

## EXECUTIVE BOARD

21<sup>ST</sup> OCTOBER 2005

**PRESENT:** Councillor Harris in the Chair  
Councillor D Blackburn, A Carter, J L Carter,  
Harker, Harrand, Procter, Smith  
and Wakefield

Councillor Blake – Non voting advisory member

**87 Exclusion of the Public**

**RESOLVED-** That the public be excluded from the meeting during consideration of the second report referred to in minute 94 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 or confidential information, defined in Access to Information Procedure Rule as indicated in the minute.

**88 Declarations of Interest**

Councillors Wakefield and Smith declared personal interests in the items relating to Youth Matters Green Paper (minute 100), the West Yorkshire Strategic Health Authority Continuing Care Policy (minute 101), Home Care Commissioning (minute 102), the Joint Commissioning Board for People with Learning Disability Section 31 Agreement (minute 103) and LIFT and Joint Services Centre (minute 106) as non-executive directors of the East and South Leeds Primary Care Trusts respectively.

Councillor Harker declared a personal interest in the item relating to the Admission Round for Community and Controlled Schools for September 2005 (minute 93) as a member of the Admissions Forum.

Councillor Blackburn indicated his intention to leave the room during the discussion on the item relating to the Eastgate and Harewood Quarter (minute 110) in order to avoid any perception of predetermination at such time as the matter may be considered by the Plans Panel (City Centre) of which he was a member.

**89 Minutes**

**RESOLVED** – That the minutes of the meeting held on 21<sup>st</sup> September 2005 be approved subject to corrections to show that the interest declared by Councillor Harrand was as an unpaid director of a company managing a group of small industrial units and that the interest declared by Councillor Wakefield referred to the East and not the South PCT.

### **CITY SERVICES**

**90 Highway Maintenance Policy Statement and Plan**

The Director of City Services submitted a report identifying changes made to the Highway Maintenance Policy Statement and Plan in response to scrutiny, continuous improvement and other external factors and presenting the revised Policy Statement for the consideration of the Board.

**RESOLVED** – That the contents of the revised Highway Maintenance Policy Statement and Plan be noted and the use of the document as a framework for the delivery of the highway maintenance service be endorsed.

## **NEIGHBOURHOODS AND HOUSING**

### **91 Community Centres Review**

The Directors of Development, Neighbourhoods and Housing and Learning and Leisure submitted a report detailing progress since the review was considered by the Board in October 2004 and outlining further proposals being developed in terms of asset management and operational issues and detailing a number of specific proposals for reshaping the portfolio of remaining centres.

In introducing the report the Executive Member (Development) emphasised that there was no intention to close or declare surplus the Gipton South Community Centre until refurbishment of the Gipton Arts Centre was complete and that no steps would be taken to close the Wyther Community Centre until alternative facilities had been identified for the remaining user.

#### **RESOLVED –**

- (a) That the further asset rationalisation proposals detailed in paragraph 3.1.3 of the report be authorised and ongoing work on operational efficiencies be supported by this Board.
- (b) That approval be given in principle to the transfer of responsibilities to Area Committees in 2006/07 and officers be authorised to develop detailed proposals for specific delegated responsibilities.

### **92 Leeds Housing Strategy 2005-2010**

**RESOLVED** – That consideration of this matter be deferred.

## **LEARNING**

### **93 Report on Admission Round for Community and Controlled Schools for September 2005**

The Chief Executive of Education Leeds submitted a report providing detailed figures on the 2005 admission round. The report detailed the percentage of parents first preferences achieved, which indicated that nine out of ten children were allocated the school of first preference and that almost 99% were allocated one of their first three preferences.

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

### **94 Report on Recent OFSTED Inspections and Schools Causing Concern**

The Chief Executive of Education Leeds submitted two reports outlining the performance of primary and secondary schools inspected since the last report to the Board on 8<sup>th</sup> June 2005 and the action taken by Education Leeds in schools causing concern.

The second of the reports was designated as exempt under Access to Information Procedure Rule 10.4(1).

**RESOLVED** – That the contents of the reports and the actions taken by Education Leeds be noted.

**95 Primary Review: Summary of Public Consultation Proposals for Headingley Primary Planning Area**

The Chief Executive of Education Leeds submitted a report on the outcome of consultation undertaken on the proposed closure of Headingley and St Michaels Church of England (Aided) Primary Schools and the establishment of a one form entry primary school on the St Michael's site.

**RESOLVED** –

- (a) That approval be given for the publication of a statutory notice for the closure of Headingley Primary School and St Michael's Church of England (Aided) Primary School, both on 31<sup>st</sup> August 2006.
- (b) That this Board notes that, in line with statutory regulations, the Church of England Diocese will publish the notice to establish a one form entry Voluntary Controlled Church of England Primary School on the St Michael's site on 1<sup>st</sup> September 2006.

**96 Building Schools for the Future: Secondary Provision in Inner West Leeds**

The Chief Executive of Education Leeds submitted a report on the outcome of the initial stages of a review of secondary provision serving the inner West Leeds area in the context of the Leeds Building Schools for the Future Programme.

The report presented the options of:

- (a) amalgamating West Leeds and Wortley High Schools on the West Leeds site
- (b) closing Wortley High School and expanding West Leeds and Farnley Park
- (c) federating West Leeds and Wortley High Schools with a view to consolidation on the West Leeds site.

**RESOLVED** –

- (a) That public consultation be undertaken on proposals to close West Leeds and Wortley High Schools in August 2007 and to establish a new high school on the West Leeds site in September 2007, using existing buildings until a new school is delivered through the Building Schools for the Future programme in September 2009.
- (b) That Farnley Park High School be expanded to an admission number of 210.

**97 School Funding from 2006/07**

The Chief Executive of Education Leeds submitted a report on key points arising from the Government's announcement on changes to the school funding regime from April 2006.

**RESOLVED** –

- (a) That the report be noted.

- (b) That the Department for Education and Skills be informed of the unanimous view of this Board that the proposals in relation to the membership and powers of School Forums represent a removal of power from local authorities which is a matter of concern to this Board both in relation to this specific proposal and others of which it can be seen to be representative.

**98 Learning Campuses**

The Director of Learning and Leisure submitted a report on the proposed development of Learning Campuses in Leeds.

The report detailed work undertaken to arrive at the production of position statements on four potential Learning Campuses in the City and on the rationale for selecting two for further consideration.

**RESOLVED –**

- (a) That the proposals to establish Learning Campuses in the East and West of the City be approved and that the Learning and Leisure Department take the lead in developing an Outline Business Case for their delivery
- (b) That the Director of Learning and Leisure bring a report back to this Board in Spring 2006, with Asset Management Group approval, setting out the design and costed options for Learning Campus developments.

**99 Hunslet Children's Centre**

The Director of Learning and Leisure submitted a report on proposed works at Hunslet Children's Centre to provide an additional classroom space, a new community room and changes to the reception class area.

**RESOLVED –**

- (a) That £400,000 be transferred from the Integrated Children's Centre Parent Scheme (scheme no 886)
- (b) That £150,000 full funded by SRB6 be injected into the Learning and Leisure Capital Programme
- (c) That authority be given to incur expenditure of £470,000 construction, £60,000 fees and £20,000 furniture and equipment and that the design brief for the project be 'frozen' as detailed in section 3 of the report.

**100 Youth Matters Green Paper**

The Director of Learning and Leisure submitted a report on the contents and implications of the Youth Matters Green Paper.

**RESOLVED-**

- (a) That the general contents and implications of the Youth Matters Green Paper be noted together with the consultation processes which have been followed.
- (b) That approval in principle be given to adopt Hear by Right standards and that detailed proposals be brought to a subsequent meeting of this Board.

## **SOCIAL CARE AND HEALTH**

### **101 The West Yorkshire Strategic Health Authority Continuing Care Policy**

The Director of Social Services submitted a report on the West Yorkshire Strategic Health Authority Continuing Care Policy 2005.

The report indicated that the new revised and agreed policy brought greater clarity to patients, service users and their carers with regard to the circumstances in which they might be entitled to fully funded NHS care.

**RESOLVED** – That the report and the appended West Yorkshire Continuing Care Policy be noted and that a subsequent report be brought to this Board detailing any further implications arising from the adoption of the new national criteria at such time as they are determined by the Department of Health.

### **102 Home Care Commissioning 2006/09**

The Director of Social Services submitted a report on the outcome of consultation and outlining the commissioning strategy and model of service which will be put in place for the period April 2006 to March 2009.

**RESOLVED** – That the commissioning intentions as set out in the report be approved.

### **103 The Joint Commissioning Board for People with Learning Disability Section 31 Agreement**

The Director of Social Services submitted a report on the revised terms of agreement with the five Leeds Primary Care Trusts for the operation of the partnership board for people with learning disabilities.

**RESOLVED** –

- (a) That the report be noted and that the Director of Social Services be authorised to sign the agreement on behalf of the Council and to exercise responsibility for those Council functions covered within the terms of this formal agreement to integrated arrangements for the provision of services for people with learning disabilities.
- (b) That reports be brought back to this Board on the operation of the Agreement at appropriate intervals.

## **CENTRAL AND CORPORATE**

### **104 The Development of a Corporate Communications Strategy**

The Chief Officer Executive Support submitted a report on the development of a three year Corporate Communication Strategy for the Council and presenting the Strategy for the consideration of the Board.

**RESOLVED** – That the Corporate Communication Strategy 2005-2008 be approved.

### **105 Leeds Benefits Service Annual Report**

The Director of Corporate Services submitted a report providing information on Leeds Benefits Service Performance in 2004/05 and on the main issues facing the service over the coming year.

**RESOLVED –**

- (a) That the report be noted.
- (b) That approval be given to the use of deductions from ongoing Housing Benefit entitlement when seeking to recover overpayments from public sector tenants.

**106 LIFT and Joint Services Centre**

The Director of Neighbourhoods and Housing submitted a report on the Leeds Local Improvement Finance Trust (Leeds LIFT) and the progress with the procurement through Leeds LIFT of Joint Service Centres at Chapeltown, Harehills and Kirkstall

**RESOLVED –**

- (a) That the approval of the Outline Business Case for the Joint Service Centres by the Office of the Deputy Prime Minister be noted.
- (b) That progress with the Joint Service Centres, the work required and planned to meet the current programme, and the approval process for Leeds LIFT be noted.
- (c) That the procurement of the Joint Service Centres be progressed in the light of the changes regarding scope and previous resolutions as set out in paragraph 2.11 of the report.
- (d) That the comments on the draft Leeds LIFT Strategic Service Development Plan 2 and the suggested way forward for addressing the concerns expressed by noted.

**107 Progress Report on the PPP/PFI Programme in Leeds**

Further to minute 221 of the meeting held on 9<sup>th</sup> March 2005 the Deputy Chief Executive submitted a progress report on PPP/PFI projects and programmes and an update on the implementation of the PPP/PFI Governance Framework.

**RESOLVED –**

- (a) That the current status of PPP/PFI projects and programmes and the implementation of the governance framework be noted.
- (b) That approval be given to the revised delegations to support the PPP/PFI governance framework contained in Appendix 2 to the report and to the revised framework set out in paragraph 3 of the report.
- (c) That a post implementation report on governance be brought to this Board in April 2006 together with a further update on the progress of all PPP/PFI projects and programmes.

**108 Procurement Strategy 2005-2008**

The Director of Legal and Democratic Services submitted a report presenting the proposed 2005-2008 Procurement Strategy.

**RESOLVED –** That the draft Procurement Strategy 2005-2008 be approved for publication as now presented.

## **DEVELOPMENT**

### **109 Leeds Local Development Framework and Leeds Unitary Development Plan Review**

The Director of Development submitted a report presenting the revised draft Statement of Community Involvement with a view to recommending approval for formal consultation.

**RESOLVED** – That, in accordance with the recommendation of the Development Plan Panel, the draft Statement of Community Involvement be approved for the purposes of formal public consultation between 7<sup>th</sup> November and 16<sup>th</sup> December 2005.

### **110 Eastgate and Harewood Quarter – Supplementary Planning Document**

The Director of Development submitted a report on the proposed Supplementary Planning Document for the Eastgate and Harewood Quarter for adoption as part of the Council's Local Development Framework.

Following deferment of consideration of this matter at the meeting held on 21<sup>st</sup> September the report responded to issues raised in correspondence received shortly before that meeting. Details of other correspondence received in relation to the document was also provided to the Board.

The Director of Development reported that further correspondence had been received since despatch of the agenda for this meeting and the Chief Legal Services Officer advised that the Council had satisfied its legal requirements in the process to date and that the Board could legitimately approve the Supplementary Planning Document were they so minded

#### **RESOLVED –**

- (a) That the contents of the report regarding the consultation process for the Supplementary Planning Document and the comments of Messrs Slater in correspondence dated 20th September 2005 be noted.
- (b) That approval be given to the Eastgate and Harewood Quarter Supplementary Planning Document as proposed to be amended following consultation (in the form attached at Appendix B to the previous report) and as now submitted and that the document be formally adopted pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004 as a Supplementary Planning Document to form part of the City Council's Local Development Framework providing planning guidance for this part of the City.

(Further to minute 88 above Councillor D Blackburn left the meeting during consideration of this item)

DATE OF PUBLICATION: 24<sup>TH</sup> OCTOBER 2005  
LAST DATE FOR CALL IN: 31<sup>ST</sup> OCTOBER 2005 (5.00 PM)

(Scrutiny Support will notify relevant Directors of any items Called In by 12.00 noon on 1<sup>st</sup> November 2005)

**REPORT OF:** Director of Neighbourhoods and Housing  
**REPORT TO:** Executive Board  
**DATE:** 16 November 2005

**SUBJECT:** Home Energy Conservation Act 1995 - 9<sup>th</sup> Progress Report

<p><b>Electoral Wards Affected:</b></p> <p>All</p>	<p><b>Specific Implications For:</b></p> <p>Ethnic Minorities <input type="checkbox"/></p> <p>Women <input type="checkbox"/></p> <p>Disabled people <input type="checkbox"/></p>
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Executive Decision     Eligible for Call In     Not eligible for Call in   
 (details contained in the report)

**EXECUTIVE SUMMARY**

The 9<sup>th</sup> annual HECA (Home Energy Conservation Act) Report shows that steady progress is being made in improving the overall energy efficiency of the housing stock in Leeds, with solid investment evident over the period monitored. It will, however, be necessary to ensure that accelerated energy efficiency growth takes place and that further resource is drawn in to maintain the improvement in the performance noted in the 9<sup>th</sup> Report. .

Further action will be necessary to increase landlords' awareness of the benefits of improving the thermal comfort standards of Registered Social Landlord and private rented sector dwellings, which in this reporting period show excessively high levels of fuel poverty compared to the City average.

The cross sector 'Public and Private Sector Energy Working Group', Chaired by the Chief Environmental Health Officer, will continue to facilitate action to take forward the City's HECA and Fuel Poverty targets overtime and to report the action taken or support necessary to affect further change.

**1.0 PURPOSE OF THIS REPORT**

1.1 The Home Energy Conservation Act (HECA) came into force on 1 April 1996. The Leeds Energy Efficiency Strategy, entitled 'Warm Homes Cool Planet' sets out 93 action points as to how the Authority could achieve a 30% energy efficiency improvement across the public and private sector housing stock up to 31 March 2011.



- 1.2 The Home Energy Conservation Act requires Authorities to report annually on the progress made in managing and implementing measures identified in their energy efficiency plan. This report provides the city's 9<sup>th</sup> annual report, covering the period 1<sup>st</sup> April 2004 to 31 March 2005.

## **2.0 BACKGROUND INFORMATION**

- 2.1 The Authority was contacted by the Department for Environment, Food and Rural Affairs (DEFRA) on the 05 August 2005, setting out the 2005 reporting time scales and procedures. These include:
- 2.2.1 The 9<sup>TH</sup> Progress Report should be submitted to the Government Office for Yorkshire and the Humber by 30<sup>th</sup> September 2005.
- 2.2.2 That evidence is submitted of commitment from the Chief Executive, Senior Officers and Elected Members, ensuring a "top down" approach to HECA is fostered in each authority and that relevant committees are kept informed. It is a requirement of HECA reporting that the Chief Executive of the particular authority be asked to 'sign off' the progress report prior to submission to GOYH, as an expression of top level commitment.
- 2.2.3 Information is also required on how the Authority's Fuel Poverty Strategy is progressing and being taken forward. DEFRA are keen to see that this should include action in the private sector housing stock.

## **3.0 MAIN POINTS REPORTED IN THE 9<sup>TH</sup> HECA REPORT**

### **3.1 Energy Efficiency Performance.**

- 3.1.1 The 9<sup>Th</sup> HECA Report continues to highlight year on year energy efficiency improvements across the City. In the period covered by the 9<sup>th</sup> report, a 3.98% improvement in energy efficiency was measured in the city-wide housing stock, which is a marked improvement on the 8<sup>Th</sup> reporting year which reported performance at 2.32%. The new overall City performance therefore now stands at 14.60% against the 2011 target of 30% and notional 2004/05 target of 18%.
- 3.1.2 More focused investment in Public Sector housing in the 9<sup>th</sup> year has increased the performance of this sector from 4.01% to 7.38% improvement in energy efficiency. A continuing trend of improvement is anticipated in this sector due to increased resource draw in from fuel companies. Also, there is growing acceptance by the ALMOs of the importance of energy efficiency work to meet Decent Homes Standards and actions to reduce fuel poverty.
- 3.1.3 Energy efficiency improvement in owner occupied housing has shown a marked improvement from 2.34% to 3.77% in the 9<sup>th</sup> year.
- 3.1.4 The Private Rented sector achieved a 1.6% improvement and Housing Association sector, 1.98%. Both sectors therefore reported an increase from the last reporting period. Whilst data recovery anomalies in the 8<sup>Th</sup> reporting period have now been addressed to a degree, energy efficiency performance in the private rented sector is still poor compared to the city-wide average. There has been a 27% increase in the take-up of the 'Warm Front' energy efficiency grant available to the private sector in the 9<sup>th</sup> year. In that period, 4162 households received grant assistance for energy efficiency improvements. It is intended to expand the Council's Energy Efficiency Unit, which will create dedicated resources for this area of work, however, there has been a delay in implementation from last year to this.

3.1.5 Earlier this year, the (what was then) Environment Corporate Priority Board commissioned a cross-departmental brain storming session to identify opportunities for low cost promotion of energy and fuel poverty activities in the Council. The outcome of this session was 76 practical suggestions for development, to be taken back to each responsible Department for discussion, assessment, and if viable, agreement to implement the measures. This discussion process will take place once the Energy Team of Environmental Health Services have reached their full complement of staff, following their Business Plan Review. These activities do of course present opportunities to further improve the city's energy efficiency performance.

## **3.2 Carbon Dioxide Emissions**

3.2.1 Energy efficiency improvements in the 9<sup>th</sup> year have brought about a carbon dioxide saving in all housing stock of 77,487 Tonnes. This compares to a gain of 47,539 Tonnes in the 8<sup>th</sup> year .

## **3.3 Fuel Poverty**

3.3.1 The level of self-reported fuel poverty in the City has improved in the 9<sup>th</sup> year. The proportion of households reporting to be in fuel poverty is down to 22% of households (26% in the 8<sup>th</sup> year), with 14% of vulnerable households being in fuel poverty. It has again been identified that a refinement is necessary in the Council's fuel poverty monitoring procedures to ensure an accurate representation of both the level of fuel poverty and the investment required to address this problem.

3.3.2 Ward mapping of fuel poverty (9<sup>th</sup> HECA Report Appendix C) shows the significant variations in this form of deprivation from the lowest of 13% of households in Wetherby up to 48% of households in Harehills .

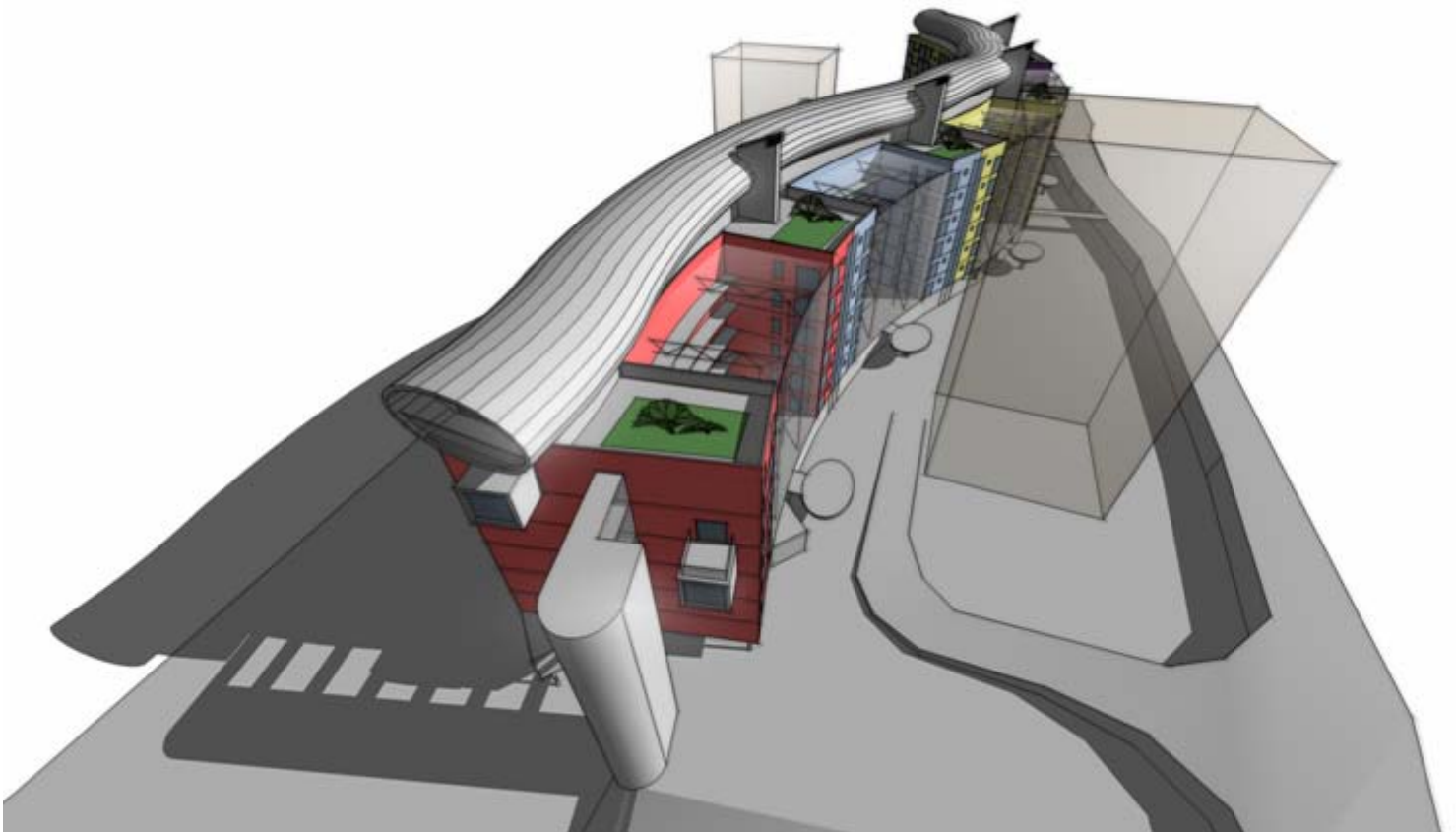
3.3.3 The Authority, lead by the Neighbourhoods and Housing Department, will shortly be undertaking consultation work as part of a review to amend and update the current Fuel Poverty Strategy. The review will commence in December 2005 with a view to issuing a new city-wide Affordable Warmth Strategy for April 2006. It is the intention for the revised strategy to include targets for the eradication of fuel poverty in each of the housing sectors and for these local targets to be complimentary to Government key timescales.

## **4.0 RECOMMENDATIONS**

4.1 That the Executive Board of the Authority approve the content of the 9<sup>th</sup> HECA Progress Report (Attached)

Appendix B

Mistress Lane Design Competition  
Winning design  
Allen Tod Architects



**REPORT OF THE: Directors of Neighbourhoods and Housing and Development**

**MEETING: Executive Board**

**DATE : 16<sup>th</sup> November 2005**

**SUBJECT: Mistress Lane/Armley Road site development proposals**

**Electoral Wards Affected:**

Armley

**Specific Implications For:**

Ethnic Minorities

Women

Disabled People

<b>Executive Function</b>	<input checked="" type="checkbox"/>	<b>Council Function</b>	<input type="checkbox"/>	<b>Eligible for Call In</b>	<input checked="" type="checkbox"/>	<b>Not eligible for Call In (details contained in the report)</b>	<input type="checkbox"/>
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**EXECUTIVE SUMMARY**

The purpose of this report is to:

- (i) Inform Members of progress on the regeneration of the West Leeds Gateway area.
- (ii) To advise Members of the opportunity to boost regeneration through the early disposal of Mistress Lane.

Mistress Lane is a strategic site within the West Leeds Gateway Regeneration Area, as reported to Executive Board on 18<sup>th</sup> May 2005. It provides the first of several opportunities to initiate the process of regeneration in the area.

The report asks Executive Board to agree a method of disposal to maximise the opportunity presented by Mistress Lane site to contribute to the broader regeneration of the area. A number of options are presented in the report together with an assessment of their advantages and risks. Disposal on the open market by inviting offers with the benefit of an approved planning and development brief is recommended. The sale will be accompanied by a building agreement and the scheme conditional upon Planning Permission.

The Director of the Development Department confirms that the proposed method of disposal set out in 4.2.1. (ie disposal on the open market by inviting offers) above is the method most likely to result in the Council achieving the best consideration that can be reasonable obtained under Section 123 of the Local Government Act 1972 (and under the Housing Act 1985).

Approval is sought for the disposal of the Mistress Lane site on the open market through inviting offers. It is recommended that the first call upon any capital receipt should be to repay the demolition costs incurred by Leeds West Homes. This approval is subject to the planning brief and housing market analysis being completed within three months, plus a consultation period from the date of this report.

## 1. Background

- 1.1 West Leeds Gateway is one of the priority regeneration projects within Leeds approved by Executive Board on 18<sup>th</sup> May 2005. The regeneration of West Leeds Gateway will be mainly funded through the private sector, with the public sector acting as a lever for private sector investment. Total local authority land is of the order of 60 acres/25 hectares and is mainly housing land. The King Sturge Market analysis undertaken in 2004 identified approximately 13ha of key intervention areas spread over 5 key sites. Land value for new residential developments could rise over time. A key to this increase will be the development of the gateway sites to provide opportunities for investment benefiting from the growth of the City Centre
- 1.3 Executive Board approved plans for regenerating West Leeds Gateway at its meeting on 18 May 2005. The Mistress Lane site was identified in this report as a key site in the Gateway Regeneration Area, evidenced by the findings of the King Sturge Report carried out in 2004.
- 1.4 The King Sturge Report identifies this site as being extremely important in urban design/gateway terms and stresses that the redevelopment of the site cannot be a missed opportunity. It suggests that the impact of redeveloping the site with a private residential scheme would be:
- In excess of 200 new residents in the area;
  - Additional spend in the local economy;
  - A high density scheme at a key gateway to Armley which will provide a positive entrance onto Armley Town Street;
  - A broadening of the community profile which could encourage new investments in leisure facilities in the area;
- 1.5 At its meeting on 24 November 2004 West Leeds Homes Board recommended to the Director of Neighbourhoods and Housing:
- The demolition of the three maisonette blocks, and garages on the site;
  - The costs associated with demolition to be recovered by Leeds West Homes from any subsequent sale of the land;
  - Any surplus receipts to be re-invested to contribute to the West Leeds Gateway regeneration scheme.
- 1.6 These recommendations were approved by the Director of Neighbourhoods and Housing on 25 February 2005.
- 1.7 In order to clear the site, West Leeds Homes have suspended any further lettings and are relocating existing tenants into alternative accommodation. The final few tenants are currently being moved out, and preparations for demolition will then commence. It is estimated that demolition will be completed by December 2005. The estimated demolition costs are £295,100. The sale of the land should ringfence any capital receipt to enable these costs to be repaid Leeds West Homes.

## 2. The Design Competition

- 2.1 As reported to Executive Board on 18 May 2005 the proposal for re-developing the site is to build a high density mixed use/mixed tenure development, in one or two phases, with an element of affordable housing, in accordance with Planning Policy, to be split 60% sub-market and 40% social rented and a café/restaurant or bar on the ground floor. The two existing Council tower blocks would remain, with access and parking arrangements reconfigured as part of a new development. This development will provide a landmark development of a high quality and will be a flagship project for the West Leeds Gateway.
- 2.2 The Mistress Lane site is located approximately ½ mile from the city centre and enjoys a significant frontage to Stanningley Road, and the urban fringe of Armley Town Centre.
- 2.3 The site has been the subject of a design concept competition initiated by Leeds West Homes in partnership with Yorkshire Housing. Submissions were sought of a high quality, which are deliverable, sustainable, innovative, sympathetic, secure by design and which make a positive contribution to the regeneration of Armley Town Centre. Entries were judged according to the choice of materials, environmental measures and in terms of the internal layouts offering flexibility of use and a sense of space.
- 2.4 Allen Tod Architects were selected as the winners of the competition. Allen Tod's winning design was selected because it complied with the brief better than any other entry, it dealt with a number of factors better than other entries, including the orientation and limits of the site, links to the existing tower blocks, the public/private space issues and access/security/car parking issues. It took the form of a bold single block of high density units whereas the other entries broke the site up into a number of smaller blocks which led to a loss of identity and a number of issues concerning the public/private interface and security of the site.
- 2.5 The winning design is a concept which is intended to influence the final design on the site. At this stage there has been no Planning or Highways consideration of any design for the site. The scheme has not been costed nor has its market viability been tested. These will need to be considered through:
  - (i) Assessment of planning and highways statutory requirements for the scheme
  - (ii) A Planning and Development Brief;
  - (ii) A market assessment of housing need in the area and in particular affordable housing need.
  - (iii) The Planning application process.

The Planning and Development Brief and market assessment will be completed within three months, plus a consultation period, of approval of this report. The planning application process will follow the submission of a final scheme by the selected developer.

### **3. Current position**

- 3.1 The current position is:-
  - (i) The Regeneration Framework has been commissioned from Atkins, consultants who are experienced in Regeneration Master Planning, and is due to be completed by November. This will be presented to the Executive Board in autumn 2005.
  - (ii) Subject to appropriate consultations and approvals that this Regeneration Framework will provide the basis of an Area Action Plan within the Local

Development Framework. This in turn will provide the context for growing confidence and investment in the area for developers, business and residential.

3.2 The land was declared surplus to requirements by the Director of Neighbourhoods and Housing on 25 February 2005.

#### **4. Options**

4.1 The options for disposing of the Mistress Lane site take into account the regeneration context of West Leeds and are based on the following objectives:-

- (i) Maximise the value of the site (to cover costs and fund other projects) in order for the site to be developed in a manner consistent with the aspirations of the West Leeds Gateway.
- (ii) Maximise the quality of the sustainable development to support broader regeneration objectives and land values in the surrounding area.
- (iii) Maximise the speed of the disposal process in keeping with the need to see progress in the regeneration of the West Leeds Gateway.

The selected method of disposal should achieve an optimum mix of these objectives in a manner compliant with the Council's financial and statutory regulations obligations.

4.2 The following four options differ in their respective approaches to achieving best consideration and minimising costs of disposal.

##### **4.2.1 Option 1 Putting the site on the open market inviting offers**

i) Disposal on the open market by inviting offers with the benefit of an approved planning and development brief. The sale could be preceded with a building agreement and would be conditional upon Planning Permission. The building agreement provides the Council with a degree of control over the quality, design and timetable of the proposed development. Using this method of disposal the freehold of the site does not take place until the development is completed and the Council, as landowners, has control of the scheme.

ii) As part of the marketing programme the Council will be targeting specialist regeneration development companies which would include Residential Social Landlords.

##### **4.2.2 Option 2 A Joint Venture Partnership (JVP)**

The JVP proposed would comprise of two partners with a network of junior stakeholders. The two main partners would be Leeds City Council and a private sector development partner.

The JVP could sub-contract or deliver services directly as specified in the partnership agreement. There will be a facilitating role for the City Council in that it would chair the JVP. Performance expectations would be determined in advance for the partners.

##### **4.2.3 Option 3 Disposal of the site to an RSL (Registered Social Landlord) by inviting offers.**

Disposal of the site to an RSL by inviting offers through a competitive process who would procure a private sector developer to carry out the development working to the approved planning and development brief.

#### **4.2.4 Option 4 Disposal of the site subject to the Allen Tod scheme**

The Allen Tod scheme is a concept only scheme which arose out of a design competition organised earlier this year by Yorkshire Housing. It was selected by a judging panel which included representatives from the Council, Yorkshire Housing, Leeds West Homes and the private sector but without reference to and assessment by planning and other technical officers.

This is not a viable option, however, prospective developers may wish to have regard to the Allen Tod scheme in terms of urban design principles.

4.3 The Director of the Development Department confirms that the proposed method of disposal set out in 4.2.1. (ie disposal on the open market by inviting offers) above is the method most likely to result in the Council achieving the best consideration that can be reasonable obtained under Section 123 of the Local Government Act 1972 (and under the Housing Act 1985).

#### **5.2 Risk assessment of the options -**

##### **5.2.1 Option 1 (4.2.1) Disposal on the Open Market by Inviting Officers**

There is a risk that this form of marketing may result in offers and scheme proposals being received from developers inexperienced in dealing with the development of complex regeneration sites in deprived areas.

In order to mitigate the risk, as part of the marketing process, regeneration specialists/specialist developers will be targeted and invited to submit offers and scheme proposals and requested to provide evidence and details of their track record of regeneration schemes undertaken.

##### **5.2.2 Option 2 (4.2.2) Joint Venture Partnership**

The success of this method is reliant upon the Joint Venture partner performing in accordance with the Joint Venture Agreement.

If the partner fails to perform the Council will be exposed to significant costs and liability.

There is also a possibility that this could result in a disposal at a price which is less than best consideration. A decision would be required from the Executive Board in advance setting out the powers under which the less than best disposal would take place and the benefits associated with this method.

Clarification will also be required as to whether ODPM approval would be necessary to enable a disposal at less than best consideration. Should this be the case an additional 3 – 6 months delay could be incurred.

##### **5.2.3 Option 3 (4.2.3) Disposal of the Site to an RSL by Inviting Offers**

The Council would lose control of the development process, other than through planning application consideration, with the risk that the quality, design and timetable



issues could be compromised by an RSL wishing to maximise the return on its capital outlay. This loss of control is because there would not be a direct relationship between the Council and a developer selected by the RSL.

As with option 2 there is also a possibility that this could result in a disposal at a price which is less than best consideration. A decision would be required from the Executive Board in advance setting out the powers under which the less than best disposal would take place and the benefits associated with this method.

#### **5.2.4 Option 4 (4.2.4) Disposal of the site subject to the Allen Tod Scheme**

The winning design, arising out of the West Leeds Gateway Regeneration Area Board competition, is a concept scheme and has not been assessed by Planning or Highways officers. In addition, the scheme has not been costed nor has its market viability been tested. These issues will need to be considered against the following:-

- i) Assessment of planning and highways statutory requirements relating to the proposed scheme.
- ii) A Planning and development brief.
- iii) A market assessment of housing need in the area and in particular affordable housing need.
- iv) The planning application process.

Again there is also a possibility that this could result in a disposal at a price which is less than best consideration. A decision would be required from the Executive Board in advance setting out the powers under which the less than best disposal would take place and the benefits associated with this method.

## **6. Financial Implications**

- 6.1 "The Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 require that a portion of any capital receipt arising from a disposal of housing land will be paid to the Secretary of State in accordance with the provisions for the pooling of receipts as contained in those regulations. However, the regulations do allow the Council to make certain deductions from the receipt before the "pooling" provisions are applied, including costs incurred in preparing the land sold for development, and an amount equal to any contributions which the Council has made or decided to make towards the costs of a regeneration project.
- 6.2 In the case of the Mistress Lane site, the Director of Neighbourhoods and Housing has already approved that any receipt arising from the sale will be used to repay the costs incurred by Leeds West Homes in demolishing the maisonette blocks and garages on the site, with any surplus being re-invested in the West Leeds Gateway regeneration scheme. The amount of any capital receipt to which the "pooling" provisions will apply will therefore be reduced to zero and no payment will be due to the Secretary of State."

## **7. Consultations**

- 7.1 The West Leeds Regeneration Board have been consulted and see the winning design by Allen Tod Architects as a catalyst to attract interest from RSLs and private sector partners with a track record in regeneration. The disposal of the site has been discussed with West Leeds Gateway Board and its preference is for a joint venture initiative to ensure that a design of the highest quality is achieved.

## **8. Contribution to Council Priorities**

- 8.1 Vision II The regeneration of the West Leeds Gateway has the potential to contribute to all three aims of the Community Strategy for Leeds (Vision II) - *going up a league* – creating a sustainable living and working environment for the West Leeds Gateway which raises the image of the area; - *narrowing the gap* – enabling local people living in the deprived communities within the West Leeds Gateway to take full advantage of the opportunities presented by the regeneration of the area by offering better education, training and employment opportunities, together with better transport and childcare; - *developing Leeds as a regional capital* – the proximity of the West Leeds Gateway to the city centre and to surrounding neighbourhoods such as Holbeck Urban Village gives it the potential to make a significant contribution to the future long term growth and success of the City.
- 8.2 Renaissance Leeds Partnership. The development of a regeneration framework for the West Leeds Gateway is one of the priority actions for 2005/6 in the business plan for the Renaissance Leeds Partnership. This focus on the West Leeds Gateway and other key projects will support and facilitate the economic growth of the city centre, rim of city centre and surrounding neighbourhoods.
- 8.3 The Adopted UDP The Unitary Development Plan (Adopted in 2001) identifies West Leeds as a number of distinct communities covering an area which is predominantly residential in character with enclaves of industry and commerce.
- 8.4 Local Development Framework. Under the Local Development Framework, the Area Action Plan for West Leeds Gateway will be adopted as a Development Plan Document (DPD). The DPD will be prepared in accordance with the other policies of the Plan, and amended in the light of public consultation, following the procedures set out in government guidance. It will be subjected to public examination and the Inspector's report will be binding. Once adopted the DPD will be a material consideration in determining planning applications.

## **9. Proposal**

- 9.1 It is recommended that the site is offered on the open market as described in Option 1 above. This method not only ensures a proper competition for the site resulting in securing best consideration, but also the Council can control the delivery of development through a building agreement.

## **10. Recommendation**

- 10.1 Members are asked to approve that Option 1, a disposal by way of a sale on the open market through inviting offers, is the method adopted to progress with the sale of this site. Any capital receipt to be ring fenced to repay the demolition costs incurred by Leeds West Homes. This approval is subject to the planning brief and housing market analysis being completed with three months plus a consultation period of the date of this report.

10.2.1 Details of offers and schemes will be reported back to Executive Board in due course for consideration.

### **Appendices**

- A Site Map of Mistress Lane
- B Allen Tod Architects winning concept design

### **Background papers**

- 1. Report to Executive Board, May 2005.



AGENDA  
 ITEM NO.:

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**Originators:**  
 Ernie Gray  
 Tel 247 6765  
 Huw Jones (re'new)  
 Tel: 245 0257

**REPORT OF THE DIRECTOR OF NEIGHBOURHOODS & HOUSING**

**REPORT TO: EXECUTIVE BOARD**

**DATE: 16th November 2005**

**SUBJECT: Leeds Housing Strategy 2005 to 2010**

<p><b>Electoral Wards Affected:</b></p> <p>All Wards</p>	<p><b>Specific Implications for:</b></p> <p>Ethnic Minorities <input type="checkbox"/></p> <p>Women <input type="checkbox"/></p> <p>Disabled People <input type="checkbox"/></p>
<p>Key Decision <input type="checkbox"/> Major Decision <input type="checkbox"/> Eligible for call in <input type="checkbox"/> Not Eligible for call In <input type="checkbox"/>          (details contained in the report)</p> <p>Executive Decision <input type="checkbox"/> Administrative Decision <input type="checkbox"/></p>	

**EXECUTIVE SUMMARY**

The review of the Leeds Housing Strategy was completed in June 2005. The strategy has been produced through the Leeds Housing Partnership with the full involvement of the range of housing partners. Once approved by Executive Board the strategy will be submitted to the Government Office for Yorkshire and the Humber for assessment.

The Vision of the Leeds Housing Strategy is to *create and maintain sustainable and cohesive communities*. The strategy contains actions that aim to ensure that all neighbourhoods across the area are 'decent places' where people want to live; achieve decent homes for all Leeds residents and tackle difficulties or disadvantages in accessing housing or housing services.

These actions will deliver housing provision that is of a decent quality, that is well-managed and maintained and which meets the needs, requirements and where possible, the aspirations of the current or potential residents of Leeds.

The Leeds Housing Strategy is clearly linked to the Leeds Regeneration Plan, City Growth and Urban Renaissance plans. It provides the strategic context for the current review of the six ALMOs that will shortly take place. It has been informed by the 5 District Housing Strategies and a series of contributory strategies relating to housing for BME communities, housing for older people, supporting vulnerable people, homelessness and housing for people with learning disabilities.

The Action Plan contained in the strategy provides a clear work programme for the Council and the other Leeds Housing Partnership members to deliver the priorities and outcomes identified.

The Government Office for Yorkshire and the Humber (GOYH) has indicated that the revised Housing Strategy is robust and will continue to be regarded as being fit for Purpose.

## 1.0 Purpose of the Report

- 1.1 The aim of this report is to seek the approval from Members of Executive Board of the revised Leeds Housing Strategy 2005 – 2010.

## 2.0 Scope of the review

- 2.1 The key policy document for the delivery of the housing elements of the Vision for Leeds is currently the Leeds Housing Strategy (LHS). The Leeds Housing Strategy was adopted by the Council in 2002 and was assessed as being Fit for Purpose by ODPM in January 2003. The strategy has been reviewed in order to revisit and confirm or amend stated priorities, output and outcome targets in order to ensure that the strategy is able to
- i) provide a framework for investment and service provision able to respond to changing housing market conditions in Leeds and its adjacent markets;
  - ii) address changing personal housing needs and requirements of the diverse communities of needs and the needs of specific groups;
  - iii) address the national priorities and targets and those set out in the new Regional Housing Strategy for Yorkshire and the Humber and the emerging West Yorkshire Housing Strategy.
- 2.2 The strategy has been through an extensive consultation process commencing with a housing strategy conference held in June 2004; a Leeds Tenant Federation consultation event held in November 2004; consultation on the first draft of the strategy through the Leeds Housing Partnership Executive and its 8 strategic working groups and task groups, and a formal consultation process held over July and August 2005.

## 3.0 Key Priorities and Actions

- 3.1 The strategy sets as its vision “**to create and maintain sustainable and cohesive communities**” and identifies three strategic aims and four priorities for action to deliver each aim and the Vision as follows:

To ensure that all neighbourhoods across the city are “decent places” where people want to live.

- a) Tackling tackle market fragility, poor housing mix and obsolete housing
- b) Increasing the numbers of affordable homes
- c) Taking action against anti-social residents
- d) improving environmental conditions

To achieve decent homes for all Leeds Residents

- a) Increasing the numbers of homes that are of a decent standard
- b) Increasing the numbers of homes that are energy efficient and reducing the numbers of households living in fuel poverty
- c) Reducing the extent of poor quality and speculative private rented housing and improving standards of housing and management
- d) Taking measures to enhance the capacity of the construction industry to undertake the significant housing improvement and construction work planned and needed in Leeds and to provide employment and training opportunities for local people

To tackle difficulties or disadvantages in accessing housing or housing services

- a) Improving access to homeownership for those unable currently to afford to do so
- b) Addressing the needs of specific groups who may be suffering disadvantage in accessing housing including vulnerable people, older people, BME communities, people with disabilities, people with learning disabilities

- c) Continuing to tackle homelessness and reduce its incidence
- d) Providing housing for students that can cater for increasing numbers while avoiding over-concentration in certain parts of the city

3.3 Local priorities and needs identified through the five District Housing Partnerships have informed the formulation of the strategy

3.4 The Action Plan incorporated into the housing strategy identifies the headline actions needed to deliver each priority.

#### 4.0 Review of Contributory Strategies

4.1 The review of the housing strategy links firmly and clearly to the formulation of the Leeds Regeneration Plan. It was also informed by the review of existing Supporting People and Homelessness Strategies and the formulation of new housing strategies for older people, BME communities and people with learning disabilities.

4.2 The **Older Persons Housing Strategy and Action Plan** has now been completed. And is the first strategy developed to meet the housing and support needs of older people in Leeds. The strategy was commissioned by the Council through the Older People's Modernisation Team. The strategy has been formulated in consultation with a wide range of organisations and builds upon national and local priorities. It reflects the views, requirements and priorities of older people in Leeds. Consultation with older people and carers was an ongoing process throughout the development of the strategy. The priorities set out in the strategy are

- Supporting people to stay in their own home for longer
- Providing additional extra care housing
- Meeting the requirements of older people with diverse needs
- Reviewing the sustainability of sheltered housing and implement plans for improvement and replacement.

An action plan has been produced which sets out what Leeds City Council and its partners need to do to improve the quality of life and well being and promote independence for all older people in Leeds. The action plan will be reviewed annually and performance managed through the Older People Modernisation Team, Leeds Housing Partnership, Supporting People Commissioning Body and the Older Persons Housing Strategy Steering Group.

4.3 The Housing Strategy for BME Communities has been developed through the auspices of the BME Housing Strategy Task Group of the Leeds Housing Partnership in response to the expectations of the ODPM and the Housing Corporation. It has been developed through extensive consultation with a wide range of organisations providing services to, or representing, BME communities through a half-day 'taking stock' consultation event and a series of 12 focus groups. The strategy will be sent for approval to the Leeds Housing Partnership Executive in October. The key priorities for action are defined in the strategy as being:

- Ensuring that housing providers deliver culturally and religiously sensitive services
- Improving access to housing services and understanding of housing options amongst BME communities
- Increasing BME participation in tenant and resident involvement mechanisms
- Using procurement powers to increase opportunities for local BME contractors and maximise the use of local labour.
- Reducing fuel poverty amongst vulnerable BME households.
- Developing long-term solutions to the causes of BME homelessness
- Supporting mobility for BME households effective advice , fair transfer and allocations policies; and increasing provision of affordable housing.
- Undertaking a review of the needs of Gypsies and Travellers in line with the Housing Act 2004

- Providing housing advice to asylum seekers and an orientation service to integrate them into local communities.
- Tackling racial harassment by encouraging reporting and taking firm action

All housing partners in Leeds will be responsible for implementing the actions contained in the action plan, including the Council, the ALMOs, RSLs and private sector partners. The Action Plan identifies a number of proposed 'champions' who will be accountable for the delivery of individual actions between 2005-2010. The BME Communities Task Group of the Leeds Housing Partnership will monitor the implementation of the Strategy and Action Plan and work to secure the commitment of key partners

## **5.0 Delivery and Review of the Leeds Housing Strategy**

5.1 The Leeds Housing Partnership Executive will review the outputs and outcomes of the Housing Strategy Action Plan and the action plans of the contributory strategies. Such reviews will take place on a six monthly basis and will focus on

- Reviewing performance against outcome targets
- Identifying any emerging issues that may require action
- Report key issues to the Leeds Housing Partnership

5.2 The Government Office for Yorkshire and the Humber (GOYH) have given comment on the revised strategy and have indicated that they do not wish to formally reassess the strategy given that it has been subject to update rather than full review. They have indicated however, that the changes made are robust; that the strategy soundly covers major regional and sub-regional strategic changes and remains Fit for Purpose.

## **6.0 Recommendations**

6.1 The Executive Board is asked to

- note the review of the Leeds Housing Strategy
- To approve the revised Leeds Housing Strategy 2005 – 2010
- To approve the Older Persons Housing Strategy and Action Plan
- To approve the BME Housing Strategy and Action Plan.

## **7.0 Background Papers**

7.1 **A hard copy of the Leeds Housing Strategy/Action Plan is available upon request from the clerk whose name is detailed on the agenda papers. The Leeds Housing Strategy and Action together with the Housing Strategy for Older People and Action Plan and the BME Housing Strategy and Action Plan can be viewed on the intranet.**

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**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS  
REPORT TO EXECUTIVE BOARD  
DATE 16 November 2005**

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**SUBJECT: Primary Review: Proposal for Alwoodley Primary Planning Area**

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## **EXECUTIVE SUMMARY**

### **1 Introduction**

- 1.1 The report informs the Executive Board of the outcome of consultation undertaken on the proposed closure of Fir Tree Primary School in September 2006.

### **2. Background**

- 2.1 The Alwoodley Planning Area comprises two community schools - Alwoodley and Fir Tree Primary Schools, Archbishop Cranmer (VA) Church of England Primary School, St Paul's Catholic Primary School and the Jewish Primary School, Brodetsky. There is a higher representation of faith schools in Alwoodley than other parts of the city. There are insufficient children of primary age to support full intakes for all schools in the Alwoodley area. The schools that have most felt the impact are Fir Tree Primary and Archbishop Cranmer CE Primary School, which in January 2005 had 122 and 206 pupils on roll respectively.

### **3. Main Issues raised during Consultation**

#### **3.1 Community Provision in the area**

Concerns were expressed that there would be insufficient community provision in the Alwoodley area if Fir Tree Primary School closed. Parents could be forced to accept places in church schools or seek community provision out of the area as the nearest community schools, Alwoodley and Highfield Primary School, were virtually full. It was suggested that, as Archbishop Cranmer Primary School is the only local school with sufficient spare places, Fir Tree parents would be forced to accept a place in a Church school, heralding the end of parental preference.

#### **Education Leeds response**

There are two different issues in respect of community places. The first is whether, in the event that Fir Tree Primary closes, there would be sufficient places for pupils who would wish to transfer to a community school. The second issue is whether there would be sufficient community places for future intakes of children into reception who live within the locality and would want a place in a community school.



In respect of the first issue, Education Leeds accepts that, based on admission numbers and current numbers on roll, there would be insufficient community schools in the locality if, at the point of closure, all parents with children at Fir Tree preferred a community school. The two nearest community schools, Alwoodley Primary and Highfield Primary, would have some spaces but not enough for all pupils from Fir Tree Primary School. These schools would be reluctant to take children above their admission numbers. There would be places at Archbishop Cranmer Primary School, which in fact serves a very similar population to Fir Tree and has a very similar mixed intake with children from different ethnicities and faiths.

In terms of future provision, Education Leeds is of the view that there would be sufficient community places in Alwoodley for future intakes if Fir Tree Primary closed. Alwoodley Primary School offers 60 places per year, but increasingly takes pupils from a very wide geographic area, which reflects the fact that there are fewer children near to the school. This means that if more local children preference the school, they would be offered a place before those coming from further afield.

### **3.2 Value of the school**

Several responses during the consultation drew attention to the excellent provision at Fir Tree which offers a range of unique services, in particular those that support “new arrivals”. If the school closes, pupils would have to move to schools that cannot offer the same specialist facilities as Fir Tree and this would not be acceptable for families from disadvantaged backgrounds

#### **Education Leeds Response:**

Fir Tree Primary’s achievements and the valued placed on the school by pupils, staff and parents are acknowledged. The staff at Fir Tree is dedicated to providing the best education possible for all pupils at the school. The same can be said for staff in other schools in the area that also offer an effective education. Officers responsible for the Oracy project and Pupil Development Centres would seek to reprovide these facilities within the locality.

### **3.3 Alternative Proposals**

During the consultation concerns were raised that the consultation document was incomplete and inconsistent. It was suggested that the option to close Fir Tree Primary School was supported by a minimalist argument and that does not achieve justice for children. Other options should be considered - the closure of Archbishop Cranmer Primary School; a Federation between Fir Tree and another local school; downsizing provision at other schools (Alwoodley Primary School). It was felt that these would achieve the objectives of reducing surplus places and strengthen Fir Tree’s sustainability.

A number of respondents agreed with Education Leeds perspective that there are too many surplus places in Alwoodley and that a sustainable long-term solution is required. Some respondents felt that the closure of Fir Tree Primary would achieve this. Arguments against downsizing provision in all schools and an amalgamation of Fir Tree and Archbishop Cranmer Primary were put forward.

#### **Education Leeds response:**

During informal consultation Education Leeds looked at a range of different ways to address surplus places across the schools in Alwoodley. The consultation

document included the three that Education Leeds felt were most worthy of further consideration, with the proposal to close Fir Tree clearly identified as Education Leeds preference. As a viable one form of entry primary school, Archbishop Cranmer does not present itself for closure. A Federation between Fir Tree and another local school would not address the issue of surplus places and best value in the use of school sites. It would be very difficult to expect a successful and popular school such as Alwoodley Primary School to reduce its intake. However, this would most probably direct some pupils towards Fir Tree and increase the school's number on roll.

### **3.4 Investment in the Fir Tree Building**

Several respondents questioned why Education Leeds was proposing to close the school after significant investment has been made in the building.

#### **Education Leeds response:**

Over £430,000 was spent in 2002/3 to down-size the accommodation available at Fir Tree to remove surplus and create a building more suited to a one form of entry school, with the objective of securing the school's future. Unfortunately the enrolment of the school has continued to fall, to a point where it is about half the enrolment of a full 1FE school. In addition intakes in neighbouring schools are also feeling the effects of falling rolls and there is increasing competition among local schools to attract pupils. A more radical solution to achieve sustainable provision has therefore been proposed in the closure of Fir Tree Primary.

### **3.5 Class sizes**

Concerns were raised that children would have to be taught in larger classes if Fir Tree closed and would lose the value that small classes offer, such as individual attention. Small classes are especially valuable for children with SEN and children with English as a second language.

#### **Education Leeds response:**

Schools that have low enrolments and falling pupil numbers do not necessarily have smaller classes. Schools are funded through a formula which is largely determined by how many children attend each school. The available budget tends to determine how governing bodies decide to organise classes. Very small schools are more likely to operate mixed age classes than one or two form of entry schools that are nearly full, because school budgets cannot support single aged classes when intakes are very low. There is no verifiable evidence that being in a class of 30 pupils impacts negatively on attainment. It is important to also consider the adult: pupil ratio in classes.

### **3.6 Access to other schools**

The point was made that the time taken to walk from Fir Tree to Highfield Primary had been miscalculated – it takes a child 20 minutes, and not the 10 minutes suggested. Concerns were raised that the walk was not safe and that to reach alternative community schools, pupils would need to cross busy roads (Harrogate Road and King Lane).

#### **Education Leeds response:**

Some families that live near to Fir Tree Primary do in fact attend Alwoodley and Highfield Primary Schools and choose to travel to these schools, despite the perceived hazards. Not all of the pupils attending Fir Tree walk to school presently depending on where they live, but a significant number do. If this

proposal proceeds, all schools receiving pupils from Fir Tree will be encouraged to develop strategies within a school travel plan to facilitate safe access, such as walking buses.

### **3.7 Impact on the community and future use of Fir Tree**

Responses consider that insufficient attention has been paid to the fact that the area served by Fir Tree is very different to other parts of Alwoodley and is characterised by disadvantage and deprivation. Fir Tree is considered by many to be at the heart of the local community and the local population deserves that the school is preserved and funded to meet their needs. A petition was received from the Manor Park Football club, which has over 50 members, that has recently started to use the school site.

Fir Tree Primary School feels that it is well placed to develop as an extended school, building on the proactive steps governors have taken in recent years to increase links with the local community and to house other agencies on site, such as Education Welfare Officers.

#### **Education Leeds response:**

This proposal has been largely driven by concerns around demographic demand and the sustained educational viability of primary schools in the Alwoodley area. The school serves a vulnerable community, which values the services that it provides. Education Leeds fully supports the development of extended school facilities in the Alwoodley area as part of the Change for Children agenda. Across the city clusters of schools are considering how between them they can extend facilities for pupils and their families. Such developments would be supported in local schools, but the core function of schools has to be sustainable and based on healthy pupil intakes.

### **3.8 Early Years and Children's Centre Development**

Several respondents expressed their appreciation of the community nursery that is co-located on the Fir Tree site and the support it offers local families through offering flexible packages of childcare. Cedars Out-of- Hours club and holiday play schemes are also highly valued.

Governors and parents of pupils at Fir Tree Primary School have suggested that the school is ideally suited for the establishment of a Children's Centre to serve Alwoodley. Concern was expressed that consideration of the location of a Children's Centre for the Alwoodley area was not co-ordinated with the reorganisation process and that no decision on the proposal should be taken until the siting of the Children's Centre was agreed. Respondents associated with Archbishop Cranmer Primary School made very similar arguments about Archbishop Cranmer's suitability for a Children's Centre. The school suggested that its site was centrally located in relation to the Lingfield and Cranmer Bank estates that the Children's Centre would serve.

#### **Education Leeds response**

The nursery located on the Fir Tree site, Little Firs, is obviously valued by the families that use it. If Fir Tree Primary School closed and the site was retained for alternative use, the nursery could continue to operate on the site. It would be supported to relocate within the locality if the site ceased to be used by the City Council.

A Children's Centre in Alwoodley to serve families on the Lingfield and Cranmer

Bank estates is being developed as part of the Children's Centre programme with a view to roll out in 2006. Careful consideration is being given to the location of this facility to serve these communities in tandem with the consultation on the proposal to close Fir Tree. School sites certainly are an obvious setting for consideration for Children's Centres. However, any investment in infrastructure linked to schools has to be targeted at those that are secure for the medium to long term, to ensure best value.

#### **4. The Way Forward**

**4.1** Education Leeds has listened carefully to the views expressed during the consultation period. It is very clear that the community served by Fir Tree cares passionately about the school and wishes to see it develop as an extended school.

While Education Leeds remains concerned about the long-term vulnerability of Fir Tree Primary School, it acknowledges that there are some issues arising out of the consultation undertaken that warrant further consideration and reflection. A key issue is where children would transfer to if the school closed. Education Leeds is therefore of the view that this proposal should not proceed at this moment in time, but that further work should be done in relation to alternatives suggested during the consultation period. This work will be done in the context of Every Child Matters and the delivery of integrated services for the wider area.

#### **5. Financial Implications**

**5.1** There would be annual revenue savings of approximately £120,000 from the closure of Fir Tree Primary School, if this proposal was to proceed, although initially this could be reduced due to potential costs incurred during the transitional period.

**5.2** The Fir Tree Primary School site would be declared surplus to educational requirements if this proposal proceeds. There is a potential for the building to be retained by the City Council for public service provision and/or community use. If, however, there is a capital receipt generated from the site, a proportion of this would be used to fund works at other primary schools in the Alwoodley area, that are also affected by this proposal.

#### **6. Recommendation**

**6.1** Executive Board is asked to note that Education Leeds wishes to undertake further work in the light of issues raised during consultation on the closure of Fir Tree Primary School. Therefore it is recommended that the City Council does not proceed with the proposed closure of Fir Tree Primary School at this moment in time. This means that no significant changes to the structure of primary provision in Alwoodley will be implemented in September 2006.

Education Leeds will bring a further report to the Executive Board on primary provision in the Alwoodley area within this academic year.

**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS  
 REPORT TO EXECUTIVE BOARD  
 DATE 16 November 2005**

**SUBJECT: Primary Review: Proposals for Alwoodley Primary Planning Area**

**Electoral Wards Affected:**

Alwoodley

**Specific Implications For:**

Ethnic Minorities

Women

Disabled People


**Please indicate that the following have been addressed within the report:**

**Resource Implications:**

Finance

Personnel

Accommodation/Buildings

✓
✓
✓

**Policy Implications:**

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Executive Board Decision

✓
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Eligible for Call-in

✓
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Not Eligible for Call-in

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**1.0 Purpose of the Report**

**1.1** The report informs the Executive Board of the outcome of consultation undertaken on the proposed closure of Fir Tree Primary School in September 2006.

**2.00 Background**

**2.1** The Alwoodley Planning Area comprises two community schools - Alwoodley and Fir Tree Primary Schools, Archbishop Cranmer (VA) Church of England Primary School, St Paul's Catholic Primary School and the Jewish Primary School, Brodetsky. There is a higher representation of faith schools in Alwoodley than other parts of the city. There are insufficient children of primary age to support full intakes at all schools in the Alwoodley area. A review of provision in the area has been undertaken into concerns about the impact of falling numbers across schools in the area.

**2.2** On 6<sup>th</sup> July, the Executive Board considered a report which outlined options for the future pattern of primary provision in the Alwoodley Primary Planning Area. At this meeting, the Executive Board granted Education Leeds permission to undertake public consultation on the proposal to close Fir Tree Primary School in September 2006. A six week period of public consultation ran from 8<sup>th</sup> September to 20<sup>th</sup> October.

- 2.3** There is concern over the long-term viability of the current pattern of provision in Alwoodley, given that the impact of the declining birth rate is not felt evenly across all schools. Current intakes into the five schools in Alwoodley (146 pupils in September 2004) and future projections of around 150-160 pupils suggest that a rationalisation of the 210 places currently available is required. (Table 2). The schools that have seen their pupil numbers reduce considerably in recent years are Fir Tree Primary and Archbishop Cranmer CE Primary School. In September 2004, the intake into Reception at Fir Tree Primary School was only 9 and this September it appears to be a similar number.
- 2.5** The long-term vision for primary provision in Alwoodley is for all local schools to be sustainable, well resourced schools that offer an inspiring education for pupils. The proposal to close Fir Tree Primary would consolidate provision into fewer schools and ensure the long-term viability of the schools that would be retained.

### **3.0 The Issue**

- 3.1** Public consultation on the proposal to close Fir Tree Primary School commenced on 8<sup>th</sup> September and ended on 20<sup>th</sup> July. A consultation document was widely distributed to parents, staff, governors and agencies working in the area and was made available through a number of outlets. The consultation document included a pro-forma response form to encourage written responses. During this period, meetings were held with a range of stakeholders and minuted for the purposes of recording the views expressed. A copy of all written responses and the minutes from the consultation meetings are available in the Members' Library.

#### **Timetable of Consultation Meetings**

12<sup>th</sup> September Fir Tree Staff  
12<sup>th</sup> September Fir Tree Governors  
29<sup>th</sup> September Public meeting at Fir Tree Primary School  
20<sup>th</sup> September North East Outer Area Committee  
22<sup>nd</sup> September North East District Partnership  
17<sup>th</sup> October North East Inner Area Committee

- 3.2** A total of 416 written responses have been received, from parents, staff, governors, pupils and other stakeholders. 216 were associated with Fir Tree Primary School and 111 were associated with Archbishop Cranmer CE Primary School, with the remainder associated with other schools or no school in particular. The majority of responses opposed the proposal. A number of written responses accepted the need for some form of action to reduce surplus places in the area and that the closure of Fir Tree would achieve a sustainable solution.
- 3.3** All of the written responses received have been analysed in detail. The following section provides an overview of the key issues raised during consultation and Education Leeds' response. It should be noted that this is a summary and there is therefore an inevitable loss of detail.

### **3.4 Main issues raised during Public Consultation**

#### **3.5 Community Provision in the area**

Concerns were expressed that there would be insufficient community provision in the Alwoodley area if Fir Tree Primary School closed. Children might need to be taught in portakabins as there were not enough places. Parents could be forced to accept places in church schools or seek community provision out of the area as the nearest

community schools, Alwoodley and Highfield Primary School, were virtually full. The view was expressed that many of the families that Fir Tree serves do not have access to a car and that this is therefore very unfair. The head of Alwoodley Primary made it clear that governors of the school would not take any children above the school's admission number and would not support temporary accommodation on the school site. It was suggested that as Archbishop Cranmer Primary School is the only local school with sufficient space to accommodate Fir Tree parents that they would be forced to accept a place in a Church school, heralding the end of parental preference.

### **Education Leeds response**

There are two different issues in respect of community places. The first is whether in the event that the Fir Tree closes there would be sufficient places for pupils who would wish to transfer to a community school. The second issue is whether there would be sufficient community places for future intakes of children into reception who live within the locality and would want a place in a community school.

In respect of the first issue, Education Leeds accepts that, based on admission numbers and current numbers on roll, there would be insufficient community schools in the locality if, at the point of closure, all parents with children at Fir Tree preferenced a community school. In situations of school closure, however, other local schools typically work with Education Leeds during the transition period by taking above their admission number to accommodate parental preferences and to support parents through the transition period. The two nearest community schools, Alwoodley Primary School and Highfield Primary, would have some spaces but insufficient to take all pupils from Fir Tree Primary School. These schools would be reluctant to take above their admission numbers - Alwoodley Primary School has made it absolutely clear that the school would not admit any children above its admission number of 60. During public consultation parents expressed a clear view that they would not want their children to attend a faith school, even though Archbishop Cranmer Primary School is very near to Fir Tree Primary. Archbishop Cranmer Primary in fact serves a very similar population to Fir Tree and has a very similar mixed intake with children from different ethnicities and faiths. The school's focus is to serve its local community and this is supported by the school's admission policy. It is likely that some pupils would opt to transfer to the school, if this proposal was to proceed.

Education Leeds acknowledges that there is more faith provision in Alwoodley than most parts of the city. It is not unusual for there to be Catholic and Church of England primary schools within such an area, but Brodetsky Jewish Primary is the only one of its kind in the city. In terms of future provision, Education Leeds is of the view that there would be sufficient community places in Alwoodley for future intakes if Fir Tree Primary closed. Alwoodley Primary School offers 60 places per year, but increasingly takes pupils from a very wide geographic area, which reflects the fact that locally to the school birth rates have been falling over the past few years. This means that if more local children preference the school, they would be offered a place before those coming from further afield. This has been tested with the pupils that first preferenced Fir Tree in September 2004 and September 2005. All would have been offered a place in Alwoodley Primary had they in fact preferenced the school.

### **3.6 Value of the school**

Several responses during the consultation drew attention to the excellent provision at Fir Tree which offers a range of unique services, in particular those that support "new arrivals". The Oracy project that is cited at Fir Tree is considered to be a very

significant asset for the school and the city as a whole and is not easily transferable to another setting. The school does excellent work with children with English as a second language and this is supported by small class size. A Pupil Development Centre has also been established at the school. If the school closes, pupils would have to move to schools that cannot offer the same specialist facilities as Fir Tree and this would not be acceptable for families from disadvantaged backgrounds. Despite falling rolls, the school has managed to balance its budget. Several respondents commented upon the school's successful Ofsted inspection.

**Education Leeds response:**

Fir Tree Primary's achievements and the valued placed on the school by pupils, staff and parents are acknowledged. The staff at Fir Tree is dedicated to providing the best education possible for all pupils at the school. However, the same can be said of all schools in the Alwoodley area which are effective schools and would provide a good quality of education for the pupils currently at Fir Tree. Education Leeds officers responsible for the Oracy project and Pupil Development Centre would seek to reprovide these facilities within the locality.

### **3.7 Alternative Proposals**

During the consultation concerns were raised that the consultation document was incomplete and inconsistent. It was suggested that the option to close Fir Tree Primary School was supported by a minimalist argument and that does not achieve justice for children. It was suggested that other options, some of which had been suggested during informal consultation, should have been included along with comprehensive evidence of why other proposals were not pursued. Alternative proposals that governors and individuals associated with Fir Tree felt should have been considered include: the closure of Archbishop Cranmer Primary School (as the school also has falling rolls and surplus places); a Federation between Fir Tree and another local school; downsizing provision at other schools (Alwoodley Primary School). It was felt that these would achieve the objectives of reducing surplus places and strengthen Fir Tree's sustainability.

A number of respondents agreed with Education Leeds perspective that there are too many surplus places in Alwoodley and that a sustainable long-term solution is required. Some respondents felt that the closure of Fir Tree Primary would achieve this. Some expressed concern that downsizing provision would engender year on year loss of resources and would require staff redundancies, to the detriment of all children. Arguments against an amalgamation of Fir Tree and Archbishop Cranmer Primary included the fact that this would cause maximum disruption and would create more uncertainty. It would also be built on a premise that parents at Fir Tree would be happy to attend a faith school. A case was put forward for retaining Archbishop Cranmer as it is a viable one form of entry school, serves a wide community and provides a high standard of education to the families it serves, who are of many different faiths and of none. Archbishop Cranmer Primary would offer continuity for parents and pupils.

**Education Leeds response:**

During informal consultation Education Leeds looked at a range of different ways to address surplus places across the schools in Alwoodley. The consultation document included the three that Education Leeds felt were worthy of further consideration, with the proposal clearly identified as Education Leeds preference. As a viable one form of entry primary school, Archbishop Cranmer does not present itself for closure. Intakes in recent years have certainly fallen from its admission number of 45, but the school



currently has around 200 children on roll. A Federation between Fir Tree and another local school would not address the issue of surplus places and best value in the use of school sites. It would, however, preserve the current pattern of provision with increased potential to share resources.

The Church of England Diocese would only support an amalgamation of Fir Tree and Archbishop Cranmer Primary Schools as a Voluntary Aided School. If this was pursued, parents of Fir Tree and staff would be expected to transfer to an Aided school – something that parents during the consultation period have suggested they would not be happy to do.

It would be very difficult to expect a successful and popular school such as Alwoodley Primary School to reduce its intake. However, this would most probably direct some pupils towards Fir Tree and increase the school's number on roll.

### **3.8 Investment in the Fir Tree Building**

Several respondents questioned why Education Leeds was proposing to close the school after significant investment has been made in the building.

#### **Education Leeds response:**

Over £430,000 was spent in 2002/3 to down-size the accommodation available at Fir Tree to remove surplus and create a building more suited to a one form of entry school, with the objective of securing the school's future. Unfortunately the enrolment of the school has continued to fall, to a point where it is about half the enrolment of a full 1FE school. In addition intakes in neighbouring schools are also feeling the effects of falling rolls and there is increasing competition among local schools to attract pupils. A more radical solution to achieve sustainable provision has therefore been proposed in the closure of Fir Tree Primary. There have been other, less substantial sums invested on various works for the day-to-day running of the school and establishment of specialist facilities. Details are given in Table 5 of Appendix B. If Fir Tree closed, the City Council may wish to consider retaining the building for alternative use.

### **3.9 Class sizes**

Concerns were raised that children would have to be taught in larger classes if Fir Tree closed and would lose the value that small classes offer, such as individual attention. Small classes are especially valuable for children with SEN and children with English as a second language.

#### **Education Leeds response:**

Schools that have low enrolments and falling pupil numbers do not necessarily have smaller classes. Schools are funded through a formula which is largely determined by how many children attend each school. The available budget tends to determine how governing bodies decide to organise classes. Very small schools are more likely to operate mixed age classes than one or two form of entry schools that are nearly full, because school budgets cannot support single aged classes when intakes are very low. There is no verifiable evidence that being in a class of 30 pupils impacts negatively on attainment. It is important to also consider the adult: pupil ratio in classes. Schools with more resources may have the flexibility to employ classroom assistants and support workers to work alongside teachers.

### **3.10 Access to other schools**

There was significant concern that Education Leeds has not taken sufficient account

of the difficulties that parents would have to reach alternative provision. In particular the point was made that the time taken to walk from Fir Tree to Highfield Primary had been miscalculated – it takes a child 20 minutes, and not the 10 minutes suggested. More importantly concerns were raised that the walk was not safe and that to reach alternative schools children would need to cross busy roads (Harrogate Road and King Lane).

**Education Leeds response:**

Some families that live near to Fir Tree Primary do in fact attend Alwoodley and Highfield Primary Schools and choose to travel to these schools, despite the perceived hazards. Not all of the pupils attending Fir Tree walk to school presently depending on where they live, but a significant number of children do. If this proposal proceeds, all schools receiving pupils from Fir Tree will be encouraged to develop strategies within a school travel plan to facilitate safe access, such as walking buses.

**3.11 Impact on the community and future use of Fir Tree**

Responses consider that insufficient attention has been paid to the fact that the area served by Fir Tree is very different to other parts of Alwoodley and is characterised by disadvantage and deprivation. Fir Tree is considered by many to be at the heart of the local community and the local population deserves that the school is preserved and funded to meet their needs. A petition was received from the Manor Park Football club, which has over 50 members, that has recently started to use the school site.

Fir Tree Primary School feels that it is well placed to develop as an extended school, building on the proactive steps governors have taken in recent years to increase links with the local community and to house other agencies on site, such as Education Welfare Officers. The building meets full accessibility criteria. An extended school on the site could offer a range of services the community lacks - adult education, a “one stop shop” for council services, a base for community policy, and services for the increasing numbers of elderly residents in the area. The Area Management Committees supported the retention of Fir Tree as an extended school. The District Partnership expressed similar views, as the Lingfield and Cranmer Bank areas have been identified as priority areas for regeneration needs. However, if the school closes, the Partnership would support a community resource being retained on the school site.

**Education Leeds response:**

This proposal has been largely driven by concerns around demographic demand and the sustained educational viability of primary schools in the Alwoodley area. Education Leeds has listened carefully to the views expressed during consultation regarding the importance of the school within the local community. The community values the services that the school provides and that there is a potential for the school to develop further services as an extended school. It is acknowledged that this part of Alwoodley is not affluent and that the vulnerable community served by Fir Tree and Archbishop Cranmer Primary Schools benefits from local access to facilities.

Education Leeds fully supports the development of extended school facilities in the Alwoodley area as part of the Change for Children agenda. Across the city clusters of schools are considering how between them they can extend facilities for pupils and their families. Such developments would be supported in local schools, but the core function of schools has to be sustainable and based on healthy pupil intakes.

**3.11 Early Years and Children’s Centre Development**

Education Leeds was criticised for not acknowledging the community nursery at Fir Tree which serves a large number of local families. The nursery evolved from governors' drive to see the school develop services for the community. Several respondents expressed their appreciation of the nursery and the support it provides to local families through offering flexible packages of childcare. Cedars Out-of- Hours club and holiday play schemes are also highly valued.

Governors and parents of pupils at Fir Tree Primary School have suggested that the school is ideally suited to the establishment of a Children's Centre to serve Alwoodley. The school has a successful nursery and offers extended use of the building on a weekly basis. The school supports refugees and children with English as an Additional Language and parents who want community provision. Concern was expressed that consideration of the location of a Children's Centre for the Alwoodley area was not co-ordinated with the reorganisation process and that no decision on the proposal should be taken until the siting of the Children's Centre was agreed. It was suggested that a more holistic solution needed to be sought in the context of Every Child Matters.

Respondents associated with Archbishop Cranmer Primary School made very similar arguments about Archbishop Cranmer's suitability for a Children's Centre. The school suggested that its site was centrally located in relation to the Lingfield and Cranmer Bank estates that the Children's Centre would serve.

### **Education Leeds response**

The nursery located on the Fir Tree site, Little Firs, is obviously valued by the families that use it. If Fir Tree Primary School closed and the site was retained for alternative use, the nursery could continue to operate on the site. If the site ceased to be used by the City Council the nursery would be supported to relocate within the locality.

if A Children's Centre in Alwoodley to serve families on the Lingfield and Cranmer Bank estates is being developed as part of the Children's Centre programme with a view to roll out in 2006. Careful consideration is being given to the locality of this facility to serve these communities in tandem with the consultation on the proposal to close Fir Tree. School sites certainly are an obvious setting for consideration for Children's Centres. However, any investment in infrastructure linked to primary schools has to be targeted at schools that are secure for the medium to long term, to ensure best value and long-term investment. The preference would therefore be to establish a Children's Centres on schools that have healthy intakes and are considered to be viable.

Fir Tree Primary School feels it would attract more families if a Children's Centre operated from the site, linked to existing nursery provision. This may be the case, but other local schools may feel the effect of this as there are not sufficient pupils to sustain the current pattern of provision. We could well see the issue of vulnerability shift to another school.

### **3.12 SEN**

Careful management of the impact of this proposal on pupils with Special Educational Needs would be built into the implementation phase, should it proceed.

### **3.13 The Way Forward**

Education Leeds has listened carefully to the views expressed during the consultation period. It is very clear that the community served by Fir Tree cares passionately about the school and wishes to see it develop as an extended school.

While Education Leeds remains concerned about the long-term vulnerability of Fir Tree Primary School, it acknowledges that there are some issues arising out of the consultation undertaken that warrant further consideration and reflection. A key issue is where children would transfer to if the school closed. Education Leeds is therefore of the view that this proposal should not proceed at this moment in time, but that further work should be done in relation to alternatives suggested during the consultation period. This work will be done in the context of Every Child Matters and the delivery of integrated services for the wider area.

#### **4.0 FINANCIAL IMPLICATIONS**

- 4.1** There would be an annual revenue saving of approximately £120,000 from the closure of Fir Tree Primary School, if this proposal was to proceed, although initially this could be reduced due to potential costs incurred during the transitional period.
- 4.2** The Fir Tree Primary School site would be declared surplus to educational requirements if this proposal proceeds. There is a potential for the building to be retained by the City Council for public service provision and/or community use. If, however, there is a capital receipt generated from the site, a proportion of this would be used to fund works at other primary schools in the Alwoodley area, that are also affected by this proposal.

#### **5.0 STATUTORY IMPLICATIONS**

- 5.1** The review of primary provision fulfils the LEA's statutory requirement to keep under review the supply and demand of school places.
- 5.2** The recommendation of this report is not to proceed with the proposal at this time and the formal statutory period will not be triggered.

#### **6.0 EQUALITY IMPLICATIONS**

- 6.1** The proposals have been subject to equality impact assessment. The five schools in the area have a variety of ethnic composition and the percentage of White/British pupils in Brodetsky (99%) is higher than in the other schools. 62% of pupils at Fir Tree Primary Schools are white/British, 60% in Alwoodley Primary and 70% of Archbishop Cranmer are white/British. Around 46 children at Fir Tree are from minority ethnic groups. All of the schools within the area that pupils from Fir Tree would most probably transfer to if the school close have mixed ethnicity. The balance of ethnicity in these schools could slightly shift, but it is not likely that there would be a negative impact on pupils' attainment.

#### **7.0 LINKS TO KEY PRIORITIES**

- 7.1** Proposals under the Primary Review reflect key priorities identified in the Education Development Plan, the Asset Management Plan and the Corporate Plan by contributing to the target to reduce primary surplus places, the raising achievement agenda and improving the school estate.

#### **8.0 CHIEF EDUCATION OFFICER'S COMMENTS**

- 8.1** Proposals for the establishment, alteration or discontinuance of schools and the determination to implement such proposals remain a function to be performed by the Council under the arrangements involving Education Leeds.
- 8.2** The arrangements require that the Council has regard to advice and draft plans where appropriate from Education Leeds when carrying out this function.
- 8.3** The contents of this report have been discussed with the Chief Education Officer. The Chief Education Officer feels that the report includes all the analysis and considerations that he would wish to be drawn to the Executive Board's attention in considering this matter.

## **9.00 RECOMMENDATIONS**

- 9.1** Executive Board is asked to note that Education Leeds wishes to undertake further work in the light of issues raised during consultation on the closure of Fir Tree Primary School. Therefore it is recommended that the City Council does not proceed with the proposed closure of Fir Tree Primary School at this moment in time. This means that no significant changes to the structure of primary provision in Alwoodley will be implemented in September 2006.
- 9.2** Education Leeds will bring a further report to the Executive Board on primary provision in the Alwoodley area in due course.

## Appendix A

### Summary of concerns raised by individual responses to the proposal to close Fir Tree Primary School.

		Number of responses
Access	Proposal would lead to pupils having to cross busy major roads	20
	Proposal would lead to increase in congestion	8
	20 minutes walk to alternatives	6
	Archbishop Cranmer is centrally located and better for Children's Centre	113
	Expense of travel	1
Admissions	Schools offered are already full	47
	Lack of other community schools around	9
Buildings & Sites	Don't want to be educated in portacabins	23
	Site large enough for other facilities	5
	Fir Tree PS have very large playing fields	13
	Archbishop Cranmer has larger sports fields	1
	Integrated services	1
	Against downsizing of ABC	107
Community	Fir Tree is at centre of the community	39
	Fit Tree is ideal site for Children's Centre	17
	ABC has better links with the community	4
	Strong community links	33
	School serves many cultures & religions	40
	Use / develop school for community as an education facility	6
	Ideal for mixed-jewish families who are not welcome at Brodetsky	3
	Serves a deprived area	4
	Serves asylum seekers & refugees	12
Disruption to children	Children would be disrupted by closure	42
	No evidence of development for support for Refugee & Asylum Seekers- will need more facilities in future	1
Early Years	Relocation of nursery would be difficult	10
	School offers before and after school childcare	53
	Highfield does not have a Nursery	1
	Child-Care fees are reasonable	2
	Siting of Children's centre should be decided before any decision	2
Facilities	Pupil Development Centre being established	6
	Fir Tree has excellent facilities	2
	Archbishop Cranmer has better facilities	2
	Already multi-agency facilities	7
	Oracy unit for EAL pupils	8
Finance	EL invested a lot of money in Fir Tree	31
	Investment in Oracy unit	17
	Downsizing will reduce funding to the schools	1
	Finances seem to have a higher priority than children's interest	12
	FTPS has never been over budget, money constantly spent on remodelling the school	1
	Support proposal - small classes are more expensive	1
Parental Choice	Parental choice would be diminished	5
Process	Another school move after recent change of school	8

	Proposal being rushed through for political reason	1
	Consultation document talks of proposals	1
Pupil numbers	Reception numbers are increasing	2
	Small classes are better than big classes	37
	LEA should reduce numbers at other schools	2
	Surrounding schools won't be able to accommodate all the pupils	3
	Close Arch. Cranmer instead	6
	Single - aged classes would be difficult to provide if Archbishop Cranmer downsized	114
	No excess room in other schools	1
	Class sizes at Alwoodley PS would increase	1
SEN issues	Inclusive towards children with behavioural problems	1
Staffing	Doubts the support that will be given to staff	1
	Dedicated staff	14
	Staff will be made redundant	116
Standards	Oracy unit serves all children	23
	Good Ofsted in 2004	7
	School has good standards	27
	Archbishop Cranmer achieves high standards	117
	Many children from deprived families achieve good results	8
	Good 'SAT' results	50
	Supports the provision of a Christian based education	1
	Fir Tree PS is very inclusive	1
Status	Choice of a community school in area would be restricted	16
	Don't want a church school	37
Other	Don't want school replaced by housing	2
	Proposal and research not comprehensive enough	3
	Don't close school	733*
	Reasons given to close Fir Tree PS not good enough	4
	Unhappy with proposal after hard work by staff, parents & pupils	9
	Support the closure of Fir Tree PS as the best alternative	132
	Close the school, keep the nursery	3
	Against amalgamation between Fir Tree and Archbishop Cranmer	131
	If school closes, must keep community provision	1
	Closure will have adverse effect on Alwoodley PS	1
	Too many surplus places ion Alwoodley area	1
	A merger would entail the closure and possible relocation of ABC	1
	A merger/closure would cause disruption to pupils	1
	The children are happy at Fir Tree	2
	Downsizing wouldn't provide a solution to the surplus places in Alwoodley	2
	Concerned about the standard of education and the reputation declining if Archbishop Cranmer merged with Fir Tree	1
	Fir Tree should be developed into an extended school	1

\*Includes respondents on a petition with 484 signatures and 87 letters from pupils.

## Appendix B

### Demographic Data

**Table 1: Current Position (2004/5)**

	Type of School	Nursery Roll Jan 2005	Ad. Limit	Reception (Jan 2005)	Number on Roll (Jan 2005)	NET Capacity	Surplus Places Jan 2005 (%)
Alwoodley	3 - 11 primary	75	60	56	398	420	22 (5%)
Archbishop Cranmer (VA)	5 - 11 primary		45	19	206	236	30 (13%)
Brodetsky (VA)	3 - 11 primary	41	45	39	278	315	37 (12%)
Fir Tree	5 - 11 primary		30	9	122	178	56 (31%)
St Paul's	5 - 11 primary		30	23	175	209	34 (16%)
<b>Totals</b>		<b>116</b>	<b>210</b>	<b>146</b>	<b>1179</b>	<b>1359</b>	<b>179 (13%)</b>

**Table 2: School Intake Projections**

School	2005	2006	2007	2008	2009	Admission limit
Alwoodley	56	58	53	56	60	<b>60</b>
Archbishop Cranmer CE	18	18	18	19	18	<b>45</b>
Brodetsky	41	36	38	42	38	<b>45</b>
Fir Tree	9	9	9	10	9	<b>30</b>
St Paul's RC	23	23	23	23	22	<b>30</b>
<b>Area totals</b>	<b>147</b>	<b>144</b>	<b>141</b>	<b>150</b>	<b>147</b>	<b>210</b>

**Table 3: Improvement Measure - Key Stage 2 combined SATs results Level 4+**

	2001	2002	2003	2004	2005
Alwoodley Primary	247	271	286	271	273
Archbishop Cranmer CE Primary	235	228	230	246	251
Brodetsky Primary	277	275	297	290	279
Fir Tree Primary	200	229	230	193	248
St Paul's RC Primary	282	241	264	273	240
<b>LEA Average</b>	<b>234</b>	<b>236</b>	<b>238</b>	<b>238</b>	<b>240</b>
National Average	<b>233</b>	<b>234</b>	<b>234</b>	<b>237</b>	<b>240</b>



**Table 4: KS2 SATs data summer 2005 (provisional results)**

	% Free School Meals (whole school)	KS2 percent Level 4+					SEN (cohort) % (2004)	
		English	Maths	Science	No. Pupils Tested	Value Added	With statements	Non-statemented SEN
		Alwoodley Primary	13	85	88	100	60	102.1
Archbishop Cranmer CE Primary	30	82	81	88	33	100.3	2.9% (1)	11.8% (4)
Brodetsky Primary	7	88	94	97	32	100.6	2.6% (1)	5.3% (2)
Fir Tree Primary	24	78	83	87	23	100.3	7.1% (2)	7.1% (2)
St Paul's RC Primary	11	89	74	96	27	100.4	0% (0)	26.7% (8)
<b>LEA Average</b>	<b>19</b>	<b>79</b>	<b>75</b>	<b>86</b>			<b>3.2%</b>	<b>15.7%</b>
National Average		<b>79</b>	<b>76</b>	<b>85</b>			<b>3.4%</b>	<b>18.3%</b>

**Table 5: Investment in Fir Tree Primary School over past 3 years**

FIR TREE PRIMARY CAPITAL PROJECTS		
Fin Year	Project Description	£000s
2002-03	Surplus Place Removal Scheme	432.7
2003-04	Electrical Works	16.6
2003-04	Kitchen Ventilation Works	33.3
2002-03	Devolved Capital (Various Works)	25.8
2003-04	Devolved Capital (Various Works)	5.4
2004-05	Devolved Capital (Various Works)	37.7
2002-03	Seed Challenge: Staff Toilets Refurbishment	6.0
2003-04	Seed Challenge: Refurb New Library Windows	10.0
		<b>567.5</b>

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**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS  
REPORT TO EXECUTIVE BOARD  
DATE 16 November 2005**

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**SUBJECT: Primary Review: Proposals for Far Headingley Primary Planning Area**

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## **EXECUTIVE SUMMARY**

### **1 Introduction**

- 1.1** This report informs the Executive Board of the outcome of public consultation on the proposal to close Beckett Park Primary School in September 2006.

### **2 Background**

- 2.1** The Far Headingley Planning Area comprises St Chad's (VA) Church of England Primary School and three community schools – Beckett Park, Hawksworth Wood and Weetwood Primary Schools. There are insufficient children of primary age to support full intakes for all schools in the area. This is very similar to the position in both Headingley and Kirkstall areas where there has been a significant and steady decline in the birth rate. There is only demand for around 250 of the 356 places available in Reception each year across the three planning areas Far Headingley, Headingley and Kirkstall. Projections suggest this number is likely to fall further. The Far Headingley school that has felt the impact the most is Beckett Park Primary School, which in September 2005 had only 85 pupils on roll.

### **3. Main Issues raised during Consultation**

#### **Previous Proposal:**

Education Leeds was questioned on the reasons for bringing forward a second proposal to close Beckett Park Primary School just two and a half years after an earlier proposal, when many of those affected believed the school would be given five years to improve its situation.

#### **Education Leeds response:**

Enrolment at the school has continued to fall since the City Council considered the closure of the school in 2003. Although this initial proposal was withdrawn, Education Leeds was asked to continue to monitor primary provision in the area and has done so, leading to the recent resurrection of the proposal to close Beckett Park Primary School. The current pattern of provision is not sustainable and pupil projections suggest that pupil numbers could fall further, impacting on the quality of the educational experience offered. The aim of the current proposal is to provide a sustainable pattern of excellent primary provision for the future in Far Headingley.

### **3.1 Alternative Proposals for Beckett Park Primary School:**

A number of alternative proposals were suggested for Beckett Park Primary School. These included amalgamating with at least one neighbouring school on the Beckett Park Primary School site (Headingley and St Michael's Primaries or Beecroft

Primary), or looking at the possibility of a Federation.

**Education Leeds response:**

An amalgamation with Headingley and St Michael's Primary Schools on the Beckett Park site would see the loss of two central Headingley sites, which would be detrimental to the community regeneration efforts in the area. The proposal to amalgamate Headingley and St Michael's is aimed at ensuring strong and viable school serving the community in central Headingley.

Beecroft Primary School has gone from strength to strength in recent years. There is no guarantee that an amalgamation with Beckett Park Primary School on the Beckett Park site would be an improvement for children attending the school.

A Federation with a neighbouring school was also suggested. The decline in the birth rate in this area of Leeds is such that there is a need to reduce the number of school places available and tackle surplus places. A Federation in this area has been evaluated, but is not considered to be the best way forward in the particular circumstances the schools face.

**3.2 Transition Issues:**

A number of concerns were expressed about how Beckett Park Primary School children would be accommodated at other schools if the proposal goes ahead. Some parents expressed an unwillingness to send their child to Hawksworth Wood Primary School. Many were concerned that the children could only possibly be housed in temporary accommodation.

**Education Leeds response:**

Whilst parents would be guaranteed a place for their children at a number of schools, if the proposal proceeds they will be asked to express a preference for the school that they would like their child to transfer to. Education Leeds would try to meet as many parental preferences as possible. However there are no guarantees as this will also depend on the number of places available at individual schools. The need for temporary accommodation would be evaluated as part of the implementation of this proposal. It would depend on where parents would prefer their children to transfer to and what the impacts might be on individual schools.

**3.3 Future of the school site:**

Many people felt that Beckett Park Primary School was the best site in the area, and feared that closure of the school meant the site would be lost to the community.

**Education Leeds response:**

Education Leeds agrees that Beckett Park Primary School is on an attractive site with plenty of hard play and green space. It is unfortunate that parents are not choosing to send their children to the school, despite the site's facilities. The quality of the site does not by itself support retaining the school. Demographic projections based on recent birth data clearly support the view that the current pattern of provision cannot be sustained and some action must be taken to reduce the number of surplus places.

It is yet to be determined whether the site would continue to be used for some form of educational provision. A number of suggestions have been made, such as the transfer of another local primary school to the site or use for other education purposes. Education Leeds intends to explore these further in the eventuality that this proposal proceeds. If Education Leeds was to declare the site surplus to educational

requirement, it would be for the City Council to consider its future use.

### **3.4 Impact of new housing:**

Concern has been expressed that there were many new housing developments in the area, and this would lead to increased demand for school places

#### **Education Leeds response:**

Education Leeds is informed of all new housing developments by the City Council's Development Department and has up-to-date information on known sites within an area. This information is factored into projections of future pupil demand before proposals of this nature are brought forward. Although there may be some additional families in the area, Education Leeds is confident that there are sufficient places in other schools in the area to accommodate them.

### **3.5 Impact on SEN pupils:**

Concern was expressed over where the autistic children attending Beckett Park Primary School would be accommodated. Respondents were full of praise for the resourced provision at Beckett Park Primary School and felt that the unit should be kept together. There was also concern that there were insufficient resourced places in the City.

#### **Education Leeds response:**

If this proposal proceeds, Education Leeds would discuss the needs of each child accessing the resourced provision individually with parents to seek a suitable and appropriate alternative setting.

### **3.6 Community Issues:**

Concern was expressed that community facilities would be lost, rather than being expanded on the excellent site.

#### **Education Leeds response:**

It is important the issue of school closure is not confused with the future of the site. Education Leeds will carefully consider the future use of the site, which if retained could continue to offer facilities for the community, such as access to school playing fields for local sports teams. If the site were to pass back to Leeds City Council, the needs of the local community would also be considered before determining a future for the site. It is highly likely that the green space and playing fields will be retained whatever the use on the current footprint of the building.

### **3.7 Early Years Issues:**

Concern was expressed over the future of the nursery on the site, which was recently located at the school housed in a temporary unit.

#### **Education Leeds response:**

The neighbourhood nursery will remain open, although it may be relocated, depending on the future use of the site. Although the nursery it is not attached to the school, relocation onto an alternative school site could be a possibility welcomed by the nursery.

## **4. The Way Forward**

There is clear evidence that there are too many surplus places in primary schools in Far Headingley and neighbouring areas (Kirkstall and Headingley) to accept that no action should take place. The proposal to close Beckett Park Primary School focuses on the school most impacted upon by falling pupil numbers. The school remains

particularly undersubscribed despite excellent facilities on site, including a neighbourhood nursery.

Much of the weight of opposition to the proposal has been on the grounds that the site is an excellent facility and should not be lost either as a school or to the community. It has been suggested that Education Leeds should ensure that the school has more pupils, although this is a school's responsibility. This could only be achieved to the detriment of one or more other local schools, as the problem is crucially one of insufficient children in the area. Education Leeds believes that an amalgamation with other schools on the Beckett Park Primary School site would not be in the best interests of all children and would be likely to increase journeys to school for a significant number.

The site has been acknowledged as a valuable asset to the community, but its future is not necessarily dependent on Beckett Park Primary School remaining open. Several different agencies already operate from the site because the building has surplus capacity and is too large for the number of pupils it serves. It is clear that if the school closes careful consideration must be given by Education Leeds and the City Council to the future use of the site.

Education Leeds is of the view that this proposal should proceed. The closure of Beckett Park Primary School would consolidate primary provision in the remaining schools to ensure that there is a sustainable pattern of provision for the future. However, for this proposal to successfully proceed, there will need to be very careful management of the transition period to support parents, staff and pupils. Education Leeds will engage with all affected schools and other agencies to plan implementation to minimise the negative impacts on the school and wider community.

## **5 Financial Implications**

- 5.1** There would be an annual revenue saving of approximately £120,000 from this closure proposal.
  
- 5.2** Consideration will be given to the future use of the site. If no appropriate educational use can be found then the site will be declared surplus to educational requirements. There is a potential for the building to be retained by the City Council for public service provision and/or community use. If, however, a capital receipt is generated from the site, this would be used to fund primary review works.

## **6. Recommendation**

Executive Board is asked to approve that a statutory notice is published to close Beckett Park Primary School on 31<sup>st</sup> August 2006.



<b>AGENDA ITEM:</b>
<b>Originator:</b> Richard Stiff Telephone: 2243749

**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS  
 REPORT TO EXECUTIVE BOARD  
 DATE 16 November 2005**

**SUBJECT: Primary Review: Proposals for Far Headingley Primary Planning Area**

**Electoral Wards Affected:**

Headingley, Kirkstall

**Specific Implications For:**

- Ethnic Minorities
- Women
- Disabled People


**Please indicate that the following have been addressed within the report:**

**Resource Implications:**

- Finance
- Personnel
- Accommodation/Buildings

✓
✓
✓

**Policy Implications:**

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Executive Board Decision

✓
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Eligible for Call-in

✓
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Not Eligible for Call-in

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**1 Purpose of the Report**

**1.1** The report informs the Executive Board of the outcome of consultation undertaken on the proposed closure of Beckett Park Primary School in September 2006.

**2 Background**

**2.1** The Far Headingley Planning Area comprises St Chad's (VA) Church of England Primary School and three community schools – Beckett Park, Hawksworth Wood and Weetwood Primary Schools. There are insufficient children of primary age to support full intakes for all schools in the area. This is very similar to the position in both Headingley and Kirkstall areas where there has been a significant and steady decline in the birth rate. There is only demand for around 250 of the 356 places available in Reception each year across the three planning areas Far Headingley, Headingley and Kirkstall. Projections suggest this number is likely to fall further. The school that has felt the impact the most is Beckett Park Primary School, which in September 2005 had only 85 pupils on roll.

**3 Consultation summary**

**3.1** Public consultation on the proposal to close Beckett Park Primary School commenced on 8<sup>th</sup> September 2005 and ended on 20<sup>th</sup> October 2005. A

consultation document was widely distributed to parents, staff, governors and agencies working in the area and was made available through a number of outlets including the local library. The consultation document included a pro-forma response form to encourage written responses. During this period, meetings were held with a range of stakeholders and minuted for the purposes of recording the views expressed. A copy of all written responses and the minutes from the consultation meetings are available in the Members' Library.

### **Timetable of Consultation Meetings**

20<sup>th</sup> September Beckett Park Staff

20<sup>th</sup> September Beckett Park governors

28<sup>th</sup> September Public meeting at Beckett Park Primary School

20<sup>th</sup> October Inner North West Area Committee

- 3.2** Ninety written responses were received. There were forty four letters written by pupils at the school and twenty nine identical letters signed by various opponents of the closure. Responses were also received from the Ward Councillors, parents, members of the public, governors, Beckett Park Primary School and Beecroft Primary School.
- 3.3** All of the written responses received have been analysed in detail. The following section provides an overview of the key issues raised during consultation and Education Leeds' response. It should be noted that this is a summary and there is therefore an inevitable loss of detail.

## **4. Main Issues raised during public Consultation**

### **4.1 Previous Proposal:**

Education Leeds was questioned on the reasons for bringing forward a second proposal to close Beckett Park Primary School just two and a half years after an earlier proposal, when many of those affected believed the school would be given five years to improve its situation.

### **Education Leeds response:**

Although a proposal to close Beckett Park Primary School was withdrawn in the summer of 2003, Education Leeds was asked to continue to monitor primary provision in the area and has done so, leading to the recent resurrection of the proposal to close Beckett Park Primary School. Enrolment at the school has continued to fall. Larger year groups higher up the school are being replaced with very small numbers entering the school in Reception. In September 2004 the reception intake was just 6 pupils and a similar number have entered the school this September. This position cannot be sustained. The school will find itself in the position of a deficit budget if the situation was allowed to continue and the number of staff at the school remained constant. The consequent high cost of provision poses a threat to the viability of the school curriculum. The school is already operating with Reception, Year 1 and Year 2 pupils being taught together in a single class. The aim of the current proposal is to provide a sustainable pattern of provision for the future in Far Headingley.

### **4.2 Alternative Proposals for Beckett Park Primary School:**

A number of alternative proposals were suggested for Beckett Park Primary School. These included amalgamating with another neighbouring school on the Beckett Park Primary School site, or looking at the possibility of a Federation.

**Education Leeds response:**

Amalgamation requires the closure of two or more schools and the opening of a new school with a new governing body and leadership team. To proceed with a proposal to amalgamate would require a high degree of confidence that the end product would be better than either of the two existing schools.

It was suggested that Beckett Park should be considered with Headingley and St Michael's Primary Schools as part of one larger amalgamation on the Beckett Park site. To pursue this option would see the loss of two central Headingley sites which Education Leeds considers would be detrimental to the community regeneration efforts in the area. The proposal to amalgamate Headingley and St Michael's is aimed at ensuring sustainable provision in the central Headingley area. Both schools have been working together to ensure that the amalgamation will achieve a positive outcome and result in a strong and viable school serving the community in that area.

Another alternative that was put forward was an amalgamation of Beckett Park and Beecroft Primary Schools. Beecroft Primary School is the only school in the Kirkstall, Headingley and Far Headingley areas that has seen its numbers increasing in the last ten years. This has occurred through a combination of factors including the governance and leadership of the school, its location and its diverse intake. Not only the pupil roll, but also levels of attendance and attainment have increased during this time. Beecroft Primary School is oversubscribed by parents, enjoys strong leadership, high standards and Beacon Status. The school is already popular and successful. There is no reason to believe that by bringing it together with another school on a different site would enhance and improve provision for a greater number of children.

A Federation with a neighbouring school was also suggested. The decline in the birth rate in this area of Leeds is such that there is a need to reduce the number of school places available. It would not be best value to retain the current number of sites, given that the number on roll at Beckett Park is already very low and likely to fall further. It has been generally acknowledged by stakeholders that there is a need to address the number of surplus places. A Federation in this area has been evaluated, but is not considered to be the best way forward given the particular circumstances schools face.

**4.3****Transition Issues:**

**A number of concerns were expressed about how Beckett Park Primary School children would be accommodated at other schools if the proposal goes ahead. Some parents expressed an unwillingness to send their child to Hawksworth Wood Primary School. Many were concerned that the children could only possibly be housed in temporary accommodation.**

**Education Leeds response:**

**Whilst parents would be guaranteed a place for their children at a number of schools, if the proposal proceeds they will be asked to express a preference for the school that they would like their child to transfer to. This may be any school, not just those named. A team from Education Leeds would work closely with parents to discuss their individual situation with a view to meeting as many parental preferences as are possible. However there are no guarantees as this will also depend on the number of places available at individual schools. We accept that parents will want to choose a range of different schools and will work with them to achieve a satisfactory outcome.**



The need for temporary accommodation would be evaluated as part of the implementation of this proposal. It would depend on where parents would prefer their children to transfer to and what the impacts might be on individual schools.

#### **4.4 Future of the school site:**

Many people felt that Beckett Park Primary School was the best site in the area, and feared that closure of the school meant the site would be lost to the community.

##### **Education Leeds response:**

Education Leeds agrees that Beckett Park Primary School is on an attractive site with plenty of hard play and green space. It is unfortunate that parents are not choosing to send their children to the school, despite the site's facilities. The fact remains that the number on roll at Beckett Park Primary School has been falling for many years. The falling number on roll reflects the changing demographic profile of the area – there are simply fewer families in the locality. However, the school has not proved popular with those families who do have it as their nearest school, and a significant majority currently choose a school for their children that is further away from where they live than Beckett Park.

The quality of the site does not by itself support retaining the school. Demographic projections based on recent birth data clearly support the view that the current pattern of provision cannot be sustained and some action must be taken to reduce the number of surplus places.

It is yet to be determined whether the site would continue to be used for some form of education provision. A number of suggestions have been made, such as the transfer of another local primary school to the site or use for other education purposes. Education Leeds intends to explore these further in the eventuality that this proposal proceeds.

If Education Leeds was to declare the site surplus to educational requirement, it would be for the City Council to consider its future use.

#### **4.5 Impact of new housing:**

Concern has been expressed that there were many new housing developments in the area, and this would lead to increased demand for school places

##### **Education Leeds response:**

Education Leeds is informed of all new housing developments by the City Council's Development Department and has up-to-date information on known sites within an area. This information is factored into projections of future pupil demand before proposals of this nature are brought forward. Respondents have also noted that more families are moving back into existing housing stock. The formula used to estimate the number of pupils generated by new housing is 25 primary aged pupils for every 100 family-sized units. This formula suggests that at least an additional six to seven hundred new houses would be required in the immediate vicinity for Beckett Park Primary School to be full at one form of entry. Although there may be some additional families in the area, Education Leeds is confident

that there are sufficient places in other schools in the area to accommodate them.

**4.6 Impact on SEN pupils:**

Concern was expressed over where the autistic children attending Beckett Park Primary School would be accommodated. Respondents were full of praise for the resourced provision at Beckett Park Primary School and felt that the unit should be kept together. There was also concern that there were insufficient resourced places in the City.

**Education Leeds response:**

If this proposal proceeds, Education Leeds would discuss the needs of each child accessing the resourced provision individually with parents to seek a suitable and appropriate alternative placement. There are currently nine children accessing the resourced provision at Beckett Park Primary School. However a number of these children are currently in year 6 and will be due to transfer to secondary school at the proposed time of closure. Education Leeds is confident it can accommodate the remaining pupils in alternative inclusive settings, if that is what the parents wish for their children.

**4.7 Community Issues:**

Concern was expressed that community facilities would be lost, rather than being expanded on the excellent site.

**Education Leeds response:**

It is important the issue of school closure is not confused with the future of the site. Education Leeds will carefully consider the future use of the site, which if retained could continue to offer facilities for the community, such as access to school playing fields for local sports teams. If the site were to pass back to Leeds City Council, the needs of the local community will also be considered before determining a future for the site. It is highly likely that the green space and playing fields will be retained whatever the use on the current footprint of the building.

**4.8 Early Years Issues:**

Concern was expressed over the future of the nursery on the site. The neighbourhood nursery was only located on site about twelve months ago and is currently housed in a temporary unit.

**Education Leeds response:**

Colleagues in Early Years have stated that the neighbourhood nursery will remain open, although its location may depend on the future use of the site. For example, if the site is retained for educational or community usage, the nursery may not have to be relocated. As the nursery is a neighbourhood nursery it is not attached to any school nor is it directly linked with the future of Beckett Park Primary School. However, relocation onto an alternative school site could be a possibility welcomed by the nursery.

**5. The Way Forward**

There is clear evidence that there are too many surplus places in primary schools in Far Headingley and neighbouring areas (Kirkstall and

Headingley) to accept that no action should take place. The proposal to close Beckett Park Primary School focuses on the school most impacted upon by falling pupil numbers. The school remains particularly undersubscribed despite excellent facilities on site, including a neighbourhood nursery.

Much of the weight of opposition to the proposal has been on the grounds that the site is an excellent facility and should not be lost either as a school or to the community. It has been suggested that Education Leeds should ensure that the school has more pupils. This could only be achieved to the detriment of one or more other local schools, as the problem is crucially one of insufficient children in the area. Local Education Authorities are required by the government to seek to maximise parental preference where possible. Parental preference for places at Beckett Park Primary School is lower than for any other local school and many families who live near the school already choose to send their children to alternatives. Education Leeds does not believe that an amalgamation with other schools on the Beckett Park Primary School site is in the best interests of all children and would be likely to increase journeys to school for a significant number.

The site has been acknowledged as a valuable asset to the community, but its future is not necessarily dependent on Beckett Park Primary School remaining open. Several different agencies already operate from the site because the building has surplus capacity and is too large for the number of pupils it serves. It is clear from the concerns raised by the local community and ward councillors that Education Leeds and the City Council would have to carefully consider the future use of the site if the school closed.

Education Leeds is of the view that this proposal should proceed. The closure of Beckett Park Primary School would consolidate primary provision in the remaining schools to ensure that there is a sustainable pattern of provision for the future.

However, for this proposal to successfully proceed, there will need to be very careful management of the transition period to support parents, staff and pupils. Education Leeds will engage with all affected schools and other agencies to plan implementation to minimise the negative impacts on the school and wider community.

## **6 Financial Implications**

**6.1** There would be an annual revenue saving of approximately £120,000 from this closure proposal.

**6.2** Consideration will be given to the future use of the site. If no appropriate educational use can be found then the site will be declared surplus to educational requirements. There is a potential for the building to be retained by the City Council for public service provision and/or community use. If, however, there is a capital receipt generated from the site, a proportion of this would be used to fund works at other primary schools in the locality, that are also affected by this proposal.

## **7. STATUTORY IMPLICATIONS**

**7.1** The review of primary provision fulfils the LEA's statutory requirement to keep under review the supply and demand of school places.

**7.2** The recommendation of this report to proceed with the proposal initiates the required statutory process. If objections are received during the representation period of the statutory notice, the proposal will be forwarded to the School Organisation Committee for consideration.

**7.3** **Timescale**

The envisaged timescale for the statutory process is as follows:

Nov 05	Publish notices giving 6 weeks for representations.
Jan 06	Notice expires
Jan 06	Exec Board for permission to refer to School Organisation Committee, if there are objections otherwise for Executive Board to determine
Mar 06	Deadline for SOC decision
Sept 06	Implementation

**8. EQUALITY IMPLICATIONS**

**8.1** The proposals have been subject to equality impact assessment. There are no anticipated significant differential impacts on the basis of ethnicity, disability or gender associated with the proposals.

**9. LINKS TO KEY PRIORITIES**

**9.1** Proposals under the Primary Review reflect key priorities identified in the Education Development Plan, the Asset Management Plan and the Corporate Plan by contributing to the target to reduce primary surplus places, the raising achievement agenda and improving the school estate.

**10. CHIEF EDUCATION OFFICER'S COMMENTS**

**10.1** Proposals for the establishment, alteration or discontinuance of schools and the determination to implement such proposals remain a function to be performed by the Council under the arrangements involving Education Leeds.

**10.2** The arrangements require that the Council have regard to advice and draft plans where appropriate from Education Leeds when carrying out this function.

**10.3** Capital receipts from the release of sites arising from the Primary review are being ring-fenced to support the funding of new building requirements arising from the review. It will be important to ensure that all of the required capital is in place if any proposals move to the School Organisation Committee stage.

**10.4** The contents of this report have been discussed with the Chief Education Officer. The Chief Education Officer feels that the report includes all the analysis and

considerations that he would wish to be drawn to the Executive Board's attention in considering this matter.

## **11 RECOMMENDATIONS**

- 11.1** Executive Board is asked to approve that a statutory notice is published to close Beckett Park on 31<sup>st</sup> August 2006

## Appendix A:

### Summary of concerns raised by individual responses to the proposal to close Beckett Park Primary School

		Number of responses
Access	No bus route to Beecroft	1
	Dangerous walking routes	2
	Secure and quiet site	34
	Free from traffic and fumes	33
	EL force children into cars & buses instead of healthy walking	2
	BPPS children will have much further to travel	2
Buildings & Sites	If amalgamated with BPS, BPS pupils would live too far from BPPS	1
	A lot has been spent on BPS buildings	1
	What would happen to site? Sold for more students housing?	1
	Amalgamate another school on the site of BPPS	33
	Before & After school clubs	10
	Breakfast club	2
	No other site appears to meet requirement of current users of the Before & After School Club	1
	Ed Leeds previously stated Beckett Park was best site in area	2
	If school closes there would be no primary school in central Headingley	1
	Concerns over portacabins being used to house extra pupils at other schools	3
	BPPS would be an ideal location for an Extended School/Children Centre	3
	BPPS is a very spacious school	14
	BPPS has fantastic site	33
	BPPS has large green space	32
	Excellent grounds	33
Community	BPPS is used by many organisations in the voluntary sector	3
	Closure would drive families away from area	32
	Has provision been considered for families moving back into the area	1
	Beckett Park is part of the local community	6
	Beckett Park has links with Carnegie and Leeds University	3
	Don't want to lose facilities	30
Disruption to children	Closure of BPPS will be detrimental to children's future	32
Early Years	BPPS has new Community Nursery	14
	Nursery means many children from nursery will want to proceed to BPPS	3
	Schools without state nursery are less popular with parents	1
Ethnicity	BPS is only community school in area	1
	BPPS respects religious values	3
Facilities	BPPS has modern ICT suite	10
	e learning room	2
	Smartboards at BPPS	12
	BPPS has the Education Library service on site	3
	Brilliant playing fields and playgrounds (also adventure playground)	53
	BPPS has excellent facilities	38
Finance	LCC owns Beckett Park site, so why waste money paying rent for Beecroft site.	1
	Claims that per pupil funding data is wrong	1
	Argues that school will not have financial difficulties	1
Parental Choice	No other schools in the area	35

Process	Proposal is short-sighted	2
	Ed Leeds had promised no review for 5 years in 2003	5
	Amalgamate Beckett Park with Beecroft	1
	Amalgamate Beckett Park with Kirkstall St Stephen's C of E Primary	1
Pupil numbers	Class sizes would be bigger	3
	Children benefit from mixed aged classes	1
	Aware of the problem of surplus places	2
	Higher roll numbers at neighbouring schools due to more densely populated areas	1
	Neighbourhood Nursery is attracting pupils from other areas	1
	Proposal has led to reduction in numbers at BPPS	2
	small classes are good	1
	Argues (erroneously) that birth rates are going up	
SEN issues	Excellent autistic unit	38
	Concerns over future of SEN children	41
	No other suitable alternative autistic provision available	3
Staffing	Dedicated staff	3
	Concerns over future of staff if BPPS closes	1
Standards	Excellent Ofsted report	33
	Good standards	3
	Happy environment	33
	Offers a good all round education	2
	Excellent discipline	1
	BPS is successful because of its leadership	1
Transition	BPS is willing to assist in transition if BPPS is closed.	1
Other	Don't close school	73

## Appendix B:

### Demographic Data

**Table 1a: Current position: Far Headingley (2004/5)**

	Type of School	Nursery Roll Jan 2005	Admission Limit	Reception Jan 2005	Number on Roll (Jan 2005)	NET Capacity	Surplus Places (%)
Beckett Park Primary	5-11 primary		30	6	107	162	55 (34%)
Hawthorn Wood Primary	3 - 11 primary	37	30	22	191	210	19 (9%)
St Chad's CE Primary	3-11 primary	37	30	27	202	169	-33 (-20%)
Weetwood Primary	3 – 11 primary	41	30	30	212	210	-2 (-1%)
Area totals			120	85	712	771	

**Table 2a: Projections: Far Headingley**

School	2005	2006	2007	2008	2009	Admission limit
Beckett Park Primary	6	7	6	6	6	30
Hawthorn Wood Primary	21	18	17	17	20	30
St Chad's CE Primary	26	29	27	26	32	30
Weetwood Primary	29	31	30	29	33	30
<b>Area totals</b>	<b>82</b>	<b>85</b>	<b>80</b>	<b>78</b>	<b>91</b>	<b>120</b>

### Standards

**Table 3a: Improvement Measure - Key Stage 2 combined SATs results – Far Headingley**

	2000	2001	2002	2003	2004	2005
Beckett Park Primary	246	195	206	142	221	199
Hawthorn Wood Primary	125	123	171	167	179	183
St Chad's CE Primary	290	253	270	257	272	258
Weetwood Primary	272	279	277	257	289	300
<b>LEA average</b>	<b>235</b>	<b>234</b>	<b>236</b>	<b>238</b>	<b>238</b>	<b>240</b>
England Average	<b>231</b>	<b>233</b>	<b>234</b>	<b>234</b>	<b>237</b>	<b>240</b>

**Table 4a: KS2 SATs data summer 2005 (provisional results) – Far Headingley**

	% Free School Meals (whole school)	KS2 percent Level 4+					SEN (cohort) % (2004)	
		English	Maths	Science	No. Pupils Tested	Value Added	With statements	Non-statemented SEN
Beckett Park	43	65	65	69	60	99.4	7.1% (1)	21.4% (3)
Hawthorn Wood	51	57	53	73	33	100.2	9.1% (3)	12.1% (4)
St Chad's CE	12	81	85	92	32	101.3	0% (0)	27.6% (8)
Weetwood	0	100	100	100	23	101.4	0% (0)	0% (0)
LEA Average	<b>19</b>	<b>79</b>	<b>75</b>	<b>86</b>			<b>3.2%</b>	<b>15.7%</b>
National Average		<b>79</b>	<b>76</b>	<b>85</b>			<b>3.4%</b>	<b>18.3%</b>





**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS  
DATE: 16 NOVEMBER 2005**

**SUBJECT: REVIEW OF CITY COUNCIL ADMISSION POLICY – CONSULTATION  
WITH GOVERNING BODIES**

## **EXECUTIVE SUMMARY**

### **1. PURPOSE OF THE REPORT**

- 1.1 This report gives the results of the consultation exercise that took place between April 4<sup>th</sup> and July 26<sup>th</sup> with all Headteachers and Chairs of Governors. It concludes that the comments received do not alter the recommendations of the report to the Executive Board on 16 February 2005.

### **2. BACKGROUND**

- 2.1 The Admission Forum and Scrutiny Board commissioned a report to review the current school admission policy and to consider if an alternative system would prove to be more beneficial overall for the residents of Leeds. A report was presented to the two bodies and after consideration a final report was presented to the Executive Board in February 2005. The report gave extensive background on the current admission system and six possible alternative systems. The final recommendations were that the current policy be retained. Before this decision is confirmed the Admission Forum recommended to Executive Board that governing bodies be consulted on the options and issues raised.

### **3. RECOMMENDATIONS**

- 3.1 That the current admission policy be retained as it affords a safety net school for parents and offers all communities a continuing local school.
- 3.2 That the issue of the Council's admission policy and the degree of first preferences be viewed as part of the school improvement agenda rather than as a separate issue.
- 3.3 That the current straight line measure be retained as a straightforward and unequivocal method of determining distance.



<b>AGENDA ITEM:</b>
<b>Originator:</b> Chris Wrench
<b>Telephone:</b> 3950696

**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS  
REPORT TO EXECUTIVE BOARD  
DATE: 16 NOVEMBER 2005**

**SUBJECT: REVIEW OF CITY COUNCIL ADMISSION POLICY – CONSULTATION WITH GOVERNING BODIES**

<p><b>Electoral Wards Affected:</b> All</p> <p><b>Specific Implications For:</b></p> <table> <tr> <td>Ethnic Minorities</td> <td><input type="checkbox"/></td> </tr> <tr> <td>Women</td> <td><input type="checkbox"/></td> </tr> <tr> <td>Disabled People</td> <td><input type="checkbox"/></td> </tr> </table>	Ethnic Minorities	<input type="checkbox"/>	Women	<input type="checkbox"/>	Disabled People	<input type="checkbox"/>	<p><b>Please indicate that the following have been addressed within the report:</b></p> <p><b>Resource Implications:</b></p> <table> <tr> <td>Finance</td> <td><input type="checkbox"/></td> </tr> <tr> <td>Personnel</td> <td><input type="checkbox"/></td> </tr> <tr> <td>Accommodation/Buildings</td> <td><input type="checkbox"/></td> </tr> </table> <p><b>Policy Implications:</b></p> <table> <tr> <td></td> <td><input type="checkbox"/></td> </tr> </table>	Finance	<input type="checkbox"/>	Personnel	<input type="checkbox"/>	Accommodation/Buildings	<input type="checkbox"/>		<input type="checkbox"/>
Ethnic Minorities	<input type="checkbox"/>														
Women	<input type="checkbox"/>														
Disabled People	<input type="checkbox"/>														
Finance	<input type="checkbox"/>														
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Executive Board Decision	<input checked="" type="checkbox"/>	Eligible for Call-in	<input checked="" type="checkbox"/>	Not Eligible for Call-in	<input type="checkbox"/>
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**1. PURPOSE OF THE REPORT**

This report gives the results of the consultation exercise that took place Between April 4<sup>th</sup> and July 26<sup>th</sup> with all Headteachers and Chairs of Governors. It concludes that the comments received do not alter the recommendations of the report to the Executive Board on 16 February 2005.

**2. BACKGROUND**

2.1 A report was presented to Executive Board on 16<sup>th</sup> February 2005 detailing the findings of the Review of the Council's Admission Policy. The recommendations of the report were:

- I. that the current admission policy be retained as it affords a safety net school for parents and offers all communities a continuing local school.

- II. that the issue of the Council's admission policy and the degree of first preferences be viewed as part of the school improvement agenda rather than as a separate issue.
- III. that the current straight line measure be retained as a straightforward and unequivocal method of determining distance.
- IV. that the Admission Forum recommend to Executive Board that the three recommendations above be sent to all school Governing Bodies for comment and that a further paper be prepared on the results of the consultation exercise.

2.2 The Admission Forum and Scrutiny Board commissioned a report to review the current school admission policy and to consider if an alternative system would prove to be more beneficial overall for the residents of Leeds. A report was presented to the two bodies and after consideration a final report was presented to the Executive Board in February 2005. The report gave extensive background on the current admission system and six possible alternative systems. The final recommendations were that the current policy be retained. Before this decision is confirmed the Admission Forum recommended that governing bodies be consulted on the options and issues raised and this was accepted by Executive Board.

2.3 There have been a number of anomalies and hotspots in local areas over recent years and the consultation on admission policies has allowed schools to raise the concerns of their local communities. The following are examples of hotspots which have affected particular areas of Leeds over recent years:

Newlaithes area and admission to Horsforth School  
 Bramhope area and admission to Prince Henry's School  
 Colton area and admission to Temple Moor/Garforth Schools  
 Churwell area and admission to Morley Schools  
 Farsley Farfield area and admission to Priesthorpe School  
 East Ardsley area and admission to Woodkirk  
 Methley area and admission to Royds School  
 Brodetsky Jewish School and admission to Allerton High School

## 2.4 Responses

A number of replies were received from schools as well as comments from the Race Equality Advisory Forum. The points raised and comments from Education Leeds are given below. The full replies from schools are given in Appendix 1.

2.4.1 The Race Equality Advisory Forum suggested that research should be carried out into black and ethnic minority achievement in outer area schools compared with inner city schools.

**Comment.** Terms of reference are being written to progress the recommendation.

2.4.2 The Governors at Asquith Primary School raised the issue of children in

school nurseries who often want to attend the main school but this is not taken into account in the admission policy.

**Comment.** Nursery units are regarded as community resources and not a school resource. Not all local children attend the school nursery and to give nursery children priority could force parents into placing their children into the school nursery against their wishes in order to secure a school place. It is also against the Code of Practice on Admissions.

2.4.3 The Governors of Horsforth St Margaret's suggested that details of a child's pre-school setting be added to the preference form.

**Comment.** This has been actioned for the next admission round.

2.4.4 The Governors at Weetwood Primary School agreed that the current policy be retained. Governors were keen that the policy should preserve the sense that a school is a local community focus and an agent for community cohesion.

2.4.5 The Governors at Westgate Primary and Royds High School are concerned with the measuring system. They feel that the straight line measurement does not always work and a school that appears closest by straight line may be three or four miles away by public transport.

**Comment.** It is accepted that there are other methods of measuring distance, for example safe walking routes, bus routes, etc but any measuring system has its own advantages and disadvantages. For example safe walking routes will undoubtedly lead to disputes with parents depending whether they are seeking a place at a particular school or seeking not to attend a particular school. The current straight line system provides an unequivocal measurement that is simple to understand. In essence any measuring system is used to decide which parents will be denied a place at the school and so a change in the system will simply produce a different set of parents who will feel disadvantaged. The simplicity of the current system has much to recommend it.

2.4.6 The Governors of Garforth Community College agreed unanimously to support the current school admission policy.

2.4.7 The Governors of Morley High school are seeking a return to a catchment area system.

**Comment.** It is accepted that a catchment area system could be advantageous in certain parts of the City that have clear and distinct boundaries. However, to balance the admission numbers of schools with the local geographical area will inevitably mean catchment areas cutting through estates and communities especially in the inner city areas.

2.4.8 The Governors of Prince Henry Grammar School are concerned that children from Bramhope are not automatically allocated a place at the school. They suggest some form of weighting to primary schools in the same family of schools.

**Comment.** To give such a weighting would inevitably lead to a feeder schools system which would allow particular primary schools to automatically feed into particular secondary schools. The drawback with a feeder schools system is that it moves the appeals and complaints from the secondary sector into the primary sector as parents seek to obtain a place at the correct feeder primary school. There would be issues with balancing the admission numbers in primary schools to match the admission number in the secondary school within the family.

- 2.4.9 The Governors of Woodkirk High School are most concerned about the East Ardsley area. They ask that the admission arrangements be amended to include some significant priority factor for East Ardsley pupils to attend Woodkirk School.

**Comment.** This would lead to a return of the catchment area system. Alternatively priority could be given to East Ardsley parents but some other area around Woodkirk would need to be excluded and moved into another school area. This would then have a knock on effect around the City.

## 2.5 **Conclusion**

- 2.5.1 There were no comments received that have caused Education Leeds to alter its view that the current admission policy, overall, serves the parents of Leeds as well as any other admission system. Interestingly the comments from schools did not concentrate on the alternative systems put forward nor on the improvement in terms of the percentage of first preference that could be achieved.

- 2.5.2 There are advantages and disadvantages to the current admission system just as every other admission system has its own advantages and disadvantages. Education Leeds maintains the view that strategically raising achievement and making all schools good and improving schools will address the issue rather than a change in the admission policy.

## 3. **THE VIEW OF THE ADMISSION FORUM**

- 3.1 The Admission Forum received a report on the consultation process and agreed that the original recommendations should be forwarded to the Executive Board

## 4. **FINANCIAL IMPLICATIONS**

- 4.1 There are no financial implications associated with the report

## 5. **STATUTORY IMPLICATIONS**

- 5.1 The current admission policy meets all statutory requirements.

## 6. **EQUALITY IMPLICATIONS**

- 6.1 The equality implications were examined in the report of February 2005. The conclusions were as follows:

- I. pupils of black and ethnic minority heritage are more concentrated in wards where the percentage of first preferences achieved is low. In short inner-city wards achieve lower first preferences than outer area wards.
- II. parents in these wards are less likely to preference their nearest school, suggesting that parents find schools outside of their local area more attractive. The current admissions system allows parents to make such preferences without penalty, due to the safety net of their local school being available.
- III. within wards with low levels of first preferences achieved, pupils of black and ethnic minority heritage have a level of first preferences no worse than the overall level of first preferences achieved in those wards.
- IV. the location of Roundhay School Technology College in relation to large black and ethnic minority populations has a significant impact on the percentage of first preferences achieved by black and ethnic minority pupils. It is the most over-subscribed school in Leeds and its geographical position is inviting to inner city families. Unfortunately these families are generally unsuccessful in gaining admission because of nearer alternative secondary schools, which mean they receive no priority for Roundhay.

## **7. LINKS TO KEY PRIORITIES AND CORPORATE PLAN**

- 7.1 The link within the Council Corporate Plan is Making the Most of People and within the Vision for Leeds 2004 to 2020, it falls within the theme of Learning. This reports meets the Education Development Plan priority 5.3 building confident communities and priority 6, meeting customer needs.

## **8 SOUTH LEEDS HIGH SCHOOL – TEMPORARY ACCOMMODATION**

- 8.1 The capacity of the existing buildings and the current number of pupils attending South Leeds High School is greater than the capacity of the new building. The decreasing admission number was planned to take account of the falling numbers in each year cohort, whilst recognising that the largest year cohorts for the city and south Leeds are in Years 8 and 9 in 2004/05. After that the number of pupils in each year cohort decline significantly each year. In order to manage this short term over capacity in the new school additional temporary buildings will be provided on site.

## **9.0 COMMENTS OF THE CHIEF EDUCATION OFFICER**

- 9.1 The determination of the Authority's School Admission Arrangements is a function to be performed by the Council under the arrangements involving Education Leeds.

- 9.2 The arrangements require that Education Leeds provide assistance, advice and where appropriate proposals to support the Council in the discharge of this function. The Council is to have regard to advice from Education Leeds when carrying out this function.
- 9.3 The contents of the attached report have been discussed with the Chief Education Officer. The Chief Education Officer feels that the proposals in the report contain all the analysis and considerations that he would wish to be drawn to the Executive Board's attention in considering this matter.

## **10 RECOMMENDATIONS**

- 10.1 Following consultation with Headteachers and governors Education Leeds recommends that the three recommendations approved by the Executive Board February 2005 report are confirmed.
- I. that the current admission policy be retained as it affords a safety net school for parents and offers all communities a continuing local school.
  - II. that the issue of the Council's admission policy and the degree of first preferences be viewed as part of the school improvement agenda rather than as a separate issue.
  - III. that the current straight line measure be retained as a straightforward and unequivocal method of determining distance.

### APPENDIX 1.

#### Race Equality Advisory Forum

C Wrench gave a presentation on the Admissions Policy. He stated that the policy is currently a consultation document, which was last reviewed 6 years ago. The document is now being reviewed again. He went into more detail around the statistical data within the report, stating that 92% of parents/carers tend to get their first preference for the school they would like to send their child to. Inner city wards have a much lower preference choice rate overall when compared with white and black and ethnic minority pupils

T Stanley felt that black children performed better at outer wedge schools and recommended that research be carried out to monitor comparisons to the inner city schools.

S Rinomhota raised concerns regarding the admissions policy, which is proving difficult for parent's choice of schools for their children. It was important to link this with exclusions and other strategies with Education Leeds.

T Stanley was in agreement with C Wrench on many of his points raised, however felt an investigation into Roundhay school attainment would be welcomed.

#### Asquith Primary School

We discussed the Council admission policy at our last governors meeting and the governors present made the following observation.

Whilst we understand the reasons for nursery places not being taken into account during the admissions process we feel that it creates an anomaly in this age of extended schools, Foundation stage and Early Years Units. Children within well integrated nurseries are, to all intents and purposes, part of the school already and it is very difficult to make parents understand the reasons that they have not been allocated a place.

We did not reach any conclusions about how this could be solved but felt that it ought to be raised.

### Horsforth St Margaret's CE

There were no changes which affected the school but governors did suggest that the application form be amended to require details of a child's pre school setting. This would enable staff to obtain details of children joining school from outside the Horsforth pre school system and allow for the same preparations and pre assessment to be made as for the remainder of the cohort.

### Weetwood Primary School

After some discussion the Governors agreed that the recommendation that the current policy be retained should be supported. Governors were keen that the policy should preserve, particularly at primary level, the sense that a school is a local community focus and an agent for community cohesion. The 'sibling rule' and the 'nearest school' criterion as prime determinants for enrolment support this wish.

The rules seem robust enough to accommodate the displacements that will occur over the next year following, or even preceding, the projected closures of primary schools throughout Leeds, but particularly in this NW, sector of the City.

### Westgate Primary School

We discussed the above at our recent full Governing Body meeting. The following comments were made on the recommendations:

1. This is fine providing that the local school is a good one that parents want their child(ren) to attend.
2. Sometimes issues identified by OFSTED and others are outside the school's control, eg lack of playing fields, small halls and dining rooms. We don't have our own playing fields, and occasionally a parent will choose a different school and walk past ours as a result. We can't do anything about that and obviously isn't an improvement we can make.
3. As you may know, we have a river running straight through our town, so straight line



measurements don't always work. A school that appears to be the closest, may, in reality, be 3 or 4 miles away and not accessible by direct public transport.

Also, if a school forms the epicentre, and places are filled from the school outwards, in the past children living on the outskirts are left without a place at their local school, and again, have to walk past it, or attend a school out of town. Both this, and point 3 above have caused upset in the past with parents wanting to come to our school, but can't get a place. We did wonder if children living on the outskirts could be given places at their local school, and the school filled from the out in?

We did note though, that Otley has a high first preference rate, so the current admissions policy clearly works for the vast majority of families in Otley.

### Garforth Community College

The Governors agreed unanimously to support the current school admission policy.

### Royds School

We are happy with the admission arrangements and the admission limit for the school. The only matter we have is an issue which is in relation to maintaining the current way that distance from the school is measured. In our context this means that the village of Methley, where a number of our students come from, is split down the middle and therefore some students from Methley are unable to come to this school with their friends.

### Woodkirk School

We are most concerned to note that there is again no proposal to amend the admission arrangements to address the East Ardsley area. We again ask that the admission arrangements are amended to include some significant priority factor for East Ardsley pupils to attend Woodkirk School where parents state a preference for this school.

### Morley High School

During their meeting held on 13<sup>th</sup> July 2005 governors discussed the Leeds School Admissions Policy. Governors have concerns regarding the effect that the current admissions policy has on school students in Morley and they have asked that I pass on the following resolution in reply to your consultation;

'The Governing Body of Morley high school notes the concerns of year seven intakes at all high schools in the former Borough of Morley (comprising postcodes LS27 and parts of WF3 and BD11) and wishes to record that this school would welcome the return of traditional catchment areas to enable Morley children to secure places at (all) high schools in Morley'

### Prince Henry Grammar School

The admission policy, although it does seem to allocate the majority of parents to the schools of their choice and would therefore seem appropriate, does not allow for parents of year 6 pupils within existing families to choose their secondary school if it is located in a more widespread area on the outer rim of the city. In particular this school has recurring problems with pupils transferring from Bramhope Primary school who regularly are put through the agony of appeals for their traditional choice of school within the family. For the family of schools in Otley, very close links have existed for many years leading up to transfer to encourage curriculum continuity and pupil progress. These aims are not served well if pupils are denied the choice of their traditional high school. We feel some weighting to such relationships across the city would ease many of the tensions currently experienced by parents, pupils and schools alike.

The issue of the Leeds Academy was also discussed at length and the unanimous view of the Governing Body was that any new school within the city irrespective of its status should adopt the same admission criteria as all other maintained schools. The inequality of allowing different rules for admission and in-year transfers would disadvantage all other schools especially if and when new Academies are added to the school stock in our city.

**BSF: Key Project Risks**

<b>Open Risks</b>		<b>Note:</b> Changes since the last Project Board meeting are shown in <b>BOLD</b> Font.				
						<b>Leeds BSF Programme: Phase 1</b>
		<b>Current Position</b>	H-High M – Medium L - Low			
<b>Risk No.</b>	<b>Date Identified</b>	<b>Risk</b>	<b>Risk Level</b>	<b>Risk Impact</b>	<b>Preventative/ Contingency Action</b>	<b>Action with</b>
1.	20/6/02005	The 'Output Specification' and ITN documentation are not completed on programme.	M	H	<ul style="list-style-type: none"> <li>City Council has appointed technical advisors to support and manage the development of ITN.</li> <li>City Council has developed a comprehensive Output Specification based on previous Projects which is being used to develop the BSF documentation for ITN.</li> <li>A detailed programme of work is being closely monitored and managed to prepare the documentation.</li> </ul>	BSF Project Team and External Advisors.
2.	20/6/02005	Insufficient market response to the City Council's OJEU notice.	L	H	<ul style="list-style-type: none"> <li>OJEU Notice developed in partnership with external advisors, PfS and key stakeholders.</li> <li>Soft market testing undertaken to establish interest in potential procurement options.</li> <li>The City Council has extended the traditional procurement time-scales to take account of the complexities and challenges proposed by BSF.</li> </ul>	BSF Project Team <b>CLOSED – response considered good</b>
3.	4/8/05	PfS do not agree to City Council derogations to ITN documentation.	M	H	<ul style="list-style-type: none"> <li>Project Team and work groups will work closely with the BSF PfS Advisor through fortnightly meetings.</li> </ul>	Project Manager
4.	30/8/05	Failure to obtain Outline Planning Permission for the Phase One Sites	M	H	<ul style="list-style-type: none"> <li>Unable to issue ITN causing a delay to the Project Procurement Programme. Delay in service commencement of schools. Re-submission of Outline Planning Application.</li> </ul>	Project Manager <b>CLOSED – approval received to all 6 sites</b>

<b>Open Risks</b>		<b>Note:</b> Changes since the last Project Board meeting are shown in <b>BOLD</b> Font.				
						<b>Leeds BSF Programme: Phase 1</b>
<b>Current Position</b>		<b>H</b> -High <b>M</b> – Medium <b>L</b> - Low				
<b>Risk No.</b>	<b>Date Identified</b>	<b>Risk</b>	<b>Risk Level</b>	<b>Risk Impact</b>	<b>Preventative/ Contingency Action</b>	<b>Action with</b>
<b>5.</b>	30/8/05	Leisure Procurement not sufficiently scoped to allow bidders to price sample leisure centre effectively.	<b>M</b>	<b>H</b>	<ul style="list-style-type: none"> <li>City Council considers the application of the New Project Approval procedure.</li> </ul>	Chief Officer PPP Unit
<b>6.</b>	30/8/05	Procurement of the ICT Strategic Partner is delayed	<b>M</b>	<b>H</b>	<ul style="list-style-type: none"> <li>Risk assess the publication of the ITN without Strategic Partner input.</li> </ul>	Project Director

**LEEDS BSF PROJECT**  
**WAVE 1 - PHASE 1 PFI SCHOOLS**  
**AFFORDABILITY OVER THE LIFE OF THE CONTRACT**

APPENDIX 2

PFI REVENUE GRANT SUPPORT  
 NOTIONAL CREDIT APPROVAL £140m

FIRST FULL YEAR UNITARY CHARGE 2010/2011 £12.952m  
 ANNUAL INFLATION RATE OF 2.5%

YEAR ENDED 31ST MARCH	YEAR NUMBER	PFI REVENUE SUPPORT GRANT	SCHOOL GOVERNOR CONTRIBUTION	OTHER SERVICE USER CONTRIBUTION	TOTAL FUNDING FOR THE PROJECT	ANNUAL UNITARY CHARGE	ANNUAL SURPLUS (DEFICIT)	SINKING FUND CONTRIBUTION (ESCALATING AT 2.5% pa)	INTEREST ON SINKING FUND BALANCE AT 3.5% pa	ANNUAL BALANCE ON SINKING FUND	YEAR ENDED 31ST MARCH	YEAR NUMBER
		£000	£000	£000	£000	£000	£000	£000	£000	£000		
2009	2	(6,936,367)	(601,823)	(21,450)	(7,559,640)	5,982,907	(1,576,733)	(844,123)	0	(2,420,856)	2009	2
2010	3	(11,098,187)	(1,317,929)	(37,691)	(12,453,808)	11,566,733	(887,074)	(865,226)	(84,730)	(4,257,886)	2010	3
2011	4	(11,098,187)	(1,541,557)	(38,633)	(12,678,378)	12,951,759	273,381	(886,857)	(149,026)	(5,020,388)	2011	4
2012	5	(11,098,187)	(1,580,096)	(39,599)	(12,717,882)	13,088,053	370,170	(909,028)	(175,714)	(5,734,959)	2012	5
2013	6	(11,098,187)	(1,619,598)	(40,589)	(12,758,375)	13,227,754	469,379	(931,754)	(200,724)	(6,398,058)	2013	6
2014	7	(11,098,187)	(1,660,088)	(41,604)	(12,799,880)	13,370,948	571,068	(955,048)	(223,932)	(7,005,969)	2014	7
2015	8	(11,098,187)	(1,701,590)	(42,644)	(12,842,422)	13,517,722	675,300	(978,924)	(245,209)	(7,554,802)	2015	8
2016	9	(11,098,187)	(1,744,130)	(43,710)	(12,886,028)	13,668,165	782,137	(1,003,397)	(264,418)	(8,040,480)	2016	9
2017	10	(11,098,187)	(1,787,733)	(44,803)	(12,930,724)	13,822,369	891,645	(1,028,482)	(281,417)	(8,458,734)	2017	10
2018	11	(11,098,187)	(1,832,427)	(45,923)	(12,976,537)	13,980,428	1,003,891	(1,054,194)	(296,056)	(8,805,092)	2018	11
2019	12	(11,098,187)	(1,878,237)	(47,071)	(13,023,496)	14,142,439	1,118,943	(1,080,549)	(308,178)	(9,074,877)	2019	12
2020	13	(11,098,187)	(1,925,193)	(48,248)	(13,071,629)	14,308,500	1,236,871	(1,107,563)	(317,621)	(9,263,189)	2020	13
2021	14	(11,098,187)	(1,973,323)	(49,454)	(13,120,965)	14,478,712	1,357,748	(1,135,252)	(324,212)	(9,364,904)	2021	14
2022	15	(11,098,187)	(2,022,656)	(50,690)	(13,171,534)	14,653,180	1,481,646	(1,163,633)	(327,772)	(9,374,663)	2022	15
2023	16	(11,098,187)	(2,073,223)	(51,958)	(13,223,368)	14,832,009	1,608,642	(1,192,724)	(328,113)	(9,286,858)	2023	16
2024	17	(11,098,187)	(2,125,053)	(53,257)	(13,276,497)	15,015,310	1,738,812	(1,222,542)	(325,040)	(9,095,628)	2024	17
2025	18	(11,098,187)	(2,178,180)	(54,588)	(13,330,955)	15,203,192	1,872,237	(1,253,105)	(318,347)	(8,794,842)	2025	18
2026	19	(11,098,187)	(2,232,634)	(55,953)	(13,386,774)	15,395,772	2,008,998	(1,284,433)	(307,819)	(8,378,097)	2026	19
2027	20	(11,098,187)	(2,288,450)	(57,352)	(13,443,989)	15,593,167	2,149,178	(1,316,544)	(293,233)	(7,838,696)	2027	20
2028	21	(11,098,187)	(2,345,661)	(58,785)	(13,502,634)	15,795,496	2,292,862	(1,349,457)	(274,354)	(7,169,646)	2028	21
2029	22	(11,098,187)	(2,404,303)	(60,255)	(13,562,745)	16,002,883	2,440,138	(1,383,194)	(250,938)	(6,363,639)	2029	22
2030	23	(11,098,187)	(2,464,410)	(61,761)	(13,624,359)	16,215,455	2,591,096	(1,417,774)	(222,727)	(5,413,044)	2030	23
2031	24	(11,098,187)	(2,526,021)	(63,305)	(13,687,513)	16,433,342	2,745,828	(1,453,218)	(189,457)	(4,309,891)	2031	24
2032	25	(11,098,187)	(2,589,171)	(64,888)	(13,752,246)	16,656,675	2,904,429	(1,489,548)	(150,846)	(3,045,857)	2032	25
2033	26	(11,098,187)	(2,653,900)	(66,510)	(13,818,598)	16,885,592	3,066,994	(1,526,787)	(106,605)	(1,612,255)	2033	26
2034	27	(11,098,187)	(2,720,248)	(68,173)	(13,886,608)	17,120,232	3,233,624	(1,564,940)	(56,429)	0	2034	27
2035	28	(3,240,671)	(929,418)	(23,292)	(4,193,381)	5,746,333	1,552,952	(1,552,952)	0	0	2035	28
		(287,631,721)	(52,717,054)	(1,332,189)	(341,680,964)	379,655,126	37,974,162	(31,951,246)	(6,022,916)			
									CHECK	(37,974,162)		

**REPORT OF THE DEPUTY CHIEF EXECUTIVE**

**REPORT TO: EXECUTIVE BOARD**

**DATE: 16<sup>th</sup> November 2005**

**SUBJECT: BUILDING SCHOOLS FOR THE FUTURE PROJECT**

<b>Electoral Wards Affected:</b> All		<b>Specific Implications for:</b>	
		Ethnic Minorities	<input type="checkbox"/>
		Women	<input type="checkbox"/>
		Disabled People	<input type="checkbox"/>
Executive Board Decision	√ Eligible for call in	√ Not Eligible for call in (details contained in the report)	<input type="checkbox"/>

**EXECUTIVE SUMMARY**

1. Members of Executive Board, at their meeting on 9<sup>th</sup> March considered a report on the Council's Building Schools for the Future Programme. Members gave approval for the submission of the Strategic Business Case for the Programme and the Outline Business Case for Phase 1 of the Programme to be submitted to the Department for Education and Skills (DfES). Members also approved the principle of a Local Education Partnership (LEP). Members also approved the financial implications in the report and the resources required to deliver Phase 1 of the Programme through to 2008/09.
2. This report sets out, in Section 3, the outcome of the consideration of these Business Cases by DfES and the programme for procuring both the LEP and Phase 1 of the Programme.
3. Section 4 of this report provides Members with further details of the LEP and a summary of the scope of the proposed works to each school included within Phase 1 together with a summary of the model for delivering ICT in schools.
4. Section 5 summarises, in financial terms, the resource estimates for delivering this Project and estimates on the financial impact on the Council's Revenue Budget from 2005/06 through to 2009/10.
5. The report also briefly summarises, in Section 6, how the risks associated with this Project are managed, and monitored by the Education PFI / BSF Project Board.
6. Section 7 provides Members with details of both the long term Revenue implications of the procurement of four of the schools in Phase 1 through PFI and a summary of the

Capital Programme implications for the two schools to be refurbished through conventional design and build, financed through supported borrowing.

7. The recommendations to the report requests Members to agree to the final scoping of Phase 1 of the Project, to approve the financial implications and to agree to the issuing of revenue and capital affordability thresholds to be issued to bidders with the Invitation to Negotiate Documents at the end of this month.

## **1.0 PURPOSE OF THE REPORT**

1.1 The purpose of this report is to update Members of the Executive Board of the progress of the BSF project since the report of 9 March, which sought their approval to submit the SBC and OBC and give in principle approval to the creation of the LEP, and to outline, and seek appropriate approval, to:

- a) The structure and role of the LEP
- b) The final scoping of Phase 1 of Wave 1 of the Council's BSF Programme, as summarised in Section 4 of this report and that this forms the basis of the Output Specification, included as part of the Invitation to Negotiate (ITN) Documents to be released to bidders at the end of this month.
- c) The financial implications of Phase 1 of Wave 1, as summarised in Section 8, below.

In addition the report informs Members of:

- d) The headline Unitary Charge for the four schools to be procured through PFI, amounting to £12.952m at April 2010 prices and to agree that this is the Council's PFI Affordability threshold to be issued to bidders with the ITN Documents.
- e) The cost for the works at Temple Moor and Cockburn High Schools are estimated to total £29.855m and to agree that this is the Council's Capital Investment Affordability threshold for these two schools to be issued to bidders with the ITN Documents.

## **2.0 BACKGROUND**

2.1 The Executive Board received a report on 9<sup>th</sup> March 2005 seeking Members approval for:

- (a) the submission of the Strategic Business Case for the Leeds Wave 1 of the BSF Programme and the Outline Business Case for Phase 1 of the Programme and endorsed the decision of the Deputy Chief Executive to submit these in order to meet the Department for Education and Skills (DfES) deadlines;
- (b) the principle of the Local Education Partnership, as outlined in that report;
- (c) the financial implications of Phase 1 of Wave 1, set out in the Outline Business Case, and summarised in Appendix 1 of the report of 9<sup>th</sup> March 2005, be approved, and that the resources required to deliver Phase 1 of Wave 1 through to 2008/09 and the estimated level of Authority Works be noted.

2.2 Members will recall that the aims, objectives and anticipated outcomes of the BSF Programme in Leeds were set out in detail in that report.



### 3.0 CURRENT POSITION

#### 3.1 Strategic and Outline Business Cases

The Strategic and Outline Business Cases were submitted to DfES and the Treasury's Project Review Group on 22nd February 2005. Formal approval was received by the Council from DfES on 26<sup>th</sup> May 2005 that these Business Cases had been approved. Receipt of these approvals enables the City Council and Education Leeds to proceed with the procurement of the LEP and the Phase 1 of Wave 1 of the BSF Programme.

Members of Executive Board are requested to note that, subsequent to the report of 9<sup>th</sup> March, DfES has reduced the amount of PFI Credits for the four schools to be procured through PFI, from £145.149m, (set out in paragraph 3.3 of Appendix 1 of the report of 9<sup>th</sup> March) to £140m. The financial effects of this, and the costing of the final scope of the Project are set out further in this report.

Outline Planning Permissions for the proposals for Cockburn and Temple Moor High Schools have been approved and the Outline Planning Permissions for Allerton High, Pudsey Grangefield, Rodillian and Allerton Grange have been approved in principal but are now subject to the approval of the Office of the Deputy Prime Minister (ODPM) as they represent departures from the Development Plan (building on Protected Playing Fields and, in the case of Rodillian, Green Belt).

The Council has received confirmation that ODPM will not be calling in the proposals for Allerton Grange. The due date for responses on the other three schools is 10<sup>th</sup> November.

#### 3.2 Procurement

Procurement of Phase 1 of the Council's BSF Programme has commenced, and a summary of the major milestones of the procurement process is summarised in the table below.

Activity	Key Milestone	Completion Date
1	Project Review Group Approval	6 <sup>th</sup> May 2005
2	Publication of Official Notice in the Official Journal of the European Union	5 <sup>th</sup> August 2005
3	Information day and site visits for prospective bidders	7 <sup>th</sup> September 2005
4	Expressions of Interest (EOI) and Pre-Qualification Questionnaires and Pre-ITN received	19 <sup>th</sup> September 2005
5	Evaluation of EOI and recommendation for Long-list of bidders	12 <sup>th</sup> October 2005
6	Evaluation of Pre-ITN submissions from bidders	14 <sup>th</sup> to 31 <sup>st</sup> October 2005
7	Interview and propose shortlist to 3 bidders	8 <sup>th</sup> to 11 <sup>th</sup> November 2005

		<b>Programme Date</b>
8	Issue of ITN Documents to bidders	28 <sup>th</sup> November 2005
9	ITN Bid evaluation and selection of 2 bidders for contract negotiations	March 2006
10	Negotiations with 2 bidders	April to June 2006
11	Selection of Preferred Bidder	July 2006
12	Final contract negotiations with the Preferred Bidder	July to December 2006
13	Submission of Final Business Case for Executive Board approval	November 2006
14	Submission and consideration of Final Business Case by DfES and PRG	November / December 2006
15	Contract Financial Close	End December 2006
16	LEP Established and becomes Operational	January – April 2007
17	Construction mobilisation and site preparation	January / February 2007
18	Work commences on: Allerton High Pudsey Grangefield Rodillian Temple Moor and Cockburn High	February / March 2007
19	Work commences at Allerton Grange	February / March 2008
20	Service commencement: Allerton High Pudsey Grangefield Rodillian Temple Moor and Cockburn High	August 2008
21	Service commencement – Allerton Grange	August 2009

#### **4. PROJECT SCOPE**

##### **4.1 LOCAL EDUCATION PARTNERSHIP (LEP)**

4.1.1 The contractual arrangements in phase 1 of wave 1 of the Leeds BSF Programme establish the Local Education Partnership (LEP).

4.1.2 The LEP is a Joint Venture Limited Company which is created through a Strategic Partnering Agreement (SPA) between the City Council and the Private Sector Partner (PSP) the Council selects from this procurement process (i.e. the preferred bidder). Partnerships for Schools will also for part of this Joint Venture Company.

4.1.3 The LEP is proposed to be established with an agreed shareholding split of:

PSP	80%
LCC	10%
PfS	10%

The Council's Corporate Services is engaged in working through this element.

4.1.4 The City Council contracts with the LEP, through the requirements of the SPA, for a range of Partnering Services and in so doing grants exclusivity to the LEP in the delivery of those partnering services for the 10 year duration of the agreement (optional extension to 15 years). These services include:

- Development of a strategic investment programme for educational facilities consisting of new and refurbished secondary schools under the BSF programme where the individual project investment is £100,000 or more.
- Primary school accommodation under the BSF programme.
- SEN partnership bases under the BSF programme
- Other associated facilities (e.g. Early Years, Community, Youth, FE) under the BSF programme
- Leisure Facilities under the New Leaf Leisure proposals

4.1.5 In establishing the Roles and Responsibilities of the LEP, the City Council has, as far as possible, ensured that the Strategic Education Role, currently undertaken on the Council's behalf, by Education Leeds, remains unchanged and the Partnering services Specification, within the SPA will reflect a split of roles between the City Council/Education Leeds and the LEP which reflect this split, but will nevertheless note the support role the LEP will give to Education Leeds in its wider strategic role.

4.1.6 At present the Project Team and its advisers are working on the final detail of the SPA and its associated documents in order to make clear to the bidders, through the Invitation to Negotiate (ITN) documents, the role of the LEP, which will then permit bidders to include a proper LEP business plan as part of their response.

## **4.2 SCOPING OF THE SIX SCHOOLS TO BE PROCURED IN PHASE 1 OF WAVE1**

4.2.1 The initial task of the LEP in delivering a Strategic Investment Programme, is to deliver, through its supply chain, the required works and services at the 6 schools within phase 1 of the project.

4.2.2 Four schools, Allerton High, Rodillian, Pudsey Grangefield (with service commencement in August 2008) and Allerton Grange (with service commencement in August 2009) will be designed, built, financed and operated

through the Private Finance Initiative (PFI). Temple Moor and Cockburn High, where most of the work is refurbishment, will be designed and refurbished by the same contractor, but will be financed through conventional supported borrowing and operations will remain the responsibility of the School Governors and Education Leeds.

4.2.3 For the schools identified in Phase 1 a high level options appraisal was conducted to ensure that the strategy was robust focusing on the following objectives:

- The provision of modern accommodation in order to improve educational standards and staff morale;
- The development of school buildings that will fully allow the integration of ICT, community facilities and specialisms;
- The suitability of accommodation;
- Sustainability.

### **4.3 PHASE 1 PROJECT SCOPE - SCHOOL BUILDINGS**

4.3.1 In developing the proposed scope of the schools there has been considerable consultation between the City Council, Education Leeds, PfS, the Department for Education and Skills (DfES) and the schools, in order to agree the proposed scope outlined in the table below. The detail of the scope will be set out in more detail in the Output Specifications issued as part of the Invitation to Negotiate Documents programmed to be sent to bidders at the end of this month.

4.3.2 The table below summarises the scope of the projects in Phase 1.

School	Summary of Proposed Project Scope
<p>Allerton High School</p> <p>Procurement through PFI</p> <p>Service commencement August 2008</p>	<p>Schools capacity::            900 pupils aged 11 to 16            220 pupils aged 16 to 19            30 Generic Special Needs pupils            Multi- Faith Centre</p> <p>Proposed minimum scope of the work            90% New Build;            10% Refurbishment</p> <p>It should be noted that bidders will be invited to meet the requirements of the Output Specifications and in so doing provide the Council with the best VFM solution within the affordability threshold. As a consequence, this initial minimum scope of work proposal may change, even to 100% new build.</p> <p>New building to be constructed on existing school site, which may include the retention of the existing Sports Hall. The size of the school will remain unaffected although post 16 provision will be increased slightly. A partnership base will be included to provide for children with Special Educational Needs (SEN). It is also intended to provide accommodation for a Multi-faith Centre which will develop the schools community focus.</p>
<p>Pudsey Grangefield School</p> <p>Procurement through PFI</p> <p>Service commencement August 2008</p>	<p>School capacity:            975 pupils aged 11 to 16;            170 pupils aged 16 to 19</p> <p>Proposed minimum scope of the work:            87% New Build;            13% Refurbishment</p> <p>It should be noted that bidders will be invited to meet the requirements of the Output Specifications and in so doing provide the Council with the best VFM solution within the affordability threshold. As a consequence, this initial minimum scope of work proposal may change, even to 100% new build.</p> <p>A new school building will be constructed on the existing site, although the existing Sports Hall and Dance Studio may be retained. The new building will allow the school to develop its community focus and extended schools facilities. The new school will be slightly smaller to reflect demographic trends in the area.</p>

<p>Rodillian School</p> <p>Procurement through PFI</p> <p>Service commencement August 2008</p>	<p>School capacity:  1,050 pupils aged 11 to 16;  170 pupils aged 16 to 19;  30 Generic Special Needs pupils  Children's Centre</p> <p>Proposed minimum scope of the work:  91% New Build  9% Not affected</p> <p>It should be noted that bidders will be invited to meet the requirements of the Output Specifications and in so doing provide the Council with the best VFM solution within the affordability threshold. As a consequence, this initial minimum scope of work proposal may change, even to 100% new build.</p> <p>The current school will be replaced on the existing site. A new maths and dining block built in 2002 may be retained. The new building will have a slightly smaller capacity to reflect demographic trends in the local area. A SEN partnership base will be provided to enable the school to work with the Wedge based Specialist Inclusive Learning Centre SILC. In partnership with Joseph Priestley College and other South Leeds Schools, the investment will contribute to the development of vocational facilities on the school site. The site will also include a Children's' Centre.</p>
<p>Allerton Grange High School</p> <p>Procurement through PFI</p> <p>Service commencement August 2009</p>	<p>School capacity:  1,200 pupils aged 11 to 16;  270 pupils aged 16 to 19;  30 Generic Special Needs pupils</p> <p>Proposed scope of the work:  100% New Build</p> <p>The school will be rebuilt on the existing site. The City Learning Centre (CLC) will remain in its current position. The new school will be built to a smaller capacity to reflect the decline in pupil numbers in the local area. A Hearing Impairment Resource base will also be provided.</p>

<p>Cockburn High School</p> <p>Conventional funding Supported Borrowing</p> <p>Operational August 2008</p>	<p>School capacity: 1,050 pupils aged 11 to 16; 100 pupils aged 16 to 19;</p> <p>Proposed minimum scope of the work: 32% New Build 46% Refurbishment 22% Minor Works</p> <p>The majority of the existing school will be remodelled and refurbished. It is anticipated that an existing wing comprising science and maths will be demolished and replaced. There will be no change in the schools existing capacity. This investment will enable the school to develop its community focus and further develop its inclusion and behavioural strategy.</p>
<p>Temple Moor High School</p> <p>Conventional funding Supported Borrowing</p> <p>Operational August 2008</p>	<p>School capacity: 1,050 pupils aged 11 to 16; 170 pupils aged 16 to 19; 30 High Dependency Special Needs pupils</p> <p>Proposed minimum scope of the work: 36% New Build; 43% Refurbishment; 14% Minor Works; 7% Not Affected</p> <p>The majority of the school will be refurbished and remodelled. It is anticipated there will be a new build extension to the rear of the school and that a high care partnership base will also be built. The new and remodelled accommodation will allow the school to develop its community focus, increase its vocational and training pathways at 14-19 and build on its current science specialism.</p>

#### 4.4 ICT

4.4.1 The model for delivery of ICT in schools adopted by Education Leeds has been based upon the need to ensure that the BSF Partners can deliver the educational transformational agenda and one that offers the greatest degree of choice to schools, as well as providing the opportunity to take forward the ICT strategy for education in the City.

4.4.2 The model involves tripartite services delivery involving an ICT Strategic Partner, the Local Education Partnership (LEP) and Leeds City Council IT Services.

4.4.3 The LEP will:

- Be responsible for the design of the physical network, including all cabling, outlets, fixed ICT resources, power delivery and installation;
- Act as the main purchasing vehicle for all ICT hardware for the BSF schools and potentially the whole of the Leeds school estate;
- Manage the physical unpacking and connection of devices onto the network (the configuration and installation of software will be the Strategic Partner's responsibility);
- Purchase the servers, switches, patch panels etc. for the server or switch rooms, install them in the cabinets but not provide configuration;
- Purchase and install the cabinets as part of the building work;
- Be responsible for maintaining any ICT hardware whether covered by a manufacturer's warranty or out of warranty (including legacy equipment);
- Offer similar services to all schools not covered by the BSF Programme in the Leeds estate.

## 4.5 CATERING

4.5.1 Prior to the development of the Council's OBC it was anticipated that catering would continue to be provided by City Services at all 14 schools in this project. Since that time certain changes, outside the control of the Council have necessitated a review of this position and as a consequence it proposed that bidders be required to respond to the following ITN bid requirements:

4.5.2 'Bidders are required to submit the following:

1. A standard bid which requires compliance with Output Specs but encourages a VFM solution which encompasses new build at all the PFI schools.

2. A Mandatory Variant bid which is the same as the Standard Bid but excludes the ongoing operational cost of catering.

(As part of the Mandatory Variant bid Bidders will still be required to provide: the design and construction of 'fresh food on demand' together with the maintenance and replacement of kitchen equipment throughout the concession period. Initial training of catering staff in the safe use of the kitchen equipment will also be required of the bidder.

For the avoidance of doubt under the Mandatory Variant bid the following will not be required of the bidder:

- catering staff
- meal preparation
- Provision of ingredients
- Service of food
- Cost of kitchen utilities
- Cash collection
- Cleaning of the kitchen
- Mis-use of kitchen equipment by catering staff

The bidder will be expected to have appropriate insurances in place and to be able to propose and operate good interfaces with the remainder of the school.)

3. A costed 'shopping list' of variations from the Standard Bid which they consider to be better VFM than the Standard Bid Requirements'.



4.5.3 A further report will be brought back to Executive Board in the future, prior to any formal decision being recommended.

## 5. RESOURCES TO DELIVER PHASE 1 OF WAVE 1

5.1 The following resources estimate is for the procurement of Phase 1 of Wave 1 of the Council's BSF Programme and as such will have a financial impact on the Council's Revenue Budget for the years 2005/06 through to 2009/10. There will also be financial implications beyond this date to ensure that effective Contract Management is in place when the schools become operational.

	<b>2005/6 Latest Estimate (£000)</b>	<b>2006/7 (£000)</b>	<b>2007/8 (£000)</b>	<b>2008/9 (£000)</b>	<b>2009/10 (£000)</b>
Public Private Partnerships (PPP) Unit charges (includes Strategic & Project Management, Legal, financial, technical & Programming & Performance support)	115	690	690	350	100
Education Leeds (includes BSF programme direction and strategy, all Education client input into design services, operation and compliance, stakeholder and end user coordination)	335	348	363	378	395
Other LCC Charges (includes Design advice, planning fees, property, other support)	8	470	300	290	50
External adviser (legal, financial, pension & actuarial, Insurance, technical & architectural)	18	545	470	310	50
LEP Development		180			
<b>Total</b>	<b>476</b>	<b>2,233</b>	<b>1,823</b>	<b>1,328</b>	<b>595</b>

5.2 These cost projections reflect the Council's experience of delivering previous PFI/PPP projects and takes into account the additional complexities which BSF brings. The Project management arrangements and resulting projected cost of delivering the procurement reflects the management and resourcing of the Project outlined in the ' PPP/PFI Governance' Report considered and approved by Members of Executive Board on 9<sup>th</sup> March 2005.

In addition, the development of the LEP will also be a cost on the Council and is included in the table below. As a shareholder of the LEP, the Council will be required to

contribute 10% of the Company's equity, amounting to a one-off payment of £50,000 in 2006/07. This is included below, in the Finance section of this report.

## **6. PROJECT RISKS**

- 6.1 A Risk Management Plan and a comprehensive Risk Register have been developed for this Project to enable the continual, effective monitoring of the risks to the success of the Project. A summary of the key risks is reported to each the meeting of the Education PFI / BSF Project Board and the most recent summary, up to the return of ITN, is attached as Appendix 1 to this report.

## **7. FINANCIAL IMPLICATIONS**

### **7.1 Revenue**

This section of the report deals with the financial issues relating to Phase 1 of Wave 1 of the Leeds BSF Programme.

Phase 1 of the Project comprises four schools to be procured through PFI. The PFI Contractor designs, builds, finances and operates the schools through the life of the Contract. The City Council pays to the PFI Contractor a revenue payment, the Unitary Charge, when service commences in August 2008 and August 2009 respectively through to the Contract completion date, 31<sup>st</sup> July 2034.

Temple Moor and Cockburn High Schools are mainly refurbishment projects, are financed through traditional Council supported borrowing. The Schools, Education Leeds and the City Council will continue to be responsible for lifecycle and all building related services and cleaning, security, grounds maintenance etc. after the building and refurbishment works are completed.

- 7.2 The revenue implications of the PFI Project are the product of the Unitary Charge payable to the PFI Contractor, the revenue support from Central Government resulting from the level of PFI credits awarded for the Project, and the relevant proportions of the school budgets currently delegated to the schools but which will be surrendered under terms set out in Governor Agreements and revenue contributions from other service users.
- 7.3 The level of PFI Credits required for this and other Pathfinder and Wave 1 Projects with PFI components are determined by DfES following advice provided to them by Partnerships for Schools (PfS). When the Outline Business Case was developed, the level of PFI Credits for the four schools in Phase 1 amounted to £145.149m, and the Council's affordability position reported to Members on 9<sup>th</sup> March was predicated on this level of PFI Credits. However, at a late stage, PfS revised the level of PFI Credits down to £140m. The impact of this is a reduced amount of PFI Revenue Support Grant received by the City Council amounting to £0.44m per annum.
- 7.4 The calculation of the Unitary Charge included within the Outline Business Case (OBC) was calculated utilising a Financial Model prescribed by Partnerships for Schools. Officer of the Council and Education Leeds, with assistance from the Council's Financial Adviser, PWC, and based upon experience gained from the Leeds Combined

Secondary Schools Project, have reviewed the commercial terms underpinning the calculation of the Unitary Charge.

- 7.5 Officers of the Council, with, PWC, have developed a “Shadow Bid” Financial Model, that, based upon the scope of the Project summarised in section 4.2 of this report, and the commercial terms currently prevailing in the Schools PFI market, produces the estimated, or “Shadow” Unitary Charge upon which the affordability of the Project is based and also forms the basis of the advice the Council gives to bidders on its Affordability Threshold. The first full year Unitary Charge for this Project, including provision for fire prevention sprinklers, amounts to £12.952m, at April 2010 prices. This compares with £13.479m in the OBC, a reduction of over £0.5m.
- 7.6 Over the life of all PFI Projects, a proportion of the Unitary Charge increases each year due to effect of inflation. The Outline Business Case assumed that 40% of the Unitary Charge would be fixed during the life of the Contract and the remaining 60% subject to annual increases in the RPIx (or equivalent) price index. However the Council’s recently signed Contracts for the Primary and Combined Secondary Schools Projects have more advantageous terms for the Council where the proportion of the Unitary Charge subject to annual inflationary increases are substantially lower than in the OBC. This issue has been discussed with Partnerships for Schools and they have agreed that a more appropriate risk profile is that only 40% of the Unitary Charge should be subject to annual indexation and that 60% of the Unitary Charge is fixed over the life of the Contract. This has a substantial impact on the City Council’s annual cash flow over the life of the Contract.
- 7.7 A substantial proportion of the Unitary Charge is financed from the PFI Revenue Support Grant received from the Government. Further funding of the Unitary Charge is provided from the voluntary surrender of a proportion of school budgets by the Governors of the four schools to be rebuilt through PFI. These budgets are for the services currently delegated to the schools through Formula Funding for services that will, after service commencement, be provided by the PFI contractor and paid by the City Council through the Unitary Charge. Further funding is provided by other service users, in this instance by Early Years for the proposed Children’s Centre at Rodillian High School.
- 7.8 The funding sources described in paragraph 8.7 will not fully cover the annual cost of the Unitary Charge and deficits will arise that will be required to be financed over the life of the Contract. In order to ensure that deficits are financed in an equitable manner over the life of the contract, Executive Board, at its meeting on 12<sup>th</sup> November 2003, agreed to the principle of establishing Sinking Funds for PFI Projects. This is in line with accepted accounting practice for PFI and comparable schemes. During the early and mid years of the contract, these contributions accrue, earn interest, and are available for the financing of deficits in later years of the contract. This is a prudent accounting measure adopted by the City Council for all of its PFI Projects.
- 7.9 A summary of the affordability position for the City Council during the first full year of the PFI Contract is illustrated in the table below

<b>Cashflows – First full Financial Year 2010/11</b>	<b>Cashflows OBC 9<sup>th</sup> March</b>	<b>Cashflows Revised 16<sup>th</sup> November</b>
	<b>£000</b>	<b>£000</b>
<b>Unitary Charge</b>	<b>13,479</b>	<b>12,952</b>
<b>Financed from:</b>		
<b>PFI Revenue Support Grant</b>	<b>11,537</b>	<b>11,098</b>
<b>School Governor Contributions</b>	<b>1,554</b>	<b>1,541</b>
<b>Other Service Users – Early Years</b>	<b>0</b>	<b>39</b>
<b>Total Funding</b>	<b>13,091</b>	<b>12,678</b>
<b>Cash Flow deficit for the year</b>	<b>388</b>	<b>273</b>
<b>Balance to sinking fund</b>	<b>(1,023)</b>	<b>(614)</b>
<b>Council Equalised Contribution</b>	<b>1,411</b>	<b>887</b>

Members will note from the table above, illustrating the estimated financial position in the first complete year of the Contract (2010/2011) that despite the reduction in PFI Credits the Affordability of the Project to the City Council has improved since the OBC without reducing the scope and quality of the Project. Members will note that there is also a projected reduction in the Council's annual equalised contribution to the Sinking Fund. This is due to the combination of the lower Headline Unitary Charge; the lower proportion of the Unitary Charge subject to annual indexation (set out in paragraph 8.6, above) offset by the lower amount of PFI RSG received by the City Council due to the reduced level of PFI credits.

- 7.10 The table at 7.9, above shows that School Governors are required, and have agreed, to contribute from their School budgets to the cost of Facilities Management services provided by the PFI Contractor and paid through the Unitary Charge.
- 7.11 Despite the receipt of PFI Revenue Support Grant and revenue contributions from School Governors and other service users, deficits will be required to be financed by the City Council. These will be financed by the Council undertaking to make annual revenue contributions to the Sinking Fund. This commitment from the Council will be offset by the benefits Council will receive from not having to meet the significant repayment costs associated with the Council itself taking on a borrowing commitment in excess of £85m. In addition the on going lifecycle replacement costs required throughout the contact period will be met by the PFI Contractor at an estimated cost of £25m over the life of the Contract. Under a conventional procurement these costs would have to be met from the Council's and the Schools resources.
- 7.12 The Council contribution to the PFI cost amounts to £0.887m at April 2010 prices. This is equivalent to £0.222m per school, or £176 per pupil. The Council contribution also includes the cost of fire prevention sprinklers in the four schools.

### **7.13 Capital**

The Capital Programme approved by Members of Executive Board in March 2005 made provision for £34.847m for BSF, of which £29.159m will be funded by supported borrowing agreed with PfS and DfES. The balance, amounting to £5.688m will be funded from the Council's capital resources. These figures were included in the Capital

Programme based upon the estimated capital costs contained within the Outline Business Case.

7.14 The works to Temple Moor and Cockburn High Schools is predominantly refurbishment, and these works will be procured using Design and Build contracts. These have a total capital expenditure of £29.855m (previously £28.847m). The elements of the works required, which DfES will not fund, remain as previously reported to Members, comprising:

- £1.216m for the installation of fire prevention sprinklers;
- £0.605m for decanting costs during refurbishment of the schools;
- £0.867m for site abnormal costs

Provision is already included in the Capital Programme for these costs.

7.15 The final scoping of the Project includes a change from a Generic SEN provision to a High Care Partnership Base at Temple Moor increasing in floor area at an additional estimated cost of £1.008m. These sums, which are inclusive of fees total £3.699m and are required to be financed through the Council's Capital Programme. Members are advised that provision currently exists within the Education and Early Years Capital Programme, amounting to £1.9m for facilities included within the PFI element of the Project, which could be applied to meet some of the shortfall in capital funding.

7.16 The City Council will also be required to finance Authority works such as off-site Highways works, property issues, planning fees and any issues which may relate to the requirements of other agencies, e.g. playing fields and Sport England. The requirement for these works will become more apparent as the negotiations with bidders develop and it is anticipated that these works will largely be required to be met late in the construction phase. However, from experience gained on other Schools PFI Projects, and in particular the Leeds Combined Secondary Schools Project, which is now in its construction phase, these are estimated, in a project of this size and complexity, to be in the region of £3m and provision for this is already included in the Capital Programme.

7.17 A summary of the Capital Programme position, together with the funding sources is summarised in the table below.

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009/10 £000's
LAND (1)	-						
CONSTRUCTION (3)	34,847.0		200.0	6,161.0	17,582.0	10,904.0	
FURN & EQPT (5)	-						
DESIGN FEES (6)	-						
OTHER COSTS (7)	-						
<b>TOTALS</b>	<b>34,847.0</b>	<b>-</b>	<b>200.0</b>	<b>6,161.0</b>	<b>17,582.0</b>	<b>10,904.0</b>	<b>-</b>

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009/10 £000's
LAND (1)	-						
CONSTRUCTION (3)	1,008.0			201.0	607.0	200.0	
FURN & EQPT (5)	-						
DESIGN FEES (6)	-						
OTHER COSTS (7)	-						
<b>TOTALS</b>	<b>1,008.0</b>	<b>-</b>	<b>-</b>	<b>201.0</b>	<b>607.0</b>	<b>200.0</b>	<b>-</b>

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009/10 £000's
LCC Funding	5,688.0		200.0	838.0	2,113.0	2,537.0	
Supported Borrowing	29,159.0			5,323.0	15,469.0	8,367.0	
Other Income ( to specify)	1,008.0			201.0	607.0	200.0	
<b>Total Funding</b>	<b>35,855.0</b>	<b>-</b>	<b>200.0</b>	<b>6,362.0</b>	<b>18,189.0</b>	<b>11,104.0</b>	<b>-</b>
<b>Balance / Shortfall =</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>

## 8. RECOMMENDATIONS

8.1 Members of the Executive Board are requested to:

- a) Note and agree:
  - i). the establishment of the LEP through this process;
  - ii). the exclusivity awarded to the LEP through the contractual arrangements;
  - iii). the principle of differentiation of roles and responsibilities between the LEP and Education Leeds.
- b) Note and agree the final scoping of Phase 1 of Wave 1 of the Council's BSF Programme, as summarised in Section 4 of this report and that this forms the basis of the Output Specification, included as part of the Invitation to Negotiate (ITN) Documents to be released to bidders at the end of this month.
- c) Approve the financial implications of Phase 1 of Wave 1, as summarised in Section 8, above.
- d) Note the headline Unitary Charge for the four schools to be procured through PFI, amounting to £12.952m at April 2010 prices and to agree that this is the Council's PFI Affordability threshold to be issued to bidders with the ITN Documents.
- e) Note the cost for the works at Temple Moor and Cockburn High Schools are estimated to total £29.855m and to agree that this is the Council's Capital

Investment Affordability threshold for these two schools to be issued to bidders with the ITN Documents.



AGENDA ITEM NO.:
DCR Clearance No.

## Design & Cost Report

Capital Scheme No: 99963 JOH LIN

Parent Scheme No: 99963

### REPORT OF CHIEF EXECUTIVE OF EDUCATION LEEDS TO EXECUTIVE BOARD

**SUBJECT : BIG LOTTERY FUND PE AND SPORT PROGRAMME:  
JOHN SMEATON COMMUNITY HIGH SCHOOL**

<b>Electoral Wards Affected :</b>  Cross Gates & Whinmoor	<b>Specific Implications For :</b> Ethnic Minorities <input type="checkbox"/> Women <input type="checkbox"/> Disabled People <input type="checkbox"/>
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Executive Board Decision  Eligible for Call In  Not eligible for Call In   
*(details contained within the report)*

### 1.0 PURPOSE OF REPORT

1.01 The purpose of this report is to:-

- a) seek approval of additional Community Club Development Fund scheme design proposals and scheme costs for capital works to be undertaken at John Smeaton Community High School as part of the Big Lottery Fund (formerly New Opportunities Fund) PE and Sport project.
- b) seek approval to inject a Community Club Development Fund (CCDF) capital grant in the sum of £123,191 and a further £60,280 of Big Lottery Fund grant into the approved Capital Programme,
- c) seek approval to incur additional capital expenditure of £183,471.

### 2.0 BACKGROUND

2.01 The Department of Learning and Leisure has recently been successful in a £123,191 bid to the Sport England Community Club Development Fund (CCDF), supported by the Amateur Swimming Association. The Community Club Development Programme is an innovative collaboration between government (the Department for Culture, Media and Sport), Sport England and 16 sporting national governing bodies. Funding for the national programme is £60 million; £20 million from the Government's Capital Modernisation Fund

<b>ORIGINATORS NAME:</b> M Allman, A Palmer, <b>TELEPHONE NUMBER:</b> 2478323, 275262	<b>DATE:</b> 16 November 2005 <b>FAX NUMBER:</b> 2475341
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(CMF) and £40 million from the Comprehensive Spending Review (CSR) 2002. The funding is intended to allow for a total of around 250-300 projects nationally.

- 2.02 The scheme will offer fantastic additional opportunities for the pupils and communities of John Smeaton Community High School and to the City of Leeds as a whole, particularly in the following areas:
- To assist in creating a sustainable and financially viable sports club infrastructure in England that links with schools, provides appropriate support and pathways for identifying and developing talented individuals, and meets the needs of local communities.
  - To increase club membership levels among young people and to support the development of quality assured 'junior' sections of clubs.
  - To increase club membership among women, black and other ethnic groups and people with disabilities.
- 2.03 On the 12<sup>th</sup> May 2004, the Council's Executive Board approved the Big Lottery Fund and Department of Learning and Leisure John Smeaton Community High School project costing £5,297,000. The scheme includes a new sports hall, a six court multi use games area, a new synthetic sports pitch, plus extensive refurbishment of the existing swimming pool, to include new changing rooms, toilets and storage. The scheme will also provide for full disabled access, replacement of the current Bodyline gym and associated changing facilities, and a function/bar area. On 7<sup>th</sup> September 2005 approval was given to incur additional expenditure of £368,323, making a total of £5,665,323 to provide new sports facilities at John Smeaton High School. This allowed alterations to the design of the link corridor to the swimming pool, an increase in the corridor area to include toilet and shower areas and a first floor link corridor, thereby facilitating more effective and improved community use. A public address system was added, again primarily to benefit community use of the facility. In addition, health and safety improvements were incorporated into the design by adding a sprinkler system.
- 2.04 Additional scheme design proposals have since been developed, and the implementation of these designs will be made possible by the award of the CCDF grant by Sport England. One of the purposes of this report is to seek further authority to spend for the additional works. The scheme has been designed by Leeds City Council's in-house design team, Architectural Design Services, supported by a specialist external architect. Procurement of the scheme has been subject to EU procurement rules. The scheme is due to commence on 21<sup>st</sup> November 2005. Any delay in acceptance of the tender could impact on the scheme programme and could potentially cause serious disruption to the school.
- 2.05 It is intended that the Community Club Development Fund supplementary works will be carried out by the partnering contractor on the main scheme as a variation to the original contract. This approach will ensure that the City Council maximises economies of scale, complies with procurement rules and avoids unnecessary Construction Design Management regulation (i.e. primarily relating to health and safety) complications. The approach, which is supported by the City Council's Corporate Procurement Unit, will prevent the need to incur additional substantial procurement and site set up costs and as such is considered to be the Best Value option.
- 2.06 In addition to seeking approval to incur expenditure, the other purposes of this report are to seek approval to the revised scheme design proposals and to inject the necessary additional grant funding into the capital programme enable the scheme to proceed.

### **3.0 DESIGN PROPOSALS/SCHEME DESCRIPTION**

- 3.01 The additional works are comprised of alterations to the BLF scheme by means of an extension to the existing approved BLF funded designs around the pool areas. This includes an increase of the Bodyline Suite by 53m<sup>2</sup> and the creation of a seminar room/office of 45m<sup>2</sup> on the first floor, together with the creation of an office/meeting room on the ground floor. Overall, there is a general reconfiguration of the areas where the new extension links to the main centre.
- 3.02 The proposed designs have been prepared for submission to Sport England and are currently in line with the Big Lottery Fund/Department of Learning and Leisure stage of drawing ready to be adopted as part of the main building contract.
- 3.03 The current construction cost estimate for the CCDF funded works is £129,105. Associated professional fees are estimated to be in the sum of £19,366, and additional sports equipment is estimated at a cost of £35,000. Total additional project costs are therefore estimated to be £183,471.
- 3.04 The BLF Project Board, consisting of officers from Education Leeds and the Department of Learning and Leisure, together with other stakeholders, has approved the revised scheme design proposals and the subsequent proposal for additional funding support. All additional costs can be funded from existing BLF and CCDF funding resources.

### **4.0 CONSULTATIONS**

- 4.01 This scheme has been the subject of consultations with representatives of Sport England, the Amateur Swimming Association, The Big Lottery Fund, the City of Leeds Swimming Club, John Smeaton Community High School and the school's governing body, the Department of Learning and Leisure, and Education Leeds.

### **5.0 COMMUNITY SAFETY**

- 5.01 There are no specific implications in this report under section 17 of the Crime and Disorder Act 1998

### **6.0 PROGRAMME**

- 6.01 The revised strategic programme for works at John Smeaton Community High School is as follows:

Start on Site	21 Nitever 2005
Practical Completion	13 October 2006

### **7.0 FINANCIAL IMPLICATIONS**

- 7.01 Following design developments undertaken during Stage 2 of the tendering process, as described in section 3 above, there is a variance between the existing funding approval and the revised estimated project cost. This is shown below:

<b>Existing Funding Approval:</b>	
Big Lottery Fund Grant	£3,915,320
Learning & Leisure Capital Programme	£1,750,000
	<b>£5,665,320</b>
<b>Current Cost Estimates:</b>	
Construction	£5,152,097
Fees	£622,123
Other Costs	£39,571
Equipment	£35,000
	<b>£5,848,791</b>
<b>Additional Funding Requirement:</b>	<b>£183,471</b>

7.02 Additional funding of £183,471 is required to be injected into the Capital Programme in order to fully fund the John Smeaton Community High School capital project (scheme number 99963 JOH), £123,191 from the CCDF capital grant and £60,280 BLF funding.

7.03 As stated in Para 2.03, further authority to incur expenditure of £368,323 was approved by the Director of Corporate Services on 7 September 2005. This report seeks authority to incur expenditure of a further £183,471. Since the original Executive Board approval of 12 May 2004, total estimated scheme costs have increased by £551,794. It is therefore considered appropriate to seek approval for the additional spend of £183,471 from Executive Board on this occasion.

## 8.0 CAPITAL FUNDING AND CASHFLOW

### 8.01

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009 ON £000's
LAND (01)	0.0						
CONSTRUCTION (02) & (03)	5023.0		2670.0	2227.4	125.6		
FURN & EQPT (05)	0.0						
DESIGN FEES (06)	539.5	335.2	144.3	45.0	15.0		
EXTERNAL FEES (07)	63.2	63.2					
OTHER COSTS	39.6		39.6				
<b>TOTALS</b>	<b>5665.3</b>	<b>398.4</b>	<b>2853.9</b>	<b>2272.4</b>	<b>140.6</b>	<b>0.0</b>	<b>0.0</b>

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009 ON £000's
LAND (01)	0.0						
CONSTRUCTION (02) & (03)	129.1		43.8	82.1	3.2		
INTERNAL FEES	0.0						
DESIGN FEES (06)	19.4		14.3	4.6	0.5		
EXTERNAL FEES (07)	0.0						
OTHER COSTS (07)	0.0						
EQUIPMENT	35.0			35.0			
<b>TOTALS</b>	<b>183.5</b>	<b>0.0</b>	<b>58.1</b>	<b>121.7</b>	<b>3.7</b>	<b>0.0</b>	<b>0.0</b>

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009 ON £000's
NOF Sports Prov'n 99963	3975.6	398.4	1109.6	2323.3	144.3		
Learning and Leisure	1750.0		1750.0				
Community Club Dev. Fund	123.2		52.4	70.8			
<b>Total Funding</b>	<b>5848.8</b>	<b>398.4</b>	<b>2912.0</b>	<b>2394.1</b>	<b>144.3</b>	<b>0.0</b>	<b>0.0</b>
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

8.02 It should be noted that demolition works, budgeted at £200,600, which are included within the total scheme cost in the above table, are identified separately in capital scheme number 99963 JOH DEM.

## **9.0 REVENUE EFFECTS**

9.01 It is anticipated that the net cost of operating the facility after this development will be the same as previously provided for in the revenue budget.

## **10.0 STATUTORY IMPLICATIONS**

10.01 The objectives which the Community Club Development Fund investment programme is seeking to achieve are:

- To promote the development of sports clubs for young people through enhancing club school links and extending community access
- To promote the development of 'hub/beacon' clubs that create club networks and pathways through sport linked to the NGB programmes
- To promote the development of multi sport clubs to achieve economies of scale and to promote cross sport co-operation and development
- To ensure that facility investment is supported by adequate investment in the training and development of key people (coaches, officials and administrators)
- To create a large investment programme and ensure long-term viability and sustainability.

All of these objectives are in line with the Council's Sports Strategy.

## **11.0 RISK ASSESSMENTS**

11.01 Construction cost risks will be addressed by close supervision by the Big Lottery Fund Board with the contractor, effective use of Construction, Design Management (CDM) regulations and continual liaison with the school and the Leisure Centre

11.02 All Sport England schemes are subject to a claw back of the grant if they fail to comply with Sport England conditions and objectives for a 21 year period. Potential risk factors include the partial closure of the Leisure Centre during this period and failure to make part of the facility accessible to the community.

## **12.0 COMPLIANCE WITH COUNCIL POLICIES**

12.01 These works will contribute towards the modernisation and enhancement of school facilities within the city thereby helping to raise standards and increase the level of educational attainment amongst pupils. The scheme will also provide opportunities for the local community to utilise the facility.

## **13.0 COUNCIL CONSTITUTION**

13.01 This report is not exempt from the call in of decisions.

## 14.0 COMMENTS OF THE CHIEF EDUCATION OFFICER

14.01 The contents of this report have been discussed with the Chief Education Officer. The Chief Education Officer feels that the report includes all the analysis and considerations that he would wish to be drawn to the Executive Board's attention in considering this matter.

## 15.0 RECOMMENDATIONS

15.01 The **Executive Board** is requested to:

- a) approve the revised additional Community Club Development Fund scheme design proposals and scheme costs for capital works to be undertaken at John Smeaton Community High School as part of the Big Lottery Fund (formerly New Opportunities Fund) PE and Sport project.
- b) approve the injection of additional Community Club Development Fund (CCDF) capital grant in the sum of £123,191 and £60,280 Big Lottery Fund (BLF) funding into the approved Capital Programme,
- c) give authority to incur additional capital expenditure of £183,471.

<b>AGENDA ITEM:</b>
<b>Originator:</b> Richard Stiff
<b>Telephone:</b> 224 3749

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**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS  
REPORT TO EXECUTIVE BOARD  
DATE: 16<sup>th</sup> November 2005**

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**SUBJECT: Primary Review: Outcome of Statutory Notices for the Reorganisation Proposal in Stanningley**

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## **EXECUTIVE SUMMARY**

### **1. Introduction**

**1.1** The purpose of the report is to inform Executive Board of the outcome of the statutory representation period for the reorganisation of primary provision in Stanningley.

**1.2** The report provides a summary of the representations received in respect of the statutory notice to close Rodley Village Primary School and Aireview Primary School in August 2006 and to establish a one form of entry primary school in the current Aireview building in September 2006.

### **2.0 The Issue: Statutory Representations**

**2.1** A total of 393 statutory representations have been received from parents and staff associated with both schools and members of the public. 45 were from pupils at Aireview Primary School in support of the proposal and 50 were from pupils at Rodley Village Primary School who oppose the school's closure. The majority of representations (300) were from people associated with Rodley Village Primary School or from the Rodley community.

### **2.2 Role of the Rodley Village Primary School in the local community**

Concerns were expressed about the impact of the loss of Rodley Village Primary School for the local community.

#### **Education Leeds Response:**

Concern about the impact of closing the school on the local community is acknowledged. However, the school is in actual fact not greatly supported by the local community – only about 26% of pupils attending state primary schools who live within Rodley actually attend Rodley Village Primary School. The other children attend a range of different schools in Calverley, Farsley and Horsforth. The majority of children who do attend Rodley Village Primary do not live within walking distance of the school, but travel into Rodley by some other form of

transport from the wider Bramley area.

### **2.3 Location of provision and access to the Aireview site**

The view has been expressed that consolidating provision in the Aireview building will effectively locate primary schools serving the wider area close together (Summerfield, Stanningley and Aireview). There is a view that parents will preference other schools rather than choose to go to the Aireview site and that pupil numbers in the new school will therefore be low and the objective of securing a stronger school will not be achieved. Some representations expressed the view that the school is not in the right location to serve the Rodley community. An additional concern is that the school site is located part way up a steep hill that hinders access. School transport from Rodley to Aireview site has been suggested to address this issue and a perception that traffic will increase.

#### **Education Leeds response**

All pupils at the two schools at the time of closure will automatically transfer on to the roll of the new school. It is certainly the case that if parents with children at Rodley choose not to send their children to the new school, the school will not be full in the short-term and the situation would have to be monitored. However, with a secure future we would expect the number on roll at the school to increase.

A school on the Aireview site could serve the community of Rodley well. Coal Hill Lane is a pretty steep hill, but many children in Leeds walk such roads to access school provision. Some families currently make the journey from Rodley to Aireview every day on foot. If this proposal proceeds, implementation will factor in ways in which families who will attend the new school from Rodley could be supported – such as establishing a walking bus from Rodley to the new school or school transport if there is demand.

### **2.4 Facilities of the Aireview site**

Concern about the suitability of the Aireview building for primary provision has been raised. By contrast many respondents (mainly pupils from Aireview) have listed the excellent facilities that the Aireview site offers for a primary school – green playspace, ICT facilities etc.

#### **Education Leeds response:**

Education Leeds is of the view that the Aireview site offers significantly better facilities to deliver a modern primary education than the three small buildings that comprise Rodley Village Primary. It is acknowledged however that, like many Leeds schools, the building could benefit from some minor improvements.

### **2.5 A new build primary school in Rodley**

Concerns were expressed that the proposal does not explore options for a new build primary school that would serve the families of both Rodley and Aireview. Rodley governors have confirmed that they support an amalgamation, but have suggested it should not proceed until a new school can be built within the Rodley area. There is some scepticism about whether building on the bowling

green site at the rear of Rodley Recreation Ground will be seriously considered once both schools are amalgamated on the Aireview site.

**Education Leeds Response:**

Education Leeds in collaboration with colleagues in the Development Department reported to the Executive Board of the City Council in July 2005 on an initial feasibility of building a new primary school on a former bowling green site to the rear of Rodley recreation ground.

In the context of the length of uncertainty over the future of the two schools in question, in July 2005 the City Council agreed with Education Leeds that to move forward with the amalgamation of the two schools for September 2006 was the most appropriate way forward. The current vulnerability of the two schools, which are year on year faced with the difficulties of managing a falling roll and diminishing school budget, is such that the amalgamation cannot wait until a new building would be delivered.

If the amalgamation is agreed, it is the intention of Education Leeds in collaboration with the Development Department to progress consideration of the bowling green/recreation ground site by undertaking a public consultation exercise in the new year. The objective of the consultation will be to assess public opinion on a change of use of the Rodley recreation ground/bowling green site for a new school building into which the newly established school would be relocated. If the site can be secured, a replacement school is likely to take some years to deliver due to the complexities of the planning process and the need to secure the required capital. The building would be delivered in the context of the Asset Management Plan and the Capital Programme.

**2.6 Youth Club in Rodley**

BARCA youth club use the school three nights a week and if the school closes there will be no local community provision for 8-14 year olds.

**Education Leeds Response:**

The value of the local youth club is acknowledged. Colleagues from Youth Services would work with BARCA to find either alternative premises in Rodley or other suitable provision within the area for the young people currently attending the youth club, if Rodley Village Primary School closes.

**3.0 FINANCIAL IMPLICATIONS**

**3.1** There are no major capital building schemes associated with this proposal. Some minor improvement works may be carried out on the Aireview building, to support the decanting of pupils from Rodley funded through a capital receipt from the Rodley site.

**3.2** There would be an annual revenue saving of approximately £102,000 from the closure of Rodley Village School and an annual revenue saving of approximately £148,000 from the closure of Aireview School. However, this would be reduced by approximately £100,000 due to the establishment of a primary school on the Aireview site that would accommodate the existing pupils



of Rodley and Aireview schools, and potential costs incurred to protect staff at the closing schools.

#### **4.0 Recommendation**

##### **4.1 Executive Board is invited to:**

- i) Consider the representations received
- ii) Agree to proceed with the proposal to close Rodley Village Primary School and Aireview Primary School on 31<sup>st</sup> August 2006 and to establish a one form of entry school in the existing Aireview building on 1<sup>st</sup> September 2006.
- iii) Note that as a result of the representations the determination of the notice falls to the School Organisation Committee
- iv) agree that the comments prepared by Education Leeds and contained in this report serve as the LEA's response to the representations for consideration



<b>AGENDA ITEM:</b>
<b>Originator:</b> Richard Stiff
<b>Telephone:</b> 224 3749

**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS  
REPORT TO EXECUTIVE BOARD  
DATE: 16<sup>th</sup> November 2005**

**SUBJECT: Primary Review: Outcome of Statutory Notices for the Reorganisation Proposal in Stanningley**

**Electoral Wards Affected:**

Bramley & Stanningley

**Specific Implications For:**

Ethnic Minorities

Women

Disabled People


**Please indicate that the following have been addressed within the report:**

**Resource Implications:**

Finance

Personnel

Accommodation/Buildings

✓
✓
✓

**Policy Implications:**

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Executive Board Decision

✓
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Eligible for Call-in

✓
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Not Eligible for Call-in

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**1.0 PURPOSE OF THE REPORT**

The purpose of the report is to inform Executive Board of the outcome of the statutory representation period for the reorganisation of primary provision in the Stanningley Planning Area.

**2.0 BACKGROUND**

**2.1** At its meeting on 6<sup>th</sup> July 2005, the Executive Board agreed the publication of a statutory notice to close Rodley Village Primary School and Aireview Primary School on 31st August 2006 and to establish a one form of entry primary school in the current Aireview building on 1st September 2006.

**2.2** The objective of the reorganisation proposal is to address the long-term viability of schools in the Stanningley Primary Planning area, which comprises Rodley, Aireview, Summerfield and Stanningley Primary Schools. Aireview and Rodley Primary Schools have both felt the impact of falling rolls in recent years and in response have had to manage staff reductions. Rodley Village Primary School and Aireview Primary School together have less than 15 pupils in Reception and a combined total pupil population of around 190. There are currently 230 surplus places across the four primary schools that make up the Stanningley Planning Area.

### **3.0 The Issue: Statutory Representations**

**3.1** A total of 393 statutory representations have been received from parents and staff associated with both schools and members of the public. 45 were from pupils at Aireview Primary School in support of the proposal and 50 were from pupils at Rodley Village Primary School who oppose the school's closure. The majority of representations (300) were from people associated with Rodley Village Primary School or from the Rodley community.

### **3.2 Role of the Rodley Village Primary School in the local community**

The proposal fails to recognise the quality of Rodley Village Primary School and its important role in the local community. The loss of the school in Rodley will lead to a further loss of community. Local residents are concerned about the effect of the school's closure on house prices and that the closure of the schools will mean that families no longer want to move to Rodley.

#### **Education Leeds Response:**

Concern about the impact of closing the school on the local community is acknowledged. However, the school is in actual fact not greatly supported by the local community – only about 26% of pupils attending state primary schools who live within Rodley actually attend Rodley Village Primary School. The other children attend a range of different schools in Calverley, Farsley and Horsforth. The majority of children who do attend Rodley Village Primary do not live within walking distance of the school, but travel into Rodley by some other form of transport from the wider Bramley area.

### **3.3 Location of provision and access to the Aireview site**

The view has been expressed that consolidating provision in the Aireview building will effectively locate primary schools serving the wider area close together (Summerfield, Stanningley and Aireview). There is a view that parents will preference other schools rather than choose to go to the Aireview site and that pupil numbers in the new school will therefore be low and the objective of securing a stronger school will not be achieved. Some representations expressed the view that the school is not in the right location to serve the Rodley community. An additional concern is that the school site is located part way up a steep hill that hinders access. School transport from Rodley to Aireview site has been suggested to address this issue and a perception that traffic will increase.

#### **Education Leeds response**

All pupils at the two schools at the time of closure will automatically transfer on to the roll of the new school. Parents and carers will be able to request a place at any school if they wish, with preferences met as far as possible by application of the published admission criteria for Leeds, so long as places are available. In the event that this proposal proceeds, parents of pupils attending Rodley Village Primary will be encouraged to see the advantages of their children transferring together to the new school along with many of the staff currently at Rodley Village Primary. It is certainly the case that if parents with children at Rodley choose not to send their children to the new school, the school will not be full in the short-term and the situation would have to be monitored. However, with a secure future we would expect the number on

roll at the school to increase.

Given that the majority of pupils attending Rodley actually live nearer to Aireview, only around 30 pupils would have a longer journey to school if they attended a school on the Aireview site. However, we would expect any proposal such as this to affect intake patterns and the areas that schools serve. A school on the Aireview site could serve the community of Rodley well. Coal Hill Lane is a pretty steep hill, but many children in Leeds walk such roads to access school provision. Some families currently make the journey from Rodley to Aireview every day on foot.

If this proposal proceeds, ways in which support families who will attend the new school from Rodley could be supported will form part of the implementation planning. Support measures could include a school bus, establishing a walking bus from Rodley to the new school or creating a footpath from Aireview to the back of Rodley Recreation Ground.

### **3.4 Facilities of the Aireview site**

Concern about the suitability of the Aireview building for primary provision has been raised. By contrast many respondents (mainly pupils from Aireview) have listed the excellent facilities that the Aireview site offers for a primary school – green playspace, ICT facilities etc.

#### **Education Leeds response**

Education Leeds is of the view that the Aireview site offers significantly better facilities to deliver a modern primary education than the three small buildings that comprise Rodley Village Primary. It is acknowledged however that, like many Leeds schools, the building could benefit from some minor improvements.

### **3.5 A new build primary school in Rodley**

Concerns were expressed that the proposal does not explore options for a new build primary school that would serve the families of both Rodley and Aireview. Rodley governors have confirmed that they support an amalgamation, but have suggested it should not proceed until a new school can be built within the Rodley area. There is some scepticism about whether building on the bowling green site at the rear of Rodley Recreation Ground will be seriously considered once both schools are amalgamated on the Aireview site. Rodley governors have suggested that a new school could be delivered by earmarking capital receipts the Council is accumulating for the project, which could be covered by sale of the Rodley and Aireview school sites and the UDP site at Club Lane.

#### **Education Leeds Response**

Education Leeds in collaboration with colleagues in the Development Department reported to the Executive Board of the City Council in July 2005 on an initial feasibility of building a new primary school on a former bowling green site to the rear of Rodley recreation ground. A new school on this site would be more easily accessible for pupils living towards the Calverley end of Rodley. As a new facility it could attract more of the local population than Rodley Village Primary currently does as well as the Aireview population. However, there is considerable risk in terms of securing planning permission for educational purposes, as the land is currently designated as

greenspace/urban green corridor.

Progressing consideration of the former bowling green site is a long and complex process. The next stage in evaluating the potential of the site would be a public consultation exercise to gauge the level of public support/opposition for the proposal and to evaluate the risks of securing planning permission. As a departure from the agreed Unitary Development Plan of the Council, any decision on the site could be called in by the Secretary of State and as such could be determined external to the Council via a public enquiry, the timescale for which could extend beyond 2006. Capital funding has not been secured for a new build – capital receipts from existing sites would make a sizeable contribution to costs, but further funding would need to be secured with the Capital Programme and this would need to be set against other priorities across the school estate. All in all it could take several years before a new school could be delivered.

In the context of the length of uncertainty over the future of the two schools in question, in July 2005 the City Council agreed with Education Leeds that to move forward with the amalgamation of the two schools for September 2006 was the most appropriate way forward. The current vulnerability of the two schools, which are year on year faced with the difficulties of managing a falling roll and diminishing school budget, is such that the amalgamation cannot wait until a new building would be delivered.

If the amalgamation is agreed, it is the intention of Education Leeds in collaboration with the Development Department to undertake the public consultation exercise outlined above in the new year. The objective of the consultation will be to assess public opinion on a change to the use of the Rodley recreation ground/bowling green site for a new school building into which the newly established school would be relocated. If the site can be secured, a replacement school is likely to take some years to deliver due to the complexities of the planning process and the need to secure the required capital. The building would be delivered in the context of the Asset Management Plan and the Capital Programme.

### **3.6 Youth Club in Rodley**

BARCA youth club use the school three nights a week and if the school closes there will be no local community provision for 8-14 year olds.

#### **Education Leeds Response**

The value of the local youth club is acknowledged. Colleagues from Youth Services would work with BARCA to find either alternative premises in Rodley or other suitable provision within the area for the young people currently attending the youth club if Rodley Village Primary School closes.

## **4.0 FINANCIAL IMPLICATIONS**

**4.1** There are no major capital building schemes associated with this proposal. Some minor improvement works may be carried out on the Aireview building, to support the decanting of pupils from Rodley funded through a capital receipt from the Rodley site.

**4.2** There would be an annual revenue saving of approximately £102,000 from the closure of Rodley Village School and an annual revenue saving of approximately £148,000 from the closure of Aireview School. However, this would be reduced by approximately £100,000 due to the establishment of a primary school on the Aireview site that would accommodate the existing pupils of Rodley and Aireview schools, and potential costs incurred to protect staff at the closing schools.

## **5.0 STATUTORY IMPLICATIONS**

**5.1** The review of primary provision fulfils the LEA's statutory requirement to keep under review the supply and demand of school places.

**5.2** As statutory objections to the proposal have been received, the proposal falls to the School Organisation Committee for determination. The statutory notice expired on 20<sup>th</sup> October 2005. The statutory process requires the LEA to formally place the proposal before the School Organisation Committee within a month of the expiry of the notice, which in this case is before 20<sup>th</sup> November 2005.

## **6.0 EQUALITY IMPLICATIONS**

**6.1** Equality impact assessment indicates that these proposals are not likely to have differential impacts on the basis of ethnicity or gender.

## **7.0 LINKS TO KEY PRIORITIES AND CORPORATE PLAN**

**7.1** Proposals under the Primary Review reflect key priorities identified in the Education Development Plan, the Asset Management Plan and the Corporate Plan in terms of contributing to the target to reduce primary surplus places, the raising achievement agenda and improving the school estate.

## **8.0 COMMENTS OF THE CHIEF EDUCATION OFFICER**

**8.1** Proposals for the establishment, alteration or discontinuance of schools and the determination to implement such proposals remain a function to be performed by the Council under the arrangements involving Education Leeds.

**8.2** The arrangements require that the Council have regard to advice and draft plans where appropriate from Education Leeds when carrying out this function.

**8.3** The normal set of considerations and decisions by Members following the close of statutory notices is to:

(i) Consider whether there are statutory representations (if not, the Executive Board can determine the proposals unless they are linked proposals or dependent on PFI funding)

(ii) Consider and agree the responses to the statutory representations

(iii) Decide how next to proceed in the light of the representations and the information provided in response. The options being:

- the School Organisation Committee to consider the proposals for determination; or
- to decide to take the proposals no further; or
- to decide on a further public consultation exercise with a revised set of options.

**8.4** The contents of the report have been discussed with the Chief Education Officer. The Chief Education Officer feels that the report includes the points, observations and argument he would wish to be drawn to the Executive Board's attention in considering this matter.

## **9.0 RECOMMENDATIONS**

**9.1** Executive Board is invited to:

- 9.2**
- i) Consider the representations received
  - ii) Agree to proceed with the proposal to close Rodley Village Primary School and Aireview Primary School on 31<sup>st</sup> August 2006 and to establish a one form of entry school in the existing Aireview building on 1<sup>st</sup> September 2006.
  - iii) Note that as a result of the representations the determination of the notice falls to the School Organisation Committee
  - iv) agree that the comments prepared by Education Leeds and contained in this report serve as the LEA's response to the representations for the proposal.

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**REPORT OF THE CHIEF EDUCATION OFFICER**

**REPORT TO EXECUTIVE BOARD**

**DATE: 16<sup>th</sup> November 2005**

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**SUBJECT: PERFORMANCE TARGETS FOR EDUCATION LEEDS: 2005**

**Electoral Wards Affected: All**

**Specific Implications For:**

Ethnic Minorities

Women

Disabled People

**Executive Board Decision**

**Eligible for Call In**

**Not eligible for Call In (details contained in the report)**

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**1.0 PURPOSE OF THE REPORT**

**1.1** To report on the performance of Education Leeds when measured against the Strategic Incentive Performance Targets for 2005.

**2.0 BACKGROUND**

**2.1** The Strategic Incentive Performance Targets are a key aspect of the Council's contract with Education Leeds. They relate to educational performance and organisational issues. For each target a number of incentive points are allocated. For the remainder of this report the Strategic Incentive Performance Targets will be referred to simply as 'targets'.

**2.2** Section 3 of the report considers the performance of Education Leeds measured against the targets for 2005.

**2.3** The targets for 2005 were agreed by Executive Board in March 2004 following consideration by the Scrutiny Board (Lifelong Learning and Leisure) and wider consultation.

**2.4** As there was no OfSTED inspection visit in the 2005 period, Education Leeds have submitted a self-assessment of their performance against Judgement Recording Statement scores (JRS) up to 31 August 2005. An independent panel was



established to consider the self-assessment return. The Panel's considerations are detailed in appendix 2.

### **3.0 PERFORMANCE AGAINST THE 2005 TARGETS**

**3.1** The total points score for the 2005 targets is calculated at 20 incentive points. An analysis of the points score is provided in appendix 1. This represents "good" performance under the terms of the contract between the Council and Education Leeds.

**3.2** Under the contract with Education Leeds, a payment of £14,000 is due for each incentive point achieved in 2005.

**3.3** Therefore, the incentive payment due to Education Leeds for the 2005 targets is £280,000. This is calculated by multiplying 20 points by £14,000.

**3.4** Members' attention is drawn to appendix 2, particularly the final paragraphs where progress in the performance by Education Leeds is commented upon favourably by the independent panel and some pointers to ensuring continuing good progress are provided.

### **4.0 BUDGET IMPLICATIONS**

**5.1** The payment due for the 2005 targets is fully covered in the 2005/6 Education Client budget.

### **6.0 RECOMMENDATIONS**

**6.1** Executive Board is asked to:

- a) Note the good performance of Education Leeds against the 2005 targets and agree the incentive payment of £280,000.

### **Background Papers**

- Leeds City Council – Documents Related to Education Leeds Limited – 30 March 2001
- Scrutiny Board LLL 13<sup>th</sup> September 2001 'Proposed Procedures And Timetable For Agreeing New Strategic Incentive Performance Targets For Education Leeds'
- Scrutiny Board LLL 1<sup>st</sup> November 2001 'Draft Position Paper For Strategic Incentive Performance Targets 2003 Discussions'
- Scrutiny Board LLL 21<sup>st</sup> February 2002 'Strategic Incentive Performance Targets 2003'
- Executive Board 28<sup>th</sup> November 2001 'Education Leeds: Strategic Incentive Performance Targets 2002-2003'.
- Executive Board 13<sup>th</sup> November 2002 'Strategic Incentive Performance Targets for Education Leeds'
- Executive Board 10<sup>th</sup> December 2003 'Strategic Incentive Performance Targets 2005'
- Scrutiny Board 8<sup>th</sup> January 2004 'Strategic Incentive Performance Targets 2003 & 2005'
- Scrutiny Board 4<sup>th</sup> March 2004 'Strategic Incentive Performance Targets 2005'
- Executive Board 19<sup>th</sup> March 2004 'Strategic Incentive Performance Targets 2005'

## ANALYSIS OF INCENTIVE POINTS ACHIEVED AGAINST 2005 TARGETS

(1) OfSTED Category	2004 score (Ofsted inspection)	(2) 2005 Independent Panel Validation	(3) Incentive Points Generated for Average Score	(4) % Progress 2004 to 2005	(5) % Progress Score	(3)+(5) Total Incentive Points awarded
Corporate strategy and LEA Leadership	2.5	2.5	2	0	0	2
Strategy for education and its implementation	3.43	3.14	1	9.2	3	4
Support for school leadership and management	3.6	3.6	1	0	0	1
Support for SEN	3	2.25	2	33.3	3	5
Social Inclusion	3.75	3.75	1	0	0	1
<b>Result</b>						<b>13</b>

Overall Score from 2004 (Ofsted)	Overall score from verified self-evaluation 2005	Incentive points generated
3	3	5
<b>Result</b>		<b>5</b>

TARGET TYPE	INCENTIVE POINTS EARNED
Pupil Data	0
Social Inclusion	2
Ethnic Achievement	0
Organisational Indicators (Ofsted categories) (see above 13 + 5)	18
<b>TOTAL INCENTIVE POINTS</b>	<b>20</b>

## STRATEGIC INCENTIVE PERFORMANCE TARGETS (SIPT) PANEL

### Report and recommendations: November 2005

#### 1. Process.

1.1. During October and November the Panel considered the self-assessment reviews by Education Leeds (EL) of key areas of their work during the period since the 2004 Ofsted inspection. This report validates and comments on the proposed grades.

1.2. Documentation was based on the Ofsted self-evaluation process which was used until the Ofsted LEA inspection regime ended in Spring this year. Evidence was prepared electronically by Education Leeds and comprised an assessment against the Ofsted Judgement Recording Statements (JRSs), supported by electronically-linked documents. The Panel undertook its work in meetings and by electronic communication. Meetings included discussion with strategic managers of Education Leeds to clarify aspects of the self-assessment and service performance. The Panel also took account of the 2005 Audit Commission School Survey. Copies of the documentation and other information requested by the Panel are available in the Members' library.

1.4. The Panel met on 7, 14, 20 October and 3 November in the Merrion Centre.

#### Members:

Nick Henwood	External Independent Adviser (Chair)
Keith H Burton	Chief Education Officer
Michael Purches	Headteacher (SILC)
John Townsley	Headteacher (High)
Alan Tootill	Headteacher (Primary)
Stephen Rennie	Governor
Nick Mitchell	Governor

Unfortunately, Norris Pyke (Governor) was only able to attend one of the Panel meetings.

#### Overall Performance

Judgement	2004 Ofsted inspection	Education Leeds Self-evaluation	SIPT Validated score
Overall performance	3 (Ofsted 0.2 grade: "Overall Effectiveness")	3	3

2.1. Education Leeds judged that performance overall remains highly satisfactory, as it was at the time of the 2004 inspection. The panel agrees with that overall judgement. The Education Leeds 2005 self-evaluation recognises that there are still areas for improvement, including two remaining areas which were scored as unsatisfactory.

2.2. There were several instances where the Panel felt that Education Leeds had been particularly robust and challenging in its own assessment of grades. Such rigour and the

overall accuracy of almost all self-assessments leads the Panel to commend them on a process which it felt had been thorough and objective.

2.3. The Panel's task was to validate evidence of actual improvement in terms of outcomes for learners and schools. The Panel looked in detail at areas where the self-assessment indicated an improved grade. In order to take a view of overall performance, it also considered other key areas including the two remaining areas which Education Leeds scored as unsatisfactory. In addition, having looked at aspects of strategic estate management, the Panel wishes to emphasise that effective property management, driven by educational objectives, should play a central role in the proposed transformation programme. Property management to support school management remains a grade 4 by self-evaluation.

2.4. The Panel also looked carefully at apparent discrepancies between the 2005 Audit Commission Schools Survey and the Education Leeds self-evaluation (also using the 2004 Ofsted inspection for comparison). Such areas were discussed with Education Leeds staff. In general we found plans and strategies to be very sound but communicating them with all schools and other stakeholders, winning their support and ensuring that all services are equally focused on raising attainment, are challenges which Education Leeds is continuing to work hard to address.

### 3. Validation.

#### 3.1. Areas reviewed

The Panel reviewed all areas where self-assessment indicated an improvement in grade:

- Partnerships (JRS 1.8.)
- School improvement (JRS 2.5-2.7)
- Provision for pupils with Special Educational Needs (SEN) (JRS 4.1 to4.4)

It also discussed whether it would follow its 2003 practice and only provide a commentary where the overall assessment has changed. It felt such an approach would make an overall judgement difficult because of the need to take account of:

- areas which are still scored as unsatisfactory,
- key areas where the score remains unchanged and is at a relatively low level;
- areas where schools appear much less satisfied than the assessment indicates.

On that basis it decided to look in more detail at:

- Support for Information and Communication Technology (JRS 3.3)
- Property Services (JRS 3.9c)
- Pupils with no school place (JRS 5.2.)
- Behaviour Support (JRS 5.4.)

#### 3.2. Areas not reviewed in detail

The following JRS areas are unchanged. They are all at least satisfactory and have not been reviewed in depth by the panel.

Judgement recording statement	Area of activity	Self-assessment grade 2005
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JRS 1.5	The extent to which the LEA has in place strategies to promote continual improvement including Best Value	Graded 3
JRS 1.6	The leadership provided by elected members (including the quality of advice received)	Graded 2
JRS 1.7	The quality of the leadership provided by senior officers	Graded 2
JRS 2.1	The LEA's strategy for school improvement	Graded 3
JRS 2.2	The progress in implementing the LEA's strategy for school improvement	Graded 4
JRS 2.4	The extent to which the LEA has defined monitoring, challenge and intervention	Graded 2
JRC 2.8	The effectiveness of the LEA in discharging asset management planning	Graded 3
JRS 3.10	The effectiveness and value for money of services supporting school management	Graded 3
JRS 3.11	The planning and provision of services supporting school improvement, particularly inspection and advisory and/or school effectiveness services	Graded 3
JRS 3.12	The effectiveness and value for money of services supporting school improvement, particularly inspection and advisory and/or school effectiveness service	Graded 4
JRS 5.3	Support for school attendance	Graded 2
JRS 5.7	The effectiveness of the LEA in promoting racial equality	Graded 3

### 3.3. Areas reviewed in detail, with summative notes.

JRS	Title and Panel Comment	Ofsted 2004 score	Education Leeds Self-assessment	SIPT Panel validation
JRS 1.8	<p><b>The effectiveness of partnerships and collaboration between agencies in support of priorities</b></p> <p><i>Comment. Some encouraging examples demonstrate individual successful partnerships and working hard to improve outcomes through greater coherence and coordination. Moving at the right pace but given the challenges in delivering secure outcomes in this complex area, the Panel feels this is currently highly satisfactory, rather than good (based on the evidence seen)</i></p>	3	2	3
JRS 2.5 – 2.7	<p><b>The effectiveness of the LEA's work in monitoring schools and challenging them to improve, including the use made of performance data</b></p> <p><b>The extent to which the LEA's support to schools is focused on areas of greatest need</b></p> <p><b>The effectiveness of LEA identification of and intervention in under-performing schools.</b></p> <p><i>Comment. The Panel supports the grades, feeling that this whole area is moving forward very satisfactorily. Self-evaluation illustrates good understanding of issues and a pragmatism about their approach, geared to future challenges and winning increasing credibility with Heads and governors.</i></p>	4 3 5	3 3 4	3 3 4

JRS 3.3.	<p><b>Support to schools for raising standards in and the curriculum use of information and communications technology</b></p> <p><i>Comment: The Panel supports the self-assessment. However evidence suggests that schools are not all aware of the strategic direction of the ICT strategy despite EL's efforts and this would appear to be an area for further work.</i></p>	4	4	4
JRS 3.9c	<p><b>The effectiveness of its (the LEA's) services to support school management: property services</b></p> <p><i>Comment: See para 2.2 re. educational outcomes</i></p>	4	4	4
JRS 4.1	<p><b>The effectiveness of the LEA's strategy for SEN.</b></p> <p><i>Comment: Evidence that the comments in the 2004 inspection have been addressed and that the strategy is now good and has the support of schools and governors.</i></p>	3	2	2
JRS 4.2	<p><b>The effectiveness of the LEA in meeting its statutory obligations in respect of SEN</b></p> <p><i>Comment: Clear evidence of improvement in the self-evaluation. There are plans in place to make further progress.</i></p>	4	3	3
JRS 4.3	<p><b>The effectiveness of the LEA in exercising its SEN functions to support school improvement.</b></p> <p><i>Comment: Now well integrated into overall school improvement strategies.</i></p>	3	2	2
JRS 4.4	<p><b>The extent to which the LEA exercises its SEN functions in a way which provides value for money</b></p> <p><i>Comment: Remains good</i></p>	2	2	2
JRS 5.2	<p><b>The LEA provision for pupils who are educated other than at school</b></p> <p><i>Comment: Following careful review the panel agrees the self-evaluation grade for this area of support (which has been unsatisfactory for a long time). The Panel is reassured by the quality and commitment to initiatives now in hand.</i></p>	5	5	5
JRS 5.4	<p><b>Support for behaviour in school</b></p> <p><i>Comment: The panel agrees the self-evaluation grade for this area of support (which has been unsatisfactory for a long time). Sound plans now in place and current developments should address the understandable concerns of schools,</i></p>	5	5	5

	whose support is critical.			
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#### **4. General observations by the Panel.**

At the conclusion of the process, the Panel made the following general observations:

- Panel members who also served in 2003 were impressed by the direction and distance travelled in achieving change and improvement during the past two years
- Change has largely proceeded at a well-judged pace which accurately reflects the size and diversity of the City and its schools.
- Partnership working is being improved, involving a complex range of stakeholders and with some very encouraging individual projects. A greater strategic coherence, effectively communicated, will help all stakeholders to see the wider picture, especially in respect of access and attainment.
- Transformation of learning and teaching will continue to require vision, drive and excellent communications to get and keep all stakeholders on board

#### **5. Thanks.**

Sincere thanks are due to the head teacher and governor members of the Panel for the time they gave to support its work. The Panel was also grateful to Education Leeds for the quality of the evidence provided and their prompt response to requests for meetings.

November 2005

**REPORT OF THE CHIEF EDUCATION OFFICER**

**REPORT TO EXECUTIVE BOARD**

**DATE: 16<sup>th</sup> November 2005**

**SUBJECT: NEW CONTRACT WITH EDUCATION LEEDS: PROGRESS REPORT**

**Electoral Wards Affected: All**

**Specific Implications For:**

- Ethnic Minorities
- Women
- Disabled People

**Executive Board Decision**

**Eligible for Call In**

**Not eligible for Call In (details contained in the report)**

**1.0 PURPOSE OF THE REPORT**

1.1 To update Executive Board on the preparation of a new schedule of documents to support the continuation of the Council's arrangements with Education Leeds beyond the 31<sup>st</sup> March 2006 on the basis of the principles and proposals approved by this Board on 9<sup>th</sup> March 2005.

**2.0 BACKGROUND**

2.1 On the 17<sup>th</sup> November 2004, Executive Board received a report on the review of the contract with Education Leeds and agreed consultation on a set of principles and proposals for arrangements to succeed the existing contract with Education Leeds that expire on 31<sup>st</sup> March 2006.

2.2 On 9<sup>th</sup> March 2005 Executive Board received a report to consider the outcome of that consultation. It was agreed that the current documents relating to Education Leeds Limited and its contracts with the Council should be redrafted to produce a new schedule of documents to give effect to the following proposals:

**Structure and Governance**

- Secure Education Leeds as an arms length management organisation by removing the obligation to have a partnership agreement with a private sector company.
- Remove the incentive payment arrangement (Strategic Incentive



- Performance Targets scheme).
- Reflect the new company structure in the membership of the Education Leeds Board. The role of an independent chair should continue alongside the Council's appointments to the Board. This core board should have the facility to appoint and pay non-Executive Directors.

### **Services agreement**

- Establish a new service contract that is not time-limited and enables the Council to reassign and / or regroup functions as necessary in accordance with the changing roles and responsibilities of the Council. This is necessary in order to maintain flexibility at a time of unprecedented change in the role of Local Authorities around services to schools, children and families.
- The exercise of discretions on the authority's behalf by Education Leeds to include an arrangement that allows a Director of Children's Services to require a discretion not to be exercised by Education Leeds.

2.3 Executive Board also resolved that a further report on the proposed constitution of the Education Leeds Board be brought back to Executive Board with regard to the recommendation of the Scrutiny Board (Lifelong Learning) relating to the future membership of the Education Leeds Board.

## **3.0 UPDATE**

### **Review of contract documents**

3.1 A working group of Officers representing Legal and Democratic Services, Corporate Services (Financial Management), the office of the Chief Education Officer and Senior managers from Education Leeds has been supporting the drafting of a new suite of documents. The final production of contracts will require the use of external solicitors, also

3.2 The DfES has advised that these documents can be drawn up on the assumption that the Direction from the Secretary of State will cease at the commencement of the new contract. The DfES has also indicated that a final decision or notification on that matter is expected to be provided around January 2006.

3.3 There will no longer be a requirement for the following documents:

- 'The partnership agreement relating to Education Leeds - between Leeds City Council and Capita Business Services Ltd and Education Leeds Ltd'.
- 'The agreement between Education Leeds and Capita Business Services Ltd for the provision of certain services relating to Education Leeds'.

3.4 Documents relating to:

- 'The agreement for the provision of certain services of the local education authority between Leeds City Council and Education Leeds Ltd; and
- the Memorandum and Articles of association of Education Leeds Ltd, are being retained and altered to reflect the agreed new principles and proposals and to correct for any cross references to the redundant documents listed above.

- 3.5 The published protocols for:
- ‘Elected Member and Education Leeds relations’;
  - ‘Media communications’; and
  - The relationship between the Scrutiny function and Education Leeds, will continue.
- 3.6 The final guidance on the role of the Director of Children’s Services (DCS) has now been issued and Executive Board has agreed appointment and responsibility arrangements for the DCS post in Leeds. Under these arrangements the Director of Learning and Leisure and the Director of Social Services will continue to be authorised to discharge the functions that currently stand delegated to them which pertain to children and young people but the two Directors following the appointment of a DCS must consult with him/her on all proposed key and major decisions affecting children and young people; and the DCS is authorised to decide any children’s services matter himself/herself, or to direct that such matter be referred to the Executive Board for determination, if the DCS considers that such action is called for in order to promote the well-being of children and young people or to safeguard their welfare. References to the roles of Education Leeds and the Chief Education Officer in the current contract will be amended as required to reflect these arrangements.
- 3.7 Draft documentation in all of the above respects intended to replace the current documents relating to Education Leeds Ltd is now undergoing legal mark up by representatives of the parties to the contract, in order to arrive at a final set of contracts.
- 3.8 The detailed work on the documentation has also been used as an opportunity to update the current contract in line with changed legislation and to make changes where the operation of the current contract has identified the need for improved procedures. The following section identifies key the areas where formal changes to the documentation are being drafted.

## **4.0 OVERVIEW OF TECHNICAL CHANGES**

### **Relationship with Education Leeds**

- 4.1 The new Director of Children’s Services will have the lead role in annual negotiation with Education Leeds. The Director of Corporate Services will be involved as part of the budget process. There will be some form of formal contract review process and dates included in the contract.

### **4.2 Responding to the new school funding arrangements**

The new contract will provide for payments under re-defined funding streams - LEA services and Dedicated Schools Grant to bring it in-line with the new national funding arrangements for education affecting local authorities and schools. A mechanism will be put in place so that the Dedicated Schools Grant and the contract payments are matched at the Financial Year end to Education expenditure with any allowance for a Dedicated Schools Grant balance being shown in the Council’s account. The new role of the Schools Forum in decisions on elements of the Dedicated Schools Grant will be recognised in the new contract.

- 4.3 The performance and output measures for the company that are the subject of regular reporting to Scrutiny Board will continue but without the Strategic Incentive Performance Target elements.

#### **Streamlining processes and allowing greater flexibility**

- 4.4 The new contract will include a more streamlined means of dealing with changes by the Government to fully grant funded schemes (e.g. Schools Standards Grant) to avoid the need for individual contract variations in these respects.
- 4.5 Variations to the schedule of accommodation used by Education Leeds and related charges will be streamlined using a workable accommodation agreement with rent levels being mutually agreed prior to each new financial year as part of the budget process. Asset rentals will be charged in line with asset values in the same way that recharges appear in Departmental accounts.
- 4.6 The contract payment pattern will be changed to achieve the most tax efficient cash flow into Education Leeds. The contract will require the Council to provide a monthly statement to Education Leeds of investments held on its behalf. Specific reference to both accumulated surpluses and 3 year financial planning will be included in the new contract. Accumulated surpluses will be taken into consideration in annual contract negotiation. The procedures for annual contract negotiation will be simplified and replaced with a requirement to comply with the authority's budget strategy timetable. It will include a commitment to annual negotiations of the contract sum being determined in the context of the Council's priorities and budget strategy.
- 4.7 The new contract will also allow Education Leeds to work with and for partners other than Leeds City Council subject to a risk check through the Director of Corporate Services
- 4.8 The above changes will reflect Gershon efficiency considerations.

#### **4.9 Risk Management**

The new contract will be updated to reflect changes in Council's risk management procedures which have been both in terms of modern business practice and the statutory and CPA requirements of the Council to make sure that its key partners have effective risk management and, within this, service continuity arrangements in place. Such changes will help ensure that these partners, including Education Leeds, are identifying and appropriately managing their strategic and operational risks and that they have provisions for continuing their services should an incident take place.

### **5.0 EDUCATION LEEDS BOARD ARRANGEMENTS**

- 5.1 Scrutiny Board (Lifelong Learning) included the following recommendation in its response to the consultation exercise for the review of the Education Leeds contract: *"that the Executive Board gives consideration to including at least 1 Elected Member on the Education Leeds Board when the new arrangements come into place, in order to promote democratic accountability."*

- 5.2 The contract review working group has considered that recommendation alongside views from the Headteachers Forum and the Department of Education and Skills.
- 5.3 Under the terms of existing contract documentation, Leeds City Council's representatives on the Board of Directors of Education Leeds are Officers of the authority. The proposal on which this Executive Board agreed to consult was that the role of an independent chair should continue alongside the Council's appointments to the Board and that this core board should have the facility to appoint paid non-Executive Directors.
- 5.4 It is recommended that we do not change that proposal and ensure that:
- The Board should remain small in size;
  - The Council appointments to the Board should remain the independent chair and Senior Officers of the Council from Departmental areas outside the areas of Learning and Children's Services; and
  - it should be for the core membership of the Board (independent chair and two Directors drawn from Senior Officers of the Council) to determine any appointment of non-Executive Directors and/or securing any expert input to the Board's work

## 6.0 NEXT ACTIONS

- 6.1 A table of key actions and dates is provided below. The work is currently on-schedule

Action/Activity	Date
Progress report to Executive Board	November 2005
Legal mark up of draft documents	Nov - December 2005
Formal notice of new arrangements to Capita	February 2006
Receipt of letter from DfES regarding Secretary of State Direction	March 2006
Press and PR releases	March 2006
Education Leeds Ltd general meeting (approve new articles and memorandum of association)	March 2006
Signing of new contract	March 2006

## RECOMMENDATION

Executive Board is asked to:

1. receive the report, note the progress being made on the preparation of a new schedule of documents to support the continuation of the Council's arrangements with Education Leeds beyond the 31<sup>st</sup> March 2006 and approve the proposal in paragraph 5.4 regarding the membership of the Education Leeds Board.
2. authorise the Chief Executive to sign any documents necessary to give

effect to the principles and proposals set out in this report and as approved on 9<sup>th</sup> March 2005.

## **Background Papers**

- Leeds City Council 30<sup>th</sup> March 2001 – Documents Related to Education Leeds Limited
- Executive Board 12<sup>th</sup> November 2003 - Formal Review of Education Leeds
- Executive Board 17<sup>th</sup> November 2004 - Review of Education Leeds Contract
- Executive Board 9<sup>th</sup> March 2005 - Review of Contract with Education Leeds; Consultation feedback

**LEEDS CONCERT HALL, ARENA &  
OTHER MUSIC FACILITIES FEASIBILITY STUDY**

**PHASE III – EXECUTIVE SUMMARY**

**Leeds Culture**

**A**

**REPORT**

**BY**

**PMP, Donaldsons and Hetherington**

**August 2005**

### **Executive summary**

#### **Introduction**

- ES1 Leeds City Council ('the Council') and Yorkshire Forward on behalf of Leeds Cultural Partnership appointed the PMP team (including Stephen Hetherington, Donaldsons and make) in September 2004 to undertake a comprehensive study into the future provision of concert, arena and other music and related facilities in Leeds.
- ES2 The objectives of the study were to establish the level of demand for new and existing music facilities and provide an assessment of the following:
- commercial viability
  - financial and funding implications
  - potential impact on existing facilities in the city and wider region
  - physical considerations (location, design considerations, etc)
  - potential to provide conference and exhibition facilities as part of, or alongside, any new facilities.
- ES3 In order to meet each of the objectives, the study was divided into three phases. This executive summary sets out the findings of Phase III.

#### **Phase III – detailed options assessment**

- ES4 The focus of the final stage of the study was to develop further detail to inform an assessment of each of the main facility options, culminating in recommendations on the desirable and achievable options for Leeds, and how these could be realised.
- ES5 The options considered in Phase III were as follows:
- Town Hall (redevelop/improve)
  - first class symphonic concert hall (eg Bridgewater Hall)
  - mid-size venue
  - large arena.
- ES6 The potential to provide conference and exhibition facilities as part of, or alongside, any new facilities was also examined.

#### **Basis of information**

- ES7 This report has been prepared for the information of Leeds Cultural Partnership, Leeds City Council and Yorkshire Forward, and is based on information made available to us at the time of the study. It may not be passed on to any other party, nor may it be used as a basis for a contract, agreement or other document without our prior written consent, which will not be unreasonably withheld.

## **Conference & Exhibition Facilities**

ES8 Phase I consultation, in particular the private sector consultation, clearly identified the provision of new conference and exhibition facilities in Leeds as crucial to the development of the local economy and the realisation of the city's aspirations.

### **Defining the conference & exhibition markets**

ES9 The conference market incorporates a wide range of events, from small half-day meetings to week-long events with over 2,000 delegates. The market was estimated to be worth £7.7 billion to UK venues in 2003<sup>i</sup>.

ES10 The conference market is typically broken down into three main sectors, based on type, and/or origin of delegates, as follows:

- corporate conferences
- national association (or not for profit) conferences
- international association (or not for profit) conferences.

### **Conference characteristics**

ES11 The British Conference Market Trends Survey suggests that a great proportion of conferences are corporate and that corporate delegates are the greatest daily spenders.

ES12 However, associations hold the largest conferences and they are of the longest duration. The number of delegates attending association sector events increased from 232 to 320 in 2003 (Meetings Industry Association, 2004).

ES13 Other key characteristics include:

- 46% of associations organised an exhibition with their conference in 2003, compared to just 30% the year before
- the average duration of a conference is now 1.6 days
- annual events (71%) and education events (47%) were the most popular types of event organised in 2003 (Meetings Industry Association, 2004).

### **Facility development & ownership**

ES14 The average large-scale purpose-built conference centres will typically have two auditoria with a capacity of approximately 1,600 individuals in the largest auditorium and the average number of meeting rooms being 17. Overall the typical large-scale conference centre will have a total exhibition floor space approaching 6000 sq. m and an average maximum delegate capacity of around 1,900.

ES15 The Meetings, Incentives, Conventions and Exhibitions (MICE) sector is potentially able to attract high spending, longer staying visitors than traditional holidaying tourists. A summary of the perceived advantages and disadvantages associated with developing conference centre facilities can be found overleaf

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<sup>i</sup> British Conference Venues Survey 2004 (BACD)



**Table E1 Advantages and disadvantages associated with developing conference centre facilities**

<b>Advantages</b>	<b>Disadvantages</b>
<b>Direct</b>	<b>Direct</b>
Local government/private sector investment	High development costs
High level of delegate spending	High carrying costs
Increased employment	High operation costs
<b>Indirect</b>	<b>Indirect</b>
Economic gains to the local community	Losses in operations
Impact on occupancy hotel bookings	Infrastructure costs
Enhanced urban image	Opportunity costs
Redevelopment of blighted areas	Loss of property taxes
	Continuing costs for police, firemen
	High debt service

Source: Fenich, (1992) (modified)

ES16 Studies have shown the substantial economic impact that conference facilities can have on their surrounding area on an annual basis. This has been estimated in recent years as follows:

- Winter Gardens Conference Centre, Blackpool - £50m
- SECC, Glasgow - £85m
- Brighton Centre - £50m.

ES17 From the background industry information, it is important to recognise the following key issues when considering facility provision in Leeds:

- distinction between the various types of conferences and exhibitions that venues host, and the effect that these have on:
  - programming (eg different lead times)
  - facilities (scale/size)
  - ancillary facilities (eg type of hotels in proximity)
- economic impact of business tourism potentially generated from these facilities
- cost of providing and continually updating conference facilities to remain competitive
- level of competition in the market nationally and locally
- potential for a conference venue to require subsidy/subvention.

### **Leeds**

ES18 Leeds has the ideal infrastructure and transport links to support the provision of large-scale conferences given its accessibility by rail, air and road, coupled with the abundance of high quality hotels in the city centre that are capable of attracting the higher end of the market.

ES19 Leeds has a large number of facilities capable of hosting fewer than 500 delegates, yet little exists for conferences above this scale. The city's conference and exhibition provision is largely met by hotels. Of the 78 venues capable of hosting conferences in Leeds and the surrounding area, 60 have a maximum capacity less than or equal to 400 and only three have capacity for over 800 delegates (Source: Conference Leeds Venues Portfolio 2004/5).

ES20 These larger facilities are either lacking in catering and/or breakout room facilities (Leeds Town Hall and Leeds Grand Theatre) or located away from the city centre thus making them either not ideally situated for the town centre or complementary facilities (Elland Road).

ES21 To explore the level of demand for additional conference and exhibition facilities in Leeds we undertook a series of consultation exercises with the private sector, operators of similar facilities and conference/event organisers.

ES22 The key areas of consensus amongst consultees were:

- there is no purpose-built facility in Leeds capable of hosting conferences for 1,000+ delegates, and this is a key requirement for a major city such as Leeds
- The Royal Armouries (500 delegates) and Weetwood Hall (180 delegates) are good existing venues, but not of sufficient scale
- there is potential for Leeds to exploit the corporate conference market, public exhibitions/consumer shows and academic conference market
- new facilities would be extensively used, both by those consulted and by the latent demand evidenced by others
- appropriate facilities must be provided as part of, or alongside the venue eg breakout rooms, car parking and good access
- if it were to provide new facilities, Leeds would be likely to compete with the offer of other major cities, such as Edinburgh, Glasgow, Manchester, and Birmingham etc.

ES23 Areas where there is some debate amongst consultees include:

- the scale of new facilities required, ranging from 1,000-3,000 capacity conference facility, to 2-20,000sqm exhibition space, to a 'blank canvas' capable of hosting c4,000 people
- multi-purpose facility vs. purpose built conference/exhibition facility
- effect on Harrogate International Centre
- location – city centre or edge of centre.

ES24 It can be seen that there is a strong demand for additional conference facilities of at least 1,000 capacity and exhibition facilities. These facilities must be designed to accommodate conference events, even if this is only one aspect of the facilities usage. Any new facility could exploit the gaps evident in the market, namely corporate conferences, academic conference and consumer shows/public exhibitions.

### **Impact on Harrogate International Centre (HIC)**

ES25 Harrogate International Centre (HIC) was built in 1982 at a cost of c£30 million and was funded entirely by Harrogate District Council. The HIC features a 2000 seat auditorium interlinked with eight exhibition halls totalling 16,500 sq m of exhibition space. HIC also offers 480 car park spaces over two floors and is linked to a 214 bed hotel. It covers a total site of 6 acres (2.4 ha), including service roads.

ES26 Given its size, HIC considers its key competitors to be Glasgow, G-Mex, NEC, The Barbican, Excel and Olympia. Bournemouth and Glasgow are the closest to HIC in facility mix terms. The emergence of Excel has drawn customers from the NEC's client base, and they in turn have targeted HIC's customers in an attempt to redress this balance, which has had an impact on Harrogate. The HIC has a significant economic impact estimated by HBC at c£240m per annum.

ES27 HIC would strongly object to any purpose-built conference and exhibition centre that it felt would affect its operation significantly. This would include any conference facility above 500 capacity and/or over 8000 sq. m of exhibition space.

ES28 It is clear from the consultation and work undertaken to date, that a new large-scale conference and/or exhibition facility in Leeds is likely to have an impact on HIC. However, the magnitude of this impact depends quite significantly on the following:

- scale/size of new facilities
- programming/target markets
- purpose built vs. multi-purpose facility.

ES29 The following recommendations are based on the research undertaken:

- there is the potential to develop a successful, purpose-built conference and exhibition facility, however this would require further investigation (outside the remit of this study) to determine the exact size and programming. From the work undertaken to date, the conference facility could be between 1,000 and 3,000 capacity with associated exhibition space (size to be determined)
- the above facility could be co-located alongside any of the new build facility options outlined provided: the site was suitable, the relevant procurement route chosen and funding identified. This type of use is considered complementary
- to illustrate the potential to include conference facilities within (as opposed to alongside) one of the new build facility options, we have chosen to examine a mid-size venue with integrated conferencing facilities, because:
  - a multi-use venue could meet the aspirations of the city with regard to conferencing and music provision (it is assumed that this would produce cost savings on developing two separate facilities)
  - the proposed mid-size venue auditorium is 2,500 (within the identified range for conference facilities)
  - the acoustics of the mid-size venue more closely match those required in a conference facility than the concert hall

Under this option, the mid-size venue would be designed (and costed) to include the appropriate breakout spaces, banqueting and catering facilities, and with appropriate seating flexibility

- public exhibitions should be considered as part of the arena programme (as the market has been identified).

ES30 It should be noted that whilst a mid-size venue is modelled as the only option to include significant conferencing facilities within the music venue, this option could be explored for the other facility options at a later date.

## Leeds Town Hall

ES31 Consultation with key stakeholders undertaken in Phase I of this study identified that, for some, the aspiration for delivering symphonic music in the city was the provision of a new concert hall, whilst others suggested a substantial improvement in facilities at the Town Hall would suffice.

### **The current situation**

ES32 The Leeds Town Hall is an iconic Grade I listed building in the centre of Leeds. The Victoria Hall within the Town Hall has long been the focus of orchestral music in the city, and is currently home to the largest local authority music programme in the country as well as the internationally acclaimed Pianoforte competition.

ES33 However it was identified by a number of stakeholders earlier in this study that the Town Hall has a number of critical limitations. These included poor quality acoustics, sight lines, seating comfort and capacity, poor ancillary and hospitality facilities. There are also limitations with regard to the revenue-making potential of the building, such as lack of break out spaces to enable more conference business.

### **The vision**

ES34 The vision for an improved Town Hall, was originally set out in an unsuccessful lottery application in the late 1990s, to develop its position from a venue that hosts a concert season of national standing, to become a **centre for the arts with an international reputation**. Whilst the application failed, a number of the originally proposed works, such as improving the acoustics, have been carried out in recent years. The remaining improvements are detailed in Table E2 below, as a basis for future improvements.

**Table E2 Town Hall improvements**

Proposed improvements	Impact
<p><b>Concert facilities</b></p> <ul style="list-style-type: none"> <li>• outstanding sight-lines and acoustic refinements</li> <li>• improved stage area/comfort for orchestras</li> <li>• piano lift provision</li> <li>• seating numbers remain unchanged</li> </ul>	<ul style="list-style-type: none"> <li>• this would provide additional acoustic benefits for visiting performers and audiences alike</li> <li>• the remaining issues with sight-lines would be addressed, allowing all seats to be sold with audience confidence of quality views</li> </ul>
<p><b>Redecoration of Victoria Hall</b></p> <ul style="list-style-type: none"> <li>• reproduction of the original 1894 scheme would have significant impact on the venue</li> </ul>	<ul style="list-style-type: none"> <li>• this would improve the already stunning interior of the Victoria Hall, and enhance the reputation of one of the country's finest concert halls</li> </ul>
<p><b>Practice &amp; education space</b></p> <ul style="list-style-type: none"> <li>• create an additional performance and rehearsal space for smaller concerts/recitals, practice and educational use</li> </ul>	<ul style="list-style-type: none"> <li>• this would allow the development of a significant programme of education and community involvement</li> <li>• it would also provide a valuable rehearsal space for classes, workshops and outreach work</li> </ul>
<p><b>Ancillary facilities</b></p> <ul style="list-style-type: none"> <li>• additional bars, catering and toilet facilities</li> <li>• function &amp; banqueting rooms</li> </ul>	<ul style="list-style-type: none"> <li>• these improvements would meet many criticisms from existing users and stakeholders, and would make entertaining and concert attendance a much improved experience</li> </ul>

**Capital cost**

ES35 The cost of redeveloping the Town Hall as a high quality concert hall with the flexibility to host conferences and exhibitions is estimated at £20m<sup>ii</sup>. It would be possible to phase some of the works, as follows:

- £5-£10m – all required improvements to the Victoria Hall and adjacent facilities
- £10-20m – as above, but with additional performance space and increased support facilities (eg breakout rooms etc)

ES36 This compares to an estimated capital cost of a new build concert hall of c£75m plus.

**Management structure**

ES37 With an upgrade to a first class concert hall with the flexibility to host conferences and exhibitions, a new management structure will require merging the current LICS team with the broader programming team currently part of the Town Hall.

**Subsidy requirement**

ES38 Outline income and expenditure projections have been developed, based on the information provided for the existing Town Hall and the LICS in 2003/4.

ES39 Table E3 compares the income and expenditure projected to 2006/7 if the Town Hall were to remain as it is (this was calculated by inflating current figures for the Town Hall and LICS), and if it were to be developed as proposed.

**Table E3 Town Hall I & E account**

	<b>TH &amp; LICS 06/07</b>	<b>Improved TH 06/07</b>
<b>Income</b>		
Event income	786,900	829,500
Other income	15,400	24,000
<b>Total income</b>	<b>802,300</b>	<b>853,500</b>
<b>Expenditure</b>		
Event Expenditure	684,800	754,500
Overheads	454,700	525,300
Admin & finance	417,900	421,000
Sales & marketing	30,200	33,500
Operating overheads	330,300	331,700
<b>Total expenditure</b>	<b>1,917,900</b>	<b>2,066,000</b>
Net operating profit/ loss	<b>1,115,600</b>	<b>1,212,500</b>

ES40 It is important for any venue that both the performers and the audience enjoy the experience and would come back to visit again.

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<sup>ii</sup> Estimate provided by Civic Architect based upon original cost of Lottery Application, minus work undertaken to date.

ES41 Therefore, the question has been asked to the major orchestras visiting Leeds as part of the LICS in 2004/05, including CBSO, BBC Philharmonic Orchestra, Halle and BBC Symphony Orchestra. The feedback was overwhelmingly supportive of the Town Hall.

**Summary**

ES42 In summary, there is significant potential to improve the Town Hall to overcome its current limitations and become a major concert venue, famed for its tradition, improved facilities and the quality of orchestral and education programmes.

ES43 The Town Hall is a popular and valuable asset to the city, and if it were no longer the focus of classical music in the city, this great hall and the organ within it would be largely underused for its primary purpose.

**The Options for future facility delivery**

ES44 The main facility options have been summarised in the following tables to allow development of the capital and revenue funding positions, analysis of the management options and procurement options, and to enable comparison between facilities.

ES45 As identified earlier, a purpose-built conference facility could be provided alongside any of the options, however we have also modelled an option for the mid-size venue that integrates conference provision within the music venue.

**Table E4 Concert hall characteristics**

<b>Feature</b>	<b>Assumption</b>	<b>Comments</b>
Capacity	2,000 seats	2,000 seats represents a reasonable size for a modern concert hall (most highly regarded modern halls are between 1,800 – 2,500). It is significantly larger than the Town Hall and would not be so large as to create acoustic design challenges.
Site size (hectares)	Min 0.4 (preferred range 1.0 – 1.5)	A selection of suitable sites were identified in Phase II.
Location	City centre	As above.
Indicative capital cost	£75m+	This represents a realistic cost for a new concert hall, reflecting the recent costs of halls around the world and the aspiration for an iconic design.
Acoustics	Suitable for the highest standards of symphonic music (long Reverberation Time etc)	Although most British concert halls are programmed for symphonic music for less than 50% of the time, the ambition for the symphonic programme is such that a high quality symphonic acoustic is required. It should be noted that this acoustic is the most expensive to create and is not entirely suitable for amplified sound nor spoken word performances, that would also be programmed in the facility to increase revenue.

**Table E5 Arena characteristics**

<b>Feature</b>	<b>Assumption</b>	<b>Comments</b>
Capacity	13,000 seats	Phase I identified that there was a gap for a large arena of above 10,000 seats. Further work in Phase II & III has been undertaken to establish the most advantageous capacity from a commercial point of view. 13,000 seats are assumed as this creates a capacity advantage for promoters over the Hallam FM arena in Sheffield with 12,500 seats.
Configuration	No permanent ice pad, includes a short hall format	
Site size (hectares)	Minimum 1 (preferred range 1.5 – 3.5)	A selection of suitable sites were identified in Phase II, the sites at the larger end of the scale are likely to offer more opportunity for enabling development.
Location	City centre desirable, although out of town considered	A selection of city centre and out of town sites were identified as suitable in Phase II.
Indicative capital cost	£40-60 million	This range of costs was identified.
Ancillary facilities assumed in the business plan	Circa 48 hospitality suites	The high level of corporate activity within Leeds provides an excellent market opportunity for the provision of corporate hospitality within the Arena.

**Table E6 Mid-size venue (without major conferencing) characteristics**

<b>Feature</b>	<b>Assumption</b>	<b>Comments</b>
Capacity	2,700 seated & 3,500 seated & part standing	
Configuration	Flexible venue, seated or part standing	
Site size (hectares)	Min 0.8 (preferred range 1.5 – 2.5)	A selection of suitable sites were identified in Phase II, the sites at the larger end of the scale are likely to offer more opportunity for enabling development.
Location	City centre desirable, edge of centre considered	A selection of city centre and edge of centre sites were identified as suitable in Phase II.
Indicative capital cost	£30	This outline cost is purely indicative, as set out above as there are few examples of this type of venue as a new build facility. Clearly, if seeking an iconic design, the capital cost is likely to be towards the high end of the range.
Acoustics	Designed for amplified sound	Operator consultation has indicated that there is a perceived gap in the market for a venue that can offer quality amplified sound.
Ancillary facilities assumed in the business plan	Two or three side rooms available for hospitality & meetings	These ancillary facilities will facilitate the use of main auditorium providing additional space for events. They will also be able to meet the high level of local demand for meeting and hospitality space.



**Table E7 Mid-size venue (with conferencing) characteristics**

<b>Feature</b>	<b>Assumption</b>	<b>Comments</b>
Capacity	2,700 seated & 3,500 seated & part standing	
Configuration	Flexible venue, seated or part standing	
Site size (hectares)	Preferred range 1.5 – 2.5	A selection of suitable sites were identified in Phase II for a mid-size venue without conferencing, the sites at the larger end of the scale are likely to offer more opportunity for enabling development.
Location	City centre most desirable, edge of centre considered	A selection of city centre and edge of centre sites were identified as suitable for a mid-size venue without conferencing in Phase II. Similar selection criteria also apply here.
Indicative capital cost	£40m	This range of costs is purely indicative, as set out above as there are few examples of this type of venue as a new build facility. Clearly, if seeking an iconic design, the capital cost is likely to be towards the high end of the range.
Acoustics	Designed for amplified sound	Operator consultation has indicated that there is a perceived gap in the market for a venue that can offer quality amplified sound.
Ancillary facilities assumed in the business plan	Additional large banqueting/exhibition space, divisible into several spaces.	These ancillary facilities will facilitate the use of main auditorium providing additional space for banqueting and exhibition events. They will also be able to satisfy the need for breakout rooms to complement the primary auditorium.

## **Management options**

ES46 There are a number of options open to the Council in terms of managing any new facilities, including:

- in-house management
- management via a non-profit distributing organisation (Trust) or SPV
- management via a private sector partner (existing operator).

ES47 Clearly, the chosen management route will be linked to the funding and procurement of the new venue, and the Council may need to consider where the priority lies in terms of how the venue is funded versus how it is managed.

ES48 Direct in-house management will involve the Council in direct management of any new venues, including retaining full responsibility for all elements of income and expenditure.

ES49 An SPV route, potentially via a non-profit distributing trust vehicle, will involve the Council in a partnership arrangement with the new vehicle, whereby the SPV manages the facilities directly, but the Council retains involvement via the Board and output specification for delivery of services. A good example of an SPV is the NEC group in Birmingham, who operate The National Exhibition Centre, The NEC Arena, The National Indoor Arena, The International Convention Centre and Symphony Hall – Birmingham City Council and Birmingham Chamber of Commerce & Industry are equal shareholders in the SPV.

ES50 A private sector partnership will be based on a contract for provision of services between the owner of the venue and a private company, similar to the arrangement at MEN arena, where SMG are the operators.

ES51 Following consultation with existing operators of similar facilities in the market, their comments can be summarised as follows:

- there is excellent support from private operators for the development of a new multi-purpose arena in Leeds. A number of major operators have expressed an interest in this facility and would like to discuss the potential development further
- there is varied interest in a mid-size venue ranging from interest in a rock/pop style venue to be run commercially to offers of a management contract for a facility in keeping with the study recommendations
- a concert hall would only attract a private operator on a no-risk basis, with the provision of an annual management fee from the Council.

ES52 Table E8 overleaf provides a direct comparison of each option against the key requirements of the Council and other key assessment criteria.

**Table E8 Comparison of management options**

	<b>Option 1 In-house management</b>	<b>Option 3 Private Company</b>	<b>Option 2 SPV/Trust</b>
<b>Sustainability</b>	Based on City Council continued support	Large private organisation with significant balance sheet strength	Based on City Council support in early years (eg NEC)
<b>Alignment to City Council aspirations</b>	Fully aligned as part of Council	Through specification/contract	Through specification/contract and Board representation
<b>Community focus (Business and residential)</b>	Close to community	More distant from community	Close to community
<b>Independence from City Council</b>	No	Long term	Partial
<b>Relationship to Council</b>	Part of Council	Partner with Council	Partner with Council
<b>Council control</b>	Total	Through specification/contract	Through specification/contract and Board representation
<b>Risk transfer</b>	No	Maximised	Partial
<b>Ability to maximise commercial activity</b>	Reduced	Maximised	Possible
<b>Experience of similar facilities</b>	Possible	Maximised	Possible, depending on staff recruitment

ES51 An important factor not easily covered in a comparison of options is the opportunity to combine the management of the different facilities under one management model. Practically, this type of management would need to combine the specialist skills required to programme a variety of venues, similar to the NEC group in Birmingham. Indeed, the NEC model may well be worthy of consideration once the final mix and funding of facilities is confirmed.

ES52 There are a few key questions which will effectively drive the selection of the preferred management route for each facility:

- which arrangement best provides the skills and knowledge required in future development and sustainability of the business?
- can the management team make best use of the commercial and conference opportunities?
- how is the capital funding to be provided?

### Business planning

ES53 Based on the facility parameters set out earlier, revenue business plans for each of the facility options have been developed to inform the decision-making process. It should be noted that none of the business plans include the cost of capital financing or site acquisition.

#### Concert Hall

ES54 The business planning for the classical concert venue was completed by Stephen Hetherington with support from PMP. Two models were run in order to gain an insight into the potential financial ramifications of two slightly different event programmes. Model A assumes that the concert hall is used primarily as a classical concert venue; Model B assumes a lighter programme featuring comedy, jazz, world music and light orchestras. Neither model includes support for, nor programmes a resident orchestra.

ES55 Many of the fees quoted in Model A are higher than those currently paid by the Town Hall concert season, but are more in line with fees paid by other major UK concert halls. The gross potential for a new 2,000 seat hall would remove the existing argument for a concession based on the restricted sales in the Town Hall, and it is expected that normal fees would be demanded.

ES56 Under Model A, a classical concert venue is projected to operate at a net loss (or subsidy required) of c£1.7 million. These losses are in line with facilities elsewhere in the UK, and are indicative of the financial difficulties associated with operating cultural facilities, which typically require sizeable subsidies.

ES57 Under Model B the operating shortfall/subsidy is projected to be reduced to c£1.1 million where the programme is softened. This model calls into question fundamental assumptions of building design. The impact of an amplified programme is illustrated further when applied to the mid-size venue later in this section.

ES58 The modelling has also been completed assuming a reduction in ticket sales of 20%. Running this sensitivity analysis allows one to form an opinion as to how robust the venue is projected to be in financial terms. Assuming reduced ticket sales, Model A shows a net loss/subsidy requirement of c£2.7 million, whilst Model B shows losses increasing to c£1.6 million.

#### Arena

ES59 The Leeds Arena is assumed to have a seated capacity of c13,000, with a larger seated/standing capacity. This places it second only to the Manchester Evening News Arena (and the Dome upon opening) in terms of arena scale. The scale of the venue will make it particularly appealing to music promoters, as the capacity of the venue for top acts in part affects the choice of venue.

ES60 The Arena also includes 48 corporate boxes that can also be used for meetings etc., plus premium seating available to offer superior seating and facilities at a premium price. This compares to 32 boxes at MEN, and 48 at London Arena.

ES61 It is assumed that the Arena will not play host to either ice-hockey or basketball franchises, as is the case with several other successful arenas including the MEN and Wembley. The programme will instead consist of a range of other sporting and non-sporting events.

- ES62 Under this base model, it is assumed that a new conferencing facility could be co-located alongside the arena, and therefore conferencing is not a key feature of the programme.
- ES63 The Arena is projected to host 107 events in Year 1, rising to 138 in Year 5. The primary component of this event mix is likely to be major concerts, with 38 in Year 1, rising to 45 in Year 5. Other events projected for the Arena include public exhibitions (22 in Year 5), nightclub events (12), family shows (11) and children's shows (10).
- ES64 It is assumed that the Arena will be independently operated rather than run in-house by the Council, in order to make best use of the expertise and experience of the private sector in this field.
- ES65 The Arena is projected to make a profit of c£1.35 million by Year 3, rising to £1.42 million in Year 5, from which point profit is likely to remain at a relatively consistent level. This allows the Arena to reach the number of events and attendees assumed to be achievable in the model. The total of 138 event days in Year 5 is relatively conservative and is considered a prudent projection as to the potential success of the venue in staging events.

### **A - Mid-size venue (without major conferencing)**

- ES66 The mid-size venue is intended to offer a capacity between that of a classical concert venue/Town Hall and a large-scale arena. The scale of facility modelled in the following profit and loss projections are 2,700 fully seated, or 3,500 seated/part-standing.
- ES67 The mid-size venue is projected to hold 175 events in Year 1, with an average attendance of c1700 for a total attendance of 298,900. Average attendance per event is projected to remain broadly steady over the course of Years 1-5, although as the number of annual events increases to 211 by Year 3, total attendance rises to 357,300.
- ES68 Year 1 events assume approximately 60 concerts, with 34 major concerts and 24 minor concerts, plus a number of other events including wrestling, graduation ceremonies and children's shows. With the assumed event profile, the venue is projected to return an operating loss of c£670,000 in Year 1. With a degree of fluctuation, Year 5 losses are projected to be c£650,000. This indicates that a relatively high subsidy will be required for this particular facility.

### **B - Mid-size venue (with conferencing)**

- ES69 Projections suggest that the financial viability of offering conferencing as a key element of the facility mix increases the likely subsidy requirement. However, there is the potential that opening up the facility to a wider market would deliver economic impact benefits in excess of those that would otherwise be observed.
- ES70 The business plan for a venue without conferencing removes 50 nightclub events that were projected to otherwise take place weekly in the stalls area in the single auditorium venue after any evening show has finished, with seats retracted/removed. In a conference venue, this type of event could cause problems for the design and finishes in the stalls area, which needs to be maintained at a conference standard.
- ES71 Extra conferences, banquets etc are projected to produce a net additional income of £102,000 in Year 1 rising to £227,000 in Year 5.

ES72 If there is very good acoustic separation then the venue could run more small conferences/exhibitions and lunches and banquets in the secondary space(s).

ES73 The mid-size venue with conferencing is projected to return a net operating loss of £845,200, although this falls to c£700,000 over Years 3-5. This is primarily linked to an increase in overheads, which is not compensated satisfactorily by an associated rise in income.

### **Procurement options**

#### **Introduction**

ES74 Having already considered the management options and likely revenue position of new venues for Leeds. It is then important to look at how these opportunities can be combined to procure the venues, and some of the key issues with each potential route.

ES75 Cultural facilities have generally been procured via two main models:

- Public sector/ Council delivery, through;
  - traditional procurement with a design competition and separate construction contract
  - design & build contract
- Public Private Partnership type contract, where the design, build and operation are packaged together.

#### **Public sector/ Council delivery**

ES 76 Under the following two options, it is assumed that the Council undertakes the 'developer' role and also provides any gap funding that cannot be secured from third party sources, such as grants, sponsorship and future income generation.

##### ***Traditional procurement***

ES77 Historically, many major public buildings have been procured via appointment of an architect (either directly or via a design competition), followed by letting of a separate construction contract. Operation of the new facility has then been considered separately.

##### ***Design & Build Contract***

ES78 A second option for procuring new facilities is for the City to let a design and build contract to a major construction company and then separately procure an operator for the new facilities.

ES79 This procurement route would again allow the City to provide the capital finance (either directly or through grant aid), and run separate procurement competitions to chose a design and build partner and then an operating partner.

#### **Public Private Partnership**

ES80 This type of contractual arrangement involves a private partner agreeing to provide a package of services to the Council, in return for an annual revenue payment.

- ES81 The private sector partner will usually put together a Special Purpose Vehicle (SPV), which will provide the funding, management and construction services. This would typically include an operator, construction partner and a bank/equity provider.
- ES82 The benefit of this type of structure is that the Council would retain long-term ownership of the facility, and the SPV would provide all of the required services in one package – thus transferring much of the construction and operating risk to a third party provider. However, there would need to be a 25-30 year contract in place in order for the SPV to have sufficient time to repay the debt finance.

### **Capital investment by the Council, within a hybrid PPP model**

- ES83 A potential opportunity to reduce the cost of capital is for the Council to provide the capital directly, and effectively act as the ‘funder’. This allows the Council to use their borrowing power to provide lower cost capital, whilst still utilising the benefits of having one party undertake the design, build, operation and maintenance of the new facilities.
- ES84 It is important that this option is considered in its widest sense – for example an arena could be procured with a combination of public sector investment via prudential borrowing, combined with capital from the private sector generated via enabling development and long-term service contracts, such as for food and beverage. This would still be considered a PPP deal if the asset eventually transferred back to the local authority, but demonstrates how the contractual structure can be flexed to allow different types of investment.

### **Non-traditional procurement opportunities**

- ES85 The traditional procurement models outlined above have been successful in delivering new and refurbished cultural facilities in many areas of the UK, and have usually resulted in an asset being delivered for the public sector. However, particularly in the case of traditional procurement and design and build, these projects have tended to be grant funded with a focus on design quality rather than whole-life costing and value for money.

### **Land disposal deals**

- ES86 Many of the well-known hotel/conference venues are owned and managed by a private company. The company buys the land, invests the capital, manages the facilities and obtains a return on its investment via the revenue streams generated from, for example, the hotel and conferencing.
- ES87 Key to this type of deal would be the ability of the development to generate sufficient revenue surpluses to cover both the cost of developing and provide a return on investment.
- ES88 A concert hall, with a significant operational deficit, is unlikely to be suited to this type of model, unless the City is prepared to enter into an open-ended annual subsidy arrangement, which is unlikely to be viable, given the uncertainty associated with such an arrangement from the Council’s funding perspective.
- ES89 In order to control the site development, the City would look to draft a development brief for the site, against which potential developers could respond. This would ensure that the Council’s ‘must haves’ are protected, for example by ensuring a mid-size venue is part of the scheme.

### **Procurement competition**

ES90 In order to provide the range of facilities aspired to by the Council, there is likely to be the need for significant involvement from existing land owners in the City, private developers, equity and debt funders and the Council itself.

ES91 In order to bring these complex organisations together in a transparent and auditable process, the City may wish to consider running a procurement competition for each of the facilities aspired to.

ES92 The process for this would be:

- The Council drafts a procurement pack setting out the facilities required and the monies and land available from the City to support development
- interested parties then “bid” to the Council for one or more of the facilities, setting out how they will provide the facilities, the investment levels, land uses etc.
- the Council undertakes an evaluation of bids received to confirm most appropriate way to deliver new facilities.

ES93 An example of this would be a bid from an existing land owner, who could combine their land with some Council land to develop an arena plus enabling development, and they would come forward with a bid that included a developer and operator for the arena, and would ask for a specific capital sum from the Council in order to facilitate the development.

ES94 The benefits of such an approach would be that all of the organisations who have expressed an interest in providing facilities in the City during this process, could put forward their proposals, and then the merits of each proposal could be evaluated in a transparent manner. This would provide the City with an auditable process for investing in new cultural facilities.

### **Joint venture**

ES95 For certain facilities, particularly those requiring an ongoing revenue subsidy, a joint venture arrangement may be a more appropriate solution.

ES96 The Council could look to enter into a partnership arrangement with either a specific private partner or with a group of partners, in order to provide and manage new cultural facilities. The JV company may or may not own the assets, depending on the arrangement with the City Council and the funding methods utilised. Funding opportunities are discussed in more detail in Section 8, but there may be benefit in a non-profit making organisation (such as a charitable JV) making bids for grant funding, compared to a private sector organisation or the City Council.

ES97 This type of structure could therefore provide an appropriate vehicle for establishing on-going private sector involvement in the provision of cultural facilities, and would allow the private sector to be involved in decision-making.

ES98 The mechanics of this type of structure could be flexible depending on the levels of investment, land ownership, number of partners etc. but would have the key benefit of allowing residential and business community involvement.



ES99 Table E9 outlines a comparison of the procurement routes considered.

ES100 Each option offers different benefits compared to the others. Selection of the preferred route should therefore be based on which of the options meets the Council's 'must have' criteria. For example, if retaining ownership of the asset is essential, then a private sector investment model or procurement competition is unlikely to be the preferred route. However, if involvement of the private sector is a key driver, then these two models may well be most appropriate.

ES101 We would suggest that traditional procurement and design & build options, under which the Council is acting as the developer, are ruled out due to the following key issues:

- lack of operator involvement in the process, potentially leading to facilities which, whilst architecturally impressive, are difficult and costly to manage.
- lack of obvious means of private sector involvement – involving the business community of Leeds is considered to be of paramount importance and neither of these options offers an obvious route for this.
- no recognition of existing private sector proposals to develop an arena in Leeds.

ES102 The options available to procure all facilities appear to be a form of PPP or a Joint Venture arrangement. Each of these will allow private sector involvement, encourage a whole-life costing approach (leading to better value for money) and will still provide sufficient flexibility for the Council to provide part funding, either through existing resources or via grant aid opportunities. In timescale terms, both of these options could be implemented within an 18-month timeframe.

ES103 Given the successful model operating in Birmingham, the Joint Venture arrangement may well be the optimum route in terms of providing all of the desired facilities. The JV company could then look to enter into separate management arrangements as appropriate for different facilities, or elements of facilities, in order to provide a sustainable revenue proposition. By packaging all facilities together, revenue surpluses from the arena could then be used to cross-subsidise the mid-size venue or concert hall.

ES104 However, if a concert hall (as the facility requiring the most subsidy) is not part of the mix, then a procurement competition may be the optimum way of maximising commercial investment and involvement in facility provision, by allowing interested parties to state their case for providing new facilities in partnership with the Council.

**Table E9 Comparison of procurement routes**

	<b>Council Investment via Traditional procurement (Option 1)</b>	<b>Council Investment via Design &amp; Build contract (Option 2)</b>	<b>PPP (Option 3a)</b>	<b>Council investment via PPP model (Option 3b)</b>	<b>Private sector land disposal (Option 4)</b>	<b>Procurement competition (Option 5)</b>	<b>Joint Venture arrangement (Option 6)</b>
<b>Cost of capital</b>	Minimised via Council investment & grant aid	Minimised via Council investment & grant aid	Expensive	Minimised via Council investment & grant aid	Expensive	Mixed private (expensive) & Council/Grant Aid	Mixed private (expensive) & Council/Grant Aid
<b>Likely level of interest</b>	Very Likely	Very Likely	Likely	Very Likely	Likely in certain facilities only	Likely in certain facilities only	Likely
<b>Length of contract required</b>	5-10 years	5-10 years	25-30 years	10-15 years	Transfer of ownership of asset	Transfer of ownership of asset	Flexible
<b>Ability to package facilities together</b>	Full control of Council	Full control of Council	Full control of Council, but with transparent financial cost	Full control of Council, but with transparent financial cost	Dependant on private sector appetite for each facility	Dependant on private sector appetite for each facility	Full control of Council
<b>Level of risk transfer</b>	Low	Low	High	High	Complete	Complete	Medium
<b>Level of involvement of operator in the design process</b>	None	None	High	High	High	High	Some, depending on chosen operation
<b>Level of control</b>	High	High	Some	Some	None	Some	High

**EXECUTIVE SUMMARY**

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<b>retained by Council (design)</b>							
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### **Funding**

#### **Funding sources**

ES105 There are a number of options available to financially support music and cultural facilities in Leeds. These options include:

- local authority funding
- charitable trusts and foundations
- grant funding
- sponsorship (including naming rights)
- commercial income generation
- enabling developments
- fundraising
- prudential borrowing.

ES106 Of the sources listed, most would be considered to be 'traditional' funding methods, however, the newer lottery funding sources, commercial income generation and fundraising are less familiar and are therefore expanded upon in the next few paragraphs.

#### ***Big Lottery Fund***

ES107 Of all the recently announced Big Lottery programmes, the 'Living Landmarks' scheme is the most applicable to major new cultural facilities. A small number of projects (probably three or four) will receive funding of £10-25m, whilst one project, to be voted for on a national basis, will receive funding to a maximum of £50m.

ES108 However, the timescale for making an application is very tight, with stage one applications to be submitted by 6 January 2006. Therefore, any decision to bid will need to be taken quickly, with a dedicated project team formed to progress the bid.

ES109 The new build facility options could qualify for funding under this programme, consultation identified that an arena or concert venue could meet the objectives of the programme. However in light of the tight timescale for applications, it is only likely that the option for the redevelopment of the Town Hall could be prepared and submitted as much work has been undertaken previously and this could be done alongside the public consultation exercise.

ES110 It is likely that competition from other innovative new build projects will be strong and it is possible that these projects will be better placed to meet some of the objectives set out in the programme (eg regeneration). Therefore the project partners will be required to scope out the potential further before making a decision to submit an application.

### **Sponsorship**

ES111 Sponsorship from business can provide a source of funds for supporting cultural facilities and activities. Sponsorship is a business relationship between the provider of funds or services and the cultural organisation, event or facility, which offers in return some rights of association that may be used for commercial advantage.

ES112 Funds can be generated from business partners through 'naming rights' and other marketing or corporate communications relationships. Sponsorship may involve naming a facility, event, exhibition, activity scheme, award, etc.

ES113 In relation to the types of facilities aspired to, all would be potentially available for sponsorship in some form. Of key concern would be balancing the sponsor's requirements with those of the other stakeholders, and ensuring the role of the facility is not overshadowed.

### **Naming rights projections for Leeds facilities**

ES114 Our business planning projections have made a number of assumptions around the potential ability of each of the main venue options to attract naming rights investment.

ES115 Identifying the true scale of investment associated with naming rights deals is notoriously difficult, due in large part to the fact that figures are rarely released, and where they are, large portions are often delivered in kind.

- Arena - £5m over 10-15 years
- Mid-size venue - £2-3m without conferencing, £3-4m with conferencing
- Classical concert hall - £3-4m.

### **Fundraising**

ES116 Fundraising is already used as a vital source of funds for many organisations. However, developing coordinated fundraising strategies for facilities may generate far greater levels of funds that can be directly used to deliver music across the region.

### **Leeds Lottery**

ES117 A Regional Lottery scheme could be established, with the funds raised being used specifically for the development of culture in the region. This scheme could generate money through ticket sales for regular draws or from the sale of scratch cards.

ES118 However, it is recognised that this lottery would be in direct competition with the National Lottery and have an impact on UK-wide funding. It will therefore require careful consideration before deciding whether the concept should be developed further, or whether it is indeed allowed from a licensing perspective given the recent changes in gaming legislation.

### **A cultural fund?**

ES119 The current grant funding climate is not encouraging. Furthermore, few areas of Leeds are eligible for the type and scale of funding often associated with these types of cultural facilities (eg ERDF). Therefore in light of the overall facility aspirations, it has been necessary to consider a number of alternative, more innovative, methods of funding.

ES120 In principle, a fund would be the sum of annual revenue contributions committed from a wide range of sources within the city to fund the development of cultural facilities. There are a number of potential stakeholder groups that might contribute to such a fund, including:

- local residents/local authority – via a nominal increase in Council tax
- local businesses – via a levy on business rates or committed annual donation (in return for some benefit – eg tax, corporate hospitality, business club etc)
- local land owners – an annual contribution/tax efficient giving
- central government – an annual grant or credit (similar to PFI credits) or similar as a pilot scheme.

### ***Benefits***

ES121 There is also the potential for one of the venues to generate third party income that could form part of the fund, depending upon the overall choice of facilities to be delivered in this way. The potential benefits to the contributors include:

- improved cultural offer in the City
- increased City Profile/Standing on a national and international basis
- increased attractiveness as a place to live and work
- improved land values in the City
- priority facility access/tickets, or a 'City Club'.

### ***How could this work?***

ES122 The range of facilities that could be supported by this fund would only be limited by the total amount generated through contributions to it. It is assumed that the revenue stream generated could be used to support the capital borrowing required to deliver the cultural facilities, or a combination thereof. The most cost effective way to borrow against revenue streams is for the Council to use their prudential borrowing powers (discussed earlier in this section), as this is considerably cheaper than private sector borrowing.

ES123 To illustrate the potential scale of a cultural fund, a levy that equated to £10 per month on Business Rates and £1 per month on Council Tax for the residents of Leeds could generate in the order of £6.75m pa additional revenue. Converting this into capital, at a repayment rate of £70k per £1m borrowed, could realise **additional capital funding of circa £90m** for investment in facility provision.

ES124 A cultural fund is an entirely new concept in the UK, and the legal framework to support the concept is still not set out specifically, however new powers in the Local Government Act 2003 are paving the way. The idea is based on the fact that the Act now enables the development of 'Business Improvement Districts'.

ES125 This highlights that whilst the principles that would support a cultural fund are developing, the legislation could require amendment to facilitate the development of a cultural fund. However, it is likely that a number of other cities in a similar position to Leeds will need to consider this type of option to deliver cultural facilities in the future, and therefore the ODPM/DCMS may consider it necessary to facilitate such programmes.

### ***Views of the business community***

ES126 To test the principles of a 'cultural fund' with the local business community in Leeds, two workshop sessions were undertaken (June 2005).

ES127 Whilst all participants contributed to the discussion on the potential for, and issues to consider, regarding a cultural fund, both groups appeared to have conflicting views as to whether it would be successful in Leeds

ES128 It was clear from both workshops that to make a cultural fund an attractive proposition to the business sector, it should include the following:

- conferencing facilities as part of the mix
- incentives to contribute, including tax, business club, priority seats etc
- transparent management through the most efficient vehicle with funding ring fenced
- benefits should be demonstrable.

ES129 This sample represents a small but highly interested group of businesses from the Leeds community, and therefore it is concerning that a large number of these groups do not believe that this will work in Leeds. However, it should not be dismissed at this stage, as there are many other stakeholders that should input into this discussion before the concept is discarded. This can be achieved through further consultation, following publication of the key findings of this report.

### **Entertainment/ commercial funding sources**

ES130 Commercial income can provide extra investment and a level of financial security. This allows facilities to produce longer-term development plans which can improve their ability to deliver their cultural aims and objectives. Methods for generating commercial income will be dependent on factors such as the facility mix available, current usage and location. Potential income sources could include the following:

- facility hire/rental
- advertising
- equipment hire
- catering
- corporate hospitality and conferences
- affinity marketing
- creative training and development
- merchandising and licensing.

ES131 For a facility such as an arena, these commercial funding sources form the core of the business plan. As reflected in the model business plans, an arena generates the majority of its income from ticketing/rentals and from food and beverage/merchandising. This is partly true for the mid-size venue, which has a more commercial focus than the concert hall.

ES132 However, these sources can also be an effective secondary income for a concert hall, and are important methods of reducing the annual revenue deficit created from the programming.

### **Enabling development**

ES133 Land owned by local authorities/other partners could be used for enabling development – ie additional development of activity that generates cross-funding for the main focus of the project. For example, utilising a large piece of land to develop both a specific cultural facility, but also other commercial development, may allow capital surpluses generated from the commercial development to be used to support the cultural facilities. Alternatively, the sale of land, potentially through the rationalisation of facilities, may generate additional capital receipts that can be used to develop new cultural facilities.

ES134 Commercial development opportunities include:

- traditional Section 106 agreements
- hotel accommodation
- residential developments
- commercial units.



ES135 As an extension of the planning framework, new developments can be encouraged to support economically cultural development. This can be by way of an extension of a 'percent for art' policy for a percent for culture. This could be added as a policy position on all developments. In addition a cultural framework for each development plan would set standards of cultural provision which must be provided by developers for new towns or new settlements.

ES136 The level of enabling development could be a significant factor in facilitating certain procurement routes, such as the procurement competition, by making a development profitable enough to provide new music facilities as part of the scheme.

ES137 The review of sites and potential for enabling development undertaken within this study indicates that there are a number of sites that could accommodate significant enabling development alongside the new music facilities. However, not all of these sites are in Council ownership, and therefore any procurement route will need to take into account the requirement for partnership working alongside private landowners and developers if these sites are to be utilised effectively. Given the range of facilities aspired to, it will also be difficult to be prescriptive on the exact site for each facility at this stage.

ES138 Alternatively, the Council could simply look to purchase a specific site or utilise existing land in their ownership and develop new facilities as a standalone venture. However, this is unlikely to provide value for money, nor will it achieve the partnership working and regeneration aspects of the project.

### **Funding conclusions**

ES139 Given the analysis undertaken, Table E10 overleaf identifies the potential funding available for each venue, and compares this to the capital cost of that venue. Table E10 illustrates that there is the potential for each facility to secure part of the capital funding required through grants and sponsorship, and for the arena also to return operating surpluses.

**Table E10 Funding headlines**

	<b>Concert Hall</b>	<b>Town Hall</b>	<b>Mid-size venue</b>	<b>Arena</b>	<b>Mid-size venue plus major conferencing or purpose-built conference centre</b>
<b>Capital cost</b>	<b>£75m</b>	<b>£10-20m</b>	<b>£30m</b>	<b>£50m</b>	<b>£40m</b>
Trusts / Foundations	£1-2m	£1-2m	x	x	x
Grants (not including YF)	£1-2m + Living Landmarks	£1-3m + Living Landmarks	x	x	x
Sponsorship	£3-4m	£1m	£2-3m	£5m	£3-4m
Operating surplus (capitalised using prudential borrowing)*	x	x	x	£10-15m	x
<b>Funding Available</b>	<b>£5-8m + Big Lottery</b>	<b>£3-8m</b>	<b>£2-3m</b>	<b>£15-20m</b>	<b>£3-4m</b>
<b>Funding Gap</b>	<b>£67-70m</b>	<b>£2-17m</b>	<b>£27-28m</b>	<b>£30-35m</b>	<b>£36-37m</b>

<b>Potential solutions</b>					
Fundraising (inc. Cultural Fund concept)	potential	potential	potential	potential	potential
Council funding (capital or additional prudential borrowing)	potential	potential	potential	potential	potential
Yorkshire Forward	potential	potential	potential	potential	unlikely
Value engineering	c5-10%	unlikely	c5-10%	c5-10%	c5-10%
Enabling Development	Site dependent	None	Site dependent	Site dependent	Site dependent

\*assumes using prudential borrowing to turn revenue surpluses into capital, if using private sector finance the figure would be lower, as more expensive.

**Funding solutions**

ES140 Considering the above, we believe that an arena is the most deliverable facility, to illustrate:

**Table E11 Arena funding solutions**

		<b>Assumptions</b>
Capital cost	£50m	
Funding gap after grant funding & operating surplus	£30-35m	
<b>Potential solutions</b>		
Value engineering	£5m	Assume c10% of capital cost
Yorkshire Forward	£3m	Assume whole grant to arena
Enabling development (in arena)	£10	Significant enabling development (eg hotel, offices, retail etc) can fit within an arena
Enabling development (wider site)	£10m	Dependant upon the site, there is likely to be the potential for further enabling development
Council funding required (capital or revenue) or cultural fund	£2-7m	Remaining Council funding / cultural fund
Sensitivity on operating surplus 3-10% increase	£2-7m	Additional operation surplus capitalised to fund scheme

ES141 On the basis that funding is forthcoming from some of the public sources identified in Table E11, the arena and a purpose-built conference facility are likely to be the most deliverable facilities, a mid-size venue could also be provided if the required revenue funding was identified. In combination with the procurement competition described previously, this could provide the City with a deliverable and sustainable output from this work, and could indeed contribute to the main drivers for the study.

ES142 However, even significant funding of this nature will not be sufficient to realise the concert hall aspiration. Provision of these venues will rely additionally on a major fundraising mechanism being implemented to harness the commercial power in the City in order to drive long-term facility investment. Given the numbers outlined for a cultural fund, all facilities become possible, but the implementation of such a mechanism will require further investigation before it can be relied upon.

**Impact assessment**

ES143 The potential impacts of new arenas, concert halls and music facilities on their local economies and communities are wide ranging. They include both direct and indirect impacts resulting from the need to meet the increased demands of visitors/users for goods and services, and subsequent induced/multiplier effects that result from the economic activity fuelled by the direct and indirect effects, as well as a variety of softer benefits such as community and other social impacts.

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ES144 The potential impacts reviewed, in relation to each of the four proposed venue types (arena, mid-sized venue with and without conference facilities and classical concert hall), include:

- economic impact
- tourism market development impacts
- business development and regeneration impacts
- social impacts
- opportunity cost impacts.

ES145 Whilst we recognise that the four venue options are not necessarily mutually exclusive, for impact assessment purposes we have assessed each venue separately. This approach recognises that early impact assessments of this nature are primarily based on usage profiles, taken from the business planning exercise, rather than more localised site and complementary facility issues.

**Table E12 Impact assessments**

Impact category	Arena		Mid-size venue (without conferencing)		Mid-size venue (with conferencing)		Classical concert hall	
	Gross	Net	Gross	Net	Gross	Net	Gross	Net
<b>Economic impacts</b>								
Attendance expenditure	£23,248,519	£22,298,690	£5,821,410	£3,583,159	£9,406,290	£5,173,464	£2,869,490	£1,288,633
Event organiser spend	£180,000	£162,288	£20,000	£11,040	£165,000	£97,704	£0	£0
Venues purchases in local economy	£1,239,075	£1,367,939	£501,575	£553,739	£546,400	£603,226	£1,510,750	£1,667,868
Staffing expenditure	£2,791,600	£3,081,926	£1,433,015	£1,582,049	£1,562,230	£1,724,702	£992,250	£1,095,444
<b>Tourism market development impacts</b>								
Accompanying visitors spend	£138,600	£131,155	£42,240	£23,316	£190,080	£87,437	£0	£0
Return visits by event attendees	£2,124,600	£2,136,223	£366,600	£320,667	£690,820	£463,469	£76,440	£66,292
TOTAL quantifiable	£29,732,394	£29,378,222	£8,184,840	£6,073,970	£12,560,820	£8,150,002	£5,448,930	£4,118,237
<b>Opportunity costs</b>								
Lane values/capital receipts	£14.3 to £35.2m for LCC owned site							
Public/ private sector finance	£40-£60m		£25-£75m		£25-£75m		£75m	
Public sector subsidy	N/A - £1.4m operating surplus generated		£0.65m subsidy required		£0.72m subsidy required		£1.7m subsidy required (model A)	

### Impact summary

ES146 As this impact assessment review has demonstrated, the potential impacts of progressing one or a combination of event venues in Leeds are wide-ranging and potentially significant. Key factors affecting overall economic impact are the total number of event attendees attracted to each venue and the split between local resident attendees/day visitors and staying visitors.

ES147 Industry research demonstrates that the development site selected can have a significant impact on the wider impacts of new venues on their local economies and communities.

ES148 This research indicates that a city centre site, or one with good access and links to wider spending opportunities would therefore help to optimise the economic and other impacts of a new events venue in Leeds.

## **Consultation Strategy**

### **Statement of purpose**

The key objectives of this consultation are as follows:

- to publicise this study and its key findings
- to establish the level of support for the recommendations of the Task Group
- to record stakeholder opinion on the 'cultural fund' concept, including the potential for residents and business to contribute through Council tax, business rates or voluntary donations.

ES149 This consultation will be led by the Leeds Initiative and aimed at the following groups:

**Table E13 Consultee groups**

<b>Category</b>	<b>Description</b>
Current & potential users	This group might include current users of existing cultural and music facilities in the city, from the Town Hall and the West Yorkshire Playhouse, to the Cockpit and the student union venues. This group will include both organisations and individuals.
Potential partners	This group includes a wide range of stakeholders, primarily organisations, however it could also include a number of individuals.
Leeds wider public	The wider public includes all the residents of Leeds.  The population of Leeds is c715,000. Of this number there will be some residents with a strong interest in the subjects covered within this study, but also a number that do not have any interest.

ES150 Consultation documents might include an executive summary of the final report for potential partners or a leaflet/article for the public consultation. These documents should be easy to understand and ideally contain graphics to illustrate facility type.

ES151 The timetable for consultation is based on a 10-week programme to the end of October 2005. This will allow timely input to be received from interested parties and stakeholders, whilst not unduly delaying the decision-making process.

## **Summary & Recommendations**

ES152 The primary objective of this study was to establish the level of demand for new and existing music facilities, including arena provision in the city, and provide an assessment of the following:

- commercial viability
- financial and funding implications
- potential impact on existing facilities in the city and wider region
- physical considerations (location, design considerations etc)
- potential to provide conference & exhibition facilities as part of, or alongside any new facilities.

ES153 Within this section we re-state the key findings in relation to these objectives and provide recommendations on the way forward.

### **Demand for new and existing music facilities**

ES154 Work undertaken in Phase I of this study identified the demand and aspiration for the following facilities:

- arena (13,000 seats)
- mid-size venue (2,700 seats, 3,500 part standing)
- first class symphonic music venue
  - concert hall (2,000 seats) **or**
  - re-develop Town Hall.

ES155 Further work in Phases II and III refined the key facility requirements, such as facility mix, capacity (as above) and configuration. Throughout the study a strong aspiration for conference and exhibition facilities was expressed, and this has been supported by primary research in Phase III, such that there is potential demand for the following:

- conference capacity of between 1,000 – 3,000 seats
- up to 5,000 sqm exhibition space.

ES156 The key commercial findings are highlighted in Table E14 overleaf.

**Table E14 Key commercial findings**

	<b>Concert hall</b>	<b>Town Hall</b>	<b>Mid size without conf.</b>	<b>Mid size with conf.</b>	<b>Arena</b>
Estimated operating position or subsidy requirement)	-£1.7m	-£1.2m	-£650k	-£717k	+£1.4m
Estimated capital cost	£75m	c£10-20m	£30m	£40m	£50m
Potential funding gap	£67-70m	c£5-15m*	£27-28m	£36-37m	£30-35m
Alternative funding by	Enabling development, procurement approach, value engineering, operational performance sensitivity (capitalised), Cultural Fund, additional Council resource				
Projected outline economic impact per annum (gross quantifiable)	£5.45m	not assessed	£7.6m	£11.9m	£28m

ES157 The final decision on whether any of the options is fundable is dependent upon the success of funding bids, and the appetite and commitment of the City of Leeds (local authority and business) to support the proposed facilities.

ES158 From the work we have undertaken we believe that:

- an arena development has the potential to be financed and delivered, creating the maximum economic impact to the city
- the Town Hall provides the best, most appropriate and affordable classical music facility for the city
- conference and exhibition facilities of a scale not to compete with Harrogate directly (c4,000m<sup>2</sup>) would be a significant commercial benefit to the city and are best provided alongside either the arena or a mid-size venue.
- the mid-size venue provides facilities that are required by the city, but would create affordability difficulties if an arena and the Town Hall redevelopment were supported
- a new concert hall could create a significant iconic building for the city, but there are alternative facilities that provide greater access, large audience appeal and value for money to the city. This could be financed via a Cultural Fund but our study has shown little commercial support for the proposition
- a combination of an arena, redeveloped Town Hall and conference and exhibition facilities could be delivered across the city and would:
  - encourage Leeds to move up a league
  - maximise its regional capital status
  - provide significant facilities for all parts of the Leeds residential and commercial/business communities.

ES159 Sites already exist within the City and the procurement routes outlined provide the process to select the preferred site(s) and funding to deliver the facilities.

### **Recommendations and next steps**

ES160 To deliver the recommended range of facilities, we recommend:

- wide communication of the findings of the report should be commenced, including to the media
- detailed negotiations with key funding partners and site owners should be commenced to refine the business planning and financial viability solutions
- the Council should commission further work to examine the financial and funding implications of developing a purpose-built conference and exhibition centre in the city being co-located with the arena
- an application for a Living Landmarks lottery award should be investigated.

ES161 Upon completion of these discussions and application an action plan and timeline for delivery should be progressed.