



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 4th March, 2009 at 1.00 pm

Councillors

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

MEMBERSHIP

K Wakefield
J Blake *

R Finnigan

*non voting advisory member

CONFIDENTIAL AND EXEMPT ITEMS

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

9.0 Confidential information – requirement to exclude public access

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

9.2 Confidential information means

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

10.0 Exempt information – discretion to exclude public access

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

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

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

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

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

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

A G E N D A

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

Item No K=Key Decision	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct</p>	
5			<p>MINUTES</p> <p>To confirm as a correct record the minutes of the meeting held on 13th February 2009.</p> <p><u>DEVELOPMENT AND REGENERATION</u></p>	1 - 14
6 K	City and Hunslet	10.4(3) (Appendix 1 only)	<p>REFURBISHMENT OF KIRKGATE AND BOND STREET, LEEDS CITY CENTRE</p> <p>To consider the report of the Director of City Development on the proposed scheme design for the refurbishment of the pedestrianised section of Kirkgate that is bounded by Briggate and Vicar Lane and the refurbishment of Bond Street</p> <p>Appendix 1 to this report is designated as exempt under Access to Information Procedure Rule 10.4(3)</p>	15 - 28
7	City and Hunslet		<p>LEGIBLE LEEDS PROJECT</p> <p>To consider the report of the Director of City Development on proposals to improve the legibility of Leeds City Centre by investing in the pedestrian wayfinding system.</p>	29 - 38

Item No K=Key Decision	Ward	Item Not Open		Page No
8	Headingley		<p>THE FORMER HEADINGLEY PRIMARY SCHOOL</p> <p>To consider a joint report of the Director of City Development and the Director of Environment and Neighbourhoods detailing a proposal of Headingley ward members, on behalf of the Headingley Development Trust, for the Council to provide £500,000 to enable the Trust to develop its 'Heart' proposal at the former Headingley Primary School</p> <p><u>NEIGHBOURHOODS AND HOUSING</u></p>	39 - 48
9	Beeston and Holbeck; City and Hunslet; Hyde Park and Woodhouse;	10.4(3) (Appendix 1 only)	<p>LITTLE LONDON AND BEESTON HILL AND HOLBECK ROUND 5 PFI HOUSING PROJECT - IMPACT OF WIDER ECONOMIC CHANGES ON PROJECT SCOPE</p> <p>To consider the report of the Director of Environment and Neighbourhoods providing an update on the procurement of the Housing PFI Project covering Little London and Beeston Hill and Holbeck, including issues arising from bids received at the 'Detailed Solutions' stage of the procurement exercise and proposed changes to the scope of the project.</p> <p>Appendix 1 to this report is designated as exempt under Access to Information Procedure Rule 10.4(3)</p>	49 - 66
10 K	Armley; Burmantofts and Richmond Hill; Gipton and Harehills; Temple Newsam;		<p>THE EASEL AND WEST LEEDS GATEWAY WORKLESSNESS PROJECT</p> <p>To consider the report of the Director of Environment and Neighbourhoods outlining the approach taken to addressing worklessness following the Round Table discussions which have taken place with the Minister for Local Government, elected members, officers and partners.</p>	67 - 70

Item No K=Key Decision	Ward	Item Not Open		Page No
11			<p>UNDER OCCUPATION SCHEME</p> <p>To consider the report of the Director of Environment and Neighbourhoods providing an update on the under occupation scheme launched in July 2008 and outlining proposals on how to encourage further customers who are currently under occupying to downsize.</p> <p><u>CHILDREN'S SERVICES</u></p>	71 - 74
12			<p>THE NATIONAL CHALLENGE AND STRUCTURAL CHANGE TO SECONDARY PROVISION IN LEEDS - PROGRESS REPORT</p> <p>To consider the report of the Chief Executive of Education Leeds outlining recommended options for delivering the next phase in structuring secondary provision in Leeds, and in particular, the response to the National Challenge.</p>	75 - 102
13			<p>MACHINERY OF GOVERNMENT CHANGES AND 14-19 COMMISSIONING ARRANGEMENTS: LEEDS/SUB-REGIONAL PROPOSALS</p> <p>To consider the report of the Chief Executive of Education Leeds on the proposed structures and governance arrangements that will form the basis for the next stage of local and sub-regional development work on the commissioning of 14-19 provision in Leeds.</p>	103 - 132

Item No K=Key Decision	Ward	Item Not Open		Page No
14 K	Beeston and Holbeck; City and Hunslet; Middleton Park;		<p>PROPOSAL TO CLOSE SOUTH LEEDS HIGH SCHOOL ON 31ST AUGUST 2009</p> <p>To consider the report of the Chief Executive of Education Leeds informing of the response to the statutory notice for the proposal to close South Leeds High School on 31st August 2009 and recommending the closure of the school on the same date.</p>	133 - 146
15 K	Armley; Bramley and Stanningley; Kirkstall;		<p>PROPOSAL TO CLOSE INTAKE HIGH SCHOOL ARTS COLLEGE ON 31ST AUGUST 2009</p> <p>To consider the report of the Chief Executive of Education Leeds informing of the response to the statutory notice for the proposal to close Intake High School Arts College on 31st August 2009 and recommending the closure of the school on the same date.</p>	147 - 158
16			<p>FEEDBACK ON EXECUTIVE BOARD REQUESTS FOR SCRUTINY</p> <p>To consider the report of the Head of Scrutiny and Member Development providing feedback on the two requests made at the January meeting of the Board for work to be undertaken by the Scrutiny Board (Children's Services).</p> <p><u>LEISURE</u></p>	159 - 162
17 K	City and Hunslet		<p>CITY VARIETIES MUSIC HALL</p> <p>To consider the report of the Director of City Development outlining the progress made on the refurbishment of the City Varieties Music Hall, advising of the Heritage Lottery Fund award and presenting proposals for further work to be undertaken.</p>	163 - 170

Item No K=Key Decision	Ward	Item Not Open		Page No
18	Temple Newsam		<p><u>ADULT HEALTH AND SOCIAL CARE</u></p> <p>BROOKSBANK - COMPLETION OF RESIDENTIAL CARE STRATEGY</p> <p>To consider the report of the Director of Adult Social Services providing an update on the progress made with respect to the Older People's long-term strategy and seeking specific approvals in respect of Brooksbank following external assessments of the building as life expired.</p>	171 - 174
19			<p>JOINT STRATEGIC NEEDS ASSESSMENT</p> <p>To consider the joint report of the Director of Adult Social Services and Director of Children's Services presenting the Joint Strategic Needs Assessment report, the data pack and other qualitative information which has been used to arrive at the current findings.</p>	175 - 230
20 K	Adel and Wharfedale; Beeston and Holbeck; Chapel Allerton; Gipton and Harehills; Kirkstall; Roundhay;		<p><u>CENTRAL AND CORPORATE</u></p> <p>JOINT SERVICES CENTRES AT CHAPELTOWN, HAREHILLS AND KIRKSTALL</p> <p>To consider the report of the Deputy Chief Executive on progress on the procurement of the Chapeltown and Harehills elements of the Joint Service Centres Project and on a package of proposals from Community Ventures Limited to develop a joint service centre at Kirkstall.</p>	231 - 240
21			<p>AMENDMENTS TO THE LEEDS STRATEGIC PLAN 2008-2011</p> <p>To consider the report of the Assistant Chief Executive (Policy, Planning and Improvement) seeking agreement to a number of amendments to the Leeds Strategic Plan 2008-11, the Local Area Agreement for Leeds.</p>	241 - 260

EXECUTIVE BOARD

FRIDAY, 13TH FEBRUARY, 2009

PRESENT: Councillor A Carter in the Chair

Councillors R Brett, J L Carter, R Finnigan,
S Golton, R Harker, P Harrand, J Procter,
S Smith and K Wakefield

Councillor J Blake – Non voting advisory member

DEVELOPMENT AND REGENERATION

185 The Former Royal Park Primary School

A report was submitted by the Director of City Development providing an update on the current position regarding the former Royal Park Primary School and outlining several options which would enable the matter to be progressed.

A supplementary report including an appendix subsequently confirmed as exempt at minute 186(e), under Access to Information Procedure Rule 10.4(3) had been circulated prior to the meeting providing details of an offer which had been made by the Muslim Association of Leeds 11 regarding the acquisition of the freehold of the former school. A letter from Headingley Ward Councillors and a petition submitted by a representative of the Royal Park Community Consortium was also tabled at the meeting.

RESOLVED – That the report be withdrawn, with a further report being submitted to the Board at the earliest opportunity following respective meetings being held with both the Muslim Association of Leeds 11 and the Royal Park Community Consortium.

186 Exclusion of the Public

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

- (a) Appendix 2 to the report referred to in minute 193 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that this information is not publicly available from the statutory registers of information kept in respect of certain companies or charities. It is considered that since this information was obtained through one to one negotiations for the purchase of the land/property referred to then it is not in the public interest to disclose this information at this point in time. Also, the release of such information would or would be likely to prejudice the Council's commercial interests in relation to and

Draft minutes to be approved at the meeting
to be held on Wednesday, 4th March, 2009

undermine its attempts to acquire by agreement similar properties in the locality in that owners of other similar properties would be aware about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be available from the Land Registry following completion of the purchases and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time.

- (b) Annex 2 to the report referred to in minute 197 under the terms of Access to Information Procedure Rule 10.4(1) and (2) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information because Education Leeds has a duty to secure improvement and increased confidence in the schools concerned and this would be adversely affected by the disclosure of the information.
- (c) Annex 2 to the report referred to in minute 198 under the terms of Access to Information Procedure Rule 10.4(1) and (2) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information because Education Leeds has a duty to secure improvement and increased confidence in the schools concerned and this would be adversely affected by the disclosure of the information.
- (d) Appendices 1, 2 and 3 to the report referred to in minute 205 under the terms of Access to Information Procedure Rules 10.4(3) and on the grounds that this information is not publicly available from the statutory registers of information kept in respect of certain companies or charities. It is considered that since this information was obtained through one to one negotiations for the transfer of assets then it is not in the public interest to disclose this information at this point in time as it could undermine this method of negotiation and affect the integrity of transfer of assets by this process. Also it is considered that the release of such information would or would be likely to prejudice the Council's commercial interests in relation other similar asset transfers in that prospective transferees of other similar assets about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be available from the Land Registry following completion of the purchases and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time.
- (e) The appendix to the supplementary report referred to in minute 185 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the information relates to the financial or business affairs of a particular charitable organisation and of the Council. The information is not publicly available from the statutory registers of

information kept in respect of certain companies and charities. It is considered that since the information was obtained through one to one negotiations for the disposal of the property then it is not in the public interest to disclose the information at this point in time as it could undermine this method of negotiation and affect the integrity of disposing of property/land by this process. Also it is considered that the release of such information would or would be likely to prejudice the Council's commercial interests in relation to this or other similar transactions in that prospective purchasers of this or other similar properties would have information about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of any transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing the information at this point in time.

- (f) Appendix 1 and Schedule 1 to the report referred to in minute 206 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption on the information contained within Appendix 1 and Schedule 1 of the report which relates to the proposals to progress design proposals for the proposed arena development, the adoption of the contractor procurement strategy, the implementation of the project management arrangements and the proposed legal agreement outweighs the public interest in disclosing the information, as to do so would prejudice the ongoing negotiations and hence the cost to the Council of developing the arena.

187 Declaration of Interests

Councillors A Carter, Brett and J L Carter all declared personal interests in the items relating to Support for Affordable Housing and Regeneration Priorities (minute 193) and Affordable Housing Strategic Partnership Pump Priming for Decanting and Demolition (minute 194) due to their respective positions on the Affordable Housing Strategic Partnership Board.

188 Minutes

RESOLVED – That the minutes of the meeting held on 14th January 2009 be approved as a correct record.

CENTRAL AND CORPORATE

189 Council Budget 2009/2010 and Capital Programme

The Board extended its thanks to all those involved in compiling the 2009/10 budget.

(A) Revenue Budget 2009/10 and Council Tax 2009/10

The Director of Resources submitted a report on the Council's budget for 2009/10 following detailed consideration of service requirements and taking account of the Local Government Finance Settlement, the

Council's Financial Plan and the current economic climate. The report indicated that the budget would result in a Band D Council Tax of £1,095.61.

RESOLVED –

- (i) That Council be recommended to approve the Revenue Budget for 2009/10 totalling £556,808,000, as detailed and explained in the submitted report and accompanying papers, including a 2.9% increase in the Leeds element of the Council Tax.
 - (ii) That with respect to the Housing Revenue Account, Council be recommended to:
 - (a) approve the budget at the average rent increase figure of 6.2%;
 - (b) increase the charges for garage rents to £5.89 per week;
 - (c) depool service charges in 2009/10, but increase them in line with the average rent rises;
 - (d) abolish the Residential Housing Officer service charge to tenants in the East North East and Aire Valley ALMO areas for 2009/10 onwards.
 - (iii) That Council be recommended to approve the proposed revisions to the Budget and Policy Framework rules as detailed in Appendix 3 to the submitted report
- (B) Capital Programme 2008-2012
The Director of Resources submitted a report setting out the updated capital programme for 2008-2012.

RESOLVED -

- (i) That the following be recommended to Council:
 - (a) That the capital programme, as attached to the submitted report be approved, and that the list of schemes shown at Appendix H to the report be reserved until additional resources become available;
 - (b) That Executive Board be authorised to approve in year amendments to the capital programme including transfers from and to the reserved programme in accordance with Financial Procedure Rules;
 - (c) That the updated capital approval delegations in Financial Procedure Rules as shown in Appendix I to the report be approved;
 - (d) That the Minimum Revenue Provision policy for 2008/09 be amended as set out in paragraph 5.3.2 of the report;
 - (e) That the proposed Minimum Revenue Provision policies for 2009/10, as set out in paragraph 5.3.3 and explained in Appendix G to the report be approved.

- (ii) That the list of land and property sites shown in Appendix F to the report be disposed of to generate capital receipts to support the capital programme;
- (iii) That the Director of Resources be authorised to manage, monitor and control scheme progress and commitments to ensure that the programme is affordable.

(C) Treasury Management Strategy 2009/10

The Director of Resources submitted the proposed Treasury Management Strategy for 2009/10 and provided an update on the implementation of the 2008/09 strategy.

RESOLVED –

- (i) That the initial treasury strategy for 2009/10, as set out in section 3.3 of the report be approved, and that the review of the 2008/09 strategy and operations, as set out in sections 3.1 and 3.2 of the report be noted;
- (ii) That Council be recommended to set the borrowing limits for 2008/09, 2009/10, 2010/11 and 2011/12 as detailed in section 3.4 of the report;
- (iii) That Council be recommended to set the treasury management indicators for 2008/09, 2009/10, 2010/11 and 2011/12 as detailed in section 3.5 of the report;
- (iv) That Council be recommended to set the investment limits for 2008/09, 2009/10, 2010/11 and 2011/12 as detailed in section 3.6 of the report;
- (v) That Council be recommended to reaffirm the Treasury Management Policy Statement and to note the amendments to section 7 of the statement entitled “Approved Instruments and Organisations for Investments” as detailed at appendix C to the report.

(The matters referred to in parts A(i), A(ii)(a) to A(ii)(d), A(iii), B(i)(a) to B(i)(e) and C(ii), (iii), (iv) and (v) of this minute being matters reserved to Council were not eligible for Call In)

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

190 Financial Health Monitoring 2008/09 - Third Quarter Report

The Director of Resources submitted a report setting out the Council’s financial health position for 2008/09 after nine months of the financial year, in respect of the revenue expenditure and income to date compared to the approved budget, the projected year end position and proposed actions to work towards achieving a balanced budget by the year end. In addition, the report also highlighted the position regarding other key financial indicators including the Housing Revenue Account.

RESOLVED –

- (i) That the projected financial position of the authority after nine months of the financial year be noted;
- (ii) That the release of £1,450,000 earmarked for the Affordable Housing scheme and the purchase of 10 HRA properties within the EASEL regeneration area be approved.

DEVELOPMENT AND REGENERATION

191 Leeds Flood Alleviation Scheme: Design Vision and Guide

The Chief Highways Officer submitted a report presenting for comment the latest version of the Leeds Flood Alleviation Scheme Design Vision and Guide and seeking authorisation for the document's use in joint public consultations which would be undertaken in conjunction with the Environment Agency (EA) in Spring 2009.

The report was accompanied by a joint presentation from the Chief Highways Officer and Martin Slater of the Environment Agency outlining the key issues to the Board.

RESOLVED –

- (i) That the progress made on a Flood Alleviation Scheme for Leeds be noted;
- (ii) That the latest version of the Design Vision and Guide for the Leeds Flood Alleviation Scheme be noted;
- (iii) That the continuing development and refinement of the Design Vision and Guide document be approved and that participation in a comprehensive public consultation exercise to be undertaken in conjunction with the Environment Agency in Spring 2009 be approved;
- (iv) That the Environment Agency be requested to continue exploring the feasibility of a hybrid flood defence scheme for Leeds, comprising upstream storage facilities within the scheme, in order to lower the height of the raised 'flood defences' in the City Centre.

NEIGHBOURHOODS AND HOUSING

192 EASEL Regeneration Planning

Further to minute 120, 5th November 2008, the Director of Environment and Neighbourhoods submitted a report setting out the regeneration context, strategy and programme for the East and South East Leeds (EASEL) regeneration initiative. The report also provided an update on the delivery of the project to date which included key areas of activity, current projects and identification of recent and current investment into the EASEL area, including the contributions of partners to the key regenerative outcomes of the programme.

RESOLVED – That the approach to regeneration investment being taken in support of the EASEL initiative be noted.

193 Support for Affordable Housing and Regeneration Priorities

The Director of Environment and Neighbourhoods submitted a report providing details of proposals to support the Council's affordable housing and regeneration priorities in response to current economic conditions, and sought approval to incur expenditure of £2,368,000 to support the EASEL initiative and enable the Council to buy twenty houses on the EASEL phase one sites to be used as social and intermediate rented homes.

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

RESOLVED –

- (i) That the priorities for affordable housing and regeneration be supported and that the Director of Environment and Neighbourhoods be authorised to negotiate an appropriate support package with the HCA and to report details of the result of those discussions to Executive Board in June 2009;
- (ii) That the purchase of twenty units, as outlined within the report be approved, that the responsibility for completing the purchase agreements for the twenty units be delegated to the Director of Environment and Neighbourhoods, the Director of City Development and the Assistant Chief Executive (Corporate Governance) within the funding approved in the submitted report;
- (iii) That the use of £2,368,000 of Council funding as outlined in the submitted report, including the release of £500,000 from HRA Reserves be approved, with the funding from the HRA Reserves being injected into the capital programme through the report of the Director of Resources entitled, 'Capital Programme 2008-2012' considered earlier in the meeting;
- (iv) That the expenditure of £2,368,000 for the acquisition of the units on this scheme to support the EASEL phase one sites and the promotion of the economic, social and environmental wellbeing of the EASEL area be authorised;
- (v) That the findings of the Scrutiny Board (Environment and Neighbourhoods) inquiry entitled 'Housing Lettings Pressures' be circulated to Executive Board members for information.

194 Affordable Housing Strategic Partnership - Decanting and Demolition Scheme

The Director of Environment and Neighbourhoods submitted a report outlining the options for the Affordable Housing Strategic Partnership (AHSP) to undertake demolition and decanting on sites which formed part of the 87 acres ring fenced for the provision of affordable housing, and sought approval to inject into the capital programme and requested authority to spend £3,784,000 to fund the decanting and demolition costs associated with clearing sites on Housing Revenue Account (HRA) land for use in the Environment and Neighbourhood AHSP programme.

RESOLVED –

- (i) That expenditure of £3,784,000 to fund the demolition/decanting programme and fees for the period April 2009 to March 2011 be approved;
- (ii) That officers be instructed to bring an annual update report back to Executive Board detailing the progress of the scheme.

195 Waiving of Planning Contributions on 100% Affordable Housing Schemes

The Director of Environment and Neighbourhoods and the Director of City Development submitted a joint report outlining proposals regarding the introduction of a waiver of the planning contributions for greenspace on schemes below 50 units which were funded via the 2008/2011 HCA National Affordable Housing Programme and which would provide 100% affordable housing in accordance with the Council's priorities.

RESOLVED –

- (i) That the usual contribution requested for greenspace be waived on schemes which are below 50 units and which will provide 100% affordable housing (in accordance with the planning definition of affordable housing), subject to the individual merits of each scheme being given due consideration;
- (ii) That the resolution detailed at (i) be applied to schemes which are grant funded via the HCA in the 2008/2011 National Affordable Programme;
- (iii) That the submitted report be forwarded to the Plans Panels for information;
- (iv) That the policy be reviewed in 12 months time.

CHILDREN'S SERVICES

196 Proposed Changes to the Council's Policy for the Provision of 16+ Transport

The Chief Executive of Education Leeds submitted a report presenting proposals to undertake a consultation exercise regarding the provision of Home to School/College transport for those 16 years or older.

RESOLVED –

- (i) That the commencement of a consultation process from the 23rd February 2009 and ending on the 3rd April 2009 on the proposal to withdraw discretionary provision of Home to School/College transport for those 16 years or older be approved;
- (ii) That a further report on the outcome of the consultation process be submitted to the Executive Board in May 2009.

197 Annual Standards Report - Primary Schools

The Chief Executive of Education Leeds submitted a report providing an overview of the performance of primary schools at the end of 2007/08, as demonstrated through statutory national testing and teacher assessment.

The report outlined the actions taken by Education Leeds to fulfil its responsibilities to the Board and schools and summarised some of the current key challenges and priorities faced by primary schools.

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

RESOLVED – That the progress which has been made in recent years, in addition to the key issues and challenges which are currently being addressed be noted.

198 Annual Standards Report - Secondary Schools

The Chief Executive of Education Leeds submitted a report providing a summary of the progress which had been made in secondary school improvement in Leeds during the past year, a commentary on the successful strategies which had been implemented and an overview of the challenges for further improvement which lay ahead. The report also provided a summary of the outcome of recent OfSTED inspections, progress in schools with focused and extended partnerships, and details of trends of improvement for key indicators including priority groups.

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

RESOLVED –

- (i) That the progress which has been made in recent years, in addition to the key issues and challenges which are currently being addressed be noted;
- (ii) That a report be submitted to a future meeting of the Board outlining the actions being taken to improve the educational attainment levels of Looked After Children.

LEISURE

199 Leeds Public Rights of Way Improvement Plan 2009-2017

Further to minute 231, 14th May 2008, the Director of City Development submitted a report presenting for approval the final Rights of Way Improvement Plan (ROWIP) following the conclusion of the 12 week statutory consultation period which had been undertaken.

Officers undertook to ensure that relevant Ward based maps detailing the Rights of Way network were made to be available to Ward Members.

RESOLVED –

- (i) That the contents of the report, including the Rights of Way Improvement Plan, the Executive Summary and Action Plan, as appended to the report, be noted;

- (ii) That the Leeds Rights of Way Improvement Plan for 2009-2017 be approved.

200 Parks and Green Space Strategy

The Director of City Development submitted a report presenting for endorsement the Council's Parks and Greenspace Strategy, following the conclusion of a comprehensive consultation process.

RESOLVED – That the Council's Parks and Greenspace Strategy be endorsed.

201 City Centre Park

The Director of City Development submitted a report advising of the progress which had been made on the proposals for a City Centre Park, specifically with regard to the medium and long term objectives identified which could be developed further through feasibility work, in order to enable more specific proposals to be submitted to a future meeting of the Board.

RESOLVED –

- (i) That the contents of the report be noted;
- (ii) That the implementation of the feasibility works required to explore the development of a new green space at Sovereign Street, which will require the allocation of £50,000 from the Council's revenue contingency be agreed;
- (iii) That the preparation of a Planning and Development Brief for the Sovereign Street site be agreed;
- (iv) That officers be authorised to undertake consultation with key stakeholders in the city centre in order to inform any further proposals which are brought back to Executive Board for consideration;
- (v) That officers report back to Executive Board following the outcome of the feasibility work and the consultations undertaken, including the outcome of any work undertaken in parallel on the provision of a new bus station;
- (vi) That work be undertaken on the land assembly and land use planning issues associated with the development of a new green space to the south of the River Aire, and that officers report back on the outcome of this work to the Board;
- (vii) That the provision for a major city centre park to the south of the city centre be included within the City Centre Action Plan;
- (viii) That a Supplementary Planning Document regarding contributions toward City Centre public realm be prepared;
- (ix) That a further report outlining potential options for funding be presented to a future meeting of the Board.

ADULT HEALTH AND SOCIAL CARE

202 Design and Cost Report - Department of Health Extra Care Housing Fund Bid: 2008 - 2010

The Director of Adult Social Care submitted a report introducing the capital scheme and seeking authority to spend the £1,845,000 which had been injected into the Capital Programme in November 2008.

RESOLVED –

- (i) That authority be given to spend the £1,845,000 in order to allow payment of the grant to Methodist Homes when instalments of the grant are received from the Department of Health;
- (ii) That the Project Brief, as presented within the submitted report be approved.

203 Income Review for Community Care Services

Further to minute 17, 11th June 2008, the Director of Adult Social Care submitted a report presenting the outcomes from the review of income for non-residential adult social care services following conclusion of a consultation exercise and recommending changes with respect to service user contributions.

RESOLVED –

- (i) That the outcomes of the consultation and the way in which they have been addressed as set out in section 7 of the submitted report be noted;
- (ii) That the outcomes of the equality impact assessment and the way in which they have been addressed as set out in section 8.2 of the report be noted;
- (iii) That the Charging and Contributions Policy Framework as set out at appendix 2 to the report be approved;
- (iv) That changes to service user contributions, as set out in sections 10.10, 10.11, 11.2, 11.4 and 11.5 of the report be approved;
- (v) That a summary document be prepared for service users outlining the service user contributions as detailed in section 11.8 of the report;
- (vi) That officers be requested to carry out additional work on carers support services and the community support enablement service, as outlined in sections 10.12 to 10.14 of the report and submit a further report to Members as soon as possible;
- (vii) That further reports be brought to Executive Board on any implications of implementing personalisation on the principles and detail of service user contributions, as set out in the report.

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

DEVELOPMENT AND REGENERATION

204 City Centre Vision - One Year On

The Director of City Development submitted a report providing an update on the progress which had been made in achieving the City Centre Vision, as developed at the City Centre Vision conference in January 2008.

The Board discussed the possibility of holding a further event to consider some of the key themes detailed within the report.

RESOLVED –

- (i) That the progress achieved in delivering the City Centre Vision, as detailed within the submitted report, be noted;
- (ii) That a report be submitted to a future meeting of the Board outlining the options available with respect to the regeneration of Upper Briggate.

205 School Partnership Trust, Garforth

Further to minute 151, 23rd January 2008, a joint report was submitted by the Chief Asset Management Officer and the Assistant Chief Executive (Corporate Governance) providing an update on the current position with respect of the terms approved by Executive Board on 23rd January 2008 for the transfer of relevant land and buildings at Garforth to the School Partnership Trust. As it had not been possible to agree the transfer terms in a form approved by Executive Board in January 2008, the report provided options for possible ways forward.

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

RESOLVED –

- (i) That the contents of the report be noted;
- (ii) That the terms of the Side Letter, as detailed in confidential appendix 1 to the report be approved;
- (iii) That the Chief Officer (Legal Licensing and Registration) be authorised to:-
 - negotiate terms in the Transfer Agreement – sufficient to protect the Council's position on any future disposal of assets by the Trust, or
 - if this cannot be achieved, to refer the matter to the Schools Adjudicator for determination;
- (iv) That the risks around school asset transfer, as outlined within confidential appendix 2 to the report, and the action being taken in relation to this, be noted;
- (v) That the investigations currently being undertaken into the ways in which the Council can address the issues arising from school asset transfer be continued as a priority, and that both the LGA and Core Cities be consulted on how they are addressing such matters.

206 Leeds Arena - Proposed Project Delivery/Management Arrangements

Further to minute 133, 5th November 2008, the Director of City Development submitted a report on the progress made in acquiring the site of the Brunswick Building from Leeds Metropolitan University and providing a summary of the current position relating to the conclusion of a legal agreement to facilitate the development of the arena.

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

RESOLVED –

- (i) That the procurement strategy for the design team and the retention of consultants to progress the design proposals for the arena development be approved;
- (ii) That the Director of City Development under the Council's scheme of delegation be authorised to determine the preferred form of construction contractor procurement;
- (iii) That the acquisition of the site of the Brunswick Building from Leeds Metropolitan University be noted;
- (iv) That the progress made in concluding the legal agreement to facilitate the development of the arena be noted;
- (v) That the project management arrangements for the arena development be noted.

(The matters referred to in this minute were not eligible for Call In on the basis that Executive Board at its meeting on 5th November 2008 took the decision to lead on the development of the arena, to appoint a design team and contractor and to determine the project management arrangements for the delivery of the project, and instructed officers to report back on the proposed delivery mechanism. The resolutions contained within this minute were consistent with decisions taken by Executive Board on 5th November 2008)

DATE OF PUBLICATION: 17TH FEBRUARY 2009
LAST DATE FOR CALL IN: 24TH FEBRUARY 2009 (5.00 PM)

(Scrutiny Support will notify Directors of any items called in by 12 noon on 25th February 2009)

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Originator: Mark Durham

Tel: 24 74685

APPENDIX 1 NOT FOR PUBLICATION

Exempt / Confidential under Rule 10.4 (3) Financial and Business Affairs

Report of Director of City Development Directorate

To Executive Board

Date: 4th March 2009

Subject: Refurbishment of Kirkgate and Bond Street, Leeds City Centre

Capital Scheme Number 14838 / 000 / 000

Electoral Wards Affected:

City and Hunslet

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

Executive Summary

This report seeks approval for the injection of £1.2 million of Yorkshire Forward funding into the City Development Capital Programme (Scheme 13328).

This report also seeks approval, under the parent scheme 13328, for the refurbishment of pedestrianised section of Kirkgate that is bounded by Briggate and Vicar Lane and the refurbishment of Bond Street, both in the city centre.

It is proposed that the refurbishments of Kirkgate and Bond Street be of a comparably high standard and use similar high quality traditional materials to recently completed schemes on Albion Place, King Edward Street and Briggate.

This report contains confidential information in Appendix 1

1.0 Purpose of this Report

1.1 The purpose of this report is to seek:

- a) Approve the injection of £1.2million Yorkshire Forward funding in to the City Development Capital Programme (13328);
- b) Approval for the scheme designs outlined in this report;
- c) Authority to spend monies from City Development Capital Programme funding for the refurbishment scheme outlined in this report and detailed in Appendix 1.

2.0 Background Information

2.1 Yorkshire Forward

Yorkshire Forward have confirmed that £1.2M is available to Leeds City Council for public realm enhancement work in the city centre. This funding is for spend in the financial year 2009/10 and match funds a recent injection of £1.2M by Leeds City Council for the same purpose. This report proposes the injection of the Yorkshire Forward funds in to the City Development Capital Programme for use on the 'City Centre Upgrade Programme' (13328).

Economic Context

2.2 The quality of the public realm in the city centre is important in terms of attracting investors, employers, employees, residents, shoppers, visitors and tourists to the city and ensuring they return. This is particularly the case given the current economic situation. The proposed scheme will make an important contribution to sustaining and improving the vitality and viability of Leeds city centre and ensuring that it continues to make a significant contribution to the economic and social well being of the region.

Private Sector Developments

2.3 There are numerous private sector developments, both planned and in progress within the retail quarter such as Eastgate Quarters, Trinity Leeds, The Core (former Headrow Centre) and Broadgate (former Alders site). These developments present opportunities and challenges with the creation of commercial space and in the development of large areas of private-public realm. In most cases this will be privately maintained. Therefore, it is imperative there is a high standard in Leeds City Council maintained public realm across the city centre connecting these high quality private developments. This will ensure a useable, viable, attractive and cohesive city centre environment for businesses and the general public.

Kirkgate

2.4 The pedestrianised section of Kirkgate is in an important city centre location, it is a key gateway that links Leeds City Market, the Vicar Lane bus stops and the bus station with the key shopping and business districts of the city centre. For these reasons Kirkgate has a very high footfall and is often the first impression of Leeds' pedestrianised area for many visitors to Leeds.

Bond Street

- 2.5 Bond Street links the prime business district of the city centre with the prime retail area. Its footfall is very high, particularly during the working week. Bond Street has benefited from the recent refurbishments of West Riding House, the Natwest Building on the corner of Park Row and the opening of two prime retailers.

Reporting

- 2.6 The 'Landmark Scheme' report to Executive Board in February 2004 recommended that a phased replacement of Landmark was required over the next few years. Mid-Albion Street and Albion Place have been completely refurbished to a high standard with funding from Yorkshire Forward and Leeds City Council. The refurbishment of Lands Lane and Central Square was approved by Executive Board on 8th October 2008 and will begin on site in March 2009. Briggate and King Edward Street have also been improved. The schemes are very well regarded by retailers, other businesses and users.
- 2.7 As was noted in the "City Centre Pedestrian Area" report to Executive Board, dated 5 September 2004, the city centre benefits the rest of the city and the region as a whole in terms of the jobs, investment, amenities and facilities which it provides.
- 2.8 The scheme is included in the 'Leeds City Centre Strategic Plan 2006 to 2010'.
- 2.9 The Capital Programme Monitoring Update report approved at Executive Board on 22nd August 2007 approved the 'City Centre Upgrade Programme' (13328). The refurbishment of the pedestrianised section of Kirkgate will form the third phase of the programme (following Albion Place and Lands Lane & Central Square).
- 2.10 The report 'Proposed Refurbishment Of The City Centre Public Realm' (agreed at Executive Board on 11th September 2007) highlighted the need for improving the pedestrianised area and adjacent streets in the city centre. The Board agreed the principle of a co-ordinated programme of maintenance and improvements of street and public space refurbishment in the city centre pedestrianised area.

Replacement of Landmark Leeds

- 2.11 The refurbishment of this key city centre street, together with the imminent refurbishment of Lands Lane and Central Square, is another step towards the replacement of the 'Landmark' scheme, implemented in 1991/92. The condition of the pedestrianised section of Kirkgate has noticeably deteriorated and it has become increasingly difficult to maintain the street in a safe condition. The proposed refurbishment is intended to create an attractive, high quality shopping environment and focal point befitting a major national retail centre.

Public Transport Box

- 2.12 It should be noted that the refurbishment of the Public Transport Box (PTB), i.e. those streets which are boxed by The Headrow, Vicar Lane, Boar Lane and Park Row and other connector streets will cost around £29 million of which £6.548 million has previously been injected into the capital programme by Leeds City Council, Yorkshire Forward and the private sector (see Appendix 1, item ii)) and a further £1.2M to be injected as part of this report. Further funding is currently being sought, including public and private sources external to Leeds City Council.

3.0 Main Issues

3.1 Design Proposals / Scheme Description

- 3.1.1 The refurbishment of Briggate, King Edward Street, Mid-Albion Street and Albion Place in high quality natural materials with the reduction of street clutter have set the standard for Leeds City Centre. The use of Yorkstone and the innovative use of street furniture and building mounted lighting reduces street clutter giving streets and squares a sense of openness and space.
- 3.1.2 The extent of the proposed works to Kirkgate is shown in Appendix 2. The scheme will repave the section of Kirkgate between Vicar Lane and Briggate. Work will not take place to the remaining, trafficked section of Kirkgate.
- 3.1.3 The work to Bond Street is subject to further investigation to ascertain the scope of work and the link with the Trinity Quarter West development (currently in the pre-planning stage). This report proposes that funds are approved for Bond Street, subject to satisfactory resolution of these issues. Early approval for the refurbishment of Bond Street allows the potential for both schemes to be packaged and tendered together, leading to overall estimated savings of up to £350,000. If the refurbishment of Bond Street proves unfeasible, then consideration will be given to delivering a similar scheme on Central Road in the city centre, at a cost, timescale and quality similar to those identified as part of this report for Bond Street.
- 3.1.4 The scheme proposes the continued use of high quality materials such as slip resistant 200mm x 150mm Yorkstone setts, as the principal material to create a single, level surface between building frontages. Yorkstone not only provides greater durability and longevity in maintenance terms but also, as Briggate demonstrates, provides the quality of appearance appropriate within the city centre conservation area. The type of construction proposed is appropriate to deal with the vehicular traffic and loading that is experienced on Kirkgate.
- 3.1.5 The street furniture in the scheme will be a mix of Leeds City Council Standard items, with the use of bespoke 'accent' pieces. All items will be subject to agreement by the relevant maintaining Directorate or Service. There will be improved seating on on Kirkgate.
- 3.1.6 The scheme proposes planting of additional trees on Kirkgate and Bond Street. The trees will be selected for their robustness and appropriateness for a city centre environment.
- 3.1.7 The street lighting proposals will add value to proposed PFI upgrade. Approval of this DCR allows way-leave work to immediately commence to establish if building mounted lighting is feasible taking into account the required agreements from building owners/occupiers and the frontage design. Should building mounted lighting not be a feasible option then a sympathetic column scheme will be introduced.
- 3.1.8 The cost of repaving Bond Street and the pedestrianised section of Kirkgate in high quality natural material such as Yorkstone, with granite inset and installing building mounted or column lighting, bollards, benches and trees is detailed in Appendix 1. Discussions are underway with external stakeholders, including businesses and

adjacent property owners regarding potential opportunities for external contributions towards the cost of the scheme.

3.2 Consultations

- 3.2.1 The concept and detailed design of the Kirkgate and Bond Street refurbishment schemes will be progressed by a multi-disciplinary Project Team comprising officers from the City Council's City Development Directorate and Environment and Neighbourhoods Directorate.
- 3.2.2 The concept design, cost estimate and proposed phasing for the schemes are supported by City Centre Public Realm Project Board, Chaired by Leeds City Council's Chief Economic Services Officer.
- 3.2.3 Representatives from each of the traders and businesses located on the streets and other interested parties, including Ward Members, property owners and the Civic Trust are involved in the consultation process and their views will be considered. On Albion Place a similar refurbishment scheme was the catalyst for the arrival of a number of new businesses on the street and the refurbishment and fit out of three previously vacant properties.
- 3.2.4 Building on the success of the public perception survey for Mid-Albion Street, a co-ordinated approach will be taken to gauging public perception of the whole of the pedestrian core/PTB area over the next 5 years.

3.3 Programme

- 3.3.1 The following proposed programme is subject to approval of this report at Executive Board. Any delays in approval would compromise the ability to complete the Kirkgate scheme within the financial year 2009-2010.
- 3.3.2 The timetable below has been estimated by Highways Design & Construction. The dates given are indicative only. It allows the large majority of the work and the expenditure to be confined to the financial year 2009/10. As noted in 3.1.3, the refurbishment of Bond Street is subject to further investigations so it may be prudent to alter the timescales in order to fit in with other developments.

Out to tender	04/05/09
Tender Return	10/06/09
Contract Award	03/07/09
Start on site (Kirkgate)	17/08/09
Start on site (Bond St)	11/01/10
Finish (Kirkgate)	31/03/10
Finish (Bond St)	30/07/10

3.4 Implications for Council Policy and Governance

- 3.4.1 Appendix 1 is confidential under Access to Information Rule 10.4.3 because publication could prejudice the City Council's commercial interests. Sensitive negotiations are currently underway with the private sector investors to secure a

contribution to the schemes. In these circumstances it is considered that the public interest in not disclosing this financial information outweighs the interests of disclosure.

4.1 Compliance with Council Policies

- 4.1.1 The proposals to upgrade the city centre streets and spaces, accord with a number of key Council policies and strategies, which stress the need to improve the city centre public realm and the overall appeal and attractiveness of the city centre. These include the Council Plan, Unitary Development Plan, City Centre Urban Design Strategy, and the Economic Development Strategy. The proposals accord with the Council's Green Strategy to help secure sustainable economic development by promoting the city centre and enhancing the local environment.
- 4.1.2 The proposals also accord with the 'Vision for Leeds 2004 to 2020' key objectives, contributes to delivering the outcomes and priorities of the Leeds Strategic Plan 2008 to 2011 and with the aims and objectives of the 'Leeds City Centre Strategic Plan 2006 to 2010'. The improvements of city centre streets and spaces also contributes towards the emerging Legible Leeds Wayfinding Strategy and the Leeds City Centre 2020 Vision Prospectus.
- 4.1.3 The proposals are in line with the Council's core values to put customers first, looking after Leeds and treat people fairly. The work to minimise obstructions and to improve the quality of the finished surface will increase the accessibility of the street for all users.

4.2 Council Constitution

- 4.2.1 There are no reasons for this report to be exempt from the call in procedure.

4.3 Community Safety

- 4.3.1 The proposals contained in the report do have implications under Section 17 of the Crime and Disorder Act 1998 and these are as follows:
- 4.3.2 The proposed improvements will help improve people's perceptions of safety in the city centre, and help reduce fear of crime.

5.0 Legal and Resource Implications

5.1 Scheme Design Estimate See Appendix 1

5.2 Capital Funding and Cash Flow See Appendix 1

5.2.1 Revenue Effects

- a) Following completion of the refurbishment of Kirkgate and Bond Street, Environment and Neighbourhoods Directorate will continue to cleanse the street and maintain the bins. City Development will maintain the highway and bollards.

Any items commissioned as public art pieces will need to be reviewed on a case by case basis.

- b) The removal of the existing seating on Kirkgate and its replacement with new benches should not incur any additional revenue costs. As highlighted in 3.1.3 all items included in the scheme will be subject to the approval of the appropriate maintaining Directorate of Service.
- c) As part of the tree provision an initial period of maintenance (by Parks and Countryside) will be included in the purchase price to ensure the trees continue to thrive. The trees will be selected for their robustness and appropriateness for a city centre environment.
- d) The materials and design of this scheme have been selected for their robust nature, high quality, durability and long life span. Consequently, the initial capital costs for the material are higher but will result in items lasting longer than inferior and lower quality materials. However, this does not mitigate the occasional one off cost due to accidental damage, such as vehicle collision, this single cost should be off set against the lower cost of on-going maintenance.

5.3 Risk Assessments

- 5.3.1 Financial Risk – There is a financial risk that the cost of implementing the scheme will exceed the funding available.

Response – This risk will be minimised through the tendering process.

- 5.3.2 Operational Risk -There is an operational risk that there might be slippage in the construction programme or overspend on the project.

Response – These risks will be minimised by ensuring that only contractors on Leeds City Council's approved list will be invited to tender and by appropriate on-site project management and supervision of the contract by the Engineering Services section of the City Development Directorate.

Operation Risk – On Bond Street, the Trinity West development may be on site in a similar time frame to the proposed refurbishment work, leading to the potential for delays to the scheme.

Response – Ensure close liaison with Planning Officers and the developers to minimize any conflict between the two developments.

- 5.3.3 Programme Issues – There are risks, as with any project of this nature, of delays in supply of materials or due to exceptionally adverse weather conditions.

Response – The appointed contractor will be experienced in securing materials and will be aware of the specified timescales. The contract timetable is flexible enough to accommodate a reasonable amount of exceptional weather.

- 5.3.4 General Risk Management – In addition to specialised management of the contract by staff from the Engineering Services section of the City Development Directorate,

the project will also have a dedicated project manager from City Centre Management, to apply general project management techniques. The project manager will draw together the project multi-disciplinary team to deal with design, operational, financial issues which may arise through the life of the project. The project manager will report to the City Centre Public Realm Project Board.

5.3.5 City Centre Public Realm Project Board oversee the project with regard to the quality of the scheme, timescales and funding. A risk register will be prepared and reported to the Board to allow risks to be properly managed. The contractors will also be invited to meetings of the Board, as and when necessary, to discuss and seek agreement on any outstanding issues.

5.3.6 The appropriate DSC methodologies will be applied to the project.

Legal Implications

5.4 There are no legal implications as a result of this report

6.0 Recommendations

6.1 Executive Board is recommended to :-

- Approve the scheme design as outlined in this report.
- Authorise the release of scheme expenditure as outlined in appendix 1 vi) at lines Authority to Spend (3) and Authority to Spend (6).

7.0 Background Papers

- 7.1 Executive Board report "Landmark Scheme", February 2004
- 7.2 Executive Board report "Proposed Refurbishment Of The City Centre Public Realm" dated 11th September 2007
- 7.3 Executive Board report "The Capital Programme Monitoring Update" dated 22nd August 2007
- 7.4 Executive Board report "City Centre Pedestrian Area", September 2004
- 7.5 Leeds City Centre Strategic Plan 2006 to 2010
- 7.6 Vision for Leeds 2004 to 2020
- 7.7 The Council Plan
- 7.8 Unitary Development Plan
- 7.9 City Centre Urban Design Strategy
- 7.10 Economic Development Strategy
- 7.11 The Council's Green Strategy
- 7.12 Leeds Strategic Plan 2008 to 2011
- 7.13 Leeds City Centre 2020 Vision Prospectus

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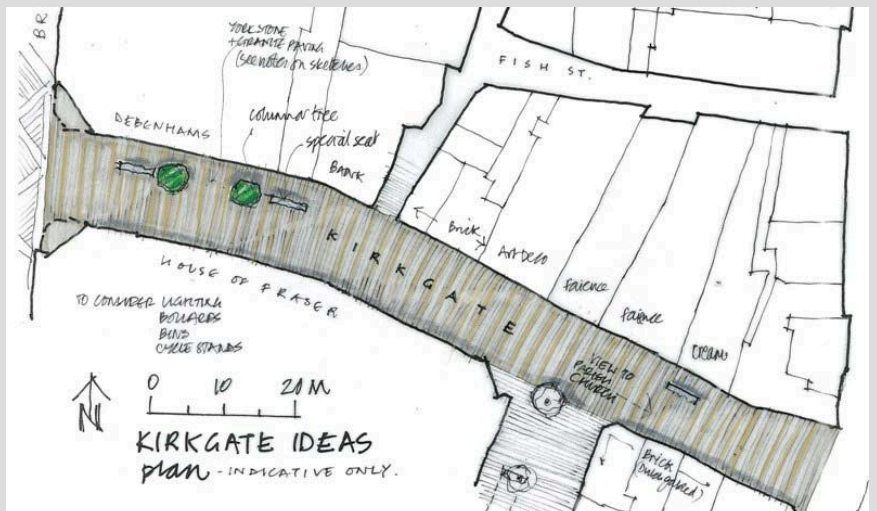
Kirkgate PROPOSALS

Existing 'Landmark' Layout: Paving is unattractive and in poor state of repair.



Artist's Impression of Proposals: New trees, high quality seating and enhanced Yorkstone

Sketch Plan of Proposals: Wall to wall Yorkstone Paving from Briggate to Vicar Lane



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Originator: C Owen

Tel: 74475

Report of the Director of City Development

Executive Board

Date: 4th March 2009

Subject: Legible Leeds Project

Electoral Wards Affected:

City & Hunslet

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

1. It has been recognised that there is a need to improve the legibility of Leeds city centre. This means providing information that makes it easy to get into and out of the city centre and once there easy to find your way around. This will help to link together the different parts of the expanding city centre, make attractions better known and easier to find and to ensure that new developments become destinations that people are encouraged to move through and explore the city from.
2. Independent advisors, AIG Lacock Gullam, were appointed in 2007 to produce an Audit of the current wayfinding information in Leeds city centre, which led to the development of the Legible Leeds Wayfinding Strategy (LLWS). The LLWS document recommends what should be done to make Leeds city centre legible.
3. AIG Lacock Gullam are currently developing a new city centre walking map and on-street wayfinding system.
4. The development of a new city centre walking map will be funded this financial year and a prototype map will be ready for testing in Spring 2009.
5. Funding of £1.2 million (combination of LCC and Yorkshire Forward match funding) has been identified to carry out the installation of the on-street wayfinding system.
6. Members are asked to approve in principle that officers proceed to working up a detailed design and costed programme of works for the phased implementation of a new contemporary on-street wayfinding system, the first phase being in the central retail area.

1.0 Purpose Of This Report

1.1 To advise Members of the:

- need for significant investment in the Legible Leeds city centre's pedestrian wayfinding system (i.e. integrated map units and fingerpost information).
- planned expenditure in financial year 2009-2010 of £1.2 million (consisting of £600,000 Leeds City Council funding and £600,000 of Yorkshire Forward funding) on the Legible Leeds project, specifically the phased implementation of the city centre on-street pedestrian wayfinding scheme.
- requirement of future investment in the on-going maintenance of the resultant mapping and signage system, which will be met from existing resources.

2.0 Background Information

2.1 For the city centre to become legible it must be easy to get into *and* out of, and once there, easy to find your way around.

2.2 This is affected by factors relating to the visitor, such as their own wayfinding ability and level of previous knowledge of the city centre, but also the availability of up-to-date city centre maps and directional signage in appropriate locations.

2.3 It was first identified at the City Centre Retail Group that the wayfinding information in the city centre should be improved. Members, TQD Ltd (Caddick's and Land Securities) for Trinity Leeds and Hammerson's and Town Centre Securities for Eastgate Quarter, offered a sum of £25,000 (£12,500 each) to progress the work.

2.4 This was to ensure that new large retail developments, particularly Eastgate Quarter and Trinity Leeds, become an integral part of the city centre so that the core retail offer expands rather than shifts. Also that visitors to the new retail developments are encouraged to explore the rest of the city centre because the route there and back again is clearly mapped and signed.

2.5 Further aims identified for the Legibility project include that:

- the city centre has increased visitor numbers and a good rate of repeat visits;
- awareness of and numbers of visitors to cultural attractions, particularly the new City Museum and the Royal Armouries, are increased;
- benefits of the forthcoming Arena being located in the city centre are maximised;
- continued investment in the city centre to secure further growth in employment is encouraged and supported.

2.6 Under the guidance of a inter-disciplinary officer steering group independent advisors, AIG Lacock Gullam, were commissioned to carry out a three Phase project. Phase one was to produce an Audit of the current wayfinding information in Leeds city centre. This informed Phase two, the development of the draft Legible Leeds Wayfinding Strategy (LLWS). The LLWS recommends the ways in which the city centre could improve access, perception, and wayfinding information to become legible.

- 2.7 The focus of the research was primarily on the existing and proposed city centre retail area, but also included transport interchanges, car parks and the waterfront.
- 2.8 The draft LLWS has been out to consultation with key city centre stakeholders, including retail developers, Yorkshire Forward, Leeds Civic Trust, University of Leeds, Aire Action Leeds and various Leeds City Council departments. The feedback has generally been positive and is currently being included in the document ready to be finalised by the end of this financial year.
- 2.9 The LLWS makes a number of recommendations to improve the legibility of the city centre within three key objectives:
- 1. Welcoming people to Leeds** – improving gateways, providing a consistent image of the city and making sure people’s first impression is a full, positive picture.
 - 2. Connecting places** – integrating new developments, removing physical barriers, creating a network of pedestrian routes through the whole of the city.
 - 3. Making movement easy** – linking transport, giving wayfinding information where it’s needed and naming places to make areas easier to find.
- 2.10 AIG Lacock Gullam are currently working on Phase three, the development of a new city centre walking map and on-street wayfinding system, which will begin to put the LLWS ‘making movement easy’ recommendations into action.
- 2.11 Funding of £30,000 has been secured from the West Yorkshire Tourism Partnership (WYTP), which has allowed the development of a new city centre walking map and complimentary ‘how to’ toolkit for the West Yorkshire region. The prototype city centre walking map will be ready for testing in Spring 2009.
- 2.12 AIG Lacock Gullam are also working on some of the preparation work that will scientifically advise how and where the on-street wayfinding system should be installed. This is identifying the most popular pedestrian routes and, within these, the most appropriate locations for the signs and maps to be positioned. They will provide options for the design and materials of the mapping units and fingerposts.

3.0 Main Considerations

3.1 The City Centre and Legibility

- 3.1.1 The city centre is crucial to both Leeds City Council’s aspirations to ‘go up a league’ and to ‘narrowing the gap’:
- Nearly a third of the city’s employees work in the city centre; the retail and restaurant sectors provide easy to access and often flexible employment to residents living within the ‘rim’ of the city centre;
 - In 2003/4 49% of residents visited Leeds once a week or more and 33% visited 1-3 times a month. 68% of visitors came to Leeds for shopping, with 59% visiting at least 1-3 times a week. The city centre is a resource for residents and increasingly the wider city region;
 - Over 112,000 pedestrians enter the retail area weekdays, 139,000 on a Saturday.
- 3.1.2 Attractions and opportunities within the city centre draw a significant level of footfall from shoppers, visitors, workers and residents alike. According to the Legible Leeds

Audit, the current wayfinding signage is not making the most of the large volume of people moving around the city centre at any one time.

- 3.1.3 The Audit identified that the city centre's pockets of excellence are not connected together by clear pedestrian routes or information. The shopping areas do not link with the cultural destinations. The waterfront is hidden away and the waterside pathways are disjointed. The viaduct to the south and inner ring road to the north form strong physical barriers that deter pedestrians walking into the city centre.
- 3.1.4 By improving on-street pedestrian signage, creating maps designed for people on foot and producing visitor information that links with the on-street information, visitors will be encouraged to explore further than they otherwise would have. This is beneficial to the visitor as they have a positive experience of the city centre encouraging repeat visits and beneficial to the destinations as they receive increased visitor numbers.
- 3.1.5 The importance of good legibility is not unique to Leeds city centre. Considered in a competitive context to other key cities, such as Bristol, Sheffield, Glasgow, Liverpool and Southampton, Leeds is currently lagging behind.
- 3.1.6 Gaining a reputation for a successful legibility scheme is invaluable for raising Leeds' profile to go up a league as a city and become internationally competitive.

3.2 The Public Realm and Legibility

- 3.2.1 The delivery of a successful legible city is closely linked to the quality of the public realm. Up-to-date, clear and easy to use on-street wayfinding information is a complementary layer of a high quality public realm, offering interpretation and information when needed.
- 3.2.2 Sign clutter and street clutter exists on many pedestrian routes in Leeds city centre. Clutter creates 'visual noise' that reduces the effectiveness of on-street information, and affects the overall perception and enjoyment of the area. Therefore prior to putting in further pedestrian signage, a de-cluttering process is underway to remove unnecessary street clutter.

3.3 Street names and road signage

- 3.3.1 Street name signs are included in the family of wayfinding directional signage. The Legible Leeds Audit identified that city centre's street name signs are not consistent in style or positioning. Some are vandalised, obscured by vegetation or look worn and faded. Over the years different systems and styles have been used and do not support the idea of a cohesive Leeds city centre area.
- 3.3.2 Street name plate upgrading and co-ordination and modifications to highway signage are considered to be part of the overall project, and will primarily be funded through yearly maintenance budgets.

3.4 The City Centre and Current Condition On-Street Wayfinding

- 3.4.1 Leeds' current wayfinding information, consisting of city maps in 33 locations and a system of fingerposts in 70 locations, was installed incrementally through the mid 1990's. The reactive, ad hoc approach to the installation has resulted in a signage and mapping provision that is generally inconsistent and unclear.

- 3.4.2 The Legible Leeds Audit observed that the fingerposts, although providing information for people on foot were inconsistent in sign positioning and location, destinations included on the signs, destination names used on the signs and symbols used. In addition the fingerposts do not indicate the length of time it will take to walk to the named destination.
- 3.4.3 The Audit found that the existing city centre on-street maps were designed with motorists rather than pedestrians in mind. For example they do not show walking routes through the Victoria Quarter and the shopping centres.
- 3.4.4 The style and physical condition is increasingly tired and dated, especially in comparison to the improved public realm (as described in 3.2), and does not support the aspiration for Leeds to compete at a European level.

3.5 **The City Centre and Proposed Future for On-Street Wayfinding**

- 3.5.1 The proposal is to remove the city centres' existing uncoordinated wayfinding information and replace it with a single unified system.
- 3.5.2 AIG Lacock Gullam have already successfully delivered this type of work in various other key cities. With their guidance a single strategy for mapping, sign position and preferred routes will be implemented. The approach will allow the system to be logically extended in the future as required.
- 3.5.3 The removal of conflicting pedestrian signage and clutter will result in a clear and reliable wayfinding system.
- 3.5.4 The aspiration is to install bespoke location specific mapping units, with integrated 'fingerpost' information. Stand alone fingerposts will also be installed where necessary.
- 3.5.5 The implementation of the system will be carried out in a number of phases, for example firstly the central retail core followed by the waterfront. The actual number of phases will be determined once further work has been carried out on the specific 'Leeds' design and associated costings.
- 3.5.6 The intention is to prioritise the central retail core for the first phase of implementation.
- 3.5.7 A number of influential factors regarding the design of the future on-street wayfinding signage will have to be decided. These will determine what can feasibly be implemented in the first phase within the specified budget of £1.2 million (see Appendix 1 for examples from other key cities). These decisions include the:
- number of on-street map and signage locations required.
 - materials and design of the on-street wayfinding signage system.
 - quality of materials used, options include vitreous enamel (baked glass), stainless steel and/or glass.
 - flexibility of the design to allow future change of information
 - inclusion of various additional components required such as LED lighting, clocks and real time transport information.

4.0 Implications For Council Policy And Governance

- 4.1 The intention to improve the legibility of Leeds city centre through, in the first instance, the installation of a contemporary up-to-date on-street wayfinding system supports a number of strategies for the city. These include the Council Plan, the Vision for Leeds 2004 to 2020, the Leeds City Centre Strategic Plan 2006 to 2010, Renaissance Leeds Delivery Plan 2007-2009 and the Leeds City Centre 2020 Vision Prospectus.
- 4.2 The project supports the Council's Green Strategy and the Leeds Health and Wellbeing Plan as it will encourage and promote walking over using transport.
- 4.3 The proposals are in line with the Council's core values to put customers first, looking after Leeds and treat people fairly. The design will consider, and address where appropriate, the needs of the disabled so improving accessibility for all in the city centre.

5.0 Resource Implications

- 5.1 £1.2million LCC funding has recently been injected into the Capital Programme for 'City Centre Upgrade Programme' (13328) and is subject to approval in February 2009 by Executive Board and Full Council for spend in financial year 2009/10.
- 5.2 On 3 February 2009, Yorkshire Forward (YF) agreed to match fund the above LCC commitment and contribute an additional £1.2million for the financial year 2009/10.
- 5.3 At the 4 March 2009 Executive Board meeting, Design and Cost report 'Refurbishment of Kirkgate and Bond Street, Leeds City Centre – Capital Scheme Number 14838/000/000' will seek approval to inject YF's contribution of £1.2million into the City Development Capital Programme (scheme 13328).
- 5.4 If approved, of the total £2.4million that will become available it is proposed that £1.2million (£600,000 LCC and £600,000 YF) is spent on implementing the first phase of Leeds city centre's on-street wayfinding system.
- 5.5 Investment for future phases will have to be sought and secured from further sources, including future LCC capital programme, the regional development agency, the private sector and large city centre developers.
- 5.6 There will be future revenue implications for the on-going maintenance of the wayfinding system, which it is anticipated will be met from City Centre Management's enhancement budget.

6.0 Recommendations

- 6.1 Members are asked to:
- i. note the contents of this report;
 - ii. agree to the principle of the phased implementation of a new contemporary on-street wayfinding system, the first phase focusing on the central retail area, as indicated in this report;
 - iii. request officers to work up a detailed design and costed programme of works, and progress funding proposals to a total cost of £1.2million.

7.0 Background Papers

- 7.1 Executive Board report “Proposed Refurbishment Of The City Centre Public Realm” dated 11th September 2007
- 7.2 CDD report “Leeds City Centre Retail – Legibility Study” dated 30th April 2008
- 7.3 CDD report “Legible Leeds Project” dated 17th September 2008
- 7.4 CLT report “Legible Leeds Project” dated 21st October 2008
- 7.5 Leeds City Centre Strategic Plan 2006 to 2010
- 7.6 Vision for Leeds 2004 to 2020
- 7.7 Renaissance Leeds Delivery Plan 2007-2009
- 7.8 The Council’s Green Strategy
- 7.10 Leeds Strategic Plan 2008 to 2011
- 7.13 Leeds City Centre 2020 Vision Prospectus
- 7.14 Legible Leeds Audit Findings, Observations and Insights May 2009
- 7.15 Legible Leeds Wayfinding Strategy August 2008

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Appendix 1

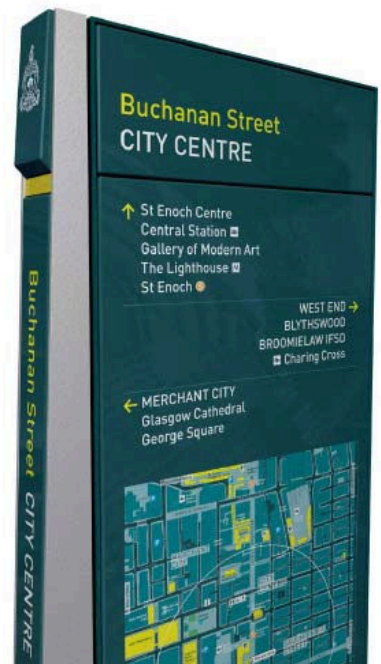
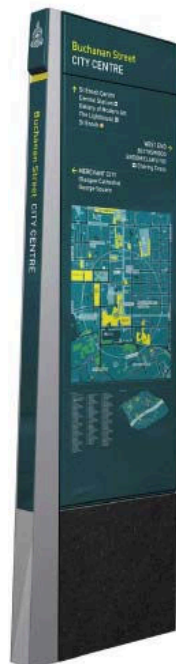
Wayfinding map units and directional signage installed in other key cities.



Legible London wayfinding map unit and directional signage.

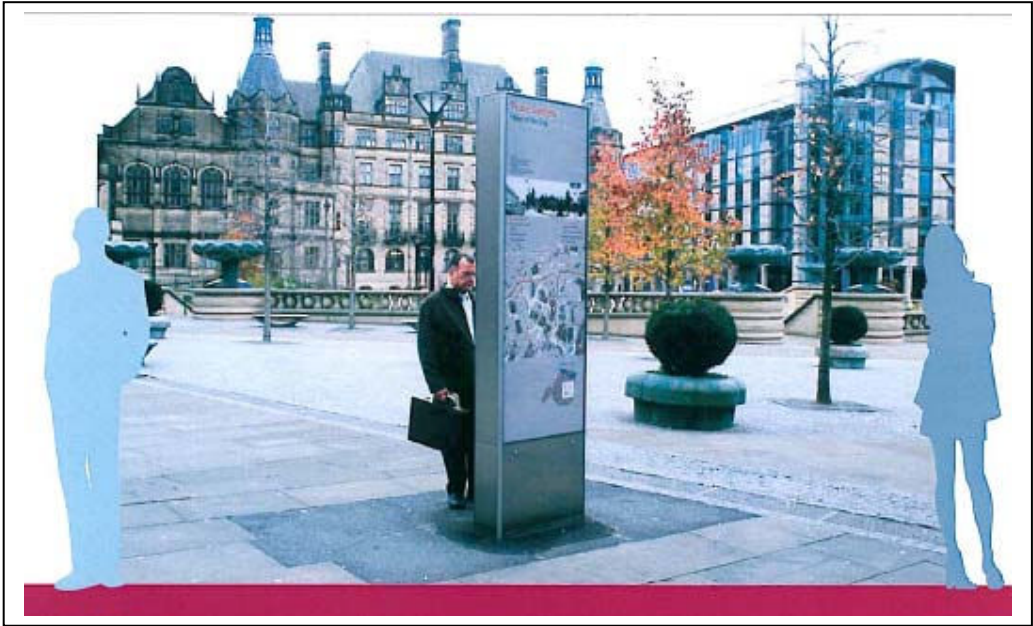


**Glasgow Legibility scheme
Wayfinding map unit and integrated
directional signage.**





**Legible Bristol
Wayfinding map units
and integrated
fingerposts.**



**Sheffield
Wayfinding map units
and directional signage.**



**Southampton
Wayfinding map units
and directional signage.**



Joint Report of the Directors of City Development and Environment & Neighbourhoods

Executive Board

Date: 4th March 2009

Subject: The former Headingley Primary School

Electoral Wards Affected:
Headingley

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
(Details contained in the re

EXECUTIVE SUMMARY

A request for the transfer at less than best consideration, of the former Headingley Primary School building to the Headingley Development Trust (HDT) was considered at Executive Board in December 2006. HDT proposed to operate an enterprise and arts centre – HEART - from the building. Their funding target for the scheme was £1.3 million which they aimed to raise from grants and a community share issue. The former school building was earmarked as a possible disposal for a receipt to contribute to the Council’s Capital Programme. Executive Board agreed to suspend disposal for a period initially of 6 months further extended till June 2008, to allow HDT time to raise the necessary funds. The opportunity offered to HDT also involved a requirement to take on the management of community use currently based at the Headingley Community Centre, so that the revenue savings achieved from the closure of that building could be used to balance the loss of the capital receipt from the disposal of the former school building.

HDT recently revised its budget for the scheme to £1.1 million following a redesign exercise. This included the removal of fitting out costs. HDT have secured commitments totalling £633,500 of which £500,000 are offers conditional on the full project budget being secured. Headingley ward members have supported the Heart scheme from its inception. They believe it will make a major contribution to social capital and community cohesion in their ward which has amongst the highest level of transient population in the city. They are now proposing that the Council should provide the remaining capital funds required. A new injection into the capital programme would require members concerned to agree to the cancellation of an existing commitment sufficient to cover the costs of the new proposal.

Headingley members have confirmed that they would be willing to support the cancellation of the proposed Town and District Centre Scheme for Headingley. The budget allocated to this scheme in the capital programme is £674,000. If the scheme were to be cancelled, the Council, subject to Executive Board approval, could create a new scheme for Heart to provide the £500,000 they propose, leaving a remaining sum of £174,000 to be reallocated within the Town and District Centre capital programme. The proposal of Headingley members to cancel the Town and District Centre scheme has been endorsed by the Inner North West Area Committee and a majority of residents consulted in a council supervised exercise.

The HDT business plan was appraised by officers and external advisers. The initial view formed was that the risk to the success of the project was high. HDT was able to provide further information addressing some of the concerns identified and as a result the level of risk was reassessed as lower than initially identified but remaining substantial. Outstanding concerns are that whilst there is the potential for HDT to run a sustainable business from HEART if it can get through what would be a very difficult initial period, the project lacks sufficient working capital to meet initial cash flow requirements, and that assumptions about demand and income for the managed workspaces element of the scheme, which is the main income source in the business plan, are difficult to evidence, particularly in the present economic circumstances.

In view of this continuing level of risk, officers' advice is that the Council should not agree to the transfer requested by HDT and that the Director of City Development should be authorised to proceed with the marketing of the former primary school, at an appropriate time, in line with the decision from Executive Board in November 2007.

If Members are minded, notwithstanding officers' advice, to support HDT's proposals, then this is a decision which Executive Board can take so long as it is fully aware of the risks associated with that decision and has contingency plans in place to address the situation where HDT is unable to continue to operate the building, should that situation arise. The main issues that would need to be addressed in the case of such a decision are included in the report.

1.0 Purpose Of This Report

- 1.1 This report aims to resolve outstanding issues relating to the proposal of Headingley ward members, on behalf of the Headingley Development Trust (HDT), for the Council to provide £500,000 to enable HDT to develop its Heart proposal at the former Headingley Primary School.
- 1.2 The report provides Executive Board with further information about the Heart scheme and the community benefits which it aims to deliver for the Headingley area and which ward members believe justifies their proposal that the Council should support the scheme.
- 1.3 On the basis of the latest information provided by the HDT and the appraisal of its business plan, the report identifies a substantial risk that the Heart scheme will not succeed in achieving its business plan objectives and that there is a consequent risk to the Council in relation to the transfer of the asset and the provision of funds to the scheme. Consequently the report recommends that Executive Board should not agree to support the Heart scheme as requested and that, as previously determined, the marketing of the premises, at an appropriate time, to support the Capital Receipts programme should now commence.

2.0 Background Information

- 2.1 This proposal for the transfer of the former school building was first reported to Executive Board in December 2006 with a recommendation that the proposal put forward by HDT did not justify a less than best disposal and that arrangements for the marketing of the property (for disposal at market value) should continue.
- 2.2 Executive Board resolved to accept the request for a period of exclusivity to be granted to HDT to allow it to work up a business case to support its proposal for the transfer of the ownership of the property.
- 2.3 The initial six-month period of exclusivity came to a close in July 2007 and a report was submitted to Executive Board in September that year but consideration was deferred to the November 2007 meeting to allow a further two month's extension to HDT. At the November 2007 meeting, it was resolved that an additional period of time should be granted, expiring on 30 June 2008, for HDT to demonstrate substantial progress.
- 2.4 HDT has presented the progress it has made since that time to officers of Environment & Neighbourhoods and City Development for consideration by the Council.

3.0 The changed position since November 2007

- 3.1 The initial proposal from HDT identified an application to the Community Asset Transfer Fund for £750,000, as a key element of its funding arrangements with the application representing rather more than half of its overall requirements. HDT was advised at the end of March 2008 that its application to the Community Asset Transfer Fund had been unsuccessful. Clearly, this had an adverse impact upon the Trust's business plan. However, HDT has been successful in obtaining conditional offers of financial support from the Adventure Capital Fund. Other funding applications made by HDT have been unsuccessful.
- 3.2 As the Executive Board deadline of June 2008 approached, Headingley ward members proposed that the Council should provide £500,000 to meet HDT's funding shortfall. In order for a new capital scheme to be injected into the capital programme Executive Board have already agreed that sufficient funds would need to be released elsewhere in the programme to meet the required sum. Headingley ward members have proposed the cancellation of the Headingley Town & District Centre Regeneration scheme which has an allocation of £674,000 in the capital programme. This would allow for a new scheme of £500,000 scheme to be brought forward to support Heart. The remaining sum of £174,000 would be reallocated within the Town and District Centre capital programme elsewhere in the city. This proposal has been endorsed by the Inner North West Area Committee and by a Council supervised consultation in the Headingley community which indicated a majority of support from respondents for the ward members' proposal. There is the further consideration that some £55,000 in design and other professional fees has been expended on preparing the works for the proposed Town and District Centre Scheme. Officers advise that these costs, which could not be allocated to the capital programme if the Town and District Centre scheme is foregone, should be met from funds allocated to the Headingley ward, including Area Committee Well Being Funds, were Executive Board minded to support Headingley ward members' proposal.

4.0 The Trust's Proposals

4.1 HDT was set up in September 2005 to try and address issues created by the highly transient population of Headingley. Of the 24,000 residents, 60% are students. To date the trust has successfully managed two projects: a deli market and a community buyout of a natural food store that included £100,000 raised from the local community. One of the trust's earlier visions was to put the recently closed Headingley Primary School into community use, a project that is now known as Heart. HDT believes that:

'HEART ticks all the boxes in terms of responding to the key issues facing the Headingley community and exemplifying community-led enterprise and activity which supports many of the goals of the Leeds Strategic Plan and Vision for Leeds. In our view, taking the wider factors into account, the balance of issues and risks clearly comes down in favour of proceeding, and we therefore strongly urge the Council to recognise this and to take the bold decision to invest the TDC money without delay so that the project can go ahead as soon as possible.' (Heart Briefing, Dec 2008)

HDT's business proposal comprises a refurbishment of the former primary school to provide a focal point for community activity together with a 'Catalyst Centre' enterprise base for Headingley which would support start-up businesses and help them move through to managed workspace as they develop. The Heart enterprise would be open to all types of business but an important aim would be to provide networking between those engaged in arts and media businesses.

4.2 The Catalyst Centre is the main source of income for the project. A Catalyst Centre is a business centre that encourages entrepreneurship by providing workspace and a permanent business network. Catalysts operate a membership charging fee based on the amount of time a member wants to use the facilities. Prices vary from £10-300 per month. The Catalyst Centre will occupy 2,411 square feet in the building. The business plan assumes that the centre will have 120 members at an average membership level of £100 when operating at full capacity and this level can be reached within twelve months. HDT's Catalyst will differ from those in the rest of Leeds in that it will operate in an area with a high level of graduates rather than a deprived area and will focus on the arts sector. In addition HDT has been working closely with both universities to generate interest.

4.3 The Heart centre will combine the functions of the current Headingley Community Centre with meeting space for businesses and arts exhibition space. The centre will have a total meeting room area of 3,628 square feet. The proposal incorporates a cafe of 1,000 square feet that will provide internal seating for 50 covers and external seating for 30. The cafe will provide food sourced locally where possible. The business plan states it will "appeal to both those on a high income and those who are less affluent". The cafe will either be operated by HDT or an external operator. The cafe will also provide catering for events in the Heart centre.

4.4 The original cost estimate for the works proposed was £1,390,000 but HDT has recently revised that estimate by undertaking a re design exercise with its advisors that showed that the essentials of the scheme could be delivered for £1,100,000. The Trust has been advised in this matter by a team led by Brewster Bye (architects) and Cyril Sweett (quantity surveyors), who performed the same roles for Hillside Primary School in Beeston for Tiger 11. The £1.1m scheme includes provision for a new and

efficient heating system. This new budget estimate excludes the fit-out costs for the scheme. The Trust has informed the Council that it believes funds to cover the costs of fit out would be achievable from grant funds that could only be approached after a decision in principle had been taken.

4.5 The Trust's funding proposal, as at November 2007, was as shown in the table below:

Funding Source	£ 000's
Adventure Capital Fund	400
Community Share Issue	100
Inner North West Area Committee	100
Community Asset Transfer Fund	750
Total	1,350

4.6 This has now been revised to reflect the decision of the Community Asset Transfer Fund not to support the Trust's application; and the current position, proposed by the Trust, is as shown in the table below:

Funding Source	£000's
Adventure Capital Fund -loan (note 1)	250
Adventure Capital Fund -grant (note 2)	150
Share issue (note 3)	105
Inner NW Area Committee (note 4)	100
The current request to the Council	500
Contributions from Charitable Trusts	28.5
Total	1,133.5

Notes:

1. This offer is conditional upon written confirmation that all other funds required have been raised and upon acceptance by the trust prior to 28 June 2008.
2. This offer is conditional upon written confirmation that all other funds required have been raised and upon acceptance by the trust prior to 28 June 2008.
3. However, this agreement is conditional upon all other funds being in place
4. The possible contribution from the Area Committee was offered as the final element in the Trust's capital requirements. It is, therefore, conditional.

5.0 Officers' commentary upon the current proposal from the Trust

5.1 In considering the proposal from HDT outlined above, officers have looked at the capital scheme proposed and the Heart business plan.

5.2 In relation to the capital scheme HDT have engaged reputable consultants to undertake the redesign of the scheme to reduce costs. However the removal of fit out costs from the new budget and the consequent need to raise further funds in addition to the amount requested from the Council is a matter of considerable concern. Clearly the building cannot be opened for business until it has been fitted out. Whilst HDT is confident it can achieve that further funding target there is a risk that they will be unable to do so and that a further request for some or all of the amount required for fitting out will be made to the Council. Furthermore the funding commitments secured by HDT include a loan of £250,000, from the Adventure Capital Fund, which would be repayable by the Council should the scheme fail and the building be returned to the Council.

- 5.3 Officers assessed HDT's Business Plan between October and December 2008. Opportunities were afforded to them to make further representations and provide additional information in support of their application during that time and subsequently. The income estimates for the café, hall, meeting and training rooms all appear reasonable. However the largest proportion of income in the Business Plan will be generated by the Catalyst Centre.
- 5.4 External professional advice has been commissioned by the Council on the letting assumptions for the Catalyst Centre and the revenue stream that would flow from these. The external advice is that the assumptions made in HDT's business plan of £120,000 to £144,000 a year are not justified by the level of market rent in the area, which is estimated to be in the region of £70,000 a year for the amount of floor space proposed at the Catalyst Centre. Even accounting for a busy 'hot desking' schedule this appears to be a very large gap. HDT believe that there is latent demand for business start up space of the kind offered by the Heart Scheme, indicating that there is unmet demand that could be attracted to Heart. Officers do not share this belief, given that there are in fact current vacancies in the 2 units managed by LMU and the unit at Park Lane College. The University has closed its unit because the low level of demand did not justify operating costs. These units have lower average charges and in some cases additional facilities compared to the Heart offer. HDT maintain that these problems stem at least in part from staffing shortages and lack of promotion. It is important to note in this regard that HEART will have a full-time worker, funded by Yorkshire Forward, to promote the facilities and "pre-sell" them in advance of opening. Nevertheless the target of 120 members paying an average of £100 per month within a year of opening does appear overly optimistic.
- 5.5 There is a further concern about initial operating capital. HDT has acknowledged a risk of around £60,000 shortfall in the first year of operation. They believe they would be able to fundraise this amount if required.
- 5.6 On balance, officers advise that it would not be prudent for the Council to support the request from HDT for the transfer of the building to proceed and for additional Council funding of at least £500,000 to be made available.

6.0 Ward Members Consultation and Community Benefit

- 6.1 Ward Members are very supportive of HDT's proposals on the grounds of the considerable benefits that they believe the project would realise for the local community in Headingley. These include: the physical regeneration of the site and location; a new events, performance, meetings and private function space for the local community; significantly improved disabled access compared to the current access at the Headingley Community Centre; potential employment and trading opportunities for local residents and businesses; a new training and educational facility; a new arts and culture activity and exhibition centre; and a community café. The Heart Scheme is intended to develop a strong core of social capital and self sufficiency in the Headingley neighbourhood through enterprise and voluntarism, building a more cohesive and independent community in an area of high population transience. Headingley has a relative lack of venues available for community use compared to other neighbourhoods and wards in the city.
- 6.2 The North West Inner Area Committee has shown its support for the principle of the project and has offered £100,000 capital, conditional upon all other necessary funding being in place. At its meeting on 25 September 2008, the Area Committee also confirmed its support for the proposal to forego the existing Town & District

Centre scheme for Headingley to enable a new scheme to be brought forward to support the Heart proposal. The strong level of community support for Heart is demonstrated by the majority of support for ward members proposal in the consultation mentioned above in para 3.4 above and by the commitment of over £100,00 in share capital from community members of HDT to the Heart project.

7.0 Implications For Council Policy And Governance

- 7.1 The Council seeks to empower community organisations to underpin the creation of strong and prosperous communities. To this end, the Council has traditionally granted a range of leases of land or buildings to community organisations, which are aligned to the delivery of strategic outcomes, set out in the Council Plan. Where a request is received for property at less than market value, it is evaluated through the Council's "Less Than Best Consideration" policy which assesses the capital opportunity cost of the proposal to ensure that it is appraised on a consistent basis and satisfies Council Plan objectives. Organisational capacity, financial and constitutional safeguards on revenue resources are included within this evaluation.
- 7.2 In relation to the Quirk Review on Community Ownership of Assets and the Government White Paper on Strong and Prosperous Communities, the Council could, if it so wished, accept this request to transfer the ownership of the former primary school as being in line with the Community Centre Strategy which is aimed at optimising the distribution, level of usage and quality of community facilities across the district. The case regarding the necessary links to Council priorities is not felt to be sufficiently strong, on its own, to accept the request and that is the reason why it has been thought necessary to require that HDT should take on responsibility for delivering the services currently provided from the Headingley Community Centre.
- 7.3 Finally, the Council has a policy on the General Fund programme which also impacts on the position here. In August 2007, Executive Board approved a report which included the point that capital receipts from sites on the existing disposal programme cannot be diverted to other projects and initiatives. This means that the potential receipt from other disposals already in the disposal programme in the Headingley area cannot be used to support HDT's proposals.

8.0 Risks

- 8.1 In common with any Community Asset Transfer, successfully managing a building carries risk for the community-led organisation and for the local authority considering the potential transfer.
- 8.2 In this case the principal risk to the Council is that HDT's Business Plan will not deliver its income targets and the Council will be required to either provide further subsidy or take the building back into its control.
- 8.3 There is the risk that not transferring the property to HDT and offering it for sale on the open market may not provide any benefits for the area. Private sector organisations have been shown not to be immune from failure. This risk is relatively small as it is probable that any private sector scheme would be for residential refurbishment or redevelopment which, even in these uncertain times, does offer a reasonable prospect of success.
- 8.4 The Council is currently carrying some of the risk of "doing nothing" There are security and maintenance factors which have a cost associated with them.

- 8.5 The local area is also carrying some of the risk of “doing nothing”. The property is not contributing in any meaningful way to the life of the community nor is it making a contribution to social cohesion, local enterprise delivery or inward investment.
- 8.6 There is a risk associated with the Council’s wider policy and management of Community Asset Transfer, in terms of the consistency of treatment of requests, particularly in relation to the levels of financial support provided. The request made by HDT is for a level of support far greater than that agreed with other community organisations in other parts of the city. The Council may well come under renewed pressure from such groups for a level of funding and terms of transfer comparable to this request, if it is agreed. In this connection, the points made at 8.3 to 8.5 above are important, as is the Area Committee’s determination to support the abandonment of the currently approved Town and District Centre scheme for Headingley to allow the HEART scheme to proceed.
- 8.7 There is a specific risk relating to State Aid regulations and this is being investigated by officers but it should be pointed out that this particular risk has been disregarded, for the present, when framing the overall advice to Members.

9.0 Mitigation of Risk

- 9.1 The level of risk attached to HDTs proposals is assessed by officers as substantial. Nevertheless, should Members be minded, notwithstanding this assessment, to support the scheme, then officers advice is that the following conditions should be agreed with HDT in order to mitigate the level of risk to the Council:

The Council funding support of £500,000, proposed by Headingley ward members, should be made available to HDT as a long-term, interest-free, loan secured against the building but ranking after the loan secured from the Adventure Capital Fund so as not to affect that element of the funding package. The Council should also require that no further loans, secured against the building asset, should be taken without the express consent of the Council.

The cost of designs and other professional fees for the original Headingley Town and District Centre scheme of £55,000 should be defrayed from funds allocated to the Headingley ward, including Area Committee Well Being Funds.

The Council should require that its capital contribution be committed to ensuring that the refurbishment scheme provides for a minimum of any subsequent work to be required to return the building to more general use in order to protect the interests of the Council and the ACF.

The Council should retain the right to inspect the building at regular intervals and should require HDT to provide evidence of expenditure on a proper maintenance regime.

- 9.2 The Council has already set out its expectations of HDT and established that, should the request for the lease be granted, the responsibility for future repair and maintenance of the building would lie with the Trust.
- 9.3 The Council has also indicated that it would work with HDT to assist new enterprises that are created in the centre so as to support its business plan.

9.4 HDT, for its part, has confirmed that open access for all the community would be a fundamental part of its policy.

10.0 Recommendations

10.1 That Members should decline the request from the Headingley Development Trust for further financial support towards the current proposal in the light of the appraisal of the capital scheme and business plan and the consequent substantial level of risk to the Council.

10.2 That should Members approve the recommendation at 10.1, the Director of City Development be instructed to make arrangements for the marketing and disposal of the property at an appropriate time.

10.3 That should Members, having regard to all that is said in paragraph 8 above, determine:-

(i) to approve the request from HDT for the transfer of the former Headingley Primary School; and

(ii) to agree that Council funding, in the amount of £500,000, be made available to support the scheme,

the Board should resolve that the proposed transfer and funding will be made subject to the imposition of the conditions outlined in paragraph 9.1 of the report.

Background Papers

Executive Board Report December 2006

Executive Board Report November 2007

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Originator: Christine Addison

Tel: 24 75432

**Not for Publication: APPENDIX 1 NOT FOR PUBLICATION:
Exempt / Confidential under Rule 10.4 (3)**

Report of the Director of Environment and Neighbourhoods

Executive Board

Date: 4th March 2009

Subject: Little London and Beeston Hill & Holbeck Round 5 PFI Housing Project –
Impact of Wider Economic Changes on Project Scope

Electoral Wards Affected:

Hyde Park & Woodhouse
Beeston Hill & Holbeck
City & Hunslet

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
(Details contained in the

EXECUTIVE SUMMARY

Following approval of outline business cases by Executive Board and by Government for PFI Housing projects at Little London and Beeston Hill & Holbeck, procurement activity has proceeded over the course of 2008, with bids for the 'detailed solutions' stage submitted in October 2008. Bids received showed that the wider economic and housing market changes have had significant impact on non-PFI funded elements of the proposed scheme. The disposal of Council land for the construction of new private housing to be integrated with new PFI social rented Council homes and the recovery of land value to fund other non-residential aspects of regeneration have proved undeliverable within this project at the current time without substantial further financial support.

As a result, there is a need to change the project scope, to remove the private development aspects of the scheme, redefine where in each project area the PFI property outputs will be delivered and to ensure delivery of the Little London community hub as part of the overall regeneration of the area.

Following evaluation of detailed solutions received by the three bidders and legal advice in relation to the procurement process, Project Board has shortlisted two consortia to proceed to the 'refined solutions'. Executive Board approval is required to the proposed scope changes, which are set out in the report.

1.0 PURPOSE OF REPORT

1.1 The purpose of this report is to:

- update Executive Board on the procurement of the Housing PFI project covering Little London and Beeston Hill & Holbeck;
- report on issues arising from bids received at the 'detailed solutions' stage of the procurement exercise, particularly in relation to wider economic and housing market changes and the impact of these on some aspects of the project;
- set out proposed changes to the scope of the project to protect the affordability and deliverability of the core PFI and regeneration elements.

1.2 Confidential Appendix 1 provides details of the financial offers made for the development land included in the scheme, and the Council's approach to risks arising from the re-scope. This remains confidential under Access to Information Rule 10.4.3 on the grounds that it contains commercially sensitive information about the respective financial and business affairs and commercial positions of the Council and Bidders, and in the circumstances the public interest in maintaining confidentiality outweighs the public interest in disclosing the information.

2.0 BACKGROUND

- 2.1 The Little London PFI scheme Outline Business Case (OBC) was agreed by Executive Board in May 2006, with approval from the Department of Communities and Local Government (CLG) following in December 2006. The OBC approval of PFI Credits provides for refurbishment of 884 existing Council properties, development of 125 new units of Council housing and environmental improvements. In addition, the scheme included opportunities to develop some private and affordable housing.
- 2.2 The Beeston Hill & Holbeck OBC was agreed by Executive Board in November 2007, with approval from the Department of Communities and Local Government (CLG) following in March 2008. The OBC approval of PFI Credits provides for refurbishment/conversion of 321 existing Council properties, development of 350 units of Council housing and environmental improvements. In addition the scheme included the opportunity to develop further private and affordable housing.
- 2.3 The two projects were advertised together in the Official Journal of the European Union (OJEU) in order to allow for them being procured jointly to achieve greater project efficiencies. The procurement of each project has now been combined and is taking the form of ongoing 'competitive dialogue'.
- 2.4 The OJEU process resulted in four strong bidders progressing through the Pre-qualification Questionnaire (PQQ) stage to Invitation to Submit Outline Solutions (ISOS). Following evaluation of these in July 2008, three consortia progressed to 'Invitation to Submit Detailed Solutions' (ISDS), with these bids received on 10th October 2008. Evaluation of these took place up to January 2009.
- 2.5 Under existing Executive Board delegations relating to PFI governance, the PFI Housing Project Board has authority to approve de-selection of bidding consortia as part of the competitive dialogue process. Under this authority, two bidders have been short-listed to progress to the Invitation to Submit Refinement of Solutions (ISRS) stage of procurement, which will commence formally on 16th March 2009.

3.0 ORIGINAL PROJECT SCOPE

- 3.1 In February 2008 Executive Board approved the inclusion in the project of 15 sites in Beeston Hill and Holbeck and 4 sites in Little London. These were to be made available for the new PFI housing in each of the project areas, but also offered additional scope for new private residential development, through the sale of land for private housing. The procurement therefore included these opportunities and bidders were instructed to design, specify and cost a mixed, 'tenure-blind' scheme that integrated PFI and private new build housing within and across the development sites.
- 3.2 The bidders were also instructed to include new retail provision, a new community centre and a new housing office within the 'community hub' in Little London, to be funded through a land value return arising from sale of development sites. In light of previous reports to Executive Board, supported by land valuations set out in Confidential Appendices, the bid instructions were developed on the basis of a contribution to the PFI financial model arising from land disposals. Further details of these are set out in Confidential Appendix 1.
- 3.3 To enable this development approach the Council included in its procurement package a draft development agreement for the disposal and subsequent development of land for market housing together with a draft project agreement to control the development of new social housing and other PFI funded improvements on the Council's retained land.
- 3.4 The agreements commit the Council to achieving vacant possession of each prior to its sale and vacation of all dwellings prior to commencement of PFI demolition, in order to provide development and contractual certainty for both it and the appointed bidding consortium. Executive Board has previously approved the means by which this could be achieved, through rehousing of tenants, negotiation to purchase leasehold interests and if required use of CPO, powers for which were delegated to the Directors of Environment & Neighbourhoods and City Development.
- 3.5 Substantial progress has been made on this with all leaseholders affected in discussion with the Council. Virtually all tenants have now been re-housed in Little London and progress in Beeston Hill and Holbeck is ahead of schedule. Once all interests have been acquired and all occupiers rehoused, each site can be cleared of buildings through the PFI funding, in preparation for development.
- 3.6 Other works proposed under the PFI funding – refurbishment of properties, environmental improvements and a 20 year agreement for services – are all focused on land or assets already in the ownership of the Council and are not therefore dependent on land assembly.
- 3.7 Bidders submitted their detailed solutions on the basis described above.

4.0 IMPACTS OF ECONOMIC & HOUSING MARKET DOWNTURN

- 4.1 Access to PFI credits is not directly affected by the current economic conditions. The Council is still able to proceed with the procurement of those aspects of the project which would be funded through PFI – construction of new and refurbishment of existing Council homes, environmental improvements in the project refurbishment areas and the 20 year package of maintenance and services.

- 4.2 However, the housing market has suffered a dramatic and rapid decline in the second part of 2008, resulting in major cut backs across the sector and a significant slow down in house building.
- 4.3 Following submission and evaluation of Detailed Solutions for the PFI scheme, it is clear that the bidding consortia have not been immune to the wider downturn in the national economy or the impact of the 'credit crunch', which has been reflected in the pricing of the proposals relating to the Development Agreement, which were based on the sale of land for private residential development. The Council has been prudent in undertaking its own independent land valuations over the course of procurement to assess deliverability and affordability of the project. At the time of each of the OBC submissions this information was reported to Executive Board as exempt. Those valuations have assisted in verifying and evaluating bidder submissions.
- 4.4 The land within the project is not currently set out in separate sites or parcels relating to private and PFI development. Bids have been received based on integration of PFI and private new build, such that development land for disposal is in clusters within each of the development sites.
- 4.5 Through the competitive dialogue process each bidder has worked with the Council to specifically design site proposals through a 'whole site' approach, for joint delivery through each legal agreement in the project, once in contract. Project costs have also been predicated on the economies that might be gained through combined programming, site preparation and infrastructure provision. There is also a fixed timescale within which PFI new build must be undertaken once financial close is achieved, which prevents any potential to delay the related private development in anticipation of market change.
- 4.6 In relation to the development sites, in light of the bids received, having regard to the Council's assumptions on land values (see Confidential Appendix 1), the market downturn has had the effect that the submissions by bidders do not meet the Council's needs and requirements and there is no prospect they will in moving forward. The City Council will not achieve value for money for the development sites in the short or medium term and the project as a whole could be unaffordable without significant additional Council financial support.
- 4.7 Given these issues, the short to medium term market prognosis and the need to create certainty for the Council in moving forward with a deliverable project, it is necessary to consider changes to the project scope that address the current position as put forward in project bids.

5.0 PROPOSED CHANGES TO PROJECT SCOPE

- 5.1 Proposed changes to the project scope are based on the principle that the PFI-funded elements of the project should be held paramount to ensure these are affordable and deliverable and that PFI Credits can be fully drawn down. It is important to ensure that there is no or minimal impact on the PFI property outputs to the scheme as a result of re-scoping and that parity is achieved (or as near as possible) with the overall property outputs demonstrated in the OBCs in terms of total number of units built and refurbished.

- 5.2 It would not be prudent at this stage to proceed with the Development Agreement for disposal of Council land, when the residential market and land values are low and the current mixed-tenure scope within the PFI project cannot be delivered by doing so.
- 5.3 Across both project areas, the principle impact of this would be the loss of integrated, mixed tenure on development sites, with the PFI scheme directly delivering only new social rented council-owned accommodation, together with some mixed use aspects of the project previously to be funded through land values following disposal.
- 5.4 The table at Appendix 2 shows the original project scope and proposed changes.

Little London

- 5.5 In Little London mixed-use elements of the Community Hub, comprising new retail units, a new community centre and a new Neighbourhood Housing Office, were intended to be funded through land value returned to the Council through the sale of residential land. Without the land sales to fund this, scope change requires these key drivers of regeneration in the area to be moved into the Project Agreement for development through PFI credits.
- 5.6 Removal of private development from the scheme will reduce the overall land requirement for new build in Little London. It is proposed therefore to remove two sites, Cambridge Road and Leicester Place, for development purposes, which as existing open spaces, could be subject to environmental improvements within the scheme, and part of Carlton Gate.
- 5.7 The remainder of the project in Little London would remain the same as that set out in the approved Outline Business Case, with the development of 125 new build social rented homes, refurbishment of existing homes accompanied by substantial environmental improvements and 20 years of maintenance and services, all funded through PFI Credits.
- 5.8 The table at Appendix 2 shows that there is no net impact of these scope changes on property outputs for Little London.
- 5.9 Development of the 125 new build PFI homes would take place across Carlton Gate and the community hub sites, which are the most prominent in the area and most important in terms of regeneration impact and outcomes. The capacity of these sites is still likely to exceed 125 homes with a resultant further development opportunity available for delivery through other means, which may be less dependent upon market housing at this time. An initial approach has been made to the Homes and Communities Agency in relation to this, though it is likely the Council's Strategic Affordable Housing Partnership could also have a role in this. The Little London Development Framework would continue to provide planning and urban design guidance for this residential development land.
- 5.10 In summary, the proposed scope change in Little London would be:
- a) removal of development of private homes for sale
 - b) delivery of the community hub through the PFI agreement
 - c) removal of the whole of the Cambridge Road and Leicester Place development sites and part of the Carlton Gate development site as the preferred approach
 - d) identification of some land at Carlton Gate and the community hub for alternative residential development through discussion with HCA

Beeston Hill & Holbeck

- 5.11 The current scope of 350 new build council homes was to be met through a mixed tenure approach to development of 15 sites of varying size, identified to accommodate both PFI and private homes, with the Council gaining economies of scale and reduced costs through joint development.
- 5.12 In removing the Development Agreement and private house building from the scheme in Beeston Hill & Holbeck, scope change centres on the need to ensure efficiency in the use of land across these sites, such that PFI development costs are not increased through spreading development at a low density across too many sites with the project becoming unaffordable as a result.

Meynell Heights

- 5.13 The original value for money and purpose of demolishing the Meynell Heights tower block (containing 99 flats) in order to create a new development site has had to be revisited. Costs associated with refurbishing this type of tower block have been obtained for similar structures in Little London and these have proved to be lower than the original estimates used by the Council in its option appraisal for treatment of the site.
- 5.14 The housing outputs through redevelopment, and the costs associated with them, have been reviewed and this approach might only result in replacement homes being 25% of the number currently on site. This would create a significant net reduction in housing on site, requiring other land within the project to be developed to address this shortfall. There would also be a substantial cost in implementing the rehousing and undertaking demolition to create the new build land platform required.
- 5.15 Subject to further ongoing dialogue in the current procurement, a refurbishment approach could offer significant value for money savings over a redevelopment of the site. Refurbishment of the existing building also supports the strategy of reducing the spread of low density housing on multiple sites in order to maintain efficiencies for new build within the project.
- 5.16 It is therefore proposed that Meynell Heights should now be retained within the project and refurbished to provide 99 units.

Reduction in New Build

- 5.17 To allow for the injection of the Meynell Heights block into the scheme there would be a need to reduce the number of properties included elsewhere in the project, in order to match the overall OBC approved outputs.
- 5.18 A commensurate reduction of 99 new build properties to account for the retention and refurbishment of Meynell Heights and retain the same number of overall property outputs would reduce the number to be constructed through the scheme from 350 to 251, with a consequent impact on the amount of development land required. However feasibility work undertaken to assess affordability and site capacities has demonstrated that this reduction in new build could be lower, with the proposed new build figure increased to 275. This is because the cost of building a new home is greater than the cost of refurbishing.

- 5.19 It is proposed to remove the Cambrian Street site from the scheme as this is 'greenfield' with some public open space. This would remove development pressure on this site where there are other opportunities nearby for brownfield development through the project. With no demolition requirement this site would receive no further investment or intervention through the PFI project.
- 5.20 Two further sites currently occupied by housing, at Malvern Rise/Grove and Waverley Garth, would be removed from the scheme for development purposes. Re-housing from these sites would continue as option appraisals have shown the inability to economically refurbish the properties to meet decency standards and to provide sustainable homes into the future. Current activities to achieve vacant possession would therefore continue and the sites would be demolished through the PFI scheme, and may be developed through an alternative route to a similar timetable to that originally planned in the PFI project.
- 5.21 The final scope change would be a reduction in land developed at Holbeck Towers following demolition of the site. This is the least marginal site in the project with most potential regeneration impact and removal of some land from the scheme here offers potential for development through alternative routes for intermediate or affordable tenures as a complement to the social housing built under the PFI.
- 5.22 The table at Appendix 2 shows the net impact of the potential scope changes on property outputs for Beeston Hill & Holbeck. There is a net gain of 24 units on the OBC position for the area through the proposed changes.

Strategy for Land Removed from PFI

- 5.23 For the development land removed from the scheme at Holbeck Towers, Waverley Garth and Malvern Rise/Malvern Grove the Council would seek to realise residential development opportunities through other means, which may be less dependent upon market housing. As with Little London, initial approaches have been made to the HCA about this and there would be a role for the Council's Strategic Affordable Housing Partnership. The Beeston Hill & Holbeck Land Use Framework and emerging Beeston Hill & West Hunslet Regeneration Plan would continue to provide planning and urban design guidance for this.
- 5.24 In summary, the proposed scope change in Beeston Hill & Holbeck would be:
- a) removal of development opportunity for private homes for sale
 - b) retention of Meynell Heights for refurbishment
 - c) removal of Waverley Garth, Malvern Rise/Grove and Cambrian Street development sites, together with part of the Holbeck Towers site and reduction in new build development from 350 to 275;
 - d) land removed from the scheme is considered for alternative residential development through discussion with HCA

6.0 CORPORATE PRIORITIES

- 6.1 The PFI programme has at its core the Council's Mission, as set out in the Business Plan 2008-11, 'to bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds'. The new housing development will bring former housing land in deprived areas back into productive use and replace unsustainable stock. Improvements to existing homes with associated environmental improvements will significantly enhance the sustainability of these neighbourhoods.
- 6.2 The proposed changes to the project scope reflect the Council's business outcome to clearly prioritise resources to provide excellent services and value for money by protecting the affordability and deliverability of a major regeneration project and maximising the opportunity for external investment through PFI.
- 6.3 The PFI scheme also relates strongly to the Thriving Places theme of the Leeds Strategic Plan 2008-11, through the strategic outcome to improve quality of life through mixed neighbourhoods offering good housing options and better access to services and activities. In particular it will address improvement priorities to:
- Increase the number of decent homes
 - Reduce the number of people who are not able to adequately heat their homes
 - Create safer environments by tackling crime
- 6.4 The programme also strongly connects with the Vision for Leeds objective of 'narrowing the gap between the most disadvantaged people and communities and the rest of the city'. The development of these sites forms a central part of Regeneration Plans for Beeston and Holbeck and the Little London Development Framework.

7.0 FINANCIAL & RESOURCE IMPLICATIONS

- 7.1 The need for officers to assess the impact of the wider economic changes on bids and project scope, resulting in the proposed changes, has caused some delay to the original procurement programme.
- 7.2 The ISRS stage will continue through 2009, following which the Council will assess readiness to close the competitive dialogue process and through Project Board, call for Final Tenders from the two remaining bidders. After evaluation and consideration of Final Tenders by Project Board under existing delegations, officers will prepare a Final Business Case for approval by Executive Board and subsequent submission to HCA in order to enable draw down of the PFI Credits allocated to the scheme. The procurement is programmed to select a successful bid and reach Financial Close by April 2010.
- 7.3 Changes to the project scope will entail alterations within the procurement process and work with bidders at the ISRS stage that can largely be accommodated from within existing staff resources and through external technical, financial and legal advisors already appointed to the scheme.. Provision has been made within the Housing Revenue Account to meet the procurement costs up to the end of 2009/10.
- 7.4 Whilst the majority of procurement costs and activity will be completed by the end of 2009/10, further HRA provision will be identified to cover the final resource requirements for a three month period in 2010/11.

- 7.5 The Council's external financial advisors are developing a revised shadow financial model to take into account the proposed scope changes together with the extension of procurement that results in financial close taking place in financial year 2010/11 rather than 2009/10 as originally programmed. The resulting Annualised City Council Contribution is anticipated to remain affordable within the amount agreed by Executive Board, as set out in the Confidential Appendix to the in February 2008 report. Final details of this affordability work will be reported verbally to Executive Board.
- 7.6 It is however important to note that affordability will only be fully tested and understood through bids to be received against this new scope at completion of the ISRS stage of procurement.

8.0 CONSULTATION

- 8.1 Movement of the mixed use elements of the Little London community hub into the project agreement, for funding through PFI Credits, and changes to the profile of property outputs as set out in Appendix 2, requires specific approval from the Homes and Communities Agency.
- 8.2 Initial discussions have been held with the HCA regarding the impact of the wider economic changes on the project, the principles that would apply to scope changes as a result and the Council's initial revised affordability position. There was support from the agency for the Council's position and approach; a formal approval to the scope change would be sought subject to Executive Board approval of matters in this report.
- 8.3 Ward Members in both project areas have received regular briefings on the project over the course of procurement and have been advised of the potential for changes to the project arising from wider economic changes.
- 8.4 The boards of Aire Valley Homes Ltd and West North West Homes Ltd have received reports regarding the principles behind the need to change the scope of the project and are supportive.
- 8.5 The Council has also established dedicated 'Community Advisory Groups' (CAG) for each project area, which are made up of local residents. Each CAG has received training and guidance on the PFI project and has been involved as far as possible to date in project development and procurement, whilst protecting commercial confidence. The involvement of CAG and Ward Members will increase at the ISRS stage of procurement, through direct liaison with the two remaining bidding consortia. Officers have raised the potential for scope changes with the CAGs.
- 8.6 Wider community consultation has taken place on the principles of new development in both project areas as part of the Council's Outline Planning applications for all development sites, which have now been approved.
- 8.7 Further formal consultation is required regarding the retention of Meynel Heights for refurbishment with the four leaseholders who have acquired properties under the 'right to buy'. All residents had already been formally consulted as part of the original option appraisal and subsequently informed of the Council's decision to rehouse residents and demolish the block.
- 8.8 During the ISRS stage of procurement, the Council will work with the PFI bidders to engage more widely with residents and stakeholders in the project areas and as part of project development and for planning applications to be made for development and environmental works.

9.0 LEGAL IMPLICATIONS

Meynell Heights

- 9.1 The Council must consult Leaseholders in the block under the terms of the Service Charges (Consultation Requirements) (England) Regulations 2003.

TUPE

- 9.2 The potential for any TUPE implications arising from the inclusion of the Little London Housing Office and Community Centre in the PFI scheme are being assessed. Where TUPE is expected to arise these matters will be dealt with in common with existing arrangements for caretaking and cleaning staff for tower block and communal areas included for PFI refurbishment and service provision.

Compulsory Purchase

- 9.3 With the exception of Meynell Heights, the Council would still require vacant possession of all sites in the original project scope prior to commencement of PFI demolition and/or development works. Executive Board previously approved the means by which this could be achieved, through rehousing of tenants, negotiation to purchase leasehold interests and if required use of CPO, powers for which were delegated to the Director of Environment and Neighbourhoods.
- 9.4 Substantial progress has been made on this with all leaseholders affected in discussion with the Council, virtually all tenants have now been re-housed in Little London and progress in Beeston Hill and Holbeck is ahead of schedule.
- 9.5 In Beeston Hill & Holbeck 14 leaseholders remain to be acquired, 1 of which is on a site proposed for clearance but not development under the re-scope. In Little London 7 leases remain to be acquired at Carlton Gate, although only two of these have yet to reach agreement with the Council.
- 9.6 Under the proposed project rescope the emphasis on Carlton Gate to achieve new build requirements in Little London will continue to provide justification for CPO of the remaining leases, should this be required. However, at Waverley Garth where there would not be a current development proposal, the use of Executive Board approved powers under Section 226(1)(a) of the Town and Country Planning Act 1990 (as amended) may no longer be appropriate.
- 9.7 This section states that a local authority shall, on being authorised by the Secretary of State, have power to acquire compulsorily any land in its area if the local authority thinks that the acquisition will facilitate the carrying out of development/redevelopment or improvement on or in relation to the land.
- 9.8 As there is there would not be an immediate proposal for development of these two sites through the PFI scheme (albeit there is still an intention to achieve the regeneration of the area), further legal advice is being sought as to which, if any, CPO powers would be appropriate should acquisition not be reached through agreement.
- 9.9 Vacant possession of this site is not currently programmed until the second half of 2012. There is therefore a period of over 3 years before these leases would need to be acquired, during which time a clear position on future use of the sites can be reached and any required basis and powers for CPO established. Further reports would be brought to

Executive Board as appropriate.

10.0 RISK ASSESSMENT

10.1 Confidential Appendix 1 contains a summary of key procurement risks associated with progressing to ISRS with a revised scope.

11.0 CONCLUSION

11.1 The proposed scope changes represent a response to wider economic changes and their impact on the deliverability of the project in its current form. Removal of the Development Agreement for purposes of disposing of land for private housing results in alterations to the amount of land included in the project for PFI new build, including the retention of Meynell Heights for refurbishment through the PFI agreement. Non-residential elements of the scheme at the Little London community hub would also be transferred into the PFI agreement.

11.2 A revised shadow financial model has been run and the scope changes are anticipated to be affordable within the amount previously agreed by Executive Board for annual Council contributions. Procurement risks have been assessed alongside the proposed scope changes and have been considered by the Project Board, which has approved the progression of procurement to the ISRS stage with two bidders to continue competitive dialogue with the Council, with a view to reaching financial close by April 2010.

12.0 RECOMMENDATIONS

12.1 Executive Board is recommended to:

- (a) Approve the changes to the PFI project scope as set out in the report and in Appendices 2 & 3, (and authorise that they be referred to HCA for approval), summarised as:
 - removal of the Development Agreement including the removal of disposal of land for construction of private homes for sale
 - retention of Meynell Heights for refurbishment
 - removal of three development sites in Beeston Hill and Holbeck (Waverley Garth, Malvern Rise/Grove, Cambrian Street) and two sites in Little London (Leicester Place and Cambridge Road)
 - removal of parts of the Holbeck Towers and Carlton Gate sites
 - reduction in PFI new build development in Beeston Hill & Holbeck from 350 to 275 units
- (b) Note the opportunity to consider land removed from the PFI project scope at this stage for alternative residential development
- (c) Note the revised timetable for the ISRS and Final Tender stages of procurement

BACKGROUND PAPERS

- February 2008 Executive Board Report 'Little London and Beeston Hill & Holbeck PFI Projects'
- Little London Development Framework
- Beeston Hill & Holbeck Land Use Framework
- Beeston Hill and West Hunslet Regeneration Plan

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APPENDIX 2: Original Scope Compared to Proposed New Scope

Little London			
	OBC Scope	Scope Changes	Revised Scope
New Build			
2xbed flats & houses	90	0	90
3xbed houses	20	0	20
4xbed houses	15	0	15
New Build Total	125	0	125
Community Hub			
	0	+1	1
Refurbishment			
	922	0	922
Beeston Hill & Holbeck			
	OBC Scope	Scope Changes	Revised Scope
New Build			
2xbed flats & houses	230	-75	155
3xbed houses	80	0	80
4xbed houses	30	0	30
5xbed houses	10	0	10
New Build Total	350	-75	275
Refurbishment			
	315	+99	414
Total Project			
	OBC Scope	Scope Changes	Revised Scope
New Build	475	-75	400
Refurbishment	1237	+99	1336
All housing outputs	1712	+24	1736
Community Hub	0	+1	1

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Originator:
Maggie Gjessing
Tel: 2149001

Report of the Director of Environment and Neighbourhoods

Executive Board

Date: 4th March 2009

Subject: The EASEL and West Leeds Gateway Worklessness Project

Electoral Wards Affected:
 Armley
 Burmantofts and Richmond Hill
 Gipton and Harehills
 Temple Newsam

Ward Members consulted
 (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

The report outlines an approach taken to addressing worklessness which builds on the issues arising from the round table discussions on worklessness in Leeds with John Healey, the Minister for Local Government.

The report provides details of the project, a new pilot approach to tackling worklessness in Leeds. The project will be a key intervention specifically linking to the priorities in the East and South East Leeds (EASEL) and West Leeds Gateway regeneration initiatives.

1.0 Purpose Of This Report

- 1.1 To set the context of the worklessness pilot following the Round Table discussion on worklessness in Leeds with John Healey, the Minister for Local Government September 2008. This involved cross party representation of elected members along with council officers; and partners including Jobcentre Plus, the Learning and Skills Council and Yorkshire Forward.
- 1.2 To advise members of the new pilot project developed in response to these discussions.

2.0 Background Information

- 2.1 Worklessness is a key issue faced by communities, in the East and South East Leeds and West Leeds area it is an important aspect of the approach to regeneration described in the EASEL Regeneration Planning Executive Board Report (February 2009) in order to tackle deprivation and to build sustainable mixed communities. It is recognised that we need to provide opportunities and lift the aspirations of local residents. Without a successful approach to economic inclusion and worklessness in particular, we will not address poverty and long standing deprivation. A major priority is to change the behaviour, aspirations and life chances of residents living in our most challenging neighbourhoods. To achieve this goal requires intensive support for struggling families to raise skills and motivation and eliminate the culture of worklessness and dependence.
- 2.2 It is recognised that in Leeds there is a good strategic understanding and partnership approach to addressing worklessness and there is a clear lead assigned in the Local Area Agreement to Jobcentre Plus. Progress on bringing together funding and programmes, joining up activities on the ground and recognising and filling the gaps was noted but it was acknowledged that there is more to do in support of individuals facing multiple barriers to work.
- 2.3 The need for support and investment in first step engagement work with people in the most deprived areas who are furthest away from the labour market is a priority. It is acknowledged that this is intensive and complex work requiring individually tailored approaches to be successful. The benefits gained from such approaches were demonstrated by the successes of projects such as Signpost and Building Family Wealth, which not only brings lasting benefits to individuals, the communities in which they live in but also potentially offers savings to the public purse over the longer term.
- 2.4 A pilot project has been developed to target and test interventions to address the needs of particular client groups in areas with concentrated high levels of worklessness. This may include people with a broad range of barriers including people who are claiming Incapacity benefit and lone parents through to those who need more support integrating into the labour market such as offenders and those with drug and other issues. A new person centred approach is being developed and tested that would identify and remove barriers to individuals moving into and staying in work. The pilot requires a flexible and individually tailored response to move individuals along the journey to work and will engage employers with identified job opportunities.
- 2.5 One aspect of the approach is to work with Government departments, in particular Department of Work and Pensions (DWP) and Communities for Local Government (CLG), to consider a number of freedoms and flexibilities in support of the pilot

including data sharing and exploring the eligibility and access of individuals to mainstream programmes. These will be developed in parallel and if successful will support the delivery of economic inclusion projects across the city.

- 2.6 The aim of the pilot is to reduce worklessness and contribute to the achievement of the NI 152 (working age people claiming out of work benefits) and NI 153 (working age people claiming out of work benefits in the worst performing neighbourhoods) targets in the Local Area Agreement. Targeting those communities that experience high and persistent levels of worklessness will also help us achieve our wider objectives of reducing poverty, especially child poverty, developing opportunity and promoting cohesive and socially inclusive mixed communities.
- 2.7 Whilst the economic context is changing and it is becoming increasingly likely that there will be a significant reduction in jobs available in the local economy. One of the aims of the worklessness pilot is to respond to the impact that an increase in unemployment will have on the most at risk and vulnerable group of unemployed to improve the resilience of communities to the economic downturn.

3.0 Worklessness Project

- 3.1 The business plan has been developed in partnership with the members of the Leeds Strategic Worklessness Outcomes Group and was approved by Leader Management Team on 27 November 2008 and endorsed by the Narrowing the Gap Board in December 2008.
- 3.2 Funding has been secured from Yorkshire Forward through the Leeds Access to Employment programme 2007-2010. The total cost of the pilot is £244,745 and will be delivered from 01 March 2009 to 31 March 2010. This will enable the initial establishment of the project however, other funding opportunities across the partnership are being explored.
- 3.3 The objectives for the project are three fold: that we achieve positive outcomes for the case managed families moving them along their journey to work; to develop and strengthen partnership approaches across the public, private and the voluntary, community and faith sectors; and to improve individual and community wellbeing.
- 3.4 The project activity will target four neighbourhoods who are amongst the highest NI 153 areas: Halton Moor, Osmondthorpe and Gipton (all of which are in the EASEL area) and New Wortley (in the West Leeds Gateway area). Each neighbourhood sits in a key regeneration priority area for the city and has a neighbourhood management structure to support delivery.
- 3.5 The operation of the project will recognise that often families will have a wide range of service interventions addressing problems encompassing housing, health, education, childcare, debt as well as low skills levels.
- 3.6 The proposed approach is intended to demonstrate that there are efficiencies to be achieved by removing duplication between the programmes of different agencies and more effectively joining up the broader service offer. The approach will also demonstrate that investment in a potentially wider range of flexible interventions to support individuals and their families to achieve the desired outcomes will be effective in reducing the overall public sector spend required to support them in the longer term.

3.7 We will be working with service providers to identify an initial cohort of individuals / families who will best benefit from intensive support through this approach including social landlords, Children Services, Jobcentre Plus and the Councils Jobs and Skills Service. This will enable the project team to provide in depth support to those individuals and families in addition to clarifying the levels of public sector resources needed.

4.0 Project Delivery

4.1 The project has been developed and will be led overall by the EASEL Area Regeneration Team to ensure the best fit with service priorities and the objectives of the regeneration programmes in the EASEL and West Leeds Gateway areas.

4.2 The Leeds Worklessness Strategic Outcomes Group is the overarching governing board for the pilot ensuring the project has comprehensive partnership support and it aligns with the city's priorities.

4.3 A team of four Family Mentors will be recruited to work locally in each of the target neighbourhoods. Where appropriate secondments will be offered due to the short term nature of the funding. Each Family Mentor will manage a case load of families working with service providers, linking to neighbourhood management, to identify bespoke packages of support that will meet the needs of the individuals.

4.4 As a pilot, how we learn from and evaluate its success is particularly important. An external evaluation will be commissioned to appraise the project and will be used to roll out learning and good practice to other areas across the city.

4.5 EASEL Ward Members were consulted on the project in their briefing on 12 January 2009. The Armley Ward Members have been consulted through the West North West Area Management Team.

4.6 Effective working across the authority will be key to ensuring the successful delivery of the project and will support the implementation of the One Council Approach.

5.0 Implications For Council Policy And Governance

5.1 There are no direct policy or governance issues raised by this report.

6.0 Legal And Resource Implications

6.1 There are no direct legal and resource implications raised by this report.

7.0 Recommendations

7.1 Executive Board is asked to:

- Endorse the project and request a report on the outcome of the evaluation.

8.0 Background documents

8.1 Executive Board Report (13 February 2009) EASEL Regeneration Planning.



Originator: Lee Paton
Tel: 0113 395 2812

Report of the Director of Environment & Neighbourhoods

Executive Board

Date: 4th March 2009

Subject: Under Occupation Scheme

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

There is significantly greater demand than supply for family sized homes in the council housing sector within Leeds. The council, the Arms Length Management Organisations (ALMOs) and Belle Isle Tenants Management Organisation (BITMO) must be seen to be tackling this by making best use of its housing stock. Following an Inquiry by Environment and Neighbourhoods Scrutiny Board in 2008, Executive Board agreed, in June 2008, the implementation of a cash incentive scheme for customers currently under occupying their homes to move to more appropriately sized accommodation. This report provides details of the operation of the scheme.

The scheme has released 27 homes to date.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to update Executive Board on the under occupation scheme launched in July 2008. The report sets out proposals on how to encourage further customers who are under occupying to downsize.

2.0 Background Information

- 2.1 In June 2008, Executive Board approved £300,000 to develop and implement an incentive scheme to encourage customers who are currently under occupying to downsize to a more appropriately sized home. When a customer downsizes they are given £1,000 for each bedroom they release, and they are given advice and support throughout the process.
- 2.2 Executive Board also agreed to receive a further report outlining targets on how incentives for under-occupiers can be implemented for 2009/10.
- 2.3 A tenant is defined as under occupying if they would release a larger property than they would be offered if they were to move.¹ Research shows that in the social housing sector, under occupiers are most likely to be households where children have left the family home. These tenants are often elderly. This is demonstrated within our own scheme, as two thirds of those already rehoused through the scheme are aged 60 or above.
- 2.4 Council tenants have a right to remain in their home as long as they adhere to the tenancy agreement. Therefore, any move to a smaller home as a result of under-occupying a property must be voluntary.
- 2.5 Given the reduction in the number of family-sized Council homes available to let, it is imperative that the Council makes, and is seen to make, best use of its own stock. Since 2006 the Council's lettings policy has allowed tenants who are under-occupying to be awarded a high priority on the Leeds Homes Register. Although this has enabled some tenants to move to a smaller home, additional incentives are required to encourage other tenants to downsize. To make better use of stock, in June 2008, the Executive Board approved £300,000 for a cash incentive scheme for customers under-occupying to downsize their home. They are given £1000 per bedroom released when they move to smaller and more appropriately sized home.
- 2.6 The scheme was widely promoted through mail shots directly to customers; posters and leaflets displayed in housing offices; promotional articles in ALMO/ BITMO and Leeds Tenants Federation newsletters; and, press releases about successful cases through the local media.

3.0 Main Issues

- 3.1 The under occupation scheme has released 27 family sized homes across the city between August 2008 and January 2009. Table 1 gives a breakdown of the number and size of homes released by the ALMOs/

¹ Managing under occupation - a guide to good practice in social housing, DETR, April 2001

BITMO.

TABLE 1

Property size	5 bedroom	4 bedroom	3 bedroom	2 bedroom	
Aire Valley homes	1	3	7	0	
East North East homes	1	3	4	0	
West North West homes	0	2	3	0	
Belle Isle Tenants Management Organisation	1	0	1	1	
Total properties released	3	8	15	1	27

3.2 The cost of the scheme up to January 2009 has been £56,000.

3.3 In comparison, the cost of developing new build homes in Leeds, based on figures from 2008 is between £130,000 and £150,000 per unit. To provide 27 newly developed units at the lowest possible price would cost in the region of £3.5M. The properties released through the scheme have been done so at less than 2% of this cost.

3.4 The scheme has been successful, but there is a capacity to improve it. There are approximately 150 qualifying customers waiting to be rehoused through the scheme, which suggests the publicity and financial incentive have been successful. In order to maintain the success of the scheme the next steps should involve developing the issues set out below:

3.4.1 Customers deciding to move:

Moving house is a major life decision as well as a stressful experience. For customers who have lived in their current homes for many years, often raising their families, moving house carries large amounts of emotion. In order to further develop the scheme there needs to be greater emphasis put on the level of assistance we can offer relating to emotional and practical support. ALMOs currently support applicants with the move. However, the Director of Environment & Neighbourhoods needs to continue to work with the ALMOs/BITMO to develop the level of support offered, and ensure that it is tailored for the particular needs of each customer.

3.4.2 Finding appropriate properties for the customer to move into:

Once a customer has decided to move, the ALMO needs to identify an appropriate sized property in an area of the customer's choice. In some cases the customer may prefer a property in a high demand area, which will take time to become available.

4.0 **Implications to Council policy and governance**

4.1 The continued promotion of this scheme and support provided by ALMOs/ BITMO to operate it does not require any changes to the Council's Lettings Policy.

5.0 **Legal and resource implications**

5.1 In 2008 a budget of £300,000 was assigned to this scheme. The £300,000 is held outside the normal annual budgets as a specific reserve. Provision has been made within the 2008/09 budget for the fund to be extended to 2009/10.

6.0 **Conclusion**

6.1 The rehousing of 27 families has been a tremendous success. As a result, we have used these properties to rehouse families in need. There is a high level of interest from those wishing to downsize, and throughout 2009/10 ALMOs/ BITMO will work to release these properties by finding them appropriate accommodation. To achieve this, the ALMOs/ BITMO will need to enhance the level of support they offer.

7.0 **Recommendations**

7.1 That Executive Board:

7.1.1 Note that the scheme has released 27 homes up to January 2009

7.1.2 Approve the continuation of the scheme in 2009/10.

7.1.3 Agree to the Director of Environment & Neighbourhoods working with the Leeds ALMOs and BITMO to increase the level of support offered to customers on the scheme.

BACKGROUND PAPERS

Exec Board June 2008 - Under-occupation of Council Housing



REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

THE NATIONAL CHALLENGE AND STRUCTURAL CHANGE TO SECONDARY PROVISION IN LEEDS

EXECUTIVE SUMMARY

1.0 PURPOSE OF THIS REPORT

- 1.1 The purpose of the report is to present Executive Board with the options and recommendations for delivering the next phase in structuring secondary provision in Leeds, and in particular, the response to the Government's National Challenge.

2.0 BACKGROUND INFORMATION

- 2.1 As part of the National Challenge, the government has set a new floor target for secondary schools at Key Stage 4 of 30% of young people achieving 5 (A*-C) including English and Mathematics at GCSE. Local Authorities are required to consider structural options for schools at high risk of not achieving the floor targets by 2011. The options include closure, mergers, federation, academy or trust status.

3.0 MAIN ISSUES

- 3.1 Fourteen secondary schools, including the David Young Academy, were identified by the DCSF as part of the National Challenge. Subsequently, the GCSE results published last Summer resulted in the number of Leeds schools below the National Challenge target falling to six. One of these schools will close this Summer and plans are currently being considered by Executive Board that, if approved, will see Intake High School and South Leeds High School become Academies in September 2009.
- 3.2 The October report considered the other three National Challenge schools where we are still required to develop long term strategies to tackle underachievement. Parklands Girls High School, City of Leeds School and Primrose High School still face major leadership challenges to improve teaching, attendance, behaviour and to raise standards and other outcomes. We are required to consider all available options including structural change to bring about significant improvement and reach the 2011 floor target.
- 3.3 In developing a structural response, the Council has the opportunity to further its ambitions for young people in Leeds by aligning policy and strategies for the National Challenge, 14-19, the Building Schools for the Future programme (BSF)

and the development of provision for learners with special educational needs.

- 3.4 Education Leeds has worked with key stakeholders to over the last six months to consider the opportunities and address the challenges. The report presents a number of proposals which are the outcome of very positive engagement and considerable collaborative efforts of these stakeholders. The proposals are high level in that the delivery solutions will still need to be developed; these will also be dependent on capital funding being approved for the city. Reports will be brought to the Board for approval in line with these individual programmes.

4.0 **RECOMMENDATIONS**

- 4.1 Subject to additional BSF funding being available, Executive Board is recommended to adopt Option A and to:
- i) Approve the proposals in Section 6 of the main report.
 - ii) Agree that further reports will come to Executive Board for final approval as each proposal moves to implementation.
- 4.2 In the absence of additional BSF funding, Executive Board is recommended to adopt Option B and to:
- iii) Approve the proposals in Section 7 of the main report.
 - iv) Agree that further reports will come to Executive Board for final approval as each proposal moves to implementation.

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 4 March 2009

THE NATIONAL CHALLENGE AND STRUCTURAL CHANGE TO SECONDARY PROVISION IN LEEDS

<p>Electoral Wards Affected:</p> <p><input checked="" type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality & Diversity <input checked="" type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input checked="" type="checkbox"/></p>
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Eligible for Call-in

Not Eligible for Call-in (Details contained in the Report)

1.0 PURPOSE OF THIS REPORT

1.1 The purpose of the report is to present Executive Board with the options and recommendations for delivering the next phase in structuring secondary provision in Leeds, and in particular, the response to the Government's National Challenge.

2.0 BACKGROUND INFORMATION

2.1 We have seen real improvements in secondary standards, attendance and behaviour over the last five years while, at the same time, much of the secondary school estate has been remodelled and rebuilt. Schools like Carr Manor High School, John Smeaton Community College and the David Young Community Academy have transformed standards and outcomes in areas of Leeds where in the past poor standards and poor outcomes were simply accepted as the norm.

2.2 Through our school improvement policy we have developed a toolkit of strategies, all of which are focused on driving up standards, improving outcomes, improving attendance and improving behaviour. Strong schools have been partnered with weaker ones, underperforming schools have been closed and poor leadership and teaching have been tackled to transform the culture and ethos in schools with a relentless and uncompromising commitment to securing excellent outcomes.

- 2.3 However, Leeds still has some schools where standards are poor, outcomes unsatisfactory, attendance unacceptable and behaviour worrying and more remains to be done to ensure that every young person at school in Leeds achieves to their potential. Executive Board approved a report at its October 2008 meeting which identified opportunities to transform the quality of provision in the East and North East of the city as part of our ongoing commitment to have strong and successful schools serving every community here in Leeds. This report identified national and local drivers such as the National Challenge, Building Schools for the Future (BSF), the Leeds Inclusive Learning Strategy, 14-19 developments and local statutory requirements for the provision of school places.
- 2.4 The National Challenge is the Government's strategy where all schools will achieve the national floor targets of 30% 5(A*-C) including English and mathematics by 2011. Local authorities are required to consider 'structural' change strategies for schools at high risk of not achieving the floor targets. These strategies include closure, mergers, federation, academy or trust status and the Government is introducing new powers for local authorities and the Secretary of State to intervene where progress in National Challenge schools is deemed inadequate.
- 2.5 The Building Schools for the Future (BSF) programme is intended to rebuild or remodel secondary schools across the country. We have already secured BSF funding for fourteen schools and the Department of Children, Schools and Families (DCSF) has invited expressions of interest (EOIs) for new programmes for 2009 onwards. They are looking for local authorities with the vision and capacity to deliver the remainder of the programme. Leeds has therefore submitted an EOI which aims to meet DCSF expectations for co-located provision with special educational needs provision and 14+ provision and for improving sustainability and delivering low carbon buildings. The expression of interest has been scrutinised by Partnerships for Schools and we are expecting a response from the DCSF in March 2009.
- 2.6 New 14-19 developments are changing funding arrangements and transferring responsibility from the Learning and Skills Council to local authorities under the new duty associated with the "Machinery of Government" changes. We are also seeing significant capital expenditure from the LSC as part of their capital investment programme in the new Leeds College. New models of delivery and governance will be needed to deliver the learner entitlement and the associated curriculum offer. The integrated youth service strategy will need to support the delivery of improved outcomes and reduce the numbers of young people not in employment, education or training (NEET) and support young people staying in learning longer.
- 2.7 The Local Authority's ambitions to ensure all young people in Leeds have the skills, confidence and outcomes to be successful in school, in further and higher education, in training and employment are underpinned by a statutory duty to match provision to demand and preferences. In doing this, the Local Authority seeks to provide choice and diversity to communities in Leeds, encouraging parents and carers, through its admissions policy, to choose good local schools. The Local Authority is also committed to continuing to provide girls only provision in a safe and accessible location to enable parents and carers who wish to choose this provision to have the choice of an excellent academic and vocational school for young women.
- 2.8 The local authority has a duty to secure choice and diversity. This is an obligation

to move away from 'monopoly' maintained community school model but recently has been used as a challenge in terms of parents only being offered Academy or faith schools as their nearest accessible options. We have weighed the 'fair access' consideration in our option appraisal to check that the planned provision strikes a reasonable balance between Academy, faith, community and specialist provision within a reasonable travel to school distance.

3.0 THE NATIONAL CHALLENGE

- 3.1 The DCSF published its list of National Challenge schools last year. The list contained fourteen Leeds schools whose results were below the National Challenge target of 30% of young people achieving five good GCSEs including English and mathematics. Subsequently, the GCSE results published last Summer resulted in the number of Leeds schools below the National Challenge target falling to six. One of these schools will close this Summer and plans are currently being considered by Executive Board that, if approved, will see Intake High School and South Leeds High School become Academies in September 2009.
- 3.2 It is important to understand that Executive Board approved at it's January Meeting an approach to Academies in Leeds which, while recognising the critical importance of the freedoms and flexibilities available to Academies, protects the interests of the local authority. The agreed Leeds Academies Memorandum of Understanding which addresses partnership arrangements, governance and representation, admissions, behaviour and exclusions and staff recognition is included as Appendix 1.
- 3.3 The October report considered the other three National Challenge schools where we are still required to develop long term strategies to tackle underachievement. Parklands Girls High School, City of Leeds School and Primrose High School still face major leadership challenges to improve teaching, attendance, behaviour and to raise standards and other outcomes. We are required to consider all available options including structural change to bring about significant improvement and reach the 2011 floor target.
- 3.4 The October report also highlighted the connectivity between provision in Outer North East Leeds with communities in East Leeds, and the need to link these areas together in any solutions. The School Population Maps which show where young people attending these schools live are attached as Appendix 4.
- 3.5 The report concluded that there were five fundamental issues that should be addressed if the Council was to further its ambitions for young people and their communities in East and North East Leeds
- the future of the Central Leeds Learning Federation;
 - re-providing girls only provision at a more accessible location;
 - whether to develop Academy status for any of the schools;
 - whether additional new provision was needed in East Leeds; and
 - whether we could rationalise provision in the Outer North East of Leeds.
- 3.6 A follow up report in January set out the progress made towards the review of provision in East and North East Leeds, through the engagement of schools and other community stakeholders. In summary the following work was undertaken:
- informal consultation with the senior leadership teams and governing bodies of the schools, SILCs and PRUs involved;
 - discussions with elected members and community partners through the East

and Outer North East Area Committees;

- joint working with children services partners;
- discussions with LSC and other providers of learning provision to align planning and investment strategies;
- BSF EOI submission for further secondary investment; and alignment of key strategies shaping provision, especially for the inclusive learning strategy and the 14-19 review.

- 3.7 From this work, a broad consensus has developed around what must be achieved through any proposals:
- addressing and exceeding the National Challenge targets;
 - building on existing strong and successful provision, to ensure continuity of learning and stability for all engaged;
 - achieving transformation of the learning landscape by maximising the impact of the next wave of BSF funding and other capital resourcing opportunities such as FE and primary;
 - securing leadership and governance that will deliver our ambitions through focussed action;
 - securing provision where it is needed and with access to extended services;
 - building on the consensus and collaboration that is emerging to add strength and capacity to any new provision and the associated process of transition;
 - maintaining and building the confidence of young people, parents, communities, teachers and support staff;
 - aligning with regeneration activities to support local communities in terms of their social and economic well-being
 - effective and accessible girls only provision

4.0 **THE CHALLENGES AND OPTIONS**

4.1 **The Central Leeds Learning Federation**

The Federation was established between City of Leeds and Primrose High School to explore how this model of governance could add capacity to each school's ambitions to improve outcomes. Important lessons have been learned about the benefits and challenges of this new form of governance. We have learned, for example, that Federation provides real opportunities for the flexible deployment of resources and expertise. However, both schools continue to face considerable challenges. The leadership capacity available to the Federation has been a limiting factor and the shared capacity for improvement available through the Federation has been divided between developing the new model and improving outcomes. As a result, the Federation has been unsuccessful and has not impacted sufficiently on outcomes for young people.

4.2 **Options Considered**

Maintain the status quo and work with the existing Federation to continue to drive up standards, improve outcomes, attendance and behaviour.
Dissolve the Federation and explore other ways to drive up standards, improve outcomes, attendance and behaviour.

4.3 **Primrose High School**

Primrose High is a small but growing school. It had 844 pupils on roll at the end of January 2009 with a further 77 in the sixth form. There are 175 pupils in the 2008/9 Year 7 against an admission limit of 180. Primrose High has effectively filled the available places with local children although not the first preference for many. Primrose High School continues to face significant challenges; high levels of

mobility and numbers of pupils who are new to English; the challenge of addressing low levels of literacy and significant in-school variation. Low standards and low levels of literacy remain key issues for the school. Standards and achievement in Year 11 were a major focus for the academic year 2007/08, as was literacy across key stages 3 and 4. There is a significant budget deficit.

At Key Stage 3 standards were significantly below floor targets in all core subjects in 2008. Only 28% achieved L5+ in English, a significant fall on 2007 results. In Maths it was 39%, slightly below 2007 results. In Science it was 33%, the same as 2007. The Key Stage 3 results were below Fischer Family Trust B estimates.

At Key Stage 4 results improved. 5A*-C results, which showed an improvement from 27% in 2007, rose this year to 33% this year which is above the Fischer Family Trust D estimate of 28%. Despite a focus on literacy in the academic year 2007/08, the school still had considerable difficulty in raising the results in both English and maths and the school did not meet the floor target for the key performance indicator of 5A*-C including English and maths. Only 19% of the year 11 cohort achieved 5A*-C including English and mathematics. These Key Stage 4 results were below Fischer Family Trust D estimates.

The school is a target schools for attendance and though still short of their targets there have been improvements. Attendance for half term 1 was 85.4%; almost 2% above the same half term last year. The persistent absentee percentage has reduced this half term compared to the same half term last year. Fixed term exclusions have been falling gradually; this term they have fallen significantly.

Overall there are areas of noticeable progress and improvement, but the capacity and effectiveness of leadership; attendance; standards, achievement and tackling the budget deficit remain key priorities for the school.

4.4 **Options Considered**

Maintain the status quo and work with the existing school team to continue to drive up standards, improve outcomes, attendance and behaviour.

To explore additional ways to drive up standards, improve outcomes, attendance and behaviour including the school becoming part of a Trust.

To explore other ways to drive up standards, improve outcomes, attendance and behaviour including the school closing and becoming an Academy.

4.5 **City of Leeds**

City of Leeds High School is a small school which has long struggled for viability. There were 566 pupils (11-16) on roll at the end of January 2009, with a further 51 pupils in the sixth form. There are 84 pupils in the 2008/9 Year 7 against an admission limit of 150. The school does not provide for its local community in terms of admissions, since parents generally preference other schools. With the high levels of surplus places and its central location, City of Leeds is often the nearest school with available places for new arrivals to the city. This highly transient population brings its own challenges for the school.

City of Leeds School continues to face significant challenges; high levels of mobility and numbers of pupils who are new to English, the challenge of addressing low levels of literacy and significant in-school variation. Low standards and low levels of literacy remain key issues for the school. Standards and achievement in Year 11 were a major focus in the academic year 2007/08, as was literacy across key

stages 3 and 4. There is also a significant budget deficit.

At Key Stage 3 standards were significantly below floor targets in all core subjects in 2008. At L5+ in English the result was 39%, an improvement of 12% on 2007. In mathematics it was 49%, similar to 2007. In science L5+ results were 37%, a slight improvement on 2007. The Key Stage 3 results were below Fischer Family Trust B estimates.

At Key Stage 4 there was a significant improvement from the 2007 result of 14% 5A*-C, taking it to 32%, still slightly below the Fischer Family Trust B estimate of 35%. Despite a focus on literacy in the academic year 2007/08, the school still had considerable difficulty in raising the results in both English and maths and did not meet the floor target for the key performance indicator of 5A*-C including English and mathematics. Only 12% of the year 11 cohort achieved 5A*- C including English and mathematics.

The school is a target school for attendance and though still short of their targets there have been improvements. Attendance for half term 1 was 87.5%, over 2% above the same half term last year. The persistent absentee percentage has reduced this half term compared to the same half term last year. Fixed term exclusions at the school had been falling gradually; this term they have fallen significantly.

The deputy head teacher at City of Leeds continues to act up to the head teacher position and there are clear signs now of his impact in focusing on the key areas for improvement. Overall there are areas of noticeable progress and improvement, but the capacity and effectiveness of leadership; attendance; standards, achievement and tackling the budget deficit remain key priorities for the school. The City of Leeds School remains the highest risk in the city for not achieving the National Challenge floor targets by 2011.

4.6 **Options Considered**

Maintain the status quo and work with the existing school team to continue to drive up standards, improve outcomes, attendance and behaviour.

To explore additional ways to drive up standards, improve outcomes, attendance and behaviour including the school becoming part of a Trust.

To explore other ways to drive up standards, improve outcomes, attendance and behaviour including the school closing and becoming an Academy.

4.7 **Parklands Girls' High School**

Parklands Girls' High School is a small secondary school for girls located in Seacroft. There were 618 girls (11-16) on roll at the end of January 2009 with a further 101 girls in the sixth form. Numbers have been declining and there are 90 pupils in Year 7 (2008/9) against an admission number of 140. Its intake is predominantly from the local Seacroft and Killingbeck areas, and from the inner wedge communities towards Harehills.

As a result of a section 5 Ofsted inspection in March 2008, Parklands Girls' High School was judged to require significant improvement in relation to students' achievement and attendance. The school was therefore given a Notice to Improve. Three priorities for improvement were identified:

- Raise achievement in Key Stage 4, particularly for middle attainers and in English;

- Improve attendance;
 - Ensure that more teaching is good enough to raise standards.
- An HMI monitoring visit in October 2008 judged the school to be making satisfactory progress overall.

At Key Stage 3, the school achieved its highest ever results in 2008 in all core subjects at both L5+ and L6. Increases at L6+ for English and Maths were in line with Fisher Family Trust B and L6+ for Science was in line with Fisher Family Trust D. However, standards remain well below national and Leeds averages. Although the school set the targets for L5+ in all subjects at a very low level they were not achieved. School targets for L6+ were more aspirational and were achieved.

At Key Stage 4, standards remain very low compared to national and Leeds averages. The CVA from KS2-4 remains significantly lower than expected and is related to the numbers of students who fail to get 8 grades or equivalent outcomes. This put the school at the 85th percentile nationally. Post-16 performance remains good with value added ALPs scores of '2', although with only a small number of students. There is now a more focused approach to the students achieving English and maths together at Key Stage 4. The school has the potential with stable staffing and continued support to rise above the floor target of 30% 5A*-C including English and mathematics. However, performance in English needs to improve substantially if this is to happen.

Parklands is a target school for attendance. The school's attendance is currently below 90% and the current persistent absence figure for half term 1 is 15.7%, which is an increase since last term. The school has reported that there has been an increase in disruptive behaviour this term. This is due in part to the high number of supply staff who have been deployed due to significant staff absence. However, there have been only 2 fixed term exclusions this term which is extremely low.

The development of leadership throughout the school is a key priority. Following the early retirement of the previous headteacher, an acting headteacher has taken over at short notice. She is being supported by a headteacher from a neighbouring school, a National Leader of Education, for one day a week.

HMI judged that there has been good progress in relation to teaching and learning. However, the school evidence shows that there is still a need to improve. Governors now understand the need to take more responsibility for monitoring improvements within school but this needs further development. The school has a deficit budget, but an urgent need to invest in modern technology after years of underinvestment. A plan is being developed to build resources and to reduce the deficit over the next three years.

Under the leadership of an acting headteacher, the school is now making progress on the key issues. With sustained leadership and focus the school will achieve the floor targets by 2011. Moving the school to a more central location would improve its accessibility to a wider range of parents across the city. Any movement of the school to a central location would necessitate a careful re-thinking of girls only provision.

4.8

Options

Maintain the status quo and work with the existing school team to continue to drive up standards, improve outcomes, attendance and behaviour.

To explore additional ways to drive up standards, improve outcomes, attendance and behaviour including the school moving to the centre of Leeds and becoming part of a Trust.

To explore other ways to drive up standards, improve outcomes, attendance and behaviour including the school closing and becoming an Academy and moving to the centre of Leeds.

4.9 **Outer NE Leeds**

Boston Spa School and Wetherby High School are high achieving schools that cater for large numbers of young people from East Leeds. For Boston Spa, this represents approximately 60% of the school population. The average 'travelling to learn' distance for Wetherby and Boston Spa is 4.0 miles and 5.3 miles respectively. These schools are strong providers for many young people who live in East Leeds but who travel large distances everyday to access this provision. Both schools are scheduled for refurbishment as part of Wave 13 of BSF and, if the city is successful in attracting additional BSF funding, there is a good opportunity to develop new build provision of higher quality and which would better reflect the local need. The two schools have established a closer working partnership and are also working with the NE SILC at West Oaks. This collaboration will provide flexibility and capacity to manage major change. The schools' highest priority is to sustain their success with, and commitment to, all their young people including those from East Leeds.

4.10 **Options**

Maintain the status quo and work with the existing school teams to continue to drive up standards, improve outcomes, attendance and behaviour.

Maintain the status quo and work with the existing school teams within a federated approach to continue to drive up standards, improve outcomes, attendance and behaviour and develop post-14 and post-16 provision.

Maintain the status quo and work with the existing school teams to sponsor provision in East Leeds to drive up standards, improve outcomes, attendance and behaviour.

Merge the two schools in new build in Outer North East Leeds and sponsor new provision in East Leeds to drive up standards, improve outcomes, attendance and behaviour.

5.0 **THE PROPOSALS**

5.1 Much of the discussion with headteachers, staff and governors in the development of this vision has returned to the theme of transition. We recognise that it is vitally important that we continue our uncompromising and relentless focus on standards and outcomes during any period of transition. All the schools involved will need increased support to improve leadership, teaching and behaviour management and to ensure that cohorts of students currently in Years 9, 10 and 11 continue to achieve high standards in terms of Key Stage 4 outcomes, attendance and behaviour. There is a shared concern that in realising such ambitious proposals there is a need to ensure that young people, their parents and teachers retain confidence in provision during the transitional period. It is encouraging therefore that all headteachers and chairs of governors in the East and Outer North East of Leeds have developed a strong consensus and commitment to work together to support the needs of learners and their communities through any transition process. Once any decision is made, Education Leeds will establish a programme management structure which will work with partners to ensure a smooth transition

focussed on the continued progress of learners.

6.0 OPTION A: IF BSF FUNDING IS AVAILABLE TO LEEDS

6.1 The Central Leeds Learning Federation

It is proposed that the Federation be dissolved and the possibilities and opportunities of Trust developments be explored as other structural options are developed.

6.2 Primrose High School

We should consult on a proposal that Primrose High School should be closed and be replaced by an Academy which should open in September 2010.

6.3 City of Leeds

We should consult on a proposal that City Of Leeds School should be closed and be replaced by an Academy which should open on the City of Leeds site in September 2010. We propose that the Academy be moved to new build provision in East Leeds as soon as possible and that we use the current site for girls only provision.

6.4 Parklands Girls' High School

We should consult on a proposal that Parklands Girls' High School should be closed and replaced by an Academy which should open in September 2010. It is intended that the Academy sponsor and the associated partners would help the school focus on developing academic and vocational excellence. The Academy should be moved to the City of Leeds site as it becomes available. The current site would be further developed through BSF and used for new mixed secondary provision to meet the demand for secondary places in the area.

6.5 Outer NE Leeds

We should consult on a proposal to establish a federation between Boston Spa School and Wetherby High School which would move into newly-built provision in Outer North East Leeds to cater for young people living in Boston Spa and Wetherby. Such a federation could also become a sponsor for a new build provision in East Leeds with full extended services provision and incorporating community and special educational needs provision.

7.0 OPTION B: IF NO BSF FUNDING IS AVAILABLE TO LEEDS

7.1 The Central Leeds Learning Federation

It is proposed that the Federation be dissolved and the possibilities and opportunities of Trust developments be explored as other structural options are developed.

7.2 Primrose High School

We should consult on a proposal that Primrose High School should be closed and be replaced by an Academy which should open in September 2010.

7.3 **City of Leeds**

We should consult on a proposal that City Of Leeds School should be closed and be replaced by an Academy which should open in September 2010 and transfer to the Parklands site. We would then propose to use the City of Leeds site for girls only provision.

7.4 **Parklands Girls' High School**

We should consult on a proposal that Parklands Girls' High School should be closed and replaced by an Academy which should open in September 2010. It is intended that the Academy sponsor and the associated partners would help the school focus on developing academic and vocational excellence. The Academy should be moved to the City of Leeds site as it becomes available. The site would be used for a new Academy providing mixed secondary provision.

8.0 **CONCLUSION**

8.1 There are a number of significant drivers that have led Education Leeds to review the most appropriate learning provision for the community in East and Outer North East Leeds. The review has worked with key stakeholders over the last six months to consider the opportunities and address the challenges. The report presents a number of proposals which are the outcome of very positive engagement and considerable collaborative efforts of these stakeholders. The proposals are high level in that the delivery solutions will still need to be developed. Option A is dependent on capital funding being approved for the city while Option B will deliver on our commitment to delivering sustainable successful schools serving every community here in Leeds. Reports will be brought to the Board for approval in line with each of these individual proposals.

9.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

9.1 There would need to be formal consultation with all stakeholders in taking forward the proposals for re-provisioning of school places in this area. The solution will address the requirements of the Council to respond to the National Challenge in respect of any structural change to the targeted schools.

10.0 **LEGAL AND RESOURCE IMPLICATIONS**

10.1 There is funding for the refurbishment of Parklands Girls High school through the Wave 1 BSF programme. An Expression of Interest for additional secondary BSF funding is currently awaiting consideration with Partnership for Schools and the DCSF. This funding will be essential to enable the transformation of the estate in Outer North East and East Leeds. There will be further exploration of the alignment of the LSC college investment programme to maximise the benefits of co-ordinated delivery strategies.

11.0 **RECOMMENDATIONS**

11.1 Subject to additional BSF funding being available, the Executive Board is recommended to adopt Option A and to :

- v) Approve the proposals in Section 6

- vi) Agree that further reports will come to Executive Board for final approval as each proposal moves to implementation

11.2 In the absence of additional BSF funding, the Executive Board is recommended to adopt Option B and to:

- vii) Approve the proposals in Section 7
- viii) Agree that further reports will come to Executive Board for final approval as each proposal moves to implementation

Appendices

- Appendix 1: Leeds Academies Memorandum of Understanding
- Appendix 2: National Challenge Schools in Leeds
- Appendix 3: East and Outer North East Schools NOR and Forecasts
- Appendix 4: School population maps

Background papers

- Executive Board, 8 October 2008 – The National Challenge and structural change to secondary provision in Leeds
- Executive Board, 5 December 2008 – Building Schools for the Future: Expression of Interest for follow-on projects
- Inner/Outer North East and East Area Committees
- Exec Board January 2009-The National Challenge and structural change to secondary provision in Leeds: Progress Report

MEMORANDUM OF UNDERSTANDING
An Agreement for the Provision of an Academy in Leeds

Introduction

This Memorandum of Understanding (MoU) is not intended to constitute a legally enforceable contract or to create any rights or obligations which are legally enforceable. All parties acknowledge that It is entered into in good faith and intended to be binding in honour only. This is a general commitment of co-operation covering the establishment of an academy in Leeds, and as such acts as a formal statement of interest and intention to co-operate.

This agreement is between:

1. _____ as the Sponsor of an Academy in Leeds.
2. The Department for Children, Schools and Families (DCSF).
3. Leeds City Council, being the local authority for the area.

Purpose and Introduction

The purpose of this MoU is to set out the matters agreed between the prospective Sponsor(s) of an Academy, the DCSF and Leeds City Council which merit specific mention and to inform the formation of a framework for the development of an Academy in Leeds. The provisions and requirements of this MoU will be incorporated into any Expression of Interest by the Sponsor and the Funding Agreement with the Secretary of State establishing an Academy, so far as such provision is not already made in that Agreement.

This MoU has regard to the proposed aims and objectives of an Academy which are provided by statute and set out in section 482(2) of the Education Act 1996, as substituted by the Education Act 2002.

General Principles

An Academy will be at the heart of its community, working within area clusters to establish strong, dynamic partnerships with other local schools, sharing facilities with other schools and the wider community. It will have a broad curriculum with an emphasis on a particular specialism(s) and provide education for pupils of different abilities who are wholly or mainly drawn from the area in which the Academy is situated.

A new Academy in Leeds must ensure that it effectively engages with its local community and parents and that it effectively provides for all young people it serves. It is essential that it should build on existing local partnerships across schools and with colleges and other providers.

Scope and Provisions of the Agreement

Governance and Representation on the Governing Body

Local Authority Representation.

The Local Authority has a key strategic role in planning and commissioning services and educational provision across its area and must work with all schools to develop collaborative approaches to social responsibility and partnership, delivery of the Leeds Learner entitlement, admissions and exclusions, curriculum planning and provision and accountability arrangements. Sponsors of an Academy need to develop models of governance and accountability that connect any new Academy with its stakeholders, partners and its community as well as being part of the educational provision in the City of Leeds. To demonstrate this commitment to working in partnership as part of the wider community of Leeds the sponsor of a new Academy in Leeds must agree that Leeds City Council can nominate two governors to the governing body of the Academy, one representing the Council Ward from which the majority of students will be drawn, and one representing the Council Administration.

Elected Parent Representation.

In accordance with the Education and Inspections Act 2006 academies, through their funding agreements, are obliged to have regard to the Children and Young People's Plan designed to support more integrated and effective services whatever the circumstances or background of the child. To secure the Every Child Matters outcomes parents and carers must be engaged as partners in the learning process, and to support this the sponsors of an Academy must ensure that provision is made for at least two elected parent representatives on the constitution of the academy governing body.

Managing Pupil Behaviour, Attendance, and Excluded Pupils

An Academy will work actively with other local education providers in Leeds to avoid any exclusions from schools and to make suitable and appropriate provision for all children responding to their individual needs. From its opening the Academy will take its allocated share of pupils excluded from other Leeds schools as well as accepting in year transfers in accordance with the Local Authority's In Year Fair Access Policy to ensure that all schools in an area admit their fair share of children with challenging behaviour. A new Academy will access pupil attendance support from the Local Authority and participate in information and data sharing protocols to enable early intervention and support for Persistent Absence pupils and vulnerable pupils.

Staff and Union Recognition

An Academy will recognise any trade union that the previous employer (the Local Authority or Governing Body) recognised in respect of any transferring employees. In addition, an Academy governing body will recognise, for collective bargaining purposes, those Trades Unions recognised by Leeds City Council

Appendix 2: National Challenge Schools in Leeds

School DCSF number	School Name	2007						2008					
		5+ A*-C		KS2-4 CVA		Inclusion		5+ A*-C		KS2-4 CVA		Inclusion	
		inc (E+M)	All	Score	Absence	Absence	FixedTerm Exclusions	inc (E+M)	All	Score	Absence	Absence	FixedTerm Exclusions
Overall	Leeds	42.1%	55.9%	988.7	11.6%	130.2	46%	54%	994.4	8.5%	98.0		
4109	Bruntcliffe School	28%	48%	982.5	10.7%	108.0	33%	48%	988.7	18.2%	103.4		
4041	Carr Manor High School	24%	43%	1000.6	14.1%	202.4	30%	43%	1009	18.0%	142.0		
4031	City of Leeds School	14%	21%	949.4	28.1%	378.0	12%	27%	951.9	37.4%	302.4		
4047	Cockburn College of Arts	29%	50%	1000.9	13.7%	0.0	31%	37%	1018	21.8%	0.0		
4056	Farnley Park High School	27%	43%	967.4	13.2%	301.0	30%	50%	973.1	22.0%	21.7		
4054	Intake High Arts College	23%	32%	965.2	19.6%	50.7	21%	25%	980.8	27.0%	37.8		
4045	John Smeaton High School	28%	52%	1035.4	19.1%	4.9	34%	34%	1035	25.4%	7.6		
4059	Parklands Girls' High School	23%	32%	971.8	21.7%	16.5	19%	19%	984.8	32.0%	20.9		
4044	Primrose High School	23%	30%	968.2	26.6%	345.2	19%	25%	984.2	39.9%	50.2		
4103	Rodillian School	19%	37%	963.5	12.3%	162.3	35%	39%	977	22.1%	214.1		
4851	South Leeds High School	7%	34%	954.6	19.9%	407.3	11%	28%	955.4	31.3%	245.4		
4058	West Leeds High School	25%	42%	999.2	15.0%	206.8	34%	36%	988.9	27.2%	141.3		
4057	Wortley High School	23%	56%	982.5	16.9%	135.5	24%	81%	966.9	28.7%	144.5		

Appendix 3: East and Outer North East Schools NOR and Forecasts

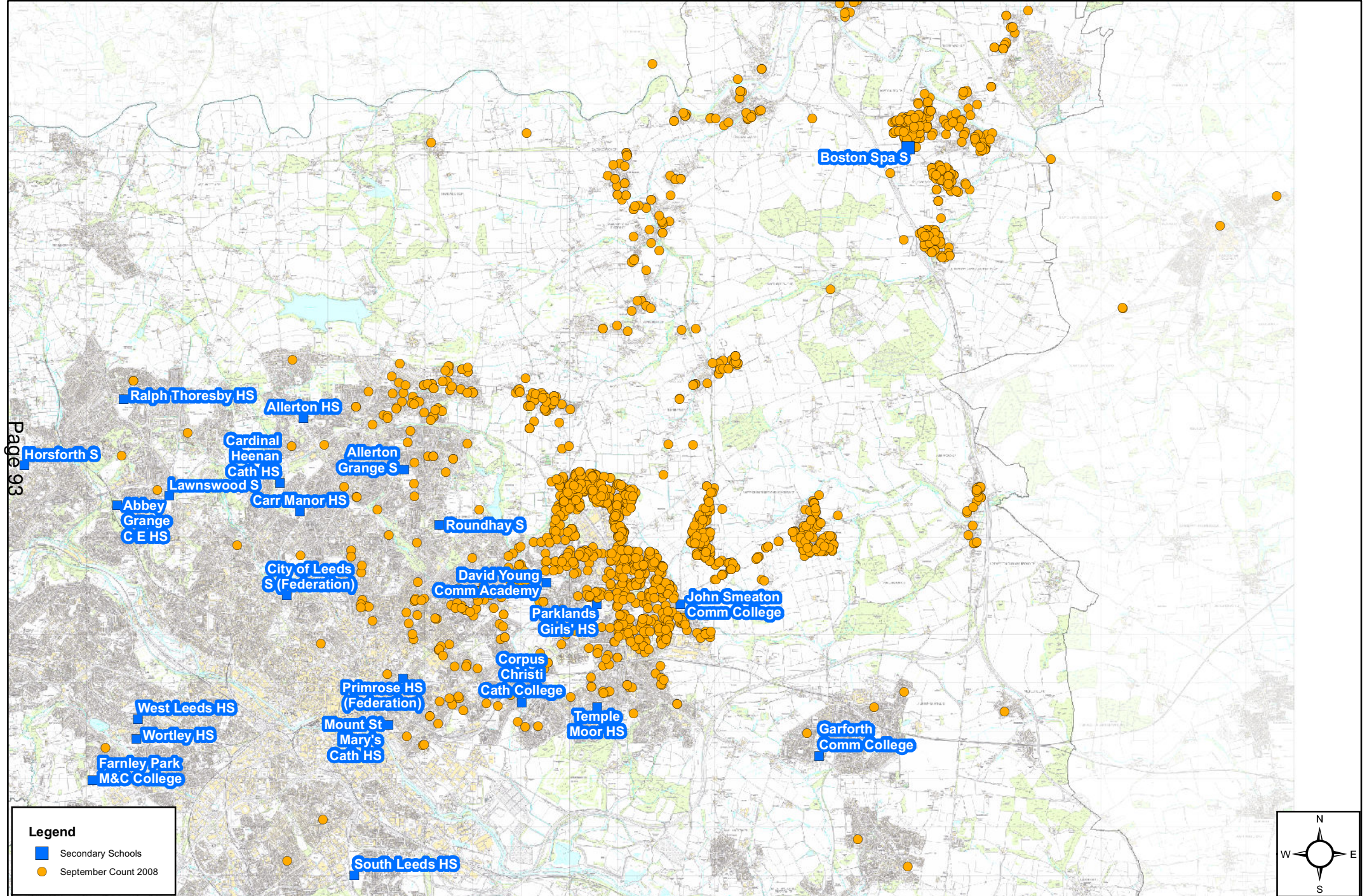
	Dcsf Number	School Name	National Challenge	BSF Wave	Net Capacity	NOR Yr7 - Yr11	NOR Yr 12 - Yr 14	Total NOR	Forecast Yr7-Yr11 2018	Forecast Yr12-Yr14 2018	Total Forecast 2018
North East Wedge	4040	Allerton Grange School		1	1731	1384	248	1632	1354	217	1571
	4114	Boston Spa School		13	1803	1436	369	1805	1409	317	1726
	4063	Roundhay School		1	1487	1204	337	1541	1256	284	1540
	4111	Wetherby High School			1019	837	157	994	805	117	922
East Wedge	4113	Brigshaw High School		13	1601	1215	200	1415	1194	201	1395
	4752	Corpus Christi Catholic College		1	900	929		929	852		852
	4112	Garforth Community College		13	1839	1524	480	2004	1363	378	1741
	4045	John Smeaton Community High School	✓	PFI	1066	797	120	917	717	52	769
	4753	Mount St.Mary's Catholic High School		1	900	954		954			
	4059	Parklands Girls' High School	✓		918	616	109	725	618	82	700
	4044	Primrose High School	✓	1	1049	828	77	905	888	74	962
	4103	Rodillian School		1		1090	130	1220	1057	95	1152
	4104	Royds School		1	1277	1092	156	1248	1018	126	1144
	4851	South Leeds High School	✓	1	1337	1040	53	1093	1095	39	1134
North West Wedge	4046	Temple Moor High School		1	1129	1081	191	1272	1110	160	1270
	6905	David Young Ac	✓		600			849*	866		866
	4031	City of Leeds	✓	1	792	625		625	605	53	658

NOR - Autumn School Census - 2008

* Spring School Census 2008

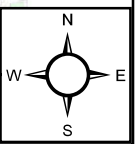
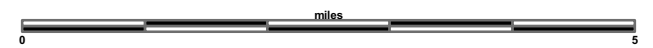
Modelled Net Capacity

Pupils Attending Boston Spa S (4114) (September Count 2008)



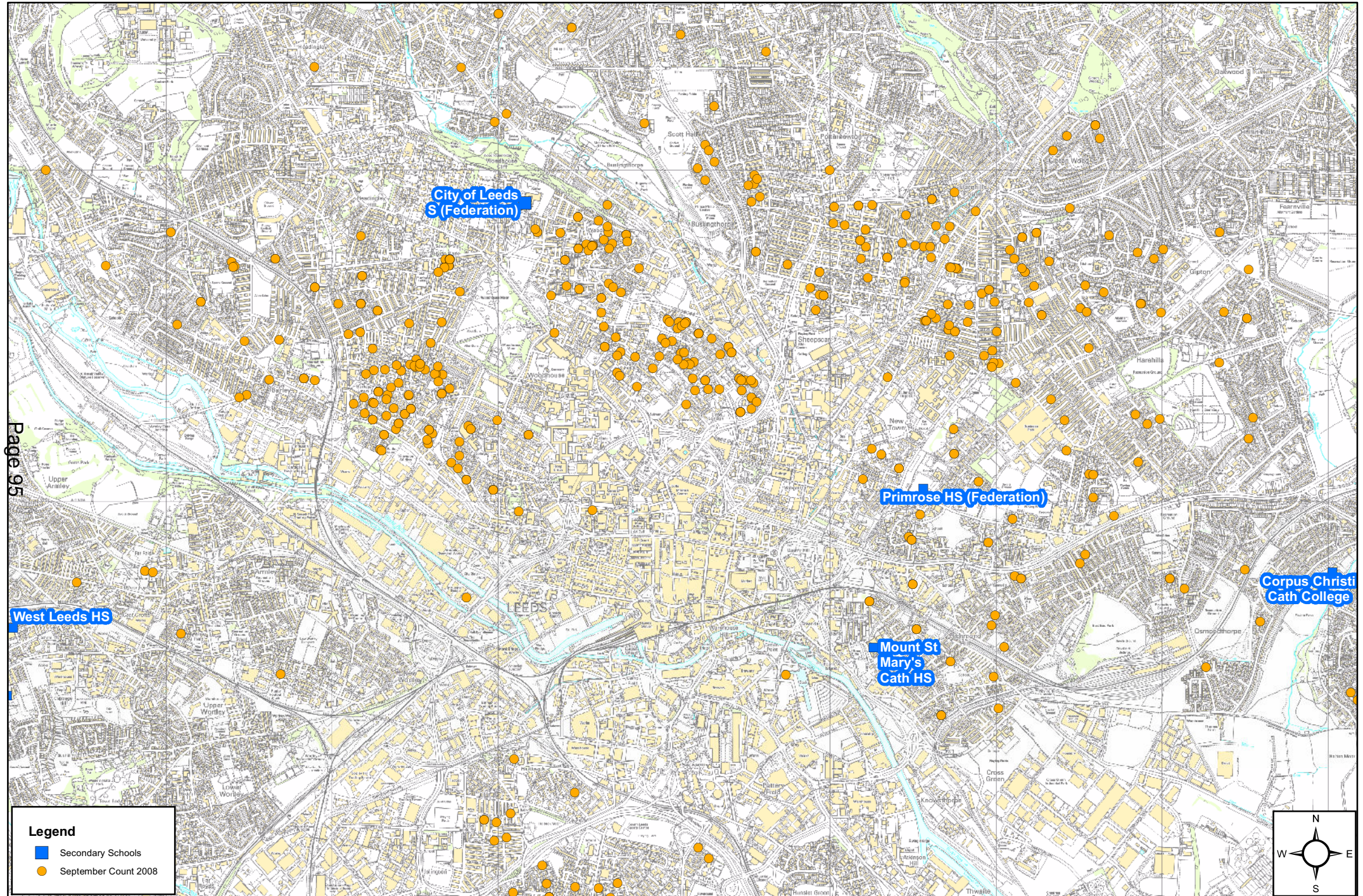
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Pupils Attending City of Leeds S (Federation) (4031) (September Count 2008)



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Legend

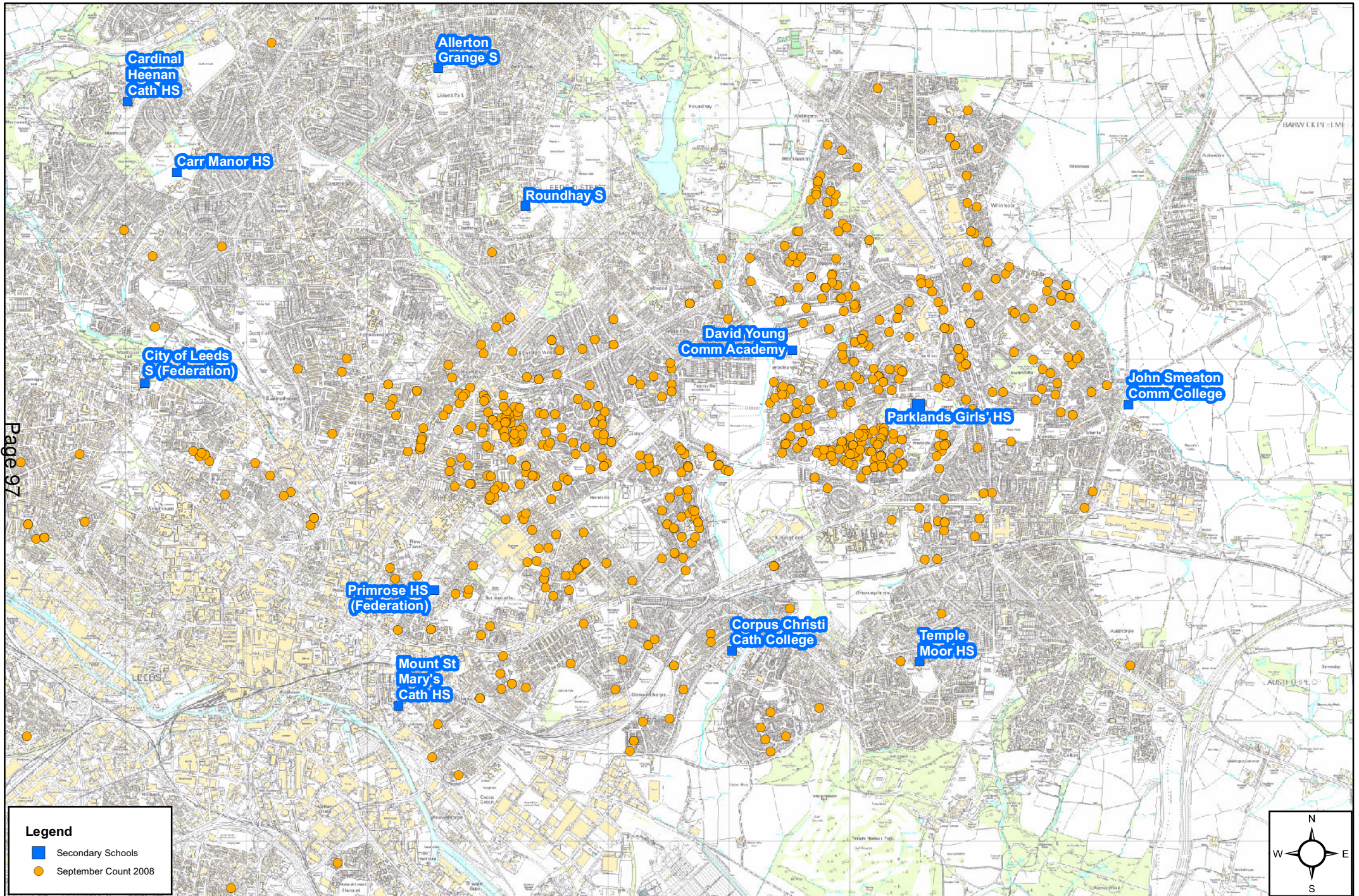
- Secondary Schools
- September Count 2008

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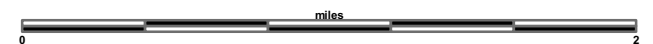
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Pupils Attending Parklands Girls' HS (4059) (September Count 2008)



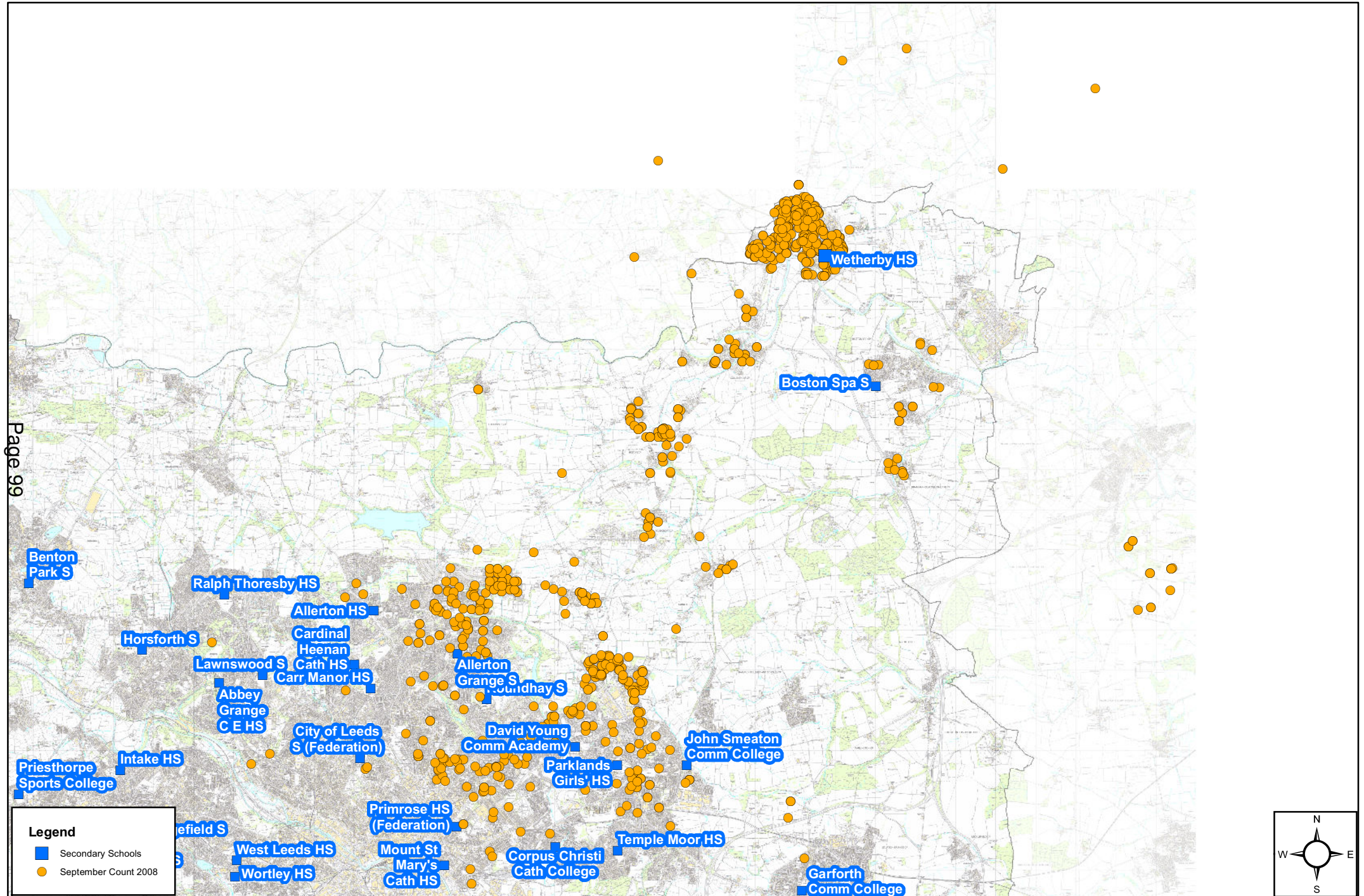
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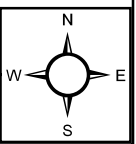
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Pupils Attending Wetherby HS (4111) (September Count 2008)



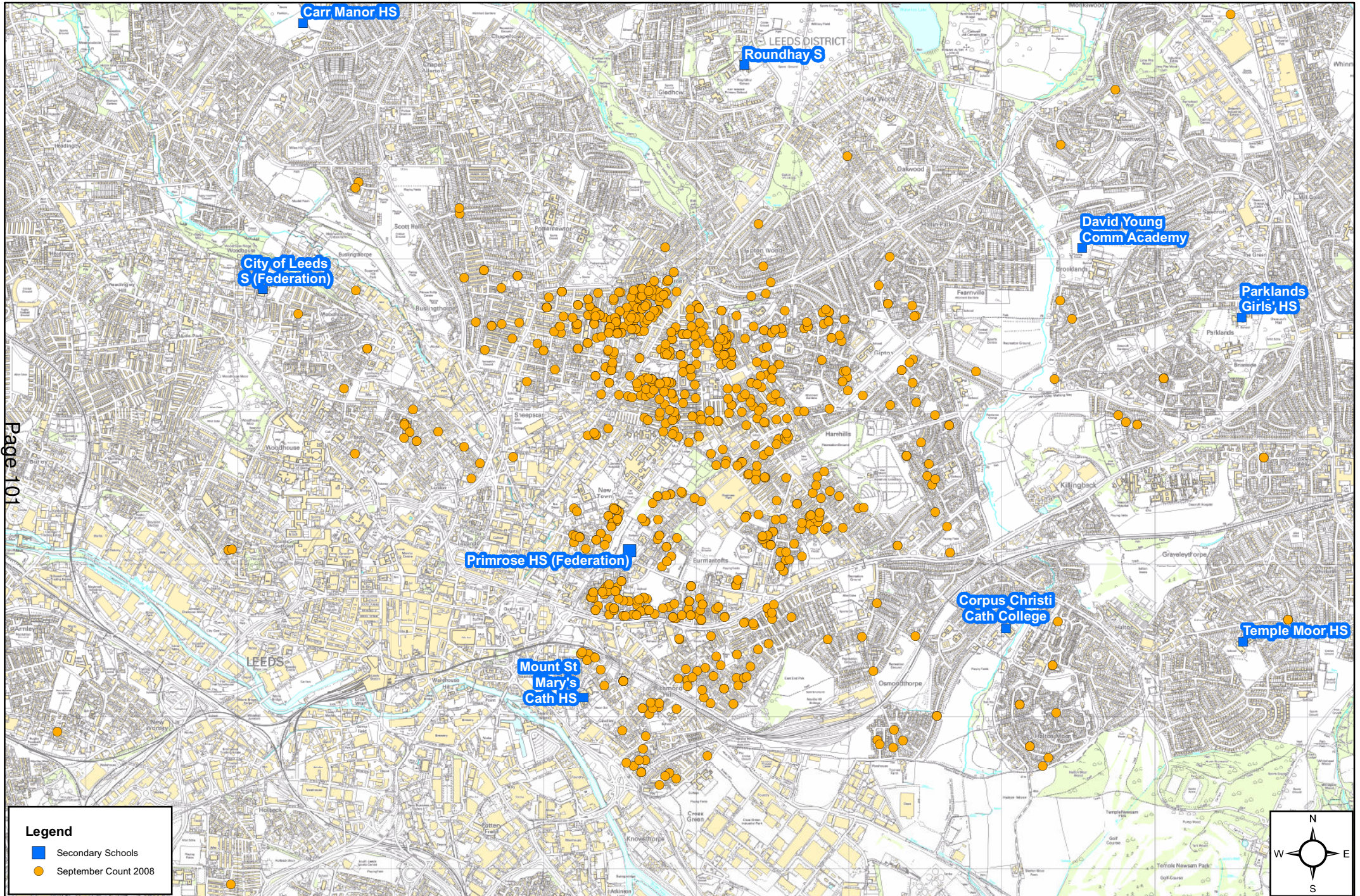
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Pupils Attending Primrose HS (Federation) (4044) (September Count 2008)



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Agenda Item:

Originator: Pat Toner

Telephone: 0113 2475613



Education Leeds

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 4 March 2009

SUBJECT: Machinery of Government Changes 14-19 Commissioning arrangements: Leeds/Sub-Regional Proposals

EXECUTIVE SUMMARY

PURPOSE OF THIS REPORT

- 1 To seek the agreement of the Executive Board on the structures and governance arrangements that will form the basis for the next stage of local and sub-regional development work on the commissioning of 14 - 19 provision in Leeds.

BACKGROUND INFORMATION

- 2 Under the Apprenticeships, Skills, Children and Learning Bill Local Authorities will be responsible for the strategic commissioning of all 14 - 19 learning and skills provision, and 14 - 25 provision for learners with learning difficulties and disabilities via local Children's Trusts. They are also expected to work collaboratively with one another both sub-regionally and regionally. Statutory responsibilities will formally transfer from September 2010, with implementation plans developed and in place by April 2010.
- 3 Executive Board has received previous reports on 14 May 2008: Raising Expectations White Paper Consultation response and 3 December 2008: Machinery of Government & 14-19(25) Commissioning Arrangements about the Machinery of Government proposals and the White Paper, Raising Expectations: Enabling the System to Deliver. Required statutory changes are now underway in the Children, Skills and Learning Bill, and transitional arrangements have begun.
- 4 The development of this approach has begun. This year as well as the discussions the LSC have had with individual schools, planning and funding discussions with groups of schools and colleges have taken place. The process has been supported by the open, transparent and comprehensive sharing of all data about the type, volumes, quality and financing of provision across all schools and colleges. It is envisaged that through this approach we can start to see the type of collaborative working between schools, colleges, and other providers, on a basis that will lead to improved quality of provision and ensure the long-term viability and sustainability of provision.

MAIN ISSUES

- 5 Sub-regional groupings have been agreed by the DCSF with Leeds part of the West Yorkshire sub-region with Bradford, Calderdale, Kirklees and Wakefield. This is based on the 16-18 travel to learn patterns between these Local Authorities. The DCSF's next requirement is for sub-regions to develop more detailed proposals for their strategic commissioning responsibilities. The Stage 2 proposal was submitted to the DCSF and the Government Office

to meet the 27th February deadline with an indication that it is subject to ratification by the Executive Board. The submission is attached at Annex 1.

- 6 The sub-regional role is intended to be “light touch”. It is not planned that there will be separate sub-regional structures or staffing. It will oversee and validate cross-boundary co-operation and ensure links between sub-regional and regional priorities published in Local Authority 14-19 plans.
- 7 Two parts of the DCSF requirements take us into new policy territory. They are
 - some aspects of Governance, and
 - Resources/Capacity/Structures.It is on these two specific issues that the Executive Board needs to assure itself that the submission meets with their expectations.
- 8 The new responsibilities for Strategic Commissioning will rest with the Local Authority and form part of the statutory role of the Director of Children’s Services. As with all other parts of the Children and Young People’s Agenda, there is a requirement for these responsibilities to be discharged formally with all relevant partners under the Children’s Trust governance arrangements. These include extending the duty to co-operate in support of Children and Young People’s well-being to schools and colleges of further education, in return for which they gain statutory rights to representation on the Children’s Trust which holds all partners to account. In practice, most of those arrangements are already progressing well in Leeds. However, there is more to do and this is detailed in section 5.1.2 of the main report. In addition, sub-regional governance arrangements needs to be developed collaboratively and must be agreed jointly between the five Local Authorities. Sub-regional work will be managerial in nature and will contribute to producing strong effective Strategic Commissioning Plans at Local Authority level. There will be a Regional Planning Group to advise on the final alignment of resources to support commissioning plans. It will also assess alignment with regional skills and economic needs.
- 9 Although new arrangements will not be fully operational until 2010, it is important that we clarify soon the structures we intend to put in place for the new responsibilities. Resources will transfer from the LSC to the local authority in 2010-2011. It will be in the form of staff transferring under TUPE.

RECOMMENDATIONS

- 10 The Executive Board is asked to note the contents of this report and agree:
 - the stage 2 machinery of Government submission to the DCSF attached as Annex 1;
 - the approach to establishing local authority and sub-regional level governance arrangements.

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 4 March 2009

SUBJECT: Machinery of Government Changes
14-19 Commissioning arrangements: Leeds/Sub-Regional Proposals

<p>Electoral Wards Affected:</p> <p style="text-align: center;">All</p> <p><input type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality & Diversity <input checked="" type="checkbox"/></p> <p>Community Cohesion <input checked="" type="checkbox"/></p> <p>Narrowing the Gap <input checked="" type="checkbox"/></p>
<p>Eligible for Call-in <input type="checkbox"/></p>	<p>Not Eligible for Call-in (Details contained in the Report) <input type="checkbox"/></p>

1.0 PURPOSE OF THIS REPORT

To seek agreement on the structures and governance arrangements that will form the basis for the next stage of local and sub-regional development work on the commissioning of 14 - 19 provision in Leeds.

2.0 BACKGROUND INFORMATION

- 2.1 The statutory framework for 14-19 learning and skills is changing. By 2012 all 17 year olds will have to be learning or training, all 18 year olds by 2015. They will be entitled to wider options which must include 17 diplomas and apprenticeships. Provision must be of good quality and take account of learners' views. It must also be affordable and reflect the skills demands of the local economy.
- 2.2 Responsibility for ensuring this will pass to Local Authorities when the Learning and Skills Council (LSC) is dissolved. Under the new arrangements Local Authorities will be responsible for the strategic commissioning of provision via local Children's Trusts. They are also expected to work collaboratively with one another both sub-regionally and regionally. There will be two new national agencies to work with, the Skills Funding Agency for 19+ and Apprenticeships, and the Young People's Learning Agency (YPLA) for strategic management information and oversight of all 16-19 learning provision. Responsibility for Apprenticeship funding will lie with a National Apprenticeship Service that is part of the Skills Funding Agency. Statutory responsibilities will formally transfer from September 2010, with implementation plans fully developed and in place by April 2010.

- 2.3 Executive Board has received previous reports about the Machinery of Government proposals and the White Paper, *Raising Expectations: Enabling the System to Deliver*. Required statutory changes are now underway in the Apprenticeships, Skills, Children and Learning Bill, and transitional arrangements have begun.
- 2.4 The 2008-9 business cycle for post-16 funding has been led by the LSC, working closely with key officers from Education Leeds. For the 2009-10 business cycle Education Leeds will lead the process on behalf of the Local Authority, with the LSC acting in a supporting role.
- 2.5 When the local authority assumes responsibility for commissioning a more responsive, locally based collaborative approach will be necessary. The development of this approach has begun. This year as well as the individual discussions the LSC have had with individual schools, planning and funding discussions with groups of schools and colleges have taken place. The process has been supported by the open, transparent and comprehensive sharing of all data about the type, volumes, quality and financing of provision across all schools and colleges. It is envisaged that through this approach we can start to see the type of collaborative working between schools, colleges, and other providers, on a basis that will lead to improved quality of provision and ensure the long-term viability and sustainability of provision.

3.0 MAIN ISSUES

- 3.1 Sub-regional groupings have been agreed by the DCSF through a stage 1 process undertaken during the Autumn 2008. Leeds is part of the West Yorkshire sub-region with Bradford, Calderdale, Kirklees and Wakefield. This is based on the 16-18 travel to learn patterns between these Local Authorities. It is also recognised that there will need to be linkage to other regional structures – notably the City Region developments. Due to the high volume of learner movement across the Leeds border a close working relationship with the other three sub-regions in Yorkshire and Humber will also be essential.

- 3.2 The DCSF's next requirement is for sub-regions to develop more detailed proposals for their strategic commissioning responsibilities. The West Yorkshire region submission is attached at Annex 1. Proposals were provisionally submitted to DCSF and Government Office for Yorkshire and the Humber (GOYH) by the end of February 2009, subject to consideration by this Executive Board. Guidance for the stage 2 proposals has been issued and the attached submission addresses arrangements for the following aspects of strategic commissioning:-

- Governance
- Collaboration and Strategy Contributions
- Resources and Capacity
- Policy and Planning
- Quality and Targets

The DCSF stage 2 guidance states: *"At this stage we want to see clear evidence of commitment to carrying out the work and addressing the issues. We appreciate that not all the evidence will, or can, be in place by the March 2009 submission date so the evidence must be of work in progress and planning for 2010. We recognise that a variety of valid evidence can be supplied."*

- 3.3 In practice, sub-regional arrangements will be dependent on the quality, depth and robustness of what is done by the constituent Local Authorities. The purpose of the sub-regions is to ensure that Local Authorities' Strategic Commissioning Plans each year are well-aligned with one another, and with regional priorities, so that:-
- Learners' and economic needs are met
 - Provision is not duplicated unnecessarily
 - Travel to learn patterns are respected
 - All provider sectors are treated equally and involved fully in planning
 - The pattern of provision is affordable and of good quality
 - Commissioning promotes flexibility, collaboration and looks across both sector and Local Authority boundaries
 - Learners' and employers' views have real influence in what is commissioned and there is a smooth and effective transfer of responsibilities and to minimise possible disruption or

instability in the system for both learners and providers.

- 3.4 The sub-regional role is intended to be “light touch”. It is not planned that there will be separate sub-regional structures or staffing. Its contribution to key aspects of the new arrangements will be important rather than large. It will oversee and validate cross-boundary co-operation and ensure links between sub-regional and regional priorities published in Local Authority 14-19 plans. Its checks and balances will be there to ensure:-
- Travel to learn partners for Further Education Colleges (which often cut across Local Authority boundaries) are respected and planning is coherent for them
 - Sub-regional and regional economic and skills priorities are covered
 - There are no significant gaps or overlaps in provision
 - The mix of provision is efficient overall
 - There is a forum to resolve any cross-boundary issues
- 3.5 The sub-regional responsibilities will be discharged jointly by the five constituent Local Authorities within frameworks and protocols developed for the purpose. Whilst they are strategically important, they should not be onerous or resource intensive activities.
- 3.6 The objective, shared by all Authorities in the sub-region, is to enable the formal sub-regional cycle of work to be discharged efficiently. To achieve this, the crucial things are to:-
- do the strategic commissioning work well at Local Authority level, reflecting the parameters set, so that there is little or no ‘unfinished business’ which requires sub-regional resolution;
 - agree, and adhere to, a strategic commissioning annual timetable across the sub-region so that work can be brought together in a planned and timely way;
 - have clear protocols and frameworks sub-regionally which are underpinned by sound governance and accountability at Local Authority/ Children’s Trust level. The key principles of governance should be comparable between Local Authorities though their organisational arrangements will differ.
- 3.7 The sub-regional dimension should be the ‘tip’, therefore, while the Local Authority and the local Children’s Trust/Children and Young People’s Strategic Partnership (through the Integrated Strategic Commissioning Board and the 14-19 Strategy Group in Leeds) are the greater part of the ‘iceberg’. This is recognised by DCSF.
- 3.8 In preparing the stage 2 submissions, officers from the five Local Authorities in the sub-region have applied a co-ordinated, two level process. Using funding allocated by the LSC, consultants called Sector Training have been commissioned to assist with the co-ordination and to develop some of the over-arching sub-regional documentation. It is worth highlighting that Sector Training are undertaking a similar role in two other regions: North Yorkshire / East Riding and South Yorkshire. It is felt that this offers significant benefits because it will ensure a more consistent approach across the region and synergies between the sub-regional groups. Simultaneously, individual Local Authorities are working on the proposals for their respective areas. To help ensure there is a good fit between this activity, the West Yorkshire sub group, and the consultants have prepared compatible frameworks that reflect the DCSF criteria. This is in-line with work going on in the other sub-regional groups. Thus it is likely that this framework will be adopted more widely across the region.
- 3.9 Directors of Children’s Services for the five Authorities are working together as a Steering Group to ensure work is aligned, including work with Elected Members and Chief Executives so that there is appropriate authority to act from within each Authority.
- 3.10 There is also regional activity organised by Chief Officer groups and by GOYH to co-ordinate work across sub-regions, to avoid duplication of effort and to achieve common principles as necessary.
- 4.0 Stage 2 Submission – Issues for Consideration
- 4.1 The Stage 2 submission includes information about transitional matters and about long-term arrangements. This is so DCSF and GOYH can be assured that the transfer from LSC to Local

Authorities and the two national agencies ie Young Peoples Learning Agency (YPLA) and Skills Funding agency (SFA) goes smoothly, and that the ongoing arrangements will be secure. The transfer of Connexions to Local Authorities was a smaller, but somewhat similar process.

- 4.2 Quite a lot of the information provided relates to existing policy (e.g. The Local Strategic Partnership, Children and Young People's Plan; Children and Young People's Local Partnership Strategic Board (LPSB); 14-19 Strategy and Plan; LAA). Some of the information is strategic management in nature rather than policy.
- 4.3 Two parts of the DCSF requirements take us into new policy territory. They are
- some aspects of Governance, and
 - Resources/Capacity/Structures.
- It is on these two specific issues that the Executive Board needs to assure itself that the submission meets with their expectations.
- 4.4 Putting together the Stage 2 submission is an iterative process and it is certain that there will be further follow up processes following the submission of the stage 2 proposals by the end of February (reference to DCSF guidance in 3.2 above). It is necessary to have our own view and proposals as a Local Authority. It is essential to discuss and compare those things sub-regionally and jointly take account of any differences which need resolution. It is important to consult within West Yorkshire with the relevant stakeholders about both the Local Authority and sub-regional level proposals. This has taken place through a series of meetings involving officers with a 14-19 lead, Directors of Children's Services, and Chief Executives since 1.12.08. In addition information has been shared with the Children Leeds Learning Partnership, and the Leeds 14-19 Strategy Group. Briefings of lead members have taken place across West Yorkshire during February. In addition there have been regular bi-lateral meetings with the LSC.

The attached Stage 2 (Annex 1) proposal was submitted to the DCSF and the Government Office to meet the 27th February deadline with an indication that it is subject to ratification by the Executive Board.

- 4.5 It would not be appropriate to try to take final detailed decisions on Governance or on Resources/Capacity/Structures now because further local and sub-regional work is needed. However, officers do need authority now to participate in the sub-regional or local discussions.

5.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

5.1 Local Authority Level

- 5.1.1 The new responsibilities for Strategic Commissioning will rest with the Local Authority and form part of the statutory role of the Director of Children's Services. These statutory changes are underway. As with all other parts of the Children and Young People's Agenda, there is also a requirement for these responsibilities to be discharged formally with all relevant partners under the Children's Trust governance arrangements (via the Integrated Strategic Commissioning Board in Leeds). The 14-19 Strategy Group must link formally to the ISCB. The 14-19 Education Plan on which the Strategic Commissioning Plan is to be built must in future be an integral part of the Children and Young People's Plan and its planning/review processes. Strategic Commissioning for 16-19 (up to 25 for LLDD) must be integral to the Children and Young People's Commissioning Strategy, which in turn must reflect the principles of the DCSF Strategic Commissioning cycle. These include extending the duty to co-operate in support of Children and Young People's well-being to schools and colleges of further education, in return for which they gain statutory rights to representation on the Children's Trust which holds all partners to account, including the Local Authority's relevant services.
- 5.1.2 In practice, most of those arrangements are already progressing well in Leeds. Further work is required on the following:-
- The Leeds 14-19 Strategy Group needs to be formally linked to the ISCB. Last year the structure and membership of the Strategy Group was reviewed so that it could operate more strategically in preparation for the MOG changes. However, in the context of the

new expectations a further review of the role, structure, membership, and governance arrangements is required so that it operates to the standards, including for accountability, which have been established for the ISCB;

- The frameworks for financial accountabilities and other liabilities for Leeds Local Authority which underpin the ISCB governance need to ensure that relevant policies, schemes of delegation, risk assessments, etc are revised accordingly;
- The Commissioning Strategy agreed by the ISCB needs to take account of the 16-19(25) changes, and ensure that it provides a robust framework for this new work;
- There is a requirement that 14-19 Strategy Group is formally represented on Schools Forum;
- Reporting to Executive Members and Executive Board would take place on the basis that appropriate engagement with the 14-19 Partnership is a requirement for legitimate decision taking.

5.2 Sub-Regional Level

5.2.1 The sub-regional governance arrangements can only be developed collaboratively and must be agreed jointly between the five Local Authorities. It will be useful if they are built on some simple, agreed principles. It is suggested that these might usefully include a commitment to:-

- focus on the learner first, not the provider first;
- align with local and regional economic and skills needs;
- integrate 16-19 commissioning with other strategic priorities for children, families and communities;
- a mixed economy of providers in which all sectors are treated equitably;
- operate in a transparent and inclusive way locally and sub-regionally;
- co-operate well sub-regionally, particularly in meeting agreed timescales for the annual strategic commissioning cycle;
- incorporate sub-regional needs and issues into planning at local level.

5.2.2 Sub-regional structures involve key relevant officers from each member authority. In practice, sub-regional work would be managerial in nature and will contribute to producing strong effective Strategic Commissioning Plans at Local Authority level. This is consistent with sub-regional work being kept to a minimum providing it is consistent with sound governance.

5.2.3 For the purposes of the Stage 2 discussions at this stage, therefore, it is suggested that the preferred model be one which includes:-

- Leeds City Council acting as the lead (single point of contact) for the FE Colleges situated within its boundaries including brokering wider discussions where those colleges have national or specialist profiles;
- The power to act will remain with each statutory body using their governance/constitutional arrangements (as is currently the case with Children's Trusts) that is the sub-regional grouping will be advisory with a duty on each of the West Yorkshire Local Authorities to cooperate;
- a Memorandum of Understanding which is agreed by all five Local Authorities;
- a scheme of delegation to officers working within the Memorandum to determine sub-regional evaluation of Strategic Commissioning Plans, and associated issues, for submission regionally;
- comments on the validity of LA commissioning plans will be made collectively by all Local Authorities' representatives;
- officers will be accountable for reporting to Elected Members and relevant Commissioning Boards/Children's Trusts within their respective Local Authorities;
- each constituent Local Authority to have sound, governance arrangements which are consistent with the key sub-regional principles;
- local commissioning activities that include robust contractual arrangements with all providers, together with associated monitoring arrangements, so that these are binding to secure delivery and performance.

5.2.4 There will be a Regional Planning Group in the new arrangements. Its role will be to advise on

the final alignment of resources to support commissioning plans and any measures needed to align available resources and the level of commitments requested in Plans. It will also assess alignment with regional skills and economic needs. The YPLA will support the Regional Planning Group (RPG).

- 5.2.5 The RPG will comprise representatives from the sub-regional groups, GOYH, Yorkshire Forward and YPLA. Stage 2 submissions are asked to propose the sub-regional representation. At this stage it is suggested that we seek agreement to every Local Authority being represented on the RPG in its own right. This is because it would be extremely difficult for one Local Authority to represent other Local Authorities in decision taking about individual authorities' plans. This is especially true in the case of Leeds where significant parts of the commissioning strategy will affect other parts of the region.

6.0 RESOURCE IMPLICATIONS

- 6.1 Although new arrangements will not be fully operational until 2010, it is important that we begin to clarify the structures we intend to put in place for the new responsibilities. This is to be included in the Stage 2 submission.
- 6.2 We will not need our full staffing until 2010. We also have to take into account the position of LSC staff. They will have to choose whether they want to go to the Skills Finding Agency, YPLA, and a Local Authority or – should they so wish – elsewhere. TUPE will apply to staff transferring into local authorities.
- 6.3 Leeds must get on with the growing amount of work required over the next few months. Some is transitional work which we have to do as part of the transfer of responsibilities from LSC. Some is work to lay the foundations of the new arrangements. Some is identifying the systems and networks which will support ongoing operations from 2010.
- 6.4 Annex 2 outlines the core functions in the commissioning role and member input into this process. It covers what will be done, but also the key features and principles for how to do it well. This is a major task, and there is a lot of preparatory work to do.
- 6.5 Resources will transfer from the LSC to the local authority in 2010-2011. It will be in the form of staff transferring under TUPE.
- 6.6 DCSF guidance already makes clear that 16-19(25) Strategic Commissioning should be:-
- Embedded in the local 14-19 Strategy and Children and Young People's Plan
 - Linked closely with the Integrated Youth Support Service
 - Connected well with LDD strategies for young people, including Aiming High
 - Have strong links with work on Young People's participation
 - Avoid conflicts of interest with provider sectors, or perceived bias to a sector
- The strategic planning to deliver the above is the responsibility of Education Leeds. Education Leeds will continue to take responsibility for all 14 - 19(25) policy development, strategy, planning, quality assurance, and contract compliance.
- 6.7 Further proposals will be developed in the next few weeks, with appropriate consultation. In particular, detailed discussions will continue with LSC colleagues, who have a significant contribution to make to new arrangements.

7.0 RECOMMENDATIONS

- 7.1 The Executive Board is asked to note the contents of this report and agree:
- the stage 2 machinery of Government submission to the DCSF attached as Annex 1; and
 - the approach to establishing local authority and sub-regional level governance arrangements.

Background documents:

- Executive Board Papers
- Raising Expectations White Paper Consultation Approach Response (14 May 2008)
 - Machinery of Government & 14-19 (25) Commissioning Arrangements (3 December 2008)
- DCSF Documents
- Raising Expectations : Enabling the System to Deliver
 - White Paper
 - Next Steps (August 2008)
 - Next Steps (November 2008)
 - DCSF Transfer – Stage 2 Guidance note
 - DCSF/DIUS 16-19 and post 16 Funding Transfer; Bulletin no 5 (December 2008)
 - Young People’s Learning Agency Blue Print (December 2008)
 - Children, Skills and Learning Bill 2008
 - Statutory Guidance on Duties of Directors of Children’s Services (revised draft December 2008)
 - **14-19 Partnership and Planning – DCSF (January 2009)**

Annex 1
Stage 2 Sub-regional submission to DCSF & GOYH

West Yorkshire Sub Regional Group

Machinery of Government Changes

Stage 2 Assessment Submission

Summary of key decisions taken and planned

West Yorkshire Sub-Regional Group Stage 2 Proposals

Introduction:

The West Yorkshire 14-19 Delivery Group composed of the key 14-19 Lead Officers and Chaired by Calderdale's Director of Children's Services representing the other four DCS's has reviewed the essential transitional arrangements required at this juncture for the successful transfer of responsibilities and associated operational matters linked to those LSC funded programmes coming under the remit of Local authorities in 2010. In addition all Directors of Children's Services across the five Local Authorities have considered and contributed to the development of this submission. This submission has the approval of lead members in each local authority but is submitted subject to full political approval by individual Council's decision making procedures..

The sub region has a clear identity. The West Yorkshire Councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield have a strong tradition of collaborative working. There are very good working relationships between the local authorities at all levels with a significant number of joint ventures and existing collaborative structures in place. For example, there exist already a number of network groups including those for DCSs, Assistant Directors for Commissioning and 14-19 lead Officers. Good operational collaboration exists across LA boundaries between providers and the sub regional structure already has substance for example there is a West Yorkshire Learning Provider network. The sub region works and will continue to work within the context of regional structures including the Leeds City region.

Key Principles for Commissioning (See attached)

Strategic purpose

Needs of learners

Travel to learn patterns respected

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Stage 2 Sub-regional submission to DCSF & GOYH

Align with regional and national strategies

Governance

The 14-19 Strategy on which the Strategic Commissioning Plan is to be built, is an integral part of the Children and Young People's Plan and its planning/review processes. The SRG has identified that each Local Authority has a clear understanding of legislative requirements and the need to link all elements of necessary strategic planning. There are established policies and principles in place to ensure a response can be made to meet legislative requirements. This overall principle is embedded in the current briefing papers being proposed at all levels of Local Authority membership.

Actions taken and Planned

To demonstrate strong shared governance arrangements, political sign off, clear decision making and accountability mechanisms, the SRG has undertaken a shared commitment to the following actions.

- To create a Memorandum of Understanding which is agreed by all five Local Authorities at Member level
- Plan for a scheme of delegation to officers working within the Memorandum to determine sub-regional evaluation of Strategic Commissioning Plans, and associated issues, for submission regionally
- Plan that decisions should require agreement by all Local Authorities' representatives
- During the transition phase the SRG structure will be developed further. It will assume a two tier structure with clear lines of accountability and delegated authority to Local Authorities. The YPLA and GOYH will be represented at upper tier, Steering Group level. (Comment - In the key principles of commissioning paper we have also included the YPLA and GOYH on the Operational Group. When you consider the role and responsibilities of the YPLA, you can see the need for regular structured contact throughout various stages of the business cycle at both a LA and sub-regional level. I would suggest there is a strong case for the YPLA to be represented on the Operational Group, not sure about GOYH.) The SRG recognises the importance of ensuring the roles and responsibilities of elected members and officers are clarified within the governance arrangements and that there is transparency and proper accountability at all stages in the commissioning process.

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Stage 2 Sub-regional submission to DCSF & GOYH

- It will monitor and refine all necessary policies and protocols to ensure compliance with the changing statutory responsibilities required of LAs and sub-regional and regional bodies
- Agreements will be further refined and finalised on the terms of references and membership of appropriate committees and planning forums and these will be reviewed in light of changing circumstances and further consultation with key Partners.
- Certain timelines relating to the transition phase have already been drawn up at LA and SRG level to ensure effective arrangements for governance.
- Within each of the Local Authorities' 14-19 Plans there is clear evidence of recognising the need to respond to the needs and aspirations of young people. The SRG will, through the implementation of its "Core Principles" (attached) statement, take steps to ensure that there will be an appropriate sub-regional dimension to the planning and delivery based on shared MIS data and use of Area Wide Prospectuses and other IAG services. The Task Group will manage further joint developments relating to the efficient use of those essential resources.
- Common QA (curriculum delivery) procedures are already in place across West Yorkshire LAs through the work of the LSC, but the SRG will look at how these can be developed under the SRG framework to ensure they apply equally and consistently across the school and FE college sectors.
- The connections between the production of Local Learning Plans and the wider remit of the Local Strategic Partnerships is recognised in the Governance model and new protocols will be developed to enhance those strategic planning relationships This is recognised and agreed as an essential element in the SRG's current links to employer based forums and Sector Skills Councils
- Ensure that each constituent Local Authority has sound, governance arrangements which are consistent with the key sub-regional principles
- Ensure that local commissioning activities include robust contractual arrangements with all Providers, together with associated monitoring arrangements, so that these are binding to secure delivery and performance.
- Ensure that quality provision reflects the Learning and Skills agenda and meets learner need and aspirations and make a tangible difference to social and economic outcomes

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Reference here to role of the sub-regional DCS Steering Group and the RSG Operational Group Terms of reference and membership attached.

Local Authority specific actions: Already achieved or in progress

This section will itemise generic actions rather than itemise each LA

(Comment – Agree that these should be generic, but might be worth splitting into two sections, sub-regional level actions and LA level actions)

Bradford

- Link the Bradford Confederation Structure to the Children's Trust.
- Revise policies and processes to include 16 – 19 funding / commissioning under current frameworks for financial accountabilities and other liabilities within the Children and Young People's Service.
- Incorporate this area of work into our Executive arrangements for statutory partnerships.
- Develop Joint Commissioning arrangements.

Calderdale

- Maintain and develop links between PYPLS, Campus Calderdale and the LSP/Children's Trust
- Build a detailed commissioning/business cycle, to adapt the current Joint Commissioning Group's terms of reference to reflect its new responsibilities and to agree protocols for dealing with disputes.

Kirklees

- Review structure and membership and governance arrangements of the Kirklees 14 – 19 strategic partnership
- Revise policies and processes to include 16 – 19 funding / commissioning under current frameworks for financial accountabilities and other liabilities within the Children and Young People's Service.
- Include the 16 9 changes in the forthcoming review of the Interim commissioning strategy
- Incorporate this area of work into our Executive arrangements for statutory partnerships.

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Stage 2 Sub-regional submission to DCSF & GOYH

- Develop Joint Commissioning arrangements.
- Reporting to cabinet would take place on the basis that appropriate engagement with the Partnership is a requirement for legitimate decision making

Leeds

- The Leeds 14-19 Strategy Group needs to be formally linked to the ISCB so that it operates to the standards, including for accountability.
- The frameworks for financial accountabilities and other liabilities for Leeds Local Authority which underpin the ISCB governance need to ensure that relevant policies, schemes of delegation, risk assessments, etc are revised accordingly;
- The Commissioning Strategy agreed by the ISCB needs to take account of the 16-19(25) changes, and ensure that it provides a robust framework for this new work;
- There is a requirement that 14-19 Strategy Group is formally represented on Schools Forum;
- Reporting to Executive Members and Executive Board would take place on the basis that appropriate engagement with the 14-19 Partnership is a requirement for legitimate decision taking.

Wakefield

- Ensure that the Wakefield 14-19 Strategic Partnership is linked to the CYPMG and CYPFB.
- Undertake a review of its role, structure and membership plus governance arrangements so that it operates to the standards, including for accountability, which have been established by the DCSF.
- Consider the link to collegiate developments and the development of consortia to deliver collaborative provision.
- Ensure that the frameworks for financial accountabilities and other liabilities for Wakefield Local Authority which underpin the existing Trust governance agreements include arrangements for 16-19 funding.
- The same arrangements will then be made for incorporating this area of work into our Executive arrangements as are made for other responsibilities which have statutory partnership features. Reporting to Cabinet would take place on the basis that appropriate engagement with the Partnership is a requirement for legitimate decision taking.

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Collaboration and Strategic contribution

This section also needs to cover the 16-19 commissioning process and how it fits with the wider strategic commissioning role. It needs to make extensive reference to the Key Principles of Commissioning document and the Dispute Resolution document and also the wider commissioning arrangements within each of the LAs detailed in the individual LA briefing papers)

In order to ensure compliance and contribution to meeting the needs of national and regional strategies, the West Yorkshire SRG will work with and report to a newly established Joint Steering Group (I am not clear what we mean by the Joint Steering Group, are we talking about the Regional Steering Group or something else?).

The main role of this group will be final determination of commissioning plans and any measures needed to align available resources and the level of commitments requested in Plans. It will also assess alignment with regional skills and economic needs. The YPLA will support the Regional Steering Group (RSG).

Next Steps

To demonstrate how the commissioning process will fit in with wider strategies and priorities, both national and local, the SRG, under the direction of the RSG, has undertaken a shared commitment to the following actions.

- Seek agreement to every Local Authority being represented on the RSG in its own right. (This is because it would be extremely difficult for one Local Authority to represent other Local Authorities in decision taking about individual authorities' plans.)
- Invite representatives from the sub-regional groups, GOYH, Yorkshire Forward and YPLA onto the RSG to support informed decision making (Comment - we may need a City Region rep)
- Develop and monitor specific collaborative initiatives and working practices linked to commissioning.

Undertake Training and CPD for staff, both existing and new, to build a better understanding of the FE sector and strategic relationships to enhance strategic commissioning role

Resources and capacity building

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Stage 2 Sub-regional submission to DCSF & GOYH

In order to safeguard an effective commissioning process and to demonstrate that staffing and infrastructure requirements have been considered to deliver the planned changes, the West Yorkshire SRG will continue to work within the transitional period to ensure that staff capacity and capabilities are built to meet required need.

In addition a review of equipment and resources required to assist in the management of Commissioning Process will be undertaken.

Next Steps

Revised staffing arrangements need to be in place by 2010. Working towards this target date, the SRG has undertaken a shared commitment to the following actions.

- Work closely with LSC colleagues in the transitional period to ensure consistency and sustainability of expertise in the commissioning process
- Engage in more detailed discussions with LSC colleagues, who have a potentially significant contribution to make to new arrangements.
- Encourage the use of shared resources and facilities and identify current areas of good practice to draw from.
- Resources/Staffing to be assigned to LAs

Local Authority specific actions (I would suggest actions points also need to be made generic rather than itemised by LA)

Leeds

- Agree the approach to deploying staffing resources secured through TUPE across both Education Leeds and the Director of Children's Services Unit

Kirklees

- Propose the establishment of a 14-19 Commissioning Team within the Learning Service of CYPS - under the Strategic leadership of the Assistant Director ie Head of Learning.
- Include new posts within the 14-19 Commissioning Team with a function to liaise with staff in other parts of CYPS whose functions are linked with 14-19 developments and commissioning arrangements.
- Develop strong links with other parts of the Directorate, who would contribute key associated responsibilities on Needs Assessment, Performance/QA, Finance, IT

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Stage 2 Sub-regional submission to DCSF & GOYH and Systems Support.

- Develop good working links with other Kirklees Local Authority functions and all partners locally and sub-regionally.

Bradford

- Propose the establishment of a 14-19 Commissioning Team within the Learning Service of CYPS - under the Strategic leadership of the Assistant Director and line managed by the Education, Employment and Training Manager.
- Include new posts within The 14-19 Commissioning Team with a function to liaise with staff in other parts of CYPS whose functions are linked with 14-19 developments and commissioning arrangements.
- Develop strong links with other parts of the Directorate, who would contribute key associated responsibilities on Needs Assessment, Performance/QA and Systems Support. Develop good working links with other Bradford Local Authority functions and all partners locally and sub-regionally.

Calderdale

- The Joint Commissioning Unit will assume the major responsibility in this area working closely with the Campus Calderdale team and Children's Trust. Arrangements are already in place to increase capacity in this area.
- Additional capacity will be needed in contract management, needs analysis, quality assurance, IT, data and financial management.

Wakefield

- Propose the establishment of a Commissioning Team within the Commissioning, Performance and Partnerships Service.
- Include new posts within The 14-19 Commissioning Team with a function to liaise with staff in other parts of Family Services whose functions are linked with 14-19 developments and commissioning arrangements.
- Develop strong links with other parts of the Directorate, who would contribute key associated responsibilities on Needs Assessment, Performance/QA, Finance, IT and Systems Support.
- Develop good working links with other Wakefield Local Authority functions and all partners locally and sub-regionally.

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Stage 2 Sub-regional submission to DCSF & GOYH

Policy and Planning

The West Yorkshire SRG will continue to work to ensure that all 14 – 19 plans take into account the requirement to support the ‘adequacy and sufficiency’ of provision in key curriculum areas including Learner Entitlement and September Guarantee, NEETS, LLDD, Diplomas and Offender learning.

One of its primary aims is to ensure that raising participation and attainment can be achieved under a collective and sustainable approach to the delivery of the 14-19 curriculum across the region.

The aim must be to have a smooth and effective transfer of responsibilities and to minimise possible disruption or instability in the system for both learners and providers.

Next Steps

In order to achieve operational excellence and to progress towards an effective transition strategy the SRG has undertaken a shared commitment to the following actions

- Ensure that all the Local Authorities’ Strategic Commissioning Plans each year are well-aligned with one another, and with regional priorities, so that learners needs are met, economic needs are met, provision is not duplicated unnecessarily and travel to learn patterns are respected
- Ensure that there are no significant gaps or overlaps in provision and that the mix of provision is efficient overall
- Ensure that all provider sectors are treated equally and involved fully in planning by continued dialogue and consultative measures
- Ensure that the design and use of the Area-Wide Prospectus and associated Common Application Process means that the pattern of provision meets demand, both from learners and employers, and is affordable and of good quality
- Overall ensure that the commissioning process promotes flexibility, collaboration and looks across both sector and Local Authority boundaries

Quality and targets

The West Yorkshire SRG will work to ensure that QA processes in place work within the guidelines established within the following QA tools: FFE, JAR, national and local benchmarking, minimum levels of performance and outcomes from Self Assessment reviews and the CIF.

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Stage 2 Sub-regional submission to DCSF & GOYH

Next Steps

The SRG will continue to develop quality provision building on its current QA systems and has undertaken a shared commitment the following actions

- Develop KPIs to inform the commissioning process
- Build on and develop exemplar QA procedures currently in place to review all aspects of the commissioning process
- Ensure that all supporting internal and external agencies are made aware of their responsibilities in ensuring compliance with the commissioning process
- Ensure Choice of Providers is informed by robust data (including performance against QA standards).
- Establish a working group to monitor and evaluate an audit of existing QA measures and set appropriate targets in line with local and regional expectations
- Establish arrangements to deal with Appeals and Disputes

Evidence sources

Suggest this is one list representing all LAs

Kirklees MOG Briefing 2009

Bradford MOG Briefing 2009

Bradford Confederation Structure documents

Calderdale Cabinet Report January 2009

Calderdale Commissioning Structure document

Leeds Executive Board Report - Sub Regional Proposals March 2009

Wakefield MOG Changes Report January 2009

Annex 1
Stage 2 Sub-regional submission to DCSF & GOYH

MACHINERY OF GOVERNMENT CHANGES

16-19 TRANSFER

WEST YORKSHIRE SUB REGIONAL GROUP

KEY PRINCIPLES OF COMMISSIONING

Background and Purpose

The West Yorkshire Sub Regional Group has agreed to operate under a common set of principles in relation to the new legislative requirements and operational functions relating to the commissioning of 16-19 learning provision in, and where appropriate across, the Local Authorities of the Bradford, Calderdale, Kirklees, Leeds and Wakefield

Based on the overall aim of improving the quality of provision for all 16-19 learners the SRG will plan and resource learning programmes that are responsive to the needs of all learners through a process of collaboration and partnership with those key agencies and stakeholders engaged in the overall planning and commissioning process.

The following core principles outline the framework as agreed by the SRG Steering Group. In addition are listed the main operating rules and protocols required to support that framework.

The Core Principles

- The commissioning of 16-19 learning provision will involve a set of planning, delivery and quality assurance procedures that puts the learner at the forefront of the process.
- The planning and commissioning of provision, whilst ultimately the responsibility of each individual Local Authority will be carried out through duly constituted collaborative and partnership structures in order to achieve maximum benefit for the learners, providers and stakeholders.
- The planning and commissioning “business cycle” will correspond to national and regional timeframes and funding requirements.
- Provision will be planned in response to national, regional and local skills needs.
- Individual local authority 14-19 Plans and associated Local Area Statements of Need will be shared and discussed during their development stage through the sub-regional Operational Group.
- 16-19 commissioning will be integrated with other strategic priorities for children, families and communities
- The process will encourage and resource a comprehensive impartial advice and guidance service in order to ensure access to learning opportunities that are appropriate to the location as well as the education and training needs of the learner.
- Learners, parents, carers and employers will be consulted at all stages in the process in order to ensure that their views and requirements are responded to during the planning and delivery stages of the commissioned provision.
- During this process of consultation specific attention will be given to the needs of vulnerable learners including those with learning difficulties and or disabilities. Where appropriate positive action will be taken to ensure that provision for such learners meets their specific needs.

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- Those responsible for the commissioning of provision will closely scrutinise the quality of those services being commissioned and where necessary de-commission provision that is deemed to be unsatisfactory in line with agreed national and local quality assurance, health, safety and welfare performance criteria .
- Specialist provision serving the needs of more than one Local Authority will be commissioned by the agreed Local Authority taking into account regional and national demand for this range of provision
- Decisions made on the commissioning of individual providers will be done on the basis of ensuring stability of provision. This will enable the sustainability of agreed learning outcomes as determined by the planning process.
- Within a mixed economy of providers all sectors will be treated equitably
- All providers will be subject to the same minimum levels of performance at both a provider and programme level.
- Each individual Local Authority's commissioning plans will be submitted to and agreed at a Sub-Regional level prior to progressing to the Regional Planning Group for final consideration.

Operating Rules and Protocols

The Core Principles will be followed and monitored in line with a range of specific protocols and procedures linked to all aspects of the commissioning process. The following is intended as a guide to the overarching operating rules and protocols under which the Sub-Regional structures will deliver the expected outcomes associated with commissioning functions and responsibilities.

Management Information

(Comment- I see the SRG having a role in terms of liaising with the YPLA around MI, probably through the Operational Group. However, the YPLA will be providing this direct to LAs. Individual LAs will also be contributing to MI through their local sources. Participation and success levels will have to go down to programme level)

In order to achieve positive outcomes at all stages of the commissioning process the SRG will ensure that key data sets are made available to the planning groups from national, regional and local agencies in a timely and appropriate fashion. These data sets will relate to:

- Success rates with Providers and Local Authorities
- Participation rates
- Contribution by Providers to specific national as well as local targets
- Employment trends
- Progression rates at all levels of provision
- Equality of opportunity
- Demographic trends

Dispute Resolution

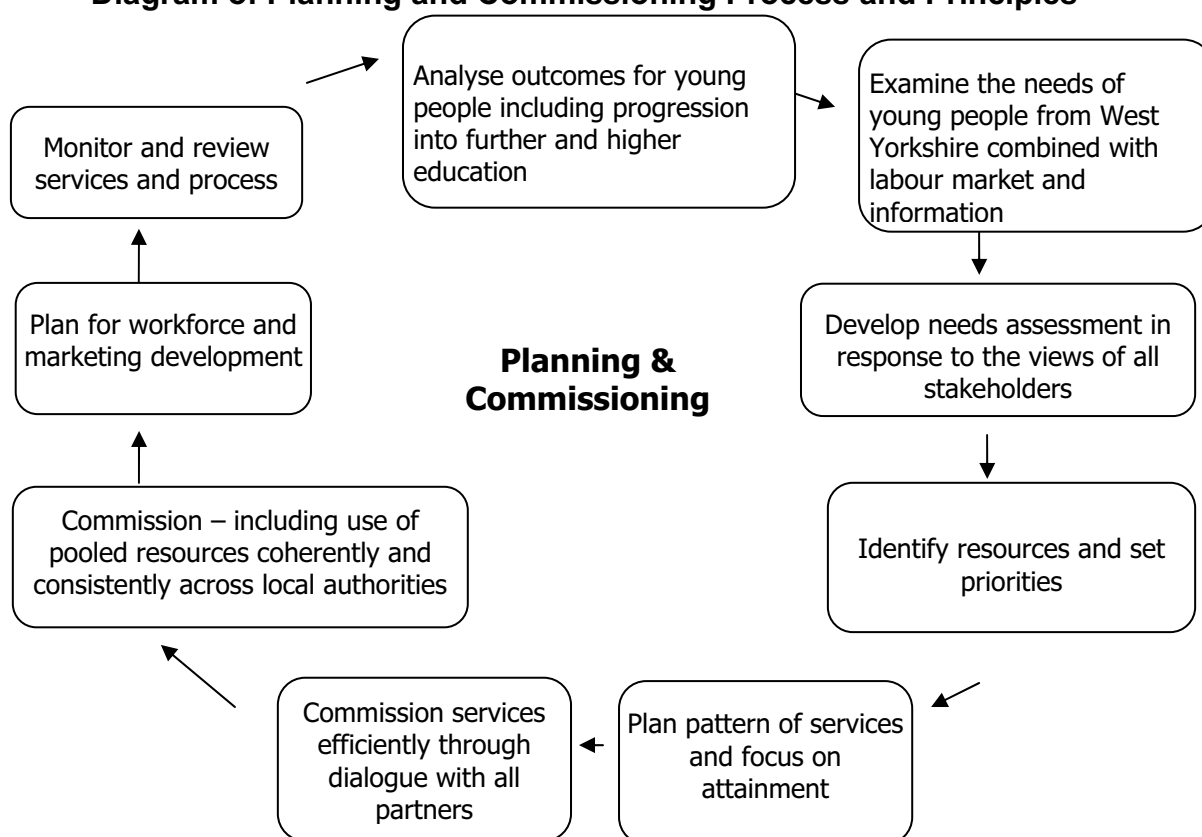
All stages of the commissioning process will conform to the principle of open and transparent governance and management. In order to achieve the maximum benefits for all learners it is recognised that the commissioning process, informed as it is by a complex and challenging set of planning criteria and scenarios, will require those involved at all levels to make decisions based on accurate and objective data and information. The LA remains the accountable body and procurement decisions as part of the commissioning process will be governed by each LA's CPR.

Annex 1

Stage 2 Sub-regional submission to DCSF & GOYH

The attached dispute resolution procedure (Appendix 1) illustrates the appropriate channels that will be followed in circumstances needing arbitration. It is intended however that these will only be in relatively extreme circumstances and the scenarios as envisaged in the “REACT” guidance paper will be resolved at a local level in the first instance. These situations will be discussed within the Local Learning Partnership structures and where appropriate recommendations and or preferred options will go to the LA officers designated to manage the commissioning function on behalf of their individual LA. Where the circumstances have consequences across LA boundaries then the SRG Operational Group and Steering Group will also consider the matter. At all stages of this process advice will be sought from the appropriate legal resources within each LA particularly where issues are likely to impact on the “Instruments and Articles of Governance” of individual institutions and agencies

Diagram of Planning and Commissioning Process and Principles



There are a couple of points to note.

References to North & East Yorkshire needs changing to West Yorkshire

Dialogue box that goes with the LA 14-19 Education Plan should also include:

- NAS
- SRG Operational Group members

Also the DCSF now seem to use the term 14-19 Plan rather than 14-19 Education Plan

Phase 4 should read

- LA contracts with FE Colleges and Schools
- NAS Contracts with providers for Apprenticeships

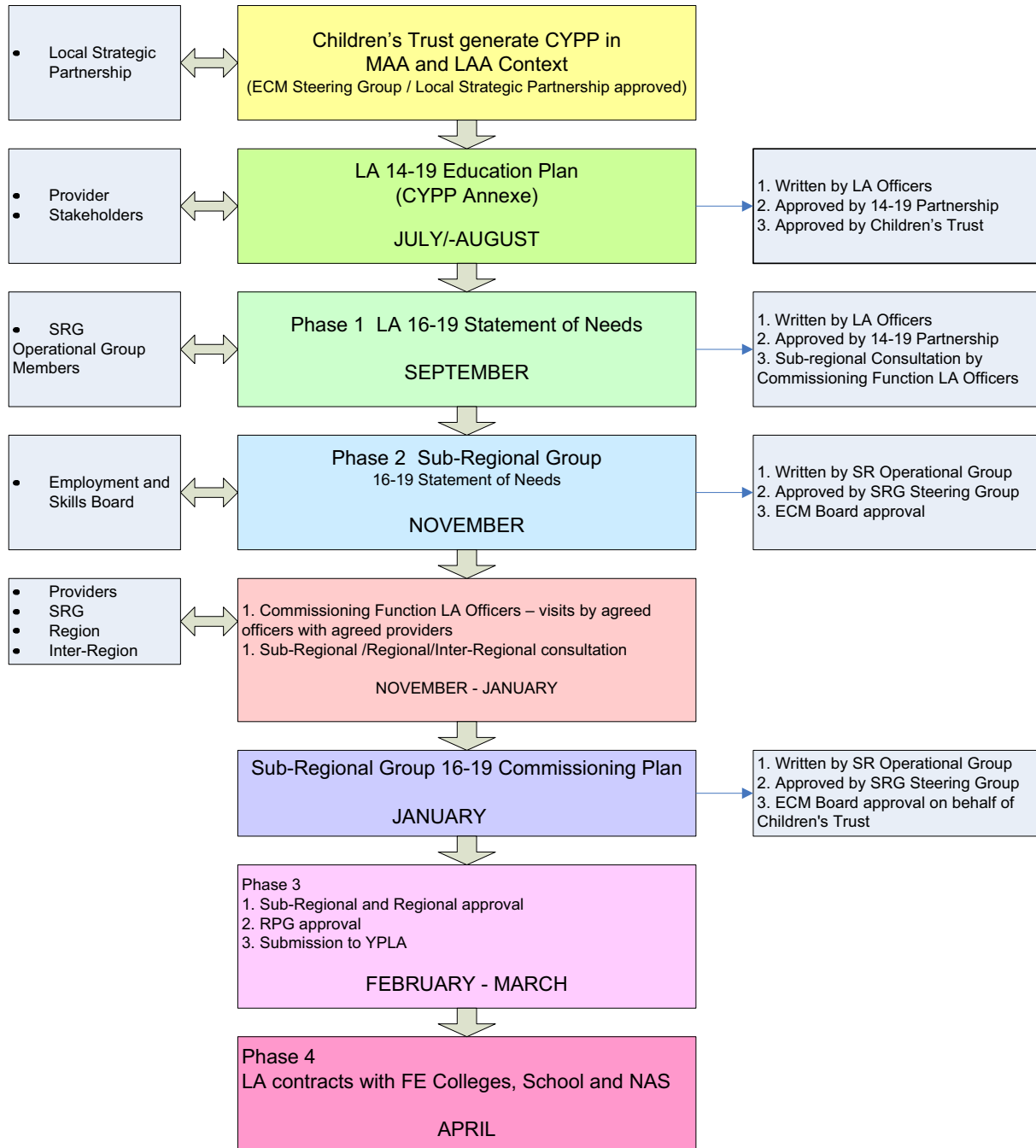
Annex 1

Stage 2 Sub-regional submission to DCSF & GOYH

North & East Yorkshire SRG draft 03 February 2009

Flow Chart showing draft proposals for North & East Yorkshire Sub-regional Group

Dialogue



Annex 1
Stage 2 Sub-regional submission to DCSF & GOYH

West Yorkshire 16-19 Sub-Regional Group (WYSRG)

Proposed Model of Governance

It is proposed that the sub region establish a two tier governance structure. This is outlined in broad terms below. Tier 1 is a sub regional **steering group** that is directly linked to the Regional Planning Group and which is directly accountable to the elected councils which the individuals represent. The second tier is an **operational group** of 14-19 officers that is directly accountable to the steering group and ensures that sub regional functions are maintained through effective communication.

1. Sub Regional Steering Group

WYSRG Steering group composition.

The Directors of Children's Services (DCSs) from Bradford Metropolitan District Council, Calderdale Borough Council, Kirklees Metropolitan Borough Council, City of Leeds Council and Wakefield Metropolitan Council or their representatives, one Government Office Yorkshire and Humber (GOYH) representative and one Young People's Learning Agency (YPLA) representative. The chair of this group would rotate but would be nominated by the group of five DCSs. The chair will serve for a maximum term of office of 2 years. It is anticipated that this group would need to meet 3 times per year.

A clerk would be established to service the groups but there will be no separate secretariat, this function will be undertaken by one of the Local Authorities acting on behalf of the others.

WYSRG Steering Group role.

The WYRSG will operate under a common set of principles in relation to the new legislative requirements and operational functions relating to the commissioning of 16-19 learning provision in, and where appropriate across, the Local Authorities of the Bradford, Calderdale, Kirklees, Leeds and Wakefield

Based on the overall aim of improving the quality of provision for all 16-19 learners the SRG will plan and resource learning programmes that are responsive to the needs of all learners through a process of collaboration and partnership with those

Annex 1

Stage 2 Sub-regional submission to DCSF & GOYH

key agencies and stakeholders engaged in the overall planning and commissioning process.

The WYSRG will ensure that that the key principles of commissioning set out in Appendix X are applied consistently across all the local authorities. However the role of the WYSRG must be mindful of one overriding principal that places the needs of the learner at the forefront of all decision making processes.

(Comment -. We need to be mindful of what the DCS level group can realistically cover in only 3 meetings per year. Several of these responsibilities could be moved to the Operational Group or need amending)

The WYSRG will:

- Provide strategic lead for post 16 provision by agreeing a sub-regional vision for 14-19
- Approved the sub-regional statement of priorities and the sub-regional commissioning Plan to go forward to region
- Identify key sub regional priorities (identifying priorities is an Ops group function, this group approves them as part of approving the sub-regional priorities)
- Develop strategies that deliver actions to address priorities and achieve the agreed vision (either Move to ops group or change to agree strategies developed by the Operational Group)
- Act as an arbiter for conflict resolution between Local Authorities
- Commission sub regional responses that link to regional and national needs of employers, communities and learners
- Monitor and evaluate the work of the operational group
- Link to the work of regional planning groups and national organisations
- Evaluate the work of sub regional activity by making comparisons with other sub regions, the region and the nation. (Move to ops group)
- Evaluate the improvements to provision over time (Move to ops group)
- Make recommendations to constituent LAs, organisations and providers. (Move to ops group)

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Stage 2 Sub-regional submission to DCSF & GOYH

- Respond directly to the needs of elected members of the individual local authorities.
- Maintain the autonomy of individual local authorities whilst promoting collaboration which supports improved learning
- Prioritise the needs of the most vulnerable learners (more of a commissioning principle than a responsibility)
- Ensure that a robust, transparent and appropriate business planning and commissioning cycle is maintained which corresponds to national timescales and local needs.
- Maximise the use of resources across the sub region
- Ensure that Information Advice and Guidance is impartial and recognises the opportunities provided across the sub region and beyond where appropriate (move to ops group/more of a commissioning principle than a responsibility)
- Liaises with sub regions bordering West Yorkshire. (Move to ops group)
- Ensure that sufficient and effective sub regional structures exist
- Promote and commission sub-regional networks
- Agree individual LA commissioning plans which align to sub regional and regional needs assessments (Comment – The SRG do not agree LA commissioning plans that is a matter for the individual LAs, however they do agree the sub-regional plan that goes forward to region)
- Ensure equality of treatment for all providers
- Ensure that there are appropriate commissioning and decommissioning processes in place at sub regional level that support LA commissioning processes
- Nolan Principles, 1996 and recent equal opportunities legislation need to form part of protocols.

Delegation of decision-making powers to DCS by cabinet/members – Key governance arrangements.

There will be a memorandum of understanding between the LAs and scheme of delegation specifying that decision making powers on sub-regional commissioning would be delegated to the DCS by each of the councils. This will be developed in full consultation with all the Local Authorities following the stage 2 submission.

Annex 1

Stage 2 Sub-regional submission to DCSF & GOYH

2. SRG Operational Group

SRG Operational Group composition.

The 14-19 Lead Officer from each of the five local authorities, one GOYH representative, one YPLA representative. The chair will rotate but will be nominated from the five local authorities.

A clerk would be established to service the groups but there will be no separate secretariat, this function will be undertaken by one of the Local Authorities acting on behalf of the others.

It is anticipated that this group would meet 6 times per year and would establish a rolling programme of activity

SRG Operational Group role

This group has specific roles:

1. To draft the Sub-Regional Group 16-19 Statement of Need
2. To draft the Sub-Regional Group 16-19 Commissioning Plan
3. To carry-out the work delegated to it by the Sub regional steering Group

General Further Education Colleges

Each Local Authority would commission with GFE colleges within its boundaries on behalf of the SRG

Annex 1
Stage 2 Sub-regional submission to DCSF & GOYH

West Yorkshire 16-19 Sub-Regional Group

Dispute resolution – draft proposals

Where potential or actual conflicts arise between two or more local Authorities within the sub-region the following protocol shall be applied.

1. The LA officers concerned will do everything possible to resolve issues of potential dispute without referring to the Sub-Regional Group (SRG), including holding bi-lateral discussions about cross-authority issues. In the first instance this will be strategic officer lead discussion below Director level.
2. Should the matter fail to be resolved by lead officers for 14-19 within L.A.s the matter shall be referred to the relevant Director's of Children's Services.
3. DCS's will refer issues concerning 16-19 provision and funding allocations that are either politically sensitive locally or matters of potential dispute either within or beyond the Authority to the appropriate elected-member forum within their council to establish a member view on these issues.
4. DCSs will be bound by local member decisions. Members will authorise the DCS to act on behalf of the Authority in discussions in the West Yorkshire SRG, the Yorkshire and Humber Regional Planning Group (RPG) and the Young People's Learning Agency (YPLA). Where necessary, these member decisions will be referred to the SRG, the RPG and the YPLA.
5. DCSs will advise and support elected members to understand the decision making process for the allocation of funding for 16-19 provision.
6. Where resolution of issues at 2 fail to be resolved by DCSs then the matter should be considered by the SRG as a whole.
7. Where resolution of issues affects all members of the SRG and cannot be resolved the SRG will refer issues of dispute for resolution by the RPG and/or the YPLA where the outcome is likely to have a significantly detrimental effect on one of the authorities who are members of the SRG. (Comment - We feel that it should go to Chief Execs first to try and resolve)
8. Where a resolution of an issue between two member LA's is resolved by the SRG but not to the satisfaction of any one relevant LA the matter could be referred to the RPG for appeal. This would be the last possible cause of action within this process.
9. Decisions made by organisations acting in arbitration should ensure consideration of:
 - a. The needs of learners, first and foremost, especially the needs of more vulnerable learners including those with SEN and LDD.
 - b. The stability of Local Authorities and institutions especially in longer term consideration of ability to deliver services to learners.

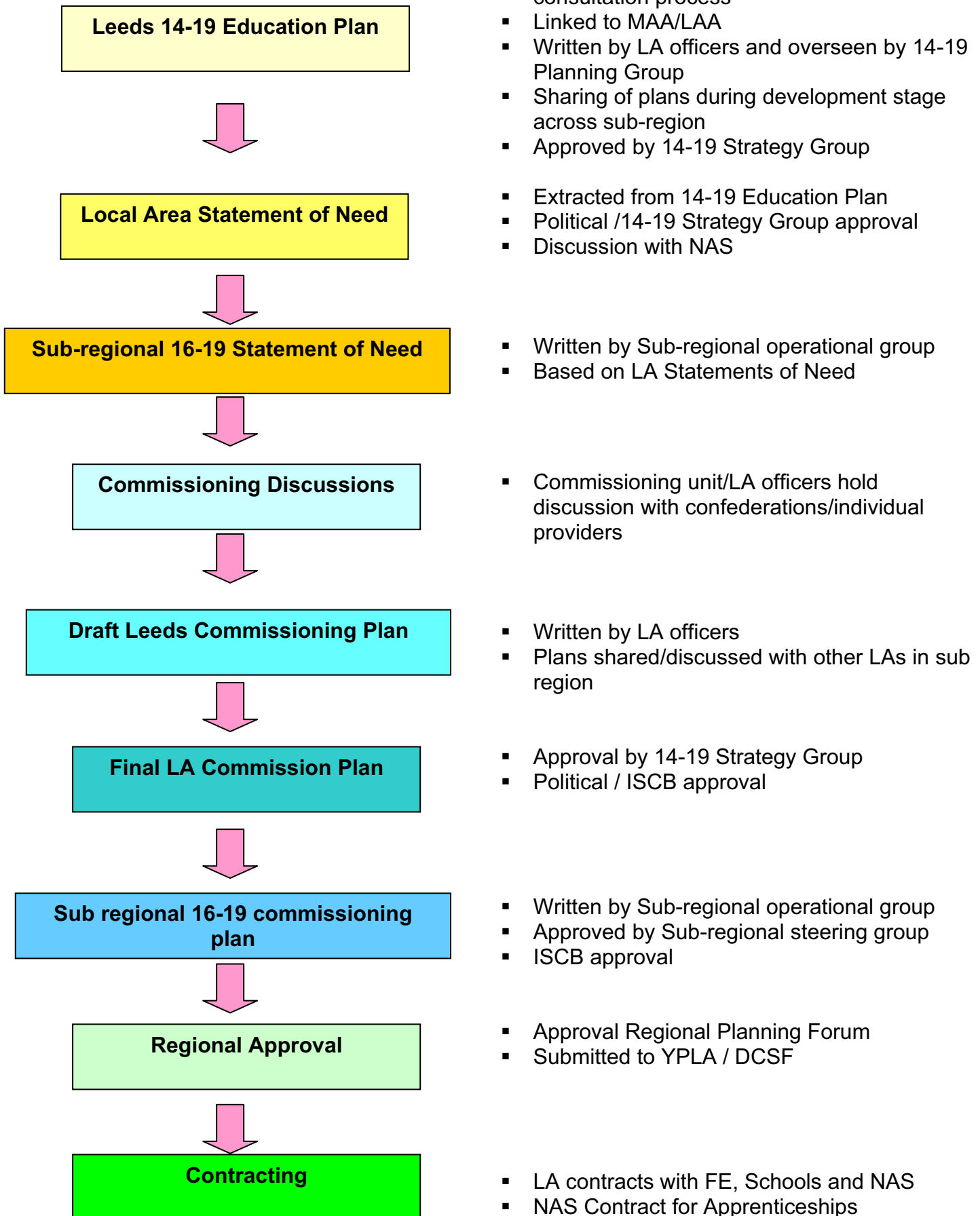
Developed by Sector training Consultancy

on behalf of

All 5 local authorities in West Yorkshire

AVAILABLE DURING w/c 23.02.09

**Annex 2
Leeds / West Yorkshire 16 / 19(25) Commissioning**



Agenda Item:

Originator: Pat Toner

Telephone: 2475613

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS**EXECUTIVE BOARD: 4 March 2009****SUBJECT: Proposal to close South Leeds High School on 31 August 2009**

EXECUTIVE SUMMARY**PURPOSE OF THIS REPORT**

- 1 This report informs the Executive Board of the response to the statutory notice for the proposal to close South Leeds High School on 31 August 2009.
- 2 The Executive Board is the decision maker with regard to the school closure. The DCSF are separately completing a feasibility study about the proposed academy to be situated on the South Leeds High School site from 1 September 2009, which if successful, will lead to the approval of the academy by the Secretary of State.
- 3 This report recommends the Executive Board approve the closure of South Leeds High School on 31 August 2009.

BACKGROUND INFORMATION

- 4 The Executive Board approved the publication of a statutory notice in December 2008 following a public consultation on the proposal in September / October 2008. The statutory notice period ran from 12th December 2008 to 23rd January 2009.
- 5 Under the Education and Inspections Act 2006 the local authority has until 23 March 2009 to make a final decision on the closure proposal failing which the proposal must be referred to the Schools Adjudicator within one week for a decision. The Executive Board has chosen to set up the School Organisation Advisory Board (SOAB) to consider school organisation proposals in the event of any objections. In the absence of any objections it has not been convened and the Executive Board are required to make a decision on the proposal.

RESOURCE IMPLICATIONS

- 6 There would be an anticipated budget deficit of £1.15m to write off in order to open the new academy. To date, Leeds City Council has been unable to secure additional funding for this purpose, and in this circumstance would therefore expect to have to draw on the Dedicated Schools Grant to meet this deficit. The

projected deficit has increased as the school has not managed to keep within its budget recovery plan. Education Leeds is working with the governing body and School Partnership Trust to determine action to ensure that the deficit does not increase further.

- 7 In addition, there would be an ongoing impact on the Dedicated Schools Grant. In addition to the funding adjustment through replication of the local formula, ongoing funding would also be removed based on the level of central expenditure on certain activity within the schools budget. This funding adjustment would require the Local Authority to cut central expenditure in line with the reduction of funding. Due to the level of fixed costs, economies of scale and varying support provided for individual schools, the budget reduction is unlikely to match the cost reductions through no longer providing services to the closing school.
- 8 The DCSF guidance states that information will be provided to local authorities by February each year in order that an initial calculation can be included within the budget for the following year. Under the proposed model the actual adjustment will not be finalised until October, and could lead to an in year adjustment to the central schools budget.
- 9 There is a range of financial and other implications arising from the transfer of the asset to the Academy Trust, specifically linked to the existing PFI contract, which are discussed in the main body of the report.

RECOMMENDATIONS

- 10 The Executive Board is asked to;
 - (i) Note there were no responses to the statutory notice
 - (ii) Approve the unconditional closure of South Leeds High School on 31 August 2009.
 - (iii) Note the PFI development costs that will be incurred by the City Council arising from the closure of South Leeds High School and establishment of an Academy.

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 4 March 2009

SUBJECT: Proposal to close South Leeds High School on 31 August 2009

<p>Electoral Wards Affected:</p> <p>Middleton Park City and Hunslet Beeston and Holbeck</p> <p><input checked="" type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality & Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input checked="" type="checkbox"/></p>
<p>Eligible for Call-in <input checked="" type="checkbox"/></p>	<p>Not Eligible for Call-in (Details contained in the Report) <input type="checkbox"/></p>

1.0 PURPOSE OF THIS REPORT

- 1.1 This report informs the Executive Board of the responses to the statutory notice for the proposal to close South Leeds High School on 31 August 2009.
- 1.2 The Executive Board is the decision maker with regard to the school closure. The DCSF are separately completing a feasibility study about the proposed academy to be situated on the South Leeds High School site from 1 September 2009, which if successful will lead to the approval of the academy by the Secretary of State.
- 1.3 This report recommends the Executive Board approve the closure of South Leeds High School on 31 August 2009.

2.0 BACKGROUND INFORMATION

- 2.1 The Executive Board approved the publication of a statutory notice in December 2008 following a public consultation on the proposal in September / October 2008. The statutory notice period ran from 12th December 2008 to 23rd January 2009. A copy of the notice can be found in Appendix 1.

2.2 There were no responses to the statutory notice. The Education and Inspections Act 2006 (“the EIA”) determines under which paragraph the closure proposals should be considered by the local authority. If objections have been received the closure proposals are considered under paragraph 8 of Schedule 2 of the EIA and a subsection to that paragraph allows for conditions to apply. These conditions are set out in Regulations. One permitted condition allows closure proposals to be conditional upon the making of a funding agreement by the Secretary of State to establish an Academy. However where no objections have been received the closure proposals are considered under paragraph 19 of Schedule 2 to the EIA. This paragraph does not make provision for a condition to apply. Any decision to close the school will therefore have to be unconditional. This is an unintended consequence of the legislation as drafted and will require a change to primary legislation to allow conditional approvals to be given where no objections have been received. Should there be any problem with the approval of the academy in time, Leeds City Council would then need to revoke any closure decision. Information is not available at the present time regarding when the Funding Agreement will be signed by the Secretary of State. The feasibility phase for the Academy is due to end on 31 March 2009. The Secretary of State then decides whether to enter into a legally binding Funding Agreement to establish an Academy although there is no specified time limit. There is a very limited time to start the process for obtaining Executive Board approval to revoke any closure decision. To ensure that a decision to revoke the closure proposal is taken before the scheduled closure of the South Leeds High School on 31 August 2009 the following time table would need to be met:

13 May 2009 – latest date for approval of Executive Board to publish statutory notice revoking closure

29 June 2009 – End of statutory notice period (Executive Board then has 2 months to decide on proposal. If objections are received to the proposal the proposal will fall to be considered by SOAB before going to Executive Board for a decision however -

22 July 2009 or 26 August 2009 – last Executive Board meetings before South Leeds High School closes at which decision on revocation proposal can be taken.

2.3 Under the Education and Inspections Act 2006 the local authority has until 23 March 2009 to make a final decision on the closure proposal, otherwise the issue must be referred to the schools adjudicator within one week. The Executive Board at its meeting in October 2007 set up the School Organisation Advisory Board (SOAB) to consider and make recommendations upon school organisation proposals :-

- where objections have been submitted
- as otherwise required by the Authority.

In the absence of any objections, and in accordance with its terms of reference, the SOAB has not been convened, and the Executive Board are required to make a decision on the proposal. The Board is required to consider 4 key issues:

- Is there any information missing?
The information is referred to or attached to this report.
- Does the published notice comply with statutory requirements?
The published notice complies with statutory requirements.
- Has the public consultation been carried out prior to the publication of the notice?
Details of the issues raised during the public consultation period were submitted in the Executive Board report of 3 December 2008. An extract of that report summarising the themes of the representations can be found in Appendix 2.
- Are the proposals ‘related’ to other published proposals and should therefore be considered together?

No the EIA outlines what can be considered related proposals for this purpose and does not include Academies.

3.0 THE MAIN ISSUES

3.1 There are 4 key reasons why Education Leeds believes this is the right proposal for South Leeds:

- The need to accelerate improvement. We recognise there has been improvement, but we need to see this impact faster on the achievements of young people.
- An academy would bring extra capacity (both professional expertise and other resources) to sustain improvement into the medium term.
- In the School Partnership Trust (SPT) we have a local partner committed to sustaining and building upon South Leeds High School's contribution to the wider education community of Leeds.
- SPT's knowledge and expertise involving local colleges, our universities, local health and social care services, the police and local businesses to improve opportunities and outcomes for young people is needed in South Leeds.

4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 The issues addressed in this report will impact on the 'Narrowing the Gap' and 'Going up a League' agendas. Academies in Leeds have the potential to contribute to the ambitious targets to meet key priorities within the Children and Young People's Plan and the work on the Local Area Agreement.

5.0 LEGAL AND RESOURCE IMPLICATIONS

Statutory implications

5.1 The decision on the closure of South Leeds High School is the responsibility of the Local Authority. The Authority must have regard to the Guidance issued by the DCSF. A full copy of the Guidance has been given to members of Executive Board. In particular when taking its decision on proposals in relation to school closures it should consider the following.

- Effects on Standards and School Improvement
- Academies provision
- Diversity
- Every Child Matters
- Need for Places
- Impact on Community and Travel

It should be noted that paragraph 4.27 of the Guidance is misleading in stating that where a school "proposed for closure is dependent on the establishment of an Academy, any approval of closure proposals should be conditional on the Secretary of State making an agreement for an Academy but there should be a general presumption in favour of approval". This conflicts with paragraph 4.64 of the same Guidance which states that conditional approval cannot be granted where proposals are decided where there are no objections as in the present case. The DCSF is aware of this "issue" and has indicated it will be taking steps to resolve it at some time in the future.

5.2 The Executive Board may:-

- Approve the proposals
- Reject the proposals

- Approve the proposals with a modification (e.g. school closure date) but not to the extent of substituting new proposals.

The Executive Board must give reasons for the decision irrespective of whether the proposals are rejected or approved indicating the main factors/criteria for the decision. There is no right of appeal against the decision in this case. If the Executive Board does not make a decision on the proposals within 2 months of the end of the statutory notice that is by 23 March 2009 the Authority must within one week refer the proposals to the Schools Adjudicator for a decision.. The Schools Adjudicator has no time limit within which to decide the proposals but has indicated a general target of 6 weeks although in complex closure cases where further consultation may be required it will take longer.

- 5.3 There is a separate process of consultation regarding the opening of the new academy with The School Partnership Trust as the sponsor. The final decision maker with responsibility for approving the opening of the specific new academy is the DCSF. In making this final decision they will consider the feasibility plan drawn up using input from informal consultation between the sponsor, and all key stakeholders, including the Principal designate, the staff, pupils, local residents and Leeds City Council.
- 5.4 Under current legislation, deficit budget balances at existing schools have to be written off by the Local Authority on closure. Legislation does not provide for a deficit budget balance to carry forward to a successor academy. The anticipated budget deficit is £1.15m. Leeds City Council has been unable to secure additional funding for this purpose to date, and in this circumstance would therefore expect to have to draw on the Dedicated Schools Grant to meet this deficit. This would impact on the budget available to the remaining schools. The projected deficit has increased as the school has not managed to keep within its budget recovery plan. Education Leeds is discussing with the governing body and SPT action to ensure that the deficit does not increase further.
- 5.5 In addition, there would be an ongoing impact on the Dedicated Schools Grant. For any new Academies from 2008/09 the budget adjustment will be based on a 'recoupment' method. This involves the removal of the level of funding that would have been provided to the Academy had it still have been funded through the local formula. In addition to the funding adjustment through replication of the local formula, funding would also be removed based on the level of central expenditure on certain central activity within the schools budget known as the Local Authority Central Spend Equivalent Grant (LACSEG). This is based on one figure per pupil on roll at the Academy (£99.79 in 2008/09) and a further amount per pupil at school action or school action plus on the SEN register (£120.81 in 2008/09). Based on pupil numbers at PLASC 2008 this would result in a LACSEG of £101,830 being removed from the Dedicated Schools Grant.
- 5.6 This funding adjustment will require the Local Authority to cut central expenditure in line with the reduction of funding. Due to the level of fixed costs, economies of scale and varying support provided for individual schools, the budget reduction is unlikely to match the cost reductions through no longer providing services to the closing school.
- 5.7 Given the nature of academies serving deprived communities it is very likely that the recoupment model would remove more funding than the pupil numbers generate within the dedicated schools grant calculation. The DCSF guidance states that information will be provided to local authorities by February each year in order that an initial calculation can be included within the budget for the following financial year. Under the proposed model the actual adjustment will not

be finalised until October, and could lead to an in year adjustment to the central schools budget. This methodology will lead to additional finance time being spent on discussing/ calculating/ agreeing annual budget adjustment figures with the DCSF Academies Unit, and possibly the management of in-year budget reductions within the schools budget.

- 5.8 Part of the funding that would go directly to the academy rather than via the local authority is the allocation for extended services. It is unclear what the potential academy may decide regarding this contribution, and therefore what the impact on the local extended services clusters in South Leeds may be. It should be noted that the local authority power to 'direct' community use is removed when a school becomes an academy. Out of hours use of the premises would be fully under the control of the governing body, within the terms of the PFI contract.
- 5.9 There are a range of other issues that need to be considered by the Executive Board, as a consequence of the closure of South Leeds High School and the creation of an academy. As Executive Board Members will be aware, South Leeds High School was one of the schools constructed through the Leeds Combined Secondary Schools Project. Through the creation of an academy the operation and use and control of South Leeds High School would transfer from the Governing Body to the control of the Academy Trust. However the effect of model contract documents from Partnerships for Schools considered below is that Leeds City Council would continue to be a counter-party to the PFI contract and responsible for the payment of the ongoing Unitary Charge Bill from Council resources, currently supplemented by contributions recovered from the Governors. The Academy will pick up the responsibility to pay contributions to the Council, and will be required to continue to work within the terms of the PFI arrangements, in particular the continued provision of Services by the PFI Contractor.
- 5.10 The model project documentation suggests that amounts contained in PFI 'Promissory note' will still be payable to the Council who will continue to be responsible for payment of the Unitary Charge. The Academy Trust will be funded directly by DCSF and the Council will need to enter into a Schools Agreement with the Academy Trust to ensure that the current financial and contractual obligations including the payment of premises management and maintenance costs, which makes up the balance of the Unitary Charge under the Governors Agreement, are transferred to the Academy Trust.
- 5.11 South Leeds was part of the Combined Secondary Schools Project which had a total capital build cost of £97.025 million of which the construction cost of South Leeds High School was £19.948 million. This attracts a current Unitary Charge bill of £13.204 million for all schools in the CSSP (of which £2.6m is for South Leeds High School), which is subject to annual indexation, adjustments for contractual risks and client change and benchmarking at five yearly intervals.
- 5.12 Model documentation setting out how risks will be dealt with for the duration of the PFI contract has been received from DCSF. Although governance arrangements are passed to the Academy Trust, since the Council will remain counter-party to the PFI contract it will retain responsibility for ongoing contract management, including payment of the Unitary Charge Bill, variation management and ensuring all contractual parties operate in a cooperative manner, including ensuring that the Academy Trust does not impede access for the PFI contractor and recovery of any costs relating to pupil vandalism directly from the academy. Given the ongoing financial commitment by the City Council, it is essential that a high level of contract management continues over the life of the PFI contract, to ensure value for money (VFM) for Leeds City Council. This will have a continuing resource implication for

Education Leeds.

- 5.13 Under the terms of the documentation provided to the Council by DCSF, the DCSF indemnify LAs against default by the Academy Trust. However officers consider that further work is still required to ensure that the terms of the indemnity in the model document are wide enough to cover all potential increases in the Unitary Charge element relating to South Leeds. Within the current funding framework for SLHS PFI project there is an affordability gap that is resourced by Leeds City Council. Once SLHS becomes an academy the affordability gap will continue to exist and will still need to be funded by Leeds City Council. Further discussions are continuing with DCSF and the Academy Trust to seek to ensure that any other payments in relation to South Leeds High School that become payable to the PFI contractor are met by the Academy Trust, providing they haven't been incurred as a result of negligence on the part of the Council in its contract management role and, to ensure that if the Academy Trust defaulted on any of these payments, payment would be made through the DCSF indemnity. It is anticipated that the main principles of this documentation will be agreed by the end of March with documentation being completed prior to the Academy opening. It is understood that no additional budget allocation will be available to the Council.
- 5.14 In the establishment of an academy outside PFI, the Council and the Academy Trust are required to sign up to a lease of the land to the Academy Trust for a period of 125 years. As South Leeds High School was established through PFI, care needs to be taken to ensure this does not impact on the PFI arrangements. Again, Council Officers are currently working to address this issue through discussion with DCSF and Partnerships for Schools (Pfs). Again, it is anticipated that the main principles of this documentation will be agreed by the end of March with documentation being completed prior to the Academy opening. In accordance with the principles outlined above, the Academy Trust must accept that it is buying into the existing arrangements established through the PFI contract, including the already negotiated service agreements and building design.
- 5.15 To implement these contractual arrangements, the City Council will have to incur a number of costs relating to legal, financial and project management aspects of the transaction. A provisional estimate of between £100 and £200k has been provided for this work. It should be noted that these costs would be chargeable to revenue and there is no DCSF funding support available for these costs.
- 5.16 Another financial consideration by Leeds City Council is the treatment of VAT as a consequence of the formation of an academy. Whilst a new build is not required through these arrangements, there is the potential for extension or modification works, which may have future capital cost and VAT implications for Leeds City Council. Officers of Leeds City Council are clarifying the implications of VAT treatment in relation to the establishment of Academies and are seeking specialist advice, and anticipate that this work will be completed by the end of March, i.e. before the transfer of assets, and to meet the requirements of the academy approval process.
- 5.17 Concern has been expressed by the Leeds City Council regarding aspirations of the proposed academy for expansive use of the John Charles Centre, detailed in the Expression Of Interest. Education Leeds has worked with South Leeds High School and the Council to develop a Service Level Agreement which will protect the interests of the Council and enable the school to access sporting provision at the John Charles Centre.
- 5.18 The expression of interest proposed a sixth form of 300. Currently there are

approximately 50 on roll in the sixth form. Nationally, funding for 16-19 assumes no growth in numbers in sixth forms and colleges. Under current arrangements for academies the DCSF top slice the post 16 funding available to the LSC based on forecast numbers from the academies. The LSC then has to manage any growth in this academy top slice through further reductions in funding to maintained sixth forms and colleges. It is unclear as to whether this management would take place ring-fenced to the Leeds allocation or would be managed regionally. If any increase in academy sixth form numbers had to be managed within the Leeds allocation it could have a significant effect on the funding of other provision.

6.0 RECOMMENDATIONS

6.1 The Executive Board is asked to;

- (i) Note there were no responses to the statutory notice
- (ii) Approve the unconditional closure of South Leeds High School on 31 August 2009
- (iii) Note the PFI development costs that will be incurred by the City Council arising from the closure of South Leeds High School and establishment of an Academy.

7.0 BACKGROUND REPORTS

7.1 Exec Board December 2008. Future secondary provision proposal for South Leeds High School. Report back on public consultation
Schools Forum Report 18th September 2008. Future secondary school provision proposals for South Leeds High School and South Leeds High School
Exec Board July 2008. South Leeds Expression of Interest.
Exec Board October 2007. Consultation Draft on the future of Academies in Leeds
Exec Board October 2007. Arrangements post the abolition of the Leeds School Organisation Committee.

Appendix 1 Copy of the Statutory Notice – Full Notice

MATTERS TO BE SPECIFIED IN SECTION 15 PROPOSALS TO DISCONTINUE A SCHOOL

Insert the information asked for in the expandable box below each section.

Contact details

1. The name of the local education authority or governing body publishing the proposals, and a contact address, and the name of the school it is proposed that should be discontinued.

Leeds City Council, C/O Chief Executive, Education Leeds, FAO School Organisation Team, 9th Floor West, Merrion House, Merrion Centre, Leeds LS2 8DT is proposing the closure of South Leeds High School. The closure is conditional upon the making of an Agreement between the Secretary of State for Children Families and Schools and the School Partnership Trust to open an Academy on the same site.

Implementation

2. The date when it is planned that the proposals will be implemented, or where the proposals are to be implemented in stages, information about each stage and the date on which each stage is planned to be implemented.

South Leeds High School would close on 31/08/09.. The new School, Partnership Trust Academy would open on 1 September 2009.

Consultation

3. A statement to the effect that all applicable statutory requirements to consult in relation to the proposals were complied with.

In accordance with current statutory requirements and guidance a 6 week consultation period on the proposed closure of South Leeds High School was held from 8 Sept to 17 Oct 2008. Responses were duly recorded and considered by Leeds City Council Executive Board, which has decided to proceed with the consultation.

4. Evidence of the consultation before the proposals were published including—

- (a) a list of persons and/or parties who were consulted;
- (b) minutes of all public consultation meetings;
- (c) the views of the persons consulted; and
- (d) copies of all consultation documents and a statement of how these were made available.

Details of who was consulted and how, how the consultation document was distributed, and the responses to the consultation can all be found in the report to Leeds City Council Executive Board “Future Secondary Provision Proposal for South Leeds High School”. The report, alongside the consultation document, and the minutes of the meetings can all be found at www.educationleeds.co.uk/schoolorganisation. Alternatively you can obtain a copy from School Organisation Team, Education Leeds, 9th Floor West, Merrion House, Merrion Centre, Leeds, LS2 8DT.

Objectives

5. The objectives of the proposal.

The objective of the proposal is to improve educational outcomes for children and young people in inner south Leeds. The proposal aims to accelerate improvements in outcomes for children and expects the establishment of a new Academy following the proposed closure to sustain and build upon the Academy’s contribution to the wider education community of Leeds, and to use it’s expertise in involving local partners to improve opportunities and outcomes for children and young people.

Standards and Diversity

6. A statement and supporting evidence indicating how the proposals will impact on the standards, diversity and quality of education in the area.

The proposal to close South Leeds High School is driven in large part by a response to the National Challenge to improve standards. It is expected that the additional resources provided by an Academy should enable standards to be improved. This would be the only Academy in the south of the city, and it is expected to increase choice and diversity for students in that area. The sponsor for the new Academy has a record of attainment at Garforth Community College.

Provision for 16 -19 year olds

7. Where the school proposed to be discontinued provides sixth form education, how the proposals will impact on—

- (a) the educational or training achievements;
- (b) participation in education or training; and
- (c) the range of educational or training opportunities, for 16-19 year olds in the area.

The proposed Academy is expected to continue to operate a sixth form, details of which are to be agreed between the Secretary of State and the School Partnership Trust. The broader 14-19 needs across the city are currently under review, and the new Academy would also be expected to participate fully in these plans.

Need for places

8. A statement and supporting evidence about the need for places in the area including whether there is sufficient capacity to accommodate displaced pupils.

It is intended that pupils will transfer to the new Academy in accordance with pupil admission arrangements of the new Academy or seek admission to other schools that have places available.

9. Where the school has a religious character, a statement about the impact of the proposed closure on the balance of denominational provision in the area and the impact on parental choice.

Not applicable

Current School Information

10. Information as to the numbers, age range, sex and special educational needs of pupils (distinguishing between boarding and day pupils) for whom provision is made at the school.

South Leeds High School is a co-educational 11-19 school. The current school has an admissions limit of 210, providing an 11-16 capacity of 1050. The overall net capacity is 1225. At PLASC 08 it had 1138 11-16 year olds on roll, and 52 post 16. It had and 14 children (1%) with statemented SEN and a further 505 on school action or school action plus (44%).

Displaced Pupils

11. Details of the schools or further education colleges which pupils at the school for whom provision is to be discontinued will be offered places, including—

- (a) any interim arrangements;
- (b) where the school included provision that is recognised by the local education authority as reserved for children with special educational needs, the alternative provision to be made for pupils in the school's reserved provision; and
- (c) in the case of special schools, alternative provision made by local education authorities other than the authority which maintains the school.

It is intended that pupils will transfer to the new Academy in accordance with pupil admission arrangements of the new Academy or seek admission to other schools that have places available.

12. Details of any other measures proposed to be taken to increase the number of school or further education college places available in consequence of the proposed discontinuance.

It is expected that the proposed academy will offer the same admissions limit of 210.

Impact on the Community

13. A statement and supporting evidence about the impact on the community and any measures proposed to mitigate any adverse impact.

The new Academy is expected to draw from the same community, and any adverse impact is not anticipated

14. Details of extended services the school offered and what it is proposed for these services once the school has discontinued.

The school is part of the LS10XS extended services cluster. It would be for the new Academy to consider whether to remain a part of the cluster or provide access to extended services through alternative partnerships.

Travel

15. Details of length and journeys to alternative provision.

The new academy will be on the same site and will not alter journeys to/from school

16. The proposed arrangements for travel of displaced pupils to other schools including how they will help to work against increased car use.

The Education Leeds Policy for the Provision of Home to School or College Transport for Children and Students Prior to their nineteenth birthday current at the time of transfer will apply as appropriate to pupils attending other schools.

Related Proposals.

17. A statement as to whether in the opinion of the local education authority or governing body, the proposals are related to any other proposals which may have been, are, or are about to be published.

The closure of South Leeds High School is conditional upon the making of an agreement between the Secretary of State for Children, School and Families and the School Partnership Trust to open an Academy on the same site on 1 September 2009 and to which pupils will transfer in accordance with pupil admission arrangements of the new Academy or seek admission to other schools that have places available.

Rural Primary Schools

18. Where proposals relate to a rural primary school designated as such by an order made for the purposes of section 15 of the EIA 2006, a statement that the local education authority or the governing body (as the case may be) considered—

- (a) the likely effect of discontinuance of the school on the local community;
 - (b) the availability, and likely cost to the local education authority, of transport to other schools;
 - (c) any increase in the use of motor vehicles which is likely to result from the discontinuance of the school, and the likely effects of any such increase; and
 - (d) any alternatives to the discontinuance of the school,
- as required by section 15(4) of the EIA 2006.

Not applicable

Maintained nursery schools

19. Where proposals relate to the discontinuance of a maintained nursery school, a statement setting out—

- (a) the consideration that has been given to developing the school into a children's centre and the grounds for not doing so;
- (b) the local education authority's assessment of the quality and quantity of the alternative provision compared to the school proposed to be discontinued and the proposed arrangements to ensure the expertise and specialism continues to be available; and
- (c) the accessibility and convenience of replacement provision for local parents.

Not applicable

Special educational provision

20. Where existing provision for pupils with special educational needs is being discontinued, a statement as to how the local education authority or the governing body believes the proposal is likely to lead to improvements in the standard, quality and/or range of the educational provision for these children.

Not applicable

Appendix 1 Extract of the Executive Board Report December 2008
'Future secondary provision proposal for South Leeds High School'
Main Report, Section 3 Main Issues.

- 3.6 **Theme 1. The reasons for further change, and the desire for stability to consolidate following extensive recent change. Why an academy?**
Within the context of the National Challenge, the local authority is obliged to consider structural and governance changes, including academy status, to accelerate improvements at the school. The government has raised their expectations of the minimum standards schools must achieve, and the timescale to achieve them. Education Leeds believes that South Leeds High School has made a powerful contribution to social cohesion in South Leeds and that Academy status would build the capacity to sustain these improvements into the medium and long term. Furthermore, Education Leeds believes the proposed change in governance from community school to academy status would be considerably less disruptive for pupils than the previous amalgamation.
- 3.7 **Theme 2. Staffing issues; employment rights, staffing structure, pay and conditions, union recognition. The role of the current head teacher.**
The Transfer of Undertakings (protection of Employment) Regulations 2006 (TUPE) apply to staff. This ensures that staff would have a job at the new academy and that their terms and conditions, including pension entitlements, would be protected. A new staffing structure would be the prerogative of the Governing body. Should any new staffing structure be agreed, this would require consultation under TUPE. Education Leeds would offer support in seeking redeployment to those choosing to resign their post in principle as an alternative to working in an academy.
- 3.8 **Theme 3. Details of the proposed academy; curriculum, admissions policy, exclusions policy, transition arrangements. Why & how it would be better for pupils and the community.**
Schools Partnership Trust has outlined their intention to consult fully on all aspects of the new academy to ensure the views of all stakeholders are taken into account. Specific reassurances have been given regarding the admissions policy and exclusion arrangements, in line with the memorandum of understanding currently under consideration. Details of some aspects of the curriculum are dependent on the wider 14-19 review currently underway, however School Partnership Trust have a clear commitment to individualised learning, and to both academic and vocational pathways. They have indicated their intent to introduce specialisms of humanities and vocational education.
- 3.9 **Theme 4. School Partnership Trust as an organisation, their role, funding, plans and background, comparisons to other academy sponsors.**
School Partnership Trust (SPT) is a charitable trust with membership from Garforth community college and four primary schools in Garforth, Leeds NHS (formally the PCT), and Trinity. (formally Trinity and All Saints College). They have used their experience as a Trust to work in partnership with agencies such as the PCT, social services and the universities to secure improved outcomes for children in that area. They have a fully inclusive ethos, and wish to work with the local community to provide local solutions for local people.
- 3.10 **Theme 5 Governance, accountability and process issues**
The constitution of the academy's governing body must include the sponsor, the local authority, the principal and parent representatives. SPT have indicated that they will ensure that their articles of association will also ensure representation from teaching and support staff. 51% of the governing body of any academy must be appointed by sponsor. South Leeds High School intend to use local people to fill these roles.
- 3.11 **Theme 6 Financial and miscellaneous**
These issues are addressed individually in the summary of consultation responses in appendix 3.

Agenda Item:**Originator: Pat Toner****Telephone: 0113 2475613**

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS**EXECUTIVE BOARD: 4 March 2009****SUBJECT: Proposal to close Intake High School Arts College on 31 August 2009**

EXECUTIVE SUMMARY**PURPOSE OF THIS REPORT**

- 1 This report informs the Executive Board of the responses to the statutory notice for the proposal to close Intake High School Arts College on 31 August 2009.
- 2 The Executive Board is the decision maker with regard to the school closure. The DCSF are separately completing a feasibility study about the proposed academy to be situated on the Intake High School site from 1 September 2009, which if successful will lead to the approval of the academy by the Secretary of State.
- 3 This report recommends the Executive Board approve the closure of Intake High School Arts College on 31 August 2009.

BACKGROUND INFORMATION

- 4 The Executive Board approved the publication of a statutory notice in December 2008 following a public consultation on the proposal in September / October 2008. The statutory notice period ran from 12th December 2008 to 23rd January 2009.
- 5 Under the Education and Inspections Act 2006 the local authority has until 23 March 2009 to make a final decision on the closure proposal failing which the proposal must be referred to the Schools Adjudicator within one week for a decision. The Executive Board has chosen to set up the School Organisation Advisory Board (SOAB) to consider school organisation proposals in the event of any objections. In the absence of any objections it has not been convened and the Executive Board are required to make a decision on the proposal.

RESOURCE IMPLICATIONS

- 6 There would be an anticipated budget deficit of £250k to write off in order to open the new academy. Leeds City Council has been unable to secure additional funding for this purpose and, in these circumstances, would therefore expect to have to draw on the Dedicated Schools Grant to meet this deficit.

- 7 In addition, there would be an ongoing impact on the Dedicated Schools Grant. In addition to the funding adjustment through replication of the local formula, ongoing funding would also be removed based on the level of central expenditure on certain central activity within the schools budget. This funding adjustment would require the Local Authority to cut central expenditure in line with the reduction of funding. Due to the level of fixed costs, economies of scale and varying support provided for individual schools the budget reduction is unlikely to match the cost reductions through no longer providing services to the closing school.
- 8 The DCSF guidance states that information will be provided to local authorities by February each year in order that an initial calculation can be included within the budget for the following year. Under the proposed model the actual adjustment will not be finalised until October, and could lead to an in year adjustment to the central schools budget.

RECOMMENDATIONS

- 9 The Executive Board is asked to;
- (i) Note there were no responses to the statutory notice
 - (ii) Approve the unconditional closure of Intake High School Arts College on 31st August 2009.

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 4 March 2009

SUBJECT: Proposal to close Intake High School Arts College on 31 August 2009

<p>Electoral Wards Affected:</p> <p>Bramley and Stanningley, Armley, Kirkstall</p> <p><input checked="" type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality & Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input checked="" type="checkbox"/></p>
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Eligible for Call-in

Not Eligible for Call-in (Details contained in the Report)

1.0 PURPOSE OF THIS REPORT

- 1.1 This report informs the Executive Board of the responses to the statutory notice for the proposal to close Intake High School Arts College on 31st August 2009.
- 1.2 The Executive Board is the decision maker with regard to the school closure. The DCSF are separately completing a feasibility study about the proposed academy, to be situated on the Intake High School site from 1 September 2009, which if successful will lead to the approval of the academy by the Secretary of State.
- 1.3 This report recommends the Executive Board approve the closure of Intake High School Arts College on 31st August 2009.

2.0 BACKGROUND INFORMATION

- 2.1 The Executive Board approved the publication of a statutory notice in December 2008 following a public consultation on the proposal in September / October 2008. The statutory notice period ran from 12th December 2008 to 23rd January 2009. A

copy of the statutory notice is in Appendix 1.

2.2

There were no responses to the statutory notice. The Education and Inspections Act 2006 (“the EIA”) determines under which paragraph the closure proposals should be considered by the local authority . If objections have been received the closure proposals are considered under paragraph 8 of Schedule 2 of the EIA and a subsection to that paragraph allows for conditions to apply. These conditions are set out in Regulations. One permitted condition allows closure proposals to be conditional upon the making of a funding agreement by the Secretary of State to establish an Academy. However where no objections have been received the closure proposals are considered under paragraph 19 of Schedule 2 to the EIA. This paragraph does not make provision for a condition to apply. Any decision to close Intake High school will therefore have to be unconditional. This is an unintended consequence of the legislation as drafted and will require a change to primary legislation to allow conditional approvals to be given where no objections have been received. Should there be any problem with the approval of the academy, Leeds City Council would then need to revoke any closure decision. This would require a statutory notice in early May 2009. Information is not available at the present time regarding when the Funding Agreement will be signed by the Secretary of State. The feasibility phase for the Academy is due to end on 31 March 2009. The Secretary of State then decides whether to enter into a legally binding Funding Agreement to establish an Academy although there is no specified time limit. There is a very limited time to start the process for obtaining Executive Board approval to revoke any closure decision. To ensure that a decision to revoke the closure proposal is taken before the scheduled closure of the Intake High School on 31 August 2009 the following time table would need to be met:

13 May 2009 – latest date for approval of Executive Board to publish statutory notice revoking closure;

29 June 2009 – end of statutory notice period (Executive Board then has 2 months to decide on proposal. If objections are received to the proposal the proposal will fall to be considered by SOAB before going to Executive Board for a decision;

22 July 2009 or 26 August 2009 – last Executive Board meetings before Intake High School closes at which decision on revocation proposal can be taken.

2.3

Under the Education and Inspections Act 2006 the local authority has until 23 March 2009 to make a final decision on the closure proposal, otherwise the issue must be referred to the schools adjudicator within one week. The Executive Board meeting in October 2007 set up the School Organisation Advisory Board (SOAB) to consider and make recommendations upon school organisation proposals :-

- where objections have been submitted
- as otherwise required by the Authority.

In the absence of any objections, and in accordance with its terms of reference, the SOAB has not been convened and the Executive Board are required to make a decision on the proposal. The decision maker is required to consider 4 key issues:

- Is there any information missing?
The information is referred to or attached to this report.
- Does the published notice comply with statutory requirements?
The published notice complies with statutory requirements.
- Has the public consultation been carried out prior to the publication of the notice?

Details of the issues raised during the public consultation period were submitted in the Executive Board report of 3 December 2008. An extract of that report summarising the themes of the representations can be found in Appendix 2.

- Are the proposals ‘related’ to other published proposals and should therefore be considered together?
No the EIA outlines what can be considered related proposals for this purpose and does not include Academies.

3.0 THE MAIN ISSUES

3.1 There are 4 key reasons why Education Leeds believe this is the right proposal for Intake:

- The need to accelerate improvement. Whilst there has been improvement, there is a need to see this impact faster on the achievements of young people.
- An academy would bring extra capacity (both professional expertise and other resources) to sustain improvement into the medium term.
- Edutrust is an organisation that is geared up to maximise what Intake can learn from the family of schools in Leeds and that can supplement this with support from their network of academies.
- Edutrust’s commitment to developing local communities means that there is an exciting opportunity, with a new state of the art school, to see learning becoming inspiring and accessible to everyone in Bramley, Stanningley, Armley and Kirkstall.

3.2 Since the public consultation some issues have been raised with the DCSF about financial management at Edutrust, which have received some media coverage. Education Leeds have been advised that the Department is looking into the issues, but cannot comment on them in detail as the matter is subject to a Tribunal case. In the meantime they expect projects to continue as normal. If their investigations lead to them needing to ask Edutrust to strengthen its arrangements in any way, they will make sure those changes are made.

4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 The issues addressed in this report will impact on the ‘Narrowing the Gap’ and ‘Going up a League’ agendas. Academies in Leeds have the potential to contribute to the ambitious targets to meet key priorities within the Children and Young People’s Plan and the work on the Local Area Agreement.

5.0 LEGAL AND RESOURCE IMPLICATIONS

Statutory implications

5.1 The decision on the closure of Intake High School Arts College is the responsibility of the Local Authority. The Authority must have regard to the Guidance issued by the DCSF. A full copy of the Guidance has been given to members of Executive Board. In particular when taking its decision on proposals in relation to school closures it should consider the following.

- Effects on Standards and School Improvement
- Academies provision
- Diversity
- Every Child Matters
- Need for Places
- Impact on Community and Travel

It should be noted that paragraph 4.27 of the Guidance is misleading in stating that where a school “proposed for closure is dependent on the establishment of an Academy, any approval of closure proposals should be conditional on the

Secretary of State making an agreement for an Academy but there should be a general presumption in favour of approval". This conflicts with paragraph 4.64 of the same Guidance which states that conditional approval cannot be granted where proposals are decided where there are no objections as in the present case. The DCSF is aware of this "issue" and has indicated it will be taking steps to resolve it at some time in the future.

5.2 The Executive Board may:-

- Approve the proposals
- Reject the proposals
- Approve the proposals with a modification (e.g. school closure date) but not so as to in effect substitute new proposals.

The Executive Board must give reasons for the decision irrespective of whether the proposals are rejected or approved indicating the main factors/criteria for the decision. There is no right of appeal against the decision in this case. If the Executive Board does not make a decision on the proposals within 2 months of the end of the statutory notice that is by 23 March 2009 the Authority must within one week refer the proposals to the Schools Adjudicator for a decision.. The Schools Adjudicator has no time limit within which to decide the proposals but has indicated a general target of 6 weeks although in complex closure cases where further consultation may be required it will take longer.

5.3 There is a separate process of consultation regarding the opening of the new academy with Edutrust as a sponsor. The final decision maker with responsibility for approving the opening of the specific new academy is the DCSF. In making this final decision they will consider the feasibility plan drawn up using input from informal consultation between the sponsor, and all key stakeholders, including the Principal designate, the staff, pupils, local residents and Leeds City Council.

5.4 Under current legislation, deficit budget balances at existing schools have to be written off by the Local Authority on closure. Legislation does not provide for a deficit budget balance to carry forward to a successor academy. There would be an anticipated budget deficit of £250k to write off in order to open the new academy at Intake. Leeds City Council has been unable to secure additional funding for this purpose, and in these circumstances would therefore expect to have to draw on the Dedicated Schools Grant to meet this deficit. This would impact on the budget available to the remaining schools.

5.5 In addition, there would be an ongoing impact on the Dedicated Schools Grant. For any new Academies from 2008/09 the budget adjustment will be based on a 'recoupment' method. This involves the removal of the level of funding that would have been provided to the academy had it still have been funded through the local formula. In addition to the funding adjustment through replication of the local formula, funding would also be removed based on the level of central expenditure on certain central activity within the schools budget known as the Local Authority Central Spend Equivalent Grant (LACSEG). This is based on one figure per pupil on roll at the Academy (£99.79 2008/09) and a further amount per pupil at school action or school action plus on the SEN register (£120.81 in 2008/09). Based on pupil numbers at PLASC 2008 this would result in a LACSEG of £83,150 being removed from the Dedicated Schools Grant.

5.6 This funding adjustment will require the Local Authority to cut central expenditure in line with the reduction of funding. Due to the level of fixed costs, economies of scale and varying support provided for individual schools, the budget reduction is unlikely to match the cost reductions through no longer providing services to the

closing school.

- 5.7 Given the nature of academies serving deprived communities it is very likely that the recoument model would remove more funding than the pupil numbers generate within the dedicated schools grant calculation. The DCSF guidance states that information will be provided to local authorities by February each year in order that an initial calculation can be included within the budget for the following year. Under the proposed model the actual adjustment will not be finalised until October, and could lead to an in year adjustment to the central schools budget. This methodology will lead to additional finance time being spent on discussing/ calculating/ agreeing annual budget adjustment figures with the DCSF Academies Unit, and possibly the management of in-year budget reductions within the schools budget.
- 5.8 Part of the funding that would go directly to the academy, rather than via the local authority, is the allocation for extended services. It is unclear what the potential academy may decide regarding this contribution, and therefore what the impact on the local extended services clusters in the Bramley area may be. It should be noted that the local authority power to 'direct' community use is removed when a school becomes an academy. Out of hours use of the premises will be fully under the control of the governing body.
- 5.9 The Expression of Interest proposed a sixth form of 300. Current numbers are around 100. Nationally, funding for 16-19 assumes no growth in numbers in sixth forms and colleges. Under current funding arrangements for academies the DCSF top slice post 16 funding available to the LSC based on forecast numbers from academies. The LSC then has to manage any growth in this academy top slice through reductions in funding to maintained sixth forms and colleges. It is unclear as to whether this management would take place ring-fenced to the Leeds allocation or would be managed regionally. If any increase in academy numbers had to be managed form within the Leeds allocation it could have a significant effect on the funding of other provision.

6.0 RECOMMENDATIONS

- 6.1 The Executive Board is asked to;
- (i) Note there were no responses to the statutory notice
 - (ii) Approve the unconditional closure of Intake High School Arts College on 31 August 2009.

7.0 BACKGROUND REPORTS

Exec Board December 2008. Future secondary provision proposal for Intake High School.

Schools Forum Report 18th September 2008. Future secondary school provision proposals for Intake High School and South Leeds High School.

Exec Board April 08. Consideration of an Expression of Interest to establish an academy to serve the Bramley area.

Exec Board October 07. Consultation Draft on the future of Academies in Leeds

Exec Board October 2007. Arrangements post the abolition of the Leeds School Organisation Committee.

Appendix 1 Copy of the Statutory Notice – Full Proposal

MATTERS TO BE SPECIFIED IN SECTION 15 PROPOSALS TO DISCONTINUE A SCHOOL

Insert the information asked for in the expandable box below each section.

Contact details

1. The name of the local education authority or governing body publishing the proposals, and a contact address, and the name of the school it is proposed that should be discontinued.

Leeds City Council, C/O Chief Executive, Education Leeds, FAO School Organisation Team, 9th Floor West, Merrion House, Merrion Centre, Leeds LS2 8DT is proposing the closure of Intake High School Arts College. The closure is conditional upon the making of an Agreement between the Secretary of State for Children Families and Schools and the British Edutrust Foundation to open an Academy on the same site.

Implementation

2. The date when it is planned that the proposals will be implemented, or where the proposals are to be implemented in stages, information about each stage and the date on which each stage is planned to be implemented.

Intake High School Arts College would close on 31/08/09. The new British Edutrust Foundation Academy would open on 1 September 2009.

Consultation

3. A statement to the effect that all applicable statutory requirements to consult in relation to the proposals were complied with.

In accordance with current statutory requirements and guidance a 6 week consultation period on the proposed closure of Intake High School Arts College was held from 8 Sept to 17 Oct 2008. Responses were duly recorded and considered by Leeds City Council Executive Board, which has decided to proceed with the consultation.

4. Evidence of the consultation before the proposals were published including—

- (a) a list of persons and/or parties who were consulted;
- (b) minutes of all public consultation meetings;
- (c) the views of the persons consulted; and
- (d) copies of all consultation documents and a statement of how these were made available.

Details of who was consulted and how, how the consultation document was distributed, and the responses to the consultation can all be found in the report to Leeds City Council Executive Board “Future Secondary Provision Proposal for Intake High School Arts College”. The report, alongside the consultation document, and the minutes of the meetings can all be found at www.educationleeds.co.uk/schoolorganisation. - Alternatively copies can be obtained from School Organisation Team, Education Leeds, 9th Floor West, Merrion House, Merrion Centre, Leeds, LS2 8DT

Objectives

5. The objectives of the proposal.

The objective of the proposal is to improve educational outcomes for children and young people in west Leeds. The proposal aims to accelerate improvements in outcomes for children and expects the establishment of a new Academy following the proposed closure to maximise learnings from the Leeds family of schools, as well as the sponsor’s network of academies, and to provide a state of the art new school to make learning inspiring and accessible to everyone in the local community.

Standards and Diversity

6. A statement and supporting evidence indicating how the proposals will impact on the standards, diversity and quality of education in the area.

The proposal to close Intake High School Arts College is driven in large part by a response to the National Challenge to improve standards. A purpose built state of the art new building, provided as part of the establishment of the new Academy, will facilitate better teaching and learning. The additional resources provided by an Academy should enable standards to be improved ongoing. This would be the only Academy in the west of the city and is expected to, increase choice and diversity for students in that area.

Provision for 16 -19 year olds

7. Where the school proposed to be discontinued provides sixth form education, how the proposals will impact on—

- (a) the educational or training achievements;
 - (b) participation in education or training; and
 - (c) the range of educational or training opportunities,
- for 16-19 year olds in the area.

The proposed Academy is expected to continue to operate a sixth form, details of which are to be agreed between the Secretary of State and the British Edutrust Foundation. The broader 14-19 needs across the city are currently under review, and the new Academy would be expected to participate fully in these plans.

Need for places

8. A statement and supporting evidence about the need for places in the area including whether there is sufficient capacity to accommodate displaced pupils.

The current school will be replaced by an academy with an expected admission limit of 240. Projections suggest there will be up to 9% surplus year 7 to year 11 places in the area, and up to 11% surplus year 7 places. It is expected that the new Academy would have the same admissions limit as the current school, ie 240. It is intended that pupils will transfer to the new Academy in accordance with pupil admission arrangements of the new Academy or seek admission to other schools that have places available

9. Where the school has a religious character, a statement about the impact of the proposed closure on the balance of denominational provision in the area and the impact on parental choice.

Not applicable

Current School Information

10. Information as to the numbers, age range, sex and special educational needs of pupils (distinguishing between boarding and day pupils) for whom provision is made at the school.

Intake High School Arts College is a co-educational 11-19 school. The current school has an admissions limit for 2009 of 240, providing an 11-16 capacity of 1200. The overall net capacity is 1424. At PLASC 08 it had 926 11-16 year olds on roll, and 105 post 16. It had and 14 children (1%) with statemented SEN and a further 420 on school action or school action plus (41%).

Displaced Pupils

11. Details of the schools or further education colleges which pupils at the school for whom provision is to be discontinued will be offered places, including—

- (a) any interim arrangements;
- (b) where the school included provision that is recognised by the local education authority as reserved for children with special educational needs, the alternative provision to be made for pupils in the school's reserved provision; and
- (c) in the case of special schools, alternative provision made by local education authorities other than the authority which maintains the school.

It is intended that pupils will transfer to the new Academy in accordance with pupil admission arrangements of the new Academy or seek admission to other schools that have places available.

12. Details of any other measures proposed to be taken to increase the number of school or further education college places available in consequence of the proposed discontinuance.

It is expected that the new academy will offer the same admissions limit of 240

Impact on the Community

13. A statement and supporting evidence about the impact on the community and any measures proposed to mitigate any adverse impact.

The new Academy is expected to draw from the same community, and any adverse impact is not anticipated.

14. Details of extended services the school offered and what it is proposed for these services once the school has discontinued.

The school is currently part of the Bramley extended services cluster. It would be for the new Academy to consider whether to remain a part of the cluster or provide access to extended services through alternative partnerships.

Travel

15. Details of length and journeys to alternative provision.

The new Academy will be on the same site and will not alter journeys to/from school

16. The proposed arrangements for travel of displaced pupils to other schools including how they will help to work against increased car use.

The Education Leeds Policy for the Provision of Home to School or College Transport for Children and Students Prior to their nineteenth birthday current at the time of transfer will apply as appropriate to pupils attending other schools.

Related Proposals.

17. A statement as to whether in the opinion of the local education authority or governing body, the proposals are related to any other proposals which may have been, are, or are about to be published.

The closure of Intake High School Arts College is conditional upon the making of an agreement between the Secretary of State for Children, School and Families and the British Edutrust Foundation to open an Academy on the same site on 1 September 2009 and to which pupils will transfer in accordance with pupil admission arrangements of the new Academy or seek admission to other schools that have places available

Rural Primary Schools

18. Where proposals relate to a rural primary school designated as such by an order made for the purposes of section 15 of the EIA 2006, a statement that the local education authority or the governing body (as the case may be) considered—

(a) the likely effect of discontinuance of the school on the local community;

(b) the availability, and likely cost to the local education authority, of transport to other schools;

(c) any increase in the use of motor vehicles which is likely to result from the discontinuance of the school, and the likely effects of any such increase; and

(d) any alternatives to the discontinuance of the school,

as required by section 15(4) of the EIA 2006.

Not applicable

Maintained nursery schools

19. Where proposals relate to the discontinuance of a maintained nursery school, a statement setting out—

(a) the consideration that has been given to developing the school into a children's centre and the grounds for not doing so;

(b) the local education authority's assessment of the quality and quantity of the alternative provision compared to the school proposed to be discontinued and the proposed arrangements to ensure the expertise and specialism continues to be available; and

(c) the accessibility and convenience of replacement provision for local parents.

Not applicable

Special educational provision

20. Where existing provision for pupils with special educational needs is being discontinued, a statement as to how the local education authority or the governing body believes the proposal is likely to lead to improvements in the standard, quality and/or range of the educational provision for these children.

Not applicable

Appendix 2 Extract of the Executive Board Report December 2009
'Future secondary provision proposal for Intake High School'
Main Report, Section 3 Main Issues.

- 3.5 **Theme 1. Staffing issues; employment rights and protection, staffing structure, pay and conditions, union recognition**
The Transfer of Undertakings (protection of Employment) Regulations 2006 (TUPE) applies to staff. This ensures that staff would have a job at the new academy and that their terms and conditions, including pension entitlements, would be protected. A new staffing structure would be the prerogative of the Governing body. Should any new staffing structure be agreed, this would require consultation under TUPE. Education Leeds would offer support in seeking redeployment to those choosing to resign their post in principle as an alternative to working in an academy.
- 3.6 **Theme 2. Details of the proposed academy; curriculum and specialism, admissions policy, exclusions policy, transition arrangements, 6th form, uniform, name, specific facilities and rules. Why and how it would be better and improve outcomes for young people and the community, and how quickly.**
Edutrust have outlined their intention to consult fully on all aspects of the new academy to ensure the views of all stakeholders are taken into account. Specific reassurances have been given regarding the admissions policy and exclusion arrangements, in line with the memorandum of understanding currently under consideration. Details of some aspects of the curriculum are dependent on the wider 14-19 review currently underway, however Edutrust have a firm commitment to individualised learning, and to both academic and vocational pathways. They have indicated their intent to retain the performing arts specialism, and add a second complementary specialism of English.
- 3.7 **Theme 3. The need for new buildings, and the arrangements for design, construction and transition.**
Education Leeds, Edutrust, and the existing governing body of Intake High School all believe the current buildings are largely unsuitable, having been added to on an ad hoc basis for many years. The new building offers the opportunity for a state of the art, secure building, offering a better learning and teaching environment, which is more accessible to the wider community. There would be full consultation on the design and construction of the new building with all stakeholders, should the proposal proceed. Education Leeds has considerable experience of managing new build projects, and would offer full supporting this process.
- 3.8 **Theme 4. Edutrust as an organisation, their plans and background, comparisons to other academy sponsors, their funding arrangements.**
Edutrust is a charitable trust formed by otherwise unconnected people with a common concern for the poor quality of education available in some parts of the country. They have a wealth of experience in public service and education. They are planning to open a total of nine academies by 2009 offering a nationwide network to develop and share best practice to complement the support offered by the local family of schools. They have no religious affiliations.
- 3.9 **Theme 5. Governance and process issues, local accountability.**
The constitution of the academy's governing body must include the sponsor, the local authority, the principal and parent representatives. Edutrust have indicated that they will ensure that their articles of association will also ensure representation from teaching and support staff. 51% of the governing body of any academy must be appointed by the sponsor. Edutrust intend to use local people to fill these roles.
- 3.10 **Theme 6. Miscellaneous.**
These issues are addressed individually in the summary of consultation responses in appendix 3

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Originator: P Marrington

Tel:395 1151

Report of the Head of Scrutiny and Member Development

Executive Board

Date: 4 March 2009

Subject: Feedback on Executive Board Requests for Scrutiny

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

1. This report provides feedback to the Executive Board on the two requests made at the January meeting, for work to be undertaken by the Scrutiny Board (Children's Services).

1.0 Purpose Of This Report

- 1.1 This report provides feedback to the Executive Board on the two requests made at the January meeting, for work to be undertaken by the Scrutiny Board (Children's Services).

2.0 Background Information

- 2.1 At the Executive Board meeting on 14 January, Members considered the Children's Services Annual Performance Assessment 2008. As a result of the discussion, the Executive Board resolved:

"That the report be received, that the actions proposed in sections 4 to 9 thereof be approved, that, in addition the Scrutiny Board (Children's Services) be requested to monitor progress and that progress reports be brought to this Board on a quarterly basis."

- 2.2 At the same meeting, Members also considered the Statements of Purpose for the Fostering and Adoption Services for Leeds City Council. As a result of the discussion, the Executive Board resolved

"That the Scrutiny Board (Children's Services) be requested to examine the criteria for the consideration of applications for adoption and the manner in which they are applied."

- 2.3 Both requests were considered by the Scrutiny Board (Children's Services) on 5 February 2009.

3.0 Main Issues

- 3.1 In response to the first request, the Scrutiny Board (Children's Services) agreed to monitor progress in relation to the actions arising from the Children's Services Annual Performance Assessment 2008.
- 3.2 The Scrutiny Board will incorporate this into their quarterly meetings which cover a range of performance monitoring and overview functions. The next such meeting is in April 2009.
- 3.3 In relation to the second request, the Scrutiny Board (Children's Services) received a report from the Director of Children's Services setting out the Adoption Agency's Policy, including the criteria applied when assessing applications. Additional information was also provided specifically in relation to how obesity and smoking habits are taken into account as part of the assessment process.
- 3.4 Officers from Children's Social Care and the Leeds designated doctor for Looked After Children (who is also the medical adviser to one of the Adoption Panels) attended the meeting and discussed the matter with the Scrutiny Board.
- 3.5 The Scrutiny Board (Children's Services) agreed that the written and verbal information provided demonstrated that the Adoption Agency's policy and practice is in line with legal requirements and best practice guidance, and that therefore no further scrutiny investigation needed to be undertaken on this topic.

4.0 Implications For Council Policy And Governance

- 4.1 Scrutiny Board Procedure Rules require that anyone submitting a request for scrutiny should be formally notified of the Scrutiny Board's decision regarding the request.

5.0 Legal and Resource Implications

- 5.1 None

6.0 Conclusions

- 6.1 The Scrutiny Board (Children's Services) has considered both requests from the Executive Board. The referral on adoption policy has been dealt with, and the Scrutiny Board will monitor progress with the APA action plan as requested by the Executive Board.

7.0 Recommendations

- 7.1 That the Executive Board notes the Scrutiny Board's response to the requests for scrutiny.

Background Papers

Reports to Scrutiny Board (Children's Services) – 5 February 2009
Request for Scrutiny – Annual Performance Assessment
Request for Scrutiny – Adoption Service

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Originator: Clifford Ball

Tel: 74460

Report of : Director of City Development

To : Executive Board:

Date: 4 March 2009

Subject: CITY VARIETIES MUSIC HALL

<p>Electoral Wards Affected:</p> <p style="text-align: center; font-weight: bold; font-size: 1.2em;">CITY</p> <p><input type="checkbox"/> Ward Members consulted (referred to in report)</p>

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

Eligible for Call In

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

Executive Summary

1. The report sets out current progress on the refurbishment project and the award of a Heritage Lottery Fund grant of £2.739m towards the overall scheme cost of £9.325m.
2. The report seeks authority for the Council to enter into a grant agreement for the HLF award subject to any further variations agreed by the Assistant Chief Executive (Corporate Governance).
3. The report refers to the decision of the Leeds Grand Theatre and Opera House Ltd Board of Management to increase their funding contribution to the project to £1.261m.
4. Executive Board is also requested to Authorise the incurring of expenditure of £8.210m on the project including Authority to enter into a building contract with the Council's preferred participating contractor. Executive Board is requested to note that the incurring of expenditure of £8.210m includes an additional injection of £125,000 to the Capital Programme through an extension of the existing prudential borrowing arrangements for the purchase of the Swan public house. The prudential borrowing will be used to fund additional improvements required to the Swan and will increase the overall project budget to £9.325m
5. Executive Board is also requested to agree the issue of a letter of intent to carry out preliminary works, if required, to avoid delay to the project programme and as a first phase part of the overall building works contract.

1.0 Purpose of This Report

1.1 The purpose of this report is to :-

- i) Advise of a Heritage Lottery Fund award of £2.739m.
- ii) Seek approval to enter into a grant agreement with the HLF for the receipt of the grant award subject to any further variations agreed by the Assistant Chief Executive (Corporate Governance).
- iii) Note the decision of the Leeds Grand Theatre and Opera House Ltd to increase their fundraising contribution to £1.261m towards the total project costs.
- iv) Authorise a fully funded injection of £125,000 into the Capital Programme through an increase in the existing prudential borrowing arrangements for the purchase of the Swan public house.
- v) Seek Authority to Spend of £8.210m on the refurbishment scheme including authority to enter into a building works contract.
- vi) Seek approval to the issue of a letter of intent to carry out preliminary works, if required, to avoid delay to the project programme.

2.0 Background Information

2.1 The City Varieties Music Hall was purchased by Leeds City Council in 1987 to prevent the theatre from potentially being redeveloped. Ownership of the building was conveyed to the Leeds Grand Theatre and Opera House Company Limited (LGTOH) in the same year.

2.2 The need to repair, restore and significantly improve the fabric and facilities of the 1865 built music hall has long been recognised and in 2003, Executive Board agreed to support a bid to the Heritage Lottery Fund (HLF) by LGTOH, to restore the building.

2.3 In May 2005, Executive Board agreed to fully fund the cost of preparing a Stage 1 bid to the HLF and a project team was established to prepare scheme proposals including designs, costs and supporting bid documentation.

2.4 In February 2007, Executive Board received a report, which advised that the projected overall cost of the refurbishment scheme would amount to £9.2m. The report also outlined the benefits of the Council seeking to acquire a third party property, the Swan Public House, which would both significantly assist in the delivery of a comprehensive refurbishment of the City Varieties and provide an investment property.

2.5 It was envisaged that the £9.2m refurbishment of the City Varieties would be funded as follows:-

Leeds City Council	£5.2m
Heritage Lottery Fund	£3.0m
Leeds Grand Theatre & Opera House Limited	£1.0m
	<hr/>
	£9.2m

The purchase of the Swan by the City Council was to be funded separately through prudential borrowing.

2.6 The Stage 1 bid to the HLF was submitted in March 2007 and a further report to Executive Board in October 2007 advised that a £3m Stage 1 pass had been awarded to the project. Executive Board agreed that preparation of the required Stage 2 application to the HLF be commenced and that work on the project be continued during the bid assessment period.

3.0 Current Position

3.1 The purchase of the Swan was successfully concluded in December 2007 and the pub has continued to operate under a lease arrangement with the former owner, Mitchells and Butlers.

3.2 The pub will close when the City Varieties refurbishment commences in April 2009 and the proposed scope of works will include some refurbishment and modification of the pub itself both to improve its operational efficiency, facilitate improvements to the City Varieties, especially at ground floor level, and to strengthen the operational and historic links between the two properties.

3.3 In December 2008, the Council was advised that the £3m Stage 2 application to the HLF had been successful but at a reduced grant level of £2.739m. This was due to an element of the Council's own project costs, for which a funding contribution was being sought, being deemed ineligible. Notwithstanding this, the grant award is an essential and major injection of funds to the project.

3.4 Members of Executive Board should note that the LGTOH Ltd Board of Management has agreed to increase its funding target from £1.0m to £1.261m to compensate for the reduced HLF grant award.

3.5 The HLF grant award contains a number of terms and conditions, the majority of which are considered to be standard requirements which the HLF apply to their grant awards, but there are 3 additional conditions which relate to:-

- i) Evidence of Local Authority decision-making process to agree the HLF terms and conditions of the grant award.
- ii) The Council must terminate the lease of the Swan to Mitchells & Butlers so that the freehold of the Swan is vested in it, the Council (Members of Executive Board should note that notice to vacate the property was served to Mitchells and Butlers on 19 December 2008 taking effect on 1 April 2009).
- iii) The LGTOH agrees that it will also be bound by the terms and conditions of the HLF contract and grant application.

3.6 Minor re-wording of the grant agreement to separate out more clearly the different roles and responsibilities of Leeds City Council, as owner of the Swan and lead partner in delivering the refurbishment project, and the LGTOH Ltd as owner and operator of the City Varieties; has been requested of the HLF and is currently being progressed.

3.7 Executive Board is requested, therefore, to agree to the HLF terms and conditions subject to any further variations agreed by the Assistant Chief Executive (Corporate Governance).

- 3.8 With regard to the overall project, design development continued during 2008 and this included investigative work on the building during the summer closure period. Opportunities to better understand the building, particularly its structure and fabric, helps both to inform design and cost planning and also to reduce some of the risks associated with the refurbishment and improvement of an historic building.
- 3.9 As the scheme proposals have been developed and refined, a number of cost pressures on the project budget have been identified including mechanical and electrical equipment and installation, the external glazed lift in Swan Street and improvements to the Swan Public House such as waterproofing the basement and replacing outdated equipment.
- 3.10 As a result of these cost pressures, the City Varieties Project Board has identified a number of target areas to achieve savings, which will keep the project within the overall agreed budget.
- 3.11 As outlined earlier in this report (para 3.1), the Swan Public House was purchased by Leeds City Council utilising prudential borrowing. There is the opportunity for some of the works required to upgrade the Swan to be funded through an extension of this borrowing facility. An increase of £125,000 in borrowing will enable, for example, the basement of the Swan to be waterproofed, improvements made to the existing kitchen and to storage facilities, which will improve operational efficiency, ensure compliance with statutory requirements and safeguard the long-term future of the building as an investment property. Additionally, it is more cost effective for this work to be undertaken as part of the overall City Varieties refurbishment project when both properties are closed. Should such improvements be deferred, then some of the work which is recommended by the Strategic Design Alliance to be carried out now as part of the City Varieties project i.e. rewiring, may prove abortive and have to be removed/replaced to accommodate waterproofing of the floor and walls at a later date.

4.0 Project Programme

- 4.1 The programme maintains a project implementation start in April 2009 with completion of the building works contract in July 2010, followed by a period of fitting out, testing and staff training prior to a public re-opening in September 2010.
- 4.2 The construction tender for the refurbishment was issued in early February 2009 and will be returned in March 2009. The tender will need to be checked and a tender report prepared and agreed to ensure the submission is both acceptable and compliant. Should the tender be over budget, savings will need to be identified and agreed before the contract can be accepted and signed.
- 4.3 Members of Executive Board are requested to note that the building works contract makes provision for a series of detailed building surveys and further investigations to be undertaken prior to the main refurbishment works commencing. These preliminary works will include, for example, some stripping out, intrusive works to investigate the building walls, structure and tolerances; determining the actual condition/soundness of the auditorium ceiling, asbestos removal and investigations to the back stage area prior to internal demolition works. The investigations will not address all risks associated with refurbishment of an old building but will reduce the prospect of extra works being identified and delays in the main construction programme, as the discoveries from the preliminary works will inform the contractor's programme of works. The preliminary works phase should, therefore, substantially reduce the risks of unforeseen additional works, delays and increased costs when the main contract

commences in July 2009.

- 4.4 In the event that savings on the construction tender do need to be made, as referred to in para 4.2, and to avoid delay in the project programme whilst such savings are identified and agreed; it is proposed to identify the survey and investigation works as an individual preliminary works package to be carried out through the issue of a letter of intent from the Council. The costs of a preliminary works contract, should it be required, will be funded from within the overall project budget.

5.0 Consultation

- 5.1 The Leeds Grand Theatre Board of Management receives progress updates on the project.
- 5.2 Consultation with a range of statutory and non-statutory bodies and organisations i.e. English Heritage, continue as the project proposals are developed and regular meetings of the City Varieties Project Board are held to guide and oversee the project on behalf of the Council and LGTOH Ltd.
- 5.3 Media releases are also issued at key milestones in the project to ensure the general public are informed and aware of progress on the refurbishment scheme.

6.0 Leeds Grand Theatre and Opera House Limited Fundraising

- 6.1 To date the Company has raised a total of around £500,000 of the original target figure of £1.0m. Executive Board is requested to note that the Board of Management, at its meeting on 27 January 2009, agreed to increase its fundraising target to £1.261m in recognition of the reduced HLF grant award.

7.0 Legal and Resource Implications

- 7.1 The overall project budget will now be £9.325m, funded as follows:-

Leeds City Council	-	£5.325m
Heritage Lottery Fund	-	£2.739m
Leeds Grand Theatre	-	<u>£1.261m</u>
		£9.325m

- 7.2 The full £9.200m has already been injected into the Capital Programme and at the time of report preparation £1.115m has been spent to date. Executive Board is requested to inject a further £125.0k and to authorise expenditure of £8.210m, equating to the balance of the revised project budget to cover both the building works contract and related costs and fees.
- 7.3 There is the opportunity to mitigate some of the budgetary pressures as referred to in para 3.11 of this report regarding use of prudential borrowing to assist with funding works to the Swan. This applies particularly to the basement floorspace where the improvements now proposed, including waterproofing, will bring these areas up to satisfactory standards and in a cost effective way, provide for the most efficient use to be made of the space available and avoid the inevitable disruption and additional costs associated with a delayed implementation of such improvement works.
- 7.5 With regard to legal matters, reference to the terms and condition of the Heritage Lottery Fund grant has already been made in paras 3.5 to 3.7 of this report.

7.6 With regard to third party property matters/issues, negotiations are on going.

7.7 The current Budget Profile is as follows:

Current total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2008 £000's	FORECAST				
			2008/09 £000's	2009/10 £000's	2010/11 £000's	2011/12 £000's	2012 on £000's
CONSTRUCTION (3)	85.0		33.7	51.3			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	1030.0	803.4	226.6				
OTHER COSTS (7)	0.0						
TOTALS	1115.0	803.4	260.3	51.3	0.0	0.0	0.0

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2008 £000's	FORECAST				
			2008/09 £000's	2009/10 £000's	2010/11 £000's	2011/12 £000's	2012 on £000's
LAND PURCHASE (1)	0.0						
CONSTRUCTION (3)	6643.7			4552.0	2005.3	86.4	
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	1566.3		380.1	915.0	198.8	72.4	
OTHER COSTS (7)	0.0						
TOTALS	8210.0	0.0	380.1	5467.0	2204.1	158.8	0.0

Revised Total Scheme Cost	TOTAL £000's	TO MARCH 2008 £000's	FORECAST				
			2008/09 £000's	2009/10 £000's	2010/11 £000's	2011/12 £000's	2012 on £000's
CONSTRUCTION (3)	6728.7	0.0	33.7	4603.3	2005.3	86.4	0.0
FURN & EQPT (5)	0.0	0.0	0.0	0.0	0.0	0.0	0.0
DESIGN FEES & OTHER COSTS	2596.3	803.4	606.7	915.0	198.8	72.4	0.0
OTHER COSTS (7)	0.0	0.0	0.0	0.0	0.0	0.0	0.0
TOTALS	9325.0	803.4	640.4	5518.3	2204.1	158.8	0.0

Current Funding Position (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2008 £000's	FORECAST				
			2008/09 £000's	2009/10 £000's	2010/11 £000's	2011/12 £000's	2012 on £000's
LCC MRP Corporate Funded Supported Borrowing	1115.0	803.4	260.3	51.3			
LCC - RCCO Ticket Levy	100.0			100.0			
Lottery Income	2739.0			1369.5	1369.5		
Private Sector Grand Theatre Board	1161.0		356.9	804.1			
Unsupported Borrowing (SDF)	2085.0		23.2	2061.8	0.0		
Unsupported Borrowing (LCC)	2125.0			1131.6	834.6	158.8	
	0.0						
Total Funding	9325.0	803.4	640.4	5518.3	2204.1	158.8	0.0
Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

8.0 Risk Assessment

8.1 Heritage Lottery Fund – although the grant reward is less than originally envisaged, the risk of not achieving HLF funding is now significantly reduced. Provided the grant terms and conditions can be agreed and the contract executed by all relevant parties, this risk will only then relate to the project not being undertaken in accordance with the agreed terms and conditions.

- 8.2 Leeds Grand Theatre and Opera House Ltd Fundraising – there is a risk there will either be a shortfall in the £1.261m fund-raising target and/or the timescale extends over a significantly longer period. So far £500k has been raised.
- 8.3 Scheme Costs – there is a risk that the costs of the project will exceed the available budget. The proposed preliminary works will help to mitigate, but not remove entirely, such risk through the carrying out of additional building surveys and investigations.
- The potential to offset some of the costs associated with refurbishment of the Swan through an increase in prudential borrowing has been identified in this report (para 3.11) subject to the agreement of Executive Board.
- A significant level of contingency has been incorporated in the project budget and will only be utilised once work commences on site. Should the project costs remain above the available budget, then the scope of works will have to be reduced.
- 8.4 Third Party Agreements – there is a risk that all the required agreements/licences will not be satisfactorily concluded. This risk is being mitigated by inviting dialogue with all the respective third parties concerned. With one or two exceptions, a response has been received and positive dialogue has commenced. Discussions will be continued to seek to ensure that any outstanding issues are resolved. An allowance has been made in the project budget for the potential payment of justifiable compensation or for the cost of legal agreements.
- 8.5 Termination of the Swan Lease – there is a risk that the tenant will not vacate the property within the required timescale. This risk has been minimised by the serving of a notice on the tenant to vacate the premises by 1 April 2009. Should this not be achieved, then the Council will need to resort to legal action.

9.0 Compliance With Council Policies

- 9.1 The refurbishment of the City Varieties will make a positive contribution to a number of key priorities identified in the Vision for Leeds and the Council Plan. These include themes and priorities relating to the cultural life of the city and its role as a regional capital. In this regard, the City Varieties represents a unique and important resource for the local community and as an attraction to a wider audience.
- 9.2 By securing the long-term future of the City Varieties, there will be a significant opportunity to develop the role of the music hall as a unique learning resource available to all ages and communities across the City.

10.0 Recommendations

- 10.1 Executive Board is requested to:-
- i) Note the HLF Stage 2 application award of £2.739m.
 - ii) Authorise the Council to enter into a grant agreement with the HLF on the terms and conditions detailed in the report subject to any further variations agreed by the Assistant Chief Executive (Corporate Governance).
 - iii) Note the decision of the Leeds Grand Theatre and Opera House Ltd Board of Management to increase their fundraising contribution to £1.261m to the project budget.

- iv) Authorise incurring expenditure of £8.210m on the refurbishment project including authority to enter into a building works contract.
- v) Agree an injection of £125,000 to the Capital Programme through an increase in the existing prudential borrowing arrangements for the purchase of the Swan Public house.
- vi) Agree that a letter of intent be issued to carry out preliminary works, if required, to avoid delay to the project programme.
- vii) Note the revised total project cost of £9.325m

Background Papers

HLF Grant Terms and Conditions.



Originator: Lynda Bowen

Tel: 2478545

Report of the Director of Adult Social Services

Executive Board

Date: 4 March 2009

Subject: Brooksbank : Completion of the Residential Care Strategy 2001

Electoral Wards Affected:
Temple Newsam

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

1.0 Executive Summary

This report provides an update of progress to complete the Older People's Long-term strategy and to seek specific approvals in respect of Brooksbank following external assessments of the building as life expired.

1.1 Purpose of the Report

2.1 The purpose of this report is to provide an update on progress on the strategy for Local Authority provision of long term care for older people. Specific approvals are also requested in respect of Brooksbank Home for Older People.

3.0 Background

3.1 In December 2001 Executive Board approved the refurbishment and upgrading of Local Authority Homes for Older People or their replacement with Extra-Care Housing through partnership with Registered Social Landlords (Housing Associations). This strategy, agreed by Members, would ensure that all the Homes for Older People would either meet the new environmental standards required by the Department of Health deadline of 2007 or be replaced by extra care housing schemes. Executive Board received progress reports in March 2002, July 2003, October 2004, September 2005 and May 2007.

- 3.2 Four homes were identified as suitable for upgrading and these were refurbished to meet the Commission for Social Care's (CSC) standards. These homes are Westholme in Farnley and Wortley, Home Lea House in Rothwell, Knowle Manor in Morley South and Manorfield House in Horsforth.
- 3.3 Members approved the replacement of five homes with extra care housing either on the existing site or on a nearby suitable site. These developments were to be undertaken by partner Housing Associations. The five homes were Eastholme in Cross Gates and Whinmoor, Moorhaven in Alwoodley, Butterfield Manor in Burmantofts and Richmond Hill, Greenlands in Guiseley and Rawdon and Hemingway House in City and Hunslet.
- 3.4 Eastholme has been replaced with an extra care scheme on a nearby site developed in partnership with Anchor Trust for which Anchor Trust received Housing Corporation grant. The scheme, called Woodview, provides a mixture of one and two bedroom flats and a small number of bungalows for social rent.
- 3.5 Moorhaven has been replaced with an extra care scheme on a nearby site developed in partnership with Methodist Homes for which Methodist Homes received Housing Corporation grant. This scheme, called Yew Tree Court, provides a mixture of one and two bedroom flats for social rent with one wing (Rosewood) reserved for older people with dementia. In addition, Methodist Homes invested £1m to provide a dementia day centre (Bay Tree Resource Centre) for North East Leeds.
- 3.6 Butterfield Manor has been replaced with an extra care scheme on a nearby site developed in partnership with Anchor Trust funded by a grant from the Department of Health. This scheme, called Hampton Crescent, provides a mixture of one and two bedroom flats for social rent.
- 3.7 Greenlands is being replaced with an extra care scheme on the same site developed in partnership with Anchor Trust funded by Anchor Trust with 62 units of which 46 are for sale and 16 for social rent. The scheme provides a mixture of one and two bedroom flats and it will be operational by August 2009.
- 3.8 Hemingway House will be replaced by an extra care scheme on the same site developed in partnership with Methodist Homes following a joint successful bid to the Department of Health for a grant of £1,845k. The scheme should be operational by October 2010 with 45 units (15 for social rent, 15 for shared ownership and 15 for sale) with an inter-faith and dementia focus.
- 3.9 Brooksbank in Temple Newsam is the final home that failed to meet the CSC environmental standards. The plans for this establishment are detailed in Section 4.0 of this report.
- 3.10 All the completed schemes, in order to be successful, have required approvals under the less than best considerations for the land to be made available to the Housing Associations on long leases at a peppercorn rate. These agreements have been secured in partnership with Legal Services and Asset Management.
- 3.11 For each completed scheme, Adult Social Care has provided revenue funding for the provision of the assessed care and support to the tenants on a 24/7 basis as required. Both the in-house Community Support Service and commissioned domiciliary care companies are providing this care and support.

4.0 **Brooksbank**

- 4.1 In the original strategy the intention was the development of an intermediate care centre to replace the home. In 2004 a grant of £1m was awarded by the Department of Health towards this proposal but the PCT was unable to secure the required additional funding and the scheme could not be progressed resulting in the inability to claim the D of H grant.
- 4.2 Between 2005 and 2007 further options for refurbishment / redevelopment, both on and off the present site, were explored with the PCT and the local ALMO. Despite initial optimism with all these options, all the partner organisations withdrew because they were unable to secure their necessary capital contributions.
- 4.3 In preparation for these potential developments, consultation with residents, carers and staff during 2002 and 2003 resulted in the re-assessment and re-location of all the permanent residents. Since 2004, the home has been used for temporary residents only.
- 4.4 At the time of the original report to Executive Board, Brooksbank was a 27 bed home. In August 2005 its registration was amended to 16 beds. Five of these beds are used as intermediate care beds by the PCT and the remainder are used for respite and temporary admissions, most of which are for periods of two weeks or less.
- 4.5 Recent inspections of all the Council's Homes for Older People (HOPs) have been conducted by West Yorkshire Fire and Rescue Service (WYFRS) under the Regulatory Reform (Fire Safety) Order 2005. These regulations set enhanced standards which require significant capital expenditure and, in order to ensure compliance, WYFRS issue enforcement notices. Agreed implementation plans, with capital finance identified, are in place for all HOPs with an on-going future. The enforcement notice for Brooksbank set a compliance date for 29-12-2008 with immediate capital costs of £180k unless occupation was restricted to the ground floor only (7 bedrooms). The overall occupancy level for Brooksbank was therefore reduced before this date, and is now being maintained at 7 rooms or less to ensure the Council complies with Fire and Rescue Service's requirements. This does, however, mean that the home is operating with high staffing costs, for a small number of residents.
- 4.6 The Commission for Social Care Inspection (CSCI) concluded their annual service review of Brooksbank in June 2008. Their judgement is that the home continues to provide a good service for the people who stay there with a recognition that people are only resident on a short term basis as the environment is not suitable for long term placements. CSCI has expressed serious concerns about the lack of progress in making capital improvements to the environment and / or clarifying the future of the service provided at Brooksbank. CSCI intend to conduct a key inspection by July 2009. By this next inspection, they will expect the Council to have made a decision on the future of the home or to have a capital investment plan.
- 4.7 In June 2008 exploratory discussions with officers in Environments and Neighbourhoods identified the realistic possibility of a joint development under the affordable homes strategy with a Housing Association and Aire Valley Homes which manages the adjacent sheltered housing scheme. On-going discussions continue with officers from Environments and Neighbourhoods and from City Development to explore options for this site. The outcome of these discussions will form the basis for subsequent reports to Asset Management Board, the Strategic Board for Affordable Housing and Executive Board.
- 4.8 Following the decision at Executive Board in 2001, the Chief Officer, Adult Services, consulted with local ward members about the overall strategy and the plans for Brooksbank including the requirement to cease its use for permanent residents. The Lead Member has been advised of progress at regular intervals. Ward Members have been advised of the content of this report.

5.0 Legal Issues

- 5.1 Full conversation has taken place with staff, service users, carers and residents regarding the requirements of CSCI and the future options for the building. Users of Brooksbank have been made aware that their current service usage will be continued, but will be provided from another venue. An impact assessment & risk assessment relating to the closure have been completed. Staff and their Trade Union representatives will be subject to Council's Managing Workforce Change procedures if closure of Brooksbank was agreed.
- 5.2 There is a verbal agreement with the Primary Care Trust (PCT) for the use of 5 beds as intermediate care beds. However, key representatives of the PCT have indicated that they would be willing to agree an appropriate alternative to this service should Brooksbank become unavailable.
- 5.3 The design of Brooksbank incorporates two sheltered housing flats that are part of the portfolio of Aire Valley Homes. Both sets of residents have received visits from staff in the ALMO and have expressed a willingness to accept offers of alternative accommodation.

6.0 Resource Issues

- 6.1 The 2008 / 09 budget for Adult Social Care incorporated a focus on delivering value for money so that service delivery can be maximised within the resources available. This approach will continue in the future and the proposal in respect of Brooksbank is consistent with this approach.

7.0 Recommendations

- 7.1 Executive Board is asked to note this report on the completion of the 2001 strategy.
- 7.2 Executive Board is asked to agree that Brooksbank as a building is life expired as a safe modern residential care home and to declare it surplus to the requirements of Adult Social Care.
- 7.3 Subject to agreement of recommendation 7.2, Executive Board is asked to agree for Adult Social Care to ask Asset Management Board to investigate alternative uses for the site, including its potential for an extra care scheme.

Background documents referred to in this report:

1. Report to Social Services Committee December 2001: Strategy for the Provision of Long Term Care for Older People in Leeds.
2. Report to Executive Board March 2002: Older People Care Strategy Development of Extra Care Facilities.
3. Report to Executive Board July 2003: Older People Long Term Strategy: Progress Report on the Refurbishment of Homes for Older People and the Development of Extra Care Housing.
4. Report to Executive Board October 2004: Older People's Long Term Care Strategy: Progress Report on the Refurbishment and the Development of Extra Care Housing.
5. Report to Executive Board September 2005: Older People's Long Term Care Strategy: Progress Report on the Development of Extra Care Housing.
6. Report to Executive Board May 2007: Older People's Long Term Care Strategy: Reprovision for Greenlands, Home for Older People.
7. West Yorkshire Fire and Rescue Authority: The Regulatory Reform (Fire Safety) Order 2005 Enforcement Notice for Brooksbank: June 2008
8. Commission for Social Care Inspection: Key Inspection Report: Brooksbank: June 2008.
9. Equality Impact Assessment: Brooksbank: January 2009.
10. Risk Assessment: Brooksbank: January 2009.



Originator: **John England**

Tel: 78647

Report of the Director of Adult Social Services & the Director of Children's Services.

Executive Board

Date: 1st March 2009

Subject: Leeds Joint Strategic Needs Assessment

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

1. The final report of Implementing the Leeds Joint Strategic Needs Assessment Framework 2008/09 is attached. The attached summary report covers the background, process, consultation and key issues for Leeds City Council and NHS Leeds to address. In section 11 of the report it describes the issues and priorities for service commissioning over the next three to five years and in section 12 sets out proposals to strengthen strategic needs assessment between the City Council and NHS Leeds. The report has been received favourably by the Healthy Leeds Partnership Strategic Commissioning Board, three scrutiny committees, the Voice Health Forum and the Narrowing the Gap Executive. It has also been presented to the NHS Leeds Board for its approval. The related data pack on other background documents will be supplied on disc format as well as on the web, and forms the basis of an expanding resource that will inform service commissioning across NHS Leeds and the City Council.

1.0 Purpose Of This Report

- 1.1 This cover report introduces the Joint Strategic Needs Assessment report and the data pack and other qualitative information that has been used to arrive at our present findings. The Executive Board is asked to approve the action plan contained in the main report and agree to the publication of the document.

2.0 Background Information

- 2.1 Leeds City Council and NHS Leeds have a new statutory duty under Section 116 of the Local Government and Public Involvement in Health Act (2007) to produce a Joint Strategic Needs Assessment for health and well being. The legislation states that there is a joint accountability between the Director of Adult Social Services, the Director of Children's Services and the Director of Public Health for the JSNA. Guidance published by the Department of Health clarified the minimum requirements for the JSNA, but also states that the scope of the JSNA is for local determination. The legislation and accompanying guidance seeks to strengthen the role that data, analysis, and the voice of patients, service users and the public plays in shaping the priorities for the commissioning of services that improve health and well being in the medium to long term; up to ten years.

The work programme in Leeds was agreed by Leeds City Council and NHS Leeds led by an independent Programme Manager seconded for this purpose from the Department of Health, Quarry House. Three partnership project teams were established, each given responsibility to meet agreed objectives, including establishing that current priorities are confirmed by further analysis of the evidence and identifying priorities for future commissioning intentions. The Programme Management phase of the work has now finished.

The legislation intends that the JSNA will inform the plans, targets, priorities and actions necessary in reducing identified inequalities and achieving the desired health and wellbeing outcomes for Leeds.

Core to JSNA is a data pack that provides a comprehensive profile of Leeds across a number of areas crucial to the health and wellbeing of the population:

- Demography
- Socio-economic and environmental factors
- Lifestyle (particularly 'healthy living') issues
- Ill health
- Health and Social care service provision

To complement the analysis we have drawn upon a richness of 'softer' information provided by the public, patients, service users and carers.

3.0 Main Issues

3.1 What have we learnt?

The first JSNA has confirmed that the priorities identified in the Leeds Strategic Plan (2008-11) and NHS Leeds's Strategy are the right priorities to be tackled at the present time. They include:

- Narrowing the gap in 'all age all cause' mortality between the average for Leeds and for people living in the more deprived areas of the city;
- Addressing the increasing incidence of circulatory diseases and strokes;
- Tackling obesity and raising levels of activity across all ages, but particularly the young;

- Improving sexual health and reducing rates of teenage conception;
- Improving mental health and emotional wellbeing;
- Improving the quality and responsiveness of services that provide care and support for people;
- Improving the safeguarding of children and adults that will represent significant longer term challenges for the city.

However, in line with the overall purpose of the JSNA the analysis has identified areas that will become significant longer-term challenges for the city – each will require citywide action. The critical challenges are:

- To respond to the needs of an increased ageing population who is living much longer;
- To ensure that tomorrow's children and young people are healthier – unhealthy children of today will become the unhealthy adults of tomorrow;
- To reduce present infant mortality rates which is significantly higher than the national rate;
- To counteract potential widening of inequalities between neighbourhoods;
- To increase the focus on found specific health and wellbeing challenges around obesity, alcohol, drug taking and smoking.

The full data pack can be found on the websites for NHS Leeds and Leeds City Council. A more detailed summary of the data is included in the JSNA Report.

3.2 **How are we going to respond? - sustaining the JSNA process**

The Project teams from both organisations identified a number of areas for future enhancement, which are included as part of the JSNA Action Plan:

- Greater disaggregation by localities and communities of interest, linked to an ability to benchmark data across those areas;
- More developed information on cost analysis and value for money;
- An integration of wider social indicators with the health data;
- Enhanced information on projections and trajectories to better inform longer term commissioning decisions;
- Up to date information for commissioning purposes – to be refreshed on an ongoing basis and providing relevant information, when it is needed, which could be readily accessed by city partners.

Further work is planned with service commissioners to refine thinking about useful additional data and plan for the 'refresh' of information during 2009, to ensure that the JSNA information adds maximum value to future commissioning decisions.

3.3 **Next steps**

The JSNA required and benefited from close working across Leeds City Council and NHS Leeds and other stakeholders. Looking ahead it is clear that this process must be more fully embedded into the existing partnership governance arrangements and better aligned with emerging planning and commissioning cycles.

Some of the key actions over the year ahead will be to:

- Embed the governance of and responsibility for JSNA into wider partnership arrangements, under Healthy Leeds and Children Leeds;

- Extend locality profiling to enable data to be used to build a comprehensive picture across specific local areas of Leeds;
- Populate data gaps where identified, including specifically strengthening the evidence base across all equalities strands and as necessary commission an equality impact assessment;
- Develop and implement a shared data repository approach to ensure information is maintained and accessible;
- Ensure all future qualitative information is integral to the arrangements and, like the core dataset, is readily accessible by utilising a central database arrangement for the city;
- Develop longer term projections for a wider range of communities of interest, localities and city wide targets;
- Develop a partnership with higher education to address identified needs in relation to further research, predictive modelling and analytical techniques;
- Explore how the JSNA can be extended to support all strategic outcomes in the eight themes of the Leeds Strategic Plan 2008 -11.

3.4 Consultation on the findings of the JSNA

Prior to the final publication of the Leeds JSNA, the draft report has been considered by The Joint Strategic Commissioning Board; Adult Social Care Scrutiny Board; Children’s Scrutiny Board; Health Scrutiny Board, Narrowing the Gap Board Leeds and the Voice Health Forum. During this consultation the following general points were raised:

- A welcome for the priorities that have been identified thus far – overall participants felt that these were the right priorities;
- More attention to tackling health inequalities and meeting need tailored to local needs, particularly within the context of the city’s ambition of ‘narrowing the gap’;
- Support for the broad scope adopted for the JSNA, and more emphasis to be given to understanding the impact that social and economic conditions can have for health and well being;
- The emphasis placed on children and young people was welcomed; however attention was drawn to wider determinants of health for this age group, particularly those children and young people who experience poverty.

4.0 Implications For Council Policy And Governance

- 4.1 The legislation and associated guidance anticipates that the JSNA will be a locally determined process which will shape and influence commissioning priorities and decisions for health and social care. Guidance encourages the wider application and influence of the JSNA, particularly for those services which have a direct or indirect impact for health and wellbeing, for example supported housing, physical activity and recreation and information and advice.
- 4.2 As such the JSNA is an important process, which will need to be fully documented, that will shape and influence the policy framework and resource allocation for both Leeds City Council and NHS Leeds. Already, NHS Leeds has been required to demonstrate how they have used the JSNA to inform their World Class Commissioning Plans for the next five years.
- 4.3 Whilst the JSNA must be undertaken through the local partnership arrangements, it remains an advisory process. Individual organisations retain their respective constitutional and governance arrangements with regard to the priorities and recommendations, which emerge from the process.

5.0 Legal And Resource Implications

- 5.1 There is a statutory responsibility to have a JSNA process in place in each local authority area. Named statutory officers (The Director of Adult Social Services, The Director of Children's Services and the Director of Public Health) are held accountable within the legislation for ensuring that the local JSNA process is meeting the minimum legislative requirements and is produced in partnership.
- 5.2 The proposals for strengthen partnership working at the strategic level, which are summarised in this report in paragraph 3.3 may have resource implications. Consequently the partner organisations have committed to prepare a full business case which will examine options and opportunities to utilise existing and approved future investment.

6.0 Conclusions

- 6.1 The initial phase of the JSNA has brought together a significant amount of data, patient and service user experience and best practice. The analysis of this information has demonstrated that health and well-being priorities identified within the Leeds Strategic Plan can be confirmed, and longer-term priorities have emerged, for further detailed analysis. The JSNA process will emerge as a key component of the City Council's strategic planning capacity and will strengthen partnership working in this regard, in the years to come.

7.0 Recommendations.

- 7.1 The Executive Board is asked to:
- Asked to endorse the findings of the first phase of the Leeds Joint Strategic Needs Assessment and approve for publication the report Implementing the Leeds JSNA;
 - Request the Director of Adult Social Services and the Director of Children's Services to produce further reports on at least an annual basis, to report the results of future JSNA work;
 - Request that all Directors, and in particular the Directors of Adult Social Services and Children's Services ensure that all future commissioning plans and service plans reflect the health and well being priorities identified through the Leeds JSNA process.
 - Note the interest already shown by the three relevant Scrutiny Boards, and to ask those Boards to keep an oversight of JSNA work within their work programmes.

Background documents referred to in this report:

Guidance on Joint Strategic Needs Assessment; Department of Health December 2007
Director of Public Health Annual Reports Leeds Primary Care Trust / NHS Leeds
Measuring the Gap – Tackling Health Inequalities Healthy Leeds April 2008
Children Services Plans & Strategies; Children Leeds
JSNA Datapack - prepared to support the Leeds JSNA; October 2008

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Implementing the Leeds Joint Strategic Needs Assessment Framework

Document Status DRAFT

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Working in partnership through the Leeds Initiative 1

Acknowledgements

We would like to express our thanks to the many colleagues in NHS Leeds; Leeds City Council and the voluntary sector who assisted the core programme team, operational group and project groups in the preparation and process for the development of the Leeds JSNA by sharing their information, collecting and obtaining data and contributing their expertise.

In particular our thanks go to Allison Beal Programme Manager, Charles Cross, Mark Edmonds and Tony Long (Department of Health); The members of the Programme Board and other colleagues of the Operational Group who steered the process throughout; John England , Jane Stagemen, Jacky Pruckner, Mike Simpkin, Simon Hodgeson, Stuart Cameron Strickland, John Maynard (Leeds City Council); Jill Copeland, Sharon Yellin, Lucy Jackson , Janice Burberry, Alastair Cartwright, Alison Straughan, Nichola Stephens, Paul Sandon, Richard Dixon, Chris Cooper, Brian Smith and Frank Wood (NHS Leeds).

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1. Foreword

Health and Social Care in Leeds faces considerable challenges over coming years as the city continues to grow.

With a predicted increase in the population, a rise in the number of older people and an increasingly diverse community, so there will be changing and expanding demands placed upon the health and social care system.

It is essential that we are able to respond to meet these challenges whilst ensuring the highest possible standards of service provision are maintained.

To assist, we must understand the type of care and the level of need we need to cater for both now and in the future. Such information is crucial in making decisions around commissioning and shaping future health and social care services.

The new requirement to prepare a Joint Strategic Needs Assessment (JSNA) for Leeds is seen as an important step in helping us to make these difficult commissioning decisions, and is a process that is fully supported by the City Council and NHS Leeds.

Both organisations have been working closely together with partners (including voluntary and community agencies) to 'pool' wide ranging information and data that provides a comprehensive picture of the health and wellbeing needs across Leeds and the issues that we will need to tackle over coming years.

Leeds has a good reputation for joint working, and the Leeds Initiative partnership has set out a challenging "Vision for Leeds". Health and wellbeing is an important part of that work and the JSNA helps provide clarity around the direction we should be taking if we are to fulfil the ambitions set for the city.

This process is not a one-off, and we will continue to work closely together to ensure this valuable work is embedded into the way we do business.

Ultimately, we hope that the findings of the Joint Strategic Needs Assessment will stimulate and guide both our organisations and our partners to work together to improve the health, well-being and independence of the community of Leeds.

We would be pleased to hear your views on either the approach we have taken to JSNA in Leeds or to this document.

Dr Ian Cameron
Director of Public Health
NHS Leeds

Sandie Keene
Director of Adult Social Services
Leeds City Council

Rosemary Archer
Director of Children's Services
Leeds City Council

2. Executive Summary

JSNA - What is it?

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

The legislation intends that the JSNA will inform the plans, targets, priorities and actions necessary in reducing identified inequalities and achieving the desired health and wellbeing outcomes for Leeds.

Core to JSNA is a data pack that provides a comprehensive profile of Leeds across a number of areas crucial to the health and wellbeing of the population:

- Demography
- Socio-economic and environmental factors
- Lifestyle (particularly 'healthy living') issues
- Ill health
- Health and Social care service provision

To complement the analysis we have drawn upon a richness of 'softer' information provided by the public, patients, service users and carers.

What have we learnt?

So what has the first JSNA process told us? It has confirmed that the priorities identified in the Leeds Strategic Plan (2008-11) and NHS Leeds's Strategy are the right priorities to be tackled at the present time. They include:

- Narrowing the gap in 'all age all cause' mortality between the average for Leeds and for people living in the more deprived areas of the city
- Addressing the increasing incidence of circulatory diseases and strokes
- Tackling obesity and raising levels of activity across all ages, but particularly the young
- Improving sexual health and reducing rates of teenage conception
- Improving mental health and emotional wellbeing
- Improving the quality and responsiveness of services that provide care and support for people
- Improving the safeguarding of children and adults

However, the analysis has also raised the need for further work in new areas, for example:

- Responding to the needs of an ageing population who are living much longer
- Ensuring that tomorrow's children and young people are healthier – unhealthy children of today will become the unhealthy adults of tomorrow
- Tackling the present Infant mortality rates which are significantly higher than the national rate. The rate in some areas demonstrates particular issues in some communities

- A need to counteract potential widening inequalities between neighbourhoods
- A continuing focus on specific health and wellbeing challenges around obesity, alcohol, drug taking and smoking.

The full data pack can be found on the websites for NHS Leeds and Leeds Initiative (www.leeds.nhs.uk; www.leedsinitiative.org) A more detailed summary of the data is included within this report

How are we going to respond? - sustaining the JSNA process

The Commissioners from both organisations identified a number of areas for future enhancement, which are included as part of the JSNA Action Plan (attached as Appendix C):

- Greater disaggregation by localities and communities of interest, linked to an ability to benchmark data across those areas
- More developed information on cost analysis and value for money
- An integration of wider social indicators with the health data
- Enhanced information on projections and trajectories to better inform longer term commissioning decisions
- 'Up to date information for commissioning to be refreshed on an ongoing basis and providing relevant information, when it is needed, which could be readily accessed by city partners

Further work is planned with Commissioners to refine thinking about useful additional data and plan for a 'refresh' of information to ensure that the JSNA information adds maximum value to future commissioning decisions.

Next steps

This first JSNA required and benefited from close working across Leeds City Council and NHS Leeds with partners. Looking ahead it is clear that this process must be more fully embedded into the existing partnership governance arrangements and better aligned with emerging planning and commissioning cycles.

Some of the key actions over the year ahead will be to:

- Embed the governance of and responsibility for JSNA into wider partnership arrangements
- Extend locality profiling to enable data to be used to build a comprehensive picture across specific local areas of Leeds
- Populate data gaps where identified, including specifically strengthening the evidence base across all equalities strands and the specific population groups set out in the previous section
- Develop and implement a shared data repository approach to ensure information is maintained and accessible

- Ensure all future qualitative information is integral to the arrangements and, like the core dataset, is readily accessible, by developing central database arrangements
- Develop longer term projections for a wider range of communities of interest, localities and city wide targets
- Develop a partnership with higher education to address identified needs in relation to further research and predictive modelling and analytical techniques
- Explore how the JSNA can be extended to support all strategic outcomes in the eight themes of the Leeds Strategic Plan 2008-11

3. Introduction

Joint Strategic Needs Assessment is a process by which the local authority and primary care trust understand the currently unmet and future health, social care and well being needs of the local population.

Understanding the current position, trends and projections will support future planning, commissioning and delivery of services. The JSNA is not a strategy or commissioning plan but should be used to inform their development, together with other commissioning intentions, the Local Area Agreement (LAA) and the Sustainable Communities Strategy (in Leeds described as the Vision for Leeds 2004-2020).

The duty to undertake a Joint Strategic Needs Assessment is set out in Section 116 of the Local Government and Public Involvement in Health Act (2007). This annual duty commenced in April 2008.

Leeds has a strong reputation for joint working, and both NHS Leeds and the City Council view the new requirements as enhancing the needs assessment work that has already been undertaken.

Core to the new arrangements has been the collation of a range of data required under JSNA, providing comprehensive information on health and wellbeing in Leeds.

A separate compendium is available that contains the complete dataset. This document, Leeds' first JSNA report, summarises the information drawing out the key characteristics for Leeds and poses a number of important questions around future priorities for the city.

This report also sets out how the JSNA arrangements will be embedded and aligned with planning and commissioning arrangements, how increasingly the data will be used to profile specific localities across Leeds, and finally how the process will extend beyond the current JSNA focus on health and wellbeing, supporting the work of all the main partner activity across Leeds, under the umbrella of the *Leeds Initiative*. This is the city's strategic partnership group that, under the leadership of the city council, brings together the public, private, community and voluntary stakeholders of Leeds.

But that is for the future. The aims of the first JSNA in Leeds have been to:

- Describe the JSNA process within Leeds;
- Provide a profile of health and well being for Leeds;
- Draw out some of the key themes emerging from the data and how these align with existing priorities;
- Set out a how the JSNA should become more integrated into a sustainable process that is aligned to the commissioning and planning frameworks within the city; and
- Include a clear plan of action for the short, medium and longer term.

4. The JSNA Process

Context

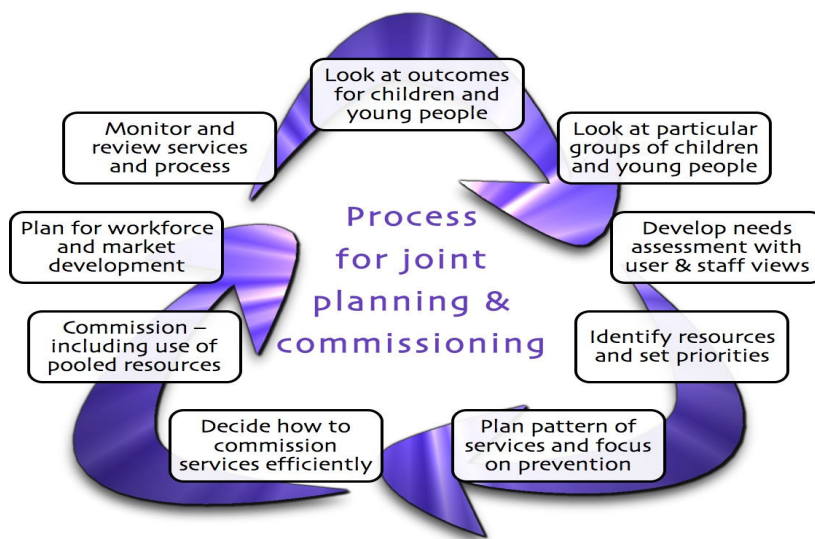
The new statutory requirement for a Joint Strategic Needs Assessment (JSNA) was first introduced in the Department of Health's *Commissioning framework for health and well-being*, published in March 2007. The JSNA is expected to “describe the future health, care and well-being needs of local populations and the strategic direction of service delivery to help meet those needs”.

At the heart of the JSNA process is the need to gather data that covers a range of areas crucial to understanding the health and wellbeing of the local population [Appendix A to this document sets out the core Dataset required under JSNA, where the specific data is held and can be accessed].

Analysis of the information highlights areas of current and future needs of the population and will help the relevant health and social care organisations to reflect on existing priorities and how both the commissioning and delivery of services might need to change to meet these wider health and wellbeing ambitions.

Commissioning as a way of working encourages public sector organisations to develop a more structured approach to identifying needs, setting and reviewing priorities and deciding the best way to meet and allocate resources.

The Diagram below depicts a nine step cycle of joint planning and commissioning. This is a universal process, developed for children and young people, but which is understood by health, education and social care sectors – an important first step in creating a common language and understanding of commissioning as a dynamic process.



The cycle depicts commissioning as a continuous process designed to drive improvement. While the JSNA supports the whole commissioning cycle, it has a key role to play in four particular elements: strategic needs assessment; planning and service design, deciding how to deliver and with whom, reviewing and monitoring outcomes.

The JSNA Process in Leeds

The identified benefits for JSNA in Leeds

NHS Leeds and the City Council recognise clear benefits of co-developing the JSNA that will build upon joint working already underway in Leeds. Those benefits include:

- Improved partnership working
- Greater engagement by organisations representing the public in the JSNA process
- More effective processes for data collection and analysis
- Improved planning and decision making
- Agreed joint commissioning priorities for Leeds
- Agreed approaches for tackling inequalities

The focus on the health and wellbeing needs of the population builds on analysis already undertaken to inform the needs assessment in other statutory plans. Most notable are the recently published Children and Young Persons Plan, the Joint Strategic Assessment – Safer Leeds, the 2008 Annual Report of the Director of Public Health Report and Measuring the Gap: Tackling Health Inequalities (Healthy Leeds/Yorkshire Public Health Observatory) report which contains extensive assessments of need.

Fundamental to delivery of this first JSNA process has been partnership working, achieved through the leadership of the Director of Adult Social Services (Leeds City Council), the Director of Public Health (NHS Leeds) and the Director of Children's Services (Leeds City Council).

This joint team has guided the development of Leeds first JSNA supported by specific work streams that:

- Collected the core data set required under JSNA and led the analysis that identified the emerging themes
- Examined how the process could be embedded and the planning and commissioning cycles across the City Council and NHS Leeds better aligned for the future
- Engaged stakeholders as part of the process building upon important work conducted for the Vision for Leeds, the Leeds Strategic Plan and its Local Area Agreement.

Building Upon Current Health and Wellbeing Priorities

Although the duty to prepare a JSNA is new, there is a strong history of partnership working across the city's main stakeholder organisations. The Leeds Initiative is the city's strategic partnership group, founded in 1990, which brings together key

Working in partnership through the Leeds Initiative 10

stakeholders in the public, private, community and voluntary sectors and sets out a long-term vision and a set of priorities for the development of the city.

The 'Vision for Leeds' recognises that health and wellbeing inequalities exist and propose a challenging agenda to 'narrow the gap'. The articulation of these ambitions is embodied in the Leeds Local Area Agreement (LAA), a three year agreement (2008-2011) between central government and the local area (Leeds City Council and the partnership) that sets out priority areas for improvement, and is underpinned with a range of clear targets and milestones [see the text box below].

The strategic plans and commissioning arrangements for NHS Leeds and Leeds City Council therefore reflect both the priorities agreed across the partnership and nationally with Government as well as other local service specific priorities. This work will increasingly be refreshed and informed by JSNA.

The Leeds City LAA Health and Wellbeing Priorities:

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

Public and Stakeholder Engagement in JSNA

It is essential that a wide range of stakeholders, including communities, are involved in JSNA. In Leeds, public and stakeholder engagement has been in four main areas:

1. **Utilising existing mechanisms** was important to this first JSNA as both NHS Leeds and Leeds City Council engage regularly with communities, and have a richness of information from which to draw. For the first time an overview of all the related consultation and engagement activity taking place across the city has been produced which summarises the key messages from public, patient, service user and carer feedback. The key sources for this information include :
 - Development of the Leeds Strategic Plan and Local Area Agreement (LAA), which was published in July 2008 and followed extensive consultation with stakeholders
 - Leeds City Council development and use of a quarterly citizens panel

- Development of numerous voluntary sector forums and involvement projects including Leeds Voice Health Forum, Volition, Leeds Involvement Project, Voluntary Action Leeds, Healthy Living Networks/Centres
- Various patient and service user groups linked to specific work streams within health and local authority services
- Community and patient surveys including the annual NHS Leeds patient survey, GPAQ GP practice patient surveys, the residents and place surveys undertaken by LCC and the annual public perception survey undertaken by NHS Yorkshire and Humber.

Additionally, elected members of the City Council were invited to contribute to JSNA. The report and particularly the findings were discussed with members of three scrutiny boards, whose views have shaped its development and the setting of consequent priorities.

2. A well attended JSNA Stakeholder Event in April 2008 included many colleagues from across the City Council, NHS Leeds, Leeds Voice Health Forum, Leeds LINK Preparatory Group and LCC Children's services unit working in partnership to explore methods of collating qualitative information and developing sustainable processes for working in the future.

The event highlighted a number of population groups where it was felt that health and social care organisations needed to continue to strengthen available data as a means of better understanding need. These included:-

- Asylum Seekers and newly arrived communities
- Black and Minority Ethnic Groups
- People with Learning Disabilities
- People with problems associated with Mental Health
- Offenders and Prisoners
- People with Physical disabilities
- Vulnerable Children and Older People

Subsequent workshops have built further upon the views shared at that initial event and built these into the JSNA process and outcomes. Community representatives have been engaged in workshops and the Leeds LINK preparatory group nominated representatives to join the stakeholder work stream. For voluntary sector engagement, Leeds Voice health forum established a working sub group to support the process and nominated representatives also attended the main working group to feed any relevant issues into the process.

3.. **A Survey of Commissioners** was conducted from across Health and the City Council to better understand their views of JSNA, the gaps in information that may exist and how they will use the data to inform future commissioning decisions.

There were a number of positives, with Commissioners believing that JSNA

- Was an important starting point, providing robust citywide information to support commissioning
- Particularly helpful in identifying service development gaps
- Provided useful consolidated information regarding health outcomes for particular groups and diseases
- Would enable practice based commissioning consortia and other locality based structures to better understand the detailed needs of their local population

The Commissioners also identified a number of areas for future enhancement that have formed an important part of the JSNA Action Plan (attached as Appendix C). In summary this has included:

- Greater disaggregation by localities and communities of interest, linked to an ability to benchmark data across those areas
- More developed information on cost analysis and value for money
- An integration of wider social indicators with the health data
- Enhanced information on projections and trajectories to better inform longer term commissioning decisions
- 'Up to date information– to be refreshed on an ongoing basis and providing relevant information, when it is needed, which could be readily accessed by city partners

Further work is planned with Commissioners to refine thinking about useful additional data and plan for a 'refresh' of information to ensure that the JSNA information adds maximum value to future commissioning decisions.

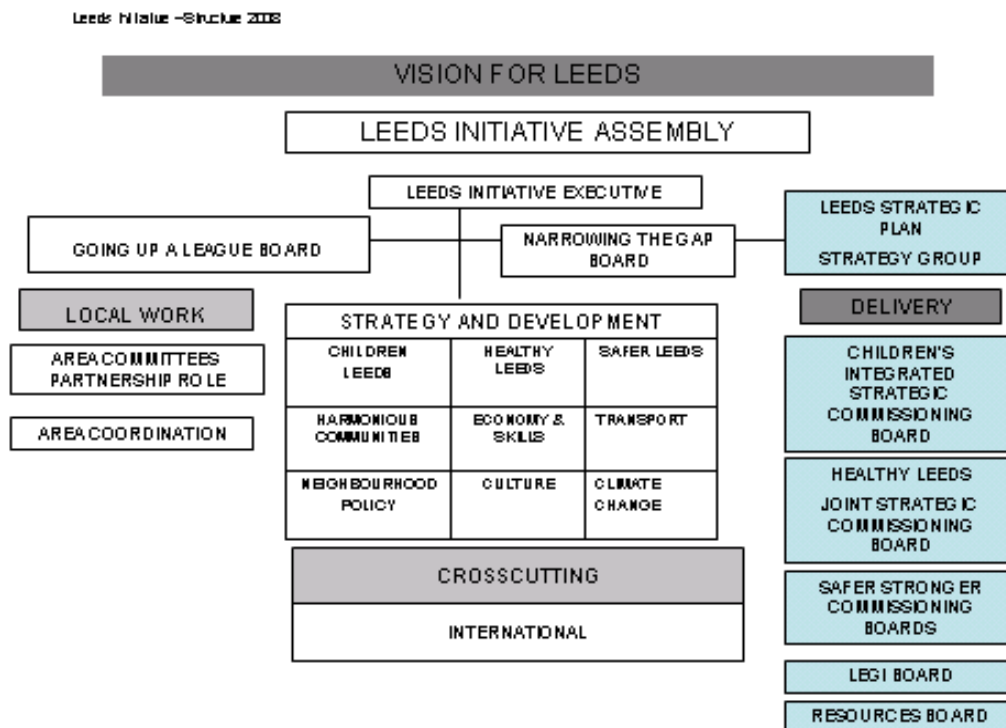
4. How the JSNA will inform commissioning in Leeds

Who are the commissioners in Leeds?

The different stages of commissioning in Leeds take place through a number of related forums. These include arrangements at individual statutory organisations (including Practice Based Commissioners), at strategic, operational, locality and individual levels, and through joint partnership bodies, including the Healthy Leeds Joint Strategic Commissioning Board, Children Leeds Integrated Strategic Commissioning Board and the Safer Leeds Commissioning Board.

The JSNA for Leeds supports these teams to develop more effective systems for data collection and analysis, improve their planning and decision making processes and agree joint commissioning priorities for the city. Diagram 2 summarises the partnership governance arrangements in the city:

Diagram 2 – Leeds Initiative: Partnership Governance



5. A Profile of Leeds

The summary below is based on the more detailed information and analysis within the Leeds JSNA data pack available on both NHS Leeds and Leeds Initiative Websites

Context

The Leeds Metropolitan District covers 552 square kilometres (217 square miles) and is the second largest Metropolitan District in England. It is recognised as one of Britain's most successful cities having transformed itself from a mainly industrial city into a broadly-based commercial centre regarded as the most important financial, legal and business service centre in the country outside London.

The city includes a vibrant city centre and the built up areas that surround it together with more rural outer suburbs and several small towns, all with their own very different identities. Two-thirds of the district is designated green-belt.

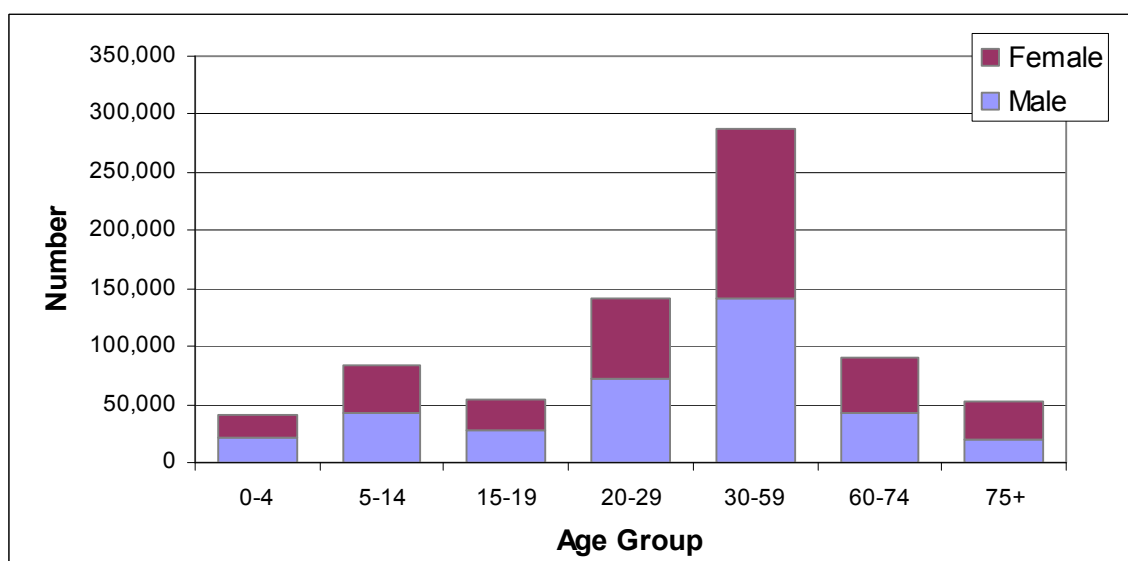
Despite the success of the city as a whole there are still unacceptably wide gaps between those areas that are wealthy and thriving and those that suffer high levels of multiple deprivation, which the city and its partners are committed to tackling through the "narrowing the gap" agenda.

Demography

The latest available data (2006) estimates the population of Leeds to be 750,200, an increase of 4.9% since 2001.

The table below sets out the age profile for Leeds. Approximately 80% of the population are under 60 years of age with 24% aged below 20 years of age. Nearly 15% of people are over the age of retirement, which is slightly below both national and local averages.

Table 4 : Population by Age Group and Gender



Working in partnership through the Leeds Initiative

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Leeds has a significantly higher proportion of 15-29 year olds (26% compared to a national average approaching 20%), including a significant student population with more than 60,000 students studying in the two universities in the city. This contributes to Leeds having a particularly *transient population* with students, many of whom will live and study in the area during term time, moving away during the holiday periods.

Leeds is a culturally diverse population. In mid 2006 ONS estimated that 15.1% of the total resident population comprised people from *Black and Minority Ethnic Communities* (including the Irish and other white populations). The 2006 BME population for England was estimated at 15.8%.

Socio-Economic Context

Deprivation

The Government produced Indices of Deprivation provide a detailed analysis of the range and extent of deprivation across England.

Although Leeds as a whole is ranked as 85th most deprived area (on one of the district measures), 95 out of the 476 small areas in the city that are used to calculate these statistics are ranked in the most deprived 10% in England. The majority of these are located in the inner city and just fewer than 150,000 people (20% of the resident population) live in these areas. A quarter (25%) of all children in the city live in these most deprived areas together with 18% of the city's older people.

Employment Rate

Leeds has seen sustained job growth over the last 20 years and latest figures (2006-2007) show the overall employment rate in the city to be 75.3%, which is above the current England average.

This is expected to rise further over the coming ten years with in excess of 21,000 jobs being created within finance and business services and the public service sector, accounting for approximately 45% of the city's total net employment growth. However the rapid recession of late 2008 could have a significant impact on these predictions.

Worklessness

Despite this growth and the ongoing programme of city-wide regeneration not all people currently enjoy the relative prosperity, with almost 65,000 people of working age not in employment and claiming some kind of benefit. The estimated 'real' level of unemployment in Leeds in 2007 was 29,500, a rate of 6.4%

At 28.7% the claimant rate in the Leeds “deprived area*” is more than double the rate for the city, whilst across the city 6.5% of the working age population are claiming Incapacity Benefit, rising to 12.4%, nearly twice the city average in the “deprived area”.

[* footnote: In the report ‘Measuring the Gap: Tackling Health Inequalities’ the ‘deprived area’ was defined as the 100 Super Output Areas ranked in the most deprived 10% nationally on the 2004 Index of Multiple Deprivation.]

Earnings

In 2007 gross average hourly earnings for full-time workers in Leeds were £10.84. This was below the England average of £11.58 but above the Yorkshire and The Humber regional average of £10.53 [See table 5 below]. Although the rate for men is higher than that for women, the gender pay gap in Leeds was smaller than both the national and regional rates, and has fallen since 2002.

Table 5 : Average earnings for full-time workers

	Hourly (£)	Weekly (£)	Annual (£)
	Median	Median	Median
England	11.58	462.60	24,428
Yorkshire & The Humber	10.53	425.00	22,369
Leeds	10.84	429.20	22,591

Local Authority administered benefits

Almost 71,000 households in the city (23%) are in receipt of local authority administered benefits, almost 12,500 of which are lone parent households. By contrast in the “deprived area” the benefit take-up rate is 44% almost double the average for the city.

Housing and Living Arrangements

The latest available data (2007) shows there to be just under 322,500 households in Leeds of which 77% are privately owned (either by owner occupiers or for private renting), 18.5% are local authority owned and 4.5% are owned by other Registered Social Landlords. This is an increase of 21,500 households since 2001.

There is a clear link between high standards of accommodation and improved health outcomes and improving homes to decent standards remains a priority for action. By March 2008 77% of local authority owned homes complied with the Decent Homes Standard, and the target is to bring all council owned stock up to the decency standard by the end of 2010/11.

Similarly the City Council undertook a “Private Sector House Conditions Survey”, which estimated that there were 247,850 private sector dwellings in Leeds (either owner occupied or privately rented), of which 67% could be classified as decent.

6. Ill Health

Introduction

All Age All cause Mortality (AAACM) is an overarching measure for a number of the mortality data sets within the JSNA data pack. This work is also supported by the national inequalities target which aims that by 2010:

- the average life expectancy at birth in England will be increased to 78.6 years for men and to 82.5 years for women
- there will be a reduction in health inequalities as measured by infant mortality and life expectancy at birth

The current position is set out below, but in summary the AAACM rate for Leeds is around the national average, and in line with national trends, is continuing to fall.

However the trajectory for narrowing the gap between Leeds overall and deprived Leeds is of significant concern. The deprived areas of Leeds have mortality rates significantly higher than Leeds, Yorkshire and Humber spearheads and the national average.

Ill Health : key facts and figures

The data sets have highlighted a number of important characteristics in respect of ill health:-

Life Expectancy

People in Leeds on average can expect to live until the age of 79. Men generally live less long than women and the gap on 2004-6 figures was 4 years. But the biggest difference is correlated to deprivation. There is a life expectancy gap of 10 years between the ward with the highest life expectancy (Adel and Wharfedale) and the lowest (City and Hunslet);

All Age All Cause Mortality

In the 1990s the all age, all cause mortality rate for Leeds as a whole tended to be around the national average and below the regional average. Since 2000 all three rates have tended to fall but the national mortality rate has fallen faster than the rate in Leeds. During this period the mortality rates in the deprived parts of Leeds have remained significantly higher than in comparable areas with little improvement in comparison to the Leeds and national averages.

Circulatory Disease Mortality

Within Leeds the mortality rate under 75 years from circulatory diseases ranged from 50 per 100,000 in Adel and Wharfedale to 224 per 100,000 in City and Hunslet electoral wards.

Mortality rates under 75 years in the deprived areas of Leeds from circulatory diseases were consistently and significantly higher than the Leeds, Yorkshire and Humber Spearhead and national averages between 2001 and 2005.

Cancer Mortality

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

Chronic Obstructive Pulmonary Disease (COPD) Mortality and Prevalence

For men, COPD is the fourth highest cause of death and hospital admission in Leeds. For women it is the fifth highest. The mortality rates for COPD demonstrate wide variation across areas in Leeds with the inner south area continuing to have significantly higher rates since 2003, and continuing to rise. The recorded prevalence of COPD in Leeds is 1.6% (QOF data 2005/6) compared to the national rate of 1.4% for England. However the prevalence rate in "Leeds deprived" is 2.2%

Stroke Mortality

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

Limiting Long Term Illness (LLTL)

At the time of the 2001 Census there were over 128,000 people living in Leeds who considered themselves to have a limiting long-term illness (18% of the total resident population). Of these people 57,732 were of working age. Geographic analysis of the Census data has shown that people with an LLTL are concentrated in particular geographic areas of the city

Main Causes of Death and Admission Rates

CHD is the most common cause of death in men and is also one of the main causes of hospital admissions for males.

Similarly, CHD was the most common cause of death in women in 2006, followed by cerebrovascular disease, though this is not reflected in the figures for hospital admissions.

7. Healthy lifestyles

Introduction

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

The data sets have highlighted a number of important characteristics in respect of health and well being in Leeds:-

Healthy Lifestyles : The key facts and figures

Smoking

The link between deprivation and smoking is clearly seen across Leeds. The distribution of smokers varies across the city, the highest rates being seen in inner east, inner south and inner west Leeds and the lowest in the north east. This corresponds with published estimates where even greater variations can be seen at ward level with the lowest estimated smoking level of 18% being seen in Wetherby and the highest of 46% being seen in Seacroft.

Alcohol Admissions

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

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

Obesity

In 2005, 22.1% of men and 24.3% of women were obese and almost two-thirds of all adults overweight.

In 2003 it was estimated that nearly a quarter of males in Yorkshire and Humber (24.6%) were obese and that the region had the highest obesity prevalence among young adult males (aged 16-24).

Physical activity

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

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

8. Children and Young People

Introduction

Towards the end of 2007 Children's Services undertook a Needs Analysis as part of the Joint Area Review. The information provided in the JSNA data pack is drawn from this earlier work (updated where possible). The Needs Analysis was structured around the five outcomes for Every Child Matters.

- Stay Safe
- Be Healthy
- Enjoy and Achieve
- Make a positive contribution
- Achieve economic well-being

The current position in Leeds is set out below:

The key facts and figures

Staying Safe

The focus here is information in respect of Looked After Children. The numbers of looked after children in Leeds are significantly higher than statistical neighbours and are increasing.

At September 2007 Leeds had 1395 looked after children. If it were to reflect the same proportions of the total population of children as the average of its statistical neighbours then it would have 912. There are more boys than girls in every age group in the looked after children cohort. In total boys comprise 58% of the looked after population. This proportion has risen by 6% since 2004. Most Looked after children in Leeds have been in care for over 3 years. BME children are over-represented in the looked after population and continue to rise.

Given the current trajectory the numbers of looked after children is forecast to grow to around 1800 by 2010. This will create additional foster care costs rising to around £5.7 million per year in 2010-11 based on the 06/07 unit costs.

Be Healthy

The Indicators of Child Health assessed were perinatal mortality; low birthweight and infant mortality.

- The recognised association between deprivation and higher perinatal mortality is demonstrated in the JSNA data pack although the differences at small area level are not on the whole statistically significant, so differences in the rates should be interpreted with caution.
- The low birth weight rate for Leeds in 2006 was 8.0% which was similar to the national rate, and slightly lower than the regional rate (although not significantly).

- 3 year rolling rates showed a rising infant mortality rate for Leeds. Though this has levelled off in the most recent year, it remains in contrast to the national downward trend.

Teenage Conceptions

- The Leeds national target is to reduce the rate by 55% from 1998 baseline. The Leeds latest rate figure (2006) is 50.7 per 1000 females aged 15-17 which is 0.4% above the 1998 baseline. This is considerably higher than the national rate, is not a reduction and at present achievement of the 2010 target rate of 22.7 per 1000 females aged 15-17, represents a significant challenge.

Obesity

- Across all categories Leeds is very slightly below the regional and national averages at reception. However by Year 6 almost 1 in 3 children in Leeds are either overweight or obese. This equates to around 2505 children. Levels of obese children have almost doubled from Reception to Year 6 which is broadly in line with the picture at a national and regional level.
- Levels of overweight children are slightly higher than in Reception. Levels of obesity are higher in Reception in deprived areas of the city. Though this difference is small it is statistically significant. By Year 6 rates are higher across all measurements for children living in deprived areas of the city. Again the difference is small but statistically significant.

Physical Activity

Locally Leeds has already exceeded the National Indicator target to increase the percentage of school children who spend a minimum of two hours a week on high-quality PE and school sport within and beyond the curriculum to 85 per cent by 2008 and is on target to achieve 90% by end of 2008

The Every Child Matters survey also covered nutrition, smoking, alcohol, drug use, and sexual health. The main findings suggest:-

- *Nutrition.* Only a third of younger children are eating the recommended 5 portions of fruit and vegetables a day, and that the trend in older age groups is for this proportion to diminish (12% in Year 11).
- *Smoking.* 12 % of Year 9 pupils and 22% of Year 11 pupils report regular smoking
- *Alcohol.* 46% of 50% of Year 5 pupils have never drunk alcohol, but that this proportion falls to 6% in Year 11. Survey results indicate that over a third (36%) of Year 11 pupils are drinking regularly (at least once a week). A small but worrying percentage of children and young people report drinking on a daily basis from a very young age (1% in Year 5).
- *Drug Use.* The survey suggest that the proportion of pupils indicating that they have used illegal drugs rises from 11% in Year 9 to over a quarter of young people (28%) in Year 11
- *Sexual Health.* The Survey enquired whether young people had ever had sexual intercourse. The responses indicated that proportion who replied positively increased from 20% in Year 9 to 47% in Year 11. In Year 9, slightly more girls than boys (52.7% girls: 47.3% boys) had had sexual intercourse, but by Year 11 this was approximately equal.

Enjoy and achieve

This area details education achievement and attendance, play, exclusions and preventing offending. Overall this is a positive picture of how Leeds is improving

- **Primary** - The expected level of achievement at KS2 is level 4. Outcomes have risen by 1% across all subjects in Leeds. This rise has been mirrored nationally and Leeds remains in line with national attainment except in science where Leeds remains 1 percentage point below the national figure. Leeds is in line with outcomes in comparative authorities for English, but 1 percentage point below for maths and 2 percentage points below for science.
After a drop in attendance in primary schools in 2005/06, attendance rose in 2006/07. Attendance in Leeds primary schools is now at its highest level and remains higher than national levels of attendance.
- **Secondary** -Results for achievement at Key Stage 4 show that GCSE results in Leeds are at an all time high, with the percentage of pupils achieving 5 or more A*-C grades at 55.9%. This is 3.5 percentage points higher than the 2006 figure. Although Leeds' performance is still below the levels reached nationally and by comparative authorities, there is a clear indication of above average improvement. The gap between the Leeds and national figure has closed from 5 percentage points in 2005 to 4 percentage points in 2007.
Unlike in primary schools, attendance in Leeds secondary schools is below national and comparative authorities.

Achieving Economic wellbeing

- **Children and poverty** -The data shows that 1/5th of all children in the city live in families where no-one are in work. In the "deprived area" over 40% of children live in workless households – double the city average
- **Young people Not in Education Employment or Training** after Year 11 (NEET) in 2006, was 8.2%. NEET for year 11 leavers is higher for young people resident in deprived areas, with the percentage NEET almost double the Leeds average for pupils eligible for free school meals. Pupils with Special Education Needs and Looked After Children also have higher levels of NEET after leaving school.

9. Adults and Older People

Introduction

The 2001 Census reported that Leeds had a population of 715,400 but the Office of National Statistics (ONS) estimates that the mid 2007 Leeds population was around 761,124 of whom 449,400 were of working age and 128,500 were of pensionable age (<60M <65F). There were just under 110,000 people aged 65 or over.

A significant proportion of adults require support and services from Adult Social Care and other services. In addition a large number of community based organisations are funded by Adult Social Care to provide preventive services for people with lower level needs.

Trends show that the requirements for social care services are growing as people live longer. It is predicted that the number of people aged 65 and over will rise by almost 40% to 153,600 in 2031. Whilst people are healthier and living longer generally, the incidence of physical disability and mental health problems increase significantly with age. Dementia is a condition that particularly affects older people with prevalence rising from 5% of those aged 65 to 75 to 20% of those aged over 80. In Leeds this equates to approximately 6,000 older people.

Demographic and other changes (such as shorter stays in hospital) are also having an impact on other groups who require Adult Social Services including people with learning disabilities. It is estimated that by 2011 there will be an 8% increase in the numbers requiring services. A further impact is the increased requirement to provide support for unpaid carers. In Leeds 14.4% of women and 10.7% of men are carers.

One response has been to promote independent living. Supporting people in their own homes is both a preference expressed by people and an economic response to reducing the costs of supporting people in residential or nursing homes and in hospital.

The Key Facts and Figures

Health and Emotional Wellbeing

- In 2007 the level of fuel poverty in Leeds was estimated as being 30% of private sector households, 22% of which are deemed vulnerable.
- At the time of the 2001 Census there were over 70,000 pensioner households (<60M <65F) in Leeds of which just over 43,000 were older people living alone. The national POPPI system projects that the number of people aged 65 or over living alone will have increased by 24% in 2025 (30% for people aged 75 and over).
- People aged 65 and over make up around 16% of the Leeds population but occupy almost two thirds of general and acute beds. National policy aims to prevent unnecessary hospital admissions particularly for older people.
- Admissions for conditions such as dementia and falls can be reduced by preventative interventions. The Leeds POPP Programme succeeded in reducing

hospital admissions for older people with dementia by 77.5% where dementia was the primary diagnosis and 15% where dementia was a subsidiary diagnosis).

Quality of Life

- In 2008/9 Leeds invested just under £12.5 million in community based services to support people with lower level needs. During 2008 Adult Social Care provided a service to around nearly 16,000 people of whom about 30% were of working age. Of the total, around 16% were receiving residential care.
- There are approximately 2,500 people with learning disabilities in Leeds who receive statutorily funded accommodation and support services arranged by the Council.
- There are approximately 52,800 carers of working age in Leeds. Of these, 66% are combining caring with paid employment.
- During the past year 2,984 carers of people aged 18 or over were offered some form of assessment or review. Of these, 2,300 went on to be offered a service to support them in their caring activities. In 1,005 instances this service took the form of providing a respite placement for the person being cared for, in order to give the carer a break from looking after them.
- There is a variation between different parts of the city in the support offered to carers. The number of carers offered a service as a percentage of the number of people living in an area who were in receipt of community based services varies from 21% & 19% in the South and West respectively, down to 16% in the North East and North West.
- Although around 25% of service users live in the parts of Leeds deemed to be in the 10% most deprived areas of the country, fewer people identify themselves as carers (8.94% compared to 9.85% for Leeds as a whole). And of the carers who were offered a service, only 401 (17%) lived in these areas.

Making a Positive Contribution

- Research by the University of Leeds found that volunteering primarily by older people generated the equivalent of £6,000,000 worth of services.
- Leeds Involvement Project supports representatives from across a range of groups to contribute to the development of health and social care services. They report being in touch with 419 service users and carers. These include a wide range of people from BME and disability groups.

Choice and Control

- During 2007/08 there were 9101 people aged 18 or over who received a completed social care assessment. Of these, 7366 were aged 65 and over and 1735 were adults aged 18-64. In around 70% of cases it was determined that the person was eligible to receive services either directly provided or commissioned by Adult Social Care through another agency.
- There was some variation between the various areas in reaching the target completion time. In most areas of Leeds around 78% of assessments were completed within 28 days. However, in the south this figure rose to 86%.

- One of the key measurements by which Adult Social Care Departments are judged is the speed with which services, having been agreed upon, are subsequently provided. During last year 85.3% of new elderly service users received their services within the required 28 days. This is rated 'good' by the regulatory body, the Commission for Social Care Inspection.
- Waiting times for service provision in the most deprived areas showed the shortest waiting time.
- There is a National requirement for Adult Social Care to move towards personalised services. 803 people across service user groups are currently provided with direct payments in Leeds. A target has set that by 2001 it will provide 30% of all services through self directed support.

Equality Issues

- In 2006 ONS estimated that 118,200 (93%) Leeds pensioners were White British, 2,600 White Irish, and 1,700 Other White. The number of pensioners in other ethnic classifications included 1200 Indian, 800 Pakistani, 200 Bangladeshi and 1300 Black Caribbean elders.
- Work by the University of Leeds suggests that by 2030 the BME population in Leeds will increase by 55% and this will include significantly higher proportions of people from BME groups in older age groups.
- ONS estimated that in 2006 there were 53,400 people aged 75 or over of whom 20,200 were men and 33,200 were women.

Economic Wellbeing

- Pension Credit provides financial help for people aged 60 and over whose income is below a certain level. There are just over 34,500 pension credit claimants in the city (27.2% of the post-working age population) Even though the outer areas have higher proportions of older residents, the Pension Credit claim rates in all five outer areas are lower than their inner area counterparts.
- The 2001 Census shows that almost 24,000 people in Leeds aged 65 and over were living in households without central heating and that there were just over 41,300 pensioner households without transport (59% of all pensioner households). Of the 43,312 pensioner households that were living alone just over three-quarters (32,956 households) were living alone without transport.

Personal Dignity and Respect

- 99% of all older people receiving an assessment from Leeds Adult Social Care received a copy of their care plan.
- Leeds received 645 safeguarding referrals in 2007/08. There has been an increase in referrals and it is envisaged that these will increase further as there is a heightened awareness of the need to safeguard vulnerable people from abuse. This will become an even greater priority with an increase in self directed care.

10. Desired Outcomes: The key issues for Leeds Now

Introduction

This chapter considers the data and how it impacts upon the current priorities set out in the Leeds Strategic Plan. In summary it re-affirms that the current focus for both Leeds City Council and NHS Leeds is the right one and continues to be where the resources of both organisations need to be directed. The following chapter considers those emerging areas of concern around which future commissioning and resourcing decisions will need to be made in the medium to longer term.

The process of analysis

The data produced for the JSNA paints a picture of Leeds as one of two cities, with diverse health and well being needs. Overall Leeds is recognised as one of Britain's most successful cities outside London, but despite this success there are wide gaps between those areas that are wealthy and thriving and those that suffer high levels of multiple deprivation.

Analysis of the JSNA data has been undertaken in three ways. These have been independent but have come up with similar answers and a broad consensus on the emerging questions for Leeds:

1. A scoring tool was applied to a wide range of topics in the data pack

Questions asked were:

- Is this an issue which affects a significant proportion of the population (directly or indirectly)
- Is the problem likely to increase if there is no intervention?
- Is this an issue which significantly affects vulnerable groups?
- Is this issue a significant contributor to the health inequality gap?
- Is there evidence of unmet need?

2. Analysis conducted by the **York Health Economics Consortium** which focused upon the JSNA data pack making suggestions for embedding the process and improving priority setting.

3. **A separate control exercise** was conducted to analyse the dataset, draw out the key issues emerging and consider alignment with existing priorities.

The issues emerging – Questions for Leeds

The work of York University has helped inform the future direction for the JSNA process set out in section 12. The scoring and control exercise has however confirmed a number of common issues for Leeds:-

Theme 1: Changes in population

Key issues emerging

- Impact of increase in life expectancy
- Particular increase in the number of older people

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- Changing age profile of BME communities
- Impact of migrant workers

Theme 2: City-wide variation in need. III health areas include

Key issues emerging

- Circulatory Disease Mortality
- Rise in cancer mortality
- The rising rate of Chronic Obstructive Pulmonary Disease
- Patterns of rising incidence of Stroke Mortality
- Infant Mortality

Theme 3: Healthy Lifestyles

Key issues emerging

- Rise in alcohol related deaths and healthcare costs
- Smoking – wide variation across Leeds
- Obesity – particularly 16-24 year olds and younger children
- Drugs - > use particularly among younger children
- Physical inactivity

Theme 4: Children and Young People

Key issues emerging

- Projected rise in Looked After Children
- High rates of infant mortality
- Higher NEET among school pupils with SEN and Looked After Children
- Teenage Conception

Theme 5: Adults and Older People

Key issues emerging

- The increase in numbers of people over 75, general increase in older people and catering for their needs (health care, housing and independent living)
- Linked to above a rise in cases of dementia is noted and although data is currently weak in this area, this is expected to become an increasing issue for city commissioners

11. Implications for Future Commissioning

Introduction

The Leeds Joint Strategic Needs Assessment (JSNA)

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

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

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

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

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

- Responding effectively to demographic change
- Responding effectively to specific health and wellbeing challenges
- Targeted work to improve health and well being outcomes for specific groups.
- Counteracting widening inequalities between neighbourhoods

Responding effectively to demographic change

- **An ageing population.** People will expect the quality and availability of services to increase in line with demand. However as people age and live longer, there

will be an increase in life-limiting conditions such as stroke, diabetes and dementia, particularly in areas of disadvantage. At the same time there are already difficulties in recruiting people into personal care roles as the proportionately of younger adults in the population falls. There will also be more older people from minority ethnic communities. Part of the solution will be investment in services which help people keep fitter for longer; services which provide early support; and social and environmental interventions which promote and prolong the possibility of independent living but we need to develop wider discussion and engagement around this issue.

- **Children and Young People** Unhealthy children of today will become the unhealthy adults of tomorrow. The importance of ensuring the effectiveness of programmes that tackle childhood obesity, emotional wellbeing, teenage conception and sexual health cannot be under estimated, both from an individual and a population perspective. The health of children in disadvantaged neighbourhoods and the projected increase in the proportion of children from new or minority ethnic communities highlight the need for more targeted action. One focus will be on reducing infant mortality as the data shows that in some communities the rates are within the lowest nationally, in contrast with the overall rate for Leeds, which compares favourably with the national rate.

Specific health and wellbeing challenges which require an effective response

- **Obesity** – Overweight and obesity have been shown to be associated with significant risks to health and a large decrease in life expectancy. The National Health Survey for England has found that in 2007 41% of men and 32% of women were overweight with a further 24% of both men and women being classed as obese (compared with 13% of men and 16% of women in 1993. Obesity among women is more common at lower income levels. The same is true for men but less pronounced. Yorkshire and Humber has the highest standardised rate for overweight and obesity (measured by Body Mass Index) of any English region and the issue has been identified by *Yorkshire Futures* as being the main threat to public health in the future.
- **Alcohol** – National surveys show that adults in all age groups except the oldest tend to be drinking above the recommended limit and the consumption is more than twice above the recommended limit for younger age groups. The latest alcohol profile for Leeds (2008) estimate hazardous and harmful drinking in Leeds to be significantly higher than the national average, with alcohol related admissions to hospital higher in Leeds than the average across England and increasing. With the estimated cost of alcohol misuse in Leeds to be £275m, this represents a significant challenge for those responsible for commissioning and delivering programmes and services. The city's Alcohol Strategy is showing some results, requiring a focus on high impact preventative action, perhaps combined with increased use of available regulatory powers.
- **Drugs** - Existing data does not give a clear message on trends. The number of young people using drugs, whilst a concern, is in line with the national rate, but the proportion of drug users aged 15-64 is higher than the national average. Around one third are unknown to treatment and 84% of drug users in treatment in Leeds use heroin, a higher proportion than nationally. There are signs of a

changing pattern of use: younger drug users are choosing cocaine rather than opiates. Commissioners of statutory services also need to address the significant social impact of drugs usage.

- **Smoking** – Although trends are going in the right direction there will continue to be a sizeable proportion of smokers, with the highest rates (46%) being found in inner east, inner south and inner west Leeds. The take up of smoking amongst young people and particularly amongst women appears to remain a problem pointing to the need to continue with current smoking cessation programmes with more funding from mainstream sources.

Targeted work to improve health and wellbeing outcomes for specific groups

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

- People with a learning disability
- Gypsy and travellers
- People with dementia
- Asylum seekers and newly arrived communities
- Looked after children and young people

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

Counteracting widening inequalities between neighbourhoods

- The national Index of Deprivation is the main source for ranking areas of Leeds in relation to each other and to other parts of the country and for identifying those which fall into the most deprived 10% nationally. As we target improvements on these areas, it is hoped that they will improve both absolutely and relatively to elsewhere. Already we have seen a few areas move out of the most deprived group while others are included. However any such marginal improvement is likely to leave a smaller number of areas which remain deprived and become relatively more disadvantaged, both generally and in relation to health.
- It is also possible that this acceleration of difference will include a fragmentation of community and an accelerated development of particular needs concentrated in what may be quite small neighbourhoods within those areas. These needs will include health dimensions (direct and indirect). As city leaders, the City Council will (with its partners) wish to direct commissioning priorities to manage any increase in potential fragmentation across neighbourhoods and communities.
- To meet changing patterns of need (particularly in relation to the effects of economic downturn) it is likely that NHS Leeds, as a partner, would have to consider whether and how it could use its commissioning process in meeting

wider social, economic and infrastructural challenges which impact on health inequalities and affect the overall health and wellbeing of the whole Leeds population.

12. Next Steps – A Sustainable Framework for Leeds

This first JSNA required and benefited from close working across Leeds City Council and NHS Leeds. Looking ahead it is clear that this process must be more fully embedded into the existing partnership governance arrangements and better aligned with emerging planning and commissioning cycles. Proposals to achieve this are set out below and in a summary action plan in Appendix C.

Setting a Vision for JSNA

1. Supporting city ambitions

Leeds considers the JSNA process to be the beginning of a journey that will in time be fully embedded into supporting the work of wider stakeholder organisations through the Leeds Initiative. The Vision for Leeds is based on the principles of sustainable development – *“making sure everyone has a better quality of life now and for generations to come”*.

The JSNA process has provided a vehicle for assimilating core data necessary to support the assessment of health and social care needs across the Leeds area.

It is our clear intention to extend this approach to other themed areas set out in the *Vision for Leeds* and related Strategic Plans and Agreements.

The eight themes for Leeds set out in Vision for Leeds 2004-2020:-

1. Cultural Life
2. Enterprise and the economy
3. Environment city
4. Harmonious communities
- 5. Health and Wellbeing**
6. Learning
7. A modern transport system
8. Thriving places

Much information already exists, and in some areas local agreements exist to maintain and share particular datasets. We will extend this approach and create a core process that sets out clearly what information is held and how it can be accessed to prepare reports on a range of factors and influences that decision makers and commissioners need to be able to utilise to determine priorities and shape service delivery.

Critical to this will be the need to supplement 'hard data' with the qualitative information that is sourced from the range of forums and networks that Leeds is able to draw on. The information from this will be better collated and held centrally.

Ultimately it is the intention that a web-based on-line database be available in the city which will enable a broad range of self-sufficient partner users to inform all aspects of the commissioning cycle as and when they tackle them.

2. Locality Profiling

One important aspect of JSNA has been to demonstrate how harnessing data, information and technology can build a profile not just of Leeds as a whole but also of defined localities.

An 'anonymous locality' example of this has been included as part of the JSNA process to depict the type of information that could be provided for particular areas of Leeds. This is also available on NHS Leeds and Leeds Initiative websites.

NHS Leeds and the City Council have used this process as a means of expanding the concept of locality planning. We have sought to use a full range of available data, beyond the core data required of the Leeds JSNA to build a profile of a particular area.

The ability to define the boundaries of a locality and use hard data to build a picture of the locality is an incredibly powerful tool which enables a range of organisations to pinpoint areas of particular need and to target resources accordingly.

Work is already underway to develop and expand the concept of an enhanced area profiling system at the neighbourhood (Middle Super Output Area) level, through a "Neighbourhood Index". It will provide the Council, its partners and potentially area committee leads, with robust information about each locality, and seek to measure the impact of interventions in a local area relative to others.

The development of such an index would represent phase 1 of a programme to improve area profiling capabilities. The index will be based on selected and weighted data categories but in the longer term the vision is for the Index to draw from a corporate data warehouse that will contain an expanded range of data which can be accessed to supplement the Index, but that can also be used to profile different sets of boundaries (e.g. wards).

3. Future Commissioning Arrangements

This first JSNA has confirmed the rationale for the priorities set in the Leeds Strategic Plan and the NHS Leeds' Strategic Plan. The targets and trajectories in the Leeds Strategic Plan and the NHS Leeds Strategic plan are to be refreshed annually and this 'refresh' will draw where appropriate on the issues raised by the analysis of the 2008-09 JSNA data. The JSNA will also be one of the evidence bases used to inform the review and refresh of the Vision for Leeds 2004-20.

Actions to strengthen (and streamline) the influence of commissioners in guiding data requirements, analysis and future predictions include :considering what forums might best enable Strategic Commissioners and Information leads to meet for this purpose;

Working in partnership through the Leeds Initiative 35

guide data requirements, analysis and future predictions; exploration of the implications of developing a more comprehensive shared data repository; development of a joint information group and development of the Neighbourhood Index (Locality profiles) and commissioning more in-depth needs assessment. Details are in Appendix C.

4. Stakeholder Engagement and Consultation

It is apparent from the consultation that has taken place to inform the Vision for Leeds, the Strategic Plan, Local Area Agreement and now the JSNA that there is a wealth of information from which to draw using the range of networks and consultative mechanisms in place.

An important issue identified for JSNA has been how to collate the qualitative information collected by various stakeholders to ensure that it sits alongside the core dataset so that it can be accessed and used by commissioners, area based representatives and other decision makers.

One future answer is to build a citywide central database of the results from consultation and engagement. One immediate option is to use the City Council 'Talking Point' system which is accessed through the City Council's website and could be made readily available for consultations undertaken by NHS Leeds and potentially by other partners.

This work will be explored by a new joint consultation and engagement group that will meet quarterly and include representatives from a range of organisations including:-

- Leeds City Council
- NHS Leeds
- Children Leeds
- Leeds Teaching Hospitals Trust
- Leeds Partnership Foundation Trust
- Leeds Voice Health Forum
- Leeds Local Involvement Network (LINK)
- Leeds Initiative

5. Governance and ownership of JSNA

Section 4 described the existing partnership governance arrangements and we intend that future work on Leeds JSNA be integrated into those arrangements, fully supporting and informing their work.

Strategic Context

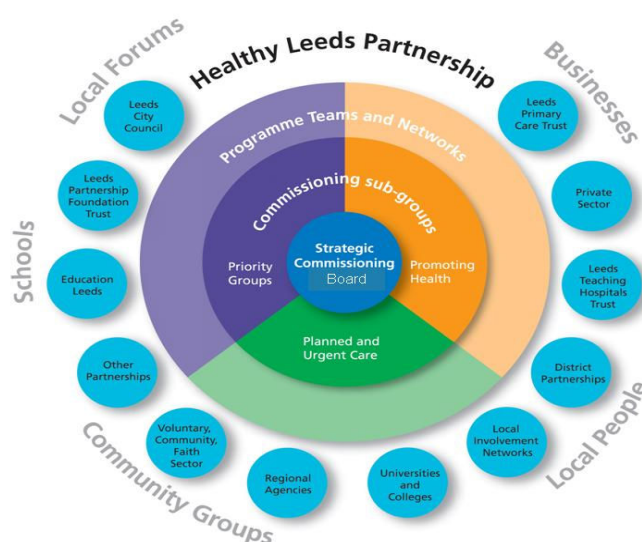
The Department of Health set the JSNA as one of the core demonstrators of World Class Commissioning capability in its World Class Commissioning programme. NHS Leeds will be required to demonstrate its increasing levels of competence against a range of attributes, including the interrelationship between future Local Area Agreements and JSNAs for Leeds.

Although World Class Commissioning originated as a health concept it is now also advocated by the Department of Children and Families. It is anticipated that over time commissioning partners in the city will move towards a shared set of commissioning competencies.

A first step on this journey is Leeds City Council’s commitment to ‘A One Council Approach’. This is establishing a common commissioning framework for the way the Council commissions goods, works and services but has sufficient flexibility to recognise that ‘one size does not fill all’. This common commissioning framework provides greater clarity to work on a partnership basis in the city with other partners and providers.

Within the partnership context, JSNA will be delivered under the remit of the Healthy Leeds Joint Strategic Commissioning Board for which responsibility is set out in the constitution of that Board. See diagram 6 below

Diagram 5 – Healthy Leeds Partnership



6. Next Steps

Effective use of the JSNA requires the needs assessment to become embedded within the planning and commissioning arrangements of both Leeds City Council and NHS Leeds.

Appendix C sets out some of the key actions that we propose to take over the short, medium and longer term. These are underpinned by a robust action plan.

Some of the key actions over the year ahead will be to:

- Embed the governance of and responsibility for JSNA into wider partnership arrangements

- Extend locality profiling to enable data to be used to build a comprehensive picture across specific local areas of Leeds
- Populate data gaps where identified, including specifically strengthening the evidence base across all equalities strands and the specific population groups set out in the section 11.
- Develop and implement a shared data repository approach to ensure information is maintained and accessible
- Ensure that the capacity to incorporate qualitative information is integral to the arrangements and enable information like the core dataset, to be readily accessible, through a new form of central database.
- Develop longer term projections for a wider range of communities of interest, localities and city wide targets
- Develop a partnership with higher education to address identified needs in relation to further research and predictive modelling and analytical techniques
- Explore how the JSNA can be extended to support all strategic outcomes in the eight themes of the Leeds Strategic Plan 2008-11

Appendix A Core Datasets (nationally defined)

The information provided in this report has been produced jointly by NHS Leeds and Leeds City Council to support the development of the Joint Strategic Needs Assessment for the city.

It forms a small part of a much wider and more detailed data pack that reflects requirements set out in the minimum core dataset.

The table overleaf sets out the data that was nationally defined and is included in the data pack. The non shaded areas set out those indicators not included in the data pack with reasons why.

Data has been included for the following domain areas:-

- Demography
- Social and Environment
- Lifestyle / Risk Factors
- Ill Health
- Health and Social Care Services

Additional relevant information has also been included within the pack, over and above the core datasets.

For general information about the data or to access the complete data pack, the relevant websites have been included:-

www.leeds.nhs.uk; www.leedsinitiative.org

Domain: Demography

Sub-Domain	Indicator	Commentary
Population Numbers	Estimated and projected population by age band and gender	
Births	Current births	
Ethnicity	Estimated population by ethnic group	
Disability	Estimated number of disabled people, overall and by impairment group	Currently only includes LLTI (Limiting Long Term Illness)
Religion	Estimated population by religious group	
Migrant population	Estimated population by migrant status	
Local Area	Number of households	
	Breakdown of area into constituent communities / neighbourhoods	
	Deprivation Band	
	ONS classification	
	Social marketing categories	
	Urban / rural classification	

Domain: Social and Environmental Context

Sub-Domain	Indicator	Commentary
Poverty	Proportion of children in poverty (NI 116)	Proxy: Children in out of work families
Living Arrangements		
Housing	Housing Tenure	
	Overcrowding	
	Adults with learning disabilities in settled accommodation (NI 145 and Vital Sign VSC05)	New indicator – data not currently
	Adults in contact with secondary mental health services in settled accommodation (NI 149 and Vital Sign VSC06)	as above
	Living Alone (Older People)	
	Central heating (Older People)	
Transport	Access to car or van	
Economic		
Employment	Overall Employment Rate (NI 151)	
	Working Age people on out of work benefits (NI 152)	
	Working Age people on out of work benefits in the worst performing neighbourhoods (NI 153)	
	Adults with learning disabilities in employment (NI 146 and Vital Sign VSC07)	New indicator – data not currently available
	Adults in contact with secondary mental health services in employment (NI 150 and Vital Sign VSC08)	as above
	Unemployment Rate	
	Claimant count	
Other	Average Incomes	
Environment – Isolation	Access to Services	
Voice – Satisfaction	Satisfaction of people over 65 with home and	New indicator. Data to

	neighbourhood (NI 138)	be derived from Place Survey
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Domain: Lifestyle / Risk Factors

Sub-Domain	Indicator	Commentary
Behaviour		
Smoking	Modelled and / or recorded smoking prevalence	
	Quit rates (NI 123 and Vital Sign VSB05)	
Eating habits	Modelled and / or recorded eating behaviour	
	Prevalence of breast-feeding at 6-8 weeks from birth (NI 53 and Vital Sign VSB11)	
Alcohol	Alcohol harm related hospital admission rates (NI 39 and Vital Sign VSC26)	
	Modelled and / or recorded drinking behaviour	
Physical Activity	Participation in sport and active recreation	
Teenage Pregnancy	Under 18 conceptions (NI 112 and Vital Sign VSB08)	Available in The Sexual health Needs Assessment Data Pack
	Under 16 conceptions	Available in The Sexual health Needs Assessment Data Pack
Other		
Hypertension	Modelled and / or recorded hypertension	
Obesity	Modelled and / or recorded obesity (adult)	
	Obesity among primary school age children in Reception Year (NI 55 and Vital Sign VSB09)	
	Obesity among primary school age children in Year 6 (NI 55 and Vital Sign VSB09)	

Domain: Burden of Ill-Health

Sub-Domain	Indicator	Commentary
Misc.		
All Causes	All age all cause mortality (NI 20 and Vital Sign VSB01)	
	Infant Mortality	
	Life Expectancy	
	Main Causes of Death	
	Hospital Admissions – top 10 causes	
	Self reported measure of overall health and wellbeing (NI 119)	New national indicator
	Healthy Life Expectancy at age 65 ~(NI 137 and Vital Sign VSC25)	
Causes considered amenable to healthcare	Mortality rate from causes considered amenable to healthcare (Vital Sign VSC30)	
Due to smoking	Deaths attributable to smoking	
Diabetes - General	Modelled and recorded prevalence	Available in Measuring the Gap Report
	Estimated excess deaths among people with diabetes	
Circulatory		

General	Mortality rate from all circulatory diseases under 75 (NI 121 and Vital Sign VSB02)	
CHD	Mortality	
	Modelled v. recorded prevalence	
	Hospital admission rate for MI (proxy for incidence)	
	Admissions for cardiac revascularisation	Available in Measuring the Gap Report
Stroke	Mortality	
	Hospital admission rate for stroke (proxy for incidence)	Available in Measuring the Gap Report
Cancer	General: Mortality rate from all cancers under age 75 (NI 122 and Vital Sign VSB03)	
	By Site: Cancer Registrations	Available by web link
COPD	COPD Mortality	
	COPD Modelled v. recorded prevalence	Available in Measuring the Gap Report
Infectious		
TB	TB notifications	
STIs and HIV	KC60.GUM STI data, particularly gonorrhoea	Available in The Sexual health Needs Assessment Data Pack
	New diagnoses of HIV / AIDs	Available in The Sexual health Needs Assessment Data Pack
	Late diagnoses of HIV / AIDs	Available in The Sexual health Needs Assessment Data Pack
	Uptake of Chlamydia screening in under 25s (NI 113 and Vital Sign VSB13)	Available in The Sexual health Needs Assessment Data Pack
Dental Health	% dmft in 5 year olds	
Mental Health		
Dementia	Prevalence of dementia	Currently Dementia Admissions
Suicide	Suicide and injury of undetermined intent mortality rate (Vital Sign VSB04)	
Mental Illness	Mental illness needs indices and prevalence rates	To be included within the planned Mental Health needs Assessment
Trauma		
Falls	Hospital admissions for fractured proximal femur (proxy for incidence)	
Road Accidents	People killed or seriously injured on roads	
	Children killed or seriously injured on roads (NI 48)	
Injuries	Hospital admissions caused by unintentional and deliberate injuries to children and young people (NI 70 and Vital Signs VSC29)	
Musculoskeletal:	Admissions for hip and knee replacement	

Arthritis		
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Domain: Services

Sub-Domain	Indicator	Commentary
Social Care: Numbers	Physical disability, frailty and sensory impairment 1. Number of clients 2. Number receiving services in the community	
	Learning Disability 1. Number of clients 2. Number receiving services in the community	
	Mental Health 1. Number of clients 2. Number receiving services in the community	
	Substance Misuse 1. Number of clients 2. Number receiving services in the community	
	Vulnerable People 1. Number of clients 2. Number receiving services in the community	
Social Care: Standards of Service	Timeliness of social care assessment (NI 132 and Vital Sign VSC12) and packages (NI 133 and Vital Sign VSC13)	
	People supported to live independently through social services (NI 136 and Vital Sign VSC03)	
	Carers receiving needs assessment or review and a specific carer's service, or advice and information (NI 135)	
	Adults and older people receiving direct payments and / or individual budgets per 100,00 population aged 18 and over (Vital Sign VSC17, NI 130)	
Health Services		
Maternity	Early access for women to maternity services (NI 126 Vital Sign VSB06)	Available within the Children's Report
Dental Health	Number of people accessing NHS dentistry (Vital Sign VSB18)	
Preventative Screening	Uptake rates for flu jab	
	Proportion of children who complete immunisation by recommended ages (Vital Sign VSB10)	
Preventative Screening	Proportion of women aged 47-49 and 71-73 offered screening for breast cancer (Vital Sign VSA09)	
Sexual health	Offer an appointment at a GUM service within 48 hours	
	Long acting reversible contraception methods	
	Access to NHS funded abortions before 10 weeks gestation	
Mental Health	Proportion of people with depression and / or anxiety disorders who are offered psychological therapies (Vital	To be included within the planned Mental

	Sign VSC02)	Health needs Assessment
Long-term conditions	Proportion of people with long-term conditions supported to be independent and in control of their condition (NI 124 Vital Sign VSC11)	
Voice		
User perspective on social care	The extent to which older people receive the support they need to live independently at home (NI 139)	
	User reported measure of respect and dignity in their treatment (NI 128 Vital Sign VSC32)	
	Self reported experience of social care users (NI 127)	
User perspective on health care	National Patients Survey Programme findings for local institutions	
	Parental experience of services for disabled children (NI 54 Vital Sign VSC33)	
	Patient experience of access to primary care (Vital Sign VSA06)	
	User reported measure of respect and dignity in their treatment (NI 128 and Vital Sign VSC32)	

Additional Information supplied in the Data Pack

<p>General</p> <ul style="list-style-type: none"> • Major regeneration activities • Incapacity Benefit claimants • Take up of local authority administered benefit • Financial Exclusion and Over-Indebtedness • Fuel Poverty • Air Quality • Climate Change • Street Cleanliness • Crime, Disorder and Drugs Misuse Associated Harms • Housing Needs 	<p>Children</p> <ul style="list-style-type: none"> • Looked After Children • Low Birth-weight • Lifestyle Choices (Nutrition, Teeth Brushing, Smoking, Alcohol, Drug Use and Sexual Health) • Disabled Children (Pupils with SEN) • Emotional Health (CAMHS data) • Educational Attainment, Attendance and Exclusions • NEET
<p>Older People</p> <ul style="list-style-type: none"> • Pension Credit • Projected Needs 	

Appendix B Locality Profiling

The range of data now available through the JSNA process can increasingly be used to establish a profile for particular geographies. This provides the opportunity to begin to explore issues of inequality and will also facilitate area based analysis should this be required:

- City wide
- Area Committee
- Middle Super Output Area
- Electoral ward
- Practice Based Commissioning Consortia
- Leeds “deprived” area

These data files are currently held by the NHS LEEDS and work is underway to identify how these can be shared and accessed more effectively in future. In the interim NHS Leeds has published a variety of datasets and interactive maps which can be found on their website.

As an example of utilising available data a Locality Profile has been produced and is also available on the websites

Appendix C Action Planning

The report has recognised that this first JSNA represents the beginning of a journey.

Whilst the work undertaken is robust and will support commissioning decisions, there are a number of areas for improvement that both NHS Leeds and City Council wish to make in the short, medium and longer term.

The key actions identified have been summarised within table C overleaf. A more detailed, supporting Action Plan setting out specific activities, milestones and accountability for delivery has also been developed and will provide the basis for tracking progress.

Appendix C High Level Plan to improve joint planning and commissioning through JSNA

	Short Term [In readiness for JSNA 2009]	Medium Term [2-3 Years]	Longer Term [3 Years +]
General Governance	<ul style="list-style-type: none"> Put in place effective structures and governance arrangements to maintain oversight of the JSNA process 		
Joint Planning and Commissioning	<ul style="list-style-type: none"> Feed themes and key issues for action into forward work programmes of Healthy Leeds JSCB sub-groups and Children Leeds Undertake the bespoke piece of work mapping world class commissioning competencies with the one council approach to commissioning framework and locality commissioning. Maintain regular meetings of officers from the LCC and NHS Leeds to refresh priority/target discussions and identify further opportunities for planning alignment. Develop longer term projections/trajectory information for a wider range of communities of interest, localities and city wide targets Develop a parallel focus alongside the needs of communities on the available human resources to meet those needs Develop a partnership with higher education to address identified needs in relation to further research and predictive 	<ul style="list-style-type: none"> Determine key areas to undertake analysis of cost-effectiveness / VFM – spend against performance Make disaggregated data available for all localities in Leeds Launch the real-time on-line data base with associated training to create self-sufficient partner users. Develop review, evaluation and learning methodologies 	

	<p>modelling and analytical techniques</p> <ul style="list-style-type: none"> • Explore how the JSNA can be extended to support all strategic outcomes in the eight themes of the Leeds Strategic Plan 2008-11 		
Data Gathering and Analysis	<ul style="list-style-type: none"> • Develop and implement the shared data repository approach • Complete data pack • Identify areas where we have not included data from the core data set and actions/reasons • Agree way forward to collect ethnicity data in primary care • Joint data group to meet quarterly-agree Terms of Reference (linked to JSCG) • Place data pack on intranet • Strengthen evidence base across all equalities strands e.g. address ethnicity and disability data gaps across all public services 	<ul style="list-style-type: none"> • Produce 'Vitality index' for localities • Complete detailed programme needs assessments for: mental health; older people and alcohol • Start forecasting work 	<ul style="list-style-type: none"> • Develop comprehensive system for forecasting and future modelling • Joint working with YPHO to ensure updates of JSNA and measuring the gap are timely for commissioners
Stakeholder Engagement	<ul style="list-style-type: none"> • Consolidate learning developed through JSNA process • Set up Joint involvement and consultation working group with terms of reference, work plan and reporting arrangements etc. • Formalise process for future partnership working and collation of qualitative information • Feed into the shared information database 	<ul style="list-style-type: none"> • Explore potential for shared surveys and joint use of methods such as citizens panel • Communicate best practice and learning across organisations. • Consider new ways of joint working 	-

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Originator: David Outram /
David Grooby
Tel: 214 3930

Report of the Deputy Chief Executive

Executive Board

Date: 4^h March 2009

Subject: Joint Service Centres - Approval to submit Final Business Case to The Department of Communities and Local Government and to Execute the Contract for the Joint Service Centres at Chapeltown and Harehills. Approval to proceed to LIFT Stage 2 for the Joint Service Centre at Kirkstall.

Electoral wards affected:
Beeston & Holbeck, Chapel Allerton, Gipton & Harehills, Kirkstall, Roundhay, Adel & Wharfedale.

Specific implications for:

Ethnic minorities

Women

Disabled people

Narrowing the gap

Eligible for call In

Not eligible for call in (details contained in the report)

Executive Summary

1. This paper describes the scope and cost associated with the delivery of the Joint Service Centres at Chapeltown, Harehills and Kirkstall.
2. The Joint Service Centres are to be procured via the Leeds Local Improvement Finance Trust (LIFT) in which Leeds City Council is a strategic partner with the Leeds Primary Care Trust (PCT). A Stage 2 offer (under the LIFT new projects procedure) representing a guaranteed maximum price save for fluctuations in funding terms available in the market for the Chapeltown and Harehills centres has been received from Community Ventures Limited (formally Leeds LIFT Limited). A Stage 1 offer (under the LIFT new projects procedure) representing a guaranteed maximum price for the Kirkstall centre has been received from Community Ventures.
3. Members of the Executive Board are recommended to:
 - a) Acknowledge the Stage 2 Offer for the Chapeltown and Harehills centres as prepared by Community Ventures Limited and authorize the Deputy Chief Executive to formally accept the offer on behalf of the Council subject to completion of a satisfactory value for money assessment, to be undertaken by the District Valuer.

- b) Authorize the Deputy Chief Executive to submit the Offer for the Chapeltown and Harehills centres to the Leeds Lift Strategic Partnering Board for Stage 2 Approval under the LIFT process subject to completion of a satisfactory value for money assessment, to be undertaken by the District Valuer.
- c) Approve the financial implications for the Council of entering into the Joint Service Centre Project for the Chapeltown and Harehills centres ('Project') and to agree the maximum affordability deficit to be funded by the Council for these two Centres as set out in Appendix 1.
- d) Authorize the Deputy Chief Executive to submit the Final Business Case for the Project to the Department of Communities and Local Government subject to the District Valuer having completed a satisfactory value for money assessment, and that the Project remains within the maximum affordability ceiling set out in recommendation 3c, above.
- e) Approve the arrangements to Financial Close and implementation of the Project to include (but not by way of limitation) the award of/entry into Lease Plus Agreements with Community Ventures Limited (CVL), and, in connection therewith, grant delegated powers to the Deputy Chief Executive (or in his absence the Director of Resources) to
 - i) make any necessary amendments to the Final Business Case,
 - ii) give final approval to the completion of the Project, including (but not by way of limitation) the terms of the Lease Plus Agreements together with any other documentation ancillary or additional to the Lease Plus Agreements necessary for the completion of the Project ('Project Documents'), subject to
 - (A) CLG approval of the Final Business Case
 - (B) the Deputy Chief Executive (or in his absence the Director of Resources) being satisfied that the Project remains within the affordability constraints set out in recommendation 3c, above;
 - iii) approve the signing of any necessary certificates under the Local Government (Contracts) Act 1997 in relation to the Project;
 - iv) approve the execution of the Project Documents, by affixing the Council's common seal and / or signature (in accordance with Articles 14.4 and 14.5 of Part 2 of the City Council's Constitution) and to approve (or authorize any officer of the Council to take) any necessary further action following approval of completion of the Project to complete the Project including any final amendments to the Project Documents.
- f) Acknowledge the Stage 1 Offer for the Kirkstall Joint Service Centre as prepared by Community Ventures Limited and authorize the Deputy Chief Executive to formally accept that offer on behalf of the Council subject to completion of a satisfactory value for money assessment, to be undertaken by the District Valuer and that the offer is affordable to the City Council.
- g) Authorize the Deputy Chief Executive, subject to a successful Value for Money Assessment and the Project being affordable to the City Council, to submit the Stage 1 Offer for the Kirkstall Joint Service Centre to the Leeds Lift Strategic Partnering Board for Stage 1 Approval under the LIFT process.

1.0 Purpose of this report

- 1.1 Further to the report approved at Executive Board on 11 March 2008 the purpose of this report is to update Members on the procurement of the Chapeltown and Harehills elements of the Joint Service Centres Project and seek appropriate delegations / approvals to complete these procurements.
- 1.2 Members are requested to approve financial implications for the Council of entering into the Joint Service Centre Project for the Chapeltown and Harehills centres and to agree the maximum affordability deficit for these schemes.
- 1.3 Members are also requested to authorize the Deputy Chief Executive to submit the Final Business Case for the Chapeltown and Harehills centres to the Department of Communities and Local Government, subject to a successful Value for Money assessment undertaken by the District Valuer and the Project remaining affordable to the City Council.
- 1.4 The report also seeks Members' approval for a package of proposals from Community Ventures Limited to develop a joint service centre at Kirkstall.

2.0 Background information

- 2.1 The Council submitted an Expression of Interest (EOI) to the ODPM (now CLG) in January 2002 for six One Stop Centres. This bid was given initial approval by the ODPM and an initial allocation of £15m of PFI credits in August 2002. This led to the production of an OBC in March 2003 with a revised credit allocation of £15.7m.
- 2.2 In September 2004 the Executive Board approved the re-scoping of the project to three JSCs at Harehills, Chapeltown and Kirkstall. Since that time the Council's and the PCT's requirements for these buildings have been discussed and agreed.
- 2.3 In March 2008 the Executive Board approved the acceptance of a Stage 1 offer for the Chapeltown and Harehills centres and the project has proceeded to Stage 2 where detailed design and final costing within the guaranteed maximum subject to funding costs at the time of Financial Close are agreed and planning permission for the centres is obtained by CVL. It should be noted that if the Council chooses not to proceed with the project following Stage 1 approval for reasons other than failure by CVL to meet the approval criteria then any costs incurred by CVL after Stage 1 will be payable by the Council under the terms of the Strategic Partnering Agreement.
- 2.4 Difficulties with site acquisition at Kirkstall have delayed progress on this JSC and the project is now being progressed in Tranche 4, following behind Tranche 3 consisting of the Chapeltown and Harehills JSC's.

3.0 The aims of the project

- 3.1 The key principles for how services will be delivered were agreed by the Council's Executive Board in October 2003. Buildings must be easy to find; accessible; meet the needs of the communities which they seek to serve; and be of good quality.
- 3.2 A Best Value review of Access to Services has enabled the Council to develop a vision for face to face contact that in turn has supported the case for joint service centre development in priority areas. The main recommendations from the review were:

- improve access for everyone;
- design services around the needs of users;
- combat exclusion;
- increase efficiency; and deliver continuous improvement.

3.3 The review identified the need to address the gaps in current face-to-face provision through developing One Stop Centres in existing buildings, such as libraries, and through closer working with partners, such as Health and the Police, in developing new shared premises and promoting greater integrated working to be able to deliver services more holistically.

3.4 As noted in the Executive Board report of 12 March 2008 the Council is working to tackle the health and social inequalities prevalent in the City through ‘narrowing the gap’ between the most disadvantaged neighbourhoods and the City as a whole. The development of the Joint Service Centres is part of this work.

3.5 Leeds Initiative has set out a ‘Vision for Leeds’. A key priority emerging from the Vision for Leeds is the aim to develop world-class health services for the people of Leeds. This supports the expansion and development of primary and community services through Local Initiative Finance Trust (LIFT) and developing joint service provision. The health and wellbeing theme promotes the vision of reduced health inequalities through providing high-quality, long-term and accessible services, protecting people’s health, supporting people to stay healthy and promoting equal chances of good health.

3.6 The Council’s Corporate Plan recognises delivering Joint Service Centres as a priority action towards achieving two elements of the seven strategic outcomes: ‘Transforming Our Services’ and ‘Better Outcomes for Local People’. Emphasis is placed on encouraging partnership working with public sector providers and the PCT.

4.0 Scope of the project

4.1 The service users to be provided for at each of the centres is set out below:

4.2 The Chapeltown Joint Service Centre proposed for the site on Reginald Terrace adjacent to Chapeltown Road will accommodate the following services over 3,910 square metres of which the City Council share is projected to be 1,369 square metres:

- Customer Services
- Health & Environmental Action Service
- Community Library
- Leeds City Credit Union
- North East Area Management Team
- Hot desk provision for Social Services
- ‘HUB’ service jointly with PCT

- PCT Services (Health Access Team, Health Visitors, Community Midwifery, TB Nursing Service, Community Drug Team, Speech and Language Therapy, Sexual Health, Phlebotomy, Addiction Services, Community Dental Services, Multi Ethnic Team, Heart Failure & Diabetic Services, GP Practice, District Nurses, Ulcer Clinic, Mental Health Team.

4.3 The Harehills Joint Service Centre proposed for the site on Compton Road will accommodate the following services over 1,543 square metres:

- Community Library
- Customer Services
- Chinese Advisory Service
- Environmental Health
- Leeds City Credit Union
- Capacity for PCT to deliver services (Community Drug Team, Mental Health Team)

4.4 It is proposed that the Council will be the sole full-time occupants of the Harehills site and that the PCT services will be delivered from two consulting rooms sub-let from the Council on a long-term basis.

4.5 The Kirkstall Joint Service Centre proposed for the site on Commercial Road will accommodate the following services over 5,313 square metres of which the City Council share is projected to be 1,074 square metres:

- Leeds City Council Customer Services
- Customer Services Welfare Rights Unit
- Customer Services Central Interpreting and Translation Unit (CITU)
- Health and Environmental Action Service
- Library Services
- North West Area Management Team
- Leeds City Credit Union
- Job Shop
- 'HUB' service jointly with PCT
- PCT Services (Children's and Family Centre, GP Consulting Suites & Services, Nurse Consulting & Treatment, Phlebotomy, District & School Nursing, Health Visitors, Midwifery Services, Podiatry, Locality Team, Community Matrons Physiotherapy, Cardiac Rehabilitation, Nutrition and Dietetics, Diabetes Services, Urology, Dermatology/Tissue Viability, Headstart, Weight Management, Smoking Services, Exercise Referral, Falls Prevention)

5.0 The LIFT Stage 1 approval process

- 5.1 CVL is overseen by a Strategic Partnering Board (SPB) on which the Council is represented as a shareholder in Leeds Lift. Through a competitive procurement Pimeria (wholly owned by Miller Group) was appointed as the private sector partner.
- 5.2 The Strategic Partnering Agreement (SPA) (which the Council entered into when the Tranche 1 schemes at Woodhouse and Armley were set up in 2004) sets out the approval process for new projects.
- 5.3 Each new scheme or group of schemes forms a funding tranche, with the joint service centre at Kirkstall comprising Tranche 4. Following agreement by the Council and the PCT about the range of services to be occupied in the centres a formal Tenants Requirements document is drawn up and a Stage 1 Offer to construct and operate the centres is prepared by CVL which provides a guaranteed maximum price for the project.
- 5.4 Proposals must be agreed by all those partners who will commit expenditure to it before it goes to the SPB for Stage 1 approval. The SPB must give this approval where it is satisfied that a project is consistent with the Strategic Service Development Plan (SSDP) and meets the relevant partner's requirements and where all those partners vote in favour. The approval criteria are whether the cost is within the affordability cap of the partners, whether the new project provides value for money and whether it meets the partner's requirements identified at the time of stage 1 approval.

6.0 The LIFT Stage 2 approval process

- 6.1 Following approval of Stage 1 by the SPB the project should proceed to Stage 2 where detailed design and final costing within the guaranteed maximum price are agreed and planning permission for the centres is obtained by CVL. It should be noted that if the Council chooses not to proceed with the project following Stage 1 approval save for failure by CVL to meet the approval criteria) then any cost incurred by CVL after Stage 1 will be payable by the Council under the terms of the Strategic Partnering Agreement.
- 6.2 The criteria against which a project is judged in determining whether it achieves Stage 2 Approval are:
- whether the cost of the project is within the participants' affordability cap;
 - whether it has been demonstrated that the project provides value for money;
 - whether the project meets the participants' requirements as identified at the time when it became a Stage 1 approved project; and
 - whether the implementation of the project would be in breach of any laws.
- 6.3 Subject to the above, CVL will present its final submission to the SPB for approval. Within six weeks of receiving CVL's submission the SPB shall give written notice of whether it approves or rejects the project.
- 6.4 If the project is approved it has then received Stage 2 approval and CVL will carry out such work as is required to implement the project on the terms of the submission (including the preparation of all relevant documentation).

- 6.5 If it is rejected because it does not meet the approval criteria, then CVL and the participants will work together to address the reasons for failure and endeavour to produce a revised submission for approval by the SPB. If the resubmitted proposal is rejected by the SPB because it still fails to meet the approval criteria then the project is treated as having been rejected. In these circumstances, the participants are free to procure the provision of the facilities outside the LIFT framework
- 6.6 If the project is rejected for any other reason, then CVL's costs in preparing the submission are payable by the participants. Further, the participants cannot seek to procure the provision of the facilities concerned outside the LIFT framework.

7.0 Value for money

- 7.1 The approach to assess value for money for a PFI project is typically based on a standard HM Treasury methodology. However, due to this PFI project being procured through LIFT; CLG has agreed that it is appropriate to use the Department of Health approach to ascertain value for money. This approach relies upon an assessment by the District Valuer utilizing advice received from external financial and technical advisors as to the value for money of the Project.
- 7.2 The independent cost report examines whether construction, lifecycle and facilities management costs are in line with market norms. The District Valuer will examine whether proposed Lease Plus Payment is in line with those for other LIFT projects, receipts from land sales represent value for money, and residual values in the financial model are appropriate.

8.0 PFI Credits and affordability

- 8.1 Because of recent fluctuation experienced in the financial markets a number of challenges to the project have been presented that have delayed the completion of the financial review of the Stage 2 offer for Chapeltown and Harehills and the Stage 1 offer for Kirkstall.
- 8.2 Members are advised that officers, at the time of writing this report, have not yet reached a final affordability position with CVL. As a result of these exceptional circumstances, Members of Executive Board are requested to agree to a maximum affordability ceiling as set out in Appendix 1. Should a final affordability position be achieved prior to the meeting of Executive Board this will be included in Appendix 1 and submitted to Members for their approval.

9.0 Final Business Case

- 9.1 It is planned that the Final Business Case will be submitted to the Department for Communities and Local Government following the satisfactory completion of the value for money assessment undertaken by the District Valuer and final agreement of the Lease Plus price with CVL, subject to the final affordability position being within the maximum affordability position agreed at this meeting of Executive Board.

10.0 Programme

- 10.1 The current programme anticipates that contract signature subsequent to Stage 2 approval for Chapeltown and Harehills will occur by April 2009 with the occupation date of the Harehills building being April 2010 and the Chapeltown building being August 2010.

10.2 It is currently anticipated that Kirkstall could be progressed to contract signature by April 2010 (subsequent to gaining Stage 1 and Stage 2 approval) with the occupation date of the building scheduled for March 2012.

11.0 Risk

11.1 A comprehensive Project Risk Register has been developed and is presented at each meeting of the Joint Service Centres Project Board. All major risks are tracked, escalated and actioned appropriately.

12.0 Implications for Council policy and governance

12.1 The management and decision making arrangements are in line with the Executive Board approval, on 9th March 2005, for Corporate Governance and Management arrangements for Public Private Partnership and Private Finance Initiative (PPP/PFI) Projects within the City Council. The Joint Services Centres Project Board will continue to make decisions, acting under delegated powers to its Chair, in connection with Joint Service Centres Projects until after construction completion.

13.0 Legal and resource implications

13.1 The table below illustrates the budgeted cost in 2009/10 for the procurement of the Joint Service Centres project. In addition, Planning, Policy and Improvement will also incur their own costs. It is likely that there will be an impact on the Council's Revenue Budget beyond 2009/10 through to 2010/11 when procurement of the Kirkstall centre will be progressed and works on the centres are scheduled to be completed. There are also likely to be financial implications beyond 2010/2011 to ensure that effective Contract Management is in place when the Joint Service Centres become operational.

	Budget for 2009/10 £000
Public Private Partnership Unit charges (includes strategic and project management, legal, financial, technical, governance, programming and performance support)	180
External adviser fees (legal, financial, technical, pension, insurance etc.)	85
Total	265

14.0 Recommendations

14.1 Members of the Executive Board are recommended to:

- a) Acknowledge the Stage 2 Offer for the Chapeltown and Harehills centres as prepared by Community Ventures Limited and authorize the Deputy Chief Executive to formally accept the offer on behalf of the Council subject to completion of a satisfactory value for money assessment, to be undertaken by the District Valuer.

- b) Authorize the Deputy Chief Executive to submit the Offer for the Chapeltown and Harehills centres to the Leeds Lift Strategic Partnering Board for Stage 2 Approval under the LIFT process subject to completion of a satisfactory value for money assessment, to be undertaken by the District Valuer.
- c) Approve the financial implications for the Council of entering into the Joint Service Centre Project for the Chapeltown and Harehills centres ('Project') and to agree the maximum affordability deficit to be funded by the Council for these two Centres as set out in Appendix 1.
- d) Authorize the Deputy Chief Executive to submit the Final Business Case for the Project to the Department of Communities and Local Government subject to the District Valuer having completed a satisfactory value for money assessment, and that the Project remains within the maximum affordability ceiling set out in recommendation 3c, above.
- e) Approve the arrangements to Financial Close and implementation of the Project to include (but not by way of limitation) the award of/entry into Lease Plus Agreements with Community Ventures Limited (CVL), and, in connection therewith, grant delegated powers to the Deputy Chief Executive (or in his absence the Director of Resources) to
 - i) make any necessary amendments to the Final Business Case,
 - ii) give final approval to the completion of the Project, including (but not by way of limitation) the terms of the Lease Plus Agreements together with any other documentation ancillary or additional to the Lease Plus Agreements necessary for the completion of the Project ('Project Documents'), subject to
 - (C) CLG approval of the Final Business Case
 - (D) the Deputy Chief Executive (or in his absence the Director of Resources) being satisfied that the Project remains within the affordability constraints set out in recommendation 3c, above;
 - iii) approve the signing of any necessary certificates under the Local Government (Contracts) Act 1997 in relation to the Project;
 - iv) approve the execution of the Project Documents, by affixing the Council's common seal and / or signature (in accordance with Articles 14.4 and 14.5 of Part 2 of the City Council's Constitution) and to approve (or authorize any officer of the Council to take) any necessary further action following approval of completion of the Project to complete the Project including any final amendments to the Project Documents.
- f) Acknowledge the Stage 1 Offer for the Kirkstall Joint Service Centre as prepared by Community Ventures Limited and authorize the Deputy Chief Executive to formally accept that offer on behalf of the Council subject to completion of a satisfactory value for money assessment, to be undertaken by the District Valuer and that the offer is affordable to the City Council.
- g) Authorize the Deputy Chief Executive, subject to a successful Value for Money Assessment and the Project being affordable to the City Council, to submit the Stage 1 Offer for the Kirkstall Joint Service Centre to the Leeds Lift Strategic Partnering Board for Stage 1 Approval under the LIFT process.

Background Papers

- Report to Executive Board on 15th September 2004 entitled, 'Revised Outline Business Case (OBC) for Three Joint Service Centres (PFI Funding Under Lift)
- Report to Executive Board on 12th March 2008 entitled, 'Joint Service Centres – Approval to Proceed to LIFT Stage 2 for Joint Service Centres at Chapeltown and Harehills



Originator: Jane Stageman
Tel: 74352

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

Executive Board

Date: March 4th 2009

Subject: Amendments to the Leeds Strategic Plan 2008 - 11

Electoral Wards Affected:
ALL

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

The Leeds Strategic Plan 2008 -11, the Local Area Agreement for Leeds, was approved in July 2008. At this time it was not possible to set all targets in the Plan due to the fact that a considerable number of the measures drawn from the government’s national indicator set required final definitions to be clarified; technical methodological collection issues to be resolved and, where new or changed indicators, baseline information to be collected to set targets.

The Government is seeking to agree amendments to local area agreements by 9 March 9 2009, in particular, those changes that relate to the ‘designated’ or ‘government agreed’ targets, of which there are 31 in Leeds’ LAA. These are subject to formal monitoring via Government Office (GOYH) and are eligible for a performance reward grant.

This report explains the reasons for the amendments to a number of the ‘government agreed’ targets of the Leeds Strategic Plan 2008-1. Appendix 1 outlines the amendments in detail. Negotiations for a number of targets are due to be finalised in the week prior to Executive Board and a fully updated Appendix 1 will be circulated once these have completed.

Representation has been made to Government about the impact of the economic climate on achieving targets set prior to the recession. Consequently, it has been agreed that the most severely affected indicators/targets can be revised as part of next year’s annual review.

Executive Board was given the function to revise and add targets as defined in the Local Government and Public Involvement in Health act 2007 by Full Council in April 2008. This report, therefore, asks Members of Executive Board to approve the changes to the ‘government agreed’ targets in the Leeds local area agreement. The Executive Board will be requested at its June meeting to agree all final amendments for all other baselines and targets in the Leeds Strategic Plan 2008-11.

1.0. Purpose of This Report

- 1.1 This report informs and seeks Executive Board agreement to a number of amendments to the 'government agreed' targets in the Leeds Strategic Plan 2008-11, the Local Area Agreement for Leeds. The amendments concern a number of baselines and targets that can now be identified in the light of fresh information and evidence.

2.0 Background Information

- 2.1 Full Council agreed the Leeds Strategic Plan 2008 -11 in July 2008. It was endorsed by the Leeds Initiative Executive in June 2008. The content of the Leeds Strategic Plan follows the eight themes in the 'Vision for Leeds 2004 – 2020' and the improvement priorities and targets in the Leeds Strategic Plan support the delivery of the Vision themes.
- 2.2 The Leeds Strategic Plan fulfils the requirements of being a Local Area Agreement as required by the Local Government and Public Involvement in Health Act 2007. It contains 'designated' targets which have been negotiated and agreed with Government as well as local targets which have been agreed by the Council and its partners.
- 2.3 The Government requires Local Authorities to re-submit amendments to local area agreements to the Department of Communities and Local Government by 9 March 2009. It is particularly concerned with amendments to the 'designated targets' that are subject to formal monitoring via Government Office (GOYH) and are eligible for the performance reward grant.
- 2.4. Executive Board received a half yearly progress report on the progress towards the priorities and targets of the Leeds Strategic Plan at its meeting on 1 January 2009.

3.0 Main Issues

- 3.1 At the time of the approval of the Leeds Strategic Plan, it was not possible to set targets against all 87 performance indicators selected to measure progress. This was because, in most instances, indicators had been selected from the new national indicator set of 198 indicators agreed by government departments. A considerable number of these required final definitions to be clarified; technical methodological collection issues to be resolved and, where new or changed indicators, baseline information to be collected to set targets.
- 3.2 **Government agreed or 'designated targets'**. The summary position in relation to the thirty-one targets that form this 'basket' is outlined below in point 3.5. Appendix 1 contains the full details of any changes to these indicators and targets. Negotiations for a number of targets are due to be finalised in the week prior to Executive Board and an updated Appendix 1 will be circulated once these have completed.
- 3.3 Representations have been made to government about the need to re-negotiate certain targets that are proving to be most severely affected by the economic downturn and credit crisis. In response, they have agreed that the most severely affected indicators/targets can be revised as part of the 2009/10 annual review of local area agreements. Leeds has two priority areas where this guidance will apply, housing and worklessness.
- 3.4 A number of targets are dependant on the results of the new Place Survey. The survey was a postal survey undertaken between 24 September and 19 December 2008 by an independent research agency contracted to the Council working to national guidance provided by the Department of Communities and Local Government. The survey outputs will provide local authorities with their baseline score and indicative targets for improvement for the above measures. The survey results will be published by Government on 9 March 2009.

3.5 Of the 31 originally 'government agreed' indicators in the Leeds Strategic Plan (LAA) 14 have remained unchanged, with baselines and robust targets already set. The remaining 17 with changes are detailed below:

- **NI 167 Congestion - average journey time per mile during the morning peak**
The Department for Transport published a new baseline in February and the targets have been calculated using the agreed percentage change in the Local Transport Plan.
- **NI 185 CO2 Reduction from Local Authority operations**
Targets have been set on work plans developed from a rigorous analysis of reduction opportunities and potential risks/emissions increases across the areas of staff travel, fleet, outsourced fleet, buildings and street lighting.
- **NI 195 Improved street and environmental cleanliness**
Baseline can now be predicted following two out of three survey results based on the government definition. The targets focus on the key improvement areas of litter and detritus and are challenging given the city wide coverage.
- **NI 57 Children and Young People's Participation in high-quality PE and Sport**
Final definition required from government to assess whether a target can be established with currently available baseline information.
- **NI 112 Under 18 conception rate - disaggregated to focus on the 6 wards in the city with the highest rates of conception in the city.** Currently under negotiation with government office.
- **NI 139 The extent to which older people receive the support they need to live independently at home.** This is a Place Survey indicator and targets will be agreed when the results of the first Place Survey are published.
- **NI 130 Social care clients receiving Self Directed Support per 100,000 population.** Changes to definition means that from 2009/10 this indicator will include all forms of self directed support including Individual Budgets. New targets are based on meeting government's minimum target of a 30% increase by 2011. Current target is based on Direct Payments only.
- **NI 154 net additional homes provided.** Available evidence indicates that the current targets cannot be achieved. Existing targets were derived from the Council's 2007 based trajectory and took no account of housing market conditions that have emerged since. Furthermore, it was based on estimates of the capacity of deliverable land rather than expected completions per se. A detailed assessment has been undertaken, taking into account such key factors as the volume of work in hand and the level of starts, to predict a more realistic future output. The government is now proposing that these be revised as part of next year's annual review, so the targets will be renegotiated at this stage.
- **NI 155: Number of affordable homes delivered (gross).** The current targets are at risk due to the contributions from the planning process arising from mothballing of developments, land banking and the lack of borrowing available for developers to produce schemes. However, alternative measures to secure affordable housing are being pursued and on this basis the current prediction is that the targets will be achievable. Targets will be revisited at next year's annual review.
- **NI 187 Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating.** The baseline and targets were set prior to Government definition of NI 187 being confirmed. In addition the calculation software (EnQuire) used to measure this indicator was not released until

late 2008. These changes have led to a recalculation of the baseline and subsequent targets agreed.

- **NI 24 Satisfaction with the way the police and local council dealt with anti-social behaviour.** This indicator has been removed from the National Indicator Set as the Home Office believes that this area is adequately covered by other indicators.
- **NI 30 Re-offending rate of prolific and priority offenders.** Targets have been revised and agreed with Home Office. Awaiting baselines from Home Office to be confirmed.
- **NI 40 Effective Drug Treatment.** Baseline figure of actual numbers in treatment have now been confirmed by the National Treatment Agency. Targets have been amended and now expressed as numbers in treatment rather than percentage change as per guidance.
- **NI 69 Children who have experienced bullying.** Targets have been based on a statistical model predicted from the Tellus3 Survey results. This survey seeks the views of children and young people on a range of issues including bullying in all contexts. Previous Tellus Surveys have sought views on bullying only in a school context.
- **NI 152 - Proportion of working age adults on out-of-work benefits.** The recession is adversely affecting the ability to achieve worklessness targets. However, the lack of real time data on out-of work benefits claimants, in particular Lone Parents receiving Income Support and Incapacity Benefit claimants, makes it difficult to estimate the full extent of the impact of the economic downturn. Data published in February 2009 relates to the period up to August 2008. Up-to-date information is available for JSA claimants but this represents only 19% of those on the out-of-work register. Targets will be renegotiated on sounder evidence in preparation for next year's annual review.
- **NI 4 Percentage of people who feel they can influence decisions in their locality.** This is a Place Survey Indicator and will be agreed when results of the first Place Survey are published.
- **NI 1 Percentage of people who believe people from different backgrounds get on well together in their local area.** This is a Place Survey Indicator and will be agreed when results of the first Place Survey are published.

3.6 **Performance Reward Grant.** The government have identified £340 million nationally to provide a financial incentive to improve performance across the 'government agreed' targets. Each locality has been allocated a share of this Performance Reward Grant based on a similar method used in previous Local Public Sector Agreements. The amount allocated to Leeds is £4.635m and will be payable, in full, if all 'government agreed' targets are achieved. A proportion of the full amount will be payable based on the average performance across the 'government agreed targets'. The most severely affected indicators/targets by the economic recession will be included for performance reward purposes once they are revised as part of next years annual review of local area agreements.

3.7 **DCFS Statutory Targets.** The Department of Children, Schools and Families (DCFS) are agreed on an annual basis with the Secretary of State for Children, Schools and Families are also outlined in Appendix 1. All Key Stage 3 national indicators have been removed by DCSF now that Key Stage 3 tests are no longer a statutory requirement.

3.8 **Locally agreed targets.** Work will continue to finalise all other changes to baselines and targets in the Leeds Strategic Plan/ Leeds local area agreement. These will be brought to Executive Board for approval in June 2009.

4.0. Implications For Council Policy And Governance

- 4.1. The Leeds Strategic Plan is part of the Council's Budget and Policy Framework. Full Council at its meeting on 9 April 2008 agreed that Executive Board should undertake the following functions under the Local Government and Public Involvement in Health act 2007 with regard to the local area agreement:
- The duty to prepare and submit a draft of a local area agreement (section 106)
 - The revision and addition of targets (section 110)
 - Designated targets (i.e. government agreed: revision proposals (section 111)
 - Duty to publish information about the local area agreement (section 113)
- 4.2. The second function will be exercised by Executive Board in approving Appendix 1 which will enable revisions to 'government agreed' and statutory education targets' to be submitted to Government by the required deadline.
- 4.3. **Not Eligible for Call In.** This report is not eligible for 'call in' due to the statutory deadline requiring the submission of amendments to the local area agreement by 9 March 2009.

4.0 Legal And Resource Implications

- 4.1 The Leeds Strategic Plan fulfils the Council's statutory requirement to prepare a Local Area Agreement for its area. In identifying the amendments to this plan the Council has consulted and negotiated with a number of partners including public sector partners designated as statutory partners in the Local Government and Public Involvement in Health Act. These partners have a duty to have regard to the targets in the Leeds Strategic Plan when setting out their own plans and budgets.
- 4.2 Generally, resources to deliver the targets in this plan are identified from the budgets of the Council and its partners. Resources have to be used as efficiently as possible to deliver all the targets in the Leeds Strategic Plan and innovative delivery methods such as strategic commissioning, pooled budgets and joint service delivery are being explored as part of delivering the Leeds Strategic Plan.
- 4.3 A Performance Reward Grant of £4.635m will be payable if all 'government agreed' targets are achieved. A proportion of the full amount will be payable based on the average performance across all the 'government agreed targets'.

5.0 Conclusions

- 5.1 Amendments to baselines and targets of the 'government agreed targets' in the Leeds Strategic Plan 2008-11 have been made following the availability of baseline information and evidence and in response to the changed economic climate. These revisions require approval by Executive Board for submission to Government by mid-march 2009. Work will continue to finalise all the outstanding baselines and targets in the Leeds Strategic Plan and these will be brought to Executive Board in June 2009.

6.0 Recommendations

- 7.1. This report asks Members of Executive Board to approve Appendix 1 as our proposed revisions and additions to the 'Government Agreed' targets prior to submission to Government in time for 9 March 2009.
- 7.2. Members are requested to authorise the Assistant Chief Executive (Planning, Policy and Improvement) to make minor amendments, if required, prior to submission to Government. Should any revisions be required, the Assistant Chief Executive will inform Members of Executive Board prior to submission.
- 7.3. Members of Executive Board receive future reports on the realism of targets in light of the impact of the economic recession.

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Appendix 1: Government Agreed Targets in the Leeds Strategic Plan 2008-11

Improvement Priority	Indicator selected by Leeds	Baseline	Improvement Target			Partners who have signed up to the target and any which are acting as lead partner/s (shown with a *)
			08/09	09/10	10/11	
Enhance the skill levels of the workforce to fulfil individual and economic potential	NI 163 Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher.	305,000 (71.0%)	Baseline + 2 percentage points*	Baseline + 5 percentage points*	Baseline + 9 percentage points*	LEARNING AND SKILLS COUNCIL* Leeds Chamber Leeds City Council Education Leeds Jobcentre Plus Leeds Colleges Re'new VCFS bodies contacted through Leeds Voice Economy and Skills Forum
	NI 164 Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 3 or higher	51.0%	Baseline + 2 percentage points*	Baseline + 4 percentage points*	Baseline + 6 percentage points*	LEARNING AND SKILLS COUNCIL* Leeds Chamber Leeds City Council Education Leeds Leeds Colleges VCFS bodies contacted through Leeds Voice Economy and Skills Forum

Appendix 1: Government Agreed Targets in the Leeds Strategic Plan 2008-11

Improvement Priority	Indicator selected by Leeds	Baseline	Improvement Target			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09	09/10	10/11	
Improve learning outcomes for all 16 year olds, with a focus on narrowing the achievement gap.	NI 78 Reduction in number of schools where fewer than 30% of pupils achieve 5 or more A*-C grades at GCSE and equivalent including GCSEs in English and Maths	13 Schools (2006/07 Academic Year ending in July)	7 Schools* (for 2007/08 academic year)	2 Schools* (for 2008/09 academic year)	1 School* (for 2009/10 academic year)	LEEDS CITY COUNCIL* Partners through the Children Leeds Partnership Education Leeds VCFS bodies contacted through Archway Connexions Forum Leeds Colleges West Yorkshire Fire and Rescue Service
Improve learning outcomes and skill levels for 19 year olds.	NI 79: Achievement of Level 2 qualifications by the age of 19	65% 2006/07 Academic Year	68.6% (2007/08 Academic year)*	71.8% (2008/09 Academic year)*	75.2% (2009/10 Academic year)*	LEEDS CITY COUNCIL* Education Leeds Learning and Skills Council Leeds Colleges VCFS bodies contacted through Archway Connexions Forum
Increase the proportion of vulnerable groups	NI 117: 16-18 year olds who are not in education, training or employment (NEET)	10.0% (Average of Nov, Dec and	8.9%*	7.8%*	6.8%*	LEEDS CITY COUNCIL* Partners through the Children Leeds Partnership

Appendix 1: Government Agreed Targets in the Leeds Strategic Plan 2008-11

Improvement Priority	Indicator selected by Leeds	Baseline	Improvement Target			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09	09/10	10/11	
engaged in education, training or employment.		Jan as per national reporting guidance)				Education Leeds Learning and Skills Council VCFS bodies contacted through Leeds Voice Economy and Skills Forum Jobcentre Plus Leeds Colleges
Deliver and facilitate a range of transport proposals for an enhanced transport system, including cycling and walking.	NI 167 Congestion - average journey time per mile during the morning peak	4 mins 5 secs (245 seconds)	4 mins 18 secs (258 seconds)*	4 mins 20 secs (260 seconds)*	4 mins 22 secs (262 seconds)*	LEEDS CITY COUNCIL* West Yorkshire Metro Highways Agency
Improve the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements.	NI 169 Non-principal classified roads where maintenance should be considered	12% (2007/08)	11%*	10%*	9%*	LEEDS CITY COUNCIL*

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Improve road safety for all our users, especially motor cyclists pedal cyclists and pedestrians.	NI 47 People killed or seriously injured in road traffic accidents	364 (2005-07 3 year average)	0%* 364 (2006-2008)	-2.5%* 355 (2007-2009)	-3.9%* 341 (2008-2010))	LEEDS CITY COUNCIL* Partners through the Children Leeds Partnership Highways Agency West Yorkshire Fire and Rescue Service VCFS bodies contacted through Leeds Voice Environment Forum
Increase the amount of waste reused and recycled and reduce the amount of waste going to landfill.	NI 192 Percentage of household waste sent for reuse, recycling and composting	27.05% (2007/08)	30.26%*	33.94%*	41.32%*	LEEDS CITY COUNCIL* Environment Agency Leeds Partnership Foundation Trust VCFS bodies contacted through Leeds Voice Environment Forum
Reduce emissions from public sector buildings, operations and service delivery, and encourage others to do so.	NI 185 CO2 Reduction from Local Authority operations	1.43500 tonnes (2008/09)	1.435 tonnes	2.1% reduction	1.3% reduction	LEEDS CITY COUNCIL* West Yorkshire Fire and Rescue Service Leeds Partnership Foundation Trust

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			08/09	09/10	10/11	
						Leeds Colleges VCFS bodies contacted through Leeds Voice Environment Forum
Undertake actions to improve our resilience to current and future climate change.	NI 188 Planning to Adapt to Climate Change	Level 0 (2007/08)	Level 1*	Level 2*	Level 3*	LEEDS CITY COUNCIL* Environment Agency Highways Agency West Yorkshire Fire and Rescue Service Natural England West Yorkshire Metro VCFS bodies through Leeds Voice Environment Forum Leeds Colleges NHS Leeds
Address neighbourhood problem sites; improve cleanliness and access, to and quality of green spaces.	NI 195 Improved street and environmental cleanliness:	Litter (2008/09) Detritus 11% (2008/09)	9%	8%	7%	LEEDS CITY COUNCIL* West Yorkshire Fire and Rescue Service
			11%	10%	9%	West Yorkshire Metro VCFS bodies through Leeds Voice Environment Forum

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			08/09	09/10	10/11	
Reduce premature mortality in the most deprived areas.	NI 120 All-age all cause mortality rate (target disaggregated to focus on narrowing the gap between the 10% most deprived SOAs and the Leeds average)	682 per 100,000 (females living in 10% most deprived SOAs) (2006) NB. Citywide baseline 605 per 100,000 females (1995-97 average)	639 per 100,000 (females living in 10% most deprived SOAs)	628 per 100,000 (females living in 10% most deprived SOAs)	616 per 100,000 (females living in 10% most deprived SOAs)	NHS LEEDS* Leeds City Council Partners through the Children Leeds Partnership Leeds Partnership Foundation Trust Leeds Teaching Hospitals Trust West Yorkshire Fire and Rescue Service Re: new VCFS bodies contacted through Leeds Voice Health Forum Natural England (Active Lifestyles)
			NB. Citywide target: 491 per 100,000 females (females)*	NB. Citywide target: 481 per 100,000 females (females)*	NB. Citywide target: 472 per 100,000 females (females)*	
		1,098 per 100,000 (males living in 10% most deprived SOAs) (2006) NB. Citywide baseline 942 per 100,000 males (1995-97 average)	1002 per 100,000* (males living in 10% most deprived SOAs)	974 per 100,000* (males living in 10% most deprived SOAs)	946 per 100,000* (males living in 10% most deprived SOAs)	

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			08/09	09/10	10/11	
Reduce rate of increase in obesity and raise physical activity for all.	<p>NI 57 Children and Young People's Participation in high-quality PE and Sport</p> <p>Targets currently under negotiation after recent publication of indicator definition</p>	<p>tbc - 2008/09 new data return</p>				<p>LEEDS CITY COUNCIL*</p> <p>Partners through the Children Leeds Partnership</p> <p>NHS Leeds</p> <p>Sport England</p> <p>Re'new</p> <p>Youth Sport Trust</p> <p>Education Leeds</p>
Reduce teenage conception and improve sexual health.	<p>NI 112 Under 18 conception rate - disaggregated to focus on the 6 wards in the city with the highest rates of conception in the city</p> <p>Third year target under negotiation</p>	<p>50.4 (1998)</p> <p>(Per 1000 conceptions)</p> <p>Baseline to be refined from national data release in November 2008 for the 6 wards in the city with the highest conception rate.</p>	<p>- 10%</p> <p>45 rate per 1000 population*</p>	<p>- 15%</p> <p>42.7 rate per 1000 population*</p>	<p>Subject to outcome of national annual review.</p>	<p>LEEDS CITY COUNCIL*</p> <p>NHS Leeds</p> <p>Partners through the Children Leeds Partnership</p> <p>Leeds Teaching Hospitals Trust</p> <p>Leeds Partnership Foundation Trust</p> <p>Re'new</p> <p>Education Leeds</p> <p>VCFS bodies contacted through Leeds Voice Health Forum</p>

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			08/09	09/10	10/11	
Improve the assessment and care management of children, families and vulnerable adults.	NI 132 Timeliness of social care assessment (all adults)	80.9% (Apr-Dec 2007)	85%	88%	90%	LEEDS CITY COUNCIL* NHS Leeds Leeds Partnership Foundation Trust VCFS bodies through Leeds Voice Health Forum Leeds Teaching Hospitals Trust
Increase the number of vulnerable people helped to live at home.	NI 141 Percentage of vulnerable people achieving independent living	59% (Q2 2007/08)	66%	71%	76%	LEEDS CITY COUNCIL* NHS Leeds Leeds Partnerships Foundation Trust Re'new VCFS bodies contacted through Leeds Voice Health Forum Leeds Colleges
	NI 139 The extent to which older people receive the support they need to live independently at home	Place Survey – 2008/09 new data	Targets will be set following Place Survey 2008.*			LEEDS CITY COUNCIL* NHS Leeds Leeds Partnerships

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			08/09	09/10	10/11	
Increase the proportion of people in receipt of community services enjoying choice and control over their daily lives.	Target currently under negotiation following baseline set by 08/09 Place Survey					Foundation Trust VCFS bodies contacted through Leeds Older People's Forum
	NI 130 Social care clients receiving Self Directed Support per 100,000 population Revised targets under negotiation based on new definition of indicator					LEEDS CITY COUNCIL* VCFS bodies contacted through Leeds Learning Disability Forum
Increase the number of affordable homes.	NI 154 Net additional homes provided Targets will be revised as part of next years Annual Review	3327 (2006-07)	At least 3400 after year 1	At least 6800 after year 2	At least 10200 over 3 years	LEEDS CITY COUNCIL* Re'new Housing and regeneration bodies in the Leeds Housing Partnership
	NI 155 Number of affordable homes delivered (gross) Targets will be revised as part of next years Annual Review	258 (2006/07)	300	800 (Cumulative total)	1800 (Cumulative total)	LEEDS CITY COUNCIL* Re'new Housing and regeneration bodies in the Leeds Housing Partnership
Reduce the number of people	NI 187 Tackling fuel poverty – % of people receiving income based	7% (2008/09)	7%	6%	5%	LEEDS CITY COUNCIL*

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Improvement Priority	Indicator selected by Leeds	Baseline	Improvement Target			Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)
			08/09	09/10	10/11	
who are not able to adequately heat their homes.	benefits living in homes with a low energy efficiency rating	(SAP<35)				NHS Leeds
		36% 2008/09 (SAP>=65)	36%	38%	40%	Housing and regeneration bodies in the Leeds Housing Partnership VCFS bodies contacted through Leeds Voice Environment Forum West Yorkshire Fire and Rescue Service
Create safer environments by tackling crime	NI16 Serious acquisitive crime rate	27.0 (rate per 1000 population)	2.3% reduction on baseline* (26.4 rate per 1000 population)	4.7% reduction on baseline* (25.8 rate per 1000 population)	7% reduction on baseline* (25.2 rate per 1000 population)	WEST YORKSHIRE POLICE* Leeds City Council West Yorkshire Police Authority
		8.0 (rate per 1000 population)	4% reduction on baseline* (7.7 rate per 1000 population)	6% reduction on baseline* (7.5 rate per 1000 population)	8% reduction on baseline* (7.4 rate per 1000 population)	West Yorkshire Probation Service VCFS bodies contacted through Leeds Voice Community Safety Consortium Partners through the Safer Leeds Partnership
	NI 20 Assault with injury crime rate					

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			08/09	09/10	10/11	
	<p>NI 24 Satisfaction with the way the police and local council dealt with anti-social behaviour Removed from National Indicator Set by Home Office as covered by other NIs.</p>					<p>LEEDS CITY COUNCIL* West Yorkshire Police</p>
Reduce offending by managing offending behaviour better	<p>NI 30 Re-offending rate of prolific and priority offenders</p>	Awaiting baseline from Home Office	5% reduction	5% reduction	5% reduction	<p>LEEDS CITY COUNCIL* Partners through the Safer Leeds Partnership West Yorkshire Probation Service West Yorkshire Police Education Leeds Youth Offending Service Re'new Jobcentre Plus VCFS bodies contacted through Leeds Voice Community Safety Consortium Learning and Skills Council Leeds Colleges</p>

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			08/09	09/10	10/11	
Improve lives by reducing the harm caused by substance misuse	NI 40 Number of drug users recorded as being in effective treatment	2939 (2007/08)	2968 (1% Increase)	3028 (2% Increase)	3149 (4% Increase*)	LEEDS CITY COUNCIL* Leeds Partnership Foundation Trust NHS Leeds VCFS bodies contacted through Leeds Voice Community Safety Consortium
Reduce bullying and harassment.	NI 69 Children who have experienced bullying	43.3% (June 2008)	43.3%	38.7%	36.7%	LEEDS CITY COUNCIL* Partners through the Children Leeds Partnership Education Leeds VCFS bodies contacted through Leeds Voice Children Young Peoples Forum
Reduce worklessness across the city with a focus on deprived areas.	NI 152 working age people on out of work benefits Targets will be revised as part of next years Annual Review	11.3% (2007)	-11%	-10.7%	-10.3%	JOB CENTRE PLUS* Leeds City Council VCFS bodies contacted through Leeds Voice Economy and Skills Forum Learning and Skills Council Yorkshire Forward

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An increase in the number of local people that are empowered to have a greater voice and influence over local decision making and a greater role in public service delivery.	NI 4 Percentage of people who feel they can influence decisions in their locality Targets currently under negotiation following baseline set by 08/09 Place Survey	33% (Best Value survey 2006)	33%*	35%*	37.1%*	LEEDS CITY COUNCIL* West Yorkshire Police Authority West Yorkshire Police NHS Leeds Leeds Partnership Foundation Trust VCFS bodies contacted through Leeds Voice CEN
An increased sense of belonging and pride in local neighbourhoods that help to build cohesive communities.	NI 1 Percentage of people who believe people from different backgrounds get on well together in their local area Targets currently under negotiation following baseline set by 08/09 Place Survey	Place Survey – 2008/09 new data	The target is for a meaningful improvement in the level from 2008 Place Survey baseline to the 2010 Place Survey final measure, subject to the response rate*			LEEDS CITY COUNCIL* VCFS bodies contacted through VCFS Strategy Group NHS Leeds West Yorkshire Police Natural England Leeds Colleges

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DCSF Statutory Targets		
Indicator	Baseline	Targets
Early Years (EYFSP) – to narrow the achievement gap at age 5	38% (2006/07 academic year)	30% (for 2008/09 academic year)
Early Years (EYFSP) – to increase achievement for all children at age 5	47.1% (2006/07 academic year)	53% (for academic year 2008/09)
Key Stage 2 – to increase proportion achieving level 4+ in both English and maths	N/A	77% (for 2008/09 academic year)
Key Stage 1-2 – to improve proportion progressing 2 national curriculum levels in English	N/A	85% (for 2008/09 academic year)
Key Stage 1-2 - to improve proportion progressing 2 national curriculum levels in Maths	N/A	87% (for 2008/09 academic year)
Key Stage 4 – to increase proportion achieving 5 A*-C grades at GCSE and equiv incl GCSE English and Maths	42.1% (2006/07 academic year)	51.6% (for 2008/09 academic year)
Attendance – to reduce persistent absentee pupils in secondary schools	N/A	7.7% (for 2008/09 academic year)
Children in care – to increase proportion achieving level 4+ in English at Key Stage 2	N/A	56% (for 2008/09 academic year)
Children in care – to increase proportion achieving level 4+ in maths at Key Stage 2	N/A	56% (for 2008/09 academic year)
Children in care – to increase proportion achieving 5 A*-C grades at GCSE and equiv incl GCSE English and maths	N/A	17% (for 2008/09 academic year)