,147	4,562
City Development	Martin Farrington	62	3,134	(3,222)	(88)	0
Environment & Housing	Neil Evans	(1,531)	(980)	(460)	(1,439)	(1,145)
Strategy & Resources	Alan Gay	(916)	(261)	559	298	11
Citizens & Communities	James Rogers	(159)	(4,241)	2,777	(1,464)	(651)
Public Health	Dr Ian Cameron	(246)	(406)	21	(385)	(53)
Civic Enterprise Leeds	Julie Meakin	109	(3,539)	3,664	125	125
Total		(4,990)	19,801	(18,097)	1,705	4,823
Corporate issues						
Debt Savings					(2,100)	(2,100)
Street Lighting					(4,300)	(4,300)
Reduced Levy payment to the Pool					(800)	
Schools Capitalisation					(1,200)	
Section 278 shortfall					2,400	
New Homes Bonus					1,335	1,335
Contribution from/(to) Earmarked Reserves					1,588	
General procurement target					700	
Total					(672)	(242)

3.2 Directorates

3.2.1 The forecast underspend of £0.7m represents an improvement of £0.4m from the position reported to the Executive Board in February 2015. At Directorate level, the position has improved by £3.1m and mainly reflects the following changes:

- Adult Social Care - The demand-led community care budget has been under pressure throughout the financial year, mainly due to increased activity levels within home care for older people. In addition there are some significant pressures on the learning disability pooled budget, with the number and average cost of monthly care plan approvals this financial year being higher than last year. There is also growing pressure on residential and nursing care placements, mainly those for people with mental health needs. Contingency actions have been identified and implemented during the year to mitigate these pressures.

The staffing budget is now anticipated to come in under budget at £0.4m, a reduction of £0.7m from the previous month, although transport costs have increased by a further £0.3m to £1.1m.

The forecast outturn position also reflects the creation of an earmarked reserve to support initiatives relating to health and social care service transformation and integration and to support the 2015/16 budget.

- Within Children's Services, the projection reflects continuing pressures on the externally provided residential and fostering placements. Externally provided placements numbers are currently above plan and translate into a pressure of £5m, which represents an increase of £0.4m from that previously reported. Spend on staffing is projected at £1.8m under budget an increase of £0.9m from previously reported and additional payment by results income has been received through the Families First initiative.
- Additional Housing Benefit overpayment income of £0.4m within Citizens and Communities.

3.2.2 Further details can be found in the financial dashboards attached to this report.

3.3 Corporate Issues

3.3.1 In addition to the savings on debt costs, the street lighting contract and the reduction in New Homes Bonus reported previously, there are a number of further variations within the strategic budget as follows:-

3.3.2 The Council's contribution to the Leeds City Region Business Rates Pool is determined by the amount of Business Rates growth achieved during the year. For 2014/15 the amount payable has reduced by £0.8m reflecting a reduction in growth following the level of successful appeals made during the year.

3.3.3 Insurance reserve – anticipated savings of £1.1m are projected through the renegotiation of several external insurance policies.

- 3.3.4 There is a potential reduction in section 278 income¹ of approximately £2.4m which reflects lower development activity than anticipated.
- 3.3.5 A £2m reserve was established in 2014/15 to meet the cost of severance payments due under the Early Leavers Initiative. Due to the high numbers of staff leaving under the scheme in 2014/15 the projected cost in the current year is £6.6m. This will generate significant staffing savings in 2015/16 and future years and will contribute to the continuing financial challenges faced by the Council.
- 3.3.6 There is a central pressure of £0.7m relating to the corporate procurement target which is budgeted for centrally but which has been achieved in Directorates.
- 3.3.7 Capital programme – an additional £1.2m of savings are anticipated in 2014/15 by capitalising spend in schools delegated revenue budgets.
- 3.3.8 As part of the process of finalising the 2014/15 accounts the intention is to undertake a further review of all provisions, earmarked and specific reserves.

3.4 Other Financial Performance

3.4.1 Council Tax and NNDR

The final in-year Council Tax collection rate for 2014/15 target is 96.67% which compares favourably against both the previous year's performance and current year target of 95.7%.

The collection rate for Business Rates at the end of February was 93.85% compared to 95.04% at the same time in 2013/14. As expected this represents a significant improvement on the position at the end of January as the impact of the switch from ten to twelve months takes effect. It is expected that the final position at the end of March will show an improvement on the 2013/14 position.

- 3.4.2 The position on the Council Tax and Business Rates collection funds will be finalised as part of outturn process and finalising the year-end accounts.

4. Housing Revenue Account (HRA)

- 4.1 The HRA is projecting a surplus of £4.7m.
- 4.2 Income from rents is projected to be £1.0m more than budget. This is primarily due to the actual level of voids being less than budgeted levels of 1.25%.
- 4.3 Additional income of £0.2m from leaseholder contributions to capital works is projected and £0.4m of unbudgeted income is anticipated due to be received in connection with contract-related performance payments and profit sharing. This is offset by a projected reduction of £0.4m in salaries which can be capitalised in accordance with Council principles.

¹ The Council receives income from developers to fund highways works which are required for new development schemes. These are known as section 278 agreements and the Council's 2014/15 revenue budget provides for income of £5.2m for such schemes.

- 4.4 Savings of £2.9m over the £1.0m assumed in the budget are projected in relation to employees and transport. This is primarily due to vacancies being held whilst revised structures were being implemented as a result of the housing management function coming back in house. It should be noted however, that all these additional savings will not be recurring.
- 4.5 Savings of £0.4m are expected from Council Tax in relation to void properties. This is due to reducing void levels and is consistent with trends in 2013/14. Net savings of £0.7m are projected in relation to repairs which is primarily due to savings on void repairs and gas servicing offset by an overspend on planned maintenance and responsive repairs. In addition, it is projected that Construction Services will outturn with a net surplus of £0.5m.
- 4.6 Further savings are projected in relation to the contribution to the Bad Debt Provision £0.5m, and against charges for capital £0.5m which is due to interest rates on debt being lower than budgeted.
- 4.7 These savings contribute towards offsetting the additional £1.7m of costs in relation to Disrepair claims against the Council. Additional resources have been provided to address this issue.
- 4.8 The Department for Communities and Local Government (CLG) has recently issued a direction allowing the Council to fund payments to the Council's own tenants under the Discretionary Housing Payments (DHP) scheme. A maximum of £0.25m has been earmarked to fund tenants with severe disabilities living in adapted properties.
- 4.9 Excluding technical arrears, arrears for current tenants are £6.0m compared to £4.6m at the end of 2013/14, an increase of £1.4m. Collection rates to the end of January were 97.29% for dwelling rents, compared to the target of 98.06%.

5. Corporate Considerations

5.1 Consultation and Engagement

- 5.1.1 This is a factual report and is not subject to consultation

5.2 Equality and Diversity / Cohesion and Integration

- 5.2.1 The Council's revenue budget for 2014/15 was subject to Equality Impact Assessments where appropriate and these can be seen in the papers to Council on 26th February 2014.

5.3 Council Policies and City Priorities

- 5.3.1 The 2014/15 budget targeted resources towards the Council's policies and priorities. This report comments on the financial performance against this budget.

5.4 Resources and Value for Money

- 5.4.1 This is a revenue financial report and as such all financial implications are detailed in the main body of the report.

5.5 Legal Implications, Access to Information and Call In

5.5.1 There are no legal implications arising from this report. In accordance with part 4 (f) of the Council's Constitution (Budget and Policy Framework Procedure Rules) Executive Board shall be entitled to vire across budget headings subject to value limits set out in the Financial Procedure Rules. There are no requests this month.

5.6 Risk Management

5.6.1 The Council's financial risk register details the risks and consequences, existing controls to mitigate against the risks, the value in monetary terms, review dates and progress towards managing the risks.

6. Future reporting proposals

6.1 Given the scale of the financial challenge in 2015/16 and the scale of the budget reductions, the intention is to strengthen corporate budget monitoring and accountability arrangements by focussing on the delivery of the key budget action plans and other key areas of risk within the budget.

6.2 Financial health reporting to Executive Board will take place on a monthly basis and will report;

- Progress against budget actions highlighting any remedial actions that are required,
- Any demographic/demand variations which are impacting on the budget and any other significant budget variations
- Forecast outturn projections at Directorate and Corporate levels.

7. Recommendations

7.1 Members of the Executive Board are asked to note the provisional outturn financial position of the authority for 2014/15.

8. Background documents²

8.1 None

² The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

**ADULT SOCIAL CARE
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn**

Overall narrative

The directorate's provisional outturn position is an overspend of £1.1m relating to its general activities, with a further £0.4m arising from the Supreme Court legal judgement in March 2014 that clarified the meaning of 'deprivation of liberty' in the context of the Mental Capacity Act. The Supreme Court legal judgement means that the number of people lacking mental capacity who require a Best Interest Assessment will increase significantly and this is already evident in activity levels. The position has reduced by £0.3m from the previous forecast, which mainly relates to staffing. Additional grant funding of £0.5m is included this month to reflect the government's Delayed Transfers of Care grant and this has been offset by increased spend within the community care budget. Significant pressures have been experienced this year on demand-led community care budgets and due to the Supreme Court judgement, but mitigating contingencies have been identified to cover the majority of these pressures.

The main variations at outturn across the key expenditure types are as follows:

Staffing (-£0.5m – 0.7%)

This reflects the continued careful management of the staffing budget to help offset the demand-led pressures within the community care budget.

Transport (+£1.0m – 22.7%)

Expenditure on transport is generally reducing year on year, but the budgeted level of savings are not yet being delivered. Plans are in place to achieve these savings but the financial impact of their delivery is now expected in 2015/16.

Community care packages (+£7.9m – 5.4%)

A substantial pressure continues to affect the home care budget, although the position has stabilised in recent months. The budget assumed that there would be no net weekly increase in the hours of care provided, but currently the weekly increase is around 43 hours. In addition there are some significant pressures on the learning disability pooled budget, with the number and average cost of monthly care plan approvals this financial year being higher than last year. There is also a substantial pressure on residential and nursing care placements, mainly those for people with mental health needs. These are partly offset by savings on direct payments as fewer people than budgeted for are currently choosing to receive a cash payment to arrange their own care package.

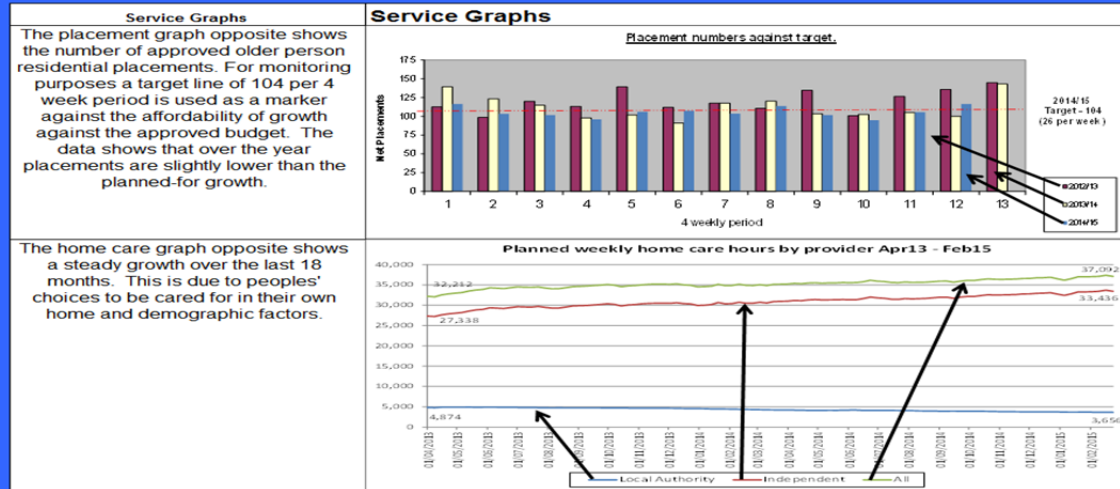
Income (-£15.3m – 23.5%)

This mainly relates to the health funding provided to support Adult Social Care services, particularly to support health and social care integration and service transformation. It also includes funding for intermediate care beds and for information and knowledge management initiatives ongoing from 2013/14, grant funding for delayed transfers of care, capital funding for staff working on IT schemes and Public Health funding for Neighbourhood Networks and residential rehabilitation.

Use of Earmarked Reserve (+£9.4m)

This mainly reflects the creation of an earmarked reserve to support initiatives relating to health and social care transformation and integration and to support the 2015/16 budget.

ADULT SOCIAL CARE FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR Provisional Outturn



Budget Management - not variations against

Expenditure on care packages is the major element of expenditure. This table is based on the standard subjective analysis and so care package spend is spread across several headings.

	Latest Estimate £'000	Projected Variations									Total (under) £'000	
		Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000	Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Appropriation £'000	Total Expenditure £'000		Income £'000
Quarter 1	194,786	711	(22)	(9)	(84)	500	4,300	(1,974)	(1,370)	2,052	(1,561)	490
Month 4	194,796	1,045	(21)	(272)	(76)	1,012	5,665	(2,026)	(1,370)	3,957	(1,961)	1,996
Month 5	195,796	1,238	(64)	(149)	(89)	1,032	5,731	(1,857)	(1,370)	4,471	(2,353)	2,118
Month 6	195,796	1,289	(128)	(181)	(84)	1,057	6,858	(2,073)	(1,370)	5,368	(2,743)	2,625
Month 7	195,853	619	(199)	(299)	(107)	922	7,513	(1,925)	(1,370)	5,153	(3,088)	2,065
Month 8	195,558	454	(152)	(282)	(118)	759	7,763	(1,508)	(1,370)	5,547	(3,615)	1,932
Month 10	195,558	262	(239)	(272)	(253)	878	8,099	(1,406)	4,530	11,599	(9,626)	1,974
Month 11	195,558	48	(220)	(271)	(256)	938	8,036	(1,269)	4,530	11,536	(9,669)	1,868
Provisional Outturn	195,558	(457)	(233)	(120)	(329)	816	8,694	(943)	9,400	16,828	(15,317)	1,511

	Latest Estimate £'000	Quarter 1	Month 4	Month 5	Month 6	Month 7	Month 8	Month 10	Month 11	Prov. Outturn £'000
		£'001	£'000	£'000	£'000	£'000	£'000	£'000	£'000	
ASC Public Health	52	0	1	0	17	(3)	(2)	(2)	(2)	0
Access & Care	150,269	2,275	4,642	4,778	5,512	6,372	6,774	6,974	6,989	7,318
Care Reform	1,767	0	0	(2)	(6)	(156)	(311)	(243)	(241)	(233)
Strategic Commissioning	-88	(2,106)	(2,425)	(2,434)	(2,487)	(2,670)	(2,874)	(2,891)	(2,940)	(3,418)
Resources	7,126	(129)	(238)	(328)	(526)	(1,054)	(1,150)	(1,182)	(1,180)	(1,406)
Care Delivery	36,431	451	17	104	113	(425)	(507)	(681)	(761)	(750)
Total	195,558	490	1,996	2,118	2,625	2,064	1,930	1,973	1,868	1,511

CHILDREN'S SERVICES
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn

Overall, the provisional outturn position for the Children's Services Directorate is an overspend of £3.15m or 2.5% against the net managed budget of £126m. This outturn represents a favourable movement of £0.6m from the previous forecast predominantly due to favourable income variations including £220k for the Vine Education Service and £100k of traded income within Learning Skills and Universal Services. The provisional outturn position also reflects further reductions in spending on IT spend (£80k), reductions in legal charges (£50k) and further capitalisation.

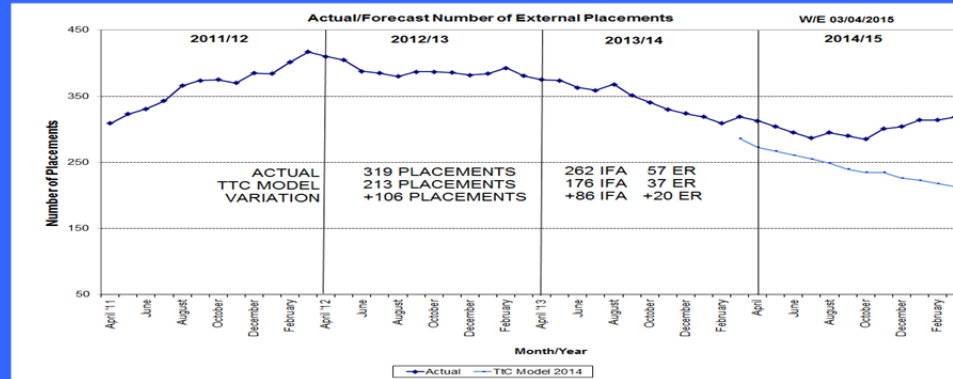
Looked After Children - the 2014/15 budget strategy recognised the strategic obsession around reducing the need for children to be in care with budget action plans totally some £5.8m around safely reducing placement numbers and changing the mix of placement provision. The provisional outturn position shows that these savings will not be achieved in full. In terms of placement numbers, at the end of March, there were 57 children & young people in externally provided residential placements [+20 compared to the financial model] and 262 children & young people in placements with Independent Fostering Agencies [+82 compared with the financial model]. Overall, these placement numbers translate into a budget pressure of £5m. The provisional outturn position also recognise some demand pressures around special guardianship orders [£0.1m], assisted adoptions [£0.4m], in-house fostering [£0.8m], Direct Payments [£0.2m] and Leaving Care Services [£0.6m]. Other pressures across the Directorate include Children's Centres [£1m] and Social Work/ Safeguarding Teams [£1m].

Staffing - overall, the staffing budgets position is an underspend by £1.85m across the general fund, grant/income funded and central schools budget functions. These position reflects the number of vacant posts across the Directorate, the impact of the predominantly internal recruitment market, reductions in the use of agency staffing and the links to grant funding and income budgets. The anticipated year-end spend on overtime is £1m and £4.4m on agency staffing.

Transport - the 2014/15 budget strategy included £4.6m of anticipated savings around policy and provision changes in respect of home to school/college transport. The provisional outturn position shows slippage against these action plans and additional demand totalling some £2.5m.

Income - the £6.1m of additional income recognises the utilisation of the additional capital receipts to fund the schools capital spend [£2m], an underspend of £0.8m on the BSF ICT programme, additional Families First income [£1.1m], additional health income for placements [£0.4m] and also slippage on the creation of early education/childcare places across the children's centres and private, voluntary and independent sector providers which are funded via the dedicated schools grant. The position also shows the additional transitional implementation grant funding for the implementation of the Children and Families Act in respect of children and young people with Special Educational Needs and Disabilities (£0.5m) as well as the first instalment of income from the DfE Social Care Innovations Fund (£1.7m) and £1m of income for the Families First programme, both of which have been received in advance and will be carried forward to 2015/16.

CHILDREN'S SERVICES FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR Provisional Outturn



Budget Management - net variations against the approved budget

	Budget		Latest Estimate £'000	PROJECTED VARIANCES										Total (under) / overspend £'000
	Expenditure Budget £'000	Income Budget £'000		Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000	Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Appropriation £'000	Total Expenditure £'000	Income £'000	
	Quarter 1	281,087		(153,351)	127,736	(805)	99	253	154	86	1,831	(122)	0	
Month 4	282,319	(154,696)	127,623	209	355	320	2,008	791	832	299	(368)	4,446	(518)	3,928
Month 5	282,598	(154,976)	127,622	204	146	296	1,992	735	1,915	144	(213)	5,219	(636)	4,583
Month 6	283,352	(155,730)	127,622	(142)	363	460	1,991	671	3,052	145	(177)	6,363	(1,018)	5,345
Month 7	283,312	(155,648)	127,664	(184)	102	(206)	2,374	609	3,915	336	(275)	6,671	(3,078)	3,593
Month 8	281,841	(155,612)	126,229	(812)	111	(32)	2,096	524	5,018	427	(305)	7,027	(3,067)	3,960
Month 10	281,482	(155,254)	126,228	(981)	86	47	2,102	457	4,909	437	(317)	6,740	(2,178)	4,562
Month 11	280,974	(154,746)	126,228	(1,247)	40	111	2,299	96	5,592	413	667	7,971	(3,652)	4,319
Provisional Outturn	281,020	(154,792)	126,228	(1,852)	26	(274)	2,350	129	5,098	467	3,322	9,266	(6,119)	3,147

	Expenditure Budget £'000	Income Budget £'000	Latest Estimate £'000	Quarter 1 £'000	Month 4 £'000	Month 5 £'000	Month 6 £'000	Month 7 £'000	Month 8 £'000	Month 10 £'000	Month 11 £'000	Provisional Outturn £'000
Partnership, Development & Business Support	8,966	(1,146)	7,820	(39)	29	15	16	(785)	(851)	(902)	(976)	(1,368)
Learning, Skills & Universal Services	83,742	(61,184)	22,558	649	1,059	1,178	1,116	1,013	1,075	1,287	1,502	1,039
Safeguarding, Targeted & Specialist Services	118,573	(24,462)	94,111	1,333	2,424	2,770	3,684	3,202	3,936	4,189	3,921	3,781
Strategy, Performance & Commissioning	66,046	(53,754)	12,292	(19)	416	620	529	163	(200)	(12)	(98)	(275)
Central Overheads	3,693	(14,246)	(10,553)	0	0	0	0	0	0	0	(30)	(30)
Total	281,020	(154,792)	126,228	1,924	3,928	4,583	5,345	3,593	3,960	4,562	4,319	3,147

City Development
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn

Overall Narrative

The provisional outturn position is that the Directorate will underspend the budget by £88k, a slight improvement on the position previously provided.

Planning and Sustainable Development

This service has an underspend of £139k. Staffing is now £42k under budget. Income from planning and building fees for the outturn position is above the budget with actual income of £4,600k against the total budget of £4,464k. The improved position is due to income being above budget whilst previous projections assumed income would be in line with the budget.

Economic Development

This service is £122k overspent. One off income of £275k received by Highways and Transportation has been used to offset some of the Markets income shortfall this financial year. Savings on other supplies and services budgets across Economic Development have helped offset the reduced surplus for Kirkgate Market.

Asset Management and Regeneration Services

This service has spent below budget by £695k as a result of additional rental income, savings on staffing of £249k, lower prudential borrowing costs, new asset income and other one off income received during the year.

Employment and Skills

This service has spent below budget by £164k with staff savings and an underspend on various commissioned contracts contributing to this position.

Highways and Transportation

This service is below budget by £39k. The Service has additional expenditure on supplies and services which is offset by additional income. This is as a result of more work being awarded externally than was originally budgeted for. Spend on winter maintenance is £1.1m.

Sport and Active Recreation

This service is also spent over budget by £198k. The final income position is shows an improvement from earlier projections. Grant income related to the Leeds Let's Get Active will be carried forward to provide funding for a continuation of the scheme. as the impact on income has not been as great as originally anticipated.

Libraries, Arts and Heritage

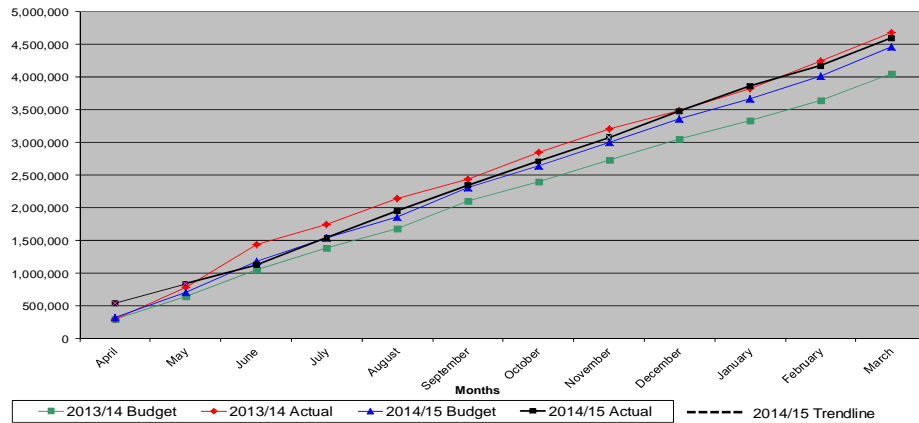
This service has spent slightly below budget. An overspend on staffing has been mostly funded by an additional £350k in one off income received by Highways and transportation that has been allocated to Libraries.

Resources and Strategy

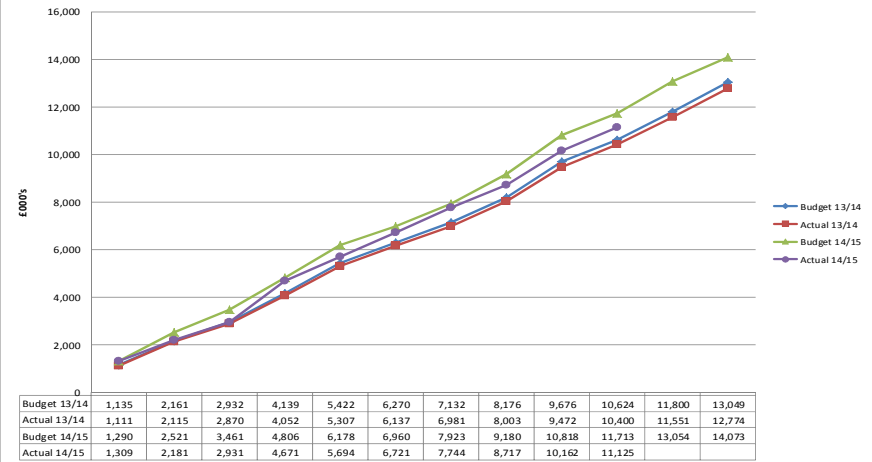
This service is overspent by £641k. The overspend is mainly on staffing as a Directorate staff saving target of £600k was included in the R and S budget and this saving has been achieved in other service areas.

City Development FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR Provisional Outturn

Planning and Building Fees 2013/14 and 2014/15 Cumulative



Sport Income 2013-14 and 2014-15 Cumulative



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Budget Management - net variations against the approved budget;

	Latest Estimate £'000	Projected Variations				Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Appropriation £'000	Total Expenditure £'000	Income £'000	Total (under) / overspend £'000
		Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000							
Quarter 1	60,162	384	307	334	(5)	(52)	20	4	0	992	(561)	431
Month 4	60,191	536	317	949	31	8	20	(40)	0	1,821	(1,636)	185
Month 5	60,079	124	354	799	36	39	20	0	(35)	1,337	(1,001)	336
Month 6	60,079	226	272	975	37	110	20	(100)	0	1,540	(1,234)	306
Month 7	60,423	331	224	892	177	218	20	(103)	0	1,759	(1,509)	250
Month 8	60,079	151	47	1,385	180	40	20	(113)	0	1,710	(1,487)	223
Month 10	60,079	230	55	1,071	258	206	20	(112)	0	1,728	(1,728)	0
Month 11	60,570	27	(29)	1,548	373	(226)	20	(71)	0	1,642	(1,643)	(1)
Provisional Outturn	60,618	62	54	2,330	372	(424)	20	720	0	3,134	(3,222)	(88)

	Latest Estimate £'000	Quarter 1 £'000	Month 4 £'000	Month 5 £'000	Month 6 £'000	Month 7 £'000	Month 8 £'000	Month 10 £'000	Month 11 £'000	Prov. Outturn £'000
Planning and Sustainable Development	3,956	20	96	114	118	87	62	73	32	(139)
Economic Development	1,594	1	0	104	94	46	46	52	139	122
Asset Management and Regeneration	3,260	0	0	15	(44)	(116)	(117)	(294)	(391)	(694)
Highways and Transportation	20,144	(1)	0	0	0	0	0	(2)	(2)	(39)
Resources and Strategy	1,703	50	43	92	126	357	360	268	317	642
Employment and Skills	2,879	3	(8)	(39)	(43)	(129)	(129)	(140)	(140)	(164)
Libraries, Arts and Heritage	20,559	350	44	43	59	4	0	5	(1)	(14)
Sport and Active Recreation	6,523	8	10	7	(4)	1	1	38	45	198
Total	60,618	431	185	336	306	250	223	0	(1)	(88)

ENVIRONMENT & HOUSING DIRECTORATE SUMMARY
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn

Overall Position

The Directorate's provisional outturn position is an underspend of £1,440k, which is an improvement of £106k from previous forecasts.

Community Safety (£256k underspend)

Staffing is £369k under budget. This is primarily due to a staffing underspend on CCTV/Partnership (£157k) due to pre-restructure vacancies, Signpost (£108k), ASBU (£70k) and Safeguarding (£34k). Charges to the HRA are £300k lower than originally projected due to a combination of review of workloads and staff vacancies. Legal costs are £57k below budget. A £46k pressure is in Signpost for sessional workers and recharges. £58k of additional income from the Community Safety Fund has been identified to support Safeguarding activities. Review of expenditure budgets has identified further transport and supplies and services savings of £81k. Other net income savings total £38k.

Strategic Housing and General Fund Support (£246k underspend)

There is an underspend on Supporting People contracts (£194k) after achieving efficiencies of £1,254 between 13/14 and 14/15. The underspend is primarily due to additional Police and Crime Commissioner funding that can be applied to alcohol related contracts. The amounts borrowed from the reserves in 11/12 is now deemed to have been repaid. A staffing underspend of £309k (mainly in Housing Options, Area Renewal and Leeds Neighbourhood Approach) is largely offset by £198k of associated income pressures/efficiency targets. The £165k DWP Reform Transitional funding will now primarily be utilised within Housing Benefit administration rather than within Housing in 14/15. A £60k underspend is in Homelessness Prevention activities. Other net savings total £46k.

Parks & Countryside (£180k overspend)

Parks & Countryside is overspent by £179k in 2014/15. The judicial review ruling on allotments has created a pressure of £104k (£50k reduced income and £54k of legal costs) and a further a £96k pressure is expected on income from the Landscape / horticultural maintenance teams. The cost of golf is £174k over the budgeted level and an overspend of £222k for Bereavement Services after utilising some one off funding. Tropical World has a pressure of £183k due to the works and extended closure. Workshop spares, fuel and sales are under budget by £216k and Insurance savings of £215k are expected. Other net cost savings of £168k primarily on weed spraying and grounds maintenance is the outturn position.

Car Parking (£1,249k underspend)

Savings from vacant posts that are in the process of being recruited to will save £202k. Expenditure savings of £39k mainly Electricity and NNDR. Parking income is projected to be £1,007k higher than the budget.

On Street income has generated additional income of £679k, with off-street income is projected to be up by £328k. These are partially offset by reductions in PCN offences and the payment rates (£637k), though BLE income projected to be up by £75k. (Phase 1 down £468k)

Woodhouse Lane - continues to be busy during week days, this has increased by +£276k (incl Jan price increase to £6.00).

Currently managing the former Quarry Hill site for a monthly fee. Outturn assumes 12 months £79k. Other income +£207k

ELI Severance Costs

It should be noted that the provisional outturn position does not include one off severance costs associated with those expected ELI leavers in 2014/15. These costs are estimated to be in the region of £950k (GF only)

Appropriate budgetary provision for any ongoing pension costs has been made in the 2015/16 budget proposals.

Waste Management (£557k overspend)

The budget assumes the delivery of £2.5m of savings, predominately in waste disposal resulting from the full year effects of last years roll out of Alternate Week Collection (AWC) and the roll out of the service to a further 106,000 households during 14-15.

Refuse Collection's outturn position is +£180k. The pay budget is now over by around £37k and the delay to AWC will impact on route changes which will cost circa £145k in year. Fuel costs will save around £279k, offset by other vehicle costs of around £395k. Additional income of £81k line by line savings are £37k

The waste disposal budget is £18m. There is a variation of £671k; £407k of this variance arises from the slippage of AWC3 into 2 separate phases, overall waste volumes being above budget (but below 13/14 levels) and the effects of new disposal contracts.

Additional costs of disposing of recycled waste and waste at HWSS is now costing around £264K as a result of recent falls in the market price for scrap and glass.

However savings in staffing are £117k and other net pressures amount to £29k.

Savings from HWSS running costs are around £206k, this primarily arises from savings in staffing and vehicle related costs.

Environmental Action (£425k underspend)

Within Environmental Health savings from vacant posts are £273k, along with staffing spend on front line cleansing and enforcement staffing has a saving of £85k.

Other variations amount to a further £67k saving

**ENVIRONMENT & HOUSING DIRECTORATE SUMMARY
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn**

Budget Management - net variations against the approved budget;

Summary By Expenditure Type

	Latest Estimate £'000	Projected Variations									Total (under) / overspend £'000	
		Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000	Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Appropriation £'000	Total Expenditure £'000		Income £'000
Quarter 1	73,272	75	137	(58)	(6)	37	(20)	0	0	165	(165)	0
Month 4	73,272	102	(154)	596	(145)	71	(140)	0	0	330	(330)	0
Month 5	72,272	(89)	(174)	691	(124)	155	(150)	0	0	309	(309)	0
Month 6	72,272	(291)	12	607	(154)	143	(150)	0	(40)	127	(227)	(100)
Month 7	72,272	(495)	(4)	456	(125)	201	(150)	5	(40)	(152)	(601)	(753)
Month 8	72,204	(774)	9	470	(223)	178	(170)	5	(40)	(545)	(405)	(950)
Month 10	72,204	(829)	45	271	(170)	156	(178)	5	(40)	(740)	(405)	(1,145)
Month 11	72,204	(1,164)	17	340	(222)	250	(178)	5	(40)	(992)	(284)	(1,276)
Provisional outturn	72,204	(1,531)	(169)	365	(281)	507	59	20	50	(979)	(460)	(1,439)

Summary By Service

Latest Estimate £'000	Quarter 1 £'000	Period 4 £'000	Period 5 £'000	Period 6 £'000	Period 7 £'000	Period 8 £'000	Period 10 £'000	Month 11 £'000	Prov. Outturn £'000
Community Safety	3,187	0	0	(100)	(165)	(236)	(234)	(262)	(256)
Strategic Housing & GFSS	12,075	0	(118)	(105)	(135)	(137)	(189)	(251)	(246)
Parks & Countryside	9,132	0	0	0	0	0	0	0	179
Waste Strategy and Disposal	19,913	0	357	462	547	404	497	500	567
Waste Operations	4,229	0	53	72	39	(24)	(59)	(108)	(140)
Refuse Collection	16,642	0	114	145	194	290	290	324	272
Environmental Action	13,676	56	14	(5)	(68)	(182)	(205)	(109)	(241)
Car Parking	(6,650)	(56)	(420)	(469)	(512)	(868)	(1,050)	(1,239)	(1,249)
Total	72,204	0	0	0	(100)	(753)	(950)	(1,145)	(1,276)

STRATEGY AND RESOURCES

FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR

Provisional Outturn

Overall Position

The provisional outturn position for Strategy and Resources is an overspend of £298k.

Strategy and Improvement

The service will achieve a small underspend against budget of £2k. Whilst the full staffing savings included in the base budget for restructures and vacancy factor will not be achieved in employee areas, saving in running costs and additional income from secondments and grants have been used to balance to the overall budget.

The contributions of £75k from Citizens and Communities and £150k from Public Health for the 'Socially Sustainable Leeds Programme' being run by the Young Foundation have been transferred to the Strategy and Improvement budget and the first payment of £111k will be charged to 2014/15. It is proposed to carry forward the balance £114k into 2015/16 to fund the remainder of the project.

Finance

The service has pro-actively pursued options during the year to achieve the budgeted savings as part of the 30% reduction applied to support services. This has been in the context of a number of pressures on supplies and services which have been countered by additional income, mainly court fees. A balanced position has been reported all year on the assumption that further savings can be realised during the year. The provisional outturn position is now an overspend of £55k.

Human Resources

HR have met the £218k pay savings incorporated in the budget, through freezing recruitment and the use of the early leavers initiative. Part of the Manager Challenge Programme has been funded through additional sources of income this year therefore only require £74k this year from the earmarked reserve created last year. Following these adjustments, there is a net underspend of £12k.

Technology

ICT are showing an underspend of £366k for 2014/15 - this is a minimal movement from the position previously reported. The savings accrue from a detailed review of recruitment plans - focusing on posts funded purely from LCC General Fund, the new Mobile Phone Contract and a change to fully fund the Laptop refresh programme from Essential Services Programme capital scheme (previously funded 50/50 from capital and revenue). One-off in year savings have also recently been made from re-negotiating the McAfee support contract and the SCC Hardware Maintenance contract - these are been used to fund one-off in year initiatives within ICT. External Agency staff are currently used in the short term, with the costs offset by additional income as they are funded from capital projects.

PPPU and Procurement

The provisional outturn position is an overall overspend of £980k. Although the service is operating with a significant number of vacant posts generating large savings, there is a £1.5m shortfall on income, due to a large amount of work that has been carried out as non-chargeable, mainly work on procurement, and other work that has been done at reduced rates.

Regional Policy

Regional Policy balances to the budget at year end. The majority of expenditure is covered by recharges to projects managed by Leeds City Region.

Legal Services

There has been considerable turnover within Legal Services during the year through a combination of staff leaving and internal recruitment. There have also been delays with the recruitment process and the full year effect of the appointments made this financial year will not impact until next year's budget. This has led to a significant one off in year saving on staffing, this will largely be offset by a reduction in income, with most of the incidence of the 'real' saving being in the legal budgets in other directorates. However, an underspend of £150k remains in this directorate.

Democratic Services

The budget for 2014/15 included additional income of £75k in relation to charges for school appeals. Actual income is now £43k less which is offset by savings on staffing of £100k mainly due to leavers under the Early Leavers Initiative. Additional savings arising through changes in conditions for elected members who are no longer allowed to join the LGPS amount to £80k and there are further in year savings on Members Allowances of £70k.

STRATEGY AND RESOURCES
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn

BUDGET MANAGEMENT - NET VARIATIONS AGAINST THE APPROVED BUDGET

	Latest Estimate £'000	Projected Variations										Total (under) / overspend £'000	
		Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000	Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Appropriation £'000	Total Expenditure £'000	Income £'000		
Quarter 1	40,561	(346)	1	(2)	(3)	76	0	0	0	0	(274)	274	0
Month 4	40,561	224	2	(205)	5	52	0	0	0	0	78	(116)	(38)
Month 5	40,561	72	3	(36)	18	111	0	0	0	0	168	(231)	(63)
Month 6	40,561	(111)	4	(70)	11	152	0	0	0	0	(14)	16	2
Month 7	40,438	(23)	1	(241)	3	55	0	0	0	0	(205)	(346)	(551)
Month 8	43,325	(548)	0	(41)	(31)	556	0	0	0	0	(64)	447	383
Month 10	43,324	(762)	1	21	(26)	559	0	0	(16)	(16)	(223)	234	11
Month 11	43,324	(452)	3	20	(25)	526	0	0	(16)	(16)	56	(45)	11
Provisional Outturn	43,324	(916)	(3)	(47)	(44)	635	0	0	114	114	(261)	559	298

	Latest Estimate	Projected Variations									Prov. Outturn £'000
	£'000	Quarter 1 £'000	Month 4 £'000	Month 5 £'000	Month 6 £'000	Month 7 £'000	Month 8 £'000	Month 10 £'000	Month 11 £'000		
Strategy and Improvement	7,098	0	0	0	97	140	(1)	0	1	(2)	
Finance	10,315	0	0	0	1	(201)	0	0	1	55	
Human Resources	6,901	0	0	1	1	2	0	0	(18)	(12)	
Technology	14,789	0	0	0	(36)	(397)	(365)	(363)	(364)	(366)	
Public Private Partnership Unit & Procurement	246	0	0	(1)	0	3	823	449	480	980	
Regional Policy	116	0	0	0	0	0	0	0	1	(1)	
Legal Services	(1,428)	0	0	0	0	0	0	0	0	(150)	
Democratic Services	5,287	0	(38)	(63)	(61)	(98)	(74)	(75)	(90)	(206)	
Total	43,324	0	(38)	(63)	2	(551)	383	11	11	298	

CITIZENS AND COMMUNITIES
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn

Overall

The provisional outturn for Citizen's & Communities is an underspend £1,464k.

Communities

The Community Centres budgets have a savings target of £110k. They have achieved £70k of this through savings on facilities management charges leaving a shortfall of £40k. A combination of turnover and maternity has generated a staffing saving of £116k. The overall position for this service is an underspend of £80k.

Customer Access

The staffing budget has come in slightly over budget (£40k) but this is partly offset by additional income from Leeds Community Health Trust. There is a further overspend of £140k as the 14/15 budget included a savings target in relation to Better Business Management (this was for Citizens and Communities as a whole), it was not possible to deliver this saving in year. The overspend on running costs of £200k is due to revenue costs associated with the implementation of the Customer Access phase 1 capital project.

Elections, Licensing and Registration

The entertainment licensing income budget was increased in 2013/14 in expectation of legislative changes that have still not materialised. As a result of this there was a risk of shortfall in income of potentially £150k which should be offset in part by £80k savings in staffing cost and £40k savings in running costs. There is also a shortfall in income for the Registrars Service (£85k) and this has been met through savings on staffing and running costs. Some savings in staffing in Vehicle Licensing are offset by additional spend in supplies and services, though as this account is ring-fenced funded, no savings would be generated for General Fund. The cost of the Local and European Elections exceeded funding by approx. £90k, this has been included in the claim but it is unlikely that additional funding will be made available. Provision of £10k has been made to fund an initiative with the Student Union to help students to register to vote in the General Election. In the light of recent challenges around charging for Sexual Entertainment Venues and an impending High Court judgement Entertainment Licensing section have evaluated a potential cost to the Council of £35k and as it is prudent to do so a provision is to be made in 2014/15 accounts to fund this.

The ongoing litigation in respect of property search fees will be concluded soon. Since the previous statement the LGA have advised that the Government are going to reimburse Council with the loss of personal search income plus interest and legal fees. Assuming this proposal goes ahead, we will receive a net amount of £291k. As we have already paid out £291k in 2013/14 the overall impact on the Council will be neutral.

Benefits, Welfare and Poverty

The Welfare, Benefits and Poverty section are reporting a £1,564k underspend.

The underspend on the Local Welfare Support Scheme amounts to £300k. In respect of DHP, an in-year contribution of £250k has been received from the HRA and the overall underspend against available funding (excluding the HRA contribution) amounts to £146k.

In respect of Housing Benefits, there is an additional overpayment income of £1,113k. The service are currently undertaking a data matching exercise between data HMRC individuals' income with Housing Benefit records. Where incorrect income has been declared resulting in higher benefits, overpayments are being raised. This is a new exercise that has not been completed in previous years so has generated considerable income above the original base budget. Council Tax Benefit has ceased but cases continue to be found of overpaid support in previous years. This money is being reclaimed from clients which generates £-352k in 14/15.

There is an overspend on running costs of £519k (mainly postage and print costs and contractor costs, much of which related to the extra work on overpayments). In addition a £75k contribution to the cost of the 'Socially Sustainable Leeds Programme' being run by the Young Foundation has been made.

It is proposed to carry forward £60k into 2015/16 to fund Chapeltown CAB (immigration work) and £79k in respect of a grant (received in 2014/15) in respect of the Fraud and Error Reduction Scheme.

**CITIZENS AND COMMUNITIES
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn**

BUDGET MANAGEMENT - NET VARIATIONS AGAINST THE APPROVED BUDGET:

	Latest Estimate £'000	Projected Variations										Total (under) / overspend £'000
		Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000	Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Appropriation £'000	Total Expenditure £'000	Income £'000	
Quarter 1	19,235	(98)	0	255	25	0	0	0	0	182	(183)	(1)
Month 4	19,432	(125)	2	34	30	(14)	0	0	0	(73)	68	(5)
Month 5	19,432	(253)	3	107	30	(14)	0	2	0	(125)	122	(3)
Month 6	19,432	(198)	3	108	30	(14)	0	2	0	(69)	66	(3)
Month 7	19,448	(259)	(1)	126	27	(14)	0	0	0	(121)	(406)	(527)
Month 8	19,448	(174)	1	(2)	27	186	0	(3,153)	0	(3,115)	2,356	(759)
Month 10	19,396	(34)	1	(2)	27	186	0	(2,960)	0	(2,782)	2,131	(651)
Month 11	19,396	46	26	(92)	31	213	0	(4,162)	0	(3,938)	2,826	(1,112)
Provisional Outturn	19,396	(159)	59	(207)	26	234	0	(4,333)	139	(4,241)	2,777	(1,464)

	Latest Estimate £'000	Quarter 1	Month 4	Month 5	Month 6	Month 7	Month 8	Month 10	Month 11	Prov. Outturn £'000
		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	
Communities	5,824	(1)	(4)	(2)	(2)	(3)	(43)	(43)	(43)	(80)
Customer Access	11,342	0	(2)	(2)	(2)	(2)	209	349	374	358
Elections, Licensing & Registration	630	0	1	1	1	2	165	165	202	(178)
Benefits, Welfare and Poverty	1,600	0	0	0	0	(524)	(1,090)	(1,122)	(1,645)	(1,564)
Total	19,396	(1)	(5)	(3)	(3)	(527)	(759)	(651)	(1,112)	(1,464)

PUBLIC HEALTH
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn

Overall

2014/15 is the second year of the Public Health function being carried out by Leeds City Council. The first year allocation of government funding was £36.9m and at the end of 2013/14 there was an overall in year underspend of £947k of the ring fenced grant. This amount has been carried forward to 2014/15 in accordance with the grant conditions. Of this amount, £655k is being used to fund expenditure which was committed in 2013/14, but did not take place by the end of the year. Added to the 2014/15 allocation of £40.5m, the total amount available for the ring fenced Public Health function in 2014/15 is £41.49m. As with last year, funding is ring-fenced to Public Health activities and any underspend would be carried forward into the next year.

For 2014/15 the Supporting People Service, Staff and Drugs Commissioning budgets have transferred to the Public Health directorate.

The overall position now reflects an additional £750k allocated in year to support existing Council services. In addition it has been possible to identify underspends which it is proposed to carry forward to next year to assist with the general fund budget situation. The overall underspend for 2014/15 is £1,371k, of which £1,055k will be carried forward as part of the ring fence arrangements.

Following further investigation, the DoH £278K PCT inherited legacy liability is unlikely to be forthcoming. As this had been provided for in the 2014/15 budget, there has been an underspend on this issue. This underspend has been allocated to other projects which are included in the details below.

Staffing

A further virement has been completed to move budget from staffing to fund known increased in commissioned services. A review of the posts is now ongoing to ensure the council can fulfil its Public Health responsibilities. This process has been delayed and the underspend is likely to increase further as the recruitment process is followed. In March there is an underspend of £186k underspend in staffing costs within the ring fenced grant element.

Commissioned and Programmed Services

This is the main area of spend with a current budget of £36.4m. Public Health commissions and funds services directly and with other parts of the authority. Almost all the contracts are fixed price with payments made on a monthly or quarterly basis so there is minimal risk of over (or under) spend. However there are some contracts which are based on payment by activity. There are risks of under or over trading on these contracts and these are being monitored closely to minimise any impact on the budget. This includes:

- * Sexual Health treatment and testing by Leeds Teaching Hospitals Trust and out of area testing for Leeds patients
- * Pharmacy supervised consumption (methadone), nicotine replacement therapy (NRT) and enhanced sexual health services
- * GP NHS Health check, smoking cessation and sexual health services
- * Drug misuse prescribing, dispensing and diagnostic tests

Quarter 3 data for activity based contracts has been analysed to establish a realistic end of year position, several of these contracts have seen an increase in activity these include sexual health out of area treatment and testing, IUCDs and Implants provided by GPs and drugs supervised consumption provided by pharmacies. In addition there has been a decrease in nicotine replacement therapy provision and NHS Health Checks this has resulted in budget adjustments in month 11 to account for this fluctuation and increase in costs.

Outturn includes a credit of £-71k received from Leeds Teaching Hospitals Trust for quarter 3 sexual health GUM activity.

The Public Health ring-fenced grant for 2014/15 is funding other council Public Health activity. In total, nearly £3m additional funding has been allocated across a range of Public Health services:- Care and Repair (£194k), Luncheon Clubs (£185k), Active Lifestyles services (£369k), Family Outreach workers/Children's centres (£777k), Leeds Directory (£132k), Leeds Irish Health and Homes (£33k), Black Health Agency Sexual Health skyline project (£289k), Neighbourhood Networks (£600k) and Residential Rehab (£150k).

Cost savings of £603K have been identified from Public Health in 14/15 which will be carried forward into 15/16 as part of the public health ring-fenced grant in order to fund other Council Public Health services (Neighbourhood Networks, Children's Centres) and to cover any budget risks due to the Council taking on new responsibilities for more drugs programmes, this could include a new drug being considered to treat alcoholism which is more expensive than current drugs which are used. This funding has been allocated to earmarked reserves in order to fund these potential budget issues in 2015/16 and remove any risk to the overall Council budget.

In addition to the increase in grant allocation, there is £947k unused grant from 2013/14 brought forward for use in 2014/15. The majority of this has already been committed to specific projects where the tendering process has already taken place. A further £153k will be used to fund 2013/14 Sexual Health treatment and testing activity due to Leeds Teaching Hospitals Trust reporting incorrect data at year end (2013/14).

As part of the overall virement, budget has now been transferred to fund the Public Health contribution towards the corporate and democratic costs incurred by the Council. This has been partly offset by additional secondment income and a refund from St Martin's. As it has been determined that it is highly unlikely that the PCT legacy balance from the Department of Health will not be required, this has now been allocated to other programmes and projects including the Young Foundation.

Other non staffing / non contractual savings amount to £145K.

Supporting People

Staff - the service has seen 3 staff leave the section during the year and some others move into secondment roles - this has been offset in part by the filling of 2 other vacancies since the restructure of the team. The PO3 grades have been reggraded to PO4 in an attempt to retain the team members and ensure consistency of service provision, knowledge and skills for the particular type of contract work - other Commissioning Teams in the Council are graded at PO4.

The staff are budgeted through the General Fund but there is a yearly service charge to PH of approx. £360k which is based on the percentage of time the team works on behalf of PH contracts. This may rise as further PH contracts are added to the portfolio. The Team also work on Supporting People Housing contracts (£10M) which still reside within Environment and Housing so their time is split accordingly.

The embargoed areas of spend have been adhered to and projected budget underspends have been calculated.

Drugs Commissioning

Drugs Contracts - the drugs contracts are negotiated, procured and extended as required. The majority are paid quarterly in advance. All funding has been agreed and partially receipted - particularly the PCC income which is now guaranteed for this financial year and until the end of 2016. After that contracts, in line with that loss of funding, will either be stopped in year or re-negotiated or alternative sources of funding sought.

For 14/15 a Carers Leeds contract extension and the York Street Practice drugs costs will be met by specific available funds from balance sheet - a total of £60k.

PUBLIC HEALTH
FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR
Provisional Outturn

BUDGET MANAGEMENT - NET VARIATIONS AGAINST THE APPROVED BUDGET

	Latest Estimate £'000	Projected Variations										Total £'000
		Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000	Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Total Expenditure £'000	Income £'000	Appropriation £'000	
Quarter 1	490	(400)	0	0	0	0	230	0	(170)	0	170	0
Month 4	490	(462)	0	72	0	171	117	0	(102)	(68)	170	0
Month 5	490	(534)	0	76	0	172	318	0	32	(67)	35	0
Month 6	490	(798)	2	28	(2)	132	488	0	(150)	(109)	0	(259)
Month 7	490	(133)	3	(90)	(1)	0	35	0	(186)	(109)	107	(188)
Month 8	490	(283)	3	(144)	(14)	0	(291)	0	(729)	(99)	785	(43)
Month 10	490	(294)	3	(168)	0	8	(340)	0	(791)	(63)	801	(53)
Month 11	490	(210)	2	(177)	1	(327)	(641)	0	(1,352)	(60)	1,036	(376)
Provisional Outturn	490	(246)	6	(394)	8	(1)	(834)	0	(1,461)	21	1,055	(385)

	Latest Estimate £'000	Quarter 1 £'000	Month 4 £'000	Month 5 £'000	Month 6 £'000	Month 7 £'000	Month 8 £'000	Month 10 £'000	Month 11 £'000	Prov. Outturn £'000
PH staffing and general running costs	4,825	(400)	(330)	(395)	(728)	(205)	(358)	(353)	(290)	(340)
Commissioned and Programmed Services:										
General Public Health	375	200	0	0	(14)	0	(164)	(164)	0	(128)
Health Protection & Population Healthcare	1,813	0	0	0	0	(35)	(55)	(66)	(81)	(112)
Healthy Living and PH Intelligence	16,473	30	30	30	146	50	(85)	(95)	(58)	(22)
Older People and Long Term Conditions	2,975	0	0	0	251	0	150	150	(210)	(339)
Child and Maternal Health	5,637	0	2	2	2	(90)	(150)	(150)	(150)	(168)
Mental Wellbeing	9,389	0	128	128	108	23	(123)	(123)	(247)	54
Transfer to reserves	0	170	170	35	0	107	785	801	1,036	1,055
Supporting People	558	0	1	0	(25)	(36)	(53)	(53)	(376)	(385)
Drugs Commissioning	(68)	0	0	0	1	(2)	0	0	0	0

CIVIC ENTERPRISE LEEDS

FINANCIAL DASHBOARD - 2014/15 FINANCIAL YEAR

Provisional Outturn

Overall position

The CEL budget includes savings and efficiencies amounting to £1.4m. The two specific pressures within Commercial Trading (amounting to £400k) that have been reported for several months are now almost completely offset by savings elsewhere within the group, mainly linked to the special budget measures implemented in October. The only new pressure now reflected in the overall position is the impact of the 2014-15 pay settlement which amounts to £125k. CEL Group at provisional outturn is still reporting a pressure of £125k.

Business Support Centre

£280k underspend on pay & £14k underspend other expenditure is now mainly as a result of several early leavers within the service and additional income from Schools, Academies & Barclay Card, £18k. Total £312k underspend.

Facilities Management

Overall £115k underspend split £160k savings on pay and £30k NNDR savings for St George's House - costs to be treated as part of Changing the Workplace. Additional NNDR rebates received for Civic Buildings £63k. Other general premises savings £93k. Offset by reduced income of £231k.

Commercial Services

Following settlement of the 2014-15 pay award there is a new pay pressure of £167k in Cleaning (£105k) and Catering (£62k) offset by additional income £42k from HRA. Net effect £125k. Additionally there are the 2 previously reported budget pressures. Firstly the decision to decrease the price of a paid primary school meal from the budget assumption of £2.50 per KS2 meal to £2.30 on commercial grounds, results in a financial pressure for Catering of £250k.

Secondly, for Property Maintenance a budget assumption was that the service would deliver £2m turnover, generating £200k profit. The necessary turnover will now not be achieved. An additional £100k pressure for Lift installation schemes. Service will no longer deliver this type of work due to the majority being sub-contracted. Reflects lost profit.

£20k staff savings in School Crossing Patrol due to not implementing a pay grading review & further £25k savings on the Commercial Overhead account from £10k staff savings and £15k supplies & services. Further pay pressures within CEL Trading of £93k have been reflected on the action plan and relate primarily to cleaning.

Corporate Property Management

£250k savings on the £5m CPM Property Maintenance budget as a result of the special budget measures introduced in Autumn 2014, offset by pay pressure of £90k taking net underspend down to £160k.

BUDGET MANAGEMENT - NET VARIATIONS AGAINST THE APPROVED BUDGET:

	Latest Estimate £'000	Projected Variations									Total Expenditure £'000	Income £'000	Total (under) / overspend £'000
		Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000	Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Appropriation £'000				
Quarter 1	12,834	(185)	35	(30)	0	5	0	0	0	0	(175)	625	450
Month 4	12,834	(370)	8	(2,895)	9	1	0	0	0	0	(3,247)	3,649	402
Month 5	12,834	(451)	11	(2,886)	10	2	0	0	0	(9)	(3,323)	3,723	400
Month 6	12,834	(414)	(17)	(2,913)	2	2	0	0	0	(9)	(3,349)	3,749	400
Month 7	12,842	(413)	(192)	(3,130)	2	(3)	0	0	0	0	(3,736)	3,745	9
Month 8	13,040	(174)	(213)	(2,998)	16	(3)	0	0	0	0	(3,372)	3,497	125
Month 10	13,040	0	(215)	(3,180)	16	(3)	0	0	0	0	(3,382)	3,507	125
Month 11	13,040	91	(548)	(3,072)	12	3	0	0	0	0	(3,515)	3,640	125
Provisional Outturn	13,242	109	(476)	(3,195)	16	7	0	0	0	0	(3,539)	3,664	125

	Latest Estimate £'000	Quarter 1 £'000	Month 4 £'000	Month 5 £'000	Month 6 £'000	Month 7 £'000	Month 8 £'000	Month 10 £'000	Month 11 £'000	Prov. Outturn £'000
Business Support Centre	4,054	0	0	(3)	(49)	(120)	(120)	(129)	(245)	(312)
Commercial Services	(4,724)	450	401	402	449	179	293	552	670	712
Facilities Management	7,462	0	1	1	0	(50)	(48)	(48)	(50)	(115)
Corporate Property Management	6,248	0	0	0	0	0	0	(250)	(250)	(160)
Total	13,040	450	402	400	400	9	125	125	125	125

2014-15 Procurement Report

1.1 The Chief Officer Public Private Partnerships and Procurement was asked to provide statistical procurement information to Executive Board every quarter. This report provides information in relation to the 2014/15 financial year.

2. Procurement Savings

2.1 The delivery of procurements, and in turn procurement savings, are a result of cross-functional working with directorates. The procurement category teams work closely with directorate colleagues to seek to secure procurement and contract efficiencies and to reduce off-contract and non-contract spend. Agreeing and 'capturing' procurement savings, in discussion with directorates, enables budget holders to make informed choices and, where possible, translate identified saving opportunities into 'cashable' savings. The high level actual and forecast savings in relation to the fourth quarter are detailed below: Updated Mar 2015

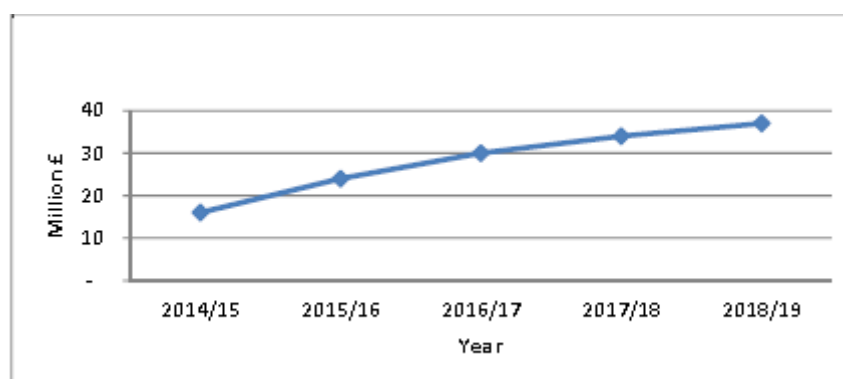
	2014/15	2015/16	2016/17	2017/18	2018/19	Total
	£000's	£000's	£000's	£000's	£000's	£000's
Savings on contracts secured to date	(15,727)	(6,545)	(3,502)	(2,028)	(1,826)	(29,628)
Forecast savings on non-contract spend and PFI savings	-	(2,060)	(2,060)	(2,060)	(915)	(7,095)
Total Anticipated Savings	(15,727)	(8,605)	(5,562)	(4,088)	(2,741)	(36,723)

2.2 There has been a significant increase in 2014/15 savings of £6,950k with the agreement of the contract variation in settlement of performance failures on the Street Lighting PFI contract. The outturn saving of £15.7m for 2014/15 gives an increase of 191% against the original budget of £5.4m.

2.3 These savings are in addition to the £6.423m recorded for 2013/14

2.4 In addition to the cashable savings identified above the savings report also identifies cost avoidance or 'non cashable savings', for example whereby having implemented good procurement controls, or contract management, a price increase has been avoided or where the re-procurement of a contract has resulted in 'more for less'. By definition it is difficult to prove these savings as they are not usually quantifiable from a budget perspective. Nevertheless they do demonstrate the value added by effective procurement intervention and add value to the process.

2.5 Graph of Cumulative Procurement savings 2014/15 to 2018/19



3. Orders placed

3.1 The following financial information is sourced from an analysis of all orders recorded in the council's main financial system, FMS. On the payments system, each creditor (a body or person to which a payment is made by the council) has an indicator on their record which allocates them to a category. Such categories include private companies, commercial individuals (sole traders), other public sector bodies, and the third sector. The classification of organisations is carried out by colleagues in corporate finance with typically several hundred new creditor organisations allocated to a category each month.

3.2 These figures do not include orders placed through feeder systems, such as Orchard, purchasing cards, or payment requisitions where BACS or cheque payments are made through FMS without the Business Support Centre processing an invoice and where therefore there is no associated order.

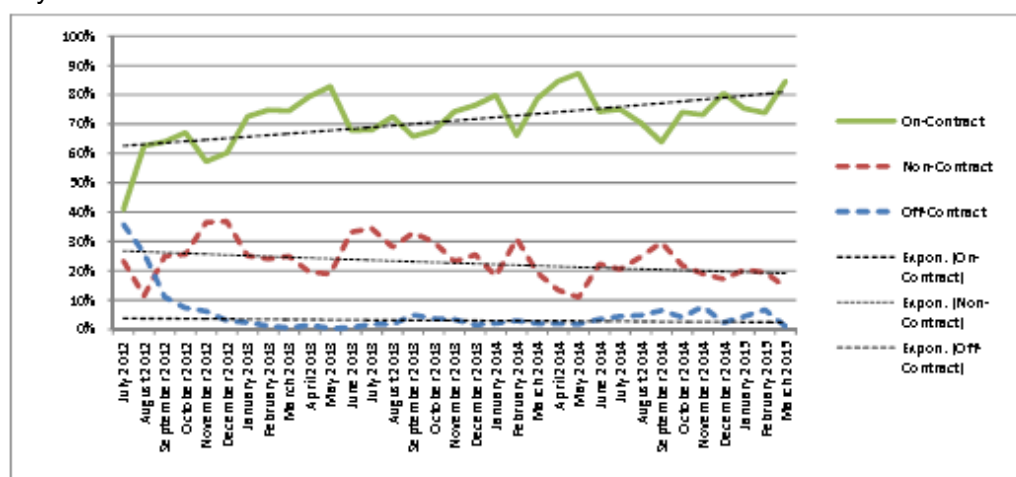
3.3 The table below shows all orders placed in FMS in 2014/15 - the final column shows the data from 2013/14 as a comparator.

Classification	Total Value 2014/15	Numbers of Orders	% of Total	2013/14
On Contract	£262,139,794	18,106	75.34%	73.91%
Non-Contract	£48,764,736	18,936	14.02%	18.09%
On Contract - Quasi	£16,671,308	3,460	4.79%	2.60%
On Contract - Waiver	£2,578,472	73	0.74%	1.63%
Off-Contract	£10,165,078	4,562	2.92%	1.72%
Non-Contract - One off or non-influenceable	£7,608,832	1,041	2.19%	2.06%
Grand Total	£347,928,221	46,178	100.00%	100.00%

3.4 Definitions;

- On contract is an order placed with a contracted supplier.
- Non-contract is an order placed where no contract exists for the goods or service.
- Off contract is an order placed where there is a contracted supplier but the order raiser uses a different supplier.
- Waivers are required where the relevant Chief Officer is able to justify a genuine exception to the requirements for competition under Contract Procedure Rules.
- Quasi contracts are virtual contracts put in place to aggregate spend with a view to evaluating the requirements of a contract.

3.5 The graph below shows the % of on, off and non-contract orders placed on FMS from July 2012 to March 2015.



4. Local Suppliers

4.1 Orders placed with local suppliers in 2014/15 are detailed below. The final column shows the data from 2013/14 as a comparator.

Local / Non Local	Total Value 2014/15	Numbers of Orders	% of Total	2013/14
Local Spend	£145,995,057	20,741	41.96%	39.59%
Non-Local Spend	£201,933,164	25,437	58.04%	60.41%
Grand Total	£347,928,221	46,178	100.00%	100.00%

4.2 Definition;

- Suppliers with a Leeds metropolitan area postcode have been included in this data. These are postcodes LS1 to LS29 plus BD3, BD4, BD10, BD11, WF2, WF3, WF10, WF12, WF17.

5. Third sector

5.1 Orders placed with third sector suppliers in 2014/15 are detailed below. The final column shows the data from 2013/14 as a comparator.

Supplier	Total Value 2014/15	Numbers of Orders	% of Total	2013/14
Third Sector	£70,925,698	5,417	20.39%	17.76%
Non Third Sector	£277,002,522	40,761	79.61%	82.24%
Grand Total	£347,928,221	46,178	100.00%	100.00%

5.2 Definition;

- The Local Government Association defines this sector as “non-governmental organisations” (NGOs) that are value-driven and which principally reinvest their surpluses to further social, environmental or cultural objectives.
- Third sector includes charities, community groups, churches and faith groups, sports and recreational clubs, social enterprises and partnerships and trade unions and associations.

6. Small and Medium Enterprises (SMEs)

6.1 Orders placed with small and medium enterprises (SMEs) in 2014/15 are detailed below. The final column shows the data from 2013/14 as a comparator.

Local / Non Local	Total Value 2014/15	Numbers of Orders	% of Total	2013/14
Local Spend	£145,995,057	20,741	41.96%	39.59%
Non-Local Spend	£201,933,164	25,437	58.04%	60.41%
Grand Total	£347,928,221	46,178	100.00%	100.00%

6.2 Definition;

- SMEs are defined as having a turnover of less than £25.9 million and fewer than 250 employees. This data was collated by using the categorisation selected by the supplier upon registration on Yortender (the council’s electronic tendering site) and then verified where possible against data from the Department of Business Innovation and Skills.



Report author: Alex Watson
Tel: 276514

Report of the Deputy Chief Executive

Report to Executive Board

Date: 22nd April 2015

Subject: Low Pay Charter

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes X No
Are there implications for equality and diversity and cohesion and integration?	X Yes <input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes X No

Summary of main issues

1. Leaders of the Combined Authority commissioned a Working Group to look at how Councils could take an innovative approach for addressing the causes and consequences of low pay and associated in-work-poverty.
2. As a result a Low Pay Charter has been developed and published on 25th March 2015. This sets out how Councils in the regional can individually and collectively work to ensure that low pay matters are better addressed.
3. Specifically, the Charter and Working Group's report recognise the importance of paying the Living Wage; but also stress a wide variety of non-pay issues that can also improve the opportunities, wellbeing and engagement for low paid workers. Councils are also reminded of their wider role in society and how leadership on low pay will help boost our economy and promote fairness.

Recommendations

4. Executive Board are recommended to:
 - (i) Adopt the Low Pay Charter on behalf of Leeds; and
 - (ii) Receive 6 monthly reports on progress from the Deputy Chief Executive.

1 Purpose of this report

- 1.1 To inform the Executive Board on work being undertaken across the region to address issues on low pay.

2 Background information

- 2.1 As our economy returns to growth, there is a concern that the benefits of this are not felt by all. In particular, there is a desire to promote “good growth” and guard against a proliferation of low paid jobs.
- 2.2 The consequences of low pay and in-work poverty are widely discussed - with concerns that workers are adversely affected in many ways: having to work very long hours to make “ends meet”, relying on expensive credit and working to service debt. In turn, this disproportionately affects health and wellbeing, made worse by often insecure work. Low paid work is also associated with limited skills and investment which then restricts employers’ ability to increase productivity and innovate.
- 2.3 Given these concerns, the Leaders of the Combined Authority asked a Working Group to consider what could be done by Councils to challenge and improve this. A Low Pay Charter has been developed in response.

3 Main issues

3.1 Working Group Findings and the Charter

- 3.2 The full report of the Working Group is attached. Recommendations fall in the following main areas:

- 3.3 Pay dimensions – Adopting Living Wages, if necessary on a staggered basis, plus promoting membership of pension schemes and financial advice regarding this

- 3.4 Non-Pay dimensions – Recognising that just paying the Living Wages is not a “silver bullet” and working to:

- 3.4.1 promote skills and opportunities for progression

- 3.4.2 improve employee engagement, health and wellbeing

- 3.4.3 offering an employee benefits scheme that is accessible and relevant to staff on lower incomes

- 3.5 Councils in Society – doing more to promote social value in the commissioning and procurement of services that we use and being an exemplar to show others the benefits of fair pay and its links to good growth.

3.6 Next Steps and Implications for Leeds

- 3.7 Adopting the Charter in Leeds is a great challenge and opportunity. Steps were taken with the 2015/16 budget to move towards paying a Living Wage and further

financial planning is needed to extend this. Addressing the non-pay issues needs to increase our appreciation of the contributions low pay workers make and to ensure they have a proper voice. Finally, the Council needs to consider its role as an “anchor” institution in terms of its supply chain and influence on how other partners can follow our standards and approaches to tackling issues.

- 3.8 Each Council in the Combined Authority will be reporting progress against the Charter and it is proposed the Executive Board receive a further report in 6 months’ time outlining the steps Leeds is taking.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.4 The adoption of the Charter was discussed with the Regional TUC and there will be more detailed discussions the trade unions in Leeds.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Over 80% of staff who earn less than the Living Wage in LCC and schools are women. Action to reduce low pay therefore will correlate with general reductions in gender pay differences.

4.3 Council policies and City Priorities

- 4.3.1 Tackling in work-poverty issues will further aims regarding a number of Best City Priorities, especially in terms of financial inclusion, fairness and a sustainable economy.

4.4 Resources and value for money

- 4.4.1 Investment in Living Wages is broadly estimated to cost in the region of £5m for our current work-force. Further financial planning will be undertaken to determine how this can be accommodated in the future.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 The recommendations detailed within this report are eligible for Call In.

4.6 Risk Management

- 4.6.1 No specific issues are identified at this stage regarding the adoption of the Low Pay Charter

5 Conclusions

- 5.1 The Low Pay Charter offers a new approach for the Council to tackle problems arising from low pay and in-work- poverty.

6 Recommendations

- 6.1 Executive Board are recommended to:

- 6.1.2 adopt the Low Pay Charter on behalf of Leeds; and
- 6.1.3 Receive 6 monthly reports on progress from the Deputy Chief Executive
- 7 Background documents¹**
- 7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

**'NO SILVER BULLET':
DOING MORE TO SUPPORT OUR LOWER PAID WORKERS**

Final Report of the Lower Paid Workers' Group

March 2015

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3. Low pay in the context of the West Yorkshire Combined Authority area
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 - A. *The pay dimension*
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 - C. *Councils in society*
5. Next step actions

Annex

FOREWORD

As the return to economic growth across West Yorkshire and York becomes more embedded, we must ensure that it translates into jobs and opportunities for all our people. But not just any jobs. It is good jobs that matter - where people feel a sense of stability, have a say in the workplace, know that their effort is recognised and rewarded, have the skills to do the job but also to develop their own potential, and trust that they will be treated fairly. And most critically, that they are paid a decent wage for the work that they do.

It is this concern for low pay, shared across the authorities of West Yorkshire and York, that lies behind this report. As major local institutions, we have a critical role to play in bringing leadership to this agenda and in making the case for good jobs that deliver good outcomes for the lives of so many people across all of our communities.

We also have a responsibility to do all we can to make sure that our own houses are in order. As local authorities we are all on the living wage journey – some of us have got there, others are making progressive steps towards. But by the nature of the work that we do, there will always be low paid jobs in our workforces; and we know that simply paying the living wage will not be the sole silver bullet that will rid people of the ill effects of low pay. The challenge – as set to this Group – is to look at low pay from a broad perspective and to go further and faster in making sure that jobs are good jobs that help people achieve good outcomes for themselves and their families and that can act as stepping stones to higher paid work. As one participant in our work told us, “no one in low paid work should rely on food banks”.

We must make low pay a corporate priority. We don't need to start from scratch on this. We are already ethical employers. However, we must look at how we work and our behaviours and systems through a new lens to make sure that at all points we are conscious of the needs of our lowest paid. This is critical if the people that fill these roles are to be supported to develop and progress in an environment where local authority form and function is changing rapidly. And what's more, it is critical to the success of the future of local government. As such, there is nothing in this report that cannot be actioned and will not, when actioned, have a positive effect on our lowest paid.

By combining this local leadership mandate with a fresh reflection on our own practices we have great potential to make a big difference to the lives of many. There has never been a more important time to collectively up our game on tackling low pay.

We must thank all of the people who have given their time to meet and share their experiences of low pay with us. Their contribution has been invaluable. We also thank each member of the Group for imparting their expertise. Finally we thank the Joseph Rowntree Foundation for its support in reflecting the depth of evidence available regarding the case against low pay and for sharing their own experiences of being an anti-poverty employer.



A handwritten signature in black ink, appearing to read 'Peter Box'.

Councillor Peter Box CBE
Chair of the West Yorkshire Combined Authority and
Leader of Wakefield Council



A handwritten signature in black ink, appearing to read 'Ruth V. Redfern'.

Ruth V. Redfern
Chair of the West Yorkshire Combined Authority Lower
Paid Workers' Group and Kirklees Council's Director of
Communities, Transformation and Change

WEST YORKSHIRE COMBINED AUTHORITY AREA LOW PAY CHARTER

In West Yorkshire and York, economic growth, social benefits and environmental responsibility go hand in hand. This Charter seeks to address a specific element of this; that of tackling low pay to stop the growing gap between the best and worst off in our society. It provides a set of guiding principles that the West Yorkshire Combined Authority and its constituent local authorities will adhere to, based on an ambition to be anti-poverty employers, proactively tackling low pay in our own workforces – either directly through pay, or through mechanisms that stretch income, improve quality of life, and provide tools for development and progression to better and higher paid work.

It then considers how we will maximise our role as local leaders, influencers, major employers and buyers of goods and services to address low pay. We will work in partnership with others and draw on best practice, to help us to extend this Charter's reach, specifically in sectors we know to be marked by low pay, but also encouraging the wider business, public and third sector community to consider how we can collectively progress further and faster in this regard. Our recommendations sit under three categories and are set out below in bold.

1. THE PAY DIMENSION: Recognising financial constraints, we will work to boost levels of take home pay now and through to retirement.

On pay we will:

- **In those authorities that do not already do so, we will apply a managed and staggered approach to reaching a living wage across the WYCA area by removing the bottom two pay scales for the years 2015/16 and 2016/17**
- Use our local leadership role to influence others to adopt living wage policy

On pensions we will:

- **Review existing pension information to make the case for membership from a low pay perspective and proactively target its communication at lower paid workers to drive up-take**
- Work with partners including the Credit Union to deliver excellent financial education to staff

2. THE NON PAY DIMENSION: We will help people to make their money go further, improve their quality of life, and have the tools that they need to develop and, in time, progress to better and higher paid work.

On skills and progression we will:

- **Commit to proactively communicating the positive relationship between skills and opportunity; and to ensuring that lower paid staff are supported to reach their potential through implementation of a strategy for inclusive personal and professional development**
- **Proof all HR policies for their impact on lower paid workers, with particular focus on progression and reduction of institutional barriers such as constrained career structures**
- Examine how we use skills and positive employment practices to assist progression, improve job quality and wellbeing and boost organisational performance

On management and leadership we will:

- **Deliver excellent management and leadership practices as standard across our organisations, with specific focus on equipping those who manage lower paid workers with the skills and systems they need**
- Recognise positive results and effort, with simple and fair systems for measuring and appraising performance, identifying personal and professional development needs and promoting progression
- Create an atmosphere in which everyone understands how they make a difference and contribute to success and has the opportunity to voice their opinion and shape their work
- Engender pride, trust, empowerment, teamwork, values and wellbeing

- Give people the right tools to enable them to do their jobs properly
- Engage consistently, frequently and appropriately to ensure our action remains relevant to peoples' circumstances and needs, in particular reviewing access to information

On employee benefits we will:

- **Agree to the principle of investing in and promoting a responsive employee benefits package that is accessible and communicated to target groups consistently, frequently and through the right channels, and that complements the approach in individual Districts to directly support lower paid workers to stretch their take-home pay. Wherever possible, we will use our collective leverage to broker deals with providers.**
- Collaborate to boost our purchasing power and use this to influence provision, negotiate innovative deals and secure big discounts
- Listen to our lower paid staff and continually evolve our offer accordingly
- Maximise the social multiplier and reach of our benefits package in helping not just employees, but also their families, with unlocked potential to connect to local businesses and boost local circulation of wealth

On health and wellbeing we will:

- **Collaborate across the WYCA area to streamline health and wellbeing activities, learn from good practice and target lower paid workers to increase participation**

3. COUNCILS IN SOCIETY: We will work with and through others to maximise our role, influence and leadership to deliver improvements in pay, resilience and good growth.

On procurement and social value we will:

- **Apply Social Value policy, prioritising in the first instance those commissioned services where low pay prevails; and work collaboratively to influence others to do the same**
- Frame all procurement discussions in a way that builds a long term shared concern for eradicating low pay, including ensuring all contractors/sub-contracts pay at least the minimum wage and offer guaranteed hours in zero hours contracts
- Commit to using commissioning in low pay sectors to agree minimum standards for travel time, Terms and Conditions, annual leave, skills and progression to drive up standards and jointly tackle the impacts of low pay

On zero hours contracts and casual staff we will:

- **Guard against inappropriate use of zero hours contracts and protect casual workers from affects of low pay, concentrating on our own workforces and commissioned services**
- Ban the use of exclusivity clauses and 'false agencies' that bypass Agency Workers Regulations

On driving a 'good growth' agenda we will:

- **Use local authority influence and leadership to tackle low pay across the West Yorkshire Combined Authority area in pursuit of a 'good growth' agenda**
- Commit to working in partnership including with the Joseph Rowntree Foundation, the Living Wage Foundation and Skills for Care to draw on good practice and go identify solutions and approaches to tackling low pay
- Break down internal silos, and work with others to effectively and systematically connect policy and action on growth, jobs and poverty
- Establish a new deal with the private sector based on shared commitment to tackling low pay, and improving economic, social and environmental well-being as a result of our activities
- Leverage new investment and infrastructure schemes for the benefit of local people and good jobs

1. INTRODUCTION: THE BACKGROUND TO, AND PURPOSE OF, THE LOWER PAID WORKERS' GROUP

As the economy begins to see a return to growth, the Leaders of the West Yorkshire Combined Authority (WYCA) area¹ have become increasingly concerned with the quality of growth, the growing gap between the best and worst off in society, and the rising prevalence of insecure employment practices such as zero hours contracts. They have held substantive discussions in this regard, including consideration of the role of councils themselves in tackling such issues given their position as major local employers and procurers of goods and services.

This debate has included an examination of living wage policy across the Combined Authority area. Where some authorities have moved forward with implementation, others have concluded that, despite high levels of political will, the introduction of a living wage is, at present, financially unviable given unprecedented pressure on local budgets. Notwithstanding this, Leaders and Chief Executives are strongly of the view that there is scope for councils to go further than they already do in supporting and providing 'good' jobs for their lowest paid workers; recognising that the living wage a very important, but not the sole response, we have at our disposal to tackling low pay.

Accordingly, at the Leaders' request, the Lower Paid Workers' Group (LPWG) was established in the spring of 2014 with the remit of exploring collective approaches - beyond payment of a living wage - to answer the question ***what more can be done to support our lowest paid workers?*** From its inception, the Group has based its methodology and recommendations on four key lines of enquiry:

- What more can we learn from the economic, policy and research context regarding why low pay matters?
- What more can be done on the pay dimension?
- What more can be done on the non-pay dimension?
- What more can councils do to maximise their impact in society?

The Group comprises senior officers from each local authority in the WYCA area and the West Yorkshire Combined Authority² itself across finance, human resources and organisational development, legal services, public health and economic development. There has been from the outset, acknowledgement that each constituent member is already an ethical employer, seeking to do its best for lower paid staff. The approach taken therefore balances the need for new solutions, with the re-shaping of existing practice to better serve and reach lower paid employees.

We have focused on making practical recommendations that can be actioned with a good degree of pace, either by individual authorities or as a collective. That is not to say all actions will be easy, but with strong leadership, excellent communication and shared intent around a common concern for low pay, they can be driven forward. Most recommendations are cost neutral; however, some will impact on budgets – notably that concerning pay scales. We make all our recommendations with one eye on the future. Local government's form and function is changing. We must transform now to respond to the pressures we face and find innovative ways to make sure that we continue to provide value to local people and communities. We have a local leadership mandate that we must use to extend the concern for low pay and collectively tackle its impacts.

We have based our recommendations on detailed examination of each line of enquiry through a mix of analysis of individual authority circumstances, needs and approaches; examination of the wider academic research base for good practice from elsewhere; and most importantly, speaking to groups of our lowest paid workers. In this way, we

¹ Bradford, Calderdale, Kirklees, Leeds, Wakefield and York

² The West Yorkshire Combined Authority is the body established by statutory instrument on 1 April 2014 to bring together the Bradford, Calderdale, Kirklees, Leeds and Wakefield districts and the City of York Council area to tackle shared economic challenges - including improving transport - by boosting jobs and growth

have engaged with people who will be directly impacted by the recommendations we are making, to make sure that we have not made assumptions about what we think people need. The Group would like to thank all of the people who gave their time to meet and share their experiences of low pay with us - the profiles below are based on how people have spoken to us, using fictitious names to give a flavour of working lives. This contribution has been invaluable and critical to our thinking. We have a duty to listen and respond, and so an overarching recommendation of our work is that this dialogue is consistent, frequent and embedded in internal communications processes so that our action remains relevant to peoples' circumstances. We must turn around the view of one participant that *"it's hard to feel part of the council when we always seem to get missed out"*.

Susan

Susan wakes up at 5am. There is no chance of pressing snooze on her alarm as she needs to be at school by 6.30am to get it cleaned before the children arrive. She hopes there will not be any problems with the bus today. Driving would make things simpler, but a car is not affordable unless she can find a way to up her credit union payments.

After her cleaning job there is just time to take off her overall before Susan starts work in the classroom. She started volunteering as a classroom assistant. It does not help pay the bills but it is giving her some new skills and experience that she hopes will help her into a better job soon. Because she is in the school over lunchtime, she gets a hot lunch Monday to Friday which helps keep the weekly Farmfoods shop affordable. Working with the kids is demanding but very enjoyable, more so than the second cleaning shift of the day that follows it. Recently Susan has started locking up the building some evenings, and being on call too. More responsibility but no more money!

On the bus home she reads about budget cuts in a discarded copy of the local newspaper. She does not see much of her manager and because she is out and about, the paper is her main source of information about the council.

Amjad

Amjad likes the people he works with; he has known some of them for years, having worked for the council since 1995. His job is hard, physically and emotionally. Amjad knows he does a good job, but it helps to hear it from the residents he assists. He does not get much feedback from his boss but he gets on with it.

He needs to leave on time today to make sure he is there to pick up the grandchildren. He buys budget versions of some of the essentials so that he can afford to get them a small treat on payday. It is often difficult getting away from work – people do not stop needing him just because his shift ends, so he stays a bit later after clocking off sometimes. Before the last restructure, managers would step onto the floor and help when needed, but there are fewer people now and that no longer happens. He thinks about retirement but knows he needs to carry on earning a few more years yet; but he is not be interested in progressing to a more senior position at this time of life.

Bernie

Bernie checks her email before work. She also takes a quick look at the council's website to see if there is any news about the cuts. She would like to be able to access the staff intranet but does not think it is possible. She loves working in the museums, even though it does not pay well. Customers are actually pleased to see her and smile when they ask for help. Bernie's staff Metrocard has been a godsend, making it more affordable to travel between museums and get out at the weekend. She only found out about the offer by accident; overhearing one of the managers mentioning it to another. She is happy that there are staff offers like that – she does a lot for the council, more than she is paid for. It is the least the council can do in return. The savings she has made have meant she will be able to afford some new work boots for the winter. The mud in the grounds can make walking difficult, but work has not offered to provide any boots.

2. UNDERSTANDING LOW PAY AND WHY IT MATTERS

It has long been considered that employment offers people the best route out of poverty. Whilst for many this holds true, it is now the case that the largest group experiencing poverty in the UK is those families where at least one adult is in work.³ This shifting trend between out of work poverty and in work poverty has sparked widespread debate, and placed the issues of low pay and the response of a living wage⁴ in the spotlight. The scale of low pay is an enduring feature of the UK labour market; yet critically, the proportion of people earning below the living wage has increased dramatically, from 3.4 million in 2009 to 4.9 million in 2013.⁵ Against a backdrop of stagnant wages, cuts in the real value of benefits and the rising cost of living, it has become harder and harder for those on low incomes to get by. This matters more knowing that at the same time, the top 10% of earners have seen their real earnings rise, further polarising the best and worst off in society.

For some people, a period of low paid work is an accepted stepping stone in the career ladder across the life course. For others however, it can persist over a much longer period, scarring future earning potential, resulting in serious long term consequences on life chances. Research, including that carried out on behalf of JRF, has extended this discussion to consider the wider realities of working in a low paid job including less favourable terms and conditions, job security, training and development and progression opportunities.⁶ These factors combine to act as barriers to people moving out of low-paid work to a better job, seeing them instead cycling between low pay and no pay and remaining in poverty.⁷ This propensity to become trapped is backed up by analysis by the Resolution Foundation⁸ showing that over the ten years between 2002 and 2012:

- over a quarter of those low paid in 2002 remained in persistent low pay to 2012;
- a significant number of these churned between low pay and unemployment;
- just less than half moved out of low pay only to move back into it; and
- only a fifth made a consistent and sustained move into a higher pay bracket.

We know that low pay is associated with particular groups of people, employment types and working patterns. Those most at risk include female workers, the young, those in lower skilled occupations or without qualifications, part-time and temporary workers and those employed in hospitality, retail and care; and with greater prevalence in the private than public sector. Location matters too. Where 11% of the workforce in London and 18% in the South East were low paid in 2012, this rose to close to 25% in northern regions of England, the Midlands and Wales.⁹ As the post-recession economy continues to polarise to high skilled/high paid and low skilled/low paid work, and increasingly 'hollow out' the middle range of skilled and semi-skilled jobs, this situation can only become further entrenched without specific action including that to raise wage floors, enable progression and facilitate higher wage business models.¹⁰

There is a growing body of work making the case for tackling low pay – noted by the Chair of the Living Wage Commission as a 'national scandal'¹¹ - to improve outcomes across the spectrum. The living wage campaign has

³ Schmuecker, K. (2014) *Future of the UK Labour Market*; Joseph Rowntree Foundation, York

⁴ Defined as the minimum income needed to achieve an acceptable standard of living as determined by members of the public

⁵ Hurrell, A. (2013) *Starting out or getting stuck? An analysis of who gets trapped in low-paid work and who escapes* London: Resolution Foundation

⁶ Goulden, C. (2010) *Cycles of Low Pay, Poverty and Unemployment*; and Philpott, J. (2014) *Rewarding Work for Low-Paid Workers*; both Joseph Rowntree Foundation, York

⁷ Sildrick, T. et al, (2012) *Are Cultures of Worklessness Passes Down The Generations?*; Joseph Rowntree Foundation, York

⁸ Hurrell, A. (2013) *Starting out or getting stuck? An analysis of who gets trapped in low-paid work and who escapes* London: Resolution Foundation

⁹ Ray, K., Foley, B. and Hughes, C. (2014) *Rising to the Challenge: A policy agenda to tackle low pay*; The Work Foundation

¹⁰ Ibid

¹¹ Work that pays: the final report of the Living Wage Commission (2014)

gained ground accordingly. It now enjoys cross-party political support, growing public awareness, and over 700 accredited employers bringing an estimated 45,658 staff up to the living wage.¹² For individuals, this means having the ability to earn more and make a sustainable move out of low pay and to achieve a healthier, more stable financial footing. This has positive knock-on impacts on family well-being, as well as local economies, as greater wealth starts to flow locally through increased disposable income. For the national economy, the benefits are seen in terms of rising tax receipts and national insurance contributions, as well as a reduction in the in-work benefits bill. Estimates of the gross saving to the exchequer brought about through universal implementation of the living wage range from £3.6 billion¹³ to £4.2 billion.¹⁴ There are also important impacts on productivity, an area of performance where the UK consistently lags against G7 and OECD comparators.¹⁵

The Centre for Local Economic Strategies (CLES) has looked specifically at the role of local government in the low pay and living wage agenda.¹⁶ They stress authorities' critical role in accelerating and cascading the living wage in five core areas:

- As democratic place leaders
- As accredited living wage employers
- As strategic purveyors
- As requires, encouragers and cajolers through procurement
- As re-investors of savings to the public purse

A partnership between JRF, Leeds City Region and Leeds City Council is helping to facilitate greater insight into these issues locally. The More Jobs Better Jobs Partnership, launched in February 2014 is focused on:

- better understanding the relationship between poverty and the economy at a city region level;
- identifying what can be done, and by whom, at city level to create more and better jobs that help lift people and places out of poverty;
- making a compelling, practical case for change on why and how cities should link growth and poverty; and
- addressing poverty as a more integral part of local growth strategies and city growth.

Our Group welcomes this commitment, and has aligned itself with the ethos that there must be a proactive agenda to accelerate growth and reduce poverty as being two sides of the same coin.

THE LIVING WAGE

In the UK there are two rates. The London Living Wage is £9.15, and has been set each year since 2005 by the Greater London Authority. The Living Wage for the rest of the UK is £7.85, set using the Centre for Research in Social Policy's Minimum Income Standard since 2011. The difference in rates is designed to reflect the unique characteristics of the London labour and housing markets. The rate is set in November each year, and is used by the Living Wage Foundation to accredit companies and organisations as Living Wage Employers. For reference, the National Minimum Wage for adults is £6.50.

¹² Work that pays: the final report of the Living Wage Commission (2014)

¹³ Hurrell, A. (2013) *Starting out or getting stuck? An analysis of who gets trapped in low-paid work and who escapes* London: Resolution Foundation

¹⁴ Ibid

¹⁵ Sweeney, E. (2014) *Making work better: an agenda for Government*; The Smith Institute

¹⁶ Jackson, M. (2014) *Living Wage and the Role of Local Government*; CLES and the Greater Manchester Living Wage Campaign

WHAT MAKES A 'GOOD' JOB?

An inquiry carried out recently on behalf of The Smith Institute (Sweeney, E. 2014) identified seven factors as being particularly important in defining what makes for a good job:

Safe and secure: A good workplace should feel safe and comfortable, with the employee being given clear and achievable objectives. Security does not necessarily imply a job for life or a workplace characterised by stability rather than change. It does mean that employees are not fearful about imminent job loss or a loss of job status.

Autonomy and choice: Wherever possible, employers should allow for flexibility. Employees need to feel in control and want a degree of discretion over their work, as well as the opportunity to participate in and influence the decisions that affect them.

Effort and reward: A person's effort should be reflected in the rewards they receive – so a fair day's work deserves a fair day's pay. Reward structure should be open and transparent, and pay differences should be felt to be fair. Reward also refers to the recognition of good performance, in terms of praise, esteem, respect and the availability of new opportunities.

Skills training: Opportunities to utilise and develop skills influence the quality of employment, making work more satisfying and valued. A good working environment is where workers can learn, develop and progress.

Fairness and trust: Being treated fairly is a basic right at work, and an experience of injustice can lead to anger and conflict. Behaving in an open, honest and inclusive way is key to building trust at work. If employees observe regular incidents of bad practice they are unlikely to believe their workplace is fair.

Relationships: Work is a social activity and maintaining good relationship builds trust and helps people (individually and in teams) respond to the challenges they face. Acting fairly, while respecting differences and valuing diversity, is important to good work.

Voice: Employees have the right to be heard and the right to associate with colleagues to express their views. This right offers benefits to employees and employers; and gives workers the confidence to challenge unfair treatment.

3. LOW PAY IN THE CONTEXT OF THE WEST YORKSHIRE COMBINED AUTHORITY AREA

Why is it so important that local authorities fully recognise their role and responsibility in the low pay debate? The data presented here examines the wider economic context of public sector employment in the WYCA area to paint this picture for us.

3.1 The economy

The workforce: Across the WYCA area the public sector workforce fell from 252,300 people in 2010 to 233,700 in 2012, a fall of 18,600, with the largest losses seen in Calderdale and Kirklees. This decline matches a national trend. Yet, in common with many northern regions, it still sees the public sector account for a higher proportion of total employment than is typical nationally. In 2013 this stood at 22.4% against 19.3%. This reliance on public sector employment is really important when we come to look at total employment across all industry sectors. We can see that, whilst employment has begun to rise again nationally, the WYCA area is still playing catch-up. This means that growth in private sector employment to 2012 was still not sufficient to balance out losses from the public sector.

Where employment growth has been more significant, it has been driven in part by higher levels of self-employment, to the extent that increases in self-employment rates have been more pronounced across the WYCA area than the national average (up 13% since 2009 versus 8.9%). It can be argued that this has helped prevent a return to levels of unemployment seen in previous recessions. However, commentators¹⁷ note the very real danger that self-employment is in fact masking hidden levels of low pay, where people are working for themselves for very little salary simply because they have no other option.

Workforce characteristics: Restructuring of the public sector workforce has had big implications on particular groups of people, critically where we know low pay to be already prevalent.

Age: Although trends towards an ageing workforce are not specific to the public sector, recent staffing reductions have meant that the already lower than average proportion of workers in the 16 – 19 and 20 – 24 age groups is now even more pronounced, with a corresponding rise in the workforce aged 50 and above.

Gender: In 2013, nearly half (47%) of all women in the workforce resident in the WYCA area were employed in the public sector (Public Administration, Education and Health), compared to 17% of males. This proportion has increased year-on-year since 2009, and although similar trends can be observed nationally, there is a higher proportion of females here dependent on the public sector for employment than across England as a whole. This means that women make up over 70% of the WYCA area public sector workforce.¹⁸

Ethnicity: The public sector is a major route for employment for those from a minority ethnic background, with over a quarter of all 16+ minority ethnic residents of the WYCA area employed in the sector, a reduction from a high of a third in 2010.¹⁹

Working patterns: There are now more people working part-time in the public sector; while the trend has been broadly static, or in some areas reduced, across the private sector. This is a comparable national trend. At the local level, in 2012, on average approximately 30% of workers across the private sector were part-time; while rates across the public sector are closer to the 40% mark.²⁰

¹⁷ <http://www.taxresearch.org.uk/Blog/2013/12/03/the-fast-disappearing-income-of-the-uks-self-employed/> Accessed 13/11/2014

¹⁸ Source: Office for National Statistics, Annual Population Survey, resident-based, Jan-March each year.

¹⁹ Ibid

²⁰ Office for National Statistics, Business Register and Employment Survey, public/private sector workforce data.

Future labour markets: Employment growth expectations overall across the public sector will be driven in particular by raised expectations and demands on the health and social services sector, as a result of an ageing population with increasing healthcare needs. Alongside this, replacement demand,²¹ as a result of an ageing workforce means that the wider Leeds City Region could see an overall net requirement of 617,000 workers across all occupations for the period 2010 – 2020. These figures (available at the occupational level only) include a net requirement for 26,100 Health Professionals, 34,300 Teaching and Educational Professionals, and 55,700 Caring and Personal Service Occupations.²²

Wages: Based on gross hourly pay figures,²³ around 20-25% of resident workers across the WYCA area (224,750 – 281,000 people) fell below the living wage at its rate of £7.65 an hour (calculated prior to the November 2014 living wage increase to £7.85). When split by full-time and part-time working, around 10-20% of full-time workers are earning below the living wage, but as many as 40-50% of part-time workers are. This is of particular concern for the public sector given the prevalence of part-time work.

Analysis of gross hourly pay by workplace rather than residency, shows a similar pattern. Median²⁴ gross hourly pay differences range from a rate of £10.10 per hour in Wakefield, up to £11.55 in Leeds, with all local authorities in the WYCA area with median gross hourly pay rates below the England average of £11.76. There are also significant differences between full and part-time workers, with the highest median gross hourly pay rates for part-time workers seen in Calderdale (£8.51). Looking at data in this way also allows us to examine the gap between those earning the most and the least. We can see that the least apparent differential is in Wakefield (a difference of £6.78 an hour) and the most apparent differential in York (a difference of £9.29 an hour).

3.2 The local authority workforce

We have examined how these characteristics play out across our own employee groups. Our lowest 10% of earners are, by and large, female, white British, working part time or in shifts, and aged 45-55. They include cleaners, customer service assistants, lunchtime supervisors, teaching assistants, sports coaches, ceremony officers; and they often have more than one job, either in our councils or elsewhere. Length of service varies, but tends to be below five years. A further examination is underway in York, as part of research to examine the impact on council employees and of others in the city adopting the living wage.²⁵

Through focus group sessions we were able to explore some of the issues that our lower paid workers face in order to gain a better understanding of what more we can do, with a particular focus on how we can do more to help people stretch their take-home pay through our employee benefit packages. Detail is given under relevant recommendations below, however at a headline level we learnt:

- Lower paid staff are finding it harder to make ends meet, and must make daily decisions on what to go without
- People are positive about working for their council, recognising that they have better jobs than they might do elsewhere. They regularly “go the extra mile” but feel this could be better recognised through pay and employee benefits.
- Awareness of current employee benefits is minimal at best, with confusion about the offer, eligibility and relevance to them given the nature of their working hours, commitments and lack of access to IT
- Training and development is a necessity of the role not a pathway to progression

²¹ Replacement Demand = retirements + occupational mobility + migration resulting in a Net Requirement = expansion demand + replacement demand. Figures produced by University of Warwick and cover the period 2010 – 2020 for the Leeds City Region (the lowest geographical breakdown available).

²² Source: University of Warwick, Institute for Employment Research, 2010 – 2020.

²³ Office for National Statistics, Annual Survey of Hours and Earnings, resident-based analysis, gross hourly earnings – median data and proportion of workers earnings by percentiles; latest data is for 2013.

²⁴ The median is the value below which 50 % of employees fall

²⁵ Working with York St John University, the City of York Council, Joseph Rowntree Foundation/Joseph Rowntree Housing Trust

This detail has been invaluable in guiding our recommendations – it has made it absolutely clear that we can, and must go further to support our lower paid workers.

3.3 The strategic and policy framework

There is evidence that suggests that the strategic and policy framework on low pay is evolving locally and at a Leeds City Region level. Through JRF's More Jobs Better Jobs partnership a detailed study²⁶ was undertaken across Leeds City Region in the summer of 2014 to assess attitudes and understanding of the economy, employment and poverty; policy, plans and commitments in place concerning these issues; and supporting actions being taken.

Through interviews with senior representatives from local authorities, business and the third sector, it found there to be an emerging strong narrative on the concept of good growth, with the recession, welfare reform and cuts to local authority budgets focusing minds more sharply around this agenda. In this context, there was a clear view of the need to better understand in-work poverty, and that getting into employment alone, without a consideration of wages, is insufficient. It also found calls for wider responsibility now to prioritise an evolving poverty agenda, moving away from a focus on benefit maximisation towards self-sufficiency, resilience of individuals and employability, and to enlist the private sector in thinking about its responsibility.

An analysis of local and city regional strategies, plans and policies shows that there has been a tendency towards fragmentation of growth, jobs and poverty agendas. More positively, policy centred on good growth is beginning to catch-up as strategies are refreshed in a post-recession climate. This includes scope at a city region level in the new European Structural and Investment Fund programme to tackle inclusion. However, stakeholders acknowledged that there was certainly scope to go further and with more pace to break down silos and systematically join up action on growth, jobs and poverty and use this to drive integrated decision making. Strong leadership was agreed to be critical.

The report found many specific suggestions for new/more action together with greater scale to tackle entrenched economic and poverty challenges, including those on childcare, mentoring, more enterprise and apprenticeships in deprived areas and support on job applications. In addition calls were made for a more strategic, collaborative and ambitious approach with prioritised actions informed by sophisticated intelligence and delivered in partnership.

²⁶ Denison, N., Newby, L., Gell, V. (2014) *More Jobs, Better Jobs Baseline Study*; Joseph Rowntree Foundation, York

4. FINDINGS AND RECOMMENDATIONS

From its inception, the Group's approach has been rooted in two fundamental assumptions regarding low pay. Firstly, councils, both individually and collectively, have a critical role to play in ensuring that people and places are not left behind as the economy returns to growth. We are vital local anchor institutions with huge potential to influence good growth, good employment practices and business behaviours, good procurement and good outcomes for the lives of many people.

Secondly, we are in many ways already exemplar employers – we are not starting from scratch, but rather building on robust foundations. However, low pay, by the nature of the services we currently provide and the evolving way in which we provide them, is undoubtedly a challenge to us. This is compounded when we place this alongside our high rates of part-time hours, people working multiple jobs, and a predominantly older and female workforce. In a climate where low pay is rising in prevalence, our actions matter, and we have a responsibility to make sure our own house is in order and to go as far as we can to influence the behaviour of others in addressing this issue. This is an intrinsic part of a much wider long term agenda of transformational change in low pay culture.

Our recommendations have been arrived at through evidence review, data analysis, and discussion with lower paid workers themselves directly. Some recommendations are for councils themselves to implement; others can be done across the WYCA area. Some cost, others do not. Some are new, others involve shaping existing activity to better focus on the needs of these people. All aim to go further, now, to help our lowest paid workers.

4.1 A note on the living wage

Before making our recommendations it is important to set out the Group's position on the living wage. In due course, the Group would like all authorities across the WYCA area to be accredited living wage employers, extending to schools and using procurement and influence to encourage more businesses to do the same. This critical mass will be a key tool in driving up disposable income, quality of life and resilience across our communities, making more jobs 'good' jobs, and reaping big benefits on productivity, a reduced benefits bill, and local circulation of wealth.

As already noted, we applaud those who have implemented living wage policy. This includes authorities who have distinguished between *a* living wage versus *the* living wage, allowing them to move forward whilst at the same time retaining a degree of control over future wage bills. In Calderdale for example, detailed financial impact assessment on the impact of implementing a living wage has found no employee to be worse off. All employees who moved to a living wage had a net increase in their overall income as a result, taking the impact on in-work benefits into account. Wage inequality between the highest and lowest paid staff has decreased and the council is leading by example in its wider ambition to drive up living standards in the district.

Yet equally we recognise that at this time, some areas will need to make more gradual steps towards achieving this. We support those who have had to make difficult decisions in the current climate, and acknowledge commitment to review their position on an ongoing basis. We also fully appreciate complexities such as the emergence of a two tier workforce, pay differentials, equal pay claims and wider pay bargaining, as well as how an authority's decision to pay a living wage can impact on an individual's receipt of benefits.

In this vein, it is important to state our view that the living wage alone is not a silver bullet. We can go further now, on matters beside the living wage, to do more for our lower paid staff including stretching their take-home pay. It is on this basis that our recommendations are made, grouped below in three categories: 1) the pay dimension; 2) the non pay dimension; and 3) Council's role in society.

4.3 The pay dimension: recommendations that impact on income now and in the future

Recognising current constraints, we make two recommendations that will impact on levels of take home pay now and through to retirement.

A. PAY SCALES

RECOMMENDATION 1: For those who have not implemented a living wage policy - Apply a managed and staggered approach to reaching a living wage by removing the bottom two pay scales for the two years 2015/16 and 2016/17

Why

The scale of the low pay challenge is growing. The report thus far has been very clear as to why this is a concern. As one participant in our work told us, “no one in low paid work should rely on food banks”. Through this recommendation, we are seeking to ensure that all constituent members of the WYCA area go as far as they can, in accordance with their own unique financial circumstances, to ensure that lower paid staff are not held back from achieving an acceptable standard of living, stable financial footing and be able to fulfil their potential. We are clear that modifying our own response to this can, and will, have positive multiplier impacts on families and communities, where evidence²⁷ points to income inequalities leading to poorer outcomes on health and wellbeing, educational attainment, social mobility, child poverty to name just four examples.

Our Response

There are gradual steps we can take over the medium term to increase pay amongst our lowest paid workers without committing to an immediate step up to living wage levels. We propose a solution that will allow councils to deliver a managed and incremental pathway to increasing pay, allowing a move towards a living wage with some pace yet within budgetary constraints. It also goes further than the current Local Government Employers’ pay offer option to bottom load the pay award, which is extremely modest in terms of an overall effect, equating to a 3% average increase across the lowest spinal column points. Cost and grade relativities will need to be considered, but this recommendation forms the basis of an approach to low pay across the WYCA area.

B. PENSIONS

RECOMMENDATION 2: Review existing pension information to make the case for membership from a low pay perspective and proactively target its communication at lower paid workers to drive up-take

Why

We know that across the board, too few people are saving now for their future. Recent figures calculate that 40%, or 11 million people aged between 22 and state pension age will not save enough for a decent standard of living in retirement.²⁸

Auto-enrolment has gone some way towards addressing this. However, it has become clear that its potential to drive retirement savings amongst low paid workers is being held back by government set rules on the point at which auto-enrolment is triggered linked to income tax thresholds. As this threshold has risen to £10,000 per annum, so more people fall outside the auto-enrolment criteria. In effect, two policies to boost an individual’s income now and in the future are working against each other. As a result, low earners remain the least pensioned and fail to reap the benefits of saving in a workplace pension. The picture becomes more complex when looking at impacts on people

²⁷ See for example Pickett, K. and Wilkinson, R. (2009) *The Spirit Level: Why Equal Societies Almost Always Do Better*

²⁸ Barty, J. (2014) *Help to Save: Defusing the Pensions Time Bomb*; Policy Exchange

who have more than one low paying job under the income tax threshold or work part time, with women particularly badly hit – all features that we know to be prevalent in our own workforces.

Much comment has been passed on how to tackle the looming pension crisis. Labour has spoken of reducing auto-enrolment eligibility to the point at which National Insurance contributions are triggered - £5,772. Estimates suggest that this would bring 1.5 million low paid workers, of which 1 million are women, into pensions and hence saving now to avoid financial hardship in later years.²⁹ Others suggest that enrolment should be compulsory across the board, including removing opt-outs.³⁰

The Group has examined pension take-up across the WYCA area authorities and our findings are broadly as you might expect. Firstly, we are not starting from scratch. Levels of pension membership are encouraging and demonstrate the value that people place in the scheme. Of direct council employees, even in our lowest band (those earning up to £13,319 per annum) we see levels of take-up ranging from 65% in Leeds to 79% in Kirklees.

Secondly, the more you earn, the more likely you are to be part of the pension scheme, to the extent that just short of 100% of our highest 10% of earners (earning £37,124 and above) are members. It is when we look at our casual workforce that we see a dramatic drop. In Bradford, this falls to 14% of casuals employed directly by the council, which is equivalent to 1,588 people. It falls further still when we include casuals employed by schools. We are also able to analyse data on pension take-up in external businesses for which individual councils provide a payroll function e.g. West Yorkshire Fire Authority and the Yorkshire Purchasing Organisation. In some cases, pension membership amongst the casual workforce falls to zero.

The message is that there are significant numbers of people earning below a living wage that - as far as we know through our scheme - have no pension in place to save for their future. It challenges us to think about what more we can do to make the case for membership and to ease enrolment to it. We know it is possible – in Kirklees just short of 50% of casuals directly employed by the Council are members of the pension scheme. When we asked Kirklees Council what they are doing to buck the trend in this regard, it would appear that it simply comes down to being very proactive about enrolment and making it easy to join.

Pension data highlights three further points of note:

1) Take-up increases markedly from casual workers to those in the lowest 10% of earnings (earning up to £13,319). Where you would expect this upwards trend to continue, membership in fact dips as we move to those in the 11 to 20% salary range (earning £13,320 to £14,880), before rising again at median salary and beyond. This is seen most obviously in Leeds City Council, where nearly half of staff in the band (503 people) are not pension members. So despite being paid more and above living wage, this group is less likely to be saving for retirement through the pension scheme. We do not know the reasons for this but factors could include age profile, or a need for individuals to divert income towards other costs such as childcare or mortgage payments.

2) In terms of direct council employees, Kirklees Council out-performs others on take-up, especially so in terms of its casual workforce as noted above. When looking into the reasons behind this, it would appear to simply come down to being very proactive in getting information quickly and frequently to lower paid staff, thus making it easier to opt in than to opt out.

3) With a few exceptions, across all bands, pension membership in schools runs slightly higher than amongst direct council employee counterparts.

²⁹ <http://www.ft.com/cms/s/0/d79f3f4e-e684-11e3-b8c7-00144feabdc0.html#axzz3J9C2xxtn> Accessed 16/11/2014

³⁰ Barty, J. (2014) *Help to Save: Defusing the Pensions Time Bomb*; Policy Exchange

Our Response

We are not making recommendations regarding the pension scheme itself. We know that in comparison to others our scheme is good, and that people know this and see it as a positive benefit of working for the council. Furthermore, we are not advocating that paying into a pension will be right for everyone. There will be a huge difference in the benefit gained by someone signing up at the start of their working life compared to at the end for example, and it is up to individual to make that judgement.

We must however work to ensure that we maintain good existing levels and do more to reach those who do not already take part i.e. our casual workforce and those in our lowest two earning bands. It is our responsibility to provide accurate, clear and concise information that allows people to make informed decisions regarding financial planning for their future based on a belief that – even in difficult times - saving something can be better than nothing, and with time, what seems like low levels of contributions can build up into a meaningful sum of money.

We must:

- Work with the West Yorkshire Pension Fund to review existing pension information and ensure it can be made relevant to individuals and their circumstances
- Undertake deeper analysis of low take-up groups to allow for more effective targeting and review channels for promoting take-up accordingly
- Learn from practice in Kirklees and in schools as to the tools they use for driving membership
- Use technology to allow us to demonstrate to individuals the real value of their pension to them so that they can clearly see what their money is worth and can be worth in the future (with obvious caveats on the value of an investment falling as well as rising)
- Review auto-enrolment such that casual workers are auto-enrolled after 13 weeks of working for a council
- Promote options around new 50/50 pension scheme arrangements and calculations based on career earning averages as being more advantageous to those in lower bands and with shorter periods of council employment
- Work in partnership for example with the Credit Union to deliver good financial education to our staff

4.4 The non pay dimension: recommendations focused on non-cashable benefits

From a non pay dimension, there are many factors that contribute to the overall experience of work and that contribute to what makes a 'good' job. The recommendations below explore the nature of these non-cashable benefits where the impact is not directly on immediate take-home pay, but instead on helping people to make their money go further, improve quality of life, and provide the tools that they need to develop and, in time, progress to better and higher paid work.

C. SKILLS AND PROGRESSION

RECOMMENDATION 3: Commit to proactively communicating the positive relationship between skills and opportunity; and to ensuring that lower paid staff are supported to reach their potential through implementation of a strategy for inclusive personal and professional development

RECOMMENDATION 4: Proof all HR policies for their impact on lower paid workers, with particular focus on progression and reducing institutional barriers such as constrained career structures

Why

There is a clear correlation between skills and the ability to earn an income across the life-course that either prevents risk of poverty or allows a person to move out of poverty.³¹ Skills enhancement facilitates movement

³¹ Barnes, M. and Lord, C. (2013) *Poverty, economic status and skills: What are the links?* York: JRF

through the labour market and up ladders of progression, and in turn scope to achieve higher wages and as such a higher household income. Skills development and in-work progression have been cited by the City Growth Commission as vital factors in raising productivity and contributing to long term city growth and economic prosperity – yet depends in part on employers using and investing in the skills of their workers. The potential is huge: 43% of workers have skills they are not using at work.³²

This presents a challenge to councils where, by the very nature of the work we do, there will always be a need for relatively low paid and low skilled roles. This is compounded by insights from our focus groups telling us that:

- Training is *“not for me”*; nor is it a benefit or a way to earn more money, it is merely a *“necessity to get the job done”*. This infers that lower paid workers receive just functional skills, not those needed to enhance, develop and progress.
- Moving up to a more senior position will often only bring a very marginal increase in pay for more responsibility, change to a settled working pattern and *“more hassle”*, and as such a decision that *“it’s not worth it”*.
- Low levels of confidence are holding people back in applying for roles pointing to a need for softer skills development delivered through mentoring, coaching etc.
- There is poor understanding of the changing face of local government and the need to increase role flexibility.

Our Response

Local government is changing and our workforce must evolve accordingly. It is critical that our lower paid workers understand this future perspective and how they can adapt and play a positive role in this change. The Group has explored what this means in a local authority setting, in a context where training budgets are constrained, and employee levels of trust in ‘management’ is under pressure given uncertainty regarding the future. In this context, it is important that we understand where and how we can most effectively deliver a package of skills, training and development for our lower paid staff that will maximise use of all skills and build the sort of flexible, future-proofed workforce we will need. And we must ensure that our management and leadership style supports this.

We must also recognise the intricacies of low paid work, where people often believe that training is ‘not for them’, show reluctance to take on more responsibility, display lack of confidence, and where poor previous educational attainment for example hold back progression and trap people in low pay. The solution here for a woman in her 30s returning to work compared with a woman in her 50s will look very different.

The key question is whether our people are fulfilling their potential, and if not, how inclusive are we to ensuring we give them the tools that they need to do this? The Group urges an approach across the WYCA area that looks at its own demand for skills and its responses on functional flexibility, under-utilisation of skills, and realistic progression pathways. We need a new way of looking at personal and professional development, progression and succession that allows us to ensure that our lowest paid receive the right development, do not see their existing skills deteriorate as the workplace evolves, and as such do not become trapped. This will also allow us to sustain productivity improvements we have seen in our workplaces in recent years.

We also want to challenge the notion of flexibility. How flexible are we in reality to developing progression pathways? Can we look at multi-skilling to give greater choice of movement within wider job families that help tackle constrained internal labour markets and act as barriers to progression out of low pay? Can we make room for low earning women to progress and not forgo income, whilst at the same time have the flexibility they need to manage non-work commitments? The answer to these questions is critical if our lower paid staff people are to find space in the future shape of local government.

³² City Growth Commission (2014) *Human Capitals: Driving UK Metro Growth Through Workforce Investment*

CALDERDALE FUTURE WORKFORCE PROGRAMME (FWP)

FWP is the Council's way of recruiting for internal vacancies. Each employee takes psychometric, verbal and numeral reasoning tests, which creates a 'profile'. From this, jobs are put through the system with ideal profiles attached. If the employee profile is a good match with a job profile, the employee receives an email asking if they would like to be automatically shortlisted for the job, which is as simple as a click of a button.

FWP gives employees the chance of progression by matching them to jobs they did not even consider. To ensure these staff are engaged in the system, the FWP has been demonstrated at staff meetings for staff who do not have access to the intranet to let them know how to sign up. It can be accessed via the internet so employees can sit the assessments at home or in a public place as well as at work. There is also opportunity for staff to sit assessments in all council offices. Apprentices too can move off their low paid positions into better paid work through FWP.

D. MANAGEMENT AND LEADERSHIP PRACTICES

RECOMMENDATION 5: Deliver excellent management and leadership practices as standard across the organisation, with specific focus on equipping those who manage lower paid workers with the skills and systems they need

Why

Good management practices are fundamental to good jobs. The Sunday Times Survey of Best Companies to Work For gives a clear insight into this, and is a useful starting point in understanding that by and large, the factors that make a fulfilling place to work are the same, but it is their management and application and the extent to which they are communicated that varies and that matters. Big retail operations are often not referred to as being synonymous with good jobs, yet frequently top the list of best places to work. These are organisations that typically pay low wages but their employees are happy because these companies have learnt to build motivation through positive work environments that:

- Recognise positive results and effort, with simple and fair systems for measuring and appraising performance
- Create an atmosphere in which everyone understands how they make a difference and contribute to success
- Engender pride, trust, empowerment, teamwork, values and wellbeing
- Build confidence in leadership and accessibility of senior managers
- Have open communication, share information and provide opportunities to voice opinion
- Encourage staff to have fun
- Give people the right tools to do their jobs properly

Feedback from our focus groups gave some indication that managers are not always passing on information, particularly regarding employee benefits; managers are less visible and that more senior staff have "*absorbed hours cut from lower grades*" and "*no longer muck in or step onto the floor when we are short staffed*". Whilst this feedback only represents a small sample size, we get an insight into potential issues of distance, poor communications and mistrust that do not sit comfortably with our core values. Yet we know that managers play a critical role in ensuring that policies and practices on human resources are well communicated, well implemented and well adopted. They have a significant influence on workplace wellbeing, perception of work as being good or otherwise and productivity.³³

³³ Department for Business, Innovation and Skills (2012) *Leadership and management in the UK – the key to sustainable growth – a summary of the evidence for investing in leadership and management development*

We point here to JRF funded research³⁴ that sits alongside this in specifically examining the role of rewarding work for low paid workers linked to an anti-poverty agenda. It draws out the potential to use tools such as job rotation, flexible working and job-related training to assist progression, improve job quality and boost wellbeing and organisational performance without impacting on cost. The emphasis here is on 'good' jobs that improve the quality of employees' working life.

Our Response

It is unacceptable that the experience of management and leadership can vary vastly from team to team. This is particularly true given that a good proportion of the recommendations in this report rely on good, clear, consistent communication to lower paid staff. If we are to achieve them successfully, it is critical that our managers and leaders – especially those who manage in predominantly low paid areas - are equipped with the right skills, knowledge, support and confidence. This is even more important given the changing form and function of local authorities and the need to do more with very limited training and development budget. We stress the need for consistency of approach, for example concerning flexible working policies. This can have a big impact on people's ability to manage their work life balance, yet can be applied in different ways by different managers.

We believe this should focus on in the first instance:

- Setting out the basic expectations of behaviour, attitudes and practices that the council expects from its managers, using models already applied in York, Kirklees and Leeds
- Ensuring that managers know how to manage change
- Consistently applying HR policy and practice alongside organisational values and behaviours, in particular in appraising performance, identifying opportunities for personal and professional development and promoting progression
- Tasking internal communications functions with reviewing the way in which we engage and communicate with lower paid workers and how we hear their voice on what matters to them and learn from their frontline expertise. We know that these groups do not always have ready access to IT and that the nature of their work means that they are not necessarily in sight of printed material. We believe that this is an opportune time to review, refresh and revitalise practices.
- Look for new ways to acknowledge and communicate excellent performance, contribution and commitment

E. EMPLOYEE BENEFITS AND SALARY SACRIFICE

RECOMMENDATION 6: Agree to the principle of investing in and promoting a responsive employee benefits package that is accessible and communicated to target groups consistently, frequently and through the right channels, and that complements the approach in individual Districts to directly support lower paid workers to stretch their take-home pay. Wherever possible, we will use our collective leverage to broker deals with providers.

Why

Across sectors, employee benefit packages play important roles in attracting and retaining talent and boosting staff morale, performance and wellbeing. The Group believes that each local authority across the WYCA area provides a well-intending benefits package, that is enjoyed by many people, and for whom it makes an important contribution to their overall view of the council as providing them with a rewarding and 'good' job.

With some local variation, by and large the benefits offered across the WYCA area can be categorised as:

- Lifestyle (e.g. season tickets, recreation, restaurants etc)

³⁴ Philpott, J. (2014) *Rewarding work for low-paid workers* York: Joseph Rowntree Foundation

- Travel (e.g. bus, rail, emergency recovery etc)
- Corporate discounts (e.g. locally agreed retail offers, mobile phone contracts, etc)
- Financial, mental and physical health and wellbeing (e.g. gym membership, eye tests, counselling, healthcare schemes, links to Credit Union etc)
- Salary sacrifice (e.g. childcare, tax-free bike purchase, annual leave purchase etc)
- Facilitating work/life balance and personal development (e.g. flexible working, training etc)

These benefits are open to all staff. However, the Group challenges the extent to which in reality lower paid workers are able to reap the full benefit of what is on offer. Many of the benefits by their very nature make take-up amongst this group hard i.e. because they demand an outlay of money upfront, have contractual tie-ins, or need greater levels of disposable income and free time. Furthermore we rely heavily on internal intranets to communicate, yet one participant told us *“I have never heard of the staff intranet”*. We have concluded that we are missing an opportunity in relation to the employee benefits package across six areas. We do not currently:

- 1) Explicitly use the employee benefits package to directly help our lower paid workers to make their money go further, support their families, better manage work/life commitments, and access opportunities they may ordinarily be cut off from
- 2) Collaborate as authorities in any way to be more than the sum of our parts – that is to say work together to boost our purchasing power and to maximise the combined customer base of 100,000 employees across the WYCA area that we can reach and use this in our discussion with the private sector to influence provision, negotiate innovative deals and secure big discounts
- 3) Optimise and then ring fence the savings we accrue as employers through salary sacrifice to re-invest in benefits for our lower paid staff
- 4) Listen directly to our lower paid staff to understand what would help them to stretch their pay and continually evolve our offer accordingly; or demonstrate to them the full value of the employee benefits on offer to them
- 5) Adequately communicate our employee benefits on offer, target it at lower paid groups, or in many cases make it easy to access, or promote it as being in line with our values
- 6) Maximise the social multiplier and reach of our benefits package in helping not just employees, but also their families, with unlocked potential to connect to local businesses and boost local circulation of wealth

We have not arrived at this conclusion through an assumption – we have used focus groups to directly pose the question. Participants told us that, although their council does go the extra mile for them, there is:

- Very limited awareness of employee benefits, and as such, very limited take-up
- Poor communication and difficulties in access, especially given lack of regular IT and intranet access
- Mixed view on the monetary value of employee benefits and impact on overall ‘total reward’
- Agreement that there is scope to better target the package to the needs of lower paid workers
- Assistance would be most beneficial in respect to directly saving money – help with costs of travel/transport, mobile phones/IT and fuel are specifically mentioned; as are supermarket and retail discounts especially for those outside main city/town centres

Our Response

Our recommendation is centred on an early and full review across the WYCA area of our individual and potential collective packages, the way we secure them, the rules we apply to them and our use of the salary sacrifice mechanism. This will give us a huge opportunity to identify how we can innovate and do things differently to address the points above and, in so doing, make a big difference to people's lives and financial wellbeing. Done well, we can also use these packages to drive wider agendas that are intrinsic to a vision for good growth and fairness, for example around the local circulation of wealth, social responsibility and sustainable travel.

Members of the Group have already begun to explore innovative solutions, and have sought initial advice from impartial experts in the field. This includes ways to make salary sacrifice relevant to lower paid workers such as purchasing white goods through salary sacrifice to avoid the extortionate interest rates applied by high street rent-to-own retailers. These ideas can maximise our purchasing power and allow us to pass on savings to our lowest paid employees. We urge the WYCA area to work together to develop a strategic approach to innovating and maximising our collective leverage to respond to the feedback we have had through our focus groups, for example around using our combined purchasing power to help reduce household food and energy costs, and provide affordable credit.

A reshaped offer would bring in:

- A shared employee benefit service, hosted in one authority, maximising efficiency and economies of scale
- Powerful brokerage of deals with large providers, using procurement expertise to ensure we maximise discounts and deliver social value where possible
- Stronger relationships with local suppliers and greater scope to circulate local wealth
- Much sharper focus on salary sacrifice as a tool to generate savings to re-invest in lower paid workers
- Improved access and flow of information with clear, consistent, sustained and targeted communications across channels that are known to work in reaching our target group

We must make an important caveat on the relationship between pensions and salary sacrifice. People must be made fully aware that a saving now through salary sacrifice, e.g. leasing a car through a council scheme, will have an impact on pension figures down the line. This underlines the critical nature of accurate, clear and consistent communications that help people to make informed decisions regarding long term financial planning.

We recognise that this is a substantial recommendation that will require system change across the WYCA area and will involve dedicated resource and some upfront budget. There is scope to work smartly with partners who already have systems in place to reach many of our employees, and these options are being explored.

F. HEALTH AND WELLBEING

RECOMMENDATION 7: Collaborate across the WYCA area to streamline health and wellbeing activities, learn from good practice and target lower paid workers to increase participation

Why

Health and wellbeing in society is of fundamental concern to local authorities. Good health allows people to enjoy life to the full, build their individual resilience and make a productive economic contribution. As gaps between the best and worst off in society grow, so do the gaps in health and life expectancy. It has been argued³⁵ that "the single best action local authorities can take to reduce health inequalities is to implement a living wage policy. This will have

³⁵ Pickett, K. (2014) *If you could do one thing...nine local actions to reduce health inequalities*; British Academy

a direct impact on the UK's income inequality, which in turn is a root cause of health inequalities and other social ills.”

It is an important factor to consider in all workforces, as work, the quality of the work and the working environment are major determinants of health inequalities. Improving the health and wellbeing of staff can help to improve productivity, engagement, job satisfaction and morale, as well as reduce the amount of time lost through sickness absence. Initiatives aimed at improving health and wellbeing can mean that staff feel more valued and better supported at work. Due to their size, any initiative that a local authority implements to improve staff health and wellbeing has the potential to reach a significant number of people. In addition, this has important positive multiplier effects as these initiatives extend further, benefiting not just the families of employees, but also the wider community and local economy, and through easing pressure on local health systems. See Annex A for more detail.

Health and wellbeing cuts across pay grades and efforts to promote good health must be universal accordingly. That said, low paid workers are an important group to recognise given the volume of evidence that points to poorer health outcomes amongst the less well off in society. This is a critical issue as the number of working households living in poverty continues to rise, with Sir Michael Marmot noting that “low paid workers are not paid enough to live healthily”.³⁶

Our analysis shows that a great deal of good work is already in place within councils to improve the health and wellbeing of all employees on four fronts:

- Provision within the employee benefit scheme on healthy lifestyles, active travel, access to healthcare schemes, Care First for counselling, debt advice, legal assistance etc
- Workplace health promotion through awareness raising events, healthy workplace programmes
- Supporting terms and conditions on absence, maternity, and ill health
- Links to a wider strategic framework on affordable warmth, financial inclusion, welfare reform and child poverty

Our Response

Pay matters, but that aside, there are non-financial initiatives that can and are being implemented to improve the health and wellbeing of low paid workers. It is unclear however whether there are any actions in place that specifically address the health and wellbeing of low paid workers or whether there is any direct targeting towards these groups. Linked to our recommendation on management, we urge authorities to encourage a leadership style that supports and improves mental and physical wellbeing, for example through enhancing employees' sense of control, delegation, constructive feedback and mentoring; as well as supporting a culture of healthy eating and physical activity. We would also like to see more focus put on the financial wellbeing of staff, given the linkages we know to exist between advice, health and income.³⁷

4.5 Councils in society

We have made the point throughout this report that councils have a fundamental role to play in building and shaping the resilience of its businesses, communities and people. They are influential local anchor institutions with scope to line up their resources behind place based priorities, to connect growth and poverty and deliver fairness. The Group has identified three areas in which the authorities of the WYCA area can assert this influence and show leadership to deliver improvements in pay and good growth.

³⁶ <http://www.bmj.com/content/348/bmj.g1939> Accessed 26/11/14

³⁷ *Improving Public Health Through Income Maximisation* (2011) Department of Health Regional Public Health and Social Care Group and Leeds City Council

G. PROCUREMENT AND SOCIAL VALUE

RECOMMENDATION 8: Apply Social Value policy, prioritising in the first instance those commissioned services where low pay prevails; and work collaboratively to influence others to do the same

Why

The scale of local authority procurement presents a huge opportunity to influence pay and behaviour in supply chains, not least given the extent to which we enter into contracts with traditionally low paying sectors such as care. The Public Services (Social Value) Act has legislated local authorities and other providers of public services to actively explore economic, social and environmental benefits in their procurement processes and decisions. This has raised questions relating to the ability to oblige suppliers to pay their employees a living wage as an extended route to addressing low wage concerns. Concerns have been raised that it may be incompatible with EU law for a public body to require bidders in a procurement procedure to make this commitment, on the basis that it stifles fair competition. The Living Wage Foundation itself believes the legal risks arising from such a requirement to be remote, however, it is certainly prudent for authorities to reach their own view on this matter and agree an approach accordingly. Islington Council has introduced living wage compliance on all new contracts, and this acts as a useful case study.

Our Response

Pending such a decision, the Group would like to see the authorities of the WYCA area move forward with pace to embed social value in procurement to achieve maximum benefit for their areas, as well as to shift organisational culture accordingly. We believe all discussions with suppliers should be framed in a way that builds a long term shared perspective on eradicating low pay. As CLES have noted recently,³⁸ this is about local authorities acting as requirers, encouragers and cajolers as opposed to enforcers, using tools such as education and engagement, compulsory scoring in tender documentation and supplier charters alongside the social value agenda.

To be clear, we are not putting the matter of explicitly requiring our suppliers to pay a living wage into the 'too difficult box'. We know that there is a process of due diligence to go through before this will become policy across the WYCA area, not least while we all catch up to paying a living wage to our own employees. Our message instead is that rather than do nothing, there are alternative, more readily adopted approaches that we can be getting on with now that will help to make incremental moves towards a longer term ambition. That means a fresh look at minimum standards on minimum wage, travel time, good Terms and Conditions, annual leave, and supporting career aspirations, skill development and progression.

Further work by CLES³⁹ has sought to identify the extent to which suppliers to Manchester City Council currently pay their employees a living wage, along with the perceived benefits and challenges associated with this. It also explored the progress being made by other local authorities, together with the pros and cons of universal adoption of the living wage across businesses in the city. A key conclusion was that a one-size-fits-all approach across the supply chain cannot be applied, reinforcing the notion of encouraging rather than making compulsory. It also noted models such as that in Birmingham around a Business Charter for Social Responsibility and living wage payment above certain contract values as tools in enabling economic, social and environmental well-being through procurement.

Specifically we want to see:

- Development and role out of a WYCA area social value toolkit based on the model being implemented in Kirklees
- Engagement with contractors who use zero hours contracts to ensure that they offer a level of guaranteed hours (e.g. calculated based on a percentage of hours worked during the previous 13 weeks)

³⁸ Jackson, M. (2014) *Living Wage and the Role of Local Government*, CLES and the Greater Manchester Living Wage Campaign

³⁹ Jackson, M. (2014) to be published

- Agreement of a minimum standards for minimum wage, travel time, Terms and Conditions, and skill development

H. ZERO HOURS CONTRACTS AND CASUAL STAFF

RECOMMENDATION 9: Guard against inappropriate use of zero hours contracts and protect casual workers from affects of low pay, concentrating on our own workforces and commissioned services

Why

Zero hours contracts have come to the fore recently as a marker of poor employment practice linked to low pay. There are in fact only 13 casuals currently employed on zero hours contracts in employment across the WYCA area, those being employed by the West Yorkshire Combined Authority in a specific role. The nature of the employment relationship between these individuals and the Combined Authority is clear, with none of the individuals being solely dependent on this work for income and no exclusivity clauses. All parties are confident that the contract is being used appropriately. However, while there are no other zero hours contracts, there are substantial numbers of casuals being employed across each authority in the WYCA area. This raises the question of zero hours contracts in all but name. Furthermore, there is evidence of a culture where our lower paid workers have come to rely on overtime payments to supplement their wage.

Research from the US⁴⁰ raises the substantial benefits people (in this case those employed in care settings) realise from knowing their work schedules in advance. Giving workers as much notice of the pattern that they will work as possible, and minimising changes after rotas have been assigned, gives predictability to an otherwise frequently varying schedule. Helping individuals to plan ahead for care of dependents, transport, healthcare, second job, or learning and better plan and budget household finances in this way demonstrates anti-poverty employment in action. These measures are also good for business - improving efficiency, and reducing absenteeism and turnover.

Our Response

Our priority here is to twofold. Firstly, to ensure that people working for the council, either directly or on a casual basis, are not at risk of becoming trapped in low paid, insecure roles from which they will 'churn' between unemployment and low paid work. Secondly, we recognise that there is a need to balance this with flexibility from an organisational perspective and the critical factor that for some people, casual or zero hours work is in fact their preferred way of working. In these instances, where all parties consent freely, we can see the mutual benefit that can be gained from this type of arrangement. However, in any other circumstances, we do not approve of their use.

In total, our goal is to continually apply and evolve as ethical employers across all employment types using poverty-proofed human resource practices to test and benchmark ourselves against and ensure that we are always striving to do our best for lower paid workers.

We have drawn on recent policy conclusions from The Work Foundation⁴¹ that it is the rigorous awareness raising and enforcement of employment rights for those on insecure forms of employment that can make a difference. This includes a ban across the WYCA area on the use of exclusivity clauses, and on the use of 'false agencies' that bypass the Agency Workers Regulations, which entitle agency workers to the same basic pay and conditions as comparable employees after a 12-week qualifying period.⁴² As noted in the procurement section, we also wish to see suppliers

⁴⁰ Lambert, S. (2011) *Work Scheduling Study*; University of Chicago School of Social Service Administration

⁴¹ Ray, K., Foley, B. and Hughes, C. (2014) *Rising to the Challenge: A policy agenda to tackle low pay*; The Work Foundation

⁴² Also referred to as the Swedish Derogation

encouraged to move away from zero hours contracts after a period of time, with opt-outs for those workers who wish to retain such level of flexibility.

I. DRIVING A GOOD GROWTH AGENDA IN PARTNERSHIP WITH THE PUBLIC, PRIVATE AND THIRD SECTOR

RECOMMENDATION 10: Use local authority influence and local leadership to tackle low pay across the West Yorkshire Combined Authority area in pursuit of a 'good growth' agenda

Why

As the recovery gathers pace we need a shared vision for the sort of cities, towns and Combined Authority area that we want to be. We suggest that this should be based on a narrative of good growth that bridges prosperity and fairness and that builds resilience delivered by a partnership of private, public and third sector agencies, as is currently being tested through the JRF and LCR More Jobs Better Jobs partnership. It is consistent with the changing relationship between central and local government and the policy context of devolving more power to local areas.

Our Response

We recommend that the WYCA area builds a shared vision for good growth. The buy-in of the private sector is critical to us making substantive progress on this agenda. We should draw on experience from York in the work that they have carried out in recent years to make York a Living Wage City, as well as working with and through the LCR Enterprise Partnership to draw on its extensive access to business to use our local leadership role to drive a shared concern for low pay and good growth including:

- Breaking down internal silos to effectively connect growth, jobs and poverty, including the need to develop integrated approaches to tackling low pay across sectors
- Establishing a new deal with the private sector based whereby the council is open for business in return for a commitment to a menu of behaviours including living wage, apprenticeships, corporate social responsibility and environmental policy
- Using tools at our disposal to influence business behaviour, for example trading standards, Section 106 agreements, Key Account Management and daily engagement with the local business base
- Leveraging new investment and infrastructure schemes to connect local labour, pay a living wage and shape regeneration projects for the benefit of local people and good jobs
- Work collaboratively across institutions to systematically join up investment and action on jobs, growth and poverty, including through long term engagement in the More Jobs Better Jobs partnership, and connection to the Living Wage Foundation, Skills for Care and the independent care sector
- Tapping into existing business engagement routes including the LEP's 5-3-1 campaign⁴³; and identify private sector champions across the geography to help present the case to a wider audience

⁴³ 5-3-1 is a Leeds City Region Enterprise Partnership initiative designed to help businesses, and our economy, grow by encouraging more companies to unlock the skills potential of their business

5. Next step actions

We present here an outline of the initial next steps that we believe need to be taken to ensure that the recommendations made in this report are converted into demonstrable action and lasting change for lower paid workers. Some will be driven by individual authorities themselves, others demand a collective approach. Because of this, we strongly believe that there is merit in retaining the capacity of a pan-WYCA area (noted as LPWG in the actions table below) of empowered senior staff, such as the existing HR Directors grouping, that can work through the recommendations of this report and turn the initial actions below into a measurable and costed work programme. These individuals should lead on championing, communicating and embedding action within their own organisations, developing specific business cases to take action forward, and monitoring progress that the wider group can report on to the Chief Executives and Leaders of the WYCA area at agreed and appropriate intervals. In this way we will ensure that the recommendations do not simply become well intentioned words, but that they drive lasting change for our lower paid staff. The Group responsible for the production of this report will continue to meet in the immediate term to oversee this initial next step.

Furthermore we point to a communication theme that cuts across all of the recommendations we make and the proposed actions that follow. We are not criticising current internal communications, nor are we asking for full scale review of processes. However, we do ask that we collectively and immediately apply a new low pay lens to all of our action and communication, and that we challenge assumptions and become rigorous in testing our engagement and reach amongst our lower paid staff. This is critical to success not just internally but in our leadership and influence of a wider agenda for good growth across the WYCA area. We should wherever possible seek to learn from best practice amongst ourselves and from further afield across the public, private and third sectors.

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Action	Lead
RECOMMENDATION 1: For those who have not implemented a living wage policy - Apply a managed and staggered approach towards reaching a living wage by removing the bottom two NJC pay scales for the two years 2015/16 and 2016/17	
1a. Calculate exact implications of cost, grade relativities and numbers of people impacted and re-model NJC pay scales if financially feasible	Bradford, Leeds, Kirklees, WYCA
RECOMMENDATION 2: Review existing pension information to make the case for membership from a low pay perspective and proactively target its communication at lower paid workers to drive up-take	
2a. Review existing pension information, communication channels and sign-up processes and undertake deeper analysis of low take-up groups	LAs + WYCA
2b. Work together to share and develop best practice material and approaches that effectively target take-up	LPWG
2c. Explore use of technology to demonstrate value of pensions (with obvious caveats around the value of an investment falling as well as rising)	LPWG
2d. Review auto-enrolment such that casual workers are auto-enrolled after 13 weeks of working for a council	LAs + WYCA
2e. Promote options around new 50/50 pension scheme arrangements as being more advantageous to those in lower bands and with shorter periods of employment at the council	LAs + WYCA
2f. Work in partnership for example with the Credit Union to deliver good financial education to our staff	LPWG
RECOMMENDATION 3: Commit to proactively communicating the positive relationship between skills and opportunity; and to ensuring that lower paid staff are supported to reach their potential through implementation of a strategy for inclusive personal and professional development	
3a. Review current approaches to training and development from a low pay perspective, including assessing good practice from elsewhere, and develop a strategy that responds accordingly	LAs + WYCA + LPWG

3b. Deliver a targeted campaign on the connection between skills and opportunities to change perceptions on value of training and development	LPWG
RECOMMENDATION 4: Proof all HR policies for their impact on lower paid workers, with a particular focus on progression and reducing institutional barriers such as constrained career structures	
4a. Review HR policy and practice from a low pay perspective, with a particular focus on assessing good practice from elsewhere, appraising performance, identifying opportunities for personal and professional development, promoting progression and removing institutional barriers	LAs + WYCA + LPWG
RECOMMENDATION 5: Deliver excellent management and leadership practices as standard across the organisation, with a specific focus on equipping those who manage lower paid workers with the skills and systems they need	
5a. Review current approaches to management from a low pay perspective and develop a strategy that responds accordingly, with a particular focus on including assessing good practice from elsewhere, setting out robust expectations of behaviour, attitudes and practices expected of managers	LAs + WYCA + LPWG
5b. Review internal communications practices from a low pay perspective, with a particular focus on access, engagement, voice and reach	LAs + WYCA + LPWG
5c. Look for new ways to acknowledge and communicate excellent performance, contribution and commitment	LAs + WYCA
RECOMMENDATION 6: Agree to the principle of investing in and promoting a responsive employee benefits package that is accessible and communicated to target groups consistently, frequently and through the right channels, and that complements the approach in individual Districts to directly support lower paid workers to stretch their take-home pay. Wherever possible, we will use our collective leverage to broker deals with providers.	
6a. Explore business case for officer to lead review of employee benefits on behalf of WYCA area	LPWG
6b. Explore and cost options around discounted travel for lower paid workers	LPWG
6c. Explore scope to demonstrate 'total value' of employee benefit packages, including pensions	LPWG
RECOMMENDATION 7: Collaborate across the WYCA area to streamline health and wellbeing activities, learn from good practice and target lower paid workers to increase participation	
7a. Review current approaches to health and wellbeing from a low pay perspective, informed by best practice in other authorities and beyond, and develop a strategy that responds accordingly	LAs + WYCA + LPWG
RECOMMENDATION 8: Apply Social Value policy, prioritising in the first instance those commissioned services where low pay prevails; and work collaboratively to influence others to do the same	
8a. Explore social value toolkit approaches and develop target framework	LAs + WYCA
8b. Carry out early engagement with commissioners in local authorities to share recommendations of this work	LPWG
8c. Engage with contractors who use zero hours contracts to offer a level of guaranteed hours	LAs + WYCA
8d. Agree minimum standards for minimum wage, travel time, Terms and Conditions and skill development/progression	LAs
RECOMMENDATION 9: Guard against inappropriate use of zero hours contracts and protect casual workers from affects of low pay, concentrating on our own workforces and commissioned services	
9a. Keep under constant review the use of zero hours contracts, with an outright ban on exclusivity clauses and use of false agencies	LAs + WYCA
RECOMMENDATION 10: Use local authority influence and leadership to tackle low pay across the WYCA area in pursuit of a 'good growth' agenda	
10a. Align recommendations of this report with other internal and local strategies for anti-poverty and financial inclusion	LAs
10b. Current Chair of Lower Paid Workers Group to present report recommendations to Leeds City Region Enterprise Partnership Board, to include discussion on way forward for engaging business community	Chair/LPWG
10c. Current Chair of Lower Paid Workers Group to engage with JRF/LCR More Jobs Better Jobs Steering Group to discuss opportunities for alignment	Chair/LPWG
10d. Continue to engage with trade unions around a shared agenda for improved outcomes	Chair/LPWG

Annex A: Further Sources of Evidence - Health and Wellbeing in the Workplace

The National Institute of Health and Care Excellence (NICE) has produced a range of evidence relating to this topic.

- [Workplace Health](#): This guidance summarises actions local authorities can take to improve health in the workplace. It also helps quantify the costs and benefits to the organisation.
- [Workplace Interventions to Promote Smoking Cessation](#): Smoking is the leading behavioural cause of ill health amongst low paid workers. Smoking cessation will not only benefit health, but will also reduce household expenditure and as such increase disposable income (a 20 a day smoker will pay over £2,000 a year for tobacco purchased legally).
- [Physical Activity in the Workplace](#): Low paid workers are typically in roles that require physical activity but it should not be assumed that promoting physical activity is of no benefit. Good levels of physical activity are likely to reduce musculoskeletal injuries which are, with mental health issues, the commonest reason to sickness related absence from work.
- [Pathway for Healthy Diet](#): Efforts to support healthier eating should recognise the working patterns of low paid workers. Obesity is increasingly associated with sickness absence.
- [Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation](#): Walking and cycling represent a low cost method of travel and recreational activity.
- [Promoting mental wellbeing at work](#): Poor mental health is common amongst low paid workers and a common cause of absence from work.
- [Managing long-term sickness and incapacity for work](#): Supporting low paid workers back into work will help avoid long term sickness related worklessness.

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Report author: Dennis Holmes
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Report of Director of Adult Social Services

Report to Executive Board

Date: 22nd April 2015

Subject: New Design Model for Home Care Services in the City

Are specific electoral Wards affected?	No
If relevant, name(s) of Ward(s):	
Are there implications for equality and diversity and cohesion and integration?	No
Is the decision eligible for Call-In?	Yes
Does the report contain confidential or exempt information?	No
If relevant, Access to Information Procedure Rule number:	
Appendix number:	

Summary of main issues

1. In November 2014 a report was submitted to the Executive Board of the Council outlining the work that had been undertaken up to that date on the proposed significant redesign of homecare services in Leeds. The report identified the proposed service model which emphasises the need to improve outcomes for people; the proposed pricing model, the proposed contract type and the desire to adopt Ethical Care Charter Standards. This report gives further detail on that redesign and includes recommendations on the intention to initiate a process which will conclude with the letting of new domiciliary care contracts with independent and third sector providers in the city in June 2016.

2. Commissioned home care services in the City are currently secured under the terms of the Community Home Care Framework Agreement, this contract was let in 2010, that contractual agreement is now nearing its end and this has created a unique opportunity to recommission home care services which meet the requirements of the Care Act 2014, secure quality and value within a fair fee rate that incentivises good employment practices by care providers.

3. Adult Social Care (ASC) has a statutory duty to provide services to people who have 'eligible' care needs, as defined in the Care Act 2014. Non – specialist domiciliary support is provided to people with eligible needs in their homes by a range of independent and third sector companies and to a lesser extent by the Local Authorities own directly provided service. The current expenditure by ASC on the provision of home care services is in the region of £27m per annum.
4. Whilst the current contracts and services are generally working well, new requirements have led officers to undertake extensive work over the past year with a range of key stakeholders to determine how home care services could be redesigned to become more focussed on improving outcomes for people they serve. The outcome of that engagement and the decisions which will need to be made as a consequence, prior to the commencement of a procurement exercise are set out in this report.
5. The new design for domiciliary care services, their organisation and planned delivery within the City has been co-produced with people who use such services, their carers and service providers. Trades Union colleagues have been specifically engaged in the desire to adopt Ethical Care Charter Standards particularly with regard to quality standards, the proposed fee structure and the proposed service delivery model.

Recommendations

6. Executive Board are recommended to endorse the proposal to commence procurement of external homecare services.
7. Executive Board are asked to note the content of this report and endorse the proposed service model and pricing arrangements.
8. Executive Board are recommended to approve a procurement process based on 100% quality weighting with a range of fixed prices.
9. Members of Executive Board are invited to note the comments of members of the Health and Wellbeing Scrutiny Board who have examined the issues, risks and proposed remedies (Attached at Appendix 1).
10. Executive Board are recommended to approve that the Executive Member for Adult Social Services sign the Unison Ethical Care Charter at the appropriate juncture after the governance processes of the Council in relation to this report have been completed.
11. Members of the Executive Board are recommended to agree to delegate the decision to award contracts for the provision of external homecare services to the Director of Adult Social Services.
12. Members of the Executive Board are recommended to agree that the Head of Commissioning, ASC will be accountable for the completion of this work subject to Executive Board approval.

1. Purpose of this report

- 1.1. To inform Executive Board members of progress to date with the re-commissioning and re-design of the external home care services and the proposed service delivery model for the external provision of homecare services.

2. Background information

- 2.1. The existing independent sector homecare contracts ran from 1st October 2010 to 31st October 2013 and were extended in September 2013 for a period of two years (in line with the clauses contained within the existing contract) to allow for substantial consultation and to prepare for a significant re-commissioning exercise.
- 2.2. The independent sector, including the 32 home care framework providers (representing both national and local businesses) delivered 86% of the total commissioned home care support in Leeds in 2013-14, this equates to 1,525,701 hours of support annually. The contracts generally have worked well in terms of quality and value, the latter feature has allowed ASC, over the term of the contracts, to constrain spending in this area against a backdrop of increased need among the population.
- 2.3. The overall aim of this re-design of home-care services was to create and implement a new service delivery model for independent sector home care provision in Leeds. As indicated previously, the expiration of the existing contract arrangement presented a unique opportunity to respond to a range of national issues including, the introduction of the Care Act 2014 and the impact of the Equality and Human Rights Commission Inquiry into Home Care of Older People.
- 2.4. As the previous report on the agenda of this Executive Board has indicated through the West Yorkshire Combined Authority each Council has agreed to adopt a Charter to support Low Paid Workers. The recommendations contained in this report compliment the recommendations described therein and respond to reports such as the 'Time to Care' report published in 2014 by the trade union, Unison, and the Key to Care report published in December 2014. These developments continue to drive and shape the strategic direction of care provided to people alongside their need to be personalised, to maximise people's independence and for care to be provided in ways which is seamless.
- 2.5. The Human Rights Act, requires local authorities to take into account their 'positive obligations' to actively promote and protect the rights of people as described in the Convention and therefore maintains that all providers of publicly funded home care should consider themselves bound by the Human Rights Act. The report highlighted the ways in which companies organised their call schedules which sometimes conflicted with public service values of dignity, choice, fairness and equality which should underpin practice.
- 2.6. The Care Act emphasis on people experiencing personalised care over which they exercise choice and control (an 'outcome' based model of care) requires

changes to be made to systems and processes by ASC and independent sector home care providers to facilitate a move from activity which is specified, commissioned and delivered on a pure 'task and time' basis, to one which is significantly more defined by the people receiving care.

- 2.7. The integrated nature of health and care services has been increasingly reflected by health and care commissioners working much more closely in these areas hence officers representing three Clinical Commissioning Groups (CCGs) are actively involved in the Home Care/Personal Assistance Commissioning Board, which has been established to oversee this programme of work. Home care is of crucial importance in preventing inappropriate hospital admissions, and facilitating timely discharge.
- 2.8. The Care Quality Commission's report "State of Health and Social Care 2012-13" gives evidence of the connection between poor quality care and high numbers of unplanned admissions of older people into acute or long term care. Securing timely home care packages for hospital discharge is most important when demand for hospital beds is high; but this is exactly the time when securing packages is most challenging.
- 2.9. A range of challenges and opportunities exist to better meet the needs and expectations of people receiving care in their own home, to ensure that the people providing that care do so effectively and are well supported and fairly treated by their employing organisation in so doing. Through this re-commissioning process the opportunity also existed to prepare the sector for the inevitable increase in demand which will arise in the coming years as a consequence of the shifting demographic profile of the City, this will require providers to actively plan recruitment and retention initiatives to secure a sufficiency of care workers in the City.
- 2.10. Recent data from the Sub National Population Projections 2012 notes that in Leeds over the period 2012 to 2021 the numbers of people aged 60+ as a proportion of the population are expected to increase from 20% to 21%, the number of people aged 65+ are expected to increase from 15% to 16% and the number of people aged 80+ from 4% to 5%.
- 2.11. The number of people with dementia in Leeds is expected to increase from 8,500 in 2015 to 12,000 in 2025. It is estimated from data on local GP registers that, in Leeds, 80% of people with dementia are supported at home.
- 2.12. The demographic trend does not only affect numbers of older people with care needs, but also the complexity of need. The Care Quality Commission has commented that: Overall CQC is finding that the increasing complexity of conditions and greater co-morbidities experienced by people are impacting on the ability of care providers to deliver person-centred care that meets individuals' needs. It is also seeing increasing pressures on staff, both in terms of the skills required to care for people with more complex conditions and in terms of staff numbers.

- 2.13. To assist in this overall process, a cross sector and cross party strategic homecare group was established in November 2013. This group, which consists of elected members, service provider representatives, service user representatives, NHS representation, trade union representation and other ASC representation, has provided information and guidance to the Officers undertaking this work to date and the newly designed model highlighted later in this report are reflective of the input of this group to date.
- 2.14. In addition, a Health and Wellbeing scrutiny working group was established in November 2014 to oversee this work and provide advice and assurance to this work. Their findings are attached as an Appendix 1 to this report which is welcomed by the Chair of the Strategic Advisory Group and Officers who would like to thank all members of the scrutiny working group including Councillor Coupar, service users and service providers for their contributions. Information from the scrutiny report will be used to inform the next stage of the commissioning process.

3. Main issues

- 3.1. A Framework arrangement is currently in place with 32 providers registered on the framework. The current contract was due to expire in October 2015. Given the complex nature of the issues to be addressed through this commissioning process, a further extension was sought to extend the current framework arrangement for a period of up to twelve months, thus allowing sufficient time to re-design and cost the new model of service, secure the necessary agreements and complete the procurement process.
- 3.2. Whilst the current contract and services are generally working well, as previously described, the re-commissioning of these services presented a unique opportunity to radically redesign home care services in the City to address a range of issues which included; personalised 'outcome based' commissioning; consistency of staff providing services; flexibility of service providers to meet needs of service users; the use of 15 minute visits, the recruitment and retention of staff, including the use of zero hours contracts.
- 3.3. In addition the proposed pricing model allows for progress on a range of staffing issues, including; staff travelling expenses and travelling time payments, and aspirations in relation to the introduction of the living wage.
- 3.4. The proposed commissioning and contracting model has been developed and is covered in more detail in the report below, the proposal is designed to lay the foundations for meeting the requirements of the Ethical Care Charter standards (Appendix 2), including improved terms and conditions for homecare staff. Together these will help provide a care workforce sufficient for the future needs of the City.
- 3.5. Following extensive consultation and analysis of information, options were created and appraised by a broad cross-section of stakeholders including: Service users, Councillors, NHS partners, trade unions, and providers (contracted and non-contracted).

3.6. Listed below in Section 3.7, 3.8, 3.9 3.10, 3.11, 3.12 and 3.13, are the options that arose out of this co-production process, which have been determined as being the preferred options that will address the issues previously identified in this report.

3.7. Contract Type

3.7.1. A number of contract types were appraised by all stakeholders and then discussed by the Homecare Strategic Commissioning Group. The clear preference was for a contract which gave providers some guarantee of business whilst retaining some of the benefits of a Framework Agreement.

3.7.2. The initial outline proposal would see the existing Framework Agreement ceasing when the additional contract extension expires and be replaced with a new contract arrangement. This envisages a small number of 'primary providers' who will be responsible for delivering all care packages within a particular geographical zone with a number of other 'secondary' providers having the ability to undertake work where the primary provider is unable to do so. Care providers will be expected to compete in a procurement exercise to undertake either role.

3.7.3. In anticipation that there will be some people who do not wish to transfer to another provider (where the new provider has not been granted another contract with LCC) ASC would offer additional information and support to enable them to purchase their own care using a direct payment or individual service fund from their existing provider. Where there are any issues relating to possible change of care provider that cannot be resolved through direct payments or discussion they will be resolved on a case-by-case basis.

3.7.4. Further work will be undertaken in autumn 2015 to identify the potential numbers of service users that could be affected and to produce an action plan that will allow us to proceed with this option but in a way that causes the least disruption for service users.

3.8. Pricing Model

3.8.1. During the consultation there was widespread support for a model which would include an inner and outer area based price. This reflects the geography of the City which has differing travel requirements and contains some areas where it has been traditionally difficult to recruit and deploy care workers; consequently individual providers could potentially submit one price for inner Leeds and one price for outer Leeds.

3.8.2. Further consultation work with providers agreed that there would be six zones, 3 urban, 2 rural and 1 super rural zone with a fixed price for each zone. The fixed price would differentiate between an urban zone and a rural zone. (Map at Appendix 3)

3.8.3. The pricing model is crucial to providing organisations in terms of their sustainability, the quality of care they can offer and the circumstances of their workforce, however, the pricing model is also critical to the Authority in terms of its overall affordability during continuingly adverse financial circumstances. Hence,

further significant work has been undertaken (based on the United Kingdom Home Care Association (UKHCA) template), to determine a fair but affordable fee structure, this is based on extensive analysis of information submitted by service providers identifying the actual costs of delivering homecare within the Leeds market place. This includes staff wages, management costs, training, office overheads and surplus. (Appendix 4 identifies the different proposals and associated costs). By having a fixed price model this will allow the procurement process to focus on the quality and efficiency of the service provider.

- 3.8.4. Whilst it is acknowledged that LCC aspires to implement the living wage, implementation of the living wage is dependent upon future local government funding settlements. Thus it is recommended that Option 3 (Appendix 4) is implemented and a staged approach is taken to introduce the living wage during the five year contract period subject to the detail of the Local Government funding settlement over that same period. Appendix 5 identifies the associated costs of adopting a staged approach.

3.9. Introduction of Unisons Ethical Care Charter (including Terms and Conditions of Home Care Staff)

- 3.9.1. Throughout the consultation there was support from all stakeholder groups to try and move to implementation of Unisons Ethical Care Charter (attached at Appendix 2), it is worth noting that much of the Charter relates to the quality of the service delivery, this is covered by paragraph 3.13 the Quality Standards. However elements of the Ethical Care Charter relate to staff terms and conditions of provider organisations. The known financial impact for the Council of implementing all of the ethical care charter standard requirements is complex and the implications of this are set out in Appendices 4 and 5. Naturally, to incentivise organisations to comply with all the expectations of the Charter due regard was given to our assessment of the costs in the establishment of the pricing model described previously.

- 3.9.2. As indicated earlier, the new model of home care, its organisation and planned delivery within the City has been developed as an outcome of extensive co-production with service users and their carers, service providers and trade unions specifically taking account of the Ethical Care Charter Standards particularly with regard to the quality standards, the proposed fee structure and the proposed service delivery model which we believe can only be delivered if staff have appropriate terms and conditions of employment in relation to the fundamentally important work that they do.

3.10. Locality-based Services

- 3.10.1. There was strong support for more locality based services; ensuring staff could assist service users to engage more in local communities and for home care staff to have much closer links particularly to local statutory sector teams, especially the 13 integrated NHS and Social Care teams and, importantly with other local third sector services. This will be a requirement of the new service specification and associated quality standards.

3.10.2. It is proposed, therefore that we divide Leeds into three areas with six 'lots' broadly coterminous with the areas covered by the CCGs. (Appendix 2) Within these three larger areas the arrangements would require providers to have a locality-focus to their service delivery teams broadly associated with the thirteen integrated health and social care neighbourhood teams. The model envisages 1 primary provider per lot who would be responsible for delivering all services within the area they successfully tender for; however, a framework arrangement will also be put into operation in case the primary provider is unable to deliver the required service.

3.11. Outcome Based Commissioning

3.11.1. In discussions with stakeholders there is a general agreement that we need to carry forward into the new contract the elements relating to outcomes-based commissioning and service delivery included in the existing Framework Agreement. This is a key area within the Care Act which is due to come into effect in April 2015 and is at the heart of the personalisation of services for service users.

3.11.2. An outcomes based approach has been adopted by Adult Social Care within the adult care assessment and care planning methodology to ensure individualised personalised care is offered to eligible service users. This approach also ensures compliance with the requirements of the Care Act. ASC client record systems, assessment and review processes are being amended to reflect the outcome based personalised approach. It is proposed that this approach will be extended to encompass personalised care delivery by commissioned homecare providers under the new contract.

3.11.3. However in order to ensure effective implementation of outcomes-based commissioning of homecare further work has been undertaken with Access and Care colleagues, service users and service providers to identify the developments needed within shared processes, information systems and performance management methodology. New processes are being developed to ensure outcome based commissioning and delivery can be achieved by the contract start date. This will ensure that services are commissioned on an outcomes and hours basis and will place the onus on the service provider to identify, with the service user how best those identified outcomes can be achieved.

3.12. Procurement Model

3.12.1. All providers will be required to compete for a place on the new contract arrangements and will be subject to an evaluation of quality.

3.12.2. Based on the Fair Rate for Care exercise that was undertaken we believe that this has given us sufficiently reliable information (along with national reports) to develop a fixed price that is reflective of the market place in Leeds, and will allow us to focus on quality and avoid the downward spiral of pricing that has caused difficulties in the provision and continuity of home-care services elsewhere in the Country.

- 3.12.3. It is acknowledged that best value can often be achieved by obliging companies to compete on price as well as quality; however, our work to date has concluded that any concessions gained by the Council in price from providers will, in all likelihood perversely result in compromised terms and conditions for care workers. After careful analysis of all legitimate costs faced by providers, we are proposing rates which are sustainable for providers, meet the current aspirations of their workforce and represent best value for the Council.
- 3.12.4. Expectations from the Care Act with particular regard to personalisation and outcomes will be introduced within the contract terms and conditions and the new quality standards and all providers will have to demonstrate that they can meet these expectations at procurement and during the lifetime of the contract.
- 3.12.5. In order to reduce the risks associated with having fewer providers a framework of other providers will also operate. This will also enable direct payment/individual service fund holders a choice of provider as well as supporting options for self-funders.
- 3.12.6. The procurement process will give us an opportunity to take account of the Social Value Act and we will determine how additional social value can be sought from providers as part of this process.

3.13. Quality Standards

- 3.13.1. A set of robust quality standards have been co-produced with both service users and service providers to which providers will be held accountable in the newly commissioned homecare services. Providers will have to demonstrate that they can meet the standards as part of the procurement process and then during the lifetime of the contract.
- 3.13.2. The standards are themed together and comprise of 10 standards relating to the following areas: Leadership, management and accountability; workforce development; Needs and Risk Assessment, Person centred care; Security health and Safety; Safeguarding; Compliments/Complaints; Diversity and Inclusion; Empowering service users and Social Care Commitment. Service User Dignity is a theme that runs throughout all of the standards.

4. Corporate Considerations

4.1. Consultation and Engagement

- 4.1.1. All existing homecare service users (approx. 3,000) were issued with a request asking them if they would like to participate in the review of the existing homecare services. 238 completed requests were returned to Adult Social Care. Of these completed requests 152 service users requested a questionnaire be sent to them, 72 requested face to face meetings and 14 requested a focus group. The information from these questionnaires and meetings informed the options described above.
- 4.1.2. A service user reference group was established through Leeds Involving People and fourteen meetings were held with this reference group (between January

2014 and March 2015) in order to ascertain what works well with the current contract and how improvements could be made in the future. Future meetings will be scheduled to take place so that service users can contribute to the evaluation of the new services.

- 4.1.3. People using both Osmondthorpe and Mariners Day Resources were also consulted and approximately 15 people participated in either the focus groups or completed a questionnaire about homecare services.
- 4.1.4. Nine consultation events have been held between February and September 2014 for the existing contracted service providers and non- contracted service providers.
- 4.1.5. A Homecare Leadership Group was established on September 2014 through Leeds Care Association and this group of contracted and non-contracted providers contributed to the development of the quality standards. The group met on eight occasions. The Leadership Group also approved in principle the methodology used to determine the fixed price.
- 4.1.6. A Homecare Strategic Commissioning group was established in November 2013 and this group which consists of elected members, service provider representatives, service user representatives, NHS representation, trade union representation and other ASC representation have informed and provided guidance to the Officers undertaking this work.
- 4.1.7. At its meeting on the 16th March 2015 the Strategic Group agreed with the proposed new service model and to recommend the Leeds Quality Standards. The group also endorsed the methodology used to arrive at the recommended fee structure (which has homecare providers as part of its membership). This structure has been further consulted on as part of the commissioning process.
- 4.1.8. A report from the Health and Wellbeing Scrutiny Board working group is attached as an addendum to this report.
- 4.1.9. Any views expressed as part of the consultation have been considered and wherever possible have been used to inform the decision making process.
- 4.1.10. Furthermore information gained from all of the consultation was utilised to develop the service specification and other associated contract documentation especially with regard to key issues identified by service users e.g. consistent and trained staff.

4.2. Equality and Diversity / Cohesion and Integration

- 4.3. An Equality and Diversity Impact Assessment was undertaken when the original framework agreement was developed and a further assessment has been undertaken as part of the re-design and re-commissioning process and is attached at Appendix 6.

4.4. Council policies and City Priorities

4.4.1. The proposals outlined in this report will help to deliver a number of crucial elements of the Adult Social Care 'Better Lives' strategy by helping local people with care and support needs to enjoy better lives. With a focus on: promoting choice, helping people to stay living at home, joining up health and social care services. These in turn support the ambition for Leeds to be the Best City in the country, in addition the proposals will contribute to the achievement of the objectives set out in the city's Health and Well-Being plan: people will live full active and independent lives, people's quality of life will be improved by access to quality services, people will be involved in decisions made about them and the city's Priority Plan by contributing to the indicators for: best city for health and wellbeing, best city for business, best city for communities.

4.5. Resources and value for money

4.5.1. A 'Fair rate of care' exercise (based on the UKHCA template, Appendix 7, page 18) was undertaken in June 2014 in order to: a) determine the actual cost of home care in the Leeds market so that a review of the current price could be undertaken and: b) establish the potential base rate for the new contract that will commence after the procurement process has been completed.

4.5.2. All contracted framework providers were contacted at the end of May 2014 to inform them that we would be undertaking a Fair Rate for Care exercise which we would be inviting them to participate in. The template documents were sent to providers in the first week of June 2014 and due to the poor number of responses the deadline for completion was extended several times.

4.5.3. In total 13 providers (out of 32 on the framework) completed the template documents, reflecting a good sample and range of providers. However it should be noted that not all providers fully completed the documents and in effect only 10 responses could be utilised.

4.5.4. The information gleaned from this exercise was used as part of a suite of information from local providers and national reports to inform the urban price, the rural price and the very rural price of the proposed new contract model. It is worth noting that contracted homecare providers have not been paid an inflationary award since the contract commenced in 2010.

4.5.5. The proposed fees are contained in Appendix 4 – and it is recommended that option 3 is implemented, that is to say to pay a rate that increases the current wage paid to front line care workers in Leeds which is guaranteed to be above the minimum wage and move to introduce the Living Wage within the lifetime of the contract, the costs of which are given in Appendix 5.

4.5.6. The proposed fee rates are higher in comparison to many other local authorities according to the Home-care Deficit report published in March 2015 by the UKHCA, however, it is uncertain the extent to which that survey is comparing the cost of like with like services.

- 4.5.7. All core cities were contacted in January 2015 by ASC officers to ask about the rates that they pay their home-care providers however, only 3 authorities responded to our request for information. However, it is known that some of these other local authorities are just starting the process of re-commissioning their home-care services and have aspirations to increase the fee's that they pay.
- 4.5.8. In determining the proposed fee's we have assumed that the primary providers who operate in the urban areas will be able to achieve efficiencies within the areas by better planning how staff are deployed to meet the needs of service users. Thus we have reduced the hourly rate accordingly as we have assumed that staff will travel less between clients thus reducing the travel time and travel expenses. In both the rural areas and super rural area we have assumed that staff will travel more and have adjusted the proposed fee by including a higher element of staff travel time and staff travel expenses.
- 4.5.9. Early indications are that to implement the full ethical care standards related to staff terms and conditions the cost to the council based on the current number of hours of service delivered is circa £2.5m per annum (Appendix 4) excluding any demographic pressures.
- 4.5.10. Part of our assessment of affordability was to also assess the impact on the uptake of Council benefits if staff conditions were permanently improved as a consequence of this process. Research undertaken by the Joseph Rowntree Foundation has highlighted for every £1 of public spending saved 80p goes to central government, 10p to NHS commissioners and 7p to the local authority. It was also noted within the report that areas with high levels of in-work poverty would gain the most from increasing pay levels which would lead to raised demand and spend in the local economy, thereby directly benefiting local businesses.
- 4.5.11. Through the West Yorkshire Combined Authority (previous report on the agenda) each Council has agreed to adopt a Charter to support Low Paid Workers. This covers a number of areas including:
- Adopting the Living Wage for directly employed staff; reflecting affordability issues and options to phase this
 - Giving more consideration to non-pay issues – a better and relevant package of staff benefits, focus on training and development for low paid workers, ensuring HR policies are assessed so they are “poverty-proofed” and improving engagement
 - Wider responsibilities of Councils in society to address pay for commissioning of services in areas where low pay prevails and to use social value policies to achieve this

- 4.5.12. The subject of much recent public debate, it is widely recognised that many staff who work in the homecare sector work to the terms of zero hours contracts and thus are unable to get mortgages or have difficulties renting property hence the proposal to guarantee to primary providers all work within the lot for which they have tendered (subject to service user choice). This would enable providers to better plan their business and be able to offer staff a set number of contracted hours per week.
- 4.5.13. Local home care providers and NHS commissioning colleagues have indicated strongly that securing a sustainable and sufficient workforce is a challenge and concern for the health and care economy in Leeds. Securing a consistent standard of pay and conditions across the sector, including payment for travel time between calls, supports the local authority's duty under the Care Act to ensure sufficient provision of services in the care market to meet local needs.
- 4.5.14. Currently no budget provision exists within Adult Social Care for these proposals and a budget would need to be found from within the overall council resources.

4.6. Legal Implications, Access to Information and Call In

- 4.6.1. Legal services have been consulted and will continue to be consulted as part of the ongoing re commissioning process.
- 4.6.2. Officers from the PPPU continue to be involved in the process and are represented on both the Home-care Project Board and the Home care Project Team.

4.7. Risk Management

- 4.7.1. The procurement process will be conducted in accordance with the Council's Contract Procedure Rules in order to ensure that a fair, open and transparent process is undertaken.
- 4.7.2. Risks are being managed throughout this process. Risks have been identified and recorded and mitigating actions have been identified.

5. Conclusions

- 5.1. Much work has been undertaken to date to ensure full understanding of the issues affecting homecare service users, homecare staff and the wider homecare market within Leeds. This has enabled a refined operating model to be developed.
- 5.2. Considerable work and detailed research, analysis and modelling were conducted to fully understand what the overall impact will be when setting the fixed prices for both the urban and rural proposed rates.
- 5.3. Further detailed analysis was undertaken, along with further consultation to ensure that the proposed service model will meet the needs of service users in the future but also provide for improving the circumstances of those people

providing that care; this included developing a detailed understanding of the overall financial implications for the Council.

- 5.4. The proposed model will reduce the number of service providers who we contract with but we need to be assured that these providers offer good quality services that can provide safe effective services that are flexible enough to meet the needs of the service users. The use of a framework to support the primary providers will continue to ensure diversity of available provision, and reduce the risk of over-concentration in the local care market.
- 5.5. Clearly this is an ambitious proposal with huge potential for building on and improving the quality of homecare in Leeds, however the extensive consultation that forms the basis of this report has demonstrated that for each element there are both risks as well as opportunities, these have included: pricing model, reduction in number of providers staff terms and conditions, service model and affordability.

Pricing Model – based on the Fair Rate for Care exercise that was undertaken we believe that this has given us enough information (along with national reports) to develop a fixed price that is reflective of the market place in Leeds, and will allow us to focus on quality and avoid the downward spiral of pricing that has caused difficulties elsewhere in homecare.

Reduction in the Number of Service Providers – by reducing the numbers of primary service providers we contract with this will enable us to develop closer working relationships and be more responsive, alongside the provider to identify and potential issues and work with the provider to resolve the issue. By working with fewer providers this should lead to more integrated and community based working and any risks are mitigated by having a framework of a wide range of services providers underpinning the primary contract.

Staff Terms and Conditions – There is strong evidence from national reports and local consultation that by improving staff terms and conditions there is improvement in delivery of homecare particularly in regard to staff recruitment and retention. There is also great consistency of staffing for service users which has a positive impact on their health and wellbeing and also for further development and training of staff.

Affordability – Whilst it is recognised that finding additional funding under the present financial challenges faced by the Local Authority it has been noted that this is an investment in one of the most significant services and workforce in the city and as was noted within the consultation ‘if not now, when?’

- 5.6. The recommendations in this report are those that it is felt both give us the best chance of harnessing these opportunities whilst also reducing any associated risks.

6. Recommendations

- 1.1. Executive Board are recommended to endorse the proposal to commence procurement of external homecare services.
- 1.2. Executive Board are asked to note the content of this report and endorse the proposed service model and pricing arrangements.
- 1.3. Executive Board are recommended to approve a procurement process based on 100% quality weighting with a range of fixed prices.
- 1.4. Members of Executive Board are invited to note the comments of members of the Health and Wellbeing Scrutiny Board who have examined the issues, risks and proposed remedies (Attached at Appendix 1).
- 1.5. Executive Board are recommended to approve that the Executive Member for Adult Social Services sign the Unison Ethical Care Charter at the appropriate juncture after the governance processes of the Council in relation to this report have been completed.
- 1.6. Members of the Executive Board are recommended to agree to delegate the decision to award contracts for the provision of external homecare services to the Director of Adult Social Services.
- 1.7. Members of the Executive Board are recommended to agree that the Head of Commissioning, ASC will be accountable for the completion of this work.

7. Background documents¹

None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Report of the Scrutiny Board (Health and Wellbeing and Adult Social Care) Adult Social Care Working Group

Appendix 1 - New Design Model for Home Care Services in the City

1 Introduction

- 1.1 In December 2013, the Executive Board Member (Adult Social Care) highlighted work underway around the 'Future of Home Care' and requested the former Scrutiny Board's involvement in co-producing a solution.
- 1.2 To consider the potential role of the Scrutiny Board and help scope any future work, in February 2014 a report on the current provision was presented to the previous Scrutiny Board. Some of the key information presented included:
- Confirmation of Adult Social Services' statutory duty to provide services/support to people who have 'eligible' needs. In Leeds the current eligibility level had been set at 'substantial and critical' needs – as defined in 'Prioritising need in the context of Putting People First', Dept. of Health (2010).
 - Support to people with eligible needs in Leeds was provided in their homes by a variety of services, including:
 - Reablement services;
 - Adult Social Care's Community Support Service; and,
 - Independent sector home care.
 - The Community Home Care Framework Agreement was the main method by which ASC contract with independent sector home care providers.
 - 33 independent sector providers had a contract with ASC through the Framework Agreement.
 - 13 of these independent sector providers – mostly national or regional companies – provided city-wide coverage.
 - A 'cost and volume' contract which was established in 2006 and has subsequently been renewed is also in operation. Other contract arrangements are also utilised to deliver additional support when the framework providers do not have capacity to cover all demand.
 - Expenditure on home care was in the region of £27m per annum.
- 1.3 Following the appointment of our new Chair, alongside some general changes to our overall membership, at the Scrutiny Board meeting on 15 July 2014, we considered and agreed some outline Terms of Reference for a working group to consider the future external provision of home care services.
- 1.4 We agreed the main aims of the working group would be:
- To maintain oversight of the overall progress of the Adult Social Care (ASC) project/ review.
 - To consider, review and make recommendations on any draft proposals/ solutions identified by ASC.
 - To identify any opportunities and/or examples of good practice around the potential purchasing solution and service delivery model for independent sector home care provision in Leeds.

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Appendix 1 - New Design Model for Home Care Services in the City

- To identify the overall financial envelope available for the future delivery of services and to assess the financial stability of any draft proposals/ solutions identified by ASC.
 - To consider any opportunities for greater collaboration and value for money issues associated with the Leeds pound (£).
 - To maintain an overview of any public (service user) engagement and involvement activity, including details of any feedback and how this was being used to further develop the proposals.
- 1.5 We subsequently held three working group meetings. The initial meeting being a briefing from Adult Social Care officers around the current service provision, contractual arrangements and the review process. The subsequent meetings involved service users – who outlined their experiences of home care services – along with input from two private sector providers of home care services.
- 1.6 In addition to the information provided by Adult Social Care (which included a market analysis of home care service provision in Leeds), we also considered the following publications:
- Unison report – Time to Care (October 2012); and,
 - UK Home Care Association – The Homecare Deficit (March 2015)
- 1.7 We are extremely grateful for the input and contributions of all those who attended our working group meetings, including the Executive Member for Adult Social Care and council officers. We are particularly grateful for the voluntary input of the three service users (Joy, Lily and Shirley), who willingly shared some of their very personal experiences of home care services in Leeds. We are also grateful to the independent providers – Louise Copley (Complete Care) and Lee Townend (Caring Partnerships) – for their attendance and contribution to our discussions.
- ## **2 Summary of main issues**
- 2.1 We understand the overall aim of the re-commissioning and re-design activity around home care services was to create, implement and evaluate a new contract arrangement and service delivery model for independent sector home care provision in Leeds.
- 2.2 We also understand this is a timely opportunity to respond to a range of national issues including the introduction of the Care Act 2014 and the impact of the Equality and Human Rights Commission Inquiry into Home Care of Older People. It also provided an opportunity to respond to reports such as the 'Time to Care' report from Unison (October 2012).
- 2.3 However, while it is important to recognise these developments continue to drive and shape the strategic direction of care provided to people, it is equally important to recognise the need for the development of flexible and

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responsive services to better reflect service users' diverse needs and preferences. **By being more responsive to individual needs, we believe this will maximise people's independence – which can only benefit the day-to-day experience of individual service users and the overall local health and social care economy.**

- 2.4 We are aware of the cross party strategic home care group – established in November 2013. We understand this had a broad membership and has guided the work of officers undertaking the review of the external provision of home care services.
- 2.5 At our working group meeting on 18 March 2015 we again invited the input of service users and private sector providers. The Executive Board member for Adult Social Care and the Head of Commissioning (Adult Social Services) also attended and in broad terms set out the future proposals for the external provision of home care across Leeds, due to be presented to Executive Board at its meeting on 22 April 2015.
- 2.6 The proposals were set out by way of a presentation and a map of Leeds showing the proposed areas for the Home Care Contracts (2016-2021). We were not in receipt of the draft Executive Board report – although the Chair of the Scrutiny Board has subsequently had sight of the draft report. This aided the process for formulating this statement on behalf of the Scrutiny Board.
- 2.7 This statement is based on the discussions of our working group and is set out to cover some of the main areas detailed in the Executive Board report.
- 2.8 Overall, **we welcome the decision to consider the re-commissioning of home care services and the wide range of issues the review process has sought to address.**
- 2.9 We recognise that the long-term aspiration for home care services will undoubtedly come at a financial cost, however **we are in broad agreement with the direction of travel described to us and set out in more detail in the Executive Board report.**
- 2.10 We also recognise and acknowledge the difficult funding position facing the Council for the foreseeable future. Nonetheless, **we believe it is important for the Council to 'grasp the nettle' in order to achieve its ambition for the future provision of home care services.**

Quality Standards and Outcome Based Commissioning

- 2.11 From the outset of our involvement, we heard that 'quality' has been at the heart of the review. We heard from service users that quality of service was very important and **we are supportive of the review's focus on quality.**

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- 2.12 The Executive Board report refers to a 'set of robust quality standards', co-produced with service users and service providers. We have not seen or discussed in detail the proposed quality standards.
- 2.13 In addition, while the Executive Board report details the areas covered by the quality standards, we are surprised these are not presented to Executive Board for comment, endorsement or approval.
- 2.14 The Executive Board report also states providers will have to demonstrate they can meet the standards as part of the procurement process and during the lifetime of the contract. However, the arrangements for ensuring compliance against the standards throughout the contract are less clear.
- 2.15 In our working group discussions, we heard proposals to enhance monitoring arrangements through a modest increase in the Adult Social Care staffing structure and also to use the network of dignity champions established across the City. However, we believe it is vital that the health and social care economy builds and develops various types of local capacity to enhance the monitoring of home care services. As the patient and public champion for local health and social care services, we believe HealthWatch Leeds has a potentially important role to play in the ongoing monitoring of quality and this may warrant further consideration.
- 2.16 **We believe further clarity is needed around how quality will be assessed as part of any new contract arrangements and Executive Board may wish to seek further assurance around the ongoing monitoring of quality under the proposed arrangements.**
- 2.17 As detailed elsewhere in this statement, we also heard from service users who shared their experiences of home care services. While helping to maintain people's independence in their own home for as long as possible, we were also struck by the additional vulnerability that can result from having home care workers in the home environment. Any potential abuse of vulnerable groups in receipt of home care services needs to be mitigated as far as possible. As part of this, **we believe there should be sufficient safeguards in place, including any necessary advocacy arrangements for service users, to ensure safe, effective and independent complaints reporting, with appropriate investigation processes in place across all providers.**
- 2.18 Part of our discussions in relation to quality also considered issues associated with offering a flexible service, focused around the needs of the service user – which may change over time, on either a permanent or temporary basis. **We believe the potential flexibility afforded by the 'outcome based commissioning' approach is a very positive development that will be welcomed by service users.** However, it will be necessary for service providers to fully engage with service users in order to fully realise the potential benefits of the new approach to commissioning. **We hope service**

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user involvement and engagement is reflected and captured within the proposed quality standards and would urge Executive Board to seek further assurance in this regard.

- 2.19 Some of the experiences described to us by service users were extremely personal and, at times, difficult to hear. We are extremely grateful to each of the service users for their openness, honesty and overall input into our discussions.

Ethical Care Charter

- 2.20 The unsustainability of working practices such as zero-hour contracts, unpaid travel time and costs, and poor staff training and development have been well documented over recent time. As such, **we are very supportive of the proposals to work towards introducing the ethical care charter and in particular the terms and conditions for home care workers.**

Locality based services

- 2.21 We recognise the increased emphasis on integrated health and social care services in Leeds, which in part can be demonstrated through the establishment of 13 integrated health and social care teams across the City. The importance of home care services in Leeds' overall health and social care economy – not least in helping to prevent inappropriate hospital admissions and facilitating timely discharges – is recognised and highlighted in the Executive Board report.
- 2.22 The important role of home care in the planning and commissioning of services across Leeds' health and social care economy appears to be further demonstrated by the active role of health partners (through Leeds' Clinical Commissioning Groups) in the Home Care/ Personal Assistance Commissioning Board and the cross-party strategic home care group.
- 2.23 Throughout the year we have heard significant and increased reference to the principle of 'the Leeds pound (£)'. This has been part of the conversations around the integration of local health and social care services and we made reference to this in our response to the initial budget proposals earlier in the year. However, despite the acknowledged strategic importance of home care, there appears to have been little consideration of any financial contribution from local health partners outside of the Council. We believe there is an increasing need for such conversations to routinely take place if the theoretical notion of 'the Leeds pound (£)' is to become more than aspirational.
- 2.24 Furthermore, part of the ambition of the proposals goes beyond the provision of home care services and looks towards providing a living wage for what will be a sizable number of working-aged adults in Leeds. **We support the ambition of delivering a living wage and hope this will be matched in**

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other sectors of the local economy to help raise aspirations across the City.

- 2.25 In addition, the relationship between income and health inequalities is well documented and widely acknowledged. As such, we believe that helping to raise income levels and, over-time, address some of the health inequalities across the City should form part of the core business of health service commissioners and the wider health and social care economy.
- 2.26 We believe there will be a number of organisational beneficiaries (primarily from a commissioning perspective) arising from the ambition set out for the future external provision of home care services in Leeds. As such, we believe it is important to acknowledge the organisational benefits across Leeds' health and social care economy and that the external provision of home care becomes an area where the theoretical use of the Leeds pound (£) becomes reality.

Recommendation 1a

That senior officials from health and social care commissioners across the City discuss how the aspiration of delivering a living wage for homecare workers can be better achieved through joint working and the use of 'the Leeds pound (£)' in the future.

Recommendation 1b

That the outcome of such discussions be reported to the Executive Board as soon as practicable.

- 2.27 Overall, we are supportive of stronger links between home care services and the established integrated health and social care teams across the City. However, during the course of the year we have heard varying reports about the consistent and effective operation of the thirteen integrated health and social care teams. We propose to examine the operation of the City's joint health and social care teams in the new municipal year (i.e. 2015/16) and part of this work could aim to examine how 'primary' and 'secondary' providers might work effectively with the integrated teams. **We would welcome Executive Board's support for a scrutiny review of the integrated health and social care team arrangements across the City during 2015/16.**

Contract Type and Pricing Model

- 2.28 It is important to recognise that all contractual agreements come with a degree of risk. In the provision of home care services, such risks are shared by the Council – the organisation statutorily responsible for providing services to people with eligible needs, service providers who contract with the Council and, in our view, most importantly service users.

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- 2.29 We recognise the potential benefits of the proposed model and working with a smaller number of 'primary providers'. However, we believe the Council needs to ensure the risk of working with too few providers and potentially 'putting all our eggs in one basket' is mitigated. **We believe the Council should aim to contract with a minimum of six primary providers to reflect the proposed contract areas.**
- 2.30 While we understand the benefits to providers having guaranteed business, we have some concerns that these benefits will be limited to the small number of primary providers, with a larger number of 'secondary providers' continuing to operate with no guarantee of work, while being required to provide high quality services with fair and equitable employment terms and conditions. We believe there is a risk this will provide an unsustainable mix for some providers, which might have unintended consequences for the home care sector in Leeds. **We believe the Executive Board should seek further assurances around the sustainability of the proposed contract model and any potential unintended consequences.**

Other comments and observations

- 2.31 We acknowledge that the options set out in the Executive Board report represent those having been determined as the 'preferred options' that will address the wide range of issues considered as part of the review. However, **we have some concern that the Executive Board is not being presented with a more detailed options appraisal – setting out some of the alternative options (with the associated advantages and disadvantages) considered as part of the review process.** That's not to say the options presented are not the most appropriate, however we believe the additional assurance afforded by a more detailed options appraisal would only benefit and enhance the transparency of the decision-making process.

Recommendation 2

That future Executive Board 'decision-making' reports provide a more detailed options appraisal, setting out alternative options considered (along with the associated advantages and disadvantages) when formulating recommendations for decision.

- 2.32 We also acknowledge and support the proactive and early pre-decision involvement of the Scrutiny Board in the review process. In particular, we welcome the role of the Executive Board member for Adult Social Care in promoting and encouraging the involvement of the Scrutiny Board. However, where any cross-party strategic group is established as part of any future review process (not limited to Adult Social Care), **we believe there should be greater clarity around the roles and relationship between any such cross-party strategic group and the appropriate Scrutiny Board.** We believe that, given the increased pressure of working with reducing resources

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across all parts of the Council, it is important to avoid or limit duplication wherever possible. We also believe it is equally important that any attempts to avoid duplication should not limit legitimate and appropriate scrutiny arrangements.

Recommendation 3

That at the outset of any major review process that will result in an Executive Board decision, and will involve the establishment of a cross-party strategic group, an outline of the associated governance arrangements is provided, including the potential relationship with the appropriate Scrutiny Board.

Summary

- 2.33 As previously outlined, **we welcome the decision to consider the re-commissioning of home care services and the wide range of issues the review process has sought to address and we broadly support the direction of travel set out in the Executive Board report.**
- 2.34 In the details set out in this statement we have tried to highlight for Executive Board those areas we feel need strengthening and/or where further clarity and assurance would be helpful. We trust our comments and observations will be received by Executive Board in the spirit in which they are intended and have been provided.

**Councillor Debra Coupar
Chair, Scrutiny Board (Health and Wellbeing and Adult Social Care)**

UNISON's ethical care charter



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Introduction

A number of reports from client organisations, consumer groups, and homecare providers have recently been produced which have been highly critical of the state of homecare services in the UK. Little consideration however has been given to the views of homecare workers themselves as to why there are so many problems in this sector.

UNISON, the largest public service union, conducted a survey of homecare workers entitled “Time to Care” to help address this imbalance and to illustrate the reality of homecare work. The online survey which was open to homecare workers who were either UNISON members or non-members attracted 431 responses between June and July of 2012.

The responses showed a committed but poorly paid and treated workforce which is doing its best to maintain good levels of quality care in a system that is in crisis. The report highlights how poor terms and conditions for workers can help contribute towards lower standards of care for people in receipt of homecare services.

Key findings

- 79.1% of respondents reported that their work schedule is arranged in such a way that they either have to rush their work or leave a client early to get to their next visit on time. This practice of 'call cramming', where homecare workers are routinely given too many visits too close together, means clients can find themselves not getting the service they are entitled to. Homecare workers are often forced to rush their work or leave early. Those workers who refuse to leave early and stay to provide the level of care they believe is necessary, also lose out as it means they end up working for free in their own time.
 - 56% of respondents received between the national minimum wage of £6.08 an hour at the time of the survey and £8 an hour. The majority of respondents did not receive set wages making it hard to plan and budget. Very low pay means a high level of staff turnover as workers cannot afford to stay in the sector. Clients therefore have to suffer a succession of new care staff.
 - 57.8% of respondents were not paid for their travelling time between visits. As well as being potentially a breach of the minimum wage law, this practice eats away at homecare workers' already low pay.
 - Over half the respondents reported that their terms and conditions had worsened over the last year, providing further evidence of the race to the bottom mentality in the provision of homecare services.
 - 56.1% – had their pay made worse
 - 59.7% – had their hours adversely changed
 - 52.1% – had been given more duties
 - 36.7% of respondents reported that they were often allocated different clients affecting care continuity and the ability of clients to form relationships with their care workers. This is crucial, especially for people with such conditions as dementia.
 - Whilst the vast majority of respondents had a clearly defined way of reporting concerns about their clients' wellbeing, 52.3% reported that these concerns were only sometimes acted on, highlighting a major potential safeguarding problem.
 - Only 43.7% of respondents see fellow homecare workers on a daily basis at work. This isolation is not good for morale and impacts on the ability to learn and develop in the role.
 - 41.1% are not given specialist training to deal with their clients specific medical needs, such as dementia and stroke related conditions.
- The written responses to our survey paint a disturbing picture of a system in which the ability to provide some companionship and conversation to often lonely and isolated clients is being stripped away. Some recounted the shame of providing rushed and insufficient levels of care because of the terms and conditions of their job, whilst many detailed insufficient levels of training that they had been given to carry out the role. Others made the point that rushed visits are a false economy leading to a greater likelihood of falls, medication errors and deterioration through loneliness.

However the survey also showed the selflessness and bravery of homecare workers who, to their own personal cost, refused to accept the imposition of outrageously short visits and worked in their own time to ensure that their clients received good levels of care. Some homecare workers were doing tasks and errands for their clients in their spare time, despite the seemingly best efforts of the current care model to strip away any sense of personal warmth or humanity.

Homecare workers are personally propping up a deteriorating system of adult social care, but they are being pushed to breaking point. That they are still willing to deliver good levels of care in spite of the system is nothing short of heroic. For the system to work it needs to be underpinned by adequate funding and a workforce whose terms and conditions reflect the respect and value they deserve. Crucially they must be given the time to care.

“ I never seem to have enough time for the human contact and care that these people deserve. ”

“ A lot of the people I care for, are old and lonely, they are not only in need of physical support, but they are also in need of company and someone to talk to. The times given to these people are the bare minimum to get the job done, no time for a chat, just in and out. ”

“ People are being failed by a system which does not recognise importance of person centred care. ”

“ We are poorly paid and undervalued except by the people we care for! ”

“ I have worked as homecare worker for 15 years. Things have to change but not at the expensive of clients. It’s appalling the care they receive now. ”

Ethical care councils

In light of UNISON's findings, we are calling for councils to commit to becoming Ethical Care Councils by commissioning homecare services which adhere our Ethical Care Charter.

The over-riding objective behind the Charter is to establish a minimum baseline for the safety, quality and dignity of care by ensuring employment conditions which a) do not routinely short-change clients and b) ensure the recruitment and retention of a more stable workforce through more sustainable pay, conditions and training levels. Rather than councils seeking to achieve savings by driving down the pay and conditions that have been the norm for council – employed staff, they should be using these as a benchmark against which to level up.

Councils will be asked to sign up to the Charter and UNISON will regularly publish the names of councils who do.

Ethical care charter for the commissioning of homecare services

Stage 1

- › The starting point for commissioning of visits will be client need and not minutes or tasks. Workers will have the freedom to provide appropriate care and will be given time to talk to their clients
- › The time allocated to visits will match the needs of the clients. In general, 15-minute visits will not be used as they undermine the dignity of the clients
- › Homecare workers will be paid for their travel time, their travel costs and other necessary expenses such as mobile phones
- › Visits will be scheduled so that homecare workers are not forced to rush their time with clients or leave their clients early to get to the next one on time
- › Those homecare workers who are eligible must be paid statutory sick pay

Stage 2

- › Clients will be allocated the same homecare worker(s) wherever possible
- › Zero hour contracts will not be used in place of permanent contracts
- › Providers will have a clear and accountable procedure for following up staff concerns about their clients' wellbeing

- › All homecare workers will be regularly trained to the necessary standard to provide a good service (at no cost to themselves and in work time)
- › Homecare workers will be given the opportunity to regularly meet co-workers to share best practice and limit their isolation

Stage 3

- › All homecare workers will be paid at least the Living Wage (As of September 2012 it is currently £7.20 an hour for the whole of the UK apart from London. For London it is £8.30 an hour. The Living Wage will be calculated again in November 2012 and in each subsequent November). If Council employed homecare workers paid above this rate are outsourced it should be on the basis that the provider is required, and is funded, to maintain these pay levels throughout the contract
- › All homecare workers will be covered by an occupational sick pay scheme to ensure that staff do not feel pressurised to work when they are ill in order to protect the welfare of their vulnerable clients.

Guidance for councils and other providers on adopting the charter

Seeking agreements with existing providers

1. Convene a review group with representation from providers, local NHS and UNISON reps to work on a plan for adopting the charter – with an immediate commitment to stage 1 and a plan for adopting stages 2 & 3
2. Start by securing agreement for a review of all visits which are under 30 minutes. The review will include getting views of the homecare workers and client (and/or their family) on how long the client actually needs for a visit and what their care package should be

Looking for savings

3. Are providers' rostering efficiently – for example are there cases of workers travelling long distances to clients when there are more local workers who could take over these calls?
4. How much is staff turnover costing providers in recruitment and training costs?
5. How much are falls and hospital admissions amongst homecare clients costing the NHS and could some of these be prevented by longer calls and higher quality care?

6. Are there opportunities for economies of scale by providers collaborating around the delivery of training and networking/mentoring for workers?
7. Are there opportunities for collaboration between providers to achieve savings on procurement of mobile phones, uniforms and equipment for workers?

The commissioning process

1. UNISON's evidence, along with that of other bodies such as the UKHCA, shows that working conditions are intrinsically bound up with the quality of care.
2. When councils are conducting service reviews and drawing up service improvement plans, the Charter will provide a helpful benchmark for ensuring service quality – whether for an improved in-house service or in relation to externally commissioned services.
3. Where a decision has been taken to commission homecare externally, identify how the elements of the charter will be included as service delivery processes, contract conditions or corporate objectives in the invitation to tender documents. It must explain how these are material to the quality of the service and achieving best value.

Service monitoring

1. Work with providers and trade unions to agree how service quality will be monitored and compliance with the Charter assured
2. Build regular surveys of homecare workers into this process to gain their views and consider establishing a homecare workers panel from across local providers who can provide feedback and ideas on care delivery

The provisions of this charter constitute minimum and not maximum standards. This charter should not be used to prevent providers of homecare services from exceeding these standards.

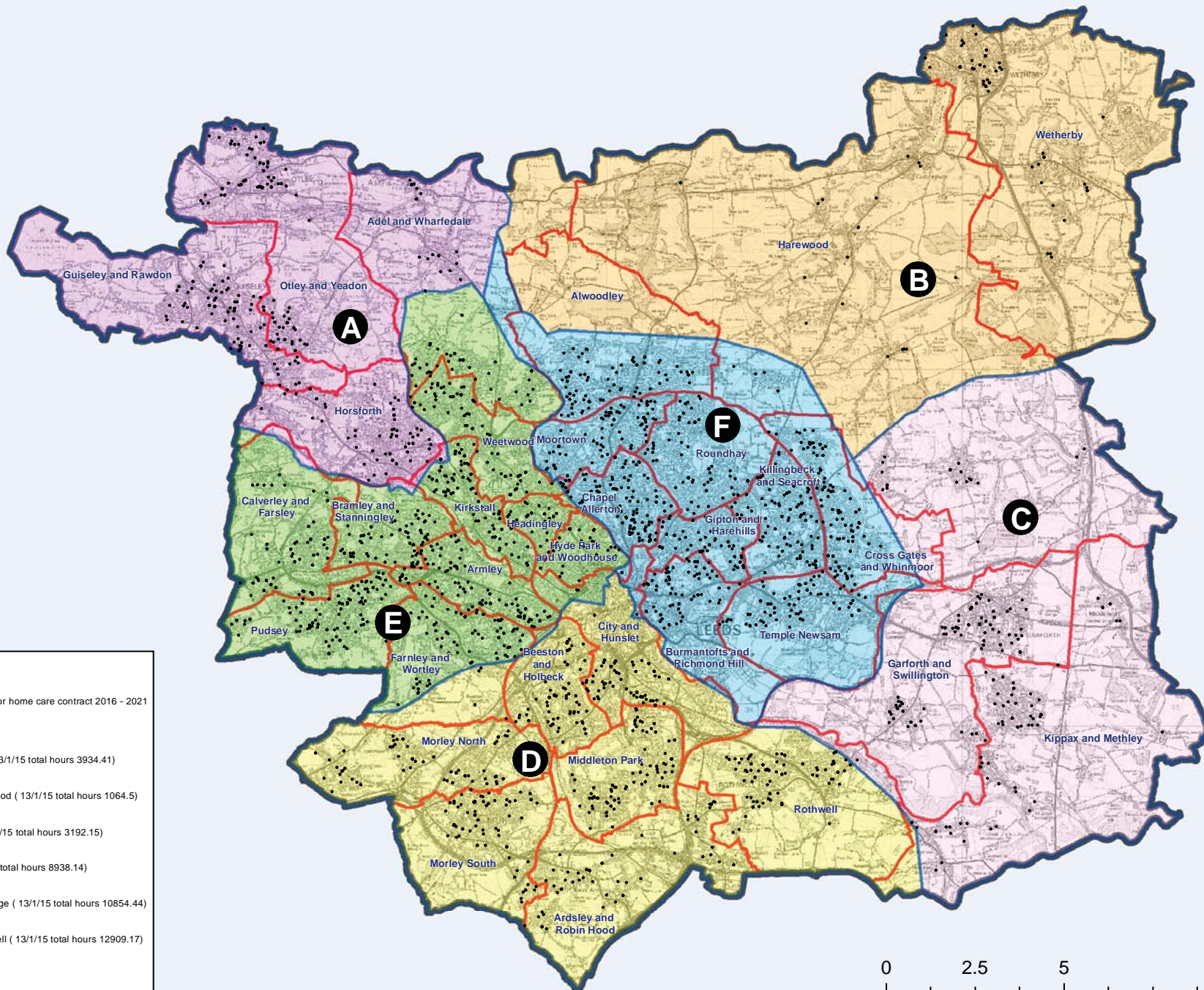
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We want to see changes that put people before profit and public interest before private greed. Join our campaign to create a fairer society.

To find out more go to unison.org.uk/million

Join UNISON online today at unison.org.uk/join
or call 0845 355 0845

Proposed Areas for the Home Care Contracts 2016 - 2021



Key

- Proposed area boundaries for home care contract 2016 - 2021

Areas

- A Otley Guiseley Yeadon (13/1/15 total hours 3934.41)
- B Wetherby Thomer Harewood (13/1/15 total hours 1064.5)
- C Garforth Swillington (13/1/15 total hours 3192.15)
- D Morley Rothwell (13/1/15 total hours 8938.14)
- E Wortley Calverley Cookridge (13/1/15 total hours 10854.44)
- F Meanwood Colton Shadwell (13/1/15 total hours 12909.17)

Leeds City Council Wards

Service Users

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Appendix 4

Proposed Rates

Exec Board April 15

Proposed Hourly Rates and Assumptions - Based on Current Hours, Costs and Area analysis and excluding Inflation		Urban		Rural		'Super' Rural	Total variation in annual cost to current average hourly rate £13.14
		'LOT' D E & F		'LOT' A & C		'LOT' B	
Option 1	Min Wage (£6.50 + UKHCA formula adjusted)	£12.63		£14.11		£14.38	-£300,109
Option 2	Current Market Rate (£7.24 + UKHCA formula adjusted)	£13.62		£15.17		£15.45	£1,146,425
Option 3	Current Market Rate +1% (£7.31 + UKHCA formula adjusted)	£13.71		£15.28		£15.56	£1,287,660
Option 4	Living Wage (£7.85 + UKHCA formula adjusted)	£14.43		£16.04		£16.33	£2,332,791

Assumptions (UKHCA formula as basis)

Minimum Wage	£6.50			Oct 2014 rates	
Current Market Rate	£7.24			Oct 13 £7.17 average +1%	
Current Market Rate +1% on total	£7.31			£7.24+1%	
Living Wage	£7.85			Oct 2014 rates	
Current Average Hourly Rate to Current Framework	£13.14			Includes 1% agreed Nov 14 to care workers	
Enhancement paid after 10pm only		6%	of basic	per provider returns 2014	
Travel time		19%	of basic	per UKHCA model	adjusted by +30% rural Lot B, -30% urban Lots D E & F, +20% rural in Lots A & C
Travel Cost		£1.40	per hour	per UKHCA model	adjusted by +30% rural Lot B, -30% urban Lots D E & F, +20% rural in Lots A & C
NI		6.5%	of basic	recalc of UKHCA	to reflect high proportion of staff on low pay and lower rate applied
Pension		1.2%	of basic	recalc of UKHCA	per gov averages
Holiday		10.8%	of basic	per UKHCA model	
Training		1.8%	of basic	per UKHCA model	
Management overheads		27.0%	of direct costs	per UKHCA model	adjusted by -6% on Urban areas to reflect reduced mgmt cost in high density area per provider returns
Contribution to Reserve		3.0%	of direct costs	per UKHCA model	

Per UKHCA - Mgmt Overheads

Provider's Gross Margin covers the costs of running their business and will include (but not be limited to) the following:

Branch staff: Registered manager, supervisors, coordinators, finance and admin staff, quality assurance costs;

Office costs: Rent, rates, maintenance, water, lighting and heating, insurance, cleaning and equipment hire;

Training etc: Induction training, external training and qualifications;

Recruitment: Recruitment advertising, criminal record disclosures;

IT equipment: Computer systems, telephones, electronic call monitoring;

Marketing: Advertising and marketing;

27% Mgmt Overhead

Consumables: Uniforms, personal protective equipment;

Finance: Bank charges, interest, depreciation.

Print and postage: Printing, postage, stationery;

Business travel: Fuel, tax, insurance, vehicle leasing, repairs, mileage, accommodation and subsistence;

Legal/professional: Legal, professional accountancy, registration fees;

General: Donations, subscriptions, translation services, general expenses.

Profit / Surplus: Excess of revenue over expenditure and/or reinvestment in the business.

3% Contrib to Reserve

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Appendix 5

Summary of Costs to implement the Living Wage using a staged approach (excludes inflation)

				Year 1	Year 2	Year 3	Year 4	Year 5
				2016/17	2017/18	2018/19	2019/20	2020/21
				£000's	£000's	£000's	£000's	£000's
Scenario 1	Above Average Current Market Rate to Care Worker (+1%)	Living Wage £7.85 phased introduction by year 3	Additional Cost per annum £000's	1,287.66	1,810.23	2,332.79	2,332.79	2,332.79
			Cumulative cost £000's	1,287.66	3,097.89	5,430.68	7,763.47	10,096.26
			Average Care Worker Pay	7.31	7.58	7.85	7.85	7.85
Page 243 Scenario 2	Above Average Current Market Rate to Care Worker (+1%)	Living Wage £7.85 phased introduction by year 4	Additional Cost per annum £000's	1,287.66	1,636.04	1,984.41	2,332.79	2,332.79
			Cumulative cost £000's	1,287.66	2,923.70	4,908.11	7,240.90	9,573.69
			Average Care Worker Pay	7.31	7.49	7.67	7.85	7.85
Scenario 3	Above Average Current Market Rate to Care Worker (+1%)	Living Wage £7.85 phased introduction by year 5	Additional Cost per annum £000's	1,287.66	1,548.94	1,810.23	2,071.51	2,332.79
			Cumulative cost £000's	1,287.66	2,836.60	4,646.83	6,718.34	9,051.13
			Average Care Worker Pay	7.31	7.45	7.58	7.72	7.85

Notes

- Average Current Market Rate includes 1% to care workers agreed from Nov 14.
- 5 year cumulative cost if use Above Average Current Market Rate to care worker +1% and do not introduce the Living Wage is £6.4m

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As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Adult Social Care	Service area: ASC Commissioning
Lead person: Michelle Atkinson	Contact number: 0113 247 6088

1. Title: Redesign and re - Commissioning of Home Care
Is this a:
<input type="checkbox"/> Strategy / Policy <input type="checkbox"/> Service / Function <input checked="" type="checkbox"/> Other
If other, please specify
Procurement of Homecare services

2. Please provide a brief description of what you are screening
<p>The aims of the Redesign and Commissioning of the external Home Care Service is to review, improve, implement and evaluate a new service delivery model, procurement and contracting approach for the independent sector home care provision in Leeds by 2016.</p> <p>This screening document will be provided to the Executive Board on 22nd April 2015 as an appendix to the report on the 'External Provision of Home Care Services'.</p>

1. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	No	
Have there been or likely to be any public concerns about the policy or proposal?	Yes	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	Yes	
Could the proposal affect our workforce or employment practices?		No
Does the proposal involve or will it have an impact on <ul style="list-style-type: none">• Eliminating unlawful discrimination, victimisation and harassment• Advancing equality of opportunity• Fostering good relations	Yes	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

• **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The central importance of equality is clearly recognised within this re-design and re-commissioning process. The importance of ensuring that care is being provided in a holistic manner, at a time and by individuals that operate in a way that maximises the achievement of the individual's desired outcome. Such a holistic approach ensures that consideration is given to cultural ethnic and other equality related outcomes. The impact of these factors cannot and has not been under estimated in this piece of work.

This impact screening covers the identified information and evidence already available from a variety of sources including appropriate and proportionate consultation and involvement, with both users and potential users of home care and their carers. The information comes from a range of sources:

- *a service user reference group was formed consisting of service users,*
- *a home care strategic commissioning group was established which includes cross party representation, service providers, service users, trade union, NHS etc.*
- *RAP information that has been submitted to central government. This information has provided the initial information on numbers and trends over time across a number of equality strands*
- *Service user satisfaction surveys identified potential issues cross referenced against disability groups etc.*
- *Looking at any research both National and Local*
- *Previous equality screenings*

(reports, minutes, research information are available from Michelle Atkinson)

As issues and potentials barriers were identified these were investigated and where possible suggestions for potential mitigating actions developed to put forward to decision makers.

Conversely where beneficial outcomes were identified then efforts were made to identify ways of enhancing those beneficial outcomes, for the benefit of the service user.

This screening is in addition to the equality considerations that ASC carry out as standard during assessment of service users and when procuring services. All of the service users using services that are within the scope of this project will have been assessed prior to commencement of provision of the service.

The project has undertaken a fact finding process regarding the context of home care in

Leeds to ensure that as many barriers to service were identified and mitigated against. The proposals made have been informed by:

- *data gathered from ASC on the existing provision and demand for and usage of contracted home care services in Leeds;*
- *information on other local authorities approaches to commissioning of home care services and associated service delivery models;*
- *consultation with service users and carers, providers (contracted and non-contracted), stakeholders within ASC, trade unions and elected members.*

(information/reports available from Michelle Atkinson)

An initial equality impact was considered at an options appraisal workshop held in 2014 which a range of stakeholders including service users and providers attended. To support this market analysis was undertaken which looked at the current service user profile and potential demand for services based on demographic information for the city.

Letters were sent to all service users currently in receipt of services provided under the Community Home Care Support Framework Agreement advising them a review of the home care service and re-procurement of the service was going ahead and gave them the option of participating in various ways, e.g. written survey, focus groups, one to one discussion. This ensured that the people in receipt of a Homecare service were the subject of the consultation. Access, language and other needs were taken into account and action taken to overcome any associated barriers, e.g. through use of accessible venues, providing sufficient notice of sessions so appropriate support could be arranged. Representation was sought through Leeds Involving People from people not in receipt of these contracted services. People who participated in the consultation were asked to provide information for equality monitoring purposes. During the consultation process, some participants gave their views on services to diverse communities. Focus groups took place with people who represented the equality characteristics described in Leeds City Council's 'Equality, Diversity, Cohesion and Integration Impact Assessment Guidance'.

All contracted providers were written to asking them if they would like to be involved in the consultation. In addition, non-contracted providers were also given the opportunity to participate. Early and continued involvement of providers during the options appraisal and development phases was critical to ensure that the proposals will have the potential to impact positively on people with diverse needs and minimise any adverse impacts.

Recommendations were made to ASC's Directorate Leadership Team in August 2014. These identified risks, benefits, additional implications and elements requiring further exploration including equality impact.

The Executive Board report dated 22nd April 2015, and entitled 'External Provision of Homecare', identifies the proposed homecare model and future monitoring will include equality strands..

1. Key findings

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups,

potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

During the early stages of the process evidencing the actual issues in Leeds were investigated rather than relying on hearsay and a range of hypothesis based on research.

Issues identified (evidenced by the census figures) demonstrated that although the increase in the overall population in Leeds has slowed, the increase in the BME population has increased, especially within the younger age groups. Hence there will be an increasing demand for BME targeted and BME sensitive services in the coming years.

Inconsistent staffing, the quality of the interaction between staff and service users and the accuracy of time slots, was also identified through a service user satisfaction survey.

In response to this issue, proposals, refined through the options appraisal process and consultation with the ASC DLT, were put forward to make improvements to the way that service users' needs are met by contracted home care providers and to the terms and conditions of employment of care staff within contracted home care providers. As a result, the proposed changes will have a positive impact on different equality characteristics. Examples are given below.

Promotion of positive impacts

1. *Increased choice and control and access to services for service users.*
2. *Improved terms and conditions for home care staff.*
3. *Improved well-being of service users.*

Reduction of potential negative impacts:

1. *Fewer providers available to meet the diverse needs of people needing support from home care providers.*
2. *Service users are unable to take up the offer of a self-managed personal budget or individual service fund as they require support to understand and manage these.*

• **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

Below are some examples of how the procurement process will continue to promote a positive impact and reduce/remove negative impact.

Promotion of positive impacts

1. *Increased choice and control and access to services for service users:*
 - *All service users of the contracts which are due to be replaced by the new home care contract will be given, by letter, the option of having a face-to-face discussion about the changes and their options. In cases where service users have informed ASC of their specific communication needs, these will be taken into account when*

communicating with them.

- *Service users will be given the option of taking up a self-managed personal budget (also known as 'direct payment') or individual service fund which would enable them to have care provided by a provider of their choice and have greater control over the support provided. This will ensure that any service user who receives a service from a provider that is unsuccessful in the tendering process for the new contract could continue to have a service from the existing provider.*

2. Improved terms and conditions for home care staff:

- *Throughout the consultation there was support from all stakeholder groups to try and move to the implementation of Unisons Ethical Care Charter, however much of this relates to staff terms and conditions of provider organisations. Naturally, to incentivise organisations to comply with all the expectations of the Charter due regard has been given to the assessment of the costs in the establishment of the pricing model described previously.*

3. Improved well-being of service users:

- *The contract should stipulate that providers have a locality focus to their service delivery teams and develop relationships with other agencies operating within that locality, e.g. neighbourhood networks, integrated teams, reablement services, intermediate care teams. Improved locality working and relationships with other providers will increase the ability of providers and other agencies to better meet the needs of specific communities.*
- *Changes to be made which will give providers greater flexibility to meet service users changing needs.*

Reduction of potential negative impacts:

1. Fewer providers available to meet the diverse needs of people needing support from home care providers:

- *There are over 100 home care providers in Leeds. Approximately a quarter of these have contracts with ASC. Service users with a self-managed personal budget or individual service fund can have their care provided by any of these providers, regardless of whether or not they have a contract with ASC.*
- *ASC funds Care and Repair to provide the Leeds Directory which provides information on, and checking and vetting of, home care providers. This helps a diverse range of providers to market their business and people needing support to find out about them easily and have some reassurance that the providers have met relevant standards. Leeds Directory therefore, is one way of protecting vulnerable people. When people are informed of the changes to the services provided, they will be given information about Leeds Directory.*
- *It is proposed 2 contracts will be put out to tender - one primary contract which would give up to 6 providers a guaranteed number of hours to deliver over the lifetime of the contract, and a Framework Agreement which would ensure that*

other providers had been quality assured and approved by ASC. People with eligible needs could make use of any of these contracted services as well as any other provider of their choosing.

2. Service users are unable to take up the offer of a self-managed personal budget or individual service fund as they are unable to understand and/or manage these:

- Ways will be identified to enable service users and / or their carers to make an informed decision about how their care can be provided and they can fully understand the benefits/implications of a self-managed personal budget or individual service fund. ASC staff will be trained to explain these options to service users and that each service user that the changes impact on will be given the option of having a face-to-face discussion with one of these workers.*
- In the case of individual service funds ASC would work with providers to put these in place where required thus giving the service user greater choice and control over who provides their care without the responsibility for managing the budget.*

Given the current financial pressures the local authority has, improving the terms and conditions of care staff will have significant financial implications, which may lead to some public concern. Failure to address care staff terms and conditions however, will lead to the positive impacts being reduced.

Equality monitoring will be undertaken as part of the normal contract monitoring and staff terms and conditions will also be monitored.

5. If you are *not* already considering the impact on equality, diversity, cohesion and integration you *will need to carry out an impact assessment*.

Date to scope and plan your impact assessment:	February 2015
Date to complete your impact assessment	March 2015
Lead person for your impact assessment (Include name and job title)	Michelle Atkinson Commissioning Manager Older People's Services

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Michelle Atkinson	Commissioning Manager Older People's Services	05.03.2015
Date screening completed		05/03/15

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:



UKHCA Briefing

A Minimum Price for Homecare

Version 1.0, February 2014

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Disclaimer and caution

The “minimum prices” for homecare services to comply with Minimum Wage or the Living Wages are intended to be indicative rates for information purposes.

The rates suggested in this briefing should not be used by care providers as an alternative to the accurate pricing of individual tender bids, nor by councils to set maximum prices in contracts. UKHCA accepts no responsibility for actions taken or refrained from solely by reference to the contents of this briefing.

Homecare providers should be mindful of the Competition Act 1998, particularly if contemplating collective actions to influence the purchasing decisions of statutory sector bodies. Guidance on UK Competition law issues for homecare providers is available from www.ukhca.co.uk/downloads.aspx?ID=203.

Introduction

Growing focus has been placed on the quality of home-based care services and public sector spending constraints which have severely impacted on the homecare sector. There has been increasing concern that a proportion of the workforce may not always receive the National Minimum Wage, and that the quality of homecare services may not always be adequate for the people who use them.

The question “what is the minimum price of an hour of homecare?” is one of vital importance to local and central government, statutory regulators, trades unions and the Media.

It is essential that a viable regulated homecare sector is available to support the care of older and disabled people who choose to remain at home. To this end, the price paid for care must:

- Cover the costs of the workforce, including - **as a minimum** - full-compliance with the prevailing National Minimum Wage, including the time spent travelling between service users’ homes;
- Recognise that local labour markets often require wage rates above the minimum wage to recruit and retain a suitably skilled, experienced and stable workforce;
- Recognise the costs of statutory regulation, and the levels of management supervision, organisation, training and development necessary to meet the purchaser’s expectations of quality and safety.
- Enable businesses to cover their costs of sale, operating costs and return on capital invested.

In addition, there is a growing interest from the statutory sector in sub-contracting with organisations which pay their workforce at the Living Wage or above.¹

¹ Payment of the Living Wage is voluntary and enjoys no statutory compulsion. There are two rates: (a) The London Living Wage applies to all boroughs in London and is set annually by the Greater London Authority; (b) The UK Living Wage for outside of London is set annually by the Centre for Research in Social Policy at Loughborough University. From November 2012 both Living Wage figures have been announced annually in November of each year, with an expectation that employers participating in this voluntary scheme should implement the new rate as soon as

This paper adopts an identical methodology to estimate the minimum price for homecare services purchased by councils and the NHS at the prevailing National Minimum Wage, UK Living Wage and London Living Wage.

possible and within 6 months of the annual announcement. For more information see:
www.livingwage.org.uk.

Why adequately funded homecare is under scrutiny

A growing body of evidence makes the case for concern over the rates that the statutory sector pays for homecare services, including:

- UKHCA’s research “Care is not a Commodity” identified the inadequacy of contract terms issued by councils and the combined impact of aggressive cost-cutting through real-terms price cuts and shortened visit times.²
- Government committed to “rule out crude ‘contracting by the minute’” in the Care and Support White Paper “Caring for our future”;³
- The Equality and Human Rights Commission (EHRC) have reported on the impact of maximum prices imposed by councils in contracts with homecare providers.⁴
- The Low Pay Commission has repeatedly identified that statutory sector commissioners must take the actual costs of providing care, including National Minimum Wage, into account to ensure that care providers can meet their obligations to pay the NMW.⁵
- HM Revenue and Customs (HMRC) recently reported on the pattern of non-compliance with National Minimum Wage in the residential and homecare sectors.⁶
- Unison has challenged local authorities to sign-up to an “Ethical Care Charter”.⁷

² Angel, C (2012) Care is not a Commodity, Sutton: United Kingdom Homecare Association. URL: www.ukhca.co.uk/downloads.aspx?ID=356.

³ Department of Health (2012) Caring for our future, London: Department of Health. URL: www.gov.uk/government/uploads/system/uploads/attachment_data/file/136422/White-Paper-Caring-for-our-future-reforming-care-and-support-PDF-1580K.pdf.

⁴ Equality and Human Rights Commission (2013) Close To Home Recommendations Review, pages 15-16. URL: www.equalityhumanrights.com/uploaded_files/close_to_home_recommendations_review_web.pdf.

⁵ Low Pay Commission (2013) National Minimum Wage, Low Pay Commission Report 2013, pages 130-131. URL: www.lowpay.gov.uk/lowpay/report/pdf/9305-BIS-Low_Pay-Accessible6.pdf.

⁶ HM Revenue and Customs (2013) National Minimum Wage Compliance in the Social Care Sector: An Evaluation of National Minimum Wage Enforcement in the Social Care Sector Over the Period 1st April 2011 to 31st March 2013. URL: www.gov.uk/government/uploads/system/uploads/attachment_data/file/262269/131125_Social_Care_Evaluation_2013_ReportNov2013PDF.PDF.

Near-monopsony purchase power of local councils

The majority (84%) of homecare providers are based in the independent and voluntary sector, but operate in a market dominated by statutory sector purchasers, primarily local authorities, who exercise – and sometimes exploit – their dominant purchasing power in an attempt to pay for care from their constrained budgets.

The precise dominance of local councils is difficult to calculate, but our working assumption is that they purchase over 70% of all hours of care delivered by the independent and voluntary sector.⁸

In 2013 The Equality and Human Rights Commission found that around a third of local authorities set a maximum commissioning price in tenders with independent and voluntary sector providers. The lowest rate paid for an hour of day-time homecare was £8.98, with one-in-five local authorities paying £11.00 per hour or less. The Commission concluded:

“... the rates that some local authorities pay care providers do not always appear to cover the actual costs of delivering care, a significant proportion of which is workers’ wages which should include travel time. Poor working conditions may lead to a high turnover of staff and increase the risks to the human rights of older people”.⁹

UKHCA believes that dominant purchasing power in a sector which is largely dependent on the use of a local labour market constitutes an effective monopsony market, where a combination of price-fixing when letting contracts and the use of competitive tendering processes to depress prices is widespread.

⁷ Unison (2013) UNISON’s Ethical Care Charter. URL: www.unison.org.uk/upload/sharepoint/Research%20Material/Final%20Ethical%20Care%20Charter%20PDF.pdf.

⁸ Very little data exists on privately purchased homecare. UKHCA’s estimate is built-up on knowledge of the size of statutory purchase (where known) and reasonable estimates of privately purchased care.

⁹ Equality and Human Rights Commission (2013) Close To Home Recommendations Review, page 6. URL: www.equalityhumanrights.com/uploaded_files/close_to_home_recommendations_review_web.pdf.

Calculating the cost of homecare: The UKHCA Costing Model

In 2013 UKHCA released a free on-line costing model for homecare services.¹⁰ The model aims to calculate a fair and sustainable price for care in an open and transparent format. It has been designed to allow the person using the model to specify how the costs are proportioned, however, it makes no independent cost assumptions for individual calculations.¹¹

The costing model was created with the generous assistance of finance directors from different size organisations drawn from UKHCA's membership, and has been widely tested by homecare providers and local authority commissioners.

The use of the UKHCA Costing Model can be used to aid discussions between providers and commissioners about the real costs of care in a local area, and assist providers estimate whether they can operate in a local care market.

We have used the formulae of the on-line model in producing the minimum prices for care in this briefing.¹² We have based many of the assumptions about the costs of care, described in the following sections, in line with advice supplied by providers who contributed to its development.

¹⁰ The UKHCA Costing Model is available at www.ukhca.co.uk/CostingModel.

¹¹ The model will, however, caution the user against inputting a pay rate for contact time which is below the main adult rate for the prevailing National Minimum Wage.

¹² The model round-figures up to down to the nearest penny, accounting for a £0.01 pence difference in the price quoted in this paper compared to the use of the on-line version.

The Equality and Human Rights Commission observed that they had found evidence of some authorities using costing models which do not take account of workers' travel costs, travel time and essential overheads, concluding:

"3. We recommend that all local authorities use costing models which incorporate essential elements for safe and legal care and that they demonstrate transparency about how their home care commissioning rates are calculated by putting costing models on their websites."¹³

Where councils undertake costing exercises and choose to deviate from the assumptions described in this paper, they should have a clear rationale, supported by engagement with their local providers and robust evidence from their local employment market.

¹³ Equality and Human Rights Commission (2013) Close To Home Recommendations Review, pages 18 and 29. URL: www.equalityhumanrights.com/uploaded_files/close_to_home_recommendations_review_web.pdf.

Assumptions used in our calculations

We quote three hourly rates for contact time which we believe are the “minimum price” for homecare services that achieve compliance with:

- The National Minimum Wage (for workers aged 21 years or above);
- The UK Living Wage (outside London);
- The London Living Wage.

We have used a consistent methodology throughout, as follows:

Contact time

Our assumption is that councils pay for homecare services by reference to “contact time” – the time spent delivering care in the service user’s home.¹⁴

Local authority contracts generally require providers to meet all their arising costs from the fee paid for contact time,¹⁵ with the expectation that the workers’ pay rate is uplifted sufficiently to recognise all working time, including applicable travel.¹⁶ We believe this practice is now almost universal and is an attempt by councils to reduce transactional costs of invoice processing.

It is a fundamental assumption in the minimum prices published in this document that payments to the provider are calculated solely by reference to “contact time”.

¹⁴ In practice “contact time” may refer to the time commissioned by the purchaser, the time spent in the service user’s home, as recorded on a paper time sheet, or as recorded by “electronic call monitoring systems”, as specified in the contract between the purchaser and the provider. Different payment systems are operated by a number of homecare providers, including those who provide “live-in” care.

¹⁵ In 2012, UKHCA’s research suggested that fewer than 2% of providers in England were paid anything at all towards careworkers’ travel time (8% in Scotland, but none in Wales and Northern Ireland). See Angel, C (2012) Care Is Not A Commodity, Sutton: United Kingdom Homecare Association. Page 39. URL: www.ukhca.co.uk/downloads.aspx?ID=356.

¹⁶ It is not necessary to make separate payments for the worker’s travel time, so long as the worker’s basic rate of pay (before enhancements or other allowances) divided by the total working time over the specified reference period is paid at or above the applicable National Minimum Wage. An explanation of the complexity of issues around payment of travel time in homecare services is available at www.ukhca.co.uk/mediastatement_information.aspx?releaseID=231492.

The National Minimum Wage

Reference to the National Minimum Wage refers to the prevailing adult rate, applicable for workers of 21 years of age and above.¹⁷ We estimate that workers below this age account for just 6% of the domiciliary care workforce.¹⁸ We are not aware of any widespread practice of employers in the homecare sector offering lower pay rates to workers less than 21 years of age and therefore believe the use of the main adult rate is a reasonable assumption in calculating a minimum price for homecare. Our assumption is therefore:

National Minimum Wage:	£6.31 per hour (until 30 September 2014)
------------------------	--

The Living Wage

The equivalent UK Living Wage rate has been calculated at the rate published by the Centre for Research in Social Policy at Loughborough University, and the London Living Wage by the Greater London Authority.¹⁹ Our calculations for equivalent minimum prices to comply with these rates are therefore based on the following pay rates for working time:

UK Living Wage:	£7.65 per hour (until 31 October 2014)
London Living Wage:	£8.80 per hour (until 31 October 2014)

Unsocial hours working

To create a “minimum price” for homecare services, unsocial hours working is assumed to be paid at a flat rate (ie. no enhanced pay rates for anti-social hours, weekends or public holidays).

¹⁷ The National Minimum Wage rates are published each year by central government, and are available at www.gov.uk/national-minimum-wage-rates.

¹⁸ Estimate from data in table 5.7 “Adult social care workforce by main service group, by age group” in Skills for Care (2012) The State of the Adult Social Care Sector and Workforce in England 2012, page 18. See: www.skillsforcare.org.uk/research/research_reports/SOASCW_2012.aspx

¹⁹ From November 2012 both living wage rates are published each November, Living Wage Employers expected to implement the rate as soon as possible and within 6 months of the announcement. See www.livingwage.org.uk/calculation for links to how the living wage figures are calculated.

We emphasise that our calculations describe terms and conditions of employment for careworkers which allow full compliance with the applicable wage rates.

In the case of the National Minimum Wage a flat rate of pay for unsocial hours working is unlikely (in most parts of the country) to attract and maintain a suitable workforce, willing to provide essential homecare services at times of the day when homecare is required or at times of the week when many workers expect to be resting.

Under no circumstances should our “minimum price” for homecare, particularly at a flat rate of National Minimum Wage without enhancements, be treated as a national acceptable price capable of achieving a stable workforce.

Travel time and travel costs

In 2012, we found virtually no evidence of councils making additional payments to providers for travel costs or the time careworkers spent travelling.²⁰

Travel time

There is no national data set recording the time careworkers spend travelling between service users’ homes. Travel time is obviously highly variable and is influenced by the relative urban or rural travel conditions experienced by careworkers and the employer’s ability to allocate careworkers to a cluster of service users who live in a local area.

The increasing number of very short homecare visits the councils are purchasing has a marked effect on the amount of travel that careworkers undertake. Travel time is a significant variable in calculating the price of homecare services based on “contact time”.

Councils whose commissioning arrangements require significant amounts of travel time or where there is a high use of short visits should be particularly concerned that the prices paid for contact time may be inadequate to cover the real costs of care services they purchase.

²⁰ Angel, C (2012) Care is not a Commodity, pages 39-40. See: www.ukhca.co.uk/downloads.aspx?ID=356.

The episodic nature of work, with homecare visits taking place at peak times of demand (mornings, lunchtime and evenings) with gaps in-between make it difficult to ascertain the amount of careworkers' travel that must be included for the purposes of National Minimum Wage compliance. Health and social care analysts, Laing and Buisson, report data supplied by electronic call monitoring supplier CM2000, estimating travel time of 19% of contact time in 2010.²¹ We have therefore based our calculations on:

Workers' travel time:	11.4 minutes to 1 hour of "contact time".
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Mileage rate and distance travelled

HM Revenue and Customs publish a maximum mileage rate of £0.45 per mile for use of private vehicles.²² HMRC's published rates are for tax and National Insurance purposes, rather than recommended mileage rates.

Our assumption of £0.35 per mile is a reasonable estimate at the time of publication and assumes that the majority of careworkers use private cars for their work.

The assumption of 4 miles of travel to 1 hour of contact time is a reasonable estimate when taking into consideration the extremes of urban and very rural travel across the UK and suggests an average speed of 21.1 miles per hour. Greater precision would be possible when calculating the costs of care for a local authority area or individual contract.

While in urban areas some careworkers may use public transport or non-motor vehicles, we believe this is generally a small proportion of the national workforce and the lower costs of travel are likely to be absorbed by increased travel time, or at least balance these out.²³

²¹ Mickelborough, P (2011) Domiciliary Care UK Market Report 2011, Page 35. Percentages quoted are 22% in 2007; 17% in 2009 and 19% in 2010.

²² See: www.hmrc.gov.uk/rates/travel.htm.

²³ For example, bus fares in London from 19th January 2014 were at a standard £1.45 per journey, capped at £4.40 per day using Oyster pre-pay. London Underground fares and daily caps are at higher rates. Daily bus tickets in Manchester or the West Midlands around £4.00 - £5.60 / day.

The assumptions used in our calculation of a minimum price for care are:

Mileage Rate:	£0.35 per mile.
Distance travelled:	4.0 miles per hour of contact time.

Staff costs

The following assumptions were reached with the assistance of the finance directors of several UKHCA member organisations during the development of UKHCA's Costing Model:

Employers' National Insurance:	9.50% of total gross pay.
Holiday Pay:	10.77% of total gross pay.
Careworker Training:	1.73% of total gross pay.
Pension contributions:	1.00% of total gross pay.

Gross Margin

Provider's Gross Margin covers the costs of running their business and will include (but not be limited to) the following:

- Branch staff: Registered manager, supervisors, coordinators, finance and admin staff, quality assurance costs;
- Office costs: Rent, rates, maintenance, water, lighting and heating, insurance, cleaning and equipment hire;
- Training etc: Induction training, external training and qualifications;
- Recruitment: Recruitment advertising, criminal record disclosures;
- IT equipment: Computer systems, telephones, electronic call monitoring;
- Marketing: Advertising and marketing;
- Consumables: Uniforms, personal protective equipment;
- Finance: Bank charges, interest, depreciation.
- Print and postage: Printing, postage, stationery;
- Business travel: Fuel, tax, insurance, vehicle leasing, repairs, mileage, accommodation and subsistence;
- Legal/professional: Legal, professional accountancy, registration fees;
- General: Donations, subscriptions, translation services, general expenses.
- Profit / Surplus: Excess of revenue over expenditure and/or reinvestment in the business.

Gross margin:	30% of total price.
---------------	---------------------

Profit / Surplus

Organisations undertaking social care under contract with local authority business realistically make a net profit or surplus of 2-3% and usually not more than 5% of the total price. For the purposes of illustration in this paper, we show profit/surplus as 3% of the total price, and the remaining items of Gross Margin as "Running the business", equivalent to 27% of the total cost.

The minimum price for homecare services to comply with National Minimum Wage and the Living Wage



Summary of assumptions used

These rates use consistent assumptions, as follows:

- Payment to the provider is calculated solely by reference to “contact time” (the time the worker spends in a service user’s home);
- Workers are paid a flat-rate at the prevailing National Minimum Wage, UK Living Wage or London Living Wage;
- Workers receive no enhanced pay rates for working unsocial hours, weekends or public holidays;
- Workers are paid for other elements which constitute “working time”²⁴ (ie. applicable travel time, and when undergoing supervision and approved training) at the same hourly rate as for “contact time”;
- Business mileage is reimbursed at a reasonable rate;
- Workers receive statutory paid holiday entitlements;
- Workers are enrolled in a Workplace Pension scheme;
- The care provider covers reasonable operating costs and a profit/surplus that enables a sustainable business.

²⁴ We have applied the principles of “working time” from the National Minimum Wage Regulations consistently in all calculations.

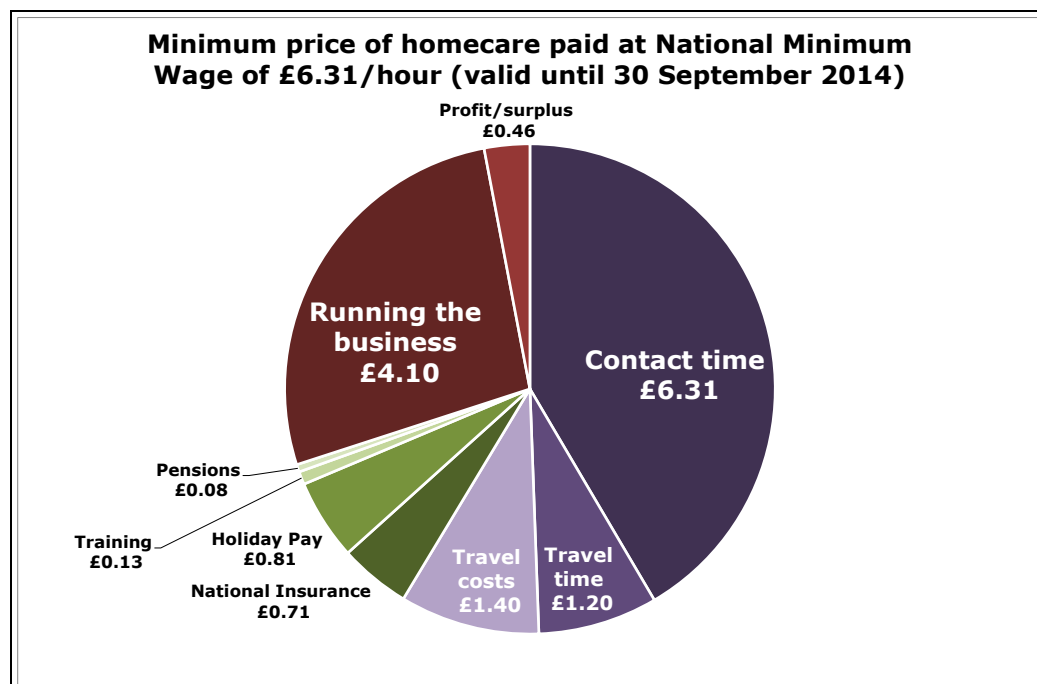
Our assumptions have been made to reach a theoretical minimum price for an hour of homecare commissioned by local authorities. We do not suggest that this rate recognise the demanding tasks required of homecare workers; employers' ability to be competitive within their local employment market; nor the additional costs associated with providing care services to individuals who fund their own care.

Summary of assumptions and breakdown of the price of an hour of homecare

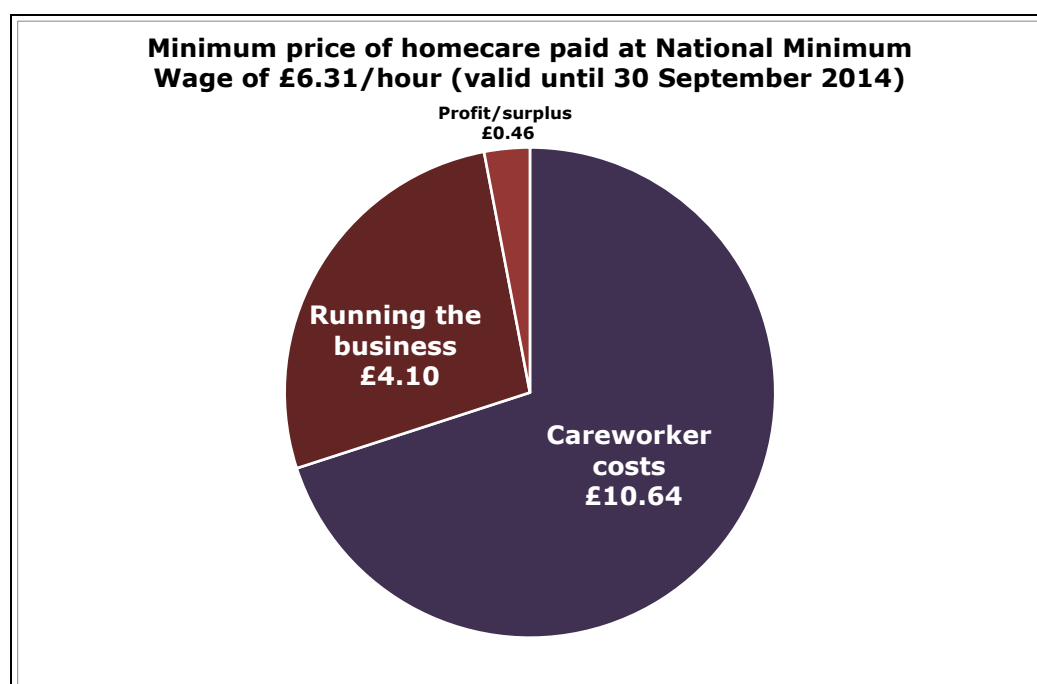
Assumption		Minimum Wage	UK Living Wage	London Living Wage
Basic hourly rate for "contact time":		£6.31	£7.65	£8.80
Enhancement for unsocial hours, weekends etc:	0% of basic hourly rate	£0.00	£0.00	£0.00
Travel time:	11.4 minutes to 1 hr of contact time	£1.20	£1.45	£1.67
National Insurance Contributions:	9.50% of gross pay	£0.71	£0.86	£0.99
Holiday pay:	10.77% of gross pay	£0.81	£0.98	£1.13
Training and supervision:	1.73% of gross pay	£0.13	£0.16	£0.18
Pension contributions:	1.00% of gross pay	£0.08	£0.09	£0.10
Distance travelled:	4.0 miles to 1 hour of contact time			
Mileage rate:	£0.35 per mile	£1.40	£1.40	£1.40
Running the business (see page 15):	27% of total price	£4.10	£4.86	£5.51
Profit or surplus:	3% of total price	£0.46	£0.54	£0.61
Total price:		£15.19	£18.00	£20.40

Compliance with the National Minimum Wage for 2013-14

The price for homecare, to ensure compliance with the 2013-14 National Minimum Wage, is estimated to be a minimum of £15.19 per hour, using the assumptions described in this document.



For convenience the following graph shows the split between the careworkers' costs, running the business and a profit/surplus element:



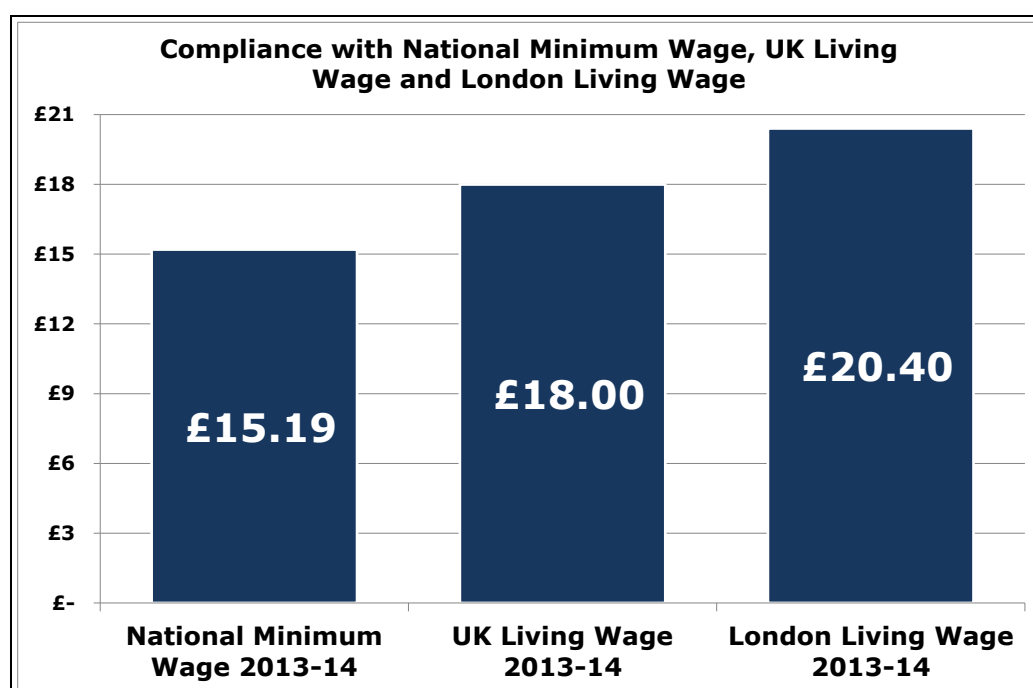
The Minimum Price for UK Living Wage and London Living Wage

UKHCA is highly supportive of councils who have expressed a genuine interest in contracting with the independent and voluntary sector at a rate which enables providers to pay their staff at the prevailing Living Wage.

However, we believe that some local authorities are attempting to achieve payment of living wage to workers without recognising the substantial costs incurred by providers of uplifting workers' wage rates.

We are particularly aware that the vast majority of councils pay providers solely by reference to "contact time" and may incorrectly calculate the costs of Living Wage on this basis, without recognising that the time workers spend travelling and training also constitutes "working time" and should be paid at the same rate. UKHCA's minimum price for the UK Living Wage and London Living Wage assumes that all working time is paid at the prevailing Living Wage rate.

The following graph shows the relative costs of the three wage rates, using identical assumptions, as described in this briefing.



A breakdown of the major components of these costs is illustrated below:



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✉ UKHCA, Group House, 52 Sutton Court Road, Sutton, SM1 4SL
 ☎ 020 8661 8188 | 📧 enquiries@ukhca.co.uk | 🌐 www.ukhca.co.uk

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Report of the Deputy Chief Executive

Report to the Executive board

Date: 22 April 2015

Subject: Proposed investment in Electricity Generation in Merrion House refurbishment project

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: 10.4 (3) Appendix number: 3	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Summary of main issues

1. The purpose of this report is to seek approval to install a 2MW_{peak} gas-fired electricity generating station as part of the base specification for the Merrion House refurbishment project.
2. The capital investment would be offset by cost savings and income generated over the life of the project. Total net savings are estimated at £1.514m over 25 years with a net present value of £420k. However, this scheme would negate the need for a smaller business continuity generator and, taking into account the costs avoided, total net savings would increase to £2.917m with a net present value of £1.1m.

Recommendations

3. The Executive Board is recommended to:
 - Approve an injection of capital of £3.1m to invest in a 2MW_{peak} gas-fired electricity generating station with heat recovery that will be incorporated into the base specification for the Merrion House refurbishment project; and
 - Approve the Authority to Spend of £3.1m in a 2MW peak gas-fired electricity generating system.

1 Purpose of this report

- 1.1 The purpose of the report is to provide details on the proposed new electricity generation plant in Merrion House. Details are provided on the financial business case, setting out both the revenue savings and the opportunities for income generation.

2 Background information

- 2.1 Due to the technical nature of the report, a glossary is attached at appendix 2.
- 2.2 Merrion House currently has a gas-fired boiler plant rated at 6MW which provides heat to the building. The building consumes approximately 880kw peak of electricity and draws its power from the national grid with a maximum supply capacity of 1MW.
- 2.3 The floor-plate of the building is being increased by >30%, however the potential increase in energy demand will be reduced through improvements in insulation, lighting equipment, controls and general building services. The likely final heating demand is estimated at <2MW, with an electricity demand of 1.1MW_{peak}.
- 2.4 Changes in the electricity supply market, reflecting the general move away from fossil fuel generation have had an effect particularly on larger power consumers such as the Council. This has resulted in an increase in the differential of cost between base rate and peak rate electricity, currently of approximately 18%. This differential presents an opportunity to firstly generate our own power when electricity is more expensive during peak times; and secondly to generate surplus power to export and sell to the national grid at peak times when other consumers are paying premium prices. Finally the waste heat produced by the electricity generator can be used to reduce the need for gas boilers when it is running.
- 2.5 The regulator (OfGEM) has warned since October 2013 that there may be shortages of electricity supply at peak times starting in winter 2015/16. These peak time shortages are likely to continue until the middle of the next decade.
- 2.6 Each year, National Grid Company is paid a Transmission Network Use of System (TNUoS) fee in order to finance the cost of maintaining and updating the UK's electricity grid. This fee is split between generators and consumers of electricity. Customers receiving pass-through charges pay their share based on consumption during Triads. These are the three highest half-hour periods of system demand between November and February each year, typically occurring during cold weather around 5-6pm on weekdays, when industrial demand coincides with the domestic tea-time period. However, with prior warning, it is possible to reduce this charge – which often runs to tens of thousands of pounds – by reducing consumption when a Triad is likely to occur.
- 2.7 The availability of the Council's own generator in Merrion House would enable the city centre business of the Council to continue without interruption during potential power outages. In addition it would also provide back-up generator capacity to cover any other (e.g. accidental) power losses.

3 Main Issues

Technical capability of the plant

- 3.1 The gas-fired electricity generator will be capable of supplying Merrion House with electrical power to meet its anticipated peak demand at any time. In addition the generator will be sized so as to be capable of operating the building continuously at any time should the need arise (e.g. during a power outage or in order to avoid paying very high prices for peak electricity).
- 3.2 The National Grid Company and the Distribution Network tariffs offer significant incentives to organizations that can offer generation that can be remotely switched-on, on demand, so as to offset the need for either power cuts, or future power station construction. This scheme is known as STOR.
- 3.3 Installation of this generator will allow the Council to generate electricity at the known peak times, reducing the amount that the Council currently pays for Triad charges. As well as reducing the Council's own Triad charges, it will also be able to earn Triad rebates for power exported during peak times.
- 3.4 By sizing the generator at 2MW peak, this allows the Council to export surplus electricity to the grid at peak times when prices are at their highest, maximising income return to the Council. The effect of exporting power at peak times is to improve the pattern of electrical consumption for the whole Council's portfolio. The effect of this is to reduce the whole Council's exposure to peak rate electricity prices. The financial benefit from changing the Council's energy profile will be approximately £58,000 per year.
- 3.5 When the electricity generator is operating it produces waste heat which will be used to heat the building in place of any boiler plant, resulting in a further financial saving to the Council. The total efficiency of the plant will be increased by making use of waste heat instead of operating additional boilers. It is anticipated that the generator will provide 25% of the building's heating demand.
- 3.6 Alternative scenarios such as Combined Heat and Power where the waste heat from the electricity generator is the only heating source for the building have been reviewed and found to be unviable.

Business case

- 3.7 The total capital scheme is estimated to be £3.100m. However, the installation of this equipment would negate the need for a smaller Business Continuity Generator, deemed to be essential, at a cost of £832k. The funding for the business continuity generator will be sourced from the fit out budget approved at Executive Board July 2012.
- 3.8 As well as repaying the financing costs for the initial investment, the business case has included a cost for maintenance and the gas costs that are required to run the plant.

- 3.9 Income and savings together would arise from the avoidance of utility costs, income from utility sales, avoidance of emissions taxation, avoidance of an overhead charge and income from an overhead rebate. In addition there would be further financing savings resulting from the avoidance of the capital spend on the necessary business continuity generator.
- 3.10 Appendix 3 to this report details these estimated costs and savings. Total savings would be £1.514m with a net present value of £420k and annual losses in years 1 to 6. However, taking account of costs avoided from the Business Continuity generator, net savings would increase to £2.917m with a net present value of £1.1m. There would be annual savings from year 1 onwards.

Energy security

- 3.11 On completion of the Merrion House refurbishment, more than 50% of the Council's city centre staff will be based in this one building. This increased concentration of staff in one building increases the risk to business continuity. Investment in the proposed plant is a risk management strategy for overcoming this potential situation whilst also providing the Council with an invest to save opportunity. It also provides the platform for further consideration of the opportunity to extend building electrical power resilience to other city centre premises (e.g. Civic Hall) not covered by existing back up facilities. These opportunities will be explored and appropriate business cases developed in the future.

Future considerations

- 3.12 During the time of the development of this proposal, the potential that a District Heating pipeline will pass close by the Merrion building has become a strong possibility (see Executive Board report of September 2014). None of this business case depends on, or supports that possibility. However, should the Council's ambition to bring such a pipeline through be realised, then this generation scheme would form a considerable asset towards the completion and successful operation of that pipeline. It would enable LCC to further profit from both endeavours by allowing surplus heat to be exported onto a district heating network and also importing cheaper heat from the network.
- 3.13 Should the potential for a connection to a city centre district heating scheme become realisable, then a business case would be presented to add functionality to this generator project so as to increase the profitability of the scheme.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 This report has been through a process of consultation with the Business Improvement Sub-Board (including Town Centre Securities, the current building owners) and the Finance Performance Group and does not require any further consultation and engagement considerations.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An EDCI impact assessment for the complete refurbishment was carried out in July 2012. Consideration of the addition of this generator concluded that a full impact assessment was not required, as the decision is based entirely on technical property characteristics rather than any personal or group characteristics. The rationale behind this decision has not changed in the interim period. A copy of the assessment is attached at appendix 1

4.3 Council policies and City Priorities

4.3.1 This strategy aims to support the following Council policies and values:

- The Core Value of 'Spending Money Wisely'.
- The Council's Carbon and Water Management Plan, 2011-2021. The business case includes a reduction in the levy paid under the Carbon Reduction Commitment Energy Efficiency Scheme. This arises from the carbon emissions reductions associated with the use of waste heat for heating the building.
- The complete refurbishment comprises part of the Council's Business Improvement Plan. The concentration of more than 50% of the City Centre staff into one highly energy-efficient building, enabling disposal of less-well-performing properties forms a key long term aim of the Carbon and Water Management Plan above.

4.4 Resources and value for money

4.4.1 The purpose of this investment project aims to increase value for money. No additional budget would be required for additional personnel, since maintenance of the equipment would involve an external contractor, and supervision/switching algorithms would be provided by external specialist software operators, the costs of which are incorporated in to the business case. LCC would:

- Minimise the cost of energy procurement for the refurbished Merrion House
- Generate income by exporting electricity onto the national grid, or to other LCC buildings, when energy prices are favourably high
- Minimise the cost of energy procurement for LCC as a whole, by changing the consumption pattern significantly
- Reduce carbon emissions associated with Merrion House, and hence reduce levy charges associated with those emissions

4.5 Legal Implications, Access to Information and Call In

4.5.1 Any legal implications associated with the project have been and would be considered as part of the overall refurbishment project, managed by the Property Improvement Sub-board.

4.5.2 The proposal constitutes a Key decision however this decision is not subject to 'call in'. A Key decision may be Exempt from Call In if the decision taker considers that the decision is urgent (i.e. that any delay would seriously damage the Council's or public's interests). This decision is exempt from call-in due to the need to sign off the next stage of works for Merrion and any delay to this element will hold up the progress of the overall project, causing delays to the completion date and therefore

the realisation of the associated financial benefits of moving staff out of other buildings and into Merrion. Time was not built into the timetable to return to Executive Board as the capital had already been approved at an earlier stage. However, further due diligence has meant that the costs and associated benefits are higher than originally anticipated and consequentially the decision to proceed needed to be re-approved at Executive Board.

- 4.5.3 The information contained in Appendix 3 to this report relates to the financial or business affairs of a particular company, and of the Council. This information is not publicly available from the statutory registers of information kept in relation to certain companies. It is considered that since this information was obtained through direct negotiations then it is not in the public interest to disclose this information at this point in time. It is considered that whilst there may be a public interest in disclosure, much of this information will be available following completion of the project and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under rule 10.4(3) of the Access to Information Procedure Rules.

4.6 Risk Management

- 4.6.1 Once approved, the investment project would become incorporated into the base-build plan for Merrion House. Risk Management issues would be incorporated into the already existing Risk Management Plan for that project. Risks associated specifically with this element of the project include:
- This project is going to be a variation to the main contract but it is not considered to be a material variation and accord with Regulation 72 of the Public Contracts Regulations 2015 (and relevant procurement case law) in that a change of contractor cannot be made for technical reasons and would cause significant inconvenience/substantial duplication of costs, the increase in capital costs does not exceed 50% of the value of the original contract, and in any event is not substantial.
 - Capital price changes leading to increased capital injection requirements. This risk is mitigated by a portfolio approach to the pricing, with competitive quotations derived from a number of sources, with checking and challenging originating in at least three separate bodies.
 - Income fluctuations caused by scheme changes may lead to reductions in income. This risk is mitigated by considering both current and confirmed future repayment rationales. Further mitigation arises from the savings/income arising from a spread of separate schemes, rather than a single scheme. Due diligence has been undertaken by an external body to ensure that the case is realistic.

5 Conclusions

- 5.1 This report has established that there is a robust business case to recommend investment in a 2MW_{peak} gas-fired electricity generator as part of the refurbishment of Merrion House resulting in efficiency savings, income generation and an increase

in the Council's energy security as well as contributing to corporate carbon reduction requirements.

6 Recommendations

6.1 The Executive Board is recommended to:

- Approve an injection of capital of £3.1m to invest in a 2MW_{peak} gas-fired electricity generating station with heat recovery that will be incorporated into the base specification for the Merrion House refurbishment project; and
- Approve the Authority to Spend of £3.1m in a 2MW peak gas-fired electricity generating system.

7 Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: CPM, City Development
Lead person: Peter Lynes	Contact number: 75539

1. Title: Addition of 2MW_{peak} generator to the refurbishment project at Merrion House
Is this a:
<input type="checkbox"/> Strategy / Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

2. Please provide a brief description of what you are screening
Addition of a 2MW generator to the Merrion House Refurbishment project to reduce cost of electricity to the site, and to generate income from the export of peak rate electricity to the national grid, or to other LCC premises

<p>3. Relevance to equality, diversity, cohesion and integration</p> <p>All the council’s strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.</p> <p>The following questions will help you to identify how relevant your proposals are.</p> <p>When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment,</p>

residential location or family background and education or skills levels).		
Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		✓
Have there been or likely to be any public concerns about the policy or proposal?		✓
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		✓
Could the proposal affect our workforce or employment practices?		✓
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 		✓ ✓ ✓

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration
If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.
Please provide specific details for all three areas below (use the prompts for guidance).
<ul style="list-style-type: none"> • How have you considered equality, diversity, cohesion and integration? (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)
<ul style="list-style-type: none"> • Key findings (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)
<ul style="list-style-type: none"> • Actions (think about how you will promote positive impact and remove/ reduce negative impact)

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.	
Date to scope and plan your impact assessment:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval		
Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Anne Chambers	Head of Service (CPM)	28/08/12

7. Publishing	
This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.	
Please send a copy to the Equality Team for publishing	
Date screening completed	28 th August 2012
Date sent to Equality Team	28 th August 2012
Date published (To be completed by the Equality Team)	

Glossary of terms

NET PRESENT VALUE

Reference is made in paragraph 3.11 to the Net Present Value of the total savings. This reflects the convention that money in the future is worth less than money today. Discount factors are applied to yearly savings. Using LCC current factors, £1,514,391 accumulated over 25 years has an NPV of £420,000, and £2,971,497 has an NPV of £1,132,309

STOR

The National Grid Company, at times of peak load in the national grid, operates a scheme whereby they pay owners of electricity generators to make those plants available for them to switch on remotely. This reduces the need for much larger generators to be on line, when those generators are not able to take-up and relinquish load very rapidly. The envisaged generator would meet the requirements of that scheme for part of the year, earning income both from the availability of the and for the units exported to the grid under this scheme

TRIAD CHARGES AND REBATES

The network distribution capacity must match the peak demand offered by consumers across the grid. The Transmission System Use of System Charges (TNUoS) paid by large consumers are calculated by measuring the demand on the customers sites on three peak times during each winter. These times are worked out by a relatively predictable algorithm, but are not announced until the end of each winter, and apply to every bill in the year

If we are able to generate electricity at the predicted peak times, then our TNUoS charges fall to zero.

If we are able to export electricity at those times, we are paid a rebate by the National grid, equal to the charges levied on other sites for consuming during that period..

The bidding regime for STOR, above, would enable us to make a tailored bid to achieve these savings and income alongside the income resulting from the STOR scheme

SHAPE CHARGES

The Council's complete portfolio of electricity purchases are aggregated in our wholesale contract. This aggregation has the effect of reducing the impact of premium charges made when our consumption at peak times exceeds our consumption outside those times. The effect of the addition of generation at peak times changes the shape of the graph of our daily consumption pattern, to the point where we would reduce our premium rate consumption close to zero. Currently, the surcharge for peak rate compared to baseload rate is approximately 18%. This is significantly higher than the premium cost for self-generation using a gas-fired generator

Electricity Bill Savings

Electricity bill savings result from the avoidance of paying for grid electricity at those times that our generator would be generating

Export Electricity to the grid.

Typically the export of power to the grid by small generators achieves unit incomes that are only approximately one-third of the savings achieved by avoiding the use of grid power, however, when this income is aggregated with the other savings and income mentioned above, the exercise becomes sufficiently remunerative.

Savings of CRC and CCL levies

Much of the power we take from the grid is subject to emissions levies in the form of Climate Change Levy and Carbon Reduction Commitment Energy Efficiency Scheme. The production of electricity with a useful amount of waste heat directed to heat the building when needed, will reduce LCC's direct Carbon emissions. This item reflects the likely levy reductions

Document is Restricted

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Report author: Mark Allman

Tel: 2478323

Report of: Director of City Development

Report to: Executive Board

Date: 22 April 2015

Subject: International Triathlon Union (ITU) World Series 2016-2019

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Exact route to be determined	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. Following on from the huge success of the Tour De France the Chief Executive, the Chief Officer Culture & Sport and the Head of Sport & Active Lifestyles met with UK Sport to discuss the ambition of the city in hosting major world sporting events in the future.

2. These discussions focussed on events that had a good “fit” with Leeds and where Leeds could potentially offer something unique, to both grow the profile of sport nationally and internationally as well as promoting the city and the wider Yorkshire region. The World Triathlon Series, currently hosted in Hyde Park London, featured prominently in the discussions for a number of reasons. It is free and accessible to all, has local connection with Jonathan and Alistair Brownlee (Leeds Olympic Medallists), the triathlon performance centre at Leeds Beckett University, the inclusive nature of the event (men’s and women’s races, mass participation and Paratriathlon) and finally the potential local business and spectator interest that could be generated with the right course. The event also carries high international standing that has the potential to realise similar impacts to the Tour de France in terms of sporting impact, exposure and community engagement as it continues to grow.

3. The Council created 7 ‘Breakthrough Projects’ inspired by its role in making the Tour de France Grand Départ in 2014 such a success for the city. Teams, individuals and communities across the city came together to deliver a truly

memorable event, while keeping the city running as close to normal as possible. This approach has been adopted to work on seven big ideas that will make a difference to the people of Leeds and build on the fantastic events Leeds already hosts, to make these truly world-class in reach and reputation. Hosting a UK leg of the World Triathlon Series would support the Breakthrough Project 'Hosting World Class Events' and help fulfil the goal to attract events which fit our city and bring benefits for the people of Leeds, for example through inspiring young people or by increasing inward investment.

4. Working with British Triathlon and Jonathan and Alistair Brownlee (Leeds Olympic Medallists) this report outlines how Leeds has subsequently been successful in being selected by the British Triathlon Federation as the preferred host city for one of the world's most prestigious events. The International Triathlon Union (ITU)'s Triathlon World Series events are now well established within the world major events circuit with the event being hosted in high profile locations around the world such as Abu Dhabi, Auckland, Gold Coast, Cape Town, Yokohama, London, Hamburg, Stockholm, Edmonton, with the Grand Final in 2015 being held Chicago.
5. Timescales to submit an initial bid to the British Triathlon Federation were very tight and there was strong competition from 11 other UK cities. Following consultation with the Leader of the Council, Executive Member for Digital and Creative Industries Culture and Skills and others, Leeds submitted a very robust and compelling bid as part of the initial submission. Whilst final course details are yet to be confirmed the bid stood out because of the huge spectator interest that could be generated by having the elite men's and women's races (cycle and run stages) coming into the city centre and doing a number of laps; having come from Roundhay Park (for the swim) and down through the north and western part of the city en route by cycle. The Leeds bid was considered outstanding by both UK Sport and British Triathlon Federation (BTF) and has now progressed to the next stage and been submitted to the International Triathlon Union (ITU) by the BTF for their consideration. At the time of writing this report this decision is pending.
6. Both Jonathan and Alistair Brownlee have been very helpful in supporting the bid process to date and their assistance in doing so has been very much appreciated.

Recommendations

Executive Board is recommended to:

- i) Formally agree to Leeds being the preferred host city for a UK leg of the World Triathlon Series in 2016, 2017 and 2018 and to note the Council's bid will now go forward to be presented by British Triathlon to the International Triathlon Union for consideration with a final decision from the ITU expected in May;
- ii) Pending a final decision by the ITU, to agree that the funding implications of the proposal form part of Members' considerations during the budget setting process for 2016/17 to 2018/19;
- iii) To request that the Chief Officer Culture and Sport:

- enters into relevant contractual arrangements agreements to deliver the event following appropriate legal advice
- establishes management arrangements to support delivery of the event
- works with partners to investigate the potential for a cultural festival to run alongside the events;

iv) To note the opportunity may also arise to host the ITU World Triathlon Series Grand Final in 2019.

1. Purpose of this report

1.1 To highlight that Leeds has been successful in being selected as the preferred host city for the UK leg of the ITU world triathlon series 2016-18 and to approve the annual financial contributions required to host the event.

2. Background information

2.1 Since 2009, in partnership with UK Sport and London, British Triathlon has hosted the ITU World Triathlon Series in Hyde Park, London, creating one of the greatest demonstrations of London 2012 Olympic Games legacy. In that time over 23,000 amateur and novice triathletes have competed alongside the world's best elite triathletes and elite paratriathletes, with the World Championship Grand Final (a bigger event again with age group championships) coming to the UK for the first time in 2013 attracting over 7000 triathletes from over 75 nations.

2.2 British Triathlon is looking to ensure the continued staging of a leg of the ITU World Triathlon Series in the UK in 2016, 2017 and 2018, with a view to also bidding to once again host the Grand Final in 2019.

2.3 As part of that ambition, British Triathlon in partnership with UK Sport is conducted a full strategic review of how the event is staged, including conducting a full host city selection process and event delivery partner assessment for the first time. There are 10 legs of the world triathlon series with no guarantees from the ITU that the UK is given a leg, so any proposal to move the event from London will carry an element of risk on the part of the BTF.

ITU World Triathlon Series

2.4 The city has developed its reputation for delivering major international events as an outcome of the Tour de France and major events are also the focus of one of the authority's 7 breakthrough projects.

2.5 Launched in 2009, the ITU World Triathlon Series is the highest tier of international triathlon competition, with athletes competing across the globe throughout the year to become World Champion. In 2015 the series is being expanded to 10 races hosted in some of the most iconic cities in the world, Abu Dhabi, Auckland, Gold Coast, Cape Town, Yokohama, London, Hamburg, Stockholm, Edmonton, and the Grand Final in Chicago.

- 2.6 Each race of the series is broadcast live and distributed globally, and followed up with a 52 minute highlights package. BTF expect spectator numbers to be in the region of 15,000 to 40,000, however the Leeds bid team is confident that the upper figures can be surpassed, building on the success of the Tour de France. The international exposure of the city together with influx of visitors and participants will help further boost the Leeds economy, especially should Leeds also be successful in securing the Grand Final in 2019 as this event also includes the world age group finals.
- 2.7 As part of a British leg of the series, British Triathlon Federation is committed to also hosting the paralympic equivalent event, the ITU World Paratriathlon Series, being the only nation to have done so since the series began. This is subject to the selected host city being able to provide a course that suits the specific needs of the paratriathletes.
- 2.8 The World Triathlon series event includes both men's and women's elite races (the Leeds bid is based on the Olympic distance) as well as and age group (mass participation) event too, usually over one weekend. Each event includes a swim, ride and then run, in that order.

3. Main issues

- 3.1 The British Triathlon Federation issued a bid prospectus on the 28th November, setting a deadline for bids to be returned from prospective host UK cities by the 12th January. BTF asked cities to bid on the basis that they were prepared to commit to hosting the 2016, 2017 and 2018 world series legs, as well as providing comfort that the city would want to host the Grand Final event in 2019 (the next time the UK would be eligible to host the grand final). Since then the city has hosted a number of technical visits from both the BTF, the ITU and the BTF event management contractors, Lagardere Unlimited Events. The Leeds bid team (including the Chief Executive and the Head of Sport and Active Lifestyles) subsequently presented to BTF and UK Sport on the 26th February 2015 and were soon after notified that we had been successful in securing support as preferred host city for the 2016 World Series event. Ongoing contractual discussions between the BTF and the ITU have dictated that no formal announcements could be made public whilst this report was being written.
- 3.3 In consultation with key partners there is an extremely strong desire for the City to host the ITU World series and it builds on the fabulous reputation Leeds has in hosting major international sporting events, including the Tour de France and this year's Rugby Union World cup. This can be summarised for the following reasons:
- The sport of triathlon has never had such positive national and international coverage, promoted especially by the fabulous achievements of the Brownlee brothers in particular. This gives Leeds a key unique selling point, not least the potential interest from spectators.
 - The event carries exciting potential economic benefits and provides a great "fit" for the city, through visitors, business and global TV exposure.

- The event provides a further platform upon which the city can continue to develop and grow its reputation for triathlon, delivering a lasting legacy, building on the Triathlon performance centre already based within the city. It will affirm Leeds as the UK's premier "Triathlon City".
- The Sports of Cycling, Swimming and Athletics are individually very strong in the city and can be further promoted through the World Series events.
- We are confident we can deliver a spectacular event and develop further a positive City and Yorkshire image internationally.

3.4 The Bidding process was very clearly defined and included pre-set criteria against which cities will be judged. The process will be overseen by the BTF and UK Sport and the criteria are centred around:

- Financial support (including expectations about underwriting on the part of Leeds City Council). The financial element carries 35% of the weighting;
- Technical delivery;
- Partnerships;
- Experience of delivering major events;
- International travel and accommodation;
- Marketing and PR;
- Sports development.

3.5 Both the Brownlee brothers have been engaged in the bid process including their input into the course design. This included their desire to have technically challenging city centre route, packed with spectators. There will be a combination of venues used. The elite races will be over Olympic distance and will go from Roundhay Park into the city centre. In addition there will possibly be 2 forms of the mass participation ('age group') event, one over a similar course to the elite athletes, finishing in the city centre and another shorter sprint distance option that is focussed around Roundhay Park. The option of providing the chance for the mass participation athletes to take part on the same course as the elite athletes is considered an essential part of the overall event. Clearly the precise detail about the course and programme are all subject to the bid to the ITU being successful as well as further consultation being undertaken between all the stakeholders affected.

3.6 The elite men's and women's races route is still to be confirmed in detail but will be based on using both Roundhay Park (for the swim) and then cycle to the city centre of Leeds for both the cycle and run elements, effectively creating a city centre stadium to watch world class racing and the Brownlee brothers in particular, free of charge at the roadside.

3.7 The use of the city centre over a weekend for the men's and women's elite races (and mass participation) is likely to be challenging to deliver given the implications on business, services and public. However, the option of the city centre cycle and run course is one that both Brownlee brothers believed would help Leeds stand out and give a unique selling point, it is also heavily supported by the ITU and from their event management contractors Lagardere Unlimited. Given previous experience of hosting the Tour De France this is considered manageable and impacts can be

mitigated. As the hosting process develops further consultation will be required with key affected parties on the precise details of the course. The feedback from the BTF and UK Sport following the Leeds bid has been incredibly positive and they believe Leeds could change the face of the World Triathlon series and put it on a par with the current best host city in the World Series namely, Hamburg, who incidentally now also get 11,000 entries to their mass participation event from both within and outside Germany.

4. Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The leader, Chief Executive, relevant Executive Members, opposition elected members, BTF, Sport Leeds, and other key partners and stakeholders have been consulted and have given their support. However, given the timescales for submission of the bid to the BTF and the ITU, coupled with some of the sensitivities on the part of the BTF relating to moving their event from London has meant that a full and comprehensive consultation exercise has simply not been possible and therefore a pragmatic approach has had to be adopted.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 Consultation has been held with the following partners: British Triathlon, performance sport deliverers, the Brownlee Brothers and within the Sport & Active Lifestyles Service, including the equality lead for sport. This has resulted in a screening being carried out.

4.2.2 The event will bring opportunities to encourage people to participate in sporting activity and use the city's hosting skills for large events to celebrate the diversity of the city with a wider audience. There is also an opportunity to deliver a specific paratriathlon event to encourage people with disabilities to participate.

4.2.3 For people not able to participate, there will be opportunities for the wider population to volunteer to help run the event, as well as for people to view a national event within the City, once again celebrating the opportunities the city has on offer.

4.2.4 The event will be coupled with opportunities to deliver further sporting and cultural activities and programmes through the city's sporting and culture networks

4.2.5 A full Equality and Diversity, Cohesion and Integration assessment will be carried out to include the equality impact of delivering an international event in the city and the opportunities this will bring to enhance opportunities for people from a diverse range of backgrounds. The screening form is attached as an appendix.

4.3 Council policies and City Priorities

4.3.1 The event provides Leeds with yet another opportunity to demonstrate its International standing on a world stage. It will especially support the Best Council Plan through;

- Tackling health inequalities (and the joint health and wellbeing strategy 2013-18)
- Child friendly city
- Raising the profile of Leeds nationally and internationally
- Building cohesive and harmonious communities
- The event also fits with the cities’ breakthrough projects “rethinking the city centre” and “Public health/Physical activity”.
- Boosting the local economy
- Maximising the impact of our cultural infrastructure

4.4 Resources and value for money

4.4.1 The Authority will need to commit for at least 3 years to the World Series events and possibly the grand final event in 2019. The Council will need to provide cash support of £230,000 per year, plus provide a guarantee to underwrite the mass participation entry fees at a benchmark of 3000 entries. The latter is considered fair and achievable and whilst the risk maybe in the region of £195,000, officers are confident of achieving 3000 participants in the mass participation event in year 1 which would therefore result in no financial contribution. The Council will seek to secure value added contributions from other partners. There will be significant implications on future work programmes for staff teams across the Council most notably Highways, Culture & Sport and Parks & Countryside and therefore priorities will need to be aligned accordingly.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The decision is considered a key decision. The Director of City Development (or delegated officer) will seek authority to enter into any hosting agreements with the relevant parties.

4.6 Risk Management

4.6.1 The bid team are experienced and are confident that Leeds can deliver an exceptional event. Risk associated with event delivery costs, if successful, will be mitigated through partner engagement and working together with the BTF, UK Sport and the ITU.

5. Conclusions

The opportunity to host such a high profile world event that fits so well with the profile of the city cannot be missed. The strength the city has developed in major event delivery forms the corner stone of the bid and if successful it will provide a platform in which to further promote Leeds and Yorkshire to the world.

6. Recommendations

6.1 Executive Board is recommended to:

- i) Formally agree to Leeds being the preferred host city for a UK leg of the World Triathlon Series in 2016, 2017 and 2018 and to note the Council’s bid will now go forward to be presented to British Triathlon to the International

Triathlon Union for consideration with a final decision from the ITU expected in May;

- ii) Pending a final decision by the ITU, to agree that the funding implications of the proposal form part of Members' considerations during the budget setting process for 2016/17 to 2018/19;
- iii) To request that the Chief Officer Culture and Sport:
 - enters into relevant contractual arrangements agreements to deliver the event following appropriate legal advice
 - establishes management arrangements to support delivery of the event
 - works with partners to investigate the potential for a cultural festival to run alongside the events;
- iv) To note the opportunity may also arise to host the ITU world triathlon series Grand Final in 2019.

7. Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Sport & Active Lifestyles
Lead person: Mark Allman / Helen Evans	Contact number: 2478323

1. Title: International Triathlon Union (ITU) World Series 2016-2019

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

2. Please provide a brief description of what you are screening

Leeds has been successful in being selected as the preferred host city for the UK leg of the ITU world triathlon series 2016-18.

The city has developed its reputation for delivering major international events as an outcome of the Tour de France and major events are also the focus of one of the authority's 7 breakthrough projects.

Launched in 2009, the ITU World Triathlon Series is the highest tier of international triathlon competition, with athletes competing across the globe throughout the year to become World Champion. In 2015 the series is being expanded to 10 races hosted in some of the most iconic cities in the world, Abu Dhabi, Auckland, Gold Coast, Cape Town, Yokohama, London, Hamburg, Stockholm, Edmonton, and the Grand Final in Chicago.

Each race of the series is broadcast live and distributed globally, and followed up with a 52 minute highlights package. BTF expect spectator numbers to be in the region of 15,000 to 40,000, however the Leeds bid team is confident that the upper figures can be surpassed, building on the success of the Tour de France. The international exposure of the city together with influx of visitors and participants will help further boost the Leeds economy, especially should Leeds also be successful in securing the Grand Final in 2019 as this event also includes the world age group finals.

As part of a British leg of the series, British Triathlon Federation is committed to also hosting the paralympic equivalent event, the ITU World Paratriathlon Series, being the only nation to have done so since the series began. This is subject to the selected host city being able to provide a course that suits the specific needs of the paratriathletes.

The World Triathlon series event includes both men's and women's elite races (the Leeds bid is based on the Olympic distance) as well as mass participation event too, usually over one weekend. Each event includes a swim, ride and then run, in that order.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	X	
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 	X X	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The leader, Chief Executive, relevant Executive Members, opposition elected members, BTF, Sport Leeds, and other key partners and stakeholders have been consulted and have given their support. However, given the timescales for submission of the bid to the BTF and the ITU, coupled with some of the sensitivities on the part of the BTF relating to moving their event from London has meant that a full and comprehensive consultation exercise has simply not been possible and therefore a pragmatic approach has had to be adopted.

However, further consultation has been held with the following key partners: British Triathlon, performance sport deliverers, the Olympic athletes - Brownlee Brothers and within the Sport & Active Lifestyles Service, including the equality lead for sport. This has resulted in a screening being carried out.

- **Key findings** (**think about** any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

The Triathlon Series was selected as an appropriate event for Leeds as it offers a wide range of opportunities for:

- Men's competition
- Women's competition
- Para competition
- Mass participation event
- Volunteering
- Public viewing of an international event, with the route taking in various parts of

the city, allowing access to a wide complement of residents and bringing in new visitors to the city

• **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

- The various events (men's / women's / para) are widely promoted and are open to approximately 3,000 athletes
- Volunteering opportunities, which proved to be the backbone of the Tour de France Grand Depart, will be promoted to residents of Leeds as well as the wider area
- Related legacy events will be supported through schools and Sport Leeds (the strategic partnership for sport in Leeds)
- Residents affected proposed road closures will be consulted and the impact on them during the events will be considered and reduced where possible. They will be kept informed of any changes and possible impacts as the events are developed
- Work with relevant areas of the council to reduce the impact on residents (highways / refuse / press office etc)
- Keep members briefed on the proposals to ensure that resident concerns are highlighted to the project team and addressed as appropriate
- Further consult residents and relevant organisations once details of the events are available

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:	
--	--

Date to complete your impact assessment	
---	--

Lead person for your impact assessment (Include name and job title)	
--	--

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Mark Allman	Head of Sport & Active Lifestyles	31/3/15
Date screening completed		31/3/15

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated**

Decisions or a Significant Operational Decision.

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:

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