



SCRUTINY BOARD (CHILDREN'S SERVICES)

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Thursday, 20th January, 2011 at 9.45 am

(A pre-meeting will take place for ALL Members of the Board at 9.15 a.m.)

MEMBERSHIP

Councillors

- J Chapman (Chair) - Weetwood;
- M Coulson - Pudsey;
- G Driver - Middleton Park;
- B Gettings - Morley North;
- W Hyde - Temple Newsam;
- A Lamb - Wetherby;
- B Lancaster - Moortown;
- P Latty - Guiseley and Rawdon;
- J Lewis - Kippax and Methley;
- K Maqsood - Gipton and Harehills;
- V Morgan - Killingbeck and Seacroft;
- B Selby - Killingbeck and Seacroft;

Co-opted Members (Voting)

- Mr E A Britten - Church Representative (Catholic)
- Prof P H J H Gosden - Church Representative (Church of England)
- Vacancy - Parent Governor Representative (Secondary)
- Ms N Cox - Parent Governor Representative (Special)
- Mr J Granger - Parent Governor Representative (Primary)

Co-opted Members (Non-Voting)

- Ms C Johnson - Teacher Representative
- Ms C Foote - Teacher Representative
- Mrs S Hutchinson - Early Years Development and Childcare Partnership
- Ms J Morris-Boam - Leeds VOICE Children and Young People Services Forum Representative
- Ms T Kayani - Leeds Youth Work Partnership Representative

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A G E N D A

Item No	Ward/Equal Opportunities	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 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 the following parts of the agenda designated as containing 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, as follows:-</p> <p>No exempt items or information have been identified on this agenda.</p>	

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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 circumstance 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>APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES</p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6			<p>MINUTES - 16TH DECEMBER 2010</p> <p>To confirm as a correct record the minutes of the meeting held on 16th December 2010.</p>	1 - 6
7			<p>SCRUTINY INQUIRY - COMBATING CHILD POVERTY AND RAISING ASPIRATIONS</p> <p>To receive and consider a report from the Head of Scrutiny and Member Development presenting evidence in line with Session 1 of the Board's Inquiry into Combating Child Poverty and Raising Aspirations.</p>	7 - 118
8			<p>RECOMMENDATION TRACKING</p> <p>To receive and consider a report from the Head of Scrutiny and Member Development requesting Members to confirm the status of recommendations from previous inquiries.</p>	119 - 124

Item No	Ward/Equal Opportunities	Item Not Open		Page No
9			<p>DRAFT SCRUTINY INQUIRY REPORT - OUTDOOR EDUCATION CENTRES</p> <p>To receive and consider a report from the Head of Scrutiny and Member Development presenting the conclusions and recommendations arising from the Scrutiny Board's work on Outdoor Education Centres.</p>	125 - 142
10			<p>WORK PROGRAMME</p> <p>To receive and consider a report from the Head of Scrutiny and Member Development outlining the Scrutiny Board's work programme for the remainder of the current municipal year.</p>	143 - 178
11			<p>DATE AND TIME OF NEXT MEETING</p> <p>To note that the next meeting of the Board will be held on Thursday, 17th February 2011 at 9.45 am with a pre meeting for Board Members at 9.15 am.</p>	

Agenda Item 6

SCRUTINY BOARD (CHILDREN'S SERVICES)

THURSDAY, 16TH DECEMBER, 2010

PRESENT: Councillor J Chapman in the Chair

Councillors M Coulson, B Gettings, P Grahame,
W Hyde, J Illingworth, A Lamb, B Lancaster, P Latty,
J Lewis, K Maqsood and V Morgan

CO-OPTED MEMBERS (VOTING):

Mr E A Britten	- Church Representative (Catholic)
Prof P H J H Gosden	- Church Representative (Church of England)
Mr J Granger	- Parent Governor Representative (Primary)

CO-OPTED MEMBERS (NON-VOTING):

Ms C Foote	- Teacher Representative
Ms C Johnson	- Teacher Representative
Ms T Kayani	- Leeds Youth Work Partnership
Ms J Morris-Boam	- Leeds Voice Children and Young People Services Forum Representative

62 Chair's Opening Remarks

The Chair welcomed all in attendance to the December meeting of the Scrutiny Board (Children's Services).

63 Late Items

The Chair admitted to the agenda as supplementary information, the Ofsted annual children's services assessment, to be considered as part of agenda item 7, Children's Services Strategic Update Report. (Minute No. 68 refers)

Also admitted to the agenda was an updated version of the recommendation tracking report in relation to youth service user surveys, to be considered as part of agenda 10, Recommendation Tracking. (Minute No. 67 refers)

64 Declaration of Interests

There were no declarations of interest.

65 Apologies for Absence and Notification of Substitutes

Apologies for absence were submitted by Councillors Driver and Selby, and Co-opted Members, Ms N Cox and Mrs S Hutchinson. Notification had been

Draft minutes to be approved at the meeting
to be held on Thursday, 20th January, 2011

received that Councillor Pauleen Grahame was substituting for Councillor Selby and Councillor Illingworth for Councillor Driver.

66 Minutes - 18th November 2010

RESOLVED – That the minutes of the meeting held on 18th November 2010 be confirmed as a correct record.

67 Recommendation Tracking

The Head of Scrutiny and Member Development submitted a report which requested Members to confirm the status of recommendations from previous scrutiny inquiries.

Appended to the report was the recommendation tracking flowchart and draft status of recommendations.

The status of recommendations were agreed as follows:

- Entering the Education system – recommendation 4 – check usage of the transition record at the beginning of the next school year
- Entering the Education system – recommendation 8 – monitor again in 6 months to see if implemented
- Safeguarding interim report – recommendation 1 – continue monitoring
- Meadowfield Primary School – recommendation 1 – continue monitoring until new complaints process in place
- Meadowfield Primary School – recommendation 4 – sign off
- Meadowfield Primary School – recommendation 5 – sign off
- Meadowfield Primary School – recommendation 6 – review again in September 2011
- Attendance Strategy – recommendation 1 – sign off
- Attendance Strategy – recommendation 2 – continue to monitor until new extended leave policy in place
- Attendance Strategy – recommendation 4 – sign off
- Youth Service user surveys – recommendation 2 – report back in January 2011
- Youth Service user surveys – recommendation 3 – monitor again in 6 months
- School Organisation Consultations – recommendation 4 – sign off.

RESOLVED –

- (a) That the report and information appended to the report be noted
- (b) That the Scrutiny Board approves the status of recommendations as set out above.

68 Children's Services Strategic Update Report / Children's Services Performance Report Quarter 2 2010/11 / Children's Services Improvement Plan - Monitoring Report

Draft minutes to be approved at the meeting
to be held on Thursday, 20th January, 2011

The Scrutiny Board agreed to jointly consider agenda item 7, Children's Services Strategic Update Report, agenda item 8, Children's Services Performance Report Quarter 2 2010/11, and agenda item 9, Children's Services Improvement Plan – Monitoring Report.

The following information was appended to the report:

Children's Services Strategic Update Report

- Leeds Vision Summary Sheet
- Children's Services Draft Revised Structure Proposals
- Draft Outline Responsibilities for the Proposed Tier 2 Leadership Responsibilities within Children's Services.
- Ofsted annual children's services assessment

Children's Services Performance Report Quarter 2 2010/11

- Summary sheet showing the overall progress rating against all improvement priorities relevant to the Children's Services Scrutiny Board.
- Selected amber and red rated action trackers from the Leeds Strategic Plan priorities relevant to the Children's Services Scrutiny Board, including a contextual update and key performance indicator results.

Children's Services Improvement Plan – Monitoring Report

- Interim performance update against the Leeds Children's Services Improvement Notice as at September 2010 (reported November 2010)

The Chair welcomed to the meeting, the following Executive Members and officers, to present the report and respond to Members' questions and comments:

- Councillor Blake, Executive Member (Children's Services)
- Councillor Dowson, Executive Member (Learning)
- Chris Edwards, Chief Executive of Education Leeds
- Mariana Pexton, Deputy Director of Children's Services
- Sal Tariq, Assistant Chief Officer for Children and Young People's Social Care.

In brief summary, the key areas of discussion were:

- Locality working and development of the key worker initiative.
- Update on the Annual Performance Assessment and recent progress made in relation to safeguarding.
- The Scrutiny Board paid tribute to Chris Edwards, who it was reported would shortly be retiring from his role as Chief Executive of Education Leeds, and thanked him for his support to the Scrutiny Board over the past ten years.

- Progress made in relation to 'every child a reader' and 'every child matters'.
- Development of partnership working and the role of the community and voluntary sector, especially in view of the financial challenges ahead.
- Concern about potential teaching redundancies and transitional stage arrangements.
- The role of school governors.
- Changes to funding arrangements and the need to strengthen locality working.
- Concern about the level of teenage pregnancies and development of local initiatives. Members referred to previous work undertaken by the Scrutiny Board (Health) and targeted work with families.
- Members sought feedback on how the UK compared to other European countries in relation to attainment.
- Concern in relation to early years outcomes and the gap between the lowest 20% of achievers and the 'average'.
- Tackling persistent absenteeism and support for families.
- The work of young carers.

RESOLVED – That the report and information appended to the report be noted.

(Ms Johnson joined the meeting at 10.04 am and Councillor Illingworth at 10.08 am, during the consideration of this item.)

(Councillor James Lewis left the meeting at 10.58 am and Councillor Lamb at 11.10 am, during the consideration of this item.)

69 Work Programme

A report was submitted by the Head of Scrutiny and Member Development which detailed the Scrutiny Board's work programme for the remainder of the current municipal year.

Appended to the report was the current version of the Board's work programme, and an extract from the Forward Plan of Key Decisions for the period 1st December 2010 to 31 March 2011.

Members discussed establishing a joint working group involving Members of Scrutiny Board (Health) in relation to reducing teenage conception. Councillors Chapman, Lancaster and Gettings, and Co-opted Members, Mr Granger and Ms Morris-Boam, volunteered to serve on this working group. The Chair agreed to take this proposal to the next meeting of the Scrutiny Board (Health).

RESOLVED – That subject to the comments raised at the meeting, the work programme be approved.

(Ms Foote left the meeting at 11.29 am and Ms C Johnson at 11.31 am, during the consideration of this item.)

70 Date and Time of Next Meeting

Thursday 20th January 2011 at 9.45 am with a pre-meeting for Board Members at 9.15 am.

(The meeting concluded at 11.34 am.)

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Originator: Kate Arscott

Tel: 247 4189

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Children's Services)

Date: 20 January 2011

Subject: Scrutiny Inquiry – Combating Child Poverty and Raising Aspirations

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

1.0 Introduction

- 1.1 At the board's meeting in October, members agreed to carry out an inquiry into combating child poverty and raising aspirations as one of their major pieces of work this year. A working group of the Board met with officers to scope the inquiry, and reported back to the full Board in November. A copy of the agreed terms of reference is attached as Appendix 1.
- 1.2 The first formal session of the inquiry was scheduled for January. The attached paper covers issues identified in the terms of reference for the inquiry:
- 1.3 Relevant officers from Children's Services and partners will be at the meeting to respond to members' questions and comments.
- 1.4 The next session of the inquiry will be a series of visits to provision in two identified areas of the city, as set out in the terms of reference. The areas to be visited are South Seacroft and Beeston and Holbeck. The visits will take the place of the Board's normal scheduled meeting on 17 February. Half of the members of the Board will visit each area.

2.0 Recommendation

- 2.1 The board is requested to consider the issues raised by this session of the inquiry.

Background papers

None

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Scrutiny Board (Children's Services)

Combating child poverty and raising aspirations inquiry

Terms of reference

1.0 Introduction

- 1.1 Reducing the number of children in poverty is an improvement priority in the Leeds Strategic Plan for 2008-2011. It will be a cross-cutting theme in the new Children and Young People's Plan for 2011-15, which is currently being developed.
- 1.2 The Child Poverty Act 2010 requires local authorities and their partners to cooperate to reduce, and mitigate the effects of, child poverty in their local areas. This includes carrying out a child poverty needs assessment and developing and delivering a child poverty strategy. This local action is complemented by national government targets aimed at reducing the number of children in poverty.
- 1.3 The Children's Services Scrutiny Board decided in October 2010 that it wished to carry out an inquiry into child poverty, linked to the raising of aspirations, as its second major piece of work for 2010/11.
- 1.4 A working group of Board members met with officers from a range of council services in November 2010 to scope the inquiry and proposed that the Board should look at two clusters and/or Super Output Areas as case studies, to obtain a detailed picture of services for families in areas of deprivation, as well as looking at local examples of work aimed at raising aspirations. The inquiry will aim to identify examples of good practice.
- 1.5 The Board is particularly interested in transition, and the different levels of support available to children and families at different stages of their life.
- 1.6 In December 2010 the Cabinet Office published the report of the independent review on Poverty and Life Chances chaired by Frank Field, "The Foundation Years: preventing poor children becoming poor adults". The scrutiny inquiry will consider how the findings of this review may impact on the child poverty strategy for Leeds.

2.0 Scope of the inquiry

- 2.1 The purpose of the Inquiry is to make an assessment of and, where appropriate, make recommendations in relation to good practice in, and barriers to,
 - the delivery of effective joined-up services and solutions for children and families in poverty

- initiatives aimed at raising aspirations and breaking the cycle of poverty

2.2 The Board hopes that its findings will provide a timely and positive contribution to development of the city's Child Poverty Strategy.

3.0 Comments of the relevant director and executive member

3.1 The Director of Children's Services and lead Executive Member welcomed the cross-cutting nature of this inquiry, involving partners from other council directorates as well as partners throughout the city.

4.0 Timetable for the inquiry

4.1 The inquiry will take place in January and February 2011.

4.2 The inquiry will conclude with the publication of a formal report setting out the board's conclusions and recommendations.

5.0 Submission of evidence

5.1 Scrutiny Board meeting – 20 January 2011

Receive national and local context in relation to work on combating child poverty and raising aspirations

Receive information about the child poverty needs assessment and the draft child poverty strategy

Receive data about 2 specific clusters/Super Output Areas

5.2 Scrutiny Board meeting - 17 February 2011

The Board will split into two groups, who will each visit one of the clusters/SOAs identified for detailed study

In each case, members will visit local services in groups of 2 or 3 (including meeting service users where appropriate).

This will be followed by a round table meeting in the chosen locality to discuss issues arising from the visits and consider the overall impact of work in the locality

6.0 Witnesses

6.1 The following witnesses have been identified as potential contributors to the Inquiry:

- Chief Officer for Early Years and Integrated Youth Support Service – lead officer for Child Poverty Strategic Outcome Group
- Representatives from each of the four building blocks of the child poverty strategy
 - Education, Health and Family
 - Employment and Adult Skills
 - Housing and Neighbourhoods
 - Financial Support for Families
- Local service providers and families in the 2 clusters/SOAs identified for detailed study

7.0 Equality, Diversity and Cohesion and Integration Issues

- 7.1 Where appropriate, all terms of reference for work undertaken by the Scrutiny Boards will include
 “To review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the council’s Equality and Diversity scheme, and on the council’s Cohesion and Integration Priorities and Delivery Plan.”
- 7.2 The objectives of this inquiry particularly reflect the following theme from the council’s Equality and Diversity scheme:
 Service Delivery – Leeds City Council provides fair access to services which meet the needs of our diverse communities and individuals.

8.0 Monitoring Arrangements

- 8.1 Following the completion of the scrutiny inquiry and the publication of the final inquiry report and recommendations, the implementation of the agreed recommendations will be monitored.
- 8.2 The final inquiry report will include information on the detailed arrangements for monitoring the implementation of recommendations.

9.0 Measures of success

- 9.1 It is important to consider how the Board will deem whether its inquiry has been successful in making a difference to local people. Some measures of success may be obvious at the initial stages of an inquiry and can be included in these terms of reference. Other measures of success may become apparent as the inquiry progresses and discussions take place.
- 9.2 The Board will look to publish practical recommendations.

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Scrutiny Board (Children's Services) Combating child poverty and raising aspirations inquiry

Background information

The Child Poverty Act was given Royal Assent on 25 March 2010 and enshrines in law the Government's 2008 commitment to eradicate child poverty in the UK by the year 2020. The Bill received the support of all the major parties in the House of Commons, but the Conservatives stressed that the child poverty targets should focus on the underlying causes of poverty.

Central to the legislation is a range of new duties for local authorities, including a specific duty to work more closely with local partners, such as Jobcentre Plus, the NHS and Police in delivering solutions to tackle child poverty at a local level. Local authorities are now required to undertake a local child poverty needs assessment, produce a local joint child poverty strategy and take child poverty into account when developing their Sustainable Community Strategy.

The Act places a commitment on the Government to publish a child poverty strategy by April 2011 that will be revised every 3 years. The building blocks for the national strategy are:

- Parental employment and skills
- Financial Support
- Education, early years provision, and childcare, health and family support
- Housing and Neighbourhoods

A briefing paper on the key implications of the Child Poverty Act can be found at Appendix 1.

The Child Poverty Unit, established from the Social Exclusion Unit in 2008, has presented local authorities with research evidence and a toolkit to understand the relationship between the causes and symptoms of poverty. It includes a basket of indicators to provide a context for performance measurement - which we have adapted locally to fit the Leeds context - and a pyramid of factors that impact upon child poverty (Attached at Appendix 2). The pyramid suggests a hierarchy of factors that directly influence family incomes and resources and those that directly or indirectly influence families' abilities to enter and sustain paid employment.

The new coalition Government has signalled its intention to retain the commitments in the Child Poverty Act but has issued limited guidance on either the needs assessment or national or local strategies. The support provided to local authorities has been reduced although a simple self assessment toolkit for the needs assessment has been issued and an allocation of funding to support the delivery of the needs assessment and strategy. The new Government also commissioned an independent review on child poverty and life chances led by Frank Field in June 2010. The Review, entitled "The Foundation Years:

preventing poor children becoming poor adults” was published in December 2010 and concludes that life chances are most heavily predicated on experience in the first five years of life and places strong emphasis on investment in integrated provision for families with young children. It concludes that current approaches to child poverty are fragmented and that meeting child poverty targets through income transfer alone will not resolve the entrenched causes of poverty. The review makes two overarching recommendations:

- Establishing a set of life chances indicators
- Establishing the ‘Foundation Years’ from womb to 5 as the key point for investment in child and family outcomes

A more detailed summary of the findings of this review can be found at Appendix 3. The full report is available online at <http://www.frankfield.com/review-on-poverty-and-life-chances/>

Building on this, the Government has recently launched a consultation on its approach to ending child poverty and improving life chances. The consultation can be accessed online at <http://www.education.gov.uk/consultations/>

The overarching context for all of the above has been the world wide economic recession and increasing national budgetary constraint. Local authorities face significant reductions in grant settlement in the comprehensive spending review for 2011- 14. Changes in the benefit and welfare system announced in October 2011 will impact upon the disposable income of the poorest households. This is a challenging time to reduce and mitigate against the effects of poverty.

A Child Poverty Strategic Outcome Group was established in August 2009 to prepare for the implementation of new legislation, originally expected in October 2009, and to explore the ways thinking ‘child poverty’ could add value to current work tackling poverty and worklessness across the city. Quarterly monitoring of activity against the outcome has been reported through the Action Tracker system. The group has full representation across all partners and sectors.

In the absence of statutory guidance, and in common with other local authorities and toolkit issued, the group has continued to develop the needs assessment and consider the emerging priorities using the four building blocks highlighted within the legislation.

Main issues

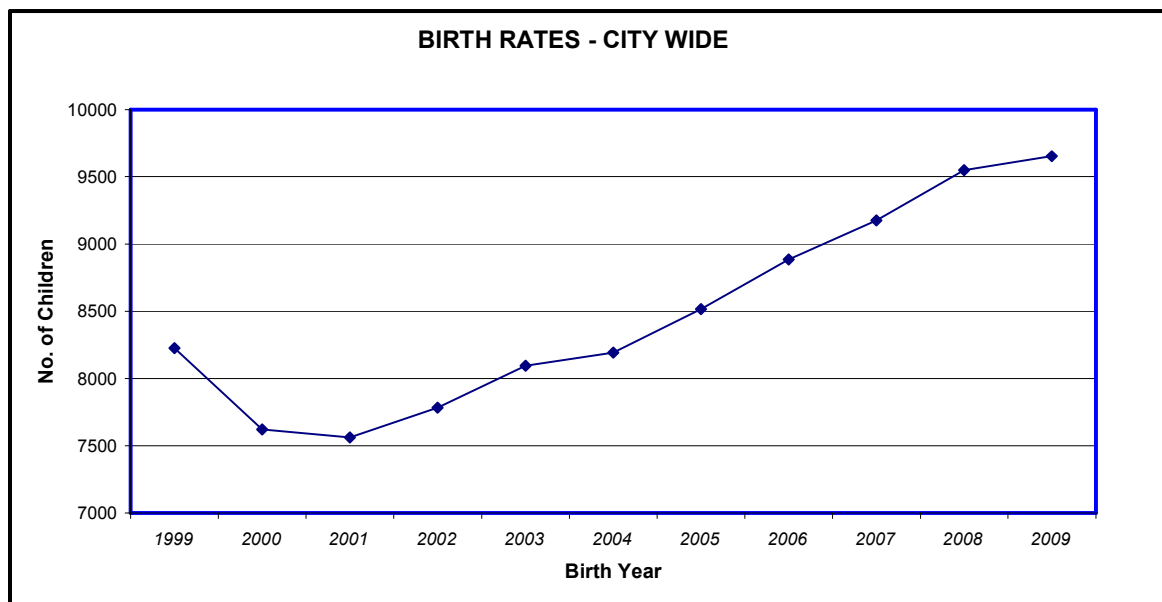
In January 2010 the government published two new datasets relating to child poverty measures:

- Dependent children in out of work households
- Proportion of children living in poverty (60% of median income)

These showed that in 2008 in Leeds 29, 530 children aged 0 to 18 were dependent in households where no one was working and 33, 695 (22.5%) were

living in poverty. These figures were already identifying an upward trend with a total increase of 1920 children living in poverty between 2007 and 2008. It is likely that as the impact of the recession deepens these numbers may increase further.

There has been a significant increase in births in Leeds and across England in recent years. The chart below shows the rapid increase in the number of births, with an increase of 28% since the low point in 2001, with 2090 more births in 2009 than 2001. These changes are having differential impacts across the city, due to differences in birth rates for different groups. The population of young children is showing a higher rate of increase in the more deprived areas of the city. Across all of Leeds, the current 0-1 year old population is 12% higher than the current 4-5 year old population. However, in areas classified as in the 20% most deprived in the country the difference is 18%.



The remainder of this report will consider within the four building blocks of the child poverty needs assessment the:

- Common factors and correlations that provide the picture of child poverty in Leeds
- Evidence based best practice currently undertaken in the city or nationally
- Emerging priorities that need to be captured within the five City Priority Plans.

A draft version of the needs assessment is attached as Appendix 5.

Building block 1: Education, health and family

There is a strong negative correlation between economic deprivation and outcomes for health, educational attainment and safeguarding. In all cases the lowest outcomes are in the areas of greatest disadvantage. Targeted initiatives in both health and education have narrowed the gap slightly in educational attainment, access to maternity services, low birth weight and infant mortality in recent years but significant gaps persist. More than 50% of looked after children, children in need and those on child protection plans reside in LS9, 10, 11, 12 and 13 and one school cluster in inner south Leeds which contains 5.7% of the population of children aged 0 to 16 records 11.8% of referrals to Children and Young Peoples Social Care.

Common factors work undertaken for the previous Children's Trust Board (Appendix 4) confirmed national research showing that five of the seven factors common to most poor outcomes for children were directly related to poverty. These were:

- No parent in the family in work
- Family living in poor or overcrowded housing
- No parent with qualifications
- Family has low income
- Family can not afford a number of food and clothing items

The more underlying risk factors present within families the more significant the problems faced by the family and the poorer the outcomes for children.

A number of successful programmes and initiatives have supported work in Leeds to narrow the gap in health and education between the most and least affluent families and neighbourhoods. For example 'Every child a talker' has significantly improved early communication skills and narrowed the gap in foundation stage achievement where it has been employed.

Aspiration plays a significant part in raising achievement and general health and well being. Whilst the ECM and Tell us surveys do indicate that high percentages of young people in years 9 and 11 aspire to further and higher education a picture of intergenerational low aspiration persists in Leeds. National research indicates that 0 to 4 and 11 – 14 are important periods. In the early years parental bonding and involvement in their child's growth and development can significantly improve early outcomes. In early teenage years the range influences on young people expands and the level of influence for families and school reduces. Key work at this vulnerable time can maintain aspiration, relationships and engagement for the child and their family.

To significantly reduce inequalities in education and health and ensure more children grow up in safe and supportive families it is emerging that we will need to address the following as priorities:

- Narrow the achievement gap at foundation stage, KS2, KS4 and at level 2

- Embed 'every child a talker' in all areas of disadvantage
- Raise the levels aspiration and attendance at school through targeted programmes where risk is greatest
- Reduce the number of young people from at risk groups who are not participating in education or training or are not in employment from 16- 19
- Increase parental involvement and engagement in their child's learning and development, in particular from pre birth to 4 and 11- 13, through targeted, evidenced based programmes in disadvantaged localities
- Reduce health inequalities by ensuring that all economically disadvantaged mothers experience an integrated assessment of needs and service delivery from the start of their pregnancy
- Continue to drive down the rates of teenage conceptions in the city
- Develop integrated wellbeing capacity to improve and target support to vulnerable families and reduce the need for high statutory interventions in the lives of children and young people

Building block 2: Employment and adult skills

The workless population of Leeds is concentrated within the inner areas of east and south, with low income compounding other key poverty indicators in these most deprived areas of the city where the worklessness statistics have shown little sign of improvement over many years. There are 33 Lower Super Output Areas (LSOAs) across the city with a claimant rate of 10% or more of their total working age population. The city average is 4.1%.

Within the out of work claimant population the type of benefit indicates different levels of poverty. Of the 31,070 Incapacity Benefit or Employment Support Allowance (IB/ESA) claimants, 84% have been claiming this benefit for over a year. Of the 9,050 lone Parents in receipt of Income Support (LP) claimants, 74% have been claiming this benefit for over a year. Both statistics indicate that these groups are more likely to be experiencing entrenched poverty.

It is recognised that for a significant number of people, employment is unlikely to provide them with an adequate household income. In 2008, it was estimated that approximately 18% of employed people were on low incomes, an indicator of the levels of working poverty that exist in the city. Whilst there are a large number of highly skilled people living in Leeds, 10.8% of the working population have no formal qualifications at all.

There are however a number of additional potential effects on children when income poverty is due to worklessness. These can include:

- Low aspirations for their own futures in the absence of any vocational reinforcement
- Lack of reinforcement of work ethic/normalisation of work
- Opportunities to benefit from routine/structured life patterns

- Lack of input/context building in formulating ideas on the world of work from parent
- Constraints on social networks to support vocational and personal development
- Temptation to supplement personal/ household income through illegitimate means where paid work is perceived to be unachievable

There are a number of barriers facing those who are in poverty due to worklessness or low income employment attempting to reverse or improve their position. They include personal and structural barriers, can be progressive and interdependent:

- Affordable, available and accessible childcare
- Availability of vacancies
- Mismatched skills/experience and employer requirements
- Perceived affordability of available vacancies
- Perceived accessibility of opportunities
- Low self esteem/worth impacting confidence to seek employment
- No/poor networks for exposure to job leads
- De-skilling in terms of interpersonal and vocational competencies
- Poor functional/language skills required for job applications
- Limited jobsearch skills
- Caring responsibilities
- Capacity to adapt from unstructured or chaotic lifestyles to work regimes
- Fear of financial transition from benefits to work
- Unrealistic expectations
- Limited resources for productive jobsearch- e.g. permanent address, telephone access, interview attire etc
- Lack of work references
- Limited work experience/breaks in employment history
- Offending background/substance misuse
- Lack of/prohibited from having a bank account
- Existing work patterns constraining availability to jobsearch
- Changes to in work benefit thresholds and eligibilities
- Availability/accessibility/effectiveness of pre employment/retraining opportunities

Although not a discrete barrier, those already in/at risk of poverty will be impacted by the government's deficit reduction measures. Once again there are personal and economic, structural impacts which exacerbate the plight of families in poverty. Some of these are:

- The projected and continuing rise in unemployment, particularly affected by the reductions in public funding will increase the risk for those in work and the challenge for those seeking entry
- Uncertainty over the capacity of the private sector to generate sufficient jobs to offset the losses from the public sector

- Faltering consumer confidence and its effectiveness in stimulating the economy
- The uncertainty of the housing market, particularly impacting those forced to sell to minimise debt and the consequential impact on the rented sector
- Structural changes to out of and in work benefits detailed in the Financial Support section
- Below cost of living wage rises
- Regressive VAT change increasing the cost of living

To ensure that workless and low income households, including lone parents have easy access to learning, skills and job opportunities the following priorities are key:

- Complement Work Programme interventions with targeted, wrap around support within neighbourhoods for those facing the most complex barriers to work
- Connect adults from the most deprived neighbourhoods to opportunities generated by the city's key regeneration projects
- Implement the Employment Leeds model for employer engagement to maximise inclusive recruitment practices for target groups, clear routeways back into work and opportunities for in work training for sustainability
- Increase availability and access to sustainable childcare in areas of deprivation

Building Block 3: Place (Housing and Neighbourhoods)

A number of complex and varied factors, acting at the individual and community level deliver a significant impact on families' quality of life. Low wages, lack of suitable work locally coupled with high transport costs create poor work incentives, especially for part-time work. Families without personal transport to access services, work or leisure activities are likely to endure greater financial hardship.

This disadvantage in terms of low income, worklessness and subsequent child poverty can be exacerbated by issues such as alcohol or drug abuse, domestic violence, mental health issues or offending, which contribute to chaotic lives and further impact on the child's welfare.

Quality and style of parenting and strong relationships between parents are key to providing children with a safe and secure home environment which can sustain them into well balanced adults. Having a parent who is nurturing and authoritative has been found more important for a child's intellectual and social development than parental occupation, education or income. This resonates with the main premise of the Field review

The Common Assessment Framework process is already a key tool for facilitating partnership working around vulnerable families, but there is potential to strengthen this by developing mechanisms to ensure contributory factors including homelessness, domestic violence, mental health issues and alcohol use, which exacerbate the effects of poverty, are consistently and systematically addressed. These actions help children to stay in school and to make and retain long term friendships locally, which help provide stability in the early years. This is particularly important as children who grow up in poverty report a stigma attached to poverty, which makes it harder for them to make friends and increases the likelihood of bullying (DCSF 2007).

Maximising income, especially in the current climate is a challenging, but key objective if child poverty is to be addressed. Measures, such as budgeting, cooking on a budget and local food growing and distribution skills, can deliver health and economic outcomes, as well as developing community entrepreneurs building social capital and creating sustainable communities. A community model in Richmond Hill and Burmantofts is encouraging families to take up free school meals entitlement. Across Leeds nearly 7,000 children who are eligible to a free school meal fail to take this entitlement everyday (Annual School Survey 2010). The Leeds Benefit and Revenue Service suggest that many of these families may not be aware of their entitlement, equating to an average of £700 worth of food per family annually (School Food Trust).

The vision of the Leeds Housing Strategy 2010-2013 is to 'create opportunities for people to live independently in quality and affordable housing'. Three core strategic themes flow from this vision:

- Increase the supply of affordable housing
- Improve the quality of housing stock
- Promote the capacity of vulnerable people to live independently.

The strategic vision and accompanying strategic themes represent a foundation for the housing authority's contribution to tackling child poverty.

The landscape in which the housing authority is operating has changed dramatically in the last two years and continues to evolve. The CSR signalled significant cuts to the affordable housing grant programme. The focus of the housing authority may well need to shift from large scale investment programmes towards policy/practice changes that can contribute to tackling child poverty.

The housing authority in Leeds has been effective at delivering preventative services. Homeless prevention outcomes have increased by over 300% in the last 18 months and therefore, despite a 40% increase in homeless presentations, temporary accommodation placements have fallen by 90% and are now a tenth of the level in Birmingham. A Homeless Prevention Fund has been established that can be used to finance homeless intervention where the alternative is a more costly institutional placement including care. A Sanctuary scheme has been established that has helped 1700 households, who have experienced domestic violence, to remain 'safely' in their existing homes. An under-occupancy scheme

has been established that offers financial incentives to under-occupying tenants to secure smaller properties and releases their properties for families. 150 properties were released for families at the cost of building no more than 2 new homes. Maintaining preventative initiatives, and embedding the focus on the needs of children, is a priority for the housing authority.

To ensure that the local community and housing provision enable children in poverty to thrive the following actions are key:

- Delivering flexible, quality housing services for 'Team Leeds':
- Shift the focus from property to people centric decision making
- Embedding the preventative culture in the housing strategy
- Ensure that housing options and other housing related services can be resolved and delivered through wider services such as the Contact Centre, One Stop Services and Children's Services.
- Embed a 'No wrong door' culture into access of all housing and neighbourhood based service
- Increase family support services to vulnerable families and those at risk of poor outcomes
- Ensure that reducing child poverty becomes integral to strategic, team and individual workforce development programmes

Building Block 4: Financial support for families

Sustained levels of low incomes for families is a primary cause of child poverty. There are a number of elements which are important to understanding how children in certain situations are affected by poverty.

Child and Working Tax credits are a flexible system of financial support designed to deliver support as and when a family needs it. In April 2010;

- 69,200 families in Leeds were in receipt of tax credits.
- 32,700 families and 60,000 children were in households in receipt of Child Tax Credits more than the family element.
- 18,200 families and 35,000 children were in households claiming out of work benefits.

In terms of benefits administered by Leeds City Council (Council Tax and Housing Benefits). 18,818 (5.8%) families and approximately 35,000 children are in households in receipt of benefits.

Eligibility for free school meals (FSM) is a proxy indicator of deprivation. According to Leeds City Council data from January 2010, 21,500 primary school pupils and 18,300 secondary school pupils were eligible for FSM. In terms of take up in 2010;

- In primary schools in Leeds 83% of free school meals were taken, this is below the regional (85%) and national averages (86.6%). In the region

only Hull, North East Lincolnshire, North Yorkshire and York have a lower take up.

- In secondary schools in Leeds since 2008 there has been an increase in take up of free school meals of nearly 8%. Despite this increase in 2010 the take up rate in the city of 73% is still lower than the regional (76%) and national (78%) averages.

In 2004 Leeds City Council undertook a survey of households in the most deprived areas of the city to assess the extent of financial exclusion. This survey was the catalyst for developing a citywide financial inclusion partnership and strategy. In 2010 the household survey was repeated in order to examine the extent to which residents experiences had changed. The 2010 household survey demonstrates that a significant number of residents with children living in both the most deprived areas of the city and in areas with medium levels of deprivation are experiencing financial exclusion. Compared to the survey average, residents with children are more likely to:

- Have less savings
- Have financial difficulties
- Have difficulties paying fuel bills
- Be concerned about getting in debt
- Be falling behind with payments and be getting into debt
- Use sub prime credit
- Use credit to pay for day to day living expenses

On a more positive note, survey respondents with children are also more likely to have heard and be a member of Leeds City Credit Union, and have a bank account than in 2004.

Substantial increases in energy costs over recent years have led to a rise in the number of low income households who cannot afford to heat their homes. In Leeds;

- 22% of household are considered to be fuel poor, with 18% considered to be “vulnerable”. Households in the inner east and inner south areas of the city are most vulnerable to fuel poverty.
- In total 18% of those aged 16 or under are classified as “vulnerable” to fuel poverty.

Research undertaken in 2004 and 2010 has shown that areas of deprivation are also the ones that are most exposed to the activities of doorstep lenders and other high cost lenders. Anecdotally, these areas are also the target of illegal money lenders. The existence of the credit union in the community is important in enabling residents to have an alternative to spiralling debt.

Currently Leeds city credit union operates a loan scheme on behalf of the Department for Work and Pensions (DWP). The “growth fund” formally ends at the end of March 2011. The reduction in the credit union's ability to promote and

deliver loans to low-income families could reduce the level of affordable credit to families with young children and therefore reduce the ability to support a family's finances in this way.

The credit union in Leeds has been able to operate through six additional community based branches located within Leeds City Council One Stop Centres and neighbourhood housing offices. These operate in the more deprived areas of Leeds. Although this is very effective it still represents a relatively low level of geographic spread for the delivery of affordable credit services. Doorstep lenders, pawnbrokers and cheque cashing shops, are located in many local district centres and estate shops across Leeds. For the credit union to compete with this market, it must have the ability to deliver affordable banking and credit services through a greater number of outlets across the city. This is a significant barrier to their ability to penetrate this market and to offer services to low income families.

To ensure that financial support is responsive to families that are economically disadvantaged or in need the following key actions are considered necessary:

- Promote and support actions and objectives as set out in the Advice Leeds Strategy 2010 to 2013.
- Continue the free independent advice service provision available in children's centres across the city and extend in clusters of extended schools
- Continue to support Leeds City Credit Unions neighbourhood branch network.
- Develop a comprehensive understanding of the impact of benefit changes to low income families.
- Fuel poverty- action required to ensure maximum benefit is provided to those families most at risk
- Free school meals- action required to improve uptake of free school meals

New locality ways of working

Tackling the impact of child poverty on outcomes for children and family life requires a partnership approach. The locality pathfinder in the south and south east of Leeds will soon be mainstreamed as new locality working practice across the city. This will provide an opportunity for all local partners to work together in appropriate neighbourhoods to co-ordinate the provision of services across the four building blocks. This will ensure that the wider economic and regeneration issues of poverty: worklessness, adult skills, debt and housing can be addressed alongside health and education outcomes for children and social care, health and well being outcomes for families.

In localities where risk factors are high the child poverty strategy, overseen by all Boards, could ensure that co-ordinated and integrated services are delivered to promote improvement in all outcomes for children and important family capability and resilience through support for health and well being, housing, adult skills, training, employment, benefits advice, childcare information and sufficiency, free

school meal eligibility, debt advice, fuel poverty, bereavement and therapeutic counselling. A local element to the child poverty strategy will be an important factor in the better co-ordination of services that are currently fragmented. There is likely to be an increasing role for voluntary and community based groups and volunteering within localities. Frontline staff and local people are similarly working together in a 'team neighbourhood' approach in the priority neighbourhoods of East North East Leeds.

Child Poverty Act 2010 Briefing Paper April 2010

Executive Summary

The Child Poverty Act was given Royal Assent on 25 March 2010 and enshrines in law the Government's commitment to eradicate child poverty in the UK by the year 2020. The Act places a new duty on the Government to meet the following four United Kingdom-wide income poverty targets by the end of the financial year 2020:

- A relative low income target
- A combined low income and material deprivation target
- An absolute low income target
- A persistent poverty target

The Act requires the Government to report to Parliament each year on progress and creates a new expert Child Poverty Commission to publish advice and encourage progress.

Central to the legislation is a range of new duties for local authorities, including a specific duty to work more closely with local partners, such as Jobcentre Plus, the NHS and Police in delivering solutions to tackle child poverty at a local level. Local authorities are now required to undertake a local child poverty needs assessment, produce a local joint child poverty strategy and take child poverty into account when developing their Sustainable Community Strategy.

The new coalition Government has signalled its intention to retain the commitments in the child Poverty Act

This report informs CLT on the implications of the new legislation and progress made to date and seeks a view on the development of the Child Poverty Joint Needs Assessment and Child Poverty Strategy for Leeds

Background Information

The Government made a commitment in 1999 to end child poverty by 2020. In January 2009, the consultation document *Ending Child Poverty: Making It Happen* made the case for enshrining this commitment in law. The Child Poverty Act received the Royal Assent in March 2010 just prior to the general election. The new coalition Government has signaled that it will retain a commitment to the detail of this legislation.

The Act places a commitment on the Government to publish a child poverty strategy by April 2011 and this will be revised every 3 years. The strategy will have two functions: it will review progress against targets, and co-ordinate action across government to meet targets.

The Government is required to consult on its child poverty strategy. It will consult local authorities and a newly created Child Poverty Commission.

The national strategy will take forward the action needed to meet the two key objectives of the strategy: to meet the 2020 targets and to minimise socio-economic disadvantage for children.

The building blocks for the national strategy are:

- Parental employment and skills
- Financial Support

- Education, early years provision, and childcare, health and family support
- Housing and Neighbourhoods

The Act places new statutory duties on local authorities and their partners. These include a duty to:

- Cooperate with partners to tackle child poverty in their locality
- Carry out an assessment of the levels of child poverty in their area
- Develop a joint local child poverty strategy

Reducing Child Poverty is an outcome of the Leeds Strategic Plan. A Child Poverty Strategic Outcome Group was established in August 2009 to prepare for the implementation of new legislation, originally expected in October 2009, and to explore the ways thinking 'child poverty' could add value to current work tackling poverty and worklessness across the city. Quarterly monitoring of activity against the outcome is reported through the Action Tracker system. The Director of Environments and Neighbourhoods and the Chief Officer for Early Years and Integrated Youth Support Services are the accountable officers. The current membership of that group is attached at appendix 1

The Child Poverty Strategic Outcome Group has focused work to date on the co-ordination of financial inclusion services, the development of 'Think Family' service approaches and preparation for the implementation of the Child Poverty Act .

Implications of the Child Poverty Act and progress to date

Duty on local authorities and partners to cooperate to tackle child poverty in their Locality

The Act imposes a duty on the local authority to promote co-operation between the authority, each of its partner authorities, and other persons or bodies as the authority considers appropriate to reduce, and mitigate the effects of child poverty in the local authority's area. Each of the following partners is named as a partner :

- The police
- Youth offending teams
- Probation service.
- Transport Authorities.
- Primary Care Trusts and Strategic Health Authorities.
- Jobcentre Plus.

A duty to co-operate is placed upon the partners. The relevant clause also enables the local authority to involve other persons or bodies, for example from the private and voluntary sectors, in the arrangements. However organisations from these sectors are not under a duty to cooperate. Work around child poverty will be coordinated through Local Strategic Partnerships.

The current strategic outcome group has good representation from all council services, the PCT and Job Centre plus. However, the group should now be enlarged to include partners from the police, probation, Youth Offending Team and transport Authority

Local child poverty needs assessment

The Child Poverty Act (Part 2, Section 21) requires a local authority to prepare and publish an assessment of the needs of children living in poverty in its area. Research on local

partnerships has shown that a needs assessment is a key driver to addressing child poverty within a local area because it builds a shared understanding and demonstrates the extent and nature of the local challenge. A shared understanding is crucial to focusing attention on child poverty within the local authority, the Local Strategic Partnership, and across wider partners.

The needs assessment should provide the evidence and context for developing the responsible local authority's strategic approach to tackling child poverty. It should give a greater understanding of the distribution and drivers of child poverty in the area, and to the extent possible, how it varies across localised areas. It should build on existing understanding of local levels and concentrations of deprivation and the links between child poverty and other factors.

It is not envisaged that the child poverty needs assessment will require any 'new' data collection, it will draw together and build upon the existing Joint Strategic Needs Assessment and economic and worklessness assessments already underway. The aim of the needs assessment is to provide a picture to inform the strategy. Detailed guidance on how to undertake the needs assessment is imminent. The child poverty strategic outcome group has informed the Joint Information Group and key information officers are part of the group.

Duty to develop a joint local child poverty strategy

Part 2 of the Child Poverty Act places a duty on local authorities to produce a Child Poverty Strategy jointly with partners.

The Act ties the local child poverty strategy to the local child poverty needs assessment, in that the strategy should include measures relating to the needs assessment. The Act also encourages strategies to include other measures identified by local authorities or their partner authorities as pertinent to child poverty in the local area.

The Strategy should:

- *be based on analysis*: the local child poverty needs assessments should provide the core base of evidence for the strategy, identifying the distribution of child poverty across the local area, indicating the relationship between child poverty and local services and providing qualitative insights from end-users;
- *identify strategic choices*: there may be several courses of action proposed for local areas which could usefully be identified and their intended impact assessed against the findings of the local child poverty needs assessments. But the strategy will set out the overall approach for tackling child poverty and the priority issues to be addressed in an area; and
- *identify how the strategy will be implemented*: what structures and mechanisms will need to be in place to ensure effective implementation, what resources will be allocated and what information systems will be used to measure and/or indicate progress.

The Child Poverty Unit has identified a differentiated basket of indicators from the current national Indicator Set that most closely reflect the drivers of child poverty that can be influenced by the local authority and partners. The basket is designed to help all partners see the stark national indicator 116, the number of children in poverty, within the context of the many factors that contributing to child poverty. The indicator basket is attached as appendix 2

The Child Poverty Unit accepts that some of the factors that most directly impact upon poverty are outside the direct influence of any authority. The indicators in the basket are

prioritised into a hierarchy of three tiers that reflect their causal impact in contributing to reducing child poverty

Figure 1: The Child Poverty Pyramid

The child poverty strategic outcome group had already identified a local basket of indicators to monitor and interrogate. This has now been expanded to include the indicators within the Child Poverty Unit basket. These are now monitored quarterly as part of the child poverty action tracker.

Implications for Leeds

The development of a needs assessment and joint strategy for child poverty will need to inform the refresh of the Vision for Leeds (sustainable community strategy) and Leeds Strategic Plan. The Joint Strategy will require consultation with Scrutiny prior to consideration by members of the Executive Board and final approval by Members of Full Council.

The development of a child poverty needs assessment and a joint local strategy are now statutory requirements placed on the authority by the Child Poverty Act 2010

Child poverty is an important issue for Leeds and has been embedded at a strategic level through the Child Poverty Strategic Outcomes Group. For example the need to tackle poverty is highlighted in the current Leeds Strategic Plan 2008-11.

All local authorities will need to have robust partnership arrangements in place to tackle Child Poverty and have a strategy in place by 2011. We are fortunate in already having a Strategic Outcomes Group for Child Poverty which brings key partners together and are therefore well placed to meet the requirements of both the needs assessment and child poverty strategy. This partnership can be enlarged to include partners named in the legislation

Generally, resources to deliver the requirements of the Child Poverty Act will be found from within the budgets of the Council and its partners and no new funding will be identified. The effective and efficient use of resources to support the delivery all the targets in the Leeds Strategic Plan will need to be addressed in both the Council Business Plan and through shared and innovative delivery arrangements with partners in the city.

Conclusions

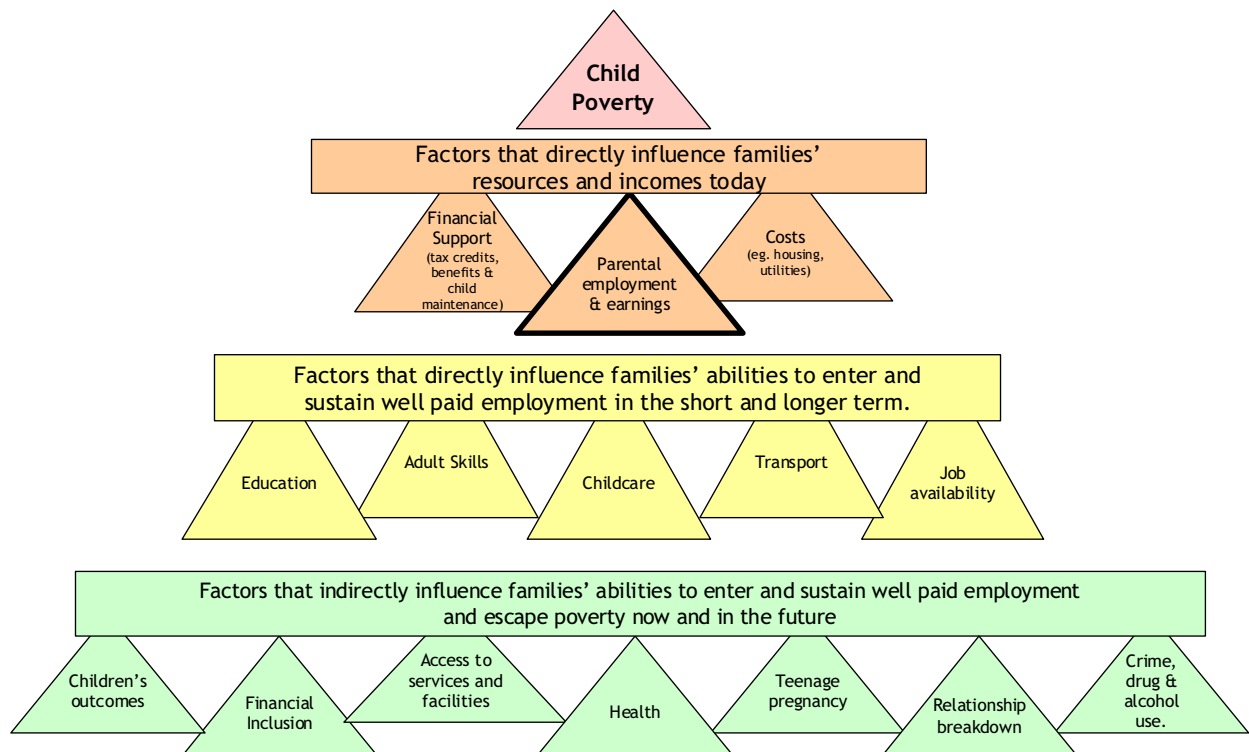
The Child Poverty Act places new duties upon the local authority as detailed above.

The new coalition Government has indicated an intention to continue the development of child poverty strategies nationally and locally and has recognised disadvantage and economic deprivation as indicators of poor outcomes for children that it will continue to address

The Child Poverty Strategic Outcome Group is well placed to complete the needs assessment and develop the strategy if enlarged to include key named partners in the legislation. Work is already underway to shape the child poverty needs assessment in Leeds and develop a strategy to drive the work forward.

Child Poverty Unit – Pyramid of Factors that impact upon Child Poverty

The pyramid diagram below represents the Child Poverty Unit’s understanding of the factors that impact on child poverty. To be effective an area will have to focus attention on the factors which have largest and most direct impact on child poverty. We have tried to reflect this by prioritising indicators in the basket into a hierarchy of three tiers that reflect their casual impact of indicators in contributing to reducing child poverty.



Leeds Child Poverty Basket of Performance Indicators – Monitored through 6 monthly Action Tracker Process										
Performance indicators aligned to the Improvement Priority										
Reference	Title	Owner	Frequency & Measure	Rise or Fall	Baseline	2009/10 Result	2010/11 Target	Q2 Result	Predicted Full Year Result	Data Quality
NI 116	Proportion of children in poverty	Children's Services	Annually %	Fall	21.4% (05/06)	22.5% (06/07)	TBD	22.1% (07/08)		Not completed
NI 187	Tackling fuel poverty - % of people receiving income based benefits living in homes with a low energy efficiency rating (SAP < 35)	Fuel Savers	Annually %	Fall	7.90% (2007/08)	5.43%	4.89%	To be determined – survey used to obtain this result is currently under review	–	No Concerns with Data
	Tackling fuel poverty, % of people receiving income based benefits living in homes with a high energy efficiency rating (SAP >= 65)	Fuel Savers	Annually %	Rise	34.59% (2007/08)	38.73%	38.85%	To be determined – survey used to obtain this result is currently under review	–	No Concerns with Data
NI 153	Working age people claiming out of work benefits in the worst performing neighbourhoods	Regeneration	Quarterly %	Fall	28.7% (2007)	16.9% (Q1 2009)	Narrow the gap between the Leeds out of work claimant rate & the overall rate for the combined NI areas to	17.5% (Feb 2010)	17.5%	No Concerns with Data

Appendix 3

LSP-TP1e	Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts).	Strategy and Policy	Quarterly Number	Rise	6,700 (2007)	3,113	3,000	16.5% by Q2 May 2011.	574	2,400	No Concerns with Data
NI 92	Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile & the rest	School Improvement	Annually %	Fall	38.2% (2006/07 academic year)	35.6%	30.0%	PROVISIONAL 35.7% (2009/10 academic year)			No Concerns with Data
NI 102A	Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2	Education Leads	Annually %	Fall	25.6% (2006/07 academic year)	26.1 % points	22.8% points	Annual PI			No Concerns with Data
NI 102B	Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4	Education Leads	Annually %	Fall	32.0% (2006/07 academic year)	35.2 % points	24.8% points	Annual PI			No Concerns with Data
NI 158	Percentage of non-decent council homes	Strategic Landlord	Monthly %	fall	18.5% (2008/09)	14.1%	5%	11.6%	5%		No Concerns with Data

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The Foundation Years, independent review on poverty

In June 2010, Frank Field, MP was asked by the Prime Minister to lead an independent review of poverty and life chances. Its final report, *The Foundation Years* published on 3 December, argues that the best way to improve life chances is to shift the emphasis of the child poverty strategy towards investment in early years provision which, it says, is more financially sustainable than the current approach, and also more effective. The Review found that children's life chances are most heavily predicated on their development in the first five years of life, and that family background, parental education, good parenting and the opportunities for learning and development in those crucial years matter more to children than money. The Foundation Years should become the first pillar of a new tripartite education system: the Foundation Years leading to school years leading to further, higher and continuing education. In all, it makes 24 recommendations in total.

The review makes two Overarching Recommendations:

- Establishing a set of life chance indicators;
- Establishing the 'Foundation Years' from womb to 5 as they key point for investment in child and family outcomes.

Key points:

- Deeper focus on services for 0 to 5 year olds
- parenting (especially quality of parent-child relationships and parental engagement) and the home learning environment were the aspects of early childhood most often cited as having the greatest influences on positive outcomes and good life chances
- Fairness premium to begin in pregnancy
- Graduate led early play and learning for all disadvantaged 2 year olds.
- New SureStart contracts with payments by results;
- Proposes the appointment of Cabinet Minister for the Foundation Years
- increased early years support that helps parents to understand child development and offers a broad range of parenting advice is crucial
- More use of evidenced based practice - pooled data and better information sharing is essential
- Children's Centres the hub of activity for 0 to 5s – with more Graduates and teachers.
- Proposed GCSE in Parenting
- there is a need for a more holistic 'family approach' to both the design and delivery of services and the measurement of child poverty
- early years services for children and parents must be more effectively integrated and coordinated

- measures of child poverty could be enhanced by supplementing income measures with a range of carefully selected parent, child and environmental indicators
- wider role for the VCF sector, mutuals and cooperatives
- parental employment is a key route out of poverty
- quality and stability of housing is important. Overcrowding can contribute significantly to negative outcomes for children.

Comment:

This is an important review, addressing one of the most significant and intractable issues facing policy makers and practitioners; finding a more successful approach is crucial and the Government appears to have responded positively to the broad findings of the Review, if not yet to the detailed recommendations. The Review report draws together a substantial body of evidence to inform discussion between local authorities and their partners – particularly those serving predominantly disadvantaged communities – about how they might better order their resources and priorities to improve the position at a local level.

However some of the recommendations clash with policy already announced. In concluding that poverty cannot be solved by raising the income alone the review may conflict with the position taken by the Joseph Rowntree Foundation (which has supported the Child Poverty Unit to date) which concluded that eradicating poverty will require income transfer and a more equal society.

More detailed summary:

Chapter 1 A Personal Commentary

In this chapter, Frank Field sets out his own perspective on some of the issues covered by the review, including how his ideas on combating poverty have developed over the past four decades. He describes research showing that, while income is important, it is not the exclusive or even dominant cause of inter-generational poverty; factors such as home learning, environment, and quality of child care are so important that they led the Review to construct a set of Life Chances Indicators. These should inform efforts to make the life chances of children more equal through a focus on what the Review calls the ‘Foundation Years’.

Chapter 2 Poverty and Life Chances

This chapter illustrates the poor outcomes experienced by children from low income families and presents the social and economic case for tackling child poverty and improving life chances. It argues that a greater emphasis needs to be placed on life chances in order to ensure that today’s poor children do not grow up to be poor themselves, having to raise their own children in poverty.

Children from low income families in the UK often grow up to be poor adults. Whether poverty is measured by family income, socioeconomic status, or educational attainment, it blights the life chances of children. Compared to other children, those from households with low income or lower socio-economic status are: more likely to suffer infant mortality; more likely to have pre school conduct and

behavioural problems; more likely to experience bullying and take part in risky behaviours as teenagers; less likely to do well at school; less likely to stay on at school after 16; and more likely to grow up to be poor themselves. This is illustrated by the data presented in this chapter.

Gaps in outcomes and achievement between poorer children and their peers are observable from an early age and remain throughout childhood. So, in general, family income and social class are highly predictive of childhood development and adult outcomes. The Review group believes that using current child poverty rates to measure progress towards the long term goal of eradication has led to a focus on short-term outcomes, undermining a long term, sustainable approach, but that interventions in other childhood factors can overcome class and income in determining the life chances of poorer children.

Chapter 3 The Influences on Children's Life Chances

This chapter sets out evidence on the most important drivers of children's life chances, starting in pregnancy and the early years. It makes the case for investment in early years services, in particular to support parents in their parenting role, to reduce inequalities in outcomes. As children develop, Government also needs to continue to invest in the most disadvantaged older children.

Whilst data does not generally allow for strict causality to be determined, there are a number of robust associations arising from longitudinal research which have led to a widespread consensus that factors in the home environment are the most important: positive parenting, the learning environment and parents' level of education. Other influential factors include healthy pregnancy, good childcare and early education, family background and income, parents' aspirations and involvement in children's learning, (older) children's own attitudes and behaviours, and the schools they attend.

Chapter 4 Building Foundation Years Services

This chapter looks at what central and local government, voluntary sector and community bodies can do to ensure that disadvantaged children get the best start in life, and to minimise the chances of them being poor in adulthood.

It argues that, given the importance of the early years, Foundation Years provision should be treated as being as important as primary and secondary education. Programmes such as Sure Start, Family Intervention and pre-school can make a real difference, but much school and early years provision is of lower quality in deprived areas; services need to be better at engaging parents, and building on their strengths; more opportunities are needed to gain parenting skills, including through the school curriculum; the package of support from conception to age five should be formalised as the Foundation Years, and a Cabinet Minister should be appointed (working across the Education and Health Departments) to take responsibility for this approach. The Foundation Years should be universal (with Sure Start Children's Centres providing support for all parents, and a gateway for those needing more help); they should provide help for those who need it most, with increased funding for families in most need, targeted home visiting, and services in deprived areas brought up to the standard of those in more affluent areas; they should involve the community, improving the capacity of parents to help each other, and ensuring voluntary groups have the chance to run services; and they should be evidence-

based, with services that make a difference and a good understanding of whether they are reaching the children who need them most.

Evidence is reviewed, and a description offered of what the Foundation Years Service might look like, and how it might benefit a 'case study' family. This includes the actions necessary by a variety of agencies to bring about the changes needed, with illustrations drawn from real examples.

Chapter 5 A New Framework for Measuring Poverty and Life Chances

This chapter sets out a new framework for measuring poverty and life chances, including a recommendation for a set of Life Chances Indicators and new measures of public service quality and severe child poverty. These measures are intended to complement the Government's existing indicators.

It argues that a major limitation of the existing child poverty measures is that they have incentivised a policy response focused largely on income transfers, which has stalled in recent years and is financially unsustainable, and that a more effective approach is to use a set of measures that will incentivise a focus on improving children's life chances, and ultimately break the transmission of intergenerational disadvantage. The Review identifies a small set of key factors in the early years which are predictive of children's future outcomes, including child, parent and environmental factors. It proposes a number of indicators with which to measure these factors, which will together form the new Life Chances Indicators.

The Review believes that the Government's existing child poverty measures have been designed to capture income and living standards, and that they need supplementing to ensure that they recognise the role that high quality public services can play in alleviating poverty. It also believes that Government should monitor the impact of policy on the very poorest children who experience prolonged financial and material deprivation. If the new indicators show improvements for each new cohort of children from low income families, then it can be expected that their future outcomes in adulthood will also be better. Short term progress on the Life Chances Indicators would be aligned with long term progress on tackling the effects of child poverty, which would improve the incentives for policy makers to invest in long term solutions.

Chapter 6 Overview of the Consultation Process and Summary of Formal Submissions

This chapter provides an overview of the consultation process that the Review undertook and a summary of the predominant themes that were put forward through formal consultation responses. Frank Field and the Review team met with a wide range of stakeholders who fed into the Review, and 210 formal written submissions were received.

Annexes

These set out:

- the recommended measures for Life Chance Indicators
- options for a new Measure of Service Quality
- a list of those who submitted formal submissions and/or spoke to the Review team, and a list of visits and seminars attended by the team
- a list of public statements made by Frank Field.



Common risk factors for children, young people and families at risk of poor outcomes

Heather Eyre – Research and Information Manager, Education Leads

Children Leeds

the Leeds Initiative

Local partnerships making things happen



Introduction

- CYPP half year review identified 5 areas where outcomes targets most at risk.
- All partners contributed to review, areas agreed by Integrated Strategic Commissioning Board:
 - Under 18 conception
 - Poor outcomes at Key Stage 3
 - Attendance and persistent absence
 - Numbers of Looked After Children (LAC)
 - Timeliness of Reviews for LAC
- Continuation of trend of a persistent cluster of poor outcomes for young people in Leeds
- Board request more information on 'common factors' underpinning these poor outcomes



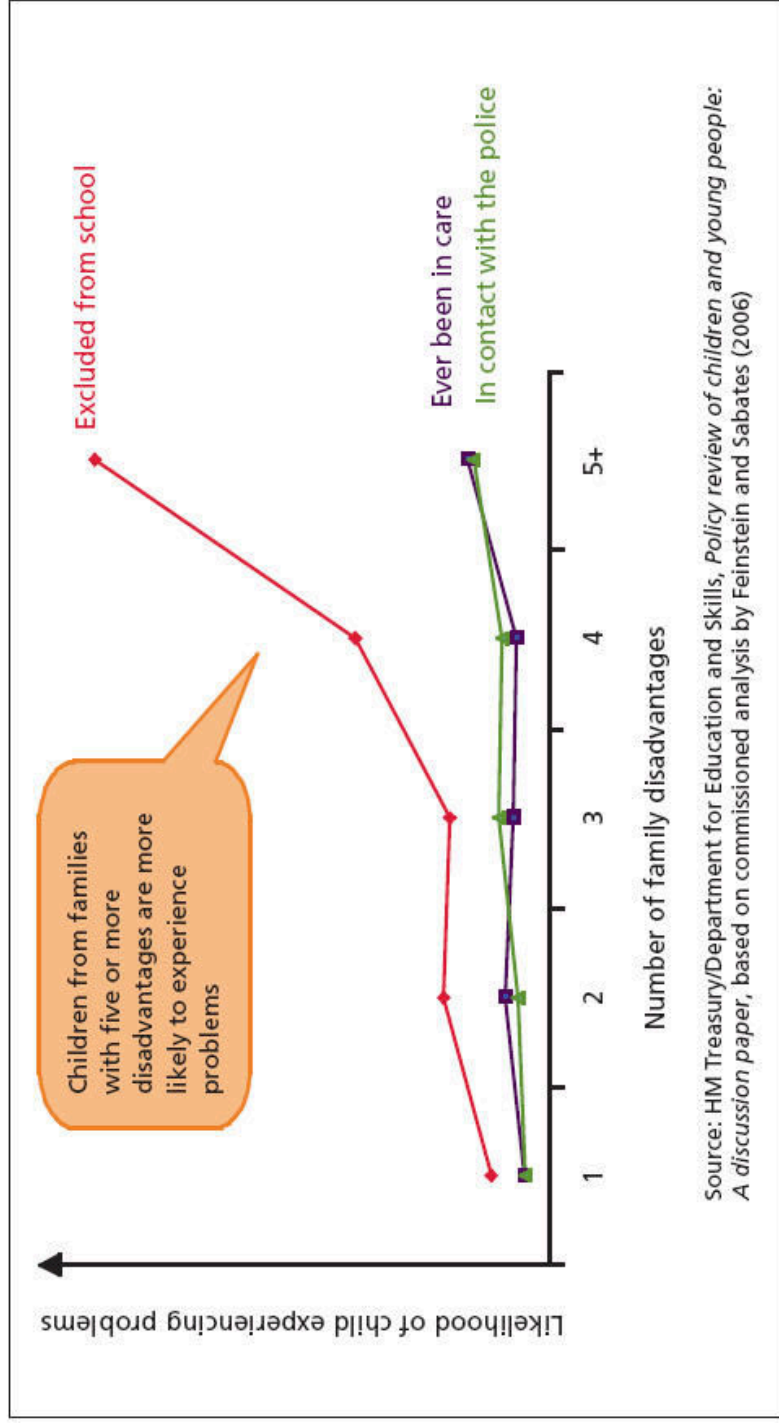
Methodology

- Existing research
- Data collection and matching of cohorts
- Analyse commonality of cohorts
- Investigate common factors and characteristics



National Research

Figure 5. Likelihood of poor child outcomes at age 14 by number of family disadvantages



Children Leeds



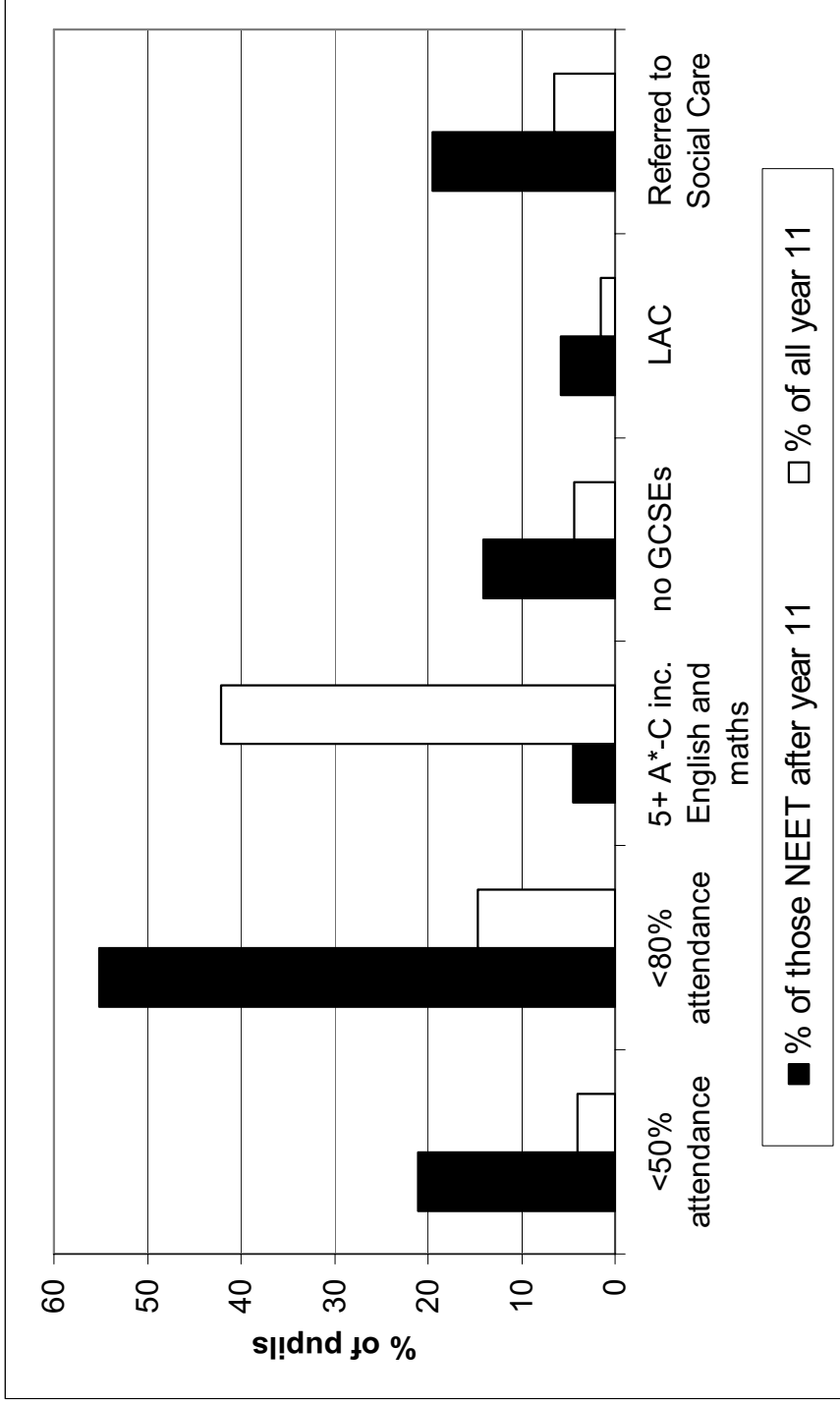
National Research

- Risk Factors from Policy Review
 - No parent in family is in work
 - Family lives in poor quality or overcrowded housing
 - No parent has any qualifications
 - Mother has mental health problems
 - At least one parent has long-standing illness, disability or infirmity
 - Family has low income
 - Family cannot afford a number of food and clothing items

Children Leeds



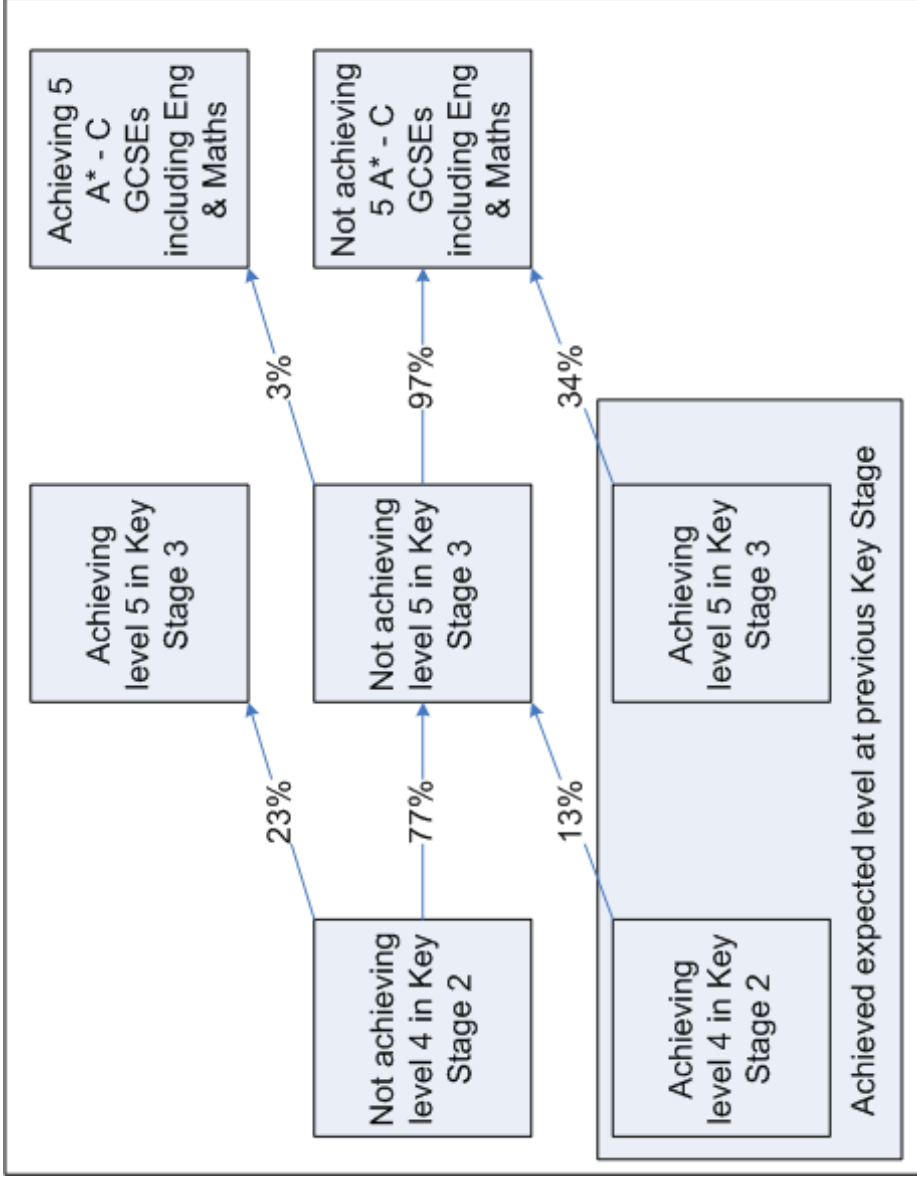
Commonality of cohorts: NEET



Children Leeds



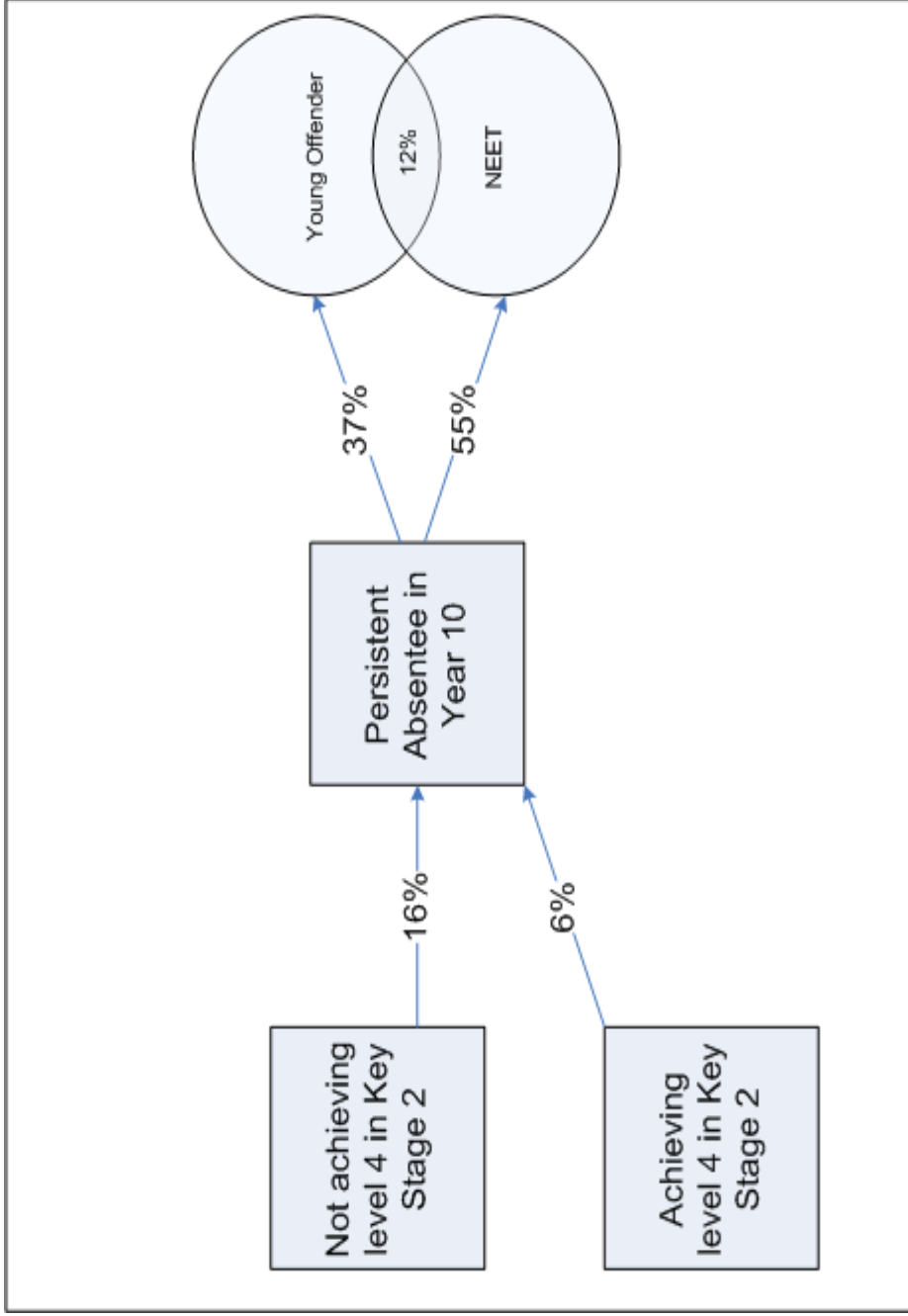
Path to poor outcomes at Key Stage 4



Children Leeds



The path to disengagement



Children Leeds



Common Factors

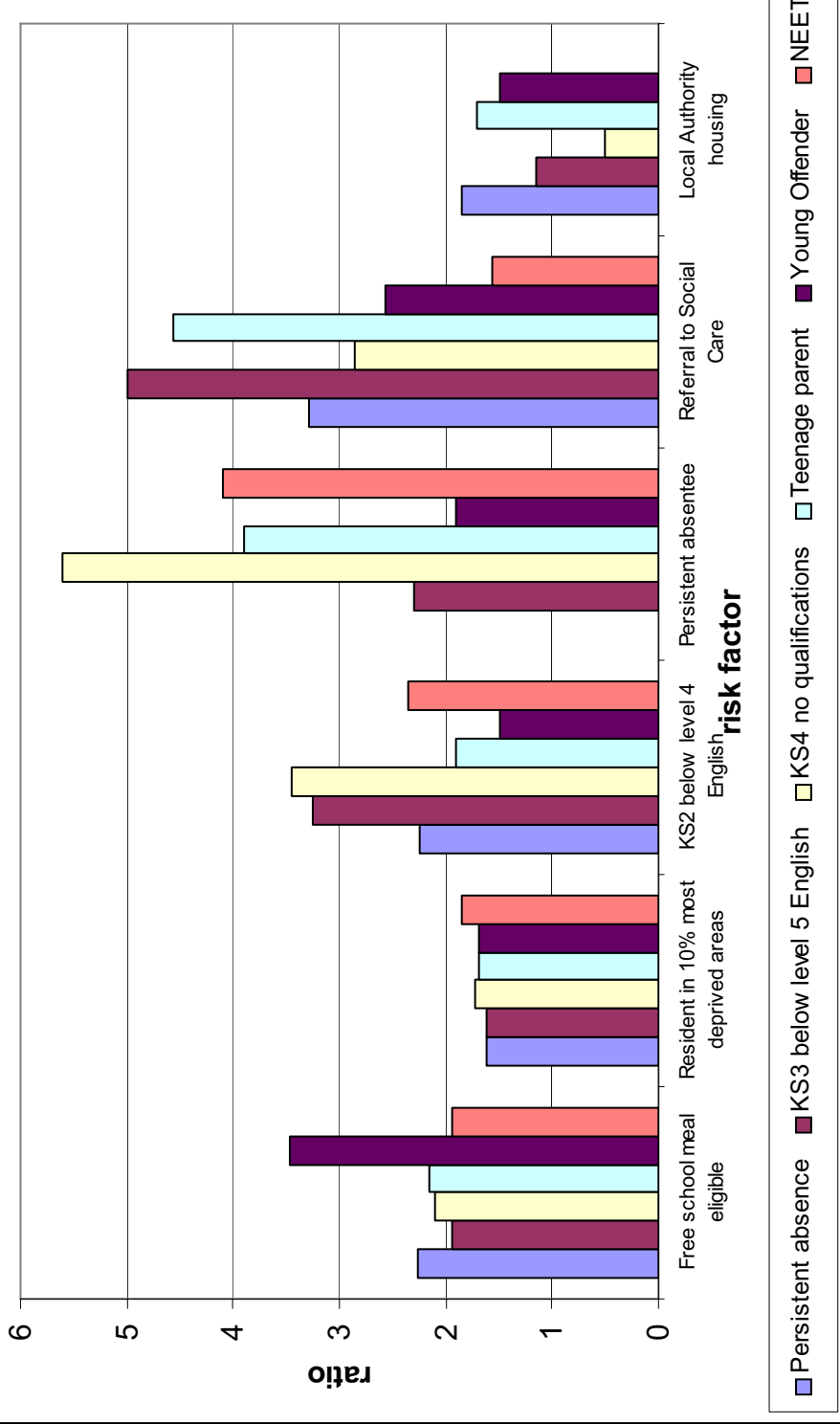
- Free school meal eligibility
- Residence in deprived areas
- ACORN geodemographic data
- School attendance
- Exclusions from school
- Previous attainment
- Referrals to Social Care
- Residence in Local Authority housing
- Ethnicity
- Special Education Needs

Children Leeds



Common factors analysis

The ratio of the proportion of each poor outcome experiencing each risk factor to the proportion of all children experiencing the risk factor (i.e. value of 2 means young people with that risk factor are twice as likely to have poor outcome)





Common factors: Some other key facts

- A third of persistent absentees were young offenders, 10% achieved 5+ A*-C (inc. English and maths), half did not achieve level 4 at KS2, a quarter had been referred to Social Care
- Half of referrals to Social Care and 61% of LAC are in 10% most deprived areas
- A third of young offenders and half of NEET did not achieve level 4 in KS2
- A third of teenage parents had been referred to Social Care, 39% were PA in the year before referral for teenage parenthood



Combination of factors

- 4 factors – referral to Social Care, eligible for FSM, below level 4 in Key Stage 2, resident in local authority housing

	Key Stage 3 outcomes	
	% not achieving level 5	% of those not achieving level 5
One or more risk factors	61	87
All four risk factors	97	4



Conclusions

- There is significant cross-over between cohorts experiencing poor outcomes
- 3 key cohorts
 - Making a good start
 - Ensuring engagement of 5-12 year olds
 - Re-engagement of 12+
- Key risk factors are related to poverty
- Key indicators of future risk:
 - Attendance
 - Attainment in primary school
 - Involvement of services i.e. Social Care, Housing
- Once a young person is on the path to poor outcomes it is difficult to escape



Recommendations

- Informed CYPP
- Inform review of MAPs
- Link to levels of need and CAF
- Inform development of 'Think Family' approach
- Develop co-ordinated prevention and intervention strategies
- Disseminate research findings to front-line workers
- Improved use of information
- Further research
 - Resilience
 - Case studies
 - How effectively services identify risk and target resources

Draft Leeds' Child Poverty Needs Assessment

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1. Introduction

Childhood experience lays the foundations for later life. Growing up in poverty can damage physical, cognitive, social and emotional development, which are all determinants of outcomes in adult life. While some children who grow up in low income households will go on to achieve their full potential, many others will not. Tackling child poverty will help to improve children's lives today, and it will also enhance their life chances: enabling them to make the most of their talents, achieve their full potential in life and pass on the benefits to their own children.¹

Child Poverty is defined as growing up in a low income household. When children and families experience poverty and deprivation, they have a standard of living that is well below average and which most people would consider unacceptable in Britain today. Tackling income poverty and material deprivation must be at the heart of the agenda for promoting fairness and opportunity for all.

The research evidence shows that low income and material deprivation are at the core of a complex cycle of interaction between material resources, environmental factors and family circumstances which harm children's healthy development and prevents children in poor families enjoying and achieving in childhood. Poverty blights children's lives and prevents them fulfilling their potential leading to intergenerational cycles of poverty and disadvantage.

Following extensive consultation *Measuring Child Poverty*² set out a new tiered approach to measuring child poverty in the UK over the long-term:

- *Absolute* low income: this indicator measures whether the poorest families are seeing their income rise in real terms. The level is fixed as equal to the relative low-income threshold for the baseline year of 1998-99 expressed in today's prices;
- *Relative* low income: this measures whether the poorest families are keeping pace with the growth of incomes in the economy as a whole. This indicator measures the number of children living in households below 60 per cent of contemporary median equivalised household income; and
- *Material* deprivation and low income combined: this indicator provides a wider measure of people's living standards. This indicator measures the number of children living in households that are both materially deprived and have an income below 70 per cent of contemporary median equivalised household income.

The Government monitors child poverty against all three measures with a target attached to the relative low-income measure, recognising that when family income falls below that of others in society, this has additional negative

¹ Ending Child Poverty: Everybody's Business

² Measuring Child Poverty, DWP December 2003

outcomes including inequality of opportunity and social exclusion. The coalition government have pledged to stick to the previous government targets on child poverty, but no guidance has been released at present. In June the Government announced that Frank Field MP had been appointed to lead an independent review into poverty and life chances. The main aims of the Review are to:

- Explore how a child's home environment affects their chances of being ready to take full advantage of their schooling
- Generate a broader debate about the nature and extent of poverty in the UK
- Recommend potential action by government and other institutions to reduce poverty and enhance life chances for the least advantaged, consistent with the Government's fiscal strategy
- Examine the case for reforms to the poverty measures, in particular for the inclusion of non-financial elements

The Review team will be consulting with a range of lobby groups, poverty experts, delivery organisations, charities, parents and children. The Review will also consider existing evidence on poverty and the factors in childhood that have the biggest impact on future outcomes. The Review is due to report its findings to Parliament in December and will inform the National Child Poverty Strategy which the government will publish in April 2011.

Measuring Child Poverty

The vast majority of data that is available describes relative poverty and is related to means-tested benefits. The main caveat to be applied to this kind of measure is that benefits often need to be applied for; and if a family is living in poverty but there are barriers to them applying for the relevant benefits then they will not appear in the statistics. There is little or no data available around material or absolute poverty for Leeds.

For the purposes of this document Child Poverty is defined as the proportion of children living in families in receipt of Child Tax Credit whose reported income (including benefits) is less than 60 per cent of the median income, or families in receipt of Income Support or Income-Based Jobseekers Allowance. Low income families are defined as those receiving Child Tax Credit and Working Tax Credit or where the family is out of work (whether the total income is above or below 60% median threshold).

Children who are eligible for Free School Meals is a recognised proxy measure for children living in poverty. This measure has also been used throughout this document; in particular to demonstrate the poorer outcomes of those living in poverty.

Any measures which relate solely to household income or means-tested benefits cannot describe the actual conditions in which children live or their quality of life. A low income household may not necessarily provide children with a low standard of living (undeclared income and savings may supplement earnings). Conversely a higher income household may in fact have a low standard of living if the needs of children are not prioritised.

Setting the context - Demographics of Leeds

Current Population

In 2001 Leeds had a population of 715,600 living in approximately 301,000 households. The latest population estimates from the Office for National Statistics (2009 Mid-Year Estimates of Population) show that the population has increased to 787,700, an increase of 10% from the 2001 figure. This is more than the Yorkshire and Humber growth of 5.7% and the England and Wales growth of 4.7% over the same period.

The table below provides a summary of the 2009 population structure by broad age bands and gender (numbers may not add up due to rounding).

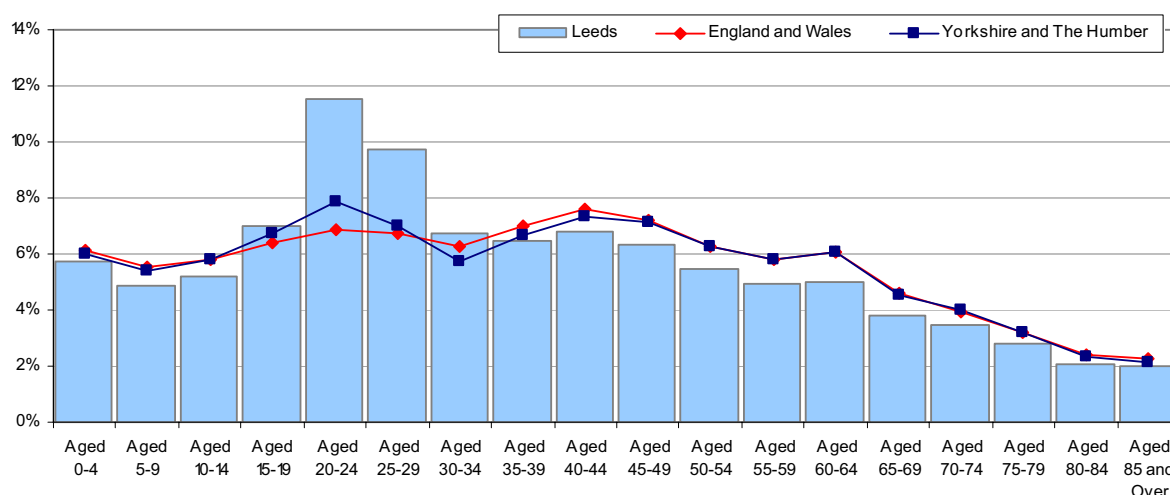
2009 Mid-year population estimates for Leeds

Age band	Male	Female	All
0	5,000	4,800	9,800
1-4	18,100	17,400	35,400
5-9	19,700	18,600	38,300
10-14	21,100	20,000	41,100
15-19	27,700	27,700	55,300
20-29	85,300	82,500	167,900
30-59	144,400	144,600	289,200
60-74	46,100	50,200	96,400
75+	21,300	33,100	54,200
Total	388,700	399,000	787,700

Source: ONS MYE of Population 2009

The following table compares the age profile of Leeds with that of Yorkshire & the Humber and England & Wales. It clearly shows that Leeds has a significantly higher proportion of 15-29 year olds compared to both the regional and national figures.

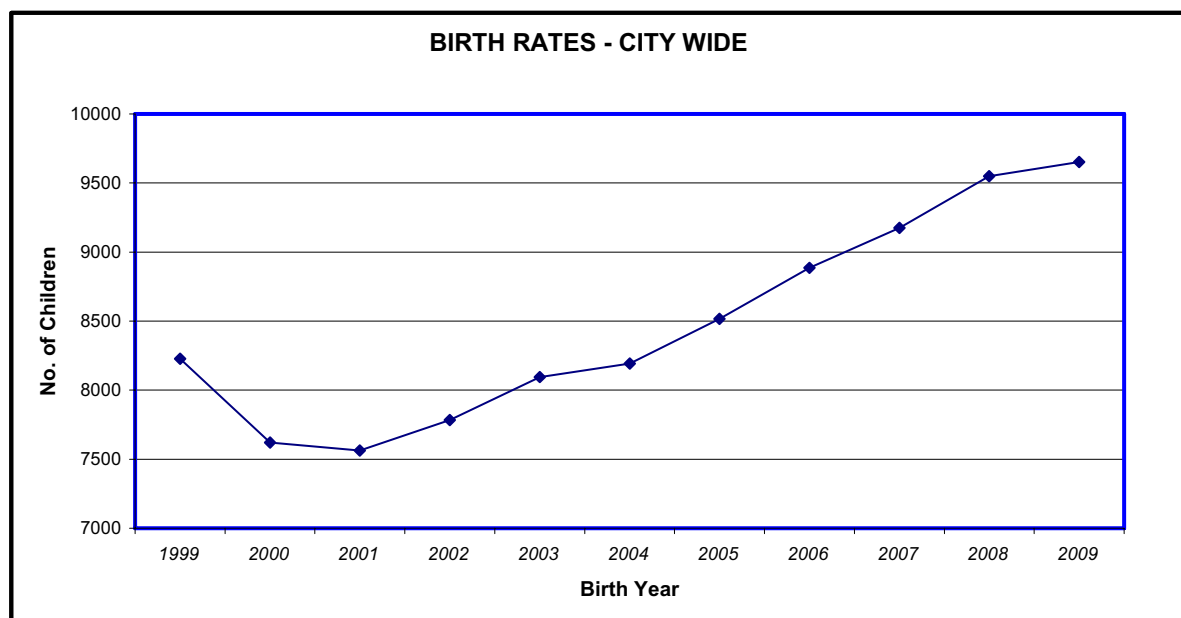
Comparison of age profile: Leeds / Yorkshire & Humber / England & Wales



Changes in population 2001-2009

There has been a significant increase in births in Leeds and across England in recent years. The chart below shows the rapid increase in the number of births, with an increase of 28% since the low point in 2001, with 2090 more births in 2009 than 2001. These changes are having differential impacts across the city, due to differences in birth rates for different

groups. The population of young children is showing a higher rate of increase in the more deprived areas of the city. Across all of Leeds, the current 0-1 year old population is 12% higher than the current 4-5 year old population. However, in areas classified as in the 20% most deprived in the country on the Income Deprivation Affecting Children aspect of the Index of Multiple Deprivation, the difference is 18%.



The following table illustrates the change in the population of Leeds from 2001 to 2009. It shows that

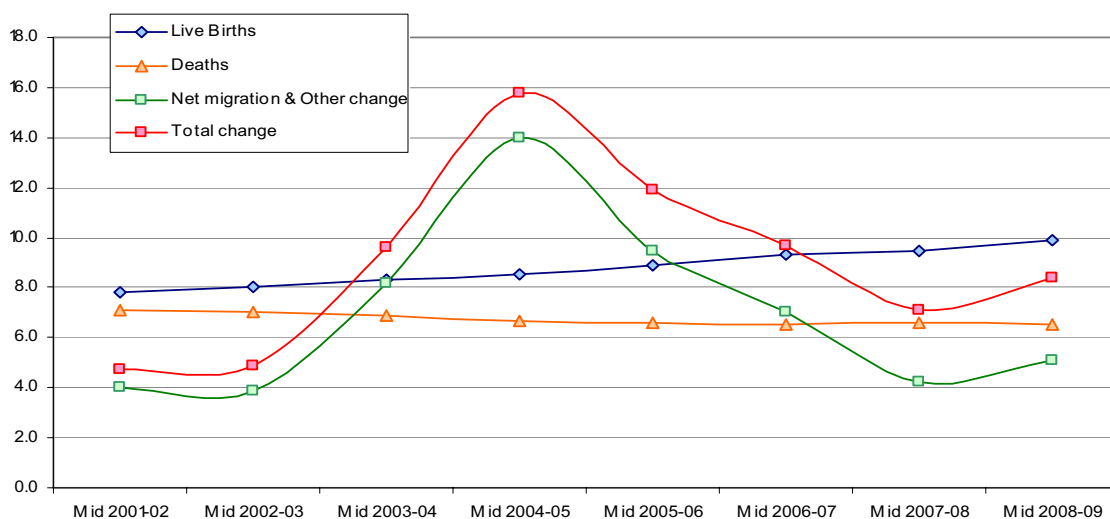
- The number of 0-4 year olds fell from 2001 to 2003 but has increased steadily and significantly since and has increased by 1,500 in the last year.
- The numbers of 5-9 year olds and 10-14 year olds have fallen steadily since 2001 with an overall drop, over the 9 years of 14.7% and 14.2% respectively
- However in stark contrast the 20-29 age band has shown a steady increase over the years with an overall increase, between 2001 and 2008 of over 53%
- The numbers of 30-59 year olds showed the least change with an overall increase of just 2.8% since 2001
- The numbers of people aged 60-74 and above stayed fairly static through 2001 to 2006, however from 2006 onward the numbers have begun to increase
- The number of people aged 75+ has also increased steadily since 2001, with the numbers of very elderly (aged 85 and over) increasing by 15%

Year	All Ages	Aged 0-4	Aged 5-9	Aged 10-14	Aged 15-19	Aged 20-29	Aged 30-59	Aged 60-74	Aged 75+
2001	715.6	40.7	44.9	47.9	48.6	109.2	281.4	90.7	51.9
2002	720.3	39.6	43.7	47.7	50.9	113.1	283.1	90.0	52.1
2003	725.3	38.8	42.8	47.0	52.9	118.9	282.7	90.0	52.3
2004	734.8	38.9	42.0	46.0	54.4	127.7	283.4	90.0	52.5
2005	750.6	39.6	40.9	45.3	55.5	140.0	286.3	90.2	52.8
2006	762.5	40.6	39.5	44.2	56.7	149.6	287.9	90.6	53.4
2007	772.2	42.1	38.7	43.0	56.7	158.3	286.8	92.5	53.8
2008	779.3	43.7	38.2	42.1	55.6	164.6	286.6	94.6	54.2
2009	787.7	45.2	38.3	41.1	55.3	167.9	289.2	96.4	54.2

Source: ONS MYEs of Population

The following charts show the components of change and clearly show that while migration (both internal and international) continues to have the biggest impact on the population increase the increasing birth rate is also a factor.

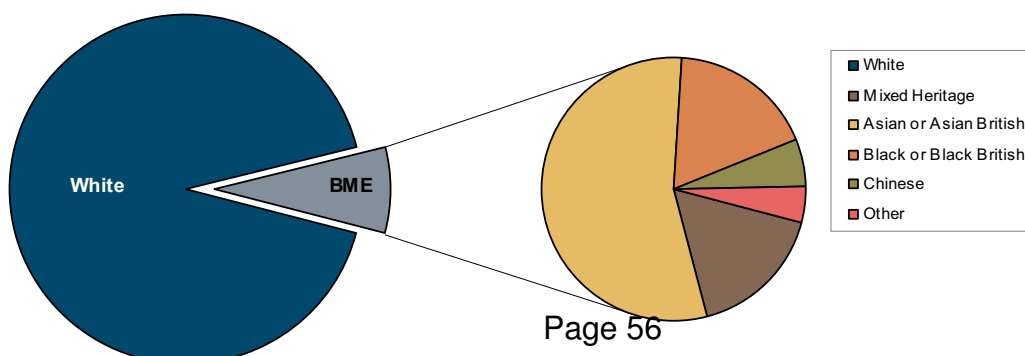
	Population (before change)	Live Births	Deaths	Natural change	Net migration & Other change	Total change	Population (after change)
Mid 2001-02	715.6	7.8	7.1	0.8	4.0	4.7	720.3
Mid 2002-03	720.3	8.0	7.0	1.0	3.9	4.9	725.3
Mid 2003-04	725.3	8.3	6.9	1.4	8.2	9.6	734.8
Mid 2004-05	734.8	8.5	6.7	1.8	14.0	15.8	750.6
Mid 2005-06	750.6	8.9	6.6	2.3	9.5	11.9	762.5
Mid 2006-07	762.5	9.3	6.5	2.7	7.0	9.7	772.2
Mid 2007-08	772.2	9.5	6.6	2.9	4.2	7.1	779.3
Mid 2008-09	779.3	9.9	6.5	3.4	5.1	8.4	787.7



Black and Ethnic Minority Communities

At the time of the 2001 Census there were almost 78,000 people from BME communities living in Leeds (10.8% of the total resident population). Geographic analysis of the Census data has shown how BME communities are concentrated in particular geographic areas of the city:

- Almost one-third of the city's BME population live in just three wards: Gipton & Harehills, Chapel Allerton and Hyde Park & Woodhouse.
- People from BME communities account for over 40% of the resident population in Gipton & Harehills, in Chapel Allerton 36.5% and in Hyde Park & Woodhouse 31.4%.
- Over a quarter of the Pakistani population lives in Gipton & Harehills.
- The vast majority (85%) of the city's Bangladeshi community is concentrated in three wards: Gipton & Harehills, City & Hunslet and Chapel Allerton.
- Over half (55%) of the city's Black-Caribbean community live in three wards: Gipton & Harehills, Chapel Allerton and Hyde Park & Woodhouse.



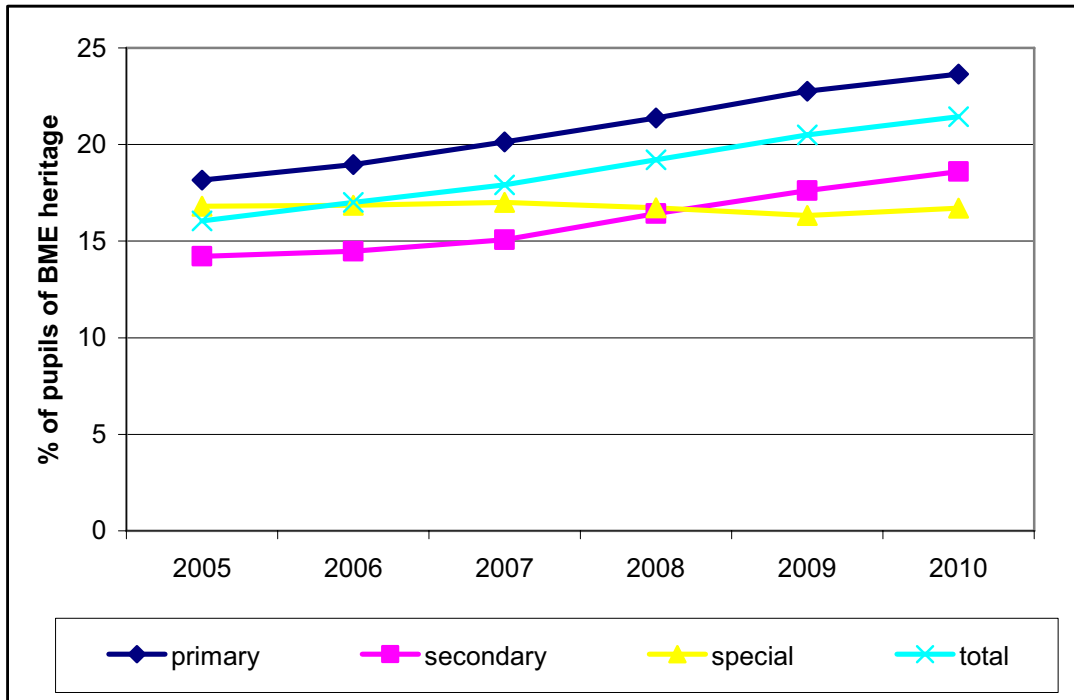
The Office for National Statistics has produced updated information on the numbers of people from BME communities, although this is only available at the city level. The following table compares the data from 2001 with that from 2007 (the most up to date available). It shows that:

- The BME population has increased from 77,900 in 2001 to 121,500 in 2007
- BME communities now account for 15.9% of the resident population (from 10.9% in 2001)
- The largest BME groups in the city are the Indian and Pakistani communities with just over 18,000 people each
- The “Other White” category has seen the biggest increase in numbers from 10,700 in 2001 to 20,400 in 2007, many of who will be migrant workers
- Black African, Chinese, Black African / White and Other Ethnic groups have all seen their numbers more than double
- White Irish is the only group to have seen a decrease in numbers

	2001		2007		Change
	Numbers	Rates	Numbers	Rates	
White	656,900	91.8%	667,600	87.7%	10,700
White British	637,700	89.1%	639,600	84.0%	1,900
White Irish	8,600	1.2%	7,600	1.0%	-1,000
Other White	10,700	1.5%	20,400	2.7%	9,700
Mixed Heritage	9,800	1.4%	13,800	1.8%	4,000
Black Caribbean & White	4,600	0.6%	5,200	0.7%	600
Black African & White	900	0.1%	1,800	0.2%	900
Asian & White	2,500	0.3%	4,100	0.5%	1,600
Other Mixed	1,800	0.3%	2,700	0.4%	900
Asian or Asian British	32,400	4.5%	45,200	5.9%	12,800
Indian	12,400	1.7%	18,300	2.4%	5,900
Pakistani	15,100	2.1%	18,200	2.4%	3,100
Bangladeshi	2,500	0.3%	4,100	0.5%	1,600
Other Asian	2,400	0.3%	4,600	0.6%	2,200
Black or Black British	10,400	1.5%	16,600	2.2%	6,200
Black or Black Caribbean	6,700	0.9%	6,900	0.9%	200
Black African	2,500	0.3%	8,400	1.1%	5,900
Other Black	1,200	0.2%	1,300	0.2%	100
Other Ethnic Group	6,000	0.8%	17,600	2.3%	11,600
Chinese	3,500	0.5%	10,100	1.3%	6,600
Other	2,600	0.4%	7,500	1.0%	4,900
All people	715,600		761,100		45,500

Source: Office for National Statistics Mid Year Estimates of Population 2001-2007

BME Children in Schools



The largest ethnic minority group represented in Leeds schools are pupils of Pakistani heritage. All BME groups with the exception of Black Caribbean pupils have increased their share of the school population between 2005 and 2010, with the number of Black African and Other Asian pupils more than doubling over this period. The numbers of pupils of White British and White Irish heritage have decreased. The number of pupils of Gypsy/Roma heritage have more than doubled since 2005 and there has also been a significant increase in the number of pupils of White Eastern European heritage. The growth in the number and proportion of pupils of BME heritage has been caused by migration and by higher birth rates for many BME groups.

Data collected through the Pupil Level Annual School Census (PLASC) also provides valuable additional information on the make-up of communities across Leeds, particularly in relation to ethnicity and languages spoken.

The following table provides a breakdown of the ethnic origins of pupils at school in Leeds. The data is collected on a broader classification than is available through the Office for National Statistics.

	Numbers	Rates
White		
White British	81,756	75.3%
White Irish	872	0.8%
Traveller Irish Heritage	310	0.3%
Gypsy Roma	105	0.1%
White Western European	312	0.3%
White Eastern European	263	0.2%
Other White	975	0.9%
Mixed Heritage		
Black Caribbean & White	971	0.9%
Black African & White	1,489	1.4%
Asian & White	1,703	1.6%
Other Mixed	432	0.4%
Asian or Asian British		
Indian	2,286	2.1%
Kashmiri (Pakistani)	132	0.1%

Kashmiri (Other)	2,177	2.0%
Other Pakistani	4,316	4.0%
Bangladeshi	1,250	1.2%
Other Asian	1,424	1.3%
Black or Black British		
Black or Black Caribbean	3,022	2.8%
Black African	1,115	1.0%
Other Black	747	0.7%
Other Ethnic Group		
Chinese	534	0.5%
Other Ethnic Group	1,259	1.2%
Unknown or refused	1,091	1.0%
All pupils	108,541	

Source: PLASC January 2010

Along with the rise in the number and proportion of pupils of BME heritage, there has been an increase in pupils with English as an additional language (EAL). In 2010 there were almost 15,000 pupils with EAL, representing 13% of the school population, up from 10% in 2005. Overall, there are 175 different first languages spoken by pupils in Leeds schools. The proportion of pupils with EAL is higher in primary schools (16%) than secondary schools (10%). Pupils with EAL are concentrated in particular areas of the city and in particular schools. There are 7 primary schools with more than 75% of their pupils with EAL, a further 9 primary schools with more than 50% and two secondary schools with more than 50%. Two secondary schools have over 50 different first languages of their students and 12 primary schools and another 10 secondary schools have more than 25 languages spoken. The languages spoken by the largest numbers of pupils are Urdu (2626 pupils), Panjabi (1774 pupils), Bengali (1017 pupils), Arabic (600 pupils) and Polish (582).

BME Population Projections

There will be significant changes in the size and profile of BME communities in the coming years. Work done by the University of Leeds School of Geography for the Yorkshire Futures Group suggests that by 2030 the BME population in Leeds will increase by 55%. Leeds BME communities will also contain higher proportions of people in older age groups. In addition, migration patterns may well be affected by any future developments in the EU, international political unrest and climate change, as borders open and people flee war or natural disasters.

BME Population projections 2005–30

	White	Mixed Heritage	Asian	Black	Chinese & Other	Total
Start (2005)	649,212	11,879	37,814	13,414	10,880	723,200
End (2030)	651,196	18,493	57,237	16,806	22,157	765,888
Change	1,984	6,613	19,424	3,391	11,276	42,688
% change	0.3	55.7	51.4	25.3	103.6	5.9

Source: University of Leeds for Yorkshire Futures, 'Yorkshire & the Humber: Population Projections – Age & Ethnicity', September 2006.

Disabled Children and Young People

Children with long term disability are a diverse group. Some will have highly complex needs requiring multi agency support across health, social services and education. Other children will require substantially less support, but nevertheless have a long-term disability. There have been many attempts to provide accurate estimates of disability in children and young people. Some of these have provided condition based estimates and others have utilised

specific survey data. Using some of this work the number of disabled children in England is estimated to be between 288,000 and 513,000.(Thomas Coram Research Unit) The mean percentage of disabled children in English local authorities has likewise been estimated to be between 3% and 5.4%.

If this applied to the population of Leeds this would equate to between 4,599 and 8277 children experiencing some form of disability. This is a very wide variation and due in part to the diversity of the groups involved and no clarity on the definition of disability.

Migrant workers

Data for 2009/10 shows that 6,010 non-UK nationals registered for NI numbers from addresses in Leeds. This does not include partners, children and other dependent relatives that are anecdotally known to be accompanying those registering in order to access work. The following table details the 'Top 20' countries accounting for almost three-quarters of all NI numbers registered in Leeds.

National Insurance number registrations in Leeds by nationality – the 'Top 20'

Country	Numbers
India	920
Poland	610
Pakistan	280
Nigeria	250
Republic of Lithuania	230
Zimbabwe	230
Peoples Republic of China	210
Republic of Latvia	190
Czech Republic	170
Slovak Republic	150
Spain	140
France	120
Iran	120
Iraq	120
Germany	110
Eritrea	110
Italy	100
Philippines	100
Australia	100
Portugal	90
'Top 20' total	4,350
All	6,010

Source: Dept Work and Pensions 2009/10

Asylum seekers

The arrival of asylum seekers and refugees in Leeds also impacts on the make-up of communities. In April 2010 there were 1,390 asylum seekers known to be living in Leeds – 659 section 95 and 731 Section 4 claimants (hard case support) – originating from 56 countries. The majority of asylum seekers have been housed in inner city communities. The next table provides a summary of the numbers of asylum seekers by the Top 10 nationalities.

Asylum seekers in Leeds – Top 10 nationalities (as at 30/04/10)

	Section 4	Section 95	All
China	106	63	169
Iran	92	71	163
Zimbabwe	80	71	151
Iraq	108	40	148
Eritrea	68	43	111
D R Congo	53	22	75

Pakistan	2	64	66
Afghanistan	14	48	62
Sudan	30	15	45
Ethiopia	27	10	37
Top 10 countries	580	447	1027
All Asylum Seekers	732	659	1391

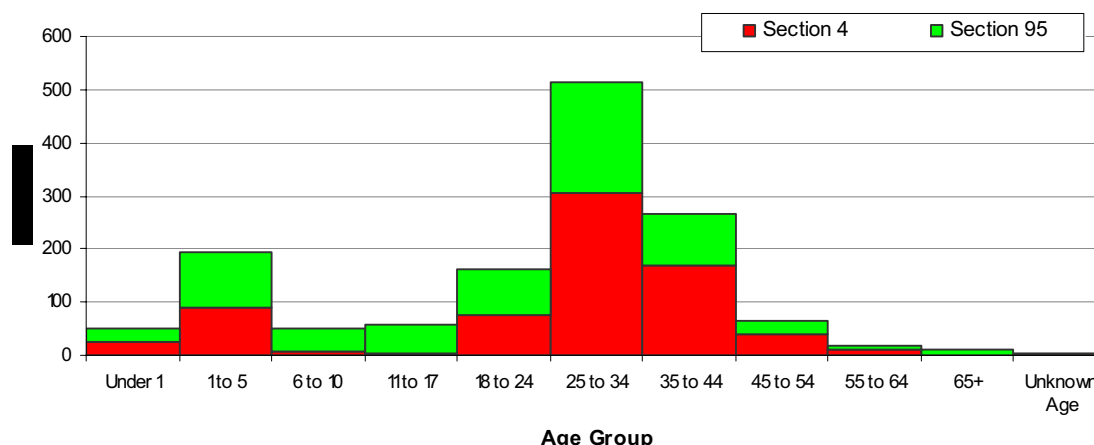
Source: Leeds City Council Asylum Seekers & Refugees Team, May 2010.

Asylum seekers in Leeds – age breakdown

Age	Section 4	Section 95	All
Under 1	24	27	51
1–5	91	104	195
6–10	7	42	49
11–17	5	53	58
18–24	77	86	163
25–34	305	208	513
35–44	168	99	267
45–54	41	22	63
55–64	9	8	17
65+	0	9	9
Unknown age	4	1	5
Total	731	659	1390

Source: Leeds City Council Asylum Seekers & Refugees Team, May 2010.

Asylum Seekers age distribution, All live cases up to 30/04/2010



Gypsies and Travellers

The local authority provides a site for Gypsies and Travellers at Cottingley Springs in the south of the city. The site has 41 residential pitches and a caravan capacity of 120. The following table provides a count of the number of Gypsy and Traveller caravans in Leeds.

Count of Gypsy and Traveller Caravans

Area	Date	Authorised sites (with planning permission)		Unauthorised sites (without planning permission)		Total all caravans
		Socially rented	Private	No. of caravans on gypsies' own land	No. of caravans on land not owned by gypsies	
Leeds	July 09	76	0	0	25	101
	Jan 09	77	0	0	16	93
	July 08	69	0	0	60	129
	Jan 08	82	0	0	4	86
	July 07	87	0	0	18	105

Household / Family Structure

- In the 2001 Census the average household size in Leeds was 2.34 persons compared to 2.36 for England and Wales
- In Leeds 46.5% of all adults live as married couples, a lower proportion than for England and Wales as a whole (50.7%)
- Married couple households account a third of all households in Leeds, compared to 36.5% in England and Wales
- 31.6% of all households in Leeds are occupied by people living on their own, a higher proportion than for both the region (29.5%) and for England and Wales as a whole (30%)
- Just under 29% of all households in Leeds contain dependent children, and almost 11% contain children under 5 years of age, proportions that are broadly consistent with those for England and Wales
- Just under 1 in 10 households in Leeds are headed by a lone parent, the same as the average for England and Wales, and of these 9 out of 10 are headed by a woman
- 50% of lone parent households with dependent children are headed by a parent in full or part-time employment. Female lone parents are more likely to be in part-time employment than their male counterparts

Households with Dependant Children

Ward	Households with Dependant Children	Lone Parent Households with Dependant Children
Adel & Wharfedale	2389	304
Alwoodley	2882	531
Ardsley & Robin Hood	2855	509
Armley	3185	938
Beeston & Holbeck	2815	899
Bramley & Stanningley	2960	878
Burmantofts & Richmond Hill	2982	1222
Calverley & Farsley	2643	464
Chapel Allerton	2627	961
City & Hunslet	2137	776
Cross Gates & Whinmoor	2884	683
Farnley & Wortley	3071	830
Garforth & Swillington	2521	356
Gipton & Harehills	3722	1399
Guiseley & Rawdon	2624	378
Harewood	2101	205
Headingley	686	147
Horsforth	2398	355
Hyde Park & Woodhouse	1557	665
Killingbeck & Seacroft	3593	1336
Kippax & Methley	2620	447
Kirkstall	1978	645
Middleton Park	3772	1399
Moortown	2643	428
Morley North	2711	472
Morley South	2545	563
Otley & Yeadon	2654	495
Pudsey	2777	559
Rothwell	2530	477
Roundhay	2803	503
Temple Newsam	2827	640
Weetwood	2179	490
Wetherby	2205	284
City Wide	86876	21238

Faith Communities

For the first time the 2001 Census included a question on religion. Unlike most Census questions this was a voluntary question that respondents were not obliged to answer and clearly this may influence the interpretation of the data. The following table shows the breakdown of faith communities across Leeds compared to the England averages.

Faith Communities in Leeds

Religion	Leeds Numbers	Leeds Rates	England
Buddhist	1,587	0.2%	0.3%
Christian	492,656	68.9%	71.7%
Hindu	4,183	0.6%	1.1%
Jewish	8,267	1.2%	0.5%
Muslim	21,394	3.0%	3.0%
Sikh	7,586	1.1%	0.6%
Other	1,530	0.2%	0.3%
No religion	120,139	16.8%	14.8%
Religion not stated	58,060	8.1%	7.7%

Source: 2001 Census of Population

Geographic analysis of the Census data has again shown how faith communities are concentrated in particular geographic areas of the city:

- Almost a quarter of the city's Buddhist population is concentrated in just 2 wards – Hyde Park & Woodhouse and Headingley
- 27% of the city's Hindu population lives in the three electoral wards of Moortown, Headingley and Hyde Park & Woodhouse
- Over 2/3rd of the city's Jewish population lives in just two wards – Alwoodley and Moortown
- 55% of the city's Muslim community is concentrated in four wards; Gipton & Harehills; City & Hunslet; Hyde Park & Woodhouse and Chapel Allerton
- Over 45% of the city's Sikh community is concentrated in four wards; Moortown; Chapel Allerton; Calverley & Farsley; and Roundhay.

What Child Poverty looks like in Leeds

The most recent data (August 2008) shows that:

- In Leeds there are 29,695 children aged under 16 who are living in poverty which equals 22.9% of all children in this age range
- In total there are 33,295 dependent children aged under 20 who are living in poverty (22.1% of the children / young people in this age range), of which
 - 23,390 are living in lone parent families, and
 - 7,350 are living in families with 4 or more children
- In Leeds the number of children aged under 16 living in poverty dropped by 548 from 2007 to 2008, while the total number of children living in poverty dropped by 405

Table 1 provides a summary of the data for 2007 and 2008 and compares the figures for Leeds to those of the other Core Cities

	Children aged under 16				All children*			
	2007		2008		2007		2008	
	Number	Rate			Number	Rate	Number	Rate
Birmingham	87,815	38.7%	82,725	36.1%	99,040	37.9%	94,825	35.9%
Bristol	19,900	28.2%	19,715	27.5%	21,835	27.0%	21,915	26.7%
Leeds	30,240	23.5%	29,695	22.9%	33,695	22.5%	33,295	22.1%
Liverpool	29,450	37.1%	27,990	35.6%	33,645	35.7%	32,400	34.6%
Manchester	38,330	44.6%	36,425	41.8%	43,135	43.6%	41,610	41.4%
Newcastle	14,905	33.6%	14,710	33.1%	16,660	32.3%	16,670	32.1%
Nottingham	19,615	38.6%	19,130	37.3%	21,855	37.2%	21,590	36.3%
Sheffield	24,070	25.8%	23,335	24.9%	26,935	25.0%	26,415	24.3%
England	214169 0	22.4%	206897 0	21.6%	239764 5	21.6%	2341975	20.9%

* All dependent children under the age of 20

The dataset also provides information on family type and a breakdown of the numbers of children by age. The data for 2008 shows that of the 33,295 dependent children aged under the age of 20 who are living in poverty:

- 23,390 are living in lone parent families
- 7,350 are living in families with 4 or more children

Table 2: Children living in poverty by family type and age

	All dependent children		
	2006	2007	2008
All dependent children	31,770	33,700	33,295
Family Type			
Couples	9,450	10,820	9,905
Lone Parents	22,320	22,880	23,390
Children in families			
1 child	7,625	7,690	7,540
2 children	10,120	10,480	10,460
3 children	7,525	8,150	7,945
4 or more children	6,500	7,380	7,350
Age breakdown			
0-4 years	10,050	10,620	10,695
5-10 years	10,370	10,570	10,380
11-15 years	8,720	9,050	8,620
16-19 years	2,635	3,455	3,600

Source: HM Revenues and Customs

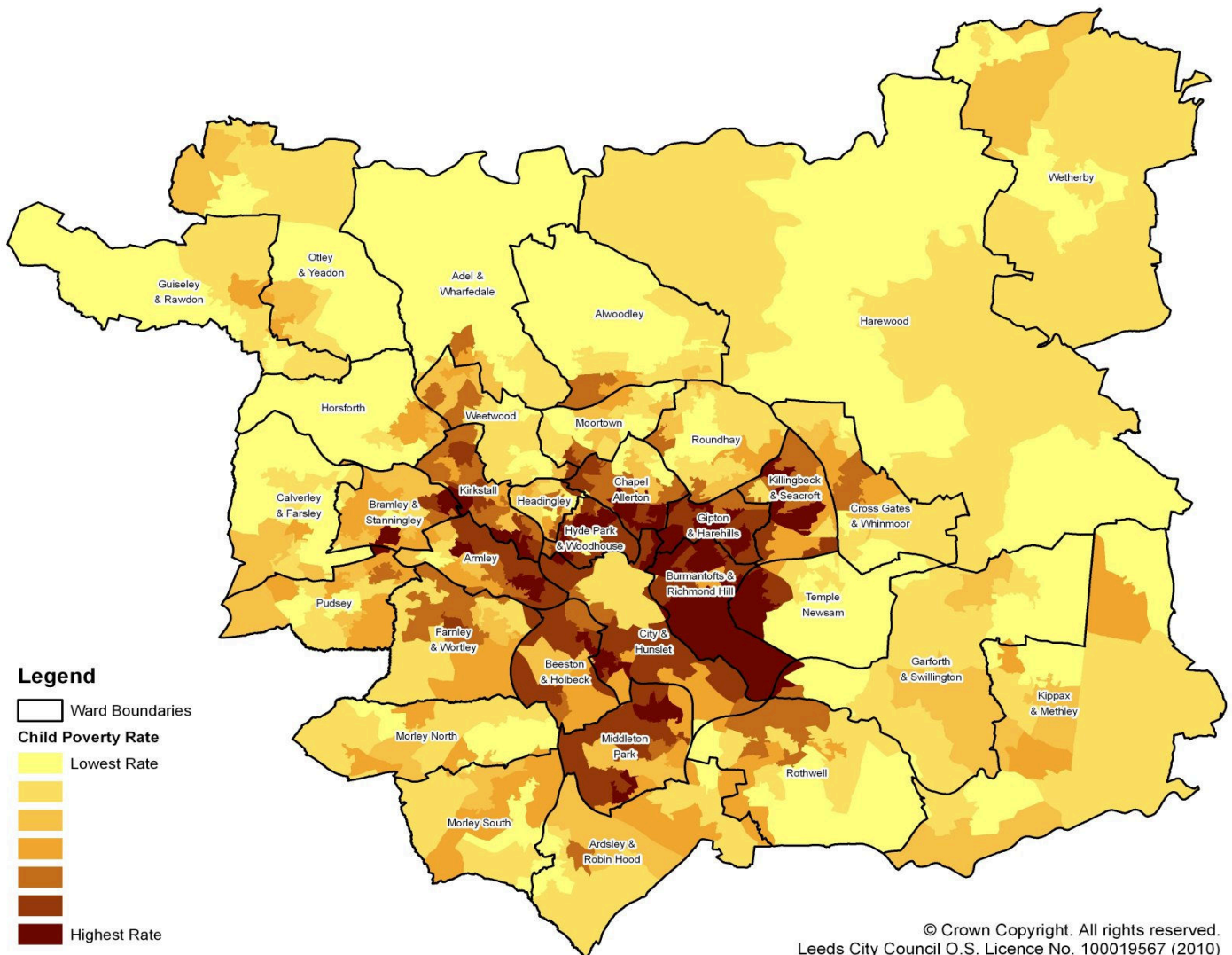
Analysis of the data at the Lower Super Output Area (LSOA) level shows huge variations in the proportions of children living in poverty. In 2008 22.1% of all dependent children under the age of 20 in Leeds were living in poverty, however at the LSOA level there were:

- 19 LSOAs where no children were deemed to be living in poverty
- 105 LSOAs with rates of 5% or less
- 55 LSOAs where 44.2% or more of children are living in poverty (double the city average)

In the most deprived LSOAs in Leeds there are 17,620 dependant children living in poverty, a rate of approximately 45%. None of the 95 LSOAs that are within the most deprived 10% from the index of Multiple Deprivation 2007 are lower than the city rate with the lowest being 24%.

This data is represented in the map below and clearly shows how child poverty is concentrated in the inner city areas.

Leeds Child Poverty- 2008



Dependent children in out of work households: May 2008

This data is published by the Department for Work and Pensions (DWP) and is only available at the parliamentary constituency level and above. It shows the numbers of children living in households where at least one parent or guardian claimed one or more of the following out-of-work benefits: Job Seekers Allowance, Income Support, Incapacity Benefit/Severe Disablement Allowance, or Pension Credit (N.B. there is a considerable overlap in the breakdown by benefit type, as for example, a claimant of Income Support may also be claiming Incapacity Benefit).

Table 1 shows a breakdown of the data for Leeds – it must be remembered that although there is overlap between the benefit types the “All” figures captures children once, irrespective of the combination of benefits being claimed.

Table 1: Dependent children in out of work households

	Number of 0-18 year olds	Number of 0-15 year olds	Number of 0-4 year olds
All	29,530	26,660	9,470
<i>Income Support</i>	23,680	21,790	7,870
<i>Job Seekers Allowance</i>	2,680	2,370	1,040
<i>Incapacity Benefit / Severe Disablement Allowance</i>	7,660	6,320	1,670
<i>Pension Credit</i>	400	250	30

Education, Health and Family

Educational attainment

There is a strong negative correlation between deprivation and attainment at foundation stage and all key stages. This means that generally as deprivation increases achievement decreases. The lowest rates of achievement are in the areas of greatest deprivation.

There are several groups of pupils that have levels of educational attainment below the average for Leeds, including Looked After Children, children eligible for free school meals, those with Special Educational Needs and certain ethnic groups, such as pupils of Pakistani, Bangladeshi, Traveller and Black heritage. It should be noted that there will be significant cross over between these groups, with high levels of free school meal eligibility among many ethnic groups and with high proportions of Looked After Children coming from deprived areas. Analysis shows that when this is taken into account, the differences in attainment between those eligible for free school meals and those that are not are also evident within ethnic groups, therefore the high level of free school meal eligibility for some of these groups has a significant impact on their overall levels of attainment.

The attainment gaps are evident throughout the age range of education, from the Early Years Foundation Stage, through Key Stage 2 at the end of primary school, Key Stage 4 at the end of secondary school and into further education, where both participation and outcomes are lower for these groups of young people. For example, 34% of pupils eligible for free school meals achieved a good level of development in the Foundation Stage in 2010, 24 percentage points lower than the Leeds average. This gap in the percentage achieving the expected level of attainment remains at later key stages, with the proportion of pupils eligible for free school meals achieving a level 4 or above at Key Stage 2 being 26 percentage points lower than the Leeds average in 2010. The gap in attainment for achievement of 5 or more GCSEs at grades A*-C including English and maths was 23 percentage points in 2010. Therefore, the impact of deprivation on outcomes is evident from the early years and remains throughout children's education.

It should also be noted that the gaps in attainment for pupils eligible for free school meals are wider in Leeds than nationally. The gaps are wider in Leeds because performance of pupils not eligible for free school meals in Leeds is generally in line with national performance for this group, whereas attainment for pupils eligible for free school meals is below national attainment for this group.

The table below shows the differential outcomes for children living in the 30% most deprived Super Output Areas (SOAs) in the Foundation Stage for pupils aged 6.

Outcomes for Pupils in Deprived Areas

	2007		2008		2009	
	Pupils in 30% most deprived SOAs	Pupils not in 30% most deprived SOAs	Pupils in 30% most deprived SOAs	Pupils not in 30% most deprived SOAs	Pupils in 30% most deprived SOAs	Pupils not in 30% most deprived SOAs
(a) % scoring 6 or more in all PSED scales	58	78	59	77	58	79
(b) % scoring 6 or more in all CLL scales	40	63	36	56	44	64
% achieving both (a) and (b)	36	58	33	53	40	61

Data Source: KEYPAS - FSP assessment returns from Leeds schools)

This analysis demonstrates that outcomes have improved in 2009 for children living in the more deprived areas, but only at a similar level to that of children living in the less deprived areas. This issue remains a significant challenge for Leeds since the gap between the outcomes of our poorer children compared to our more affluent children is percentage points wider than the national average.

Key Stage 1 Outcomes

Pupils from more deprived backgrounds do not perform as well as their peers. However, the gap between the two groups has closed in recent years, largely due to significant improvement in performance of those eligible for Free School Meals. This was again the case in 2009, where performance for those pupils eligible for Free School Meals rose 3.8% in reading, 3.5% in writing and 1.6% in maths., closing the gap from the levels seen in 2007 by 2.4%, 3.2% and 1.5% respectively.

Level 2+ results by FSM eligibility

	2007			2008			2009		
	Reading	Writing	Maths	Reading	Writing	Maths	Reading	Writing	Maths
Eligible	64.6	57.3	72.9	63.2	57.1	72.2	67.0	60.6	73.8
Non Eligible	87.0	83.2	90.8	84.9	79.8	88.5	86.9	83.3	90.1

Source: KEYPas database; School census

Key Stage 2 Outcomes

The performance of FSM eligible pupils in 2009 fell by 3% in English, 2% in maths, 1% in science and 2% in the combined English and maths indicator. These falls were greater than that seen for pupils not eligible for free meals, thus widening the gap between the two groups. Key Stage 2 attainment for FSM pupils in Leeds is lower than that seen nationally in 2009.

Percentage of pupils attaining level 4+: Free School Meal Eligibility

	FSM eligibility	2007		2008		2009	
		Leeds	National	Leeds	National	Leeds	National
English	Non eligible	85	83	85	84	82	83

	FSM eligibility	2007		2008		2009	
		Leeds	National	Leeds	National	Leeds	National
Maths	Eligible	63	62	63	65	60	63
	Non eligible	81	80	81	81	81	82
	Eligible	60	60	60	63	58	64
English & Maths	Non Eligible	76	75	77	76	76	75
	Eligible	53	51	52	54	50	53
Science	Non eligible	90	90	89	90	89	90
	Eligible	73	75	73	77	72	77

Source: DCSF statistical first release

Key Stage 4 outcomes

Performance of FSM eligible pupils at key stage 4 improved for 5+ A*-C and for 'No passes' although the gap for 5+ A*-C widened to 35% in 2009, significantly larger than the national gap in 2008. Performance fell back with regards to the gold standard measure, where 16% of FSM eligible pupils now achieve the level required, down from almost 20% in 2008. The gap to non eligible pupils has widened 3% to 36%. Performance of FSM eligible pupils at 5+ A*-G also fell 3.5% to 75%, widening the gap to 19% in 2009.

Percentage of pupils attaining Key Stage 4 benchmarks: Free School Meal Eligibility

	FSM eligibility	2007		2008		2009	
		Leeds	National	Leeds	National	Leeds	National
5+ A*-C (inc Eng & maths)	Non eligible	47.7	49.4	52.3	51.7	52.0	54.2
	Eligible	15.9	21.4	19.5	23.8	16.0	26.6
5+ A*-C	Non eligible	62.0	63.4	67.4	67.0	73.0	72.8
	Eligible	26.9	36.2	34.6	40.0	38.0	48.9
5+ A*-G	Non eligible	91.5	93.2	94.3	93.9	94.0	94.8
	Eligible	71.7	80.1	78.5	82.3	75.0	84.7
No passes	Non eligible	3.1	2.1	1.1	1.5	1.0	1.1
	Eligible	10.3	6.2	5.5	4.2	5.0	3.1

Source: DCSF statistical first release

Outcomes at level NVQ 2 and 3

Figures were also released showing the gap in performance for those eligible and non-eligible for Free School meals (FSM).

FSM gap at Level 2

	Level 2 qualifications – FSM gap				
	2005	2006	2007	2008	2009
Leeds	34.8%	32.0%	32.2%	31.7%	32.9%
Statistical Neighbours	30.9%	30.5%	29.4%	28.0%	26.2%
National	28%	27%	26%	24%	22%

Source: DCSF SFR06/2010

The gap in level 2 performance between pupils eligible and not eligible for Free School Meals has widened in Leeds in 2010 and is now the largest it has been since

2005. Leeds performance is also significantly wider than that seen in similar authorities. The gap nationally has fallen for each of the past 5 years, but in Leeds it remains above 30%.

	L2 performance for Non-FSM					L2 performance for FSM				
	2005	2006	2007	2008	2009	2005	2006	2007	2008	2009
Leeds	66.7%	68.7%	70.4%	74.1%	76.1%	31.9%	36.8%	38.3%	42.5%	43.2%
Statistical Neighbours	70.8%	72.1%	73.9%	76.3%	78.0%	39.9%	41.6%	44.5%	48.3%	51.8%
National	71%	73%	75%	77%	79%	43%	45%	49%	53%	57%

Source: DCSF SFR06/2010

The widening of the gap is due to the higher increase in L2 performance for non FSM pupils, whose performance rose 2%, compared to the FSM eligible pupils whose performance rose by 0.7%

FSM gap at Level 3

	Level 3 qualifications – FSM gap				
	2005	2006	2007	2008	2009
Leeds	29.4%	28.2%	29.0%	28.0%	29.7%
Statistical Neighbours	27.4%	28.0%	27.5%	28.0%	26.5%
National	26.4%	26.2%	25.5%	25.2%	24.6%

The picture is a similar one at Level 3. where again the gap widened in Leeds, and the difference to national and similar authorities grew. This is due to both the Leeds gap widening and national and similar authorities performance closing the gap. The widening of the gap within Leeds is due to both an improvement for those not eligible for Free School Meals and a fall in performance for those eligible.

	L3 performance for Non-FSM					L3 performance for FSM				
	2005	2006	2007	2008	2009	2005	2006	2007	2008	2009
Leeds	44.1%	44.7%	44.8%	46.2%	47.7%	14.7%	16.5%	15.8%	18.2%	18.0%
Statistical Neighbours	44.7%	45.0%	45.6%	48.2%	48.8%	17.3%	17.1%	18.1%	20.2%	22.3%
National	46.1%	46.9%	48.1%	49.6%	51.1%	19.7%	20.8%	22.6%	24.4%	26.4%

Source: DCSF SFR06/2010

Attendance and Persistent Absence

Attendance in Leeds primary schools fell by 0.38% to 94.29% in 2008/09.. Attendance decreased by a larger amount in Leeds than nationally.

Attendance and absence in primary schools

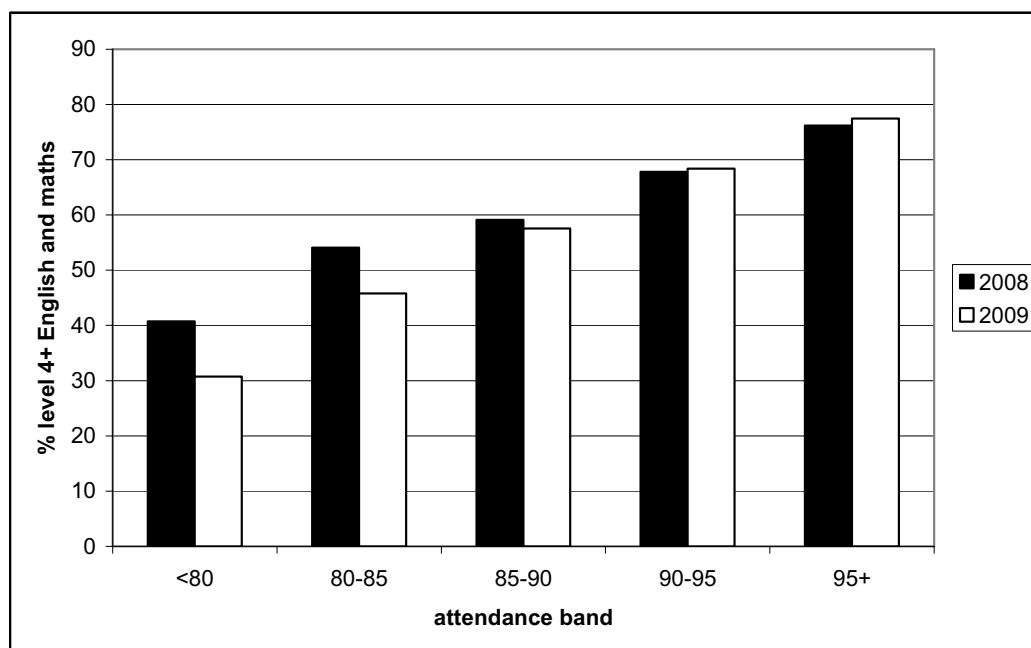
	2006/07	2007/08	2008/09
• % attendance			
• Leeds	• 94.79	• 94.67	• 94.29
• National	• 94.82	• 94.74	• 94.70
• Statistical Neighbours	• 94.98	• 94.88	• 94.75
• % authorised absence			
• Leeds	• 4.71	• 4.76	• 4.97

	2006/07	2007/08	2008/09
• National	• 4.66	• 4.69	• 4.66
• Statistical Neighbours	• 4.55	• 4.62	• 4.67
• % <i>unauthorised absence</i>			
• Leeds	• 0.50	• 0.57	• 0.74
• National	• 0.52	• 0.57	• 0.64
• Statistical Neighbours	• 0.47	• 0.50	• 0.58

Source: DSCF statistical first release

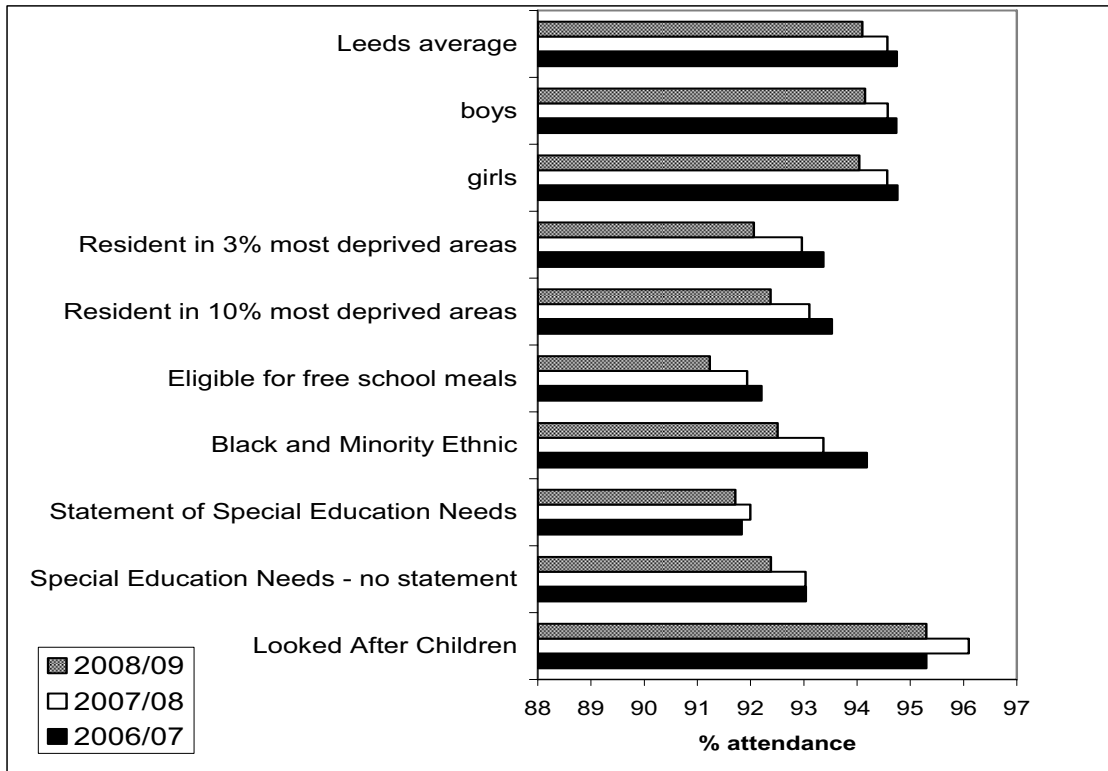
The importance of addressing attendance issues is highlighted in the chart below which shows the link between attendance and attainment. The chart demonstrates that the proportion of pupils achieving level 4 or above in Key Stage 2 English and maths increases as attendance increases. For persistent absentees, the proportion achieving level 4 or above in English and maths is less than half the Leeds average.

Key Stage 2 attainment and attendance



Source: School Census

The lowest levels of attendance were observed for pupils eligible for free schools meals, and pupils with statements of Special Education Needs (SEN). Attendance has fallen by more than the Leeds average for pupils eligible for free school meals, those who are resident in deprived areas and pupils of Black and Minority Ethnic heritage, thereby increasing the gap.



Source: School Census

Pupils eligible for free schools meals were 2.5 times more likely to be persistent absentees, whereas those with SEN and those pupils resident in deprived areas were around twice as likely. There has been a slight reduction in PA in the cohort of pupils with a statement of Special Educational Needs. Pupils of Black and Minority Ethnic heritage had a percentage rate of PA one and a half times higher than the Leeds average. Young people that had been Looked After for a year or more had levels of PA below the Leeds average.

Not in Education, Employment or Training (NEET)

NEET is a sound proxy indicator for poverty and deprivation and ensuring every young person has the opportunity of education, employment or training at the start of their adult life is an equity issue and the mark of a fair and young person friendly city.

There is a strong correlation between growing up with the effects of economic disadvantage and/ or living in a disadvantaged area and not being in education , employment or training at 16 -18. The table below shows ward based NEET data for November 2010 when the city wide aggregate NEET percentage was 8.4% and those young people not known was 5.3%

Ward	Ward Wedge	NEET		Not Known	
		Count	%	Count	%
Burmantofts and Richmond	East	109	14.06%	50	6.45%
Crossgates and Whinmoor	East	61	8.18%	23	3.08%
Garforth and Swillington	East	20	2.90%	9	1.30%
Gipton and Harehills	East	119	11.06%	78	7.25%

Ward	Ward Wedge	NEET		Not Known	
		Count	%	Count	%
Killingbeck and Seacroft	East	115	11.76%	60	6.13%
Kippax and Methley	East	32	5.44%	18	3.06%
Temple Newsam	East	56	6.81%	37	4.50%
	East Total	512	9.02%	275	4.85%
Alwoodley	North East	21	3.61%	17	2.92%
Chapel Allerton	North East	79	9.91%	40	5.02%
Harewood	North East	11	3.34%	12	3.65%
Moortown	North East	21	3.28%	18	2.81%
Roundhay	North East	44	5.98%	20	2.72%
Wetherby	North East	9	2.96%	10	3.29%
	NE Total	185	5.46%	117	3.45%
Adel and Wharfedale	North West	15	2.98%	21	4.17%
Guiseley and Rawdon	North West	21	3.28%	19	2.97%
Headingley	North West	7	6.54%	4	3.74%
Horsforth	North West	13	2.08%	20	3.20%
Hyde Park and Woodhouse	North West	28	7.41%	19	5.03%
Kirkstall	North West	44	8.00%	38	6.91%
Otley and Yeadon	North West	29	4.25%	39	5.71%
Weetwood	North West	38	6.65%	24	4.20%
	NW Total	195	4.81%	184	4.54%
Ardsley and Robin Hood	South	37	6.01%	22	3.57%
Beeston and Holbeck	South	96	12.52%	49	6.39%
City and Hunslet	South	94	9.84%	196	20.52%
Middleton Park	South	116	12.16%	54	5.66%
Morley North	South	30	5.08%	26	4.40%
Morley South	South	51	8.70%	28	4.78%
Rothwell	South	35	6.41%	25	4.58%
	South Total	459	9.15%	400	7.98%
Armley	West	104	12.79%	48	5.90%
Bramley and Stanningley	West	89	11.73%	60	7.91%
Calverley and Farsley	West	23	4.03%	23	4.03%
Farnley and Wortley	West	73	8.35%	50	5.72%
Pudsey	West	29	4.73%	36	5.87%
	West Total	318	8.76%	217	5.98%

Health Inequalities

There are direct correlations between health inequalities economic disadvantage. The following impact disproportionately.

Limiting long term illness of parents or children

At the time of the 2001 Census, there were over 123,000 people living in households in Leeds who considered themselves to have LLtI (17.9% of the total resident population). The data shows that just over 6,000 children were considered to have LLtI (4.2% of 0-15 year olds).

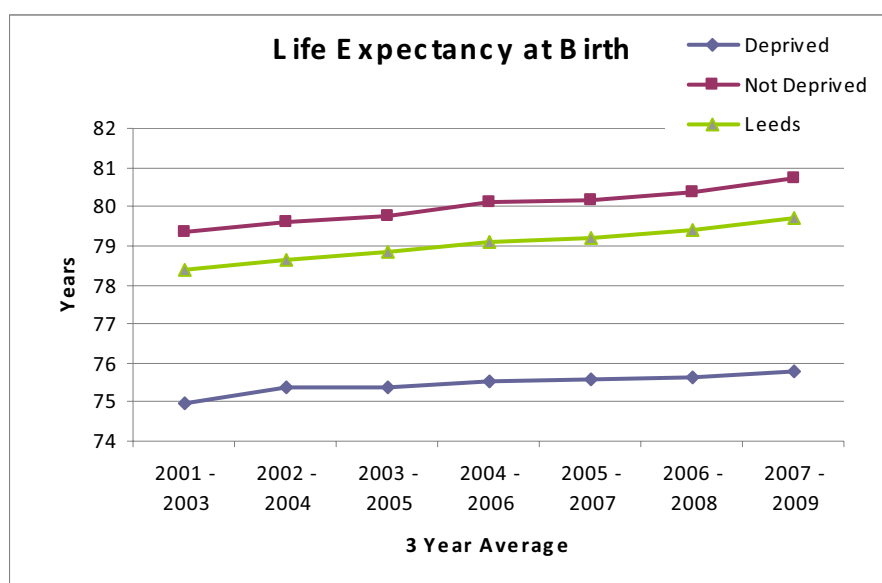
The LLtI rates in the deprived area are higher at 22.5% for the total population living in households and 5.5% for children.

	Leeds	Deprived Area	Non-deprived area
All people (living in households) with LLtI	17.9%	22.5%	16.2%
All children (living in households) with LLtI	4.2%	5.5%	3.8%

Life Expectancy at Birth

	Deprived Area	Non-deprived Area	Leeds MD
2001-2003	75.0	79.4	78.4
2002-2004	75.4	79.6	78.7
2003-2005	75.4	79.8	78.8
2004-2006	75.5	80.1	79.1
2005-2007	75.6	80.2	79.2
2006-2008	75.6	80.4	79.4
2007-2009	75.8	80.7	79.7

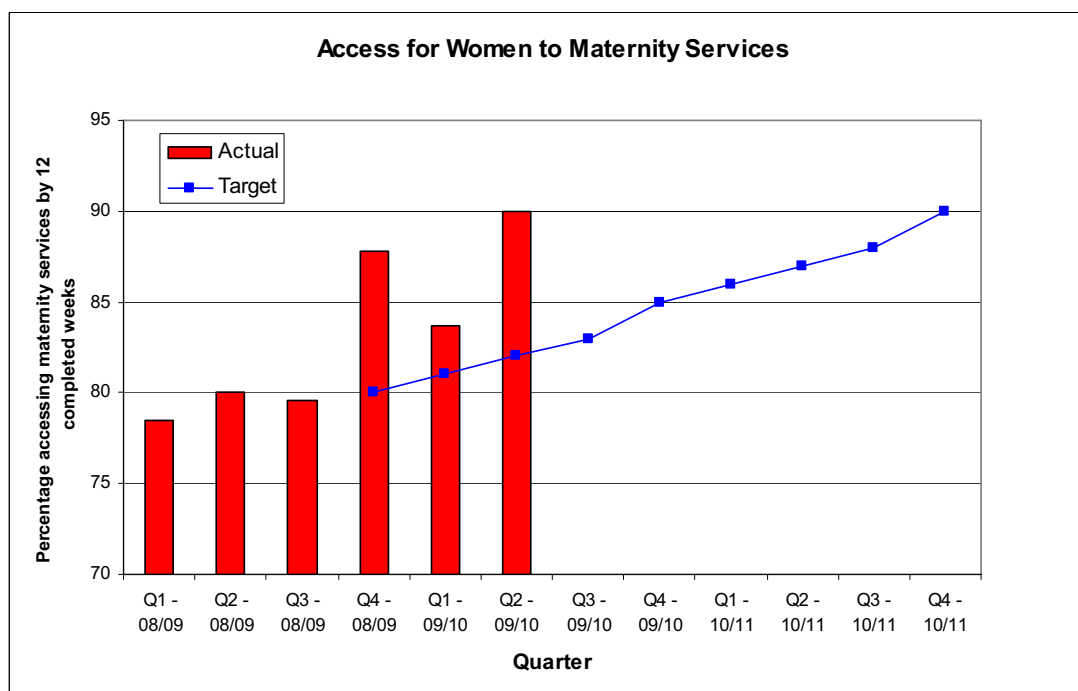
However, this increase is not evenly spread across the city. The gap between richer and poorer areas of Leeds can be counted in extra years of life and is not narrowing. For example, a child born in the Harewood ward could expect to live on average to 83 while a child born in City and Hunslet ward could expect to live on average to 73.



Access to Maternity Services

All women should access maternity services for a full health and social care assessment of needs, risks and choices by 12 completed weeks of their pregnancy to give them the full benefit of personalised maternity care and improve outcomes and experience for mother and baby. Reducing the percentage of women who access maternity services late through targeted outreach work for vulnerable and socially excluded groups will provide a focus on reducing the health inequalities these groups face whilst also guaranteeing choice to all pregnant women.

In Leeds, the percentage accessing maternity services by 12 completed weeks is shown in the table below



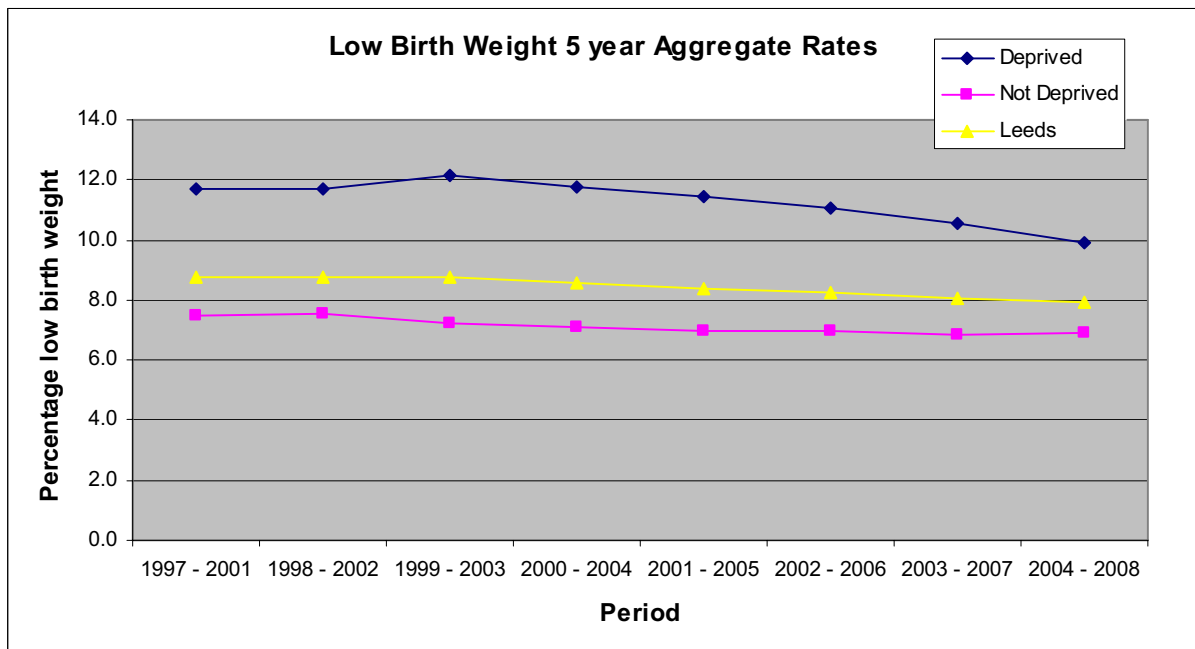
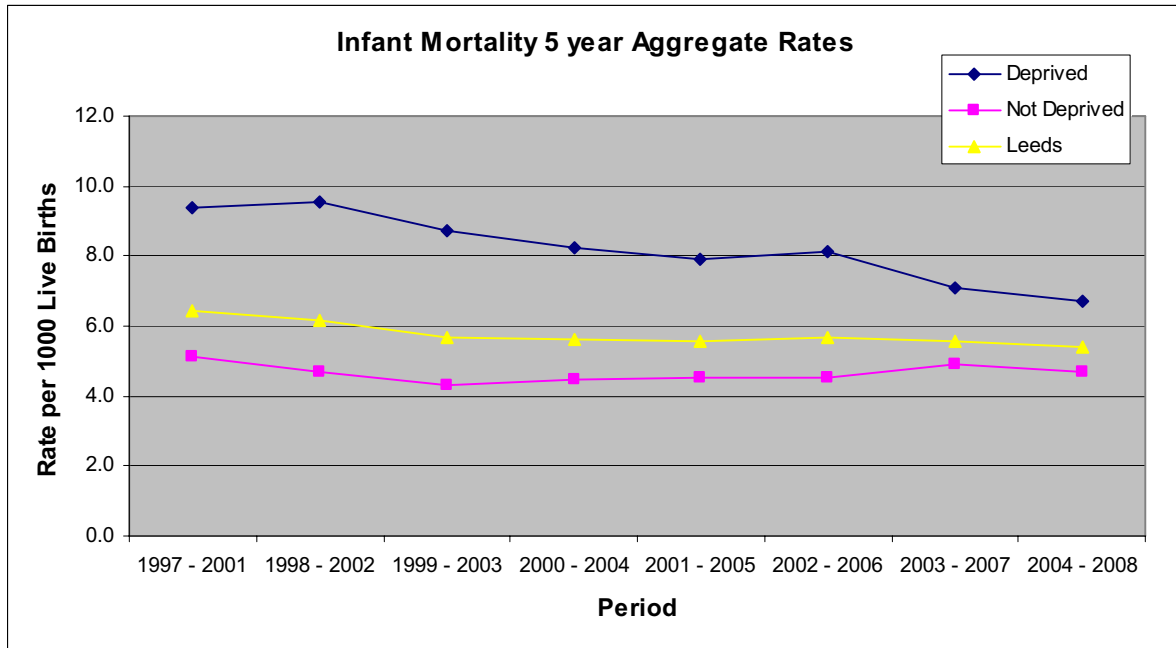
A snapshot of the data for the calendar year 2008 shows the Leeds average at 78.9% with the average for the deprived areas at 76.5% compared to the non deprived at 80.2%

Low Birth Weight and Infant Mortality

Definitions

- Perinatal mortality rate: the number of stillbirths plus the number of babies dying within the first week of life per 1000 (live and still births).
- Low birth weight rate: the number of babies born weighing less than 2500g expressed as a percentage of total births (live and still births).
- Infant Mortality rate: the number of deaths of children aged under one year per 1000 live births.

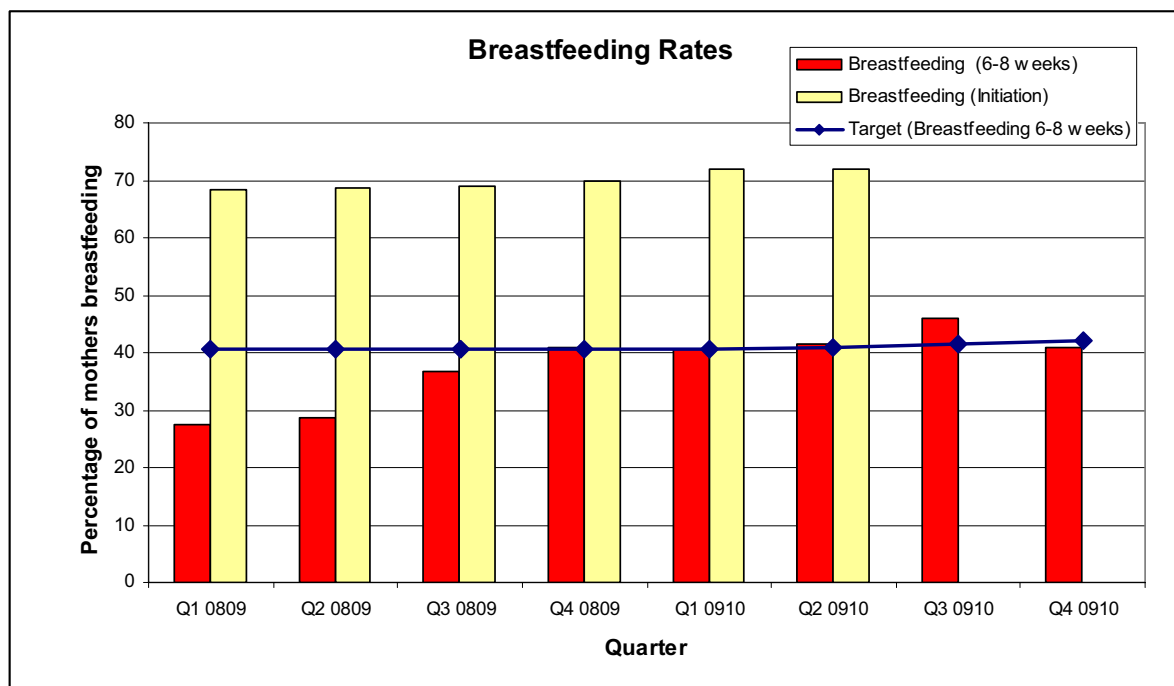
Children in poverty are more likely to be born prematurely, have low birth weight, and die in their first year of life. The graph below shows that while the gap in the rates of infant mortality between the deprived areas and not deprived areas has narrowed significantly over the past 5 years, it still remains a significant issue to be addressed in the city.



Breastfeeding

In measuring the percentage of breastfeeding it is intended to provide an impetus to enhance health and children's support services to mothers' to sustain breastfeeding and thus give children a good start early in life. Breastfeeding initiation and at discharge from hospital decreases as deprivation increases.

The table below shows the percentages within Leeds.



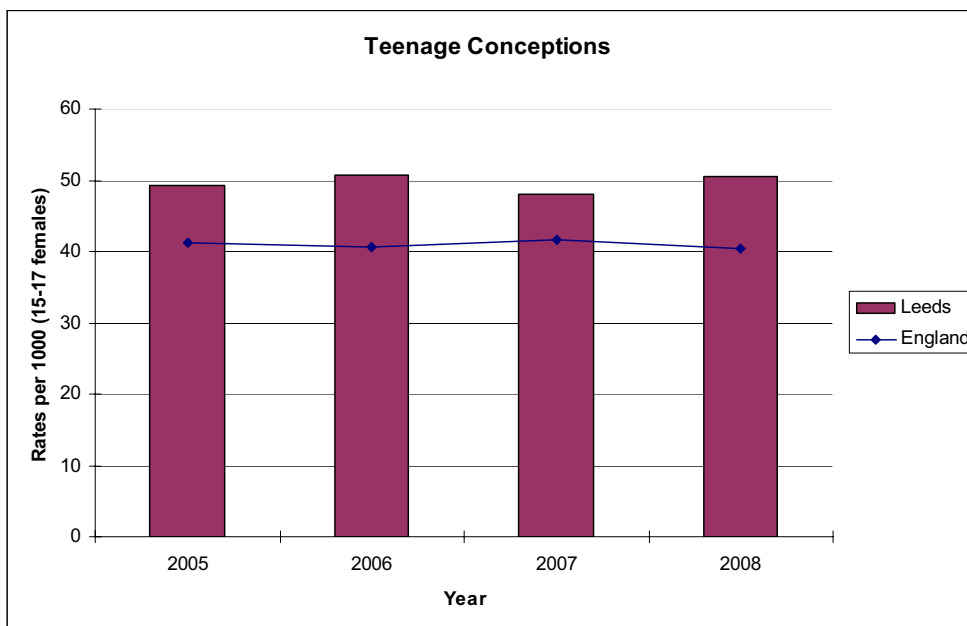
Teenage Conception

A high national priority is to tackle both the causes and the consequences of teenage pregnancy. At age 30, teenage mothers are 22% more likely to be living in poverty than mothers giving birth aged 24 or over, and are much less likely to be employed or living with a partner. The infant mortality rate for the babies of teenage mothers is 60% higher than for babies born to older mothers and the daughters of teenage mothers are three times more likely to become teenage mothers themselves.

The Leeds rate is higher than the national rate and does not demonstrate a downward trend, fluctuating around this level for the last few years.

There is a relationship between deprivation and levels of teenage conception. Children of teenage mothers have a 63% increased risk of being born into poverty compared to babies born to mothers in their twenties.

To fully understand the relationship between teenage pregnancy and deprivation locally, further work would be needed to explore poverty, aspirations and educational attainment.

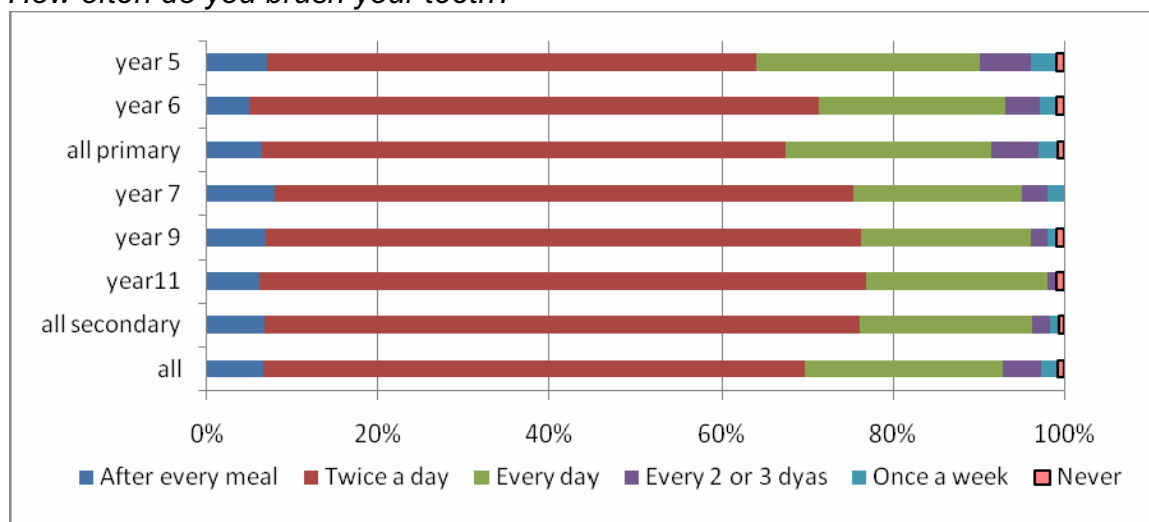


Oral Health

There is a strong link between oral health and poverty.

Only three quarters of secondary and two thirds of primary respondents brushed their teeth the recommended level of twice a day or after every meal. Pupils in year 5 were the least likely to brush their teeth twice a day. A small proportion of children and young people reported never brushing their teeth or only once a week. For most year groups the pattern of teeth brushing is the same as reported last year, with the exception of year 11, where the proportion of respondents brushing their teeth twice a day increased by 5%.

How often do you brush your teeth?

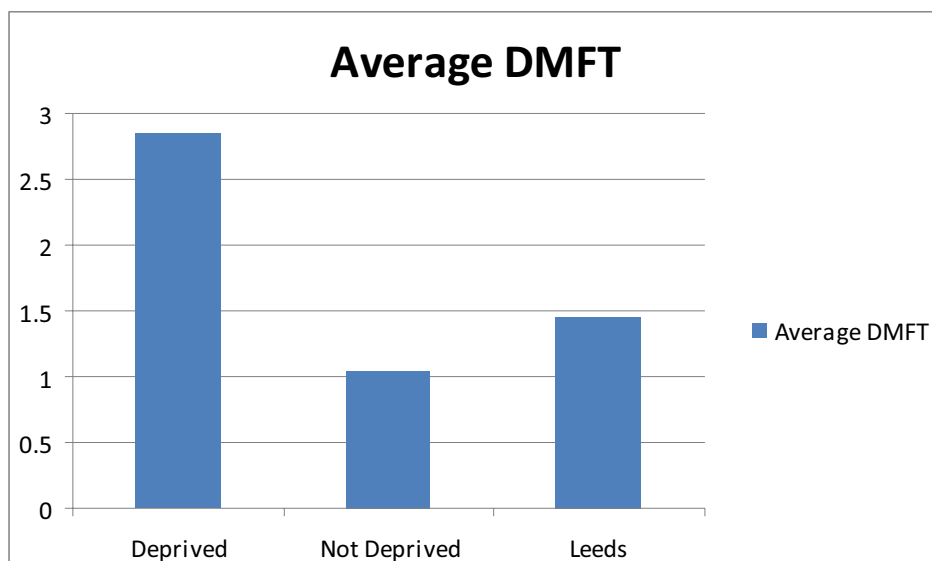


Fifty eight percent of primary children and 64% of secondary visited the dentist twice a year. Once again year 5 were the least likely to visit the dentist twice a year. For secondary age pupils, those in year 11 were the least likely to visit twice a year. Eleven percent only visited the dentist when something was wrong and 3% never visited the dentist. There have been no significant changes in patterns of visits to the dentist reported in 2008/09 compared to 2007/08.

Decayed, Missing and Filled Teeth (DMFT)

Dental caries is an entirely preventable disease caused by the consumption of sugary foods. Severe dental caries reduces a child's quality of life, causing pain, disfigurement, infections, poor dietary intake, sleep deprivation and days off school. Children who consume excessive amounts of fizzy drinks are at risk of tooth erosion. In addition, many children suffer dental trauma, with those who play contact sports being at higher risk.

Analysis of DMFT in 5 year olds (2007 data) shows considerable variation between the deprived and non deprived areas of Leeds



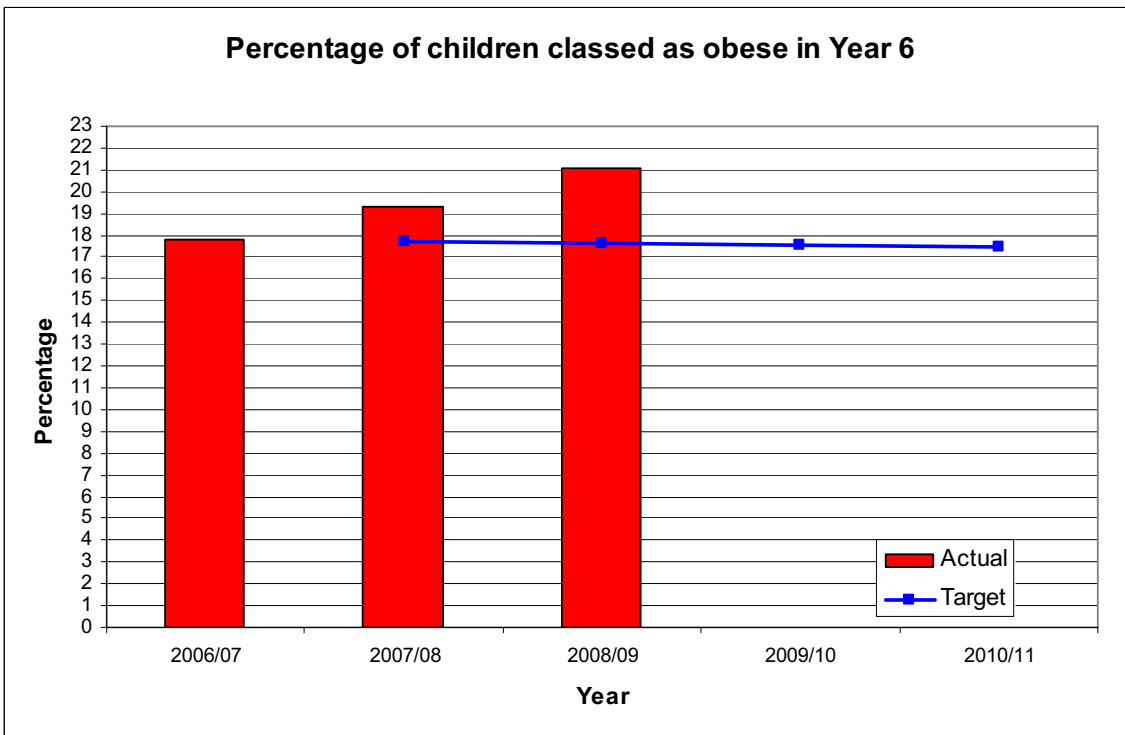
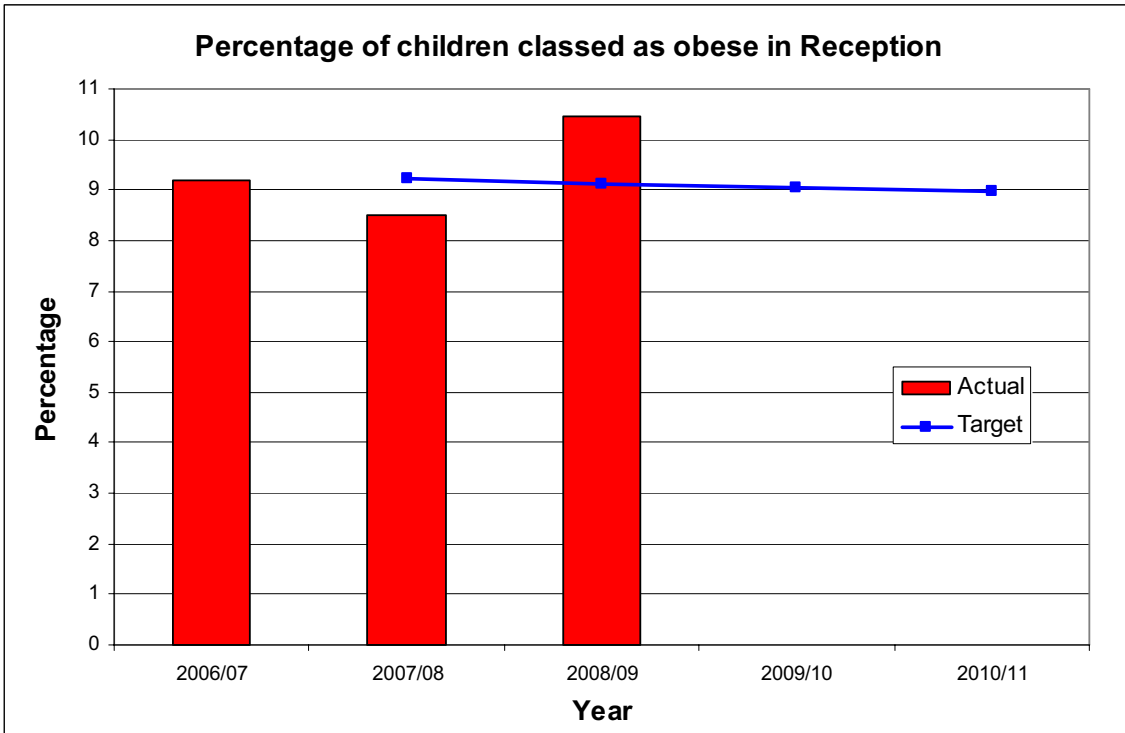
Childhood Obesity

There continues to be a link locally and nationally between deprivation and higher levels of obesity. The National Child Measurement Programme has been under way in Leeds for the last 3 years and has provided useful and robust information on the scale of obesity within the city. In Leeds a total of 14,843 children were weighed and measured in the year 2008-09. These children were in Reception and Year 6 of state schools in the city.

There has been an increase, in relation to 2006/07 and 2007/08, in rates of obese children. The 2008/09 NCMP data shows obesity prevalence for Yr 6 in Leeds at 20.9%, 2.3% above the national average. Three year trend analysis indicates this to be part of a gradual upward trend.

Levels of obesity continue to be higher in boys than girls in both Reception and Year 6: 48% of the total children weighed were male and 52% were female.

Prevalence of underweight children for Reception and Year 6 is 0.8 and 1.2% respectively; both of which are very slightly lower than the national averages of 1 and 1.3%.



As weight climbs it can be a trigger for health problems such as diabetes, musculoskeletal disorders, respiratory complaints, cancers, eyesight problems, cardiovascular disorders, strokes and infertility. There are also psychological risks such as depression, low self esteem, social exclusion and stigmatisation. These factors may well affect a person's ability to work and research suggests that the working-age

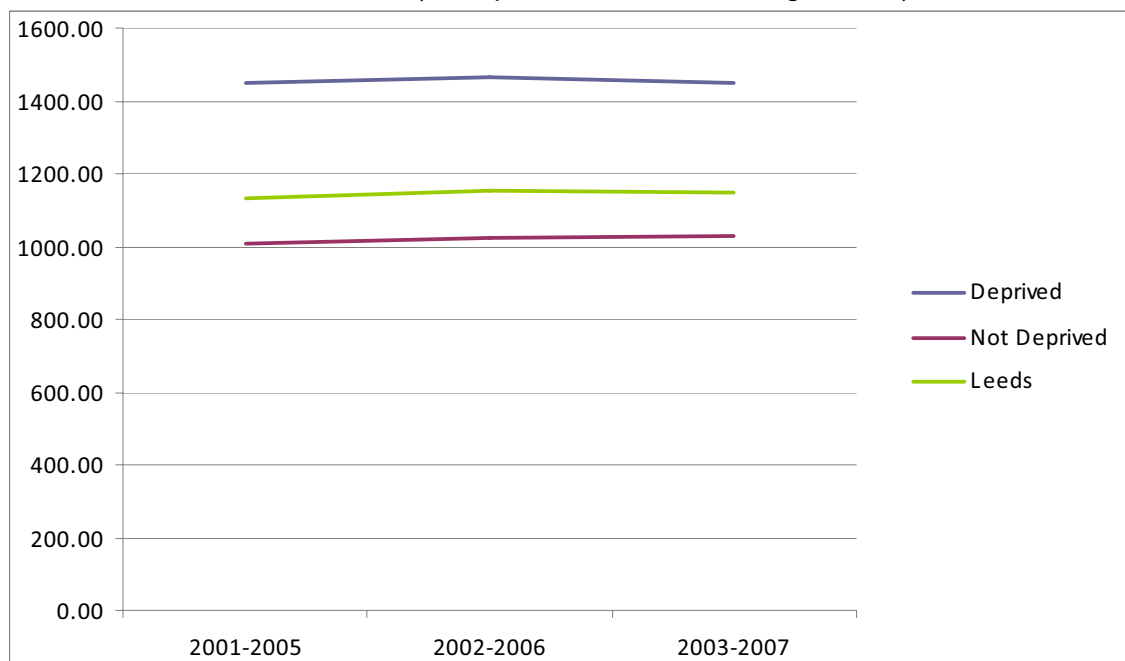
obese may be 15-20% less likely to be employed than the non-obese, other factors being equal.¹

Childhood Accident Admissions

Unintentional injury (accidents) remains the major cause of death during childhood (over the age of one year) and into early adulthood. Similarly, accidents may result in serious injury, requiring hospital admission and sometimes resulting in long term disability. Amongst younger children (under 5 years) accidents occur more commonly in the home, and serious causes include falls, poisonings, drownings, suffocation and fires. In older age groups, the major cause of serious accidents is road traffic injury.

Information about hospital admissions is readily available, representing a cross-section of accidents of at least moderate severity, facilitating year-on-year monitoring, and allowing analysis against geographical area of residence. The data shows that children living in the deprived area are much more likely to be admitted to hospital following an accident than their peers in the non-deprived area.

Childhood Accident admissions (DSR per 100,000 children aged 0-15)



¹ <http://www.hse.gov.uk/horizons/obesityreport.pdf>

Employment and Adult Skills

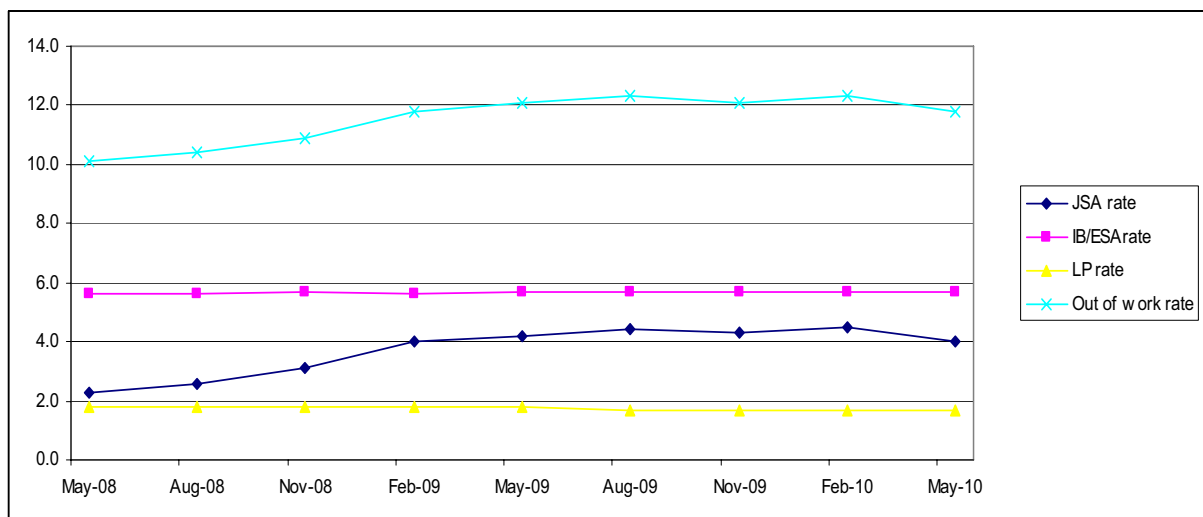
Who is affected by poverty

Workless Adults

The Department of Work and Pensions (DWP) packages all of its out-of-work benefits data into a single dataset called Working Age Client Group (WACG). This provides a complete count of all people claiming out-of-work benefits.

The most current data on out-of-work benefit claimants shows that there were 64,290 claimants in Leeds in May 2010. This represents 11.8% of the city's working age population, 48% of claimants are on Incapacity Benefit or Employment Support Allowance (IB/ESA), 34% are on Job Seekers Allowance (JSA), and 14% are Lone Parents in receipt of Income Support (LP). This leaves 4% who are claiming 'other' benefits. It is anticipated that these proportions may change as claimants are migrated from inactive out of work benefits to JSA over the coming years

Out-of-work claimant rates in Leeds May 2008 to 2010



- Over the last 2 years, JSA claimant rates have increased more than the other main claimant types. There has been very little change in the rate of IB/ESA and LP claimants over the same period.
- The out-of-work claimant rate for Leeds increased from 10.1% in May 08 to a peak of 12.3% in August 09 and February 10. There was a slight drop in the most recent quarter to a rate of 11.8%.
- 59% of out-of-work claimants have been claiming these benefits for over a year.

The table below details the extent to which the city's workless population is concentrated within the inner areas of east and south, with low income compounding other key poverty indicators in these most deprived areas of the city where the worklessness statistics have shown little sign of improvement over many years.

There are 33 Lower Super Output Areas (LSOAs) across the city with a claimant rate of 10% or more of their total working age population. The city average is 4.1%.

LSOAs with the highest out-of-work claimant rates.

LSOA Name	Area	Count	Rate
Granges, Hamiltons, Francis Street	Inner North East	515	47.60%
Cross Green Lane, Easy Road, Dial St, Dent St	Inner East	370	38.66%
Scott Hall Road, Sholebrokes	InnerNorth East	390	36.38%
Haselwoods, Rigtons	Inner East	365	35.61%
Thwaite Gate	Inner South	325	34.28%
Winroses, Whitebeams	Inner South	345	33.69%
Tarnside Drive, Foundry Mill Street, South Parkway	Inner East	225	33.38%
Foundrys, Thorn Drive, North Farm Road, Amberton Approach	Inner East	320	32.92%
Bismarcks, Dewsbury Road, Burton St	Inner South	285	32.91%
Foundry Mill Drive, Hawkshead Cres, Alston Lane	Inner East	310	32.70%
Spencer Place, Bankside St, Shepherds Lane	Inner East	330	32.42%

Incapacity Benefit / Employment Support Allowance (IB/ESA) Lone Parents(LP) – May 2010

Within the out of work claimant population the type of benefit indicates different levels of poverty. Of the 31,070 IB/ESA claimants, 84% have been claiming this benefit for over a year. Of the 9,050 LP claimants, 74% have been claiming this benefit for over a year. Both statistics indicate that these groups are more likely to be experiencing entrenched poverty.

Adults with low skill levels

Parents to whom this applies may be in low paid work or claiming out of work benefits.

- Heavy goods vehicle drivers, care assistants and home carers, and sales assistants were the most common vacancies advertised in Leeds job centres in October 2010. The most common sought after occupations were sales and retail assistant, other goods handling and storage occupations and general officer assistants/clerks.

While there are a large number of highly skilled people living in Leeds, 10.8% of the working population have no formal qualifications at all. This does however compare favourably to the regional figure of 13.4% and a national figure of 12.3%.

	No qualification s	NVQ 1+	NVQ 2+	NVQ 3+	NVQ 4+	Other qualification s
Leeds						
2006	12.1	78.4	65.9	47.7	27.3	9.5
2007	13.2	77.9	63.5	46.3	27.6	8.9
2008	10.8	80.2	63.9	48.1	27.8	9.0
Yorks & Humber						
2006	15.2	76.5	60.9	41.6	22.7	8.3
2007	14.5	77.0	61.3	42.3	23.8	8.5
2008	13.4	78.2	62.9	44.2	25.0	8.4
England						

2006	13.6	77.7	63.4	45.0	27.2	8.7
2007	12.9	78.1	64.1	46.0	28.3	9.0
2008	12.3	78.8	64.6	46.5	28.7	8.9

Annual Population Survey 2008

The National Employers Skills Survey (NESS) provides an analysis of skills gaps and skills shortages. The next table provides an analysis from the NESS from 2005 to 2009 of the proportion of employers who reported vacancies by type.

The share of employers who have employees with skills gaps saw a reduction from 2005 to 2007. Since the recession this figure either increased slightly or remained static across most areas but has doubled from 3% to 6% in Leeds between 2007 and 2009. Although the proportion of employees with skills gaps has doubled in Leeds to 6%, this figure is in line with the regional rate and lower than the national rate of 7%. The 3% Leeds figure for 2007 was the lowest rate in that year.

Percentage of employers who reported skills shortages and skills gaps															
Area	Percentage of Employers with....												Employees		
	Vacancies			Hard to Fill Vacancies			Skill Shortage Vacancies			Skills Gaps			% with Skills Gaps		
	05	07	09	05	07	09	05	07	09	05	07	09	05	07	09
All West Yorkshire	21	19	10	10	6	3	7	4	2	22	14	19	7	6	6
All Leeds	26	23	13	9	8	4	9	5	3	24	13	19	7	3	6
Y & H	20	18	12	10	6	3	7	4	3	23	14	17	8	5	6
South Yorks	20	18	10	10	6	4	7	4	2	23	14	18	8	5	5
The Humber	15	15	10	7	5	4	5	4	2	20	14	18	7	5	5
York and N Yorks	16	15	11	9	6	4	5	4	3	19	13	16	6	5	7
England	17	18	12	7	7	3	5	5	3	16	15	19	6	6	7

Source: National Employer Skills Survey 2005, 2007 and 2009; Learning and Skills Council

Employed population

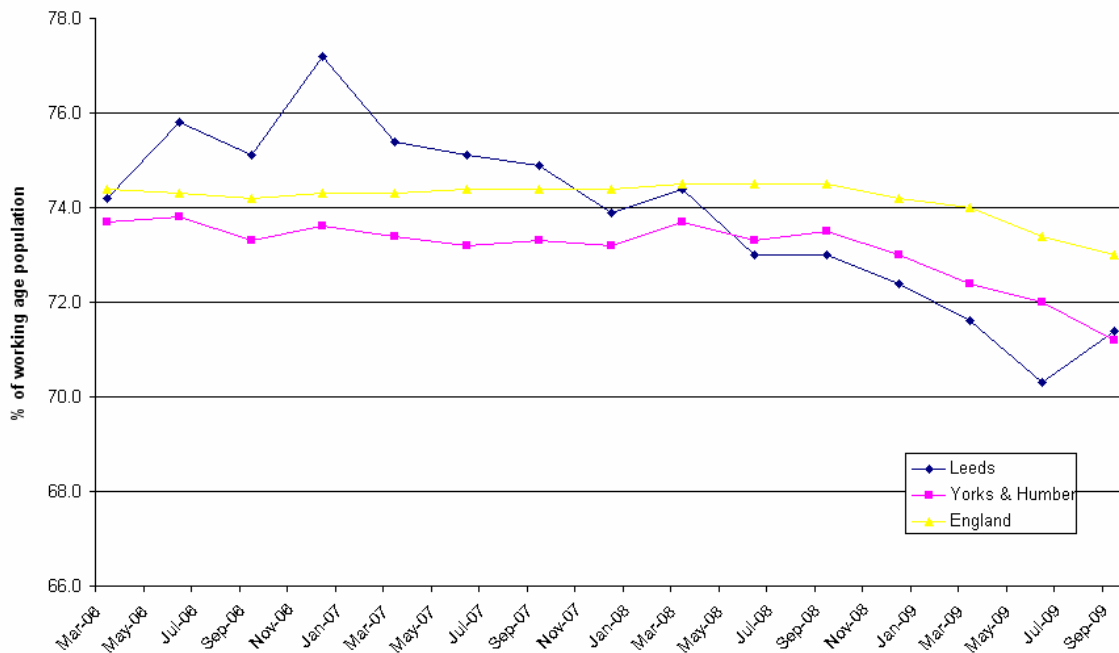
It is recognised that for a significant number of people, employment is unlikely to provide them with an adequate household income. In 2008, it was estimated that approximately 18% of employed people were on low incomes, an indicator of the levels of working poverty that exist in the city.

In the last two years those in work have faced greater threat to their employed status, thus increasing the risk of entering poverty. A number of forecasts suggest this is unlikely to ease in the next two years.

Following a number of years of steady growth, the employment rate in Leeds fell to 71.4% in September 2009 just slightly above the rate for Yorkshire and Humber but below the England average.

Source: Annual Population Survey: ONS NOMIS Crown Copyright.

Employment Rate



The diversity of the Leeds economy provided the city with some resilience during the recession but the earlier predictions for significant and continued growth in the medium term have been substantially revised. The projection up to 2020 is that total employment in Leeds could grow by 7%, creating an additional 28,700 jobs. This will comprise:

- 13,200 full-time employees,
- 11,900 part-time
- 3,700 self-employment.

The proportion of part time opportunities predicted in the overall employment growth rates will impact those groups for whom multiple employment is a necessity and those seeking a full time equivalent adequate wage. Additionally, average earnings are only expected to increase by an annual (below inflation) rate of 2%.

The following table shows employment by type. It is reflective of the city's relative strength in the Service and Hospitality, Health and Financial Services sectors. It details the balance of occupations and therefore provides an indicative picture of the proportions of employees in the lowest and bordering income brackets.

Employment by Standard Occupational Code	Leeds
Managers and senior officials	15.1
Professional occupations	12.2
Associate professional and technical occupations	15.0
Administrative and secretarial occupations	12.6
Skilled trade occupations	8.3
Personal service occupations	9.3
Sales and customer service occupations	9.0
Process, plant and machine operatives	5.8
Elementary occupations	12.5

Source: Annual Population Survey: ONS NOMIS Crown Copyright

Effects on Children living in poverty

The effects of low income, whether low 'earned' or benefit income are documented within the financial support section.

There are however a number of additional potential effects on children when income poverty is due to worklessness. Although not exhaustive these can include:

- Low aspirations for their own futures in the absence of any vocational reinforcement
- Lack of reinforcement of work ethic/normalisation of work
- Opportunities to benefit from routine/structured life patterns
- Lack of input/context building in formulating ideas on the world of work from parent
- Constraints on social networks to support vocational and personal development
- Temptation to supplement personal/ household income through illegitimate means where paid work is perceived to be unachievable

Potential impact of government policy change;

Although not a discrete barrier, those already in/at risk of poverty will be impacted by the government's deficit reduction measures. Once again there are personal and economic, structural impacts which exacerbate the plight of families in poverty. Some of these are:

- The projected and continuing rise in unemployment, particularly affected by the reductions in public funding will increase the risk for those in work and the challenge for those seeking entry
- Uncertainty over the capacity of the private sector to generate sufficient jobs to offset the losses from the public sector
- Faltering consumer confidence and its effectiveness in stimulating the economy
- The uncertainty of the housing market, particularly impacting those forced to sell to minimise debt and the consequential impact on the rented sector
- Structural changes to out of and in work benefits detailed in the Financial Support section
- Below cost of living wage rises
- Regressive VAT change increasing the cost of living

The Coalition Government set out its priorities for welfare reform in the Comprehensive Spending Review (20 October 2010) and the Welfare Reform white Paper "Welfare that works" (11 November 2010)

The Department of Work and Pensions has recently published its Business plan 2011 – 2015 which sets out how it intends to take forward these priorities and create a welfare system for the 21st Century. [Link to DWP Business Plan](#)

Forthcoming changes which could have a positive impact on those in poverty through worklessness include the new Work Programme, Get Britain Working measures and the introduction of the Universal Credit.

Barriers

There are a number of barriers facing those who are in poverty due to worklessness or low income employment attempting to reverse or improve their position. Once again not exhaustive, they include personal and structural barriers, can be progressive and interdependent and not all are exclusive to either of the above groups. A key barrier is affordable, available and accessible childcare. Good quality childcare and early education not only enables parents to take up work and training, it also has a positive impact on

outcomes for children. Free places in good quality childcare and early education for 3-5 year olds is funded by the Nursery Education Grant. Whilst across the city take up of these places amounts to 96% of those eligible, this falls to 64% of eligible children in Harehills. It is generally poorer parents and BME and Gypsy, Roma and Traveller families where take up is lower. Alongside this, the increasing birth rate is also putting pressure on availability of childcare (as well as school places) within the city. Generally birth rates are increasing at a higher rate in the more deprived areas of the city..

Other barriers include;

- Availability of vacancies
- Mismatched skills/experience and employer requirements
- Perceived affordability of available vacancies
- Perceived accessibility of opportunities
- Low self esteem/worth impacting confidence to seek employment
- No/poor networks for exposure to job leads
- De-skilling in terms of interpersonal and vocational competencies
- Poor functional/language skills required for job applications
- Limited jobsearch skills
- Caring responsibilities
- Capacity to adapt from unstructured or chaotic lifestyles to work regimes
- Fear of financial transition from benefits to work
- Unrealistic expectations
- Limited resources for productive jobsearch- eg permanent address, telephone access, interview attire etc
- Lack of work references
- Limited work experience/breaks in employment history
- Offending background/substance misuse
- Lack of/prohibited from having a bank account
- Existing work patterns constraining availability to jobsearch
- Changes to in work benefit thresholds and eligibilities
- Availability/accessibility/effectiveness of pre employment/retraining opportunities

Place

The costs of living in a deprived community/neighbourhood

Child poverty limits the potential of communities as a whole. Low educational achievement and poor health reduce productivity, which in turn reduces economic growth. Entrenched cycles of crime, or poor health create costs for public services and prevent them from operating effectively for everyone in society. Deprivation and inequality therefore make it much harder for communities to prosper.

Lack of income can affect ability to join clubs or attend events and a lack of safe, pleasant spaces in the community can reduce opportunities to meet and socialise with others (Power 2007). For instance, studies suggest that 25 per cent of children in the poorest fifth of the population do not have access to outdoor space or facilities to play safely, compared to 15 per cent of all children (DWP 2007). Therefore work to maximise opportunities for free play in deprived areas is essential.

Poverty can affect relationships between people and create social divides as different expectations, attitudes and experiences can make it more difficult for individuals from different social groups to bond and differences in spending power mean that different groups pursue different activities (Hooper et al undated). There can also be a stigma attached to poor communities, which affects perceptions of the individuals who live there by others. It can be damaging to relationships, as it affects trust and reinforces inequalities (Rowntree 2000).

Poverty can affect the ways in which individuals form social networks, develop shared values and build social capital. The concept of social capital is complex but is taken to include citizenship, neighbourliness, trust and shared values, community involvement, volunteering, social networks and civic participation.' Low social capital is related to poverty and other associated factors including employment, community deprivation and level of education. For instance, more highly educated individuals, who had an A level qualification or above had three or more people to turn to in a crisis, compared with people without any qualifications (Haezewindt, 2003).

Childhood poverty and crime

Children living in deprived areas are not only more likely to experience the effects of crime, but can also be drawn into crime as a result of the effects of material deprivation and poverty. Exposure to crime can also increase young people's risk of emotional and behavioural problems (Morgan & Zedner, 1992).

Not all children growing up in poverty become involved in crime but involvement in crime can negatively impact on children's immediate and adult life chances as young offenders stand a disproportionate chance of suffering other problems including educational underachievement, mental health problems, teenage pregnancy and poor employment prospects. All these have the potential to impact on the next generation, creating a cycle of disadvantage.

First time entrants to the Youth Justice System

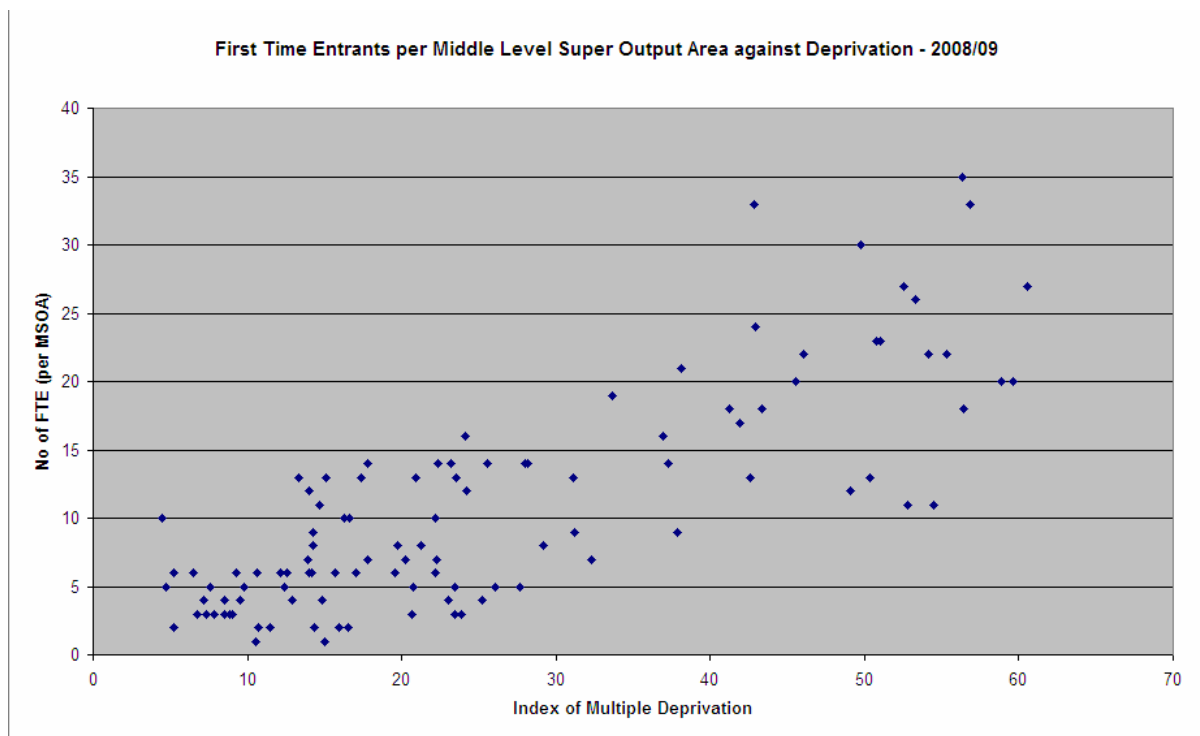
2005/06	2006/07	2007/08	2008/09
3,000	2,890	2,280	1,690

According to figures taken from PNC (Police National Computer) data published by the YJB (Youth Justice Board), in 2008/09 there were 1690 first time entrants (FTE) 100,000 population. To date the figures for 2009-10 have not been published. As the figures are taken from PNC we have no access to the case level data so can not break it down into different areas.

The proxy measure taken from the Youth Offending Services' data gives us similar figures (shown below). We can map this against the most deprived areas

2005/06	2006/07	2007/08	2008/09	2009/10
2,873	2,667	1,980	1,827	1,369

There is a fairly positive correlation between deprivation and FTE rates as shown in the graph below.



Youth Related Anti Social Behaviour

A high proportion of incidents report young people being a nuisance, most relating to 'rowdy' or nuisance behaviour in streets, parks, shopping areas, or around specific shops/ take away restaurants. There are specific issues around underage street drinking and 'low level' drug use, especially cannabis that appears to be readily available in many areas. There also exists a risk that groups and individuals may be targeted, exploited, or drafted into criminal activity through threats or coercion.

Most estate areas in Leeds report issues around localised youth 'gangs'. Some of these have links to ASB and crime, but others are simply groups of youths that are unaware of or not interested in available local services or amenities. There may be evidence of drinking or drug use and such groups can be intimidating to local residents. It is difficult to distinguish between 'bored groups', minor antisocial behaviour by 'estate gangs' and actual criminal gangs.

Young Offenders

Lack of stability at home can be a root cause of youth offending, and problematic individuals often come from chaotic backgrounds, do not have motivation or support to engage with services provided, and are not engaged in education, training or work.

Even if not actively involved in criminal behaviour, the existence of groups of youths, often overtly drinking and smoking cannabis, can increase levels of concern and fear among other local residents. There are massive safeguarding issues associated, including sexual health issues, violence, ASB and crime.

Several areas in Leeds have identified issues around localised youth 'gangs'. It appears that members often see these gangs as a method of support rather than their families. This gang support culture makes it harder to tackle offending issues. There also appears, at least in some areas, to be a widening of the ages of youths seen 'hanging around' in groups, with greater numbers of older (late teens) individuals involved.

Individuals more at risk of involvement in criminal or antisocial behaviour, both as victims and offenders, often have linked risk factors for ending up in care and becoming NEET (Not in Education, Employment or Training).

There have been issues identified around continuation of care for vulnerable people during the transition period between "youth" and "adult". A clear, intelligence led approach to managing individuals over this period is required as part of the reducing re-offending plan.

Families

In many areas of Leeds, there are specific families linked to a number of crime and ASB issues. These can be established families with significant influence over a local community, or newer residents, with patterns of behaviour not tolerated by longer-term residents (which may or may not be justified).

There are associations between youth crime, parental crime and child poverty as children in families with parents in prison are particularly vulnerable to financial instability, poverty and debt (Rowntree Foundation 2007). This has significant consequences for these children's outcomes (Ministry of Justice 2007).

There is a possible gap between what is known and what can be proved, as local residents may not want to work with the authorities against other residents, especially from established family groups.

Domestic Violence¹

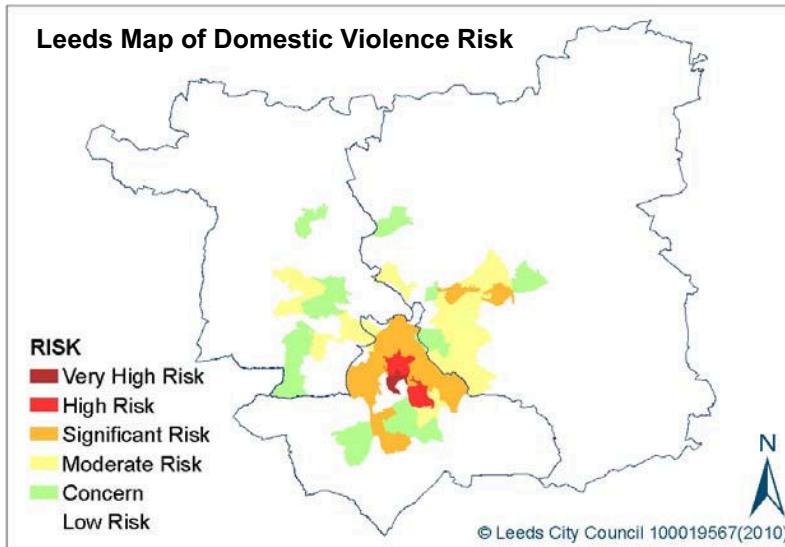
Unfortunately, many families who are disadvantaged in terms of low income, worklessness and subsequent child poverty are also disadvantaged in terms of having other issues such as alcohol or drug abuse, domestic violence, mental health issues or offending, which contribute to chaotic lives and also impact on the child's welfare. This makes it imperative for key agencies to develop integrated and synergistic working arrangements at community level that are designed to assist, or signpost families at every point of contact, embracing the 'No wrong door' approach to housing service delivery.

Under reporting by victims increases the complexities of analysing the levels of harm around domestic abuse. Issues also exist around specific individuals contacting the Police for support when the actual need is not criminal in nature, adding to the demand on resources.

Women are more likely to become victims of domestic violence, in Accident and Emergency records women account for 84% of domestic violence assault victims. Although domestic violence happens to people of all ages, the risk of becoming a victim appears to decline with age. In Leeds, police and hospital records both show the majority of victims aged between 16 and 44 years. Alcohol is also a significant factor; both Police and Accident and Emergency records cite alcohol as contributing in nearly half of all cases.

Domestic violence occurs across all income brackets and in all social groups. Mapping of reported domestic violence in Leeds shows a geographic bias towards the more deprived areas in the south and east of the city. However, there is no direct causal relationship as not all high-risk areas have high levels of deprivation and not all deprived areas have high domestic violence risks. Areas tend to have unique problems, indicating that services need tailoring to the specific needs of local communities.

¹ Data for domestic violence taken from 'Leeds District Joint Strategic Assessment – October 2010' and Leeds Domestic Violence Profile September 2010.



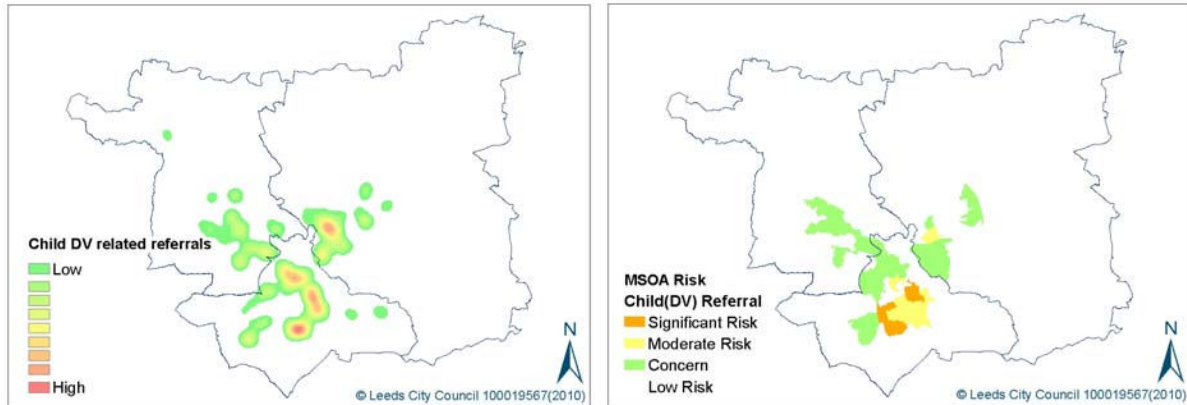
This map presents a risk assessment using data from 01/01/2010 to 31/03/2010 and includes victim and perpetrator data. The map shows that risk shows a clear geographic bias towards the south and east of the city and this is broadly in line with the findings of the last profile.

Children and Domestic Violence

There are specific risks and harms associated with young children in abusive households. Being a parent does not cause domestic abuse, but the stresses of parenthood can increase the likelihood of becoming a victim. Children's Social Care referrals are highest for younger children with 45% concerning children less than 5 years old. Many agencies accept domestic violence as an indicator of child abuse. Significant numbers of children referred to social services for the primary reason of domestic violence had previous referrals for neglect (13%), parenting support (6%) and suspicion of physical abuse (5%).

As well as being direct victims, a number of studies have highlighted the impact of witnessing domestic violence. Over half of recorded violent assaults witnessed by a child aged 10 or less have been domestic offences.

Having previously been a victim of domestic abuse is the greatest known risk factor for future victimisation. West Yorkshire Police figures show a repeat rate of 45%, Accident and Emergency records indicate repeats at 57% and Children's Social Care records indicate repeats at 49%.



Ethnicity and Domestic Violence

Domestic violence occurs across all ethnic groups and under-reporting of abuse is widespread. The available data from police and social service records indicate an over-representation of BME groups amongst victims and perpetrators of domestic violence, with disproportionate numbers of Black or Black British victims and perpetrators.

Housing

In the last ten years there have been substantial changes in housing market conditions in Leeds and in the patterns of housing choice and use made by households and individuals. With Leeds growing economically and becoming a thriving regional centre, a 'two-speed' housing market has emerged. There is a clear gap between parts of the city where there is considerable affluence and a buoyant (and often overheated) housing market, and parts where housing is in poor condition, housing markets are frail, and where there exists significant social and economic deprivation.

Affordability

The average house price in Leeds is £183,000 (July 2010), higher than the regional average of £169,100. There are huge variations in property prices across the city with average house prices ranging from £50,000 in Halton Moor to £774,000 in Harewood. The following tables detail the ten Lower Super Output Areas (LSOAs) with the lowest and highest average house prices in 2009.

The Hometrack system provides valuable information on housing affordability in the city. The house price to earnings ratio currently stands at 6.2 :1 compared to a regional figure of 5.9 :1. The earnings data relates to a single person in full-time employment. The majority of households have more than one earner and affordability is therefore based on household disposable incomes, which in Leeds equates to 5:1 compared to a regional ratio of 4.8 :1.

For areas with average prices in the bottom quartile or so it should be noted that the 'bar' for affordability has significantly raised. For example, In West Hunslet / Hunslet

Hall, the average price of £78,600 would require a single income of around £22,500 per year or a joint income of £27,100.

The following table shows the average weekly cost of renting / buying a home in Leeds.

Cross tenure affordability	1 bed property	2 bed property	3 bed property
Renting – Housing Association	£63.90	£70.20	£75.40
Renting – Intermediate	£87.00	£110.00	£123.00
Renting – Private	£109.00	£137.00	£154.00
Buying a lower quartile resale	£75.00	£106.00	£133.00
Buying an average resale	£98.00	£133.00	£168.00
Buying a 40% new-build HomeBuy	£68.00	£91.00	£116.00
Buying a lower quartile new-build	£89.00	£89.00	£169.00
Buying an average new-build	£111.00	£117.00	£199.00

Source: Leeds City Council Hometrack July 2010

Quality

The Private Sector Stock Condition Survey identified 81,800 dwellings (33%) that were classified as non-decent, which is slightly higher than the proportion for England (27.1%). At 44.3% the private rented sector has the highest proportion of non-decent dwellings compared to 31.1% in the owner occupied sector. The highest rates of non-decency are found in converted flats and also in pre1919 stock. The following table provides a breakdown of the reason for failing to meet the standard and an estimate of the cost to remedy:

Reason	Number	Cost to remedy £ million
Category 1 hazard dwellings	34,300	£91
In need of repair	27,100	£44
Lacking modern facilities	7,300	£40
Poor degree of thermal comfort	51,400	£74

Source: 2007 Private Stock Conditions Survey

It is estimated that there are 51,400 private sector dwellings in Leeds that are occupied by 'vulnerable households'. Of these an estimated 37% are classified non-decent.

There are an estimated 14,520 dwellings in Leeds that are rented through housing associations or other RSLs. Survey data shows that 5,100 (35%) of RSL households are non-decent.

At September 2010, 88.4% (51,105) of local authority dwellings complied with the Decent Homes Standard. This is an improvement of 1,428 properties made decent since 2009/10. The target is to have over 96% decent by the end of 2010–11.

Homelessness

Leeds Housing Options Service reported 2233 applications for homelessness between April and October 2010. Of these, 586 (26%) are recorded as households with children.

	No. of applications	Percentage of all applications
Not known	1	0.04%
Couple no children	93	4%
Family with children	223	10%
One parent family	363	16%
Single *	1481	66%
60+ single	38	2%
couple 65+	3	0.13%
friends 2+ beds	31	1%

* an element of the single households will have dependents or be pregnant but the code not updated

Of the 586 households reported as containing children:

- 149 are aged 16 – 24
- 292 are aged 25 – 40
- 145 are over 41

There is a higher number of households with dependents on the Leeds Homes register at 34%, a total of 9547 LHMs.

At the end of Q2 2010-11 there were 75 homeless households in temporary accommodation. Of these 38 households had dependent children with a total of 61 children.

Financial Support

Sustained levels of low incomes for families is a root cause of child poverty. This section seeks to identify the number of children affected by poverty through; benefits and free school meals data. This is followed by analysis of the effects on children living in poverty with primary research undertaken in 2010 into the extent of financial exclusion being presented, along with data and information on fuel poverty. Finally, barriers to progress, the potential local implications of changes to government policy and funding cuts are considered.

Children affected by poverty

Benefits

The Employment and Adult Skills section details the number of people in Leeds on out of work benefits. The data shows that the number of people claiming out of work benefits in the most deprived areas of the city is more than double the city average.

This section concentrates on understanding the benefits received by families.

Child or Working Tax Credit

Tax credits are a flexible system of financial support designed to deliver support as and when a family needs it, tailored to their specific circumstances. They are part of wider government policy to provide support to parents returning to work, reduce child poverty and increase financial support for all families. However, the support received is usually based on a families previous years income.

Tax Credits are made up of:

Child Tax Credit (CTC)

Brings together income-related support for children, and for qualifying young people aged 16-19 who are in full time non-advanced education or approved training, into a single tax credit, payable to the main carer.

CTC is made up of two elements:

- the **family element**. This is paid to any family responsible for at least one child. The family element can be higher if the child is aged under one. The maximum available is £545 a year.
- the **child element**. This is paid for each child or young person in the family. The child element may be higher if a child has a disability. The maximum which can be paid is £2,300 a year.

The way CTC is calculated is complex. However, adults responsible for at least one child and with an income of less than £50,000 a year, should receive CTC at or above the family element. When calculating CTC, HMRC take into account a family's income, the number of children in the household, their ages and whether they have any disabilities. For working families, the amount of hours worked, and childcare costs are taken into account.

Working Tax Credit (WTC)

Provides in-work support for people on low incomes, with or without children. It extends eligibility to in-work support to people who work 16 hours or more a week

The table below shows recipient families receiving Child or Working Tax Credit in West Yorkshire and Leeds, April 2010. Tax credits are awarded dependant on circumstances and then the amount paid is affected by income levels and tapers, therefore some families will receive more than the family element and others less.

	With children							Without children	Total families
	Out-of-work benefits		With CTC more than the family element		With CTC at or below the family element		Childcare element ¹		No
	Families	Children	Families	Children	Families	Children	Families		
West Yorkshire	57,500	113,500	115,300	222,400	56,500	84,200	21,900	23,100	252,400
Leeds	18,200	35,000	32,700	60,000	18,600	27,900	6,900	6,700	76,100

¹ Families benefiting from the childcare element are included in those receiving CTC above the family element and are not counted separately in the total numbers

Households in receipt of local authority administered benefits

The following information is derived from the City Council's benefits database and provides a snapshot of the data from November 2009. The data shows that 18,818 (5.8%) families with children in Leeds are in receipt of council administered benefits (Council Tax and Housing Benefits). Overall there are approximately 35,000 children in households in receipt of benefits.

Household in receipt of local authority benefits in Leeds		
	Number	Rate*
All households in receipt of benefits	76,646	23.6%
With residents aged 60+ only	33,337	10.3%
Lone parents	13,339	4.1%
Couples with dependent children	5,479	1.7%
Single people (under 60)	21,069	6.5%
Couples (under 60) – no dependent children	3,422	1.1%
	Number	Rate*
All people in households on benefit	127,966	16.6%
Children in households on benefit	35,309	26.6%

Rate* - rate of all households liable for Council Tax
Rate** - rate of all people and all children under 16 respectively from 2008 MYEs

Analysis of the data at the MSOA level shows considerable variations across the city:

- The numbers of lone parents in receipt of Council Tax and / or Housing Benefit range from just 9 in South Headingley to 373 in the Comptons / Sutherlands / Nowells area of Harehills
- Over a quarter of all children in the city live in households that are claiming Council Tax and / or Housing Benefit but at the MSOA level rates range from 2.4% in Bardsey / East Keswick / Collingham / Linton / Harewood to 59.8% in the Comptons / Sutherlands / Nowells area of Harehills
- There are 28 MSOAs in the city where 40% or more of the children living in those areas are in families that are in receipt of Council Tax and / or Housing Benefit

Free School Meals

Eligibility for free school meals (FSM) is a proxy indicator of deprivation. According to Leeds City Council data from January 2010, 21,500 primary school pupils and 18,300 secondary school pupils were eligible for FSM.

Percentage of pupils in Leeds schools eligible for free school meals				
	2007	2008	2009	2010
Primary	20.3	19.7	19.9	21.5

Secondary	17.9	17.2	18.0	18.3
Total	19.4	18.7	19.2	20.3

Source: School Census

The criteria for FSM eligibility is slightly different and potentially narrower than that for being classed as a child in poverty. For example, those living in families eligible for working tax credit are not eligible for FSM. This goes some way to explain the lower proportion of children eligible for FSM than those deemed in poverty.

The table below shows the percentage take up of free school meals in primary schools in local authorities across the region over the last three years. In Leeds 83% of free school meals were taken, this is below the regional (85%) and national averages (86.6%). In the region only Hull, North East Lincolnshire, North Yorkshire and York have a lower take up.

% taken of eligible free school meals in primary schools			
Local authority	2008	2009	2010
Barnsley	82.6	84.1	86.3
Bradford	84.2	85.7	87.1
Calderdale	86.8	86.4	88.6
Doncaster	86.2	86.2	87.6
East Riding	82.1	80.9	83.5
Kingston upon Hull	77.2	80.4	79.8
Kirklees	85.4	88.9	89.7
Leeds	80.5	83.0	83.0
North East Lincolnshire	82.1	86.1	82.9
North Lincolnshire	89.6	88.3	87.0
North Yorkshire	82.7	84.2	82.2
Rotherham	83.1	81.6	84.0
Sheffield	81.5	82.3	83.0
Wakefield	80.7	88.1	87.9
York	77.6	78.2	79.6
Yorkshire and the Humber	82.6	84.4	85.0
England	83.9	85.1	86.6

The table below shows the percentage take up of free school meals in secondary schools in local authorities across the region over the last three years. Since 2008 there has been an increase in take up of free school meals in Leeds of nearly 8%, despite this increase in 2010 the take up rate in the city of 73% is still lower than the regional (76%) and national (78%) averages.

% taken of eligible free school meals in secondary schools			
Local authority	2008	2009	2010
Barnsley	58.7	58.7	61.5
Bradford	75.4	79.7	85.3
Calderdale	80.9	74.2	72.7
Doncaster	68.6	72.8	74.2
East Riding	57.6	62.4	64.7
Kingston upon Hull	63.0	69.1	79.9
Kirklees	75.3	80.5	84.3
Leeds	65.3	70.8	73.1
North East Lincolnshire	72.7	73.3	82.7
North Lincolnshire	79.0	75.7	70.1
North Yorkshire	74.9	75.9	75.2

Rotherham	68.7	69.6	68.8
Sheffield	73.2	70.8	72.0
Wakefield	70.6	77.5	79.7
York	78.9	71.2	70.8
Yorkshire and the Humber	70.4	73.1	75.9
England	75.4	77.1	78.4

Financially excluded families

Access to affordable financial services, taken for granted by the vast majority of citizens, is not generally available to those who live in the more deprived parts of our major cities.

In 2004 Leeds City Council undertook a survey of 410 households in the most deprived areas of the city to assess the extent of financial exclusion. This survey was the catalyst for developing a citywide financial inclusion partnership and strategy. In 2010 the household survey was repeated in order to examine the extent to which residents experiences had changed.

Some of the questioning in these surveys enable us to identify households by type and composition and of particular relevance is the numbers of households with children and therefore the impact of financial exclusion and how it affects them.

As in 2004 the 2010 survey, surveyed residents in the five most deprived wards in Leeds (seven in 2004 due to boundary changes). In addition, the 2010 survey covered four areas with average levels of deprivation, in part to assess the effect of the recent recession. A total of 902 people were interviewed face to face in their homes from the following areas;

Repeat sample	Number of interviews	Percentage
Beeston Hill	85	14%
Burmantofts	60	10%
Gipton	36	6%
Halton Moor	52	9%
Harehills	96	16%
Holbeck	75	12%
Little London	50	8%
Belle Isle	15	2%
Richmond Hill	44	7%
Seacroft	45	7%
South Farm	44	7%
Total	602	100%
Extended sample		
Upper Armley	75	25%
Rothwell, Robin Hood	75	25%
Yeadon	75	25%
Gipton Wood	75	25%
Total	300	100%

Almost half the sample households (47%) had children aged 18 or under. In the repeat sample (high levels of deprivation), 14% of the sample were lone parents with at least one child aged 18 or under. A total of 26% were couples with children.

In the extended sample (medium indices of deprivation) 9% were lone parents with at least one child aged 18 or under, and 28% were couples with children.

	Repeat sample	Extended sample
One adult under 60	16%	7%
One adult 60 or over	9%	11%
Two adults both under 60	14%	17%
Two adults at least one 60 or over	7%	8%
Three or more adults 16+	5%	8%
Lone parent	14%	9%
Couple plus child/ren	26%	28%
Extended family with children	3%	3%
Young adult with parents	5%	8%
Other	*	
Base: complete sample	593	300

Unemployment: 55% of households in the repeat sample and 38% in the extended sample had no one in paid employment (or self employment). Discounting those people of retirement age, the group with the highest levels of worklessness in both sample areas were lone parents (78% repeat sample and 70% extended sample), this compares to 28% (repeat sample) and 20% (extended sample) for couples with children.

Free school meals: Just under half of all respondents (46%) in the repeat sample who had children in the household aged between 5 and 16 said they were eligible for free school meals, ranging from 23% of owner occupiers to 59% of social housing tenants. In the extended sample, 36% of respondents with children aged 5-16 were eligible for free school meals.

Effects of living in poverty

Financial exclusion

The 2010 household survey demonstrates that a significant number of residents with children living in both the most deprived areas of the city and in areas with medium levels are experiencing financial exclusion.

Compared to the survey average, residents with children are more likely to;

- Have less savings
- Have financial difficulties
- Have difficulties paying fuel bills
- Be concerned about getting in debt
- Be falling behind with payments and be getting into debt
- Use sub prime credit
- Use credit to pay for day to day living expenses

On a more positive note, survey respondents with children are also more likely to have heard and be a member of Leeds City Credit Union, and have a bank account than in 2004.

A more detailed breakdown of these findings are as follows.

Level of savings

The proportion of the sample with no savings has increased since the survey conducted in 2004. In the repeat sample (high levels of deprivation), 75% had no savings at all or under £100, this compares to 58% of respondents in 2004. This rose to 92% of lone parents in the repeat sample and 69% of couples with children.

In the extended sample (medium indices of deprivation), 47% had no savings at all or less than £100. Again lone parents (74%) were most likely to fall into this category. A greater proportion of couples with children (58%) were also likely to have no saving at all or less than £100 when compared to the total sample.

Proportion of sample with no savings				
	Repeat		Extended	
	Base	No savings or < £100	Base	No savings or < £100
Total	594	75%	300	47%
Lone Parent	85	92%	27	74%
Couple with children	154	69%	84	58%

Repeat sample - high levels of deprivation as in 2004, Extended sample areas with medium levels of deprivation

These levels of savings are well below the national average. Nationally, 34% of the population have no savings at all and 20% have savings of less than £1500 (Family Resources Survey, DWP 2007/08). However, in this study, 75% either had no savings at all or savings of below £1000.

In terms of how frequently people save, 71% of lone parents in the repeat sample and 59% of couples with children don't save. Lone parents who do save (29%) are most likely to save at least once a month (13%), where as couples with children who save (41%) are most likely to put money away as and when they can.

Frequency of saving by family type (repeat sample)			
	Total	Lone Parent	Couple with children
Don't save / never	63%	71%	59%
Save regularly - at least once a month	14%	13%	17%
Save regularly less than once a month	2%	4%	1%
I put in money as and when I can	18%	11%	22%
I have paid money in but not in past 12 months	2%	1%	2%
Base	594	85	154

Awareness and membership of Leeds City Credit Union

Just over half (52%) of **the repeat sample** said they had heard of Leeds City Credit Union, an increase from 30% found in 2004. 56% of lone parents were aware of the credit union in 2010 which is an increase of 14% since 2004. There has also been an increase in the number of couples with children who are aware of LCCU from 27% in 2004 to 47% in 2010.

In terms of membership 9% of all households interviewed were members of the credit union. Lone parents are significantly more likely to be members (22%). However the number of couples with children who are members of LCCU (6%) is lower than the survey average.

Amongst **the extended sample** respondents 45% said they were aware of Leeds City Credit Union. Awareness was significantly higher amongst lone parents (63%) and couples with children (56%).

In terms of membership of the credit union, 5% of sample households were members. Once again the number of lone parents who are credit union members is significantly higher (19%). 8% of couples with children in the extended sample were LCCU members.

Impact of recession

Respondents were asked to say how much impact the current financial situation or recession was having on their finances. Respondents with children, particularly in the repeat sample (high levels of deprivation), were more likely to say the recession had an impact on their finances.

Impact of the recession on finances				
	Repeat		Extended	
	Base	Mean	Base	Mean
Lone Parent	85	6.2	27	5.7
Couple with children	154	6.1	84	5.5
Total	594	5.8	300	5.1

Results are presented as mean score where 1 is no impact at all and 10 is a great deal of impact. Repeat sample - high levels of deprivation as in 2004, Extended sample areas with medium levels of deprivation

All respondents rating the impact on their finances as 5 or above were asked what this impact had been. The main reasons were price rises making it more difficult to pay bills and someone in the household being made redundant. A selection of comments made are listed below:

"I have less money, no extra money, I am struggling. I can't afford to do the things I want to do with my children."

"I worry about work, money and my health. I can't provide for my family what I would like to."

"I don't have enough money to do the things with my family that I want. Fuel bills are too high, there is not much work, I can't buy enough food."

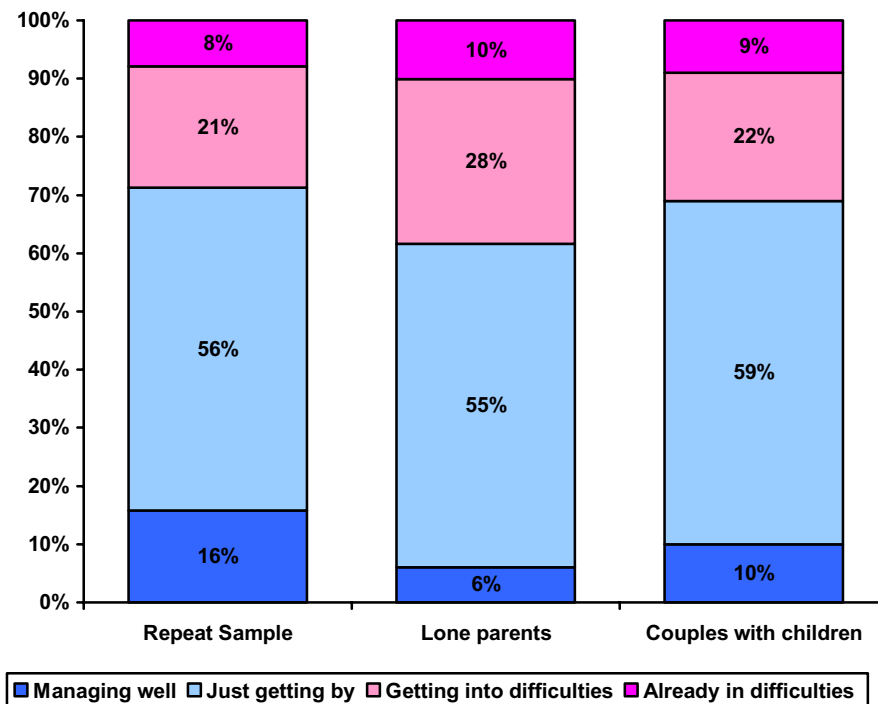
Managing money

The survey showed a picture of people finding it difficult to get by financially. In the repeat sample (high levels of deprivation), just over a quarter (29%) of this sample were finding it difficult to get by financially. The proportion of respondents finding it difficult to manage their money has increased significantly since 2004, when just 9% said they were getting into difficulties.

Lone parents (39%) and couples with children (31%) were more likely than average to say they were getting into difficulties or already in difficulties.

At present how well do you think you are managing your money, Repeat sample (high levels of deprivation)?

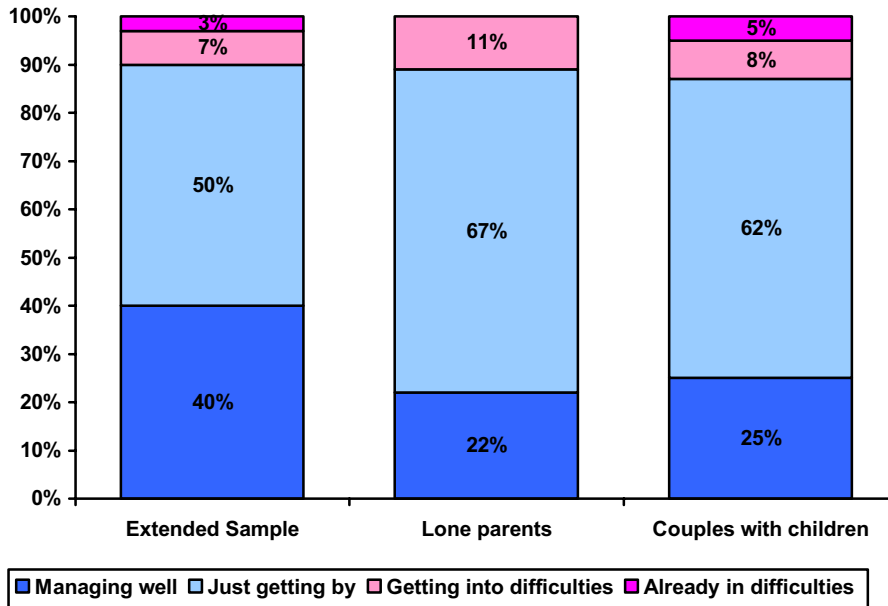
Base: complete sample



(594 Repeat sample (high levels of deprivation))

In the extended sample (medium indices of deprivation), overall, 7% were getting into difficulties and 3% were already in difficulties. 11% of lone parents and 13% of couples were getting into difficulties.

At present how well do you think you are managing your money, Extended sample (medium indices of deprivation)?



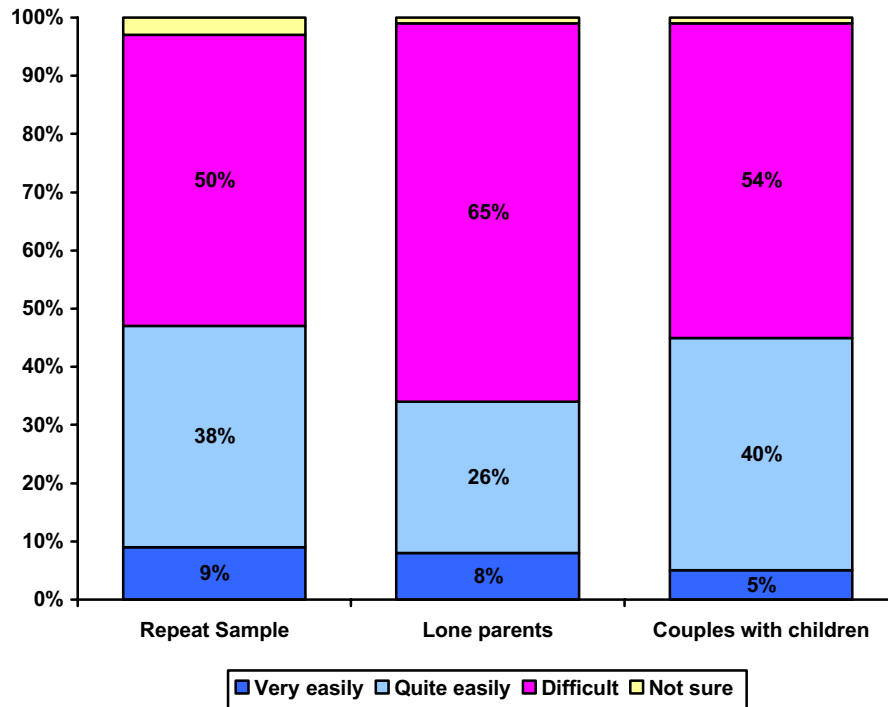
Base: complete sample (300 Extended sample (medium indices of deprivation))

Difficulties with paying fuel bills

In recent years fuel prices have increased significantly. In the repeat sample (high levels of deprivation), half the sample were having some difficulty with paying their fuel bills. Overall, 9% said they managed very easily and 38% fairly easily. Again there is a far higher proportion of respondents finding it difficult than was found in 2004 (when 17% said they had some difficulty or found it very difficult).

Lone parents (65%) couples with children (54%) were the more likely to report difficulties than the survey average.

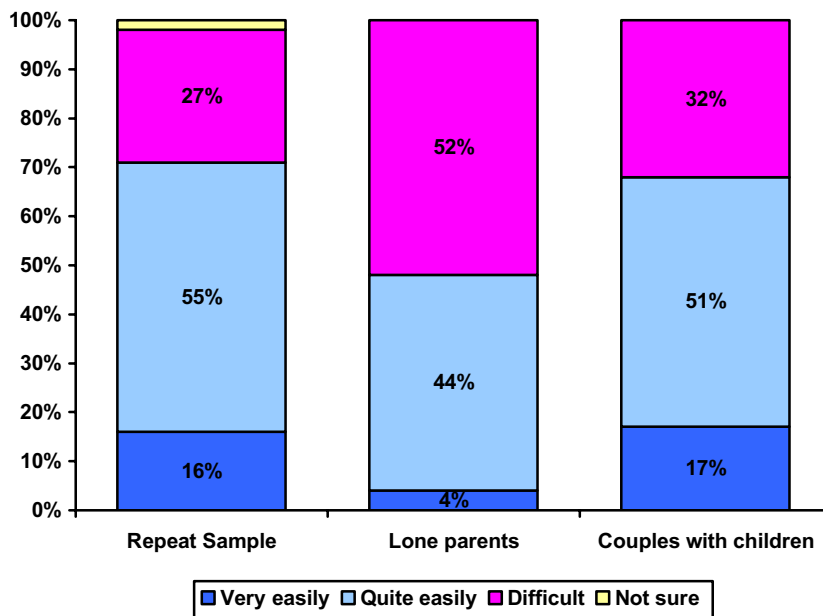
How well would you say you manage your fuel bills, Repeat sample (high levels of deprivation)?



Base: complete sample (594 Repeat sample (high levels of deprivation))

In the extended sample (medium indices of deprivation), 27% of respondents had some difficulty paying their fuel bills. This figure almost doubles amongst lone parents (52%). Couples with children are also more likely to experiencing problems (32%).

Figure 4.8 How well would you say you manage your fuel bills, extended sample (medium indices of deprivation)?



Base: complete sample (594 Repeat sample (high levels of deprivation))

How people pay their fuel bills

When asked how they paid their fuel bills, more than half the respondents (57%) from the repeat sample pay for their fuel using a prepayment meter, which often attract a higher charge. 78% of lone parents use this method, 49% of couples with children.

A far higher proportion of respondents in The extended sample (medium indices of deprivation) pay by direct debit (61%), (Figure 4.8). Private rented tenants in the extended sample areas were more likely to pay by direct debit that private rented tenants in the more deprived repeat sample areas.

Concern about getting into debt

Overall 59% of respondents in **the repeat sample** are worried about getting into debt, this compares to 40% in 2004. There has also been a rise in the number of lone parents (77% in 2010, 52% in 2004) and couples with children (58% in 2010, 43% in 2004) who are worried about getting into debt compared to 52% in 2004.

45% of **the extended sample** respondents are worried about getting into debt. Lone parents (63%) and couples with children (57%) are more likely to be worried about getting into debt.

Experience of getting into debt

In both sample areas lone parents and couples with children are more likely to have fallen behind with debts. In the repeat sample areas lone parents (59%) were particularly likely to have fallen behind with bills. In the extended sample more couples with children (39%) have fallen behind with debt than lone parents (33%).

Proportion of sample who have fallen behind with one or more payments in past two years				
	Repeat sample		Extended sample	
	Base	One or more debts in past 2 years	Base	One or more debts in past 2 years
Total	594	39%	300	26%
Lone Parent	85	59%	27	33%
Couple with children	154	41%	84	39%

Effects of debts on family life

The survey asked what effect, if any, being in debt had on their lifestyle or family life. The results for both samples were very similar. Almost half those with debts said it had caused them worry or stress but 19% said it had little or no effect.

Other impacts included family arguments, a lack of any social life, not being able to do things with their children, cutting back on food and drinking more.

Effects of debts on family life or lifestyle	
	All with current debts both samples
Stress/worry	47%
None	19%
Cut back our spending	14%
Depression	11%
Can't go out, can't do anything, no social life	11%
Family arguments	5%
I can't do things I would like with the children	5%
Not sleeping well	4%
My health has deteriorated	4%
Buy less / cut back on food	3%
Drinking more	1%
We are cold, cutting back on heating, afraid to put heating on	1%
Just no money left	*
Had to sell things	*
I am short tempered	*
Feel guilty owing family money, they struggle too	*
Base: all with current debts	227
* number of responses below 1%	

Ownership of a bank account

A total of 81% of respondents in The repeat sample (high levels of deprivation) areas said that they had a bank or building society current account. This is an increase from the 70% found in 2004. The number of lone parents with a bank account has increased by 21% since 2004. Whereas the majority of couples with children (96%) now have a bank account (74% in 2004).

Sources of credit currently used

In the repeat sample area lone parents (38%) are far more likely than the average (22%) to use sub prime sources of credit. Whereas couples with children (25%) are slightly more likely to use expensive forms of credit.

Proportion of sample with selected forms of credit, excluding mortgages (Repeat sample)					
	Base	No borrowings	Regular credit	Has expensive credit	Social fund only
Total Repeat sample	594	56%	20%	22%	2%
Lone Parent	85	44%	12%	38%	7%
Couple with children	154	50%	24%	25%	1%

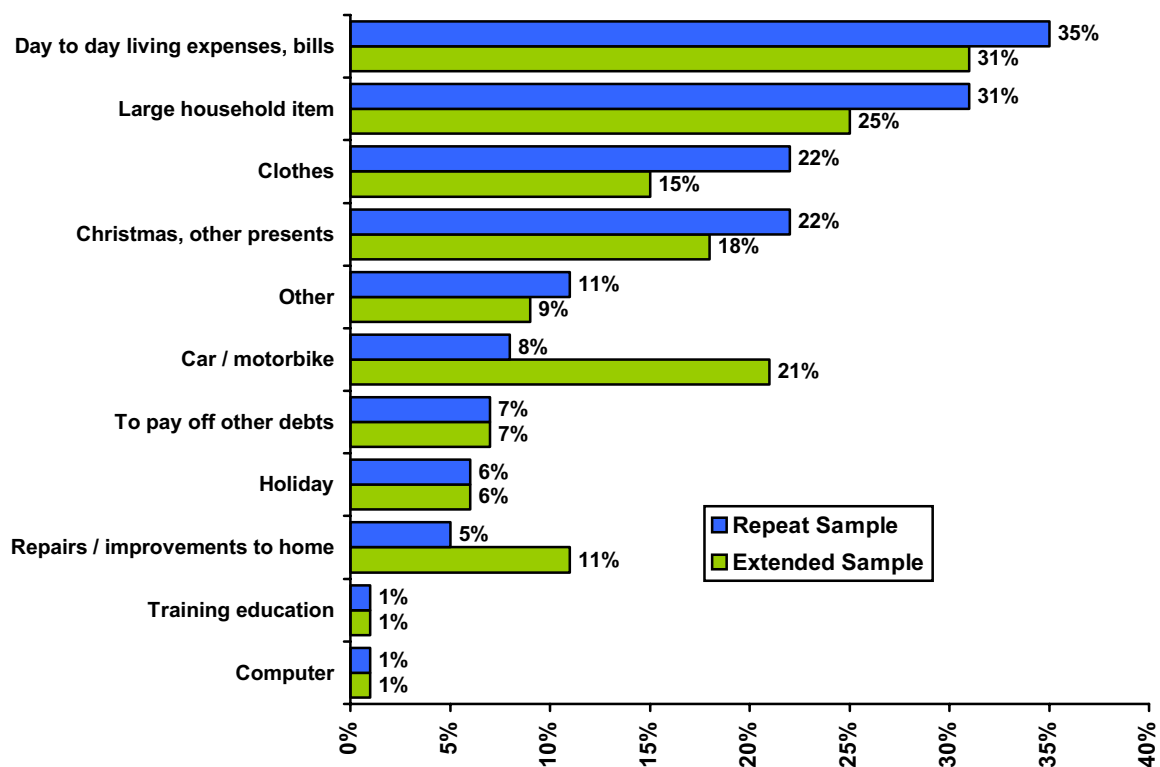
In the extended sample 10% of all households have expensive forms of credit. Again the number of respondents with children (22% lone parents, 17% couples with children) with these sub prime forms of credit is significantly higher than the survey average.

Proportion of sample with selected forms of credit, excluding mortgages (Extended sample)					
	Base	No borrowings	Regular credit	Has expensive credit	Social fund only
Total Extended sample	300	62%	26%	10%	2%
Lone parent	27	48%	19%	22%	11%
Couple with children	84	40%	43%	17%	-

Purpose of loan or credit

Overall across both sample areas 38% of those with credit said it was to pay off debts or for day to day living expenses. Once again a greater proportion of people with children (42% for lone parents and couples with children) said they used credit for this reason.

Purpose of credit or borrowings- all who have credit



Fuel poverty

Substantial increases in energy costs over recent years have led to a rise in the number of low income households who cannot afford to heat their homes.

Vulnerable fuel poor households are categorised as those which contain children under 16 or disabled, long term ill and anyone over the age of 60 or in receipt of benefits. These households tend to be on lower incomes, although not necessarily in receipt of state benefit, and at the same time may have less access to capital to improve their homes or appliances. Their fuel bills will be higher while their incomes may be lower than those of people who are out at work all day.

Fuel Poverty levels have been calculated using self-declared income levels, and fuel costs from the UNO Energy database.

The table below shows the levels of fuel poverty in Leeds by Area Management Team. It shows that 22% of household in Leeds are considered to be fuel poor, with 18% considered to be "vulnerable". The table demonstrates that households in the inner east and inner south areas of the city are most vulnerable to fuel poverty.

Fuel Poverty by Area Management Team							
AMT	Total	Vulnerable	Non Vulnerable	AMT Sub-Sector	Total	Vulnerable	Non Vulnerable
East Northeast	22%	20%	2%	Inner East	35%	32%	3%
				Inner North East	22%	19%	3%
				Outer North East	13%	11%	1%
South East	22%	19%	3%	Outer East	18%	16%	1%
				Inner South	31%	27%	4%

				Outer South	20%	17%	3%
West Northwest	22%	16%	6%	Inner North West	30%	17%	13%
				Outer North West	15%	13%	2%
				Inner West	26%	21%	5%
				Outer West	20%	18%	2%
City wide	22%	18%	4%				

The table below shows that people in receipt of benefit, and those recovering from a long term illness are most “vulnerable” to fuel poverty. In total 18% of those aged 16 or under are classified as “vulnerable” to fuel poverty.

Fuel Poverty in Vulnerable Groups	
Household Category	% Fuel Poor
Aged 16 or under	18%
Aged 60 or over	27%
Disabled	28%
Recovering from a long term illness	37%
In receipt of benefits	43%

Barriers to progress

The data and information presented within the chapter has demonstrated the financial difficulties being experienced by families on low incomes. It is evident that the downturn in the economy over the past two years has further exacerbated the issues faced. For example, despite the efforts of Leeds city council and partners to address financial exclusion through an innovative and wide ranging strategy, financial exclusion in the city has grown since 2004. These findings mirror the national picture and indicate that the influence of national factors, both economic and policy, significantly impact locally.

Provision of financial support services in Leeds have shown significant benefits to families particularly those with children. Being able to continue these services at pre 2011 levels will prove to be particularly challenging. Below is an assessment of likely changes which will create significant barriers to progress in alleviating child poverty.

Advice

From April 2011, there is likely to be a reduction to the support, advice and guidance available to families to assist with financial issues.

Funding for legal aid in social welfare law (debt, housing and benefits) has declined in recent years. In 2011 the Legal Services Commission is funding only 660 new cases for debt advice in Leeds (compared to the 2,500 dealt with through FIF each year). In the longer term, the government plans to remove legal aid support for debt, housing and benefits problems in all but the most extreme cases involving loss of housing or liberty.

As public spending cuts take effect, funding for other advice services is also expected to come under threat in 2011, with organisations like Citizens Advice Bureaux and Law Centres being particularly vulnerable to such cuts.

Affordable credit

The original financial exclusion research undertaken in 2004 highlighted the need for affordable financial services to be delivered locally. Since this time Leeds City Credit Union (LCCU), has been working to increase its presence across the city, and membership to financially excluded residents.

LCCU currently has seven branches across the city and has increased its adults members from 10,200 in 2004 to 21,600 in 2010. The increase in membership has been as a result of concentrated efforts to offer affordable financial services to financially excluded individuals. Of the 20,400 adult members of the credit union:

- 8,410 (45%) live in the top 10% most deprived SOA's
- 2,240 (12%) live in the top 20% most deprived SOA's

Therefore, over 56% (10,650) of LCCU members live in the top 10% and 20% SOA's combined.

Research undertaken in 2004 and 2010 has shown that these areas of deprivation are also the ones that are most exposed to the activities of doorstep lenders and other high cost lenders. Anecdotally, these areas are also the target of illegal money lenders. The existence of the credit union in the community is therefore vital in enabling residents to have an alternative to spiralling debt.

Currently Leeds City Credit Union operates a loan scheme on behalf of the Department for Work and Pensions (DWP). The "growth fund" is funded through the provision of a £2.5 million capital loan pot and, in addition to this, DWP provide revenue to enable the credit union to administer the loan fund. The growth fund formally ends at the end of March 2011. If the scheme is not continue this will result in a loss of revenue funding for the credit union of £375,000. The capital fund will be retained and the credit union is contractually obliged to continue making loans available for the next 10 years but they may not receive revenue support to enable them to deliver this commitment. The reduction in the credit union's ability to promote and deliver loans to low-income families could reduce the level of affordable credit to families with young children and therefore reduce the ability to support a family's finances in this way.

Currently LCCU rejects a significant number of loan applications. This is because loans made to low-income families in Leeds' more deprived communities are a high risk area of the lending market from a purely business point of view. The credit union is constrained in terms of the level of interest they can charge for their loans. Organisations which do not operate under credit union rules are unable to offer loans at higher interest rates and many social lenders operate at close to 40% APR. Credit union interest rates are capped at 2% per month or 26.8% APR. There have been requests that legislation is changed to enable credit unions to operate at higher interest rates for some of their loans, in order that they can service at higher proportion of the high risk market without jeopardising the sustainability of their core business.

The credit union in Leeds has been able to operate through six additional community based branches located within Leeds City Council One Stop Centres and neighbourhood housing offices. These operate in the more deprived areas of Leeds. Although this is very effective it still represents a relatively low level of geographic spread for the delivery of affordable credit services. Doorstep lenders, pawnbrokers and cheque cashing shops, are located in many local district centres and estate shops across Leeds. For the credit union to compete with this market, it must have the ability to deliver affordable banking and credit services through a greater number of outlets across the city. This is a significant barrier to their ability to penetrate this market and to offer services to low income families.

Benefits & Welfare Reform

The June 2010 emergency budget and the October Comprehensive Spending Review announced reforms to the Welfare system and cuts to public spending. These changes are likely to have an impact on people in Leeds and possible consequences are set out below.

Benefits and Tax Credits to increase in line with the Consumer Price Index (CPI)

- Previously, all welfare benefits were increased in line with the Retail Price Index (RPI). In future welfare benefits will rise in line with the Consumer Price Index (CPI) which excludes mortgage payments, council tax and a range of housing costs such as insurance and estate agent fees.
- RPI currently stands at 5.1% with CPI being 3.4%. Both can go up or down in response to market conditions but generally CPI has usually been lower.
- So in cash terms benefits would have risen by 31% since 2000 under RPI, but just 20% under CPI.
- Going forward this change is likely to result in depreciation of the value of welfare benefits of around 1-2% per year. Research shows that because of their household spending pattern, people on low incomes face much higher inflation rates than the CPI which means they could fall even more behind (JRF 2010)

Local Housing Allowance to be set at 30% of local rents

- The local housing allowance provides housing benefit entitlement for tenants renting in private sector accommodation in England and Wales. LHA is currently set at the median of local private rents. This means that 50% of local private rents are within the LHA rate. From October 2011 only 30% of local private rents will fall within the LHA rate
- From 2013/14 LHA rates will be up-rated in line with the CPI. Currently they are adjusted monthly to reflect the actual rents in the area. This will have two significant impacts: firstly it will erode LHA rates over time as rents have generally risen faster than CPI; secondly, by using a national index, it will break the link with the movement of local rents
- There will be some transitional protection. When a claim is now reviewed the claimant will be protected from the LHA reduction for a period of 9 months. For example if their claim is reviewed on 10th May 2011, they will not have their benefit reduced until 13th February 2012.
- However if a tenant has a change of address, a break in their claim or a change in their household that means that they qualify for a different rate of Local Housing Allowance, after 1st April 2011 the reduction will be applied immediately. For example if they change address on 14th October 2011 they will lose protection from the lower LHA rate on 17th October 2011

In Work Poverty

Employment is not always an effective route out of poverty. 59% of children living in poverty have a parent in paid work. (IPPR Sept 2010). As a result, in work benefits such as Working Tax Credits make a huge difference in increasing real wages for those on low incomes, helping to lift some families out of poverty. Recent announcements in the CSR will reduce the value of and restrict entitlement to WTC for low income families.

- From April 2012. to receive WTC couples with Children will have to work 24 hours between them and one must work at least 16 hours.

This will significantly impact on households who face a sudden drop in income if the main earner is made redundant. Tax Credit support may be withdrawn from these households, reducing income levels further and increasing chances of poverty.

- Freezing of both basic and 30 hour element of WTC from April 2011

Up-rating Tax Credits in line with the CPI rather than RPI will reduce the value of Tax Credits. This is further compounded by freezing these elements from April 2011. To maintain the value of Tax Credits at the 2010/11 rate, they would have to be up-rated in line with RPI. This will not happen and the overall loss to a family entitled to both elements, based on RPI/CPI future predictions, could be £391 a year (£7.50 a week) by 2013 (Citizens Advice 2010)

Housing Benefit cut by 10% for JSA claimants

- From 2013/2014 any claimant on JSA for more than 12 months will have their HB cut by 10%.

Maternity + Child Benefits

- Health in pregnancy grant will be abolished from 2011. In pregnancy all mothers will lose the non-means tested grant of £190
- The Baby element of child tax credit will be abolished from 2011/12. All families with babies under one will lose the £545 baby element of child tax credit.
- Sure Start Maternity Grant of £500 will be cut from all but the first child from 2011/12
- Child Tax credits will be increased by £150 above CPI in 2011/12 and £60 above CPI in 2012/13. However, this gain may be offset by the losses outlined above. For example, a lone parent on income support, or a couple on Jobseekers Allowance who have a baby in 2012, would gain £210 a year in extra child tax credit but could lose over £1,200 as a result of the other changes described above.
- Some families receive help with their Childcare costs through the tax credits system. From April 2011 tax credits childcare costs will be reduced from 80% to 70%. Help with Childcare costs has meant significant financial incentives for lone parents to move into work. Reducing this support will reduce this incentive.
- From April 2011 Child Benefit will be frozen for three years. From 2013 it will no longer be universal being withdrawn from higher rate taxpayers. In addition Child Benefit reaches more poor families than any means tested forms of support (CPAG 2010)

- Child Tax Credit will be increased by £180 above CPI in 2011/12 and £110 above CPI in 2012/13. Taking together however, the freezing of Working Tax Credit payments along with the freezing of child benefit and – where relevant – reduction in childcare costs is likely to more than offset the gains from the increase in CTC.

Two case studies below illustrate how families will be impacted by these changes. It is estimated that families claiming benefits and/or tax credits will see their incomes fall by 10-15% on average, as a result of the changes announced.

Case study one: John and Rachel

John and Rachel have a 2 year old girl and a 5 month old baby. They have a mortgage of £750 pcm and Council Tax of £1,200 p.a. Both are employed John earns £315.76 per week for working 39 hours. Rachel is on statutory maternity pay of £104 per week. The family received a Health in Pregnancy grant of £190 whilst Rachel was pregnant.

Current Income

Wages	£315.76
Statutory Maternity Pay	£104
Child Benefit	£33.20
Child Tax Credit	£109.27 (£10 baby element)
Working Tax Credit	£11.76
Total Weekly Income	£574
Weekly Housing Costs	£173 per week (mortgage) £23 per week (Council Tax)
Total Weekly Income after Housing Costs	£378

Predicted Income following announced changes

John and Rachel would receive incomes gains of £7.87 per week as a result of the changes announced.

Gain £3.84 per week for the increase in the tax allowance

Gain £4.03 per week as Tax Credits increase

However these gains would be offset by the following losses

Weekly Losses	Explanation
£1.20 per week from Uprating	Previously benefits were up-rated in line with the Consumer Price Index. In future they will be up-rated in line with the Retail Price Index. It has been estimated that this will mean a depreciation of all benefits by 1% per annum
£2.94 per week Child Benefit	Child Benefit will be frozen for 3 years
£3.84 per week Tax Credits	The taper on Tax Credits is increasing from 39% to 41%. People will lose £20 for every £1,000 over the threshold of £6,420. Someone earning £16,420 will lose £200 per year in tax credits which will offset the

	gain from the increase in the tax threshold. Someone earning £26,420 will lose £400 per year
Lose £19.71 Tax Credits	£2500 of any drop in income disregarded for tax credit purposes. Households will not see their tax credit awards adjusted their income has fallen by more than £2500. Whilst Rachel was on maternity leave their family income dropped by £2,550 but only £50 drop in income was counted for their Tax Credit award
Lose £10.48 Tax Credits	The baby element of Tax Credit will be discontinued.
Lose £3.65 per week	The Health in Pregnancy grant is scrapped
In total these losses amount to £41.82 per week	
Their new weekly income after housing costs will be £344.05	
This represents a loss of £135.80 a month or £1,675.40 per annum	

Case study two: Paul and Laura

Paul and Laura are a young couple with a 3 year old son. Laura works 20 hours per week and earns £127.03 per week. Paul worked 35 hours a week earning £210 per week. Following a car accident which prevented him from working, Paul was receiving statutory sick pay. His sick pay ran out and he is now on Employment Support Allowance in the work related activity component.

The couple rent privately and pay £100 per week in rent and £19 per week in Council Tax. They also pay £105 per week in Childcare as Paul is too unwell to care for son Steven. Paul has been refused Disability Living Allowance twice.

Current Income

Wages	£127.03
Employment Support Allowance	£91.40
Child Tax Credit	£54.57
Child Benefit	£20.00
Working Tax Credit	£73.81
Local Housing Allowance	£100.00
Council Tax Benefit	£19.00
Total Weekly Income	£468.08
Weekly Costs	£100 Rent £105 Childcare £19 Council Tax
Weekly Income after Housing/Childcare costs	£262.08

Predicted Income following the announced changes

Paul and Laura will receive income gains of £7.87 per week as a result of the changes announced

Gain £3.84pw (£200.00pa) for the increase in the tax allowance

Gain £4.03pw (£210pa) as Tax Credit award is increased by this amount

However these gains would be offset by the following losses

- Lose 1% of all benefits per year as they will now be rated on the Retail Price Index instead of the Consumer Price Index. A loss of £1.20 per week
- Lose £1.77 as Child benefit is frozen for 3 years
- Lose £19.71 (£1025pa) in Tax Credits as income drops of only £2500 and over are counted in TC calculation. Since receiving ESA their income has dropped by £6167.20 but only £3667.20 of this drop is counted.
- Lose £10pw (£520pa) as LHA is now based on the 30th percentile rather than the 50th percentile of rents in the area.
- **In total these losses amount to £32.68 per week**
- **Their new weekly income after housing costs will be £237.27**
- **This represents a loss of £98.84 a month or £1,284.92 per annum**

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Originator: Kate Arscott

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Report of the Head of Scrutiny and Member Development

Scrutiny Board (Children's Services)

Date: 20 January 2011

Subject: Recommendation Tracking

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Introduction

- 1.1 Each Scrutiny Board receives a quarterly report on any recommendations from previous inquiries which have not yet been completed.
- 1.2 This allows the board to monitor progress and identify completed recommendations; those progressing to plan; and those where there is either an obstacle or progress is not adequate. The board will then be able to take further action as appropriate.
- 1.3 A standard set of criteria has been produced, to enable the board to assess progress. These are presented in the form of a flow chart at Appendix 1. The questions should help to decide whether a recommendation has been completed, and if not whether further action is required.
- 1.4 When the last report was presented to the Board in December 2010, there was one recommendation for which no current update was available. This is now attached.

2.0 Recommendation

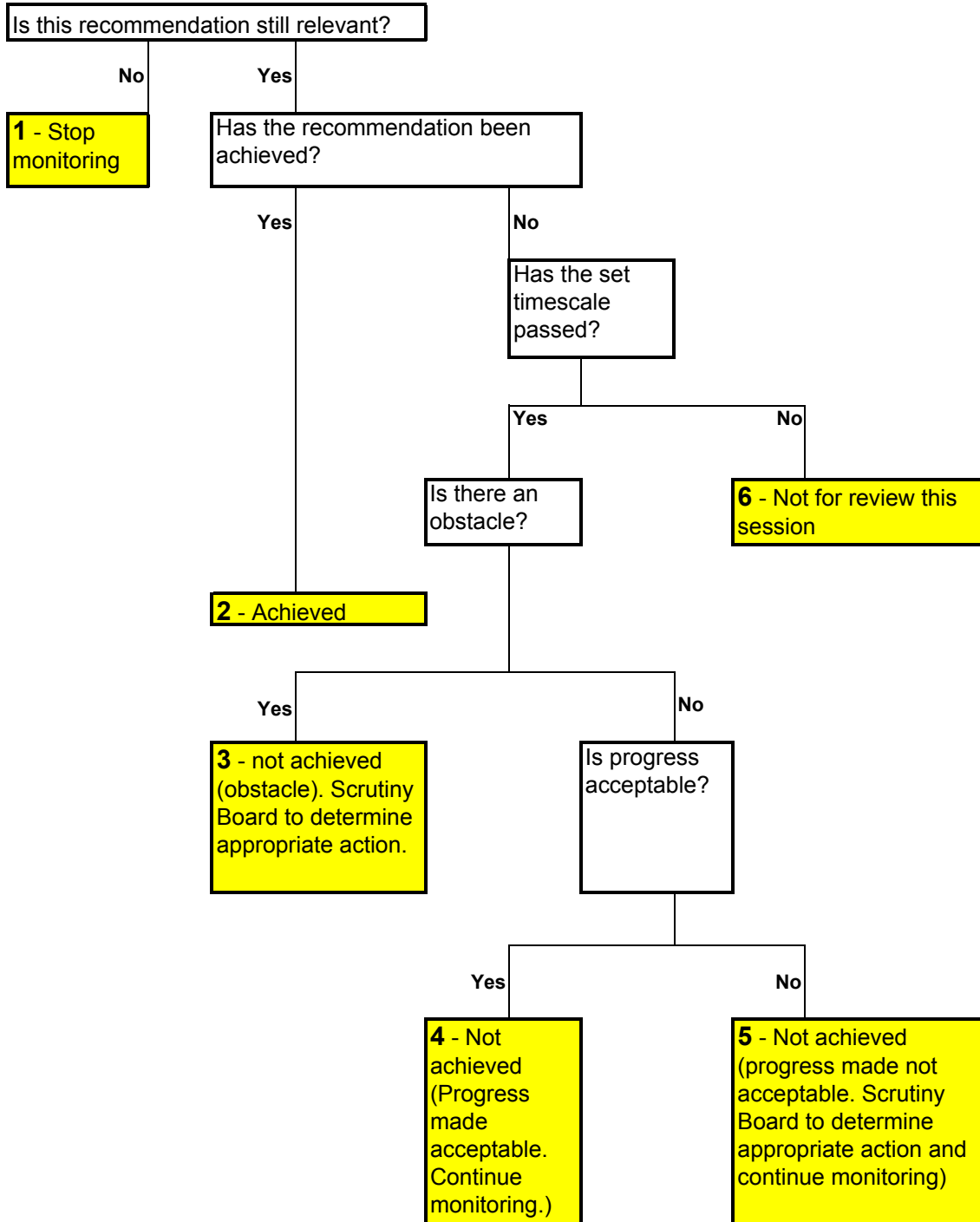
- 2.1 Members are asked to agree the category to be assigned to recommendation 2 of the youth services user surveys inquiry.

Background Papers

Recommendation Tracking - Report to Overview and Scrutiny Committee – 4 December 2006

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Recommendation tracking flowchart and classifications:
Questions to be Considered by Scrutiny Boards



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	Recommendation	Stage	Complete
2	<p>That the Director of Children’s Services and the Chief Executive of Education Leeds explore children and young people’s participation in activities and identify barriers to participation in more depth, either by including questions in the next Every Child Matters survey or by developing a separate survey using the Be Heard survey tool.</p>	<p>4 (not achieved) Progress made acceptable. Continue monitoring</p>	
	<p><u>January 2011 update</u></p> <p>We continue to recognise the importance of understanding barriers to participation. The Every Child Matters survey steering group have considered the scrutiny recommendation, however it is not felt that using the ECM survey would be the best way to build a more detailed understanding around this issue. Officers from different areas of participation work are currently working together to identify the best way to carry an effective piece of research with non-service users. The progress of this is however subject to other areas of work and limited capacity.</p> <p><i><u>Director’s Response</u></i> <i>It is agreed that understanding barriers to participation is an important area of work. Officers will explore the most appropriate way to gather young people’s views on this. This may involve using the Every Child Matters survey, or the Be Heard survey tool, but it may also be that another approach is considered more likely to gather a wider range of opinions from those young people who do not currently participate.</i></p> <p><i>The new Children’s Trust Board are also investigating opportunities to widen participation and will be working with young people to explore suitable opportunities.</i></p>	<p>Propose to monitor again in 6 month’s time.</p>	

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Report of the Head of Scrutiny and Member Development

Scrutiny Board: Children's Services

Date: 20 January 2011

Subject: Draft Scrutiny Inquiry Report – Outdoor Education Centres

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Introduction

- 1.1 This report presents the conclusions and recommendations arising from the Scrutiny Board's work on outdoor education centres. Members decided in June 2010 that they wished to look at outdoor education facilities supported by the Council. The Board also received a request from Councillor Atkinson for scrutiny of Herd Farm.
- 1.2 The draft report is attached for approval.

2.0 Consultation

- 2.1 Scrutiny Board Procedure Rule 14.3 states that "where a Scrutiny Board is considering making specific recommendations it shall invite advice from the appropriate Director(s) prior to finalising its recommendations. The Director shall consult with the appropriate Executive Member before providing any such advice. The detail of that advice shall be attached to the report".
- 2.2 There is no specific advice that the Director wishes to offer at this stage, prior to making a formal response to the final recommendations.
- 2.3 Once the Board publishes its final report, the Director of Children's Services will be asked to formally respond to the Scrutiny Board's recommendations within three months.

3.0 Recommendations

3.1 The Board is requested to:-

- (i) Agree the Board's report and recommendations.
- (ii) Request that a formal response to the recommendations is produced in line with normal procedures for scrutiny inquiry reports.

Background papers

None

**Draft Scrutiny Inquiry Final report
Outdoor Education Centres
January 2011**

Draft



Introduction and Scope

Introduction

1. The Scrutiny Board (Children's Services) decided in June 2010 that it wished to look at outdoor education facilities supported by the council. The possibility of scrutinising this area had initially been raised towards the end of 2009/10. In addition, Councillor Atkinson made a request for scrutiny of Herd Farm in June 2010. This request was accepted by the Board and incorporated into the work on outdoor education centres.
2. It was agreed that this work would be undertaken by a working group of the Board. Membership was confirmed at the new Board's first meeting in June.
3. The working group's findings, which were endorsed by the full Scrutiny Board, are presented below.

Scope of the Inquiry

4. The purpose of our work was to consider the value for money of the council's funding of the three centres.
5. It was agreed that the work would specifically cover Herd Farm, Lineham Farm and Silverdale Holiday Camp. At the first meeting of the working group, members received a summary report on the operation of each of the three centres.
6. Members of the working group visited both Herd Farm and Lineham Farm in north Leeds. They also visited Nell Bank in Ilkley, a centre run by Bradford Council, as a comparison.
7. It was not possible for practical reasons to visit Silverdale Holiday Camp, which

is located on Morecambe Bay in Lancashire. However the working group were able to see a CD picture tour of the facilities and the two members of the working group who had visited Silverdale previously were able to share their knowledge of the centre and its facilities with the other members.

Anticipated Service Impact

8. We hope that the working group's findings, and the Scrutiny Board's recommendations, will have a positive impact on the service by encouraging significantly more joint working to maximise available resources and to improve the service provided.
9. We also hope to see more Leeds schools considering using the centres as a resource for their pupils.



Conclusions and Recommendations

Silverdale Holiday Camp

10. Silverdale Holiday Centre is a purpose built residential centre located in an area of outstanding natural beauty overlooking Morecambe Bay. It is wholly owned and maintained by Leeds Children's Holiday Camp Association.
11. Leeds Children's Holiday Camp Association is a registered charity that was founded in 1904 to provide free residential holidays for disadvantaged and socially excluded children from Leeds. The Silverdale centre was completed in 1954.
12. Application forms are sent out at the beginning of each year to all primary schools and cluster groups in order to obtain referrals of children aged 7-11. Further applications are received from Social Care to accommodate vulnerable children at short notice. Residential experiences are offered free of charge.
13. The net cost to Leeds City Council in 2010/11 is £69,670 in the form of a grant. Unlike the other provisions they do not receive benefits in kind from Leeds City Council. Considerable additional income is generated by Leeds Children's Holiday Camp Association. 350 disadvantaged children benefited from a free holiday at Silverdale in the 2009 holiday season.
14. In addition a further 444 children and young people benefited from using the centre as a base for walking, cycling, bird watching, Duke of Edinburgh Award and many more activities. These users will not have been from Leeds in the main.
15. During the course of our inquiry we were made aware of an in year cut of £8,746 (12.5%) in the grant to be paid to Silverdale. The cut was a result of the in-year reduction in Area Based Grant to the council announced by the new government. The Integrated Youth Support Service strategy had been to spread the cuts across all grant-funded organisations.
16. It was confirmed that no further in-year cuts were currently anticipated for any of the centres. The position for next year and the longer term would depend on the impact of the comprehensive spending review due to be announced in October.
17. Members asked about the impact of the anticipated in-year cut at Silverdale. They were reassured that the Centre should be able to manage this through other funders and the income generation referred to above.
18. We learned that an officer from the Early Years Service had been acting as Business Support Adviser for Silverdale for the past three years. Commercial use of the centre included hiring it out to groups such as Scouts, walkers and bird watchers during the winter months when schools seemed reluctant to book the centre. There had recently been a wedding at the centre. Silverdale's marketing strategy had raised £17,000 over the last year and had already exceeded that target this year. Silverdale was intending to approach Bradford schools to try to drum up custom for the autumn and spring terms.
19. It was confirmed that schools have first refusal on use of the centre, but choose not to do so during the autumn term and most of the spring term.



Conclusions and Recommendations

20. We also learned that Silverdale has a link with Leeds Metropolitan University media students, and also with a French school. The university's student volunteer body is looking to help Silverdale further.
21. We learned that Silverdale has 1 full-time and 1 part-time manager plus a site manager as the only permanent staff. This is supplemented by 6 qualified staff, a cleaner and 3 on-site volunteers as the seasonal staff. Further local volunteers are used as and when required.
22. We were impressed by the centre's success in reducing costs and developing marketing opportunities, as described by the Business Support Adviser based in the Early Years Service. We felt that similar approaches could be usefully explored and adopted at Lineham Farm and Herd Farm.
23. We were not able to get accurate figures on the current use of Silverdale by Social Care, other than a statement that 13 children had visited in the recent past. We were however advised that Silverdale would be willing to be used more extensively by Social Services, including for emergency placements, although the costs for this would need to be negotiated.
24. We have been made aware during our regular overview of Children's Services

that the greatest pressure on the existing budget is the rising number and cost of social care external placements. We therefore think that this opportunity needs to be explored in more detail as a possible viable option to help address in small part the financial problem of placements.

Recommendation 2
That the Director of Children's Services explores the scope for children's social care to make more effective use of Silverdale Holiday Camp, and reports back to us in 3 months.

Recommendation 1
That the Director of Children's Services considers extending the role of the Business Support Adviser to include Herd Farm and possibly also Lineham Farm, and reports back to us in 3 months.

Lineham Farm

25. Lineham Farm is a renovated 17th century farm complex with its own woodlands, wetland and surrounding farm land, including livestock. It is run through partnership arrangements between Lineham Farm Trust and Leeds City Council. The Trust provides the residential facility itself and holds a 110 year lease on the farmstead and paddock. The Council provides a staff team and revenue support.
26. Lineham Farm, situated three miles from Herd Farm, was converted and renovated in the early 1990s as a major initiative of the Lord Mayor's Charity appeal at the time.
27. The Centre is used mostly by primary schools and by groups of children aged below 11.
28. Schools accessing experiences at Lineham Farm have done so free of charge up until September 2010 at which point a subsidised fee was



Conclusions and Recommendations

introduced in line with the position at Herd Farm.

29. The net cost to Leeds City Council in 2009/10 was £245,000 with significant additional funding invested and secured by the Lineham Farm Trust. 1400 children benefited from Lineham Farm in 2009/10.
30. Lineham Farm was reported to have a successful approach to accessing funds through the Trust arrangement. The centre is also hired out privately at weekends to generate income.
31. We learned that in previous years, the Council has left the Lineham Farm Trust and the staff team based at Lineham Farm largely to its own devices. This now needed to be revised into a proper service level agreement in the near future, in consultation with the trustees. Some of the issues being debated and indeed resulting in change are causing tensions for all concerned.
32. Officers confirmed that the 2010/11 budget setting process had included a statement on efficiencies to be made at Herd Farm and Lineham Farm including the introduction of charges at Lineham Farm. In addition it had been proposed to merge the staffing structures across the two centres. However, following constructive discussions with the trustees of Lineham Farm, this proposal was no longer being pursued.
33. The working group visited Lineham Farm on 30 September, where they met with the Manager and one of the trustees.
34. It was acknowledged that savings needed to be identified from other sources as a result of dropping the proposed staffing merger. This included more effective working practices to reduce over-time. Lineham Farm considered that it was about 80% of the way to meeting its target savings for the current year.
35. The present arrangement is that Leeds City Council funds the cost of food and staffing for the residential provision. The Trust covers other costs, and also has its own employees and volunteers. It was explained to us that the Trust aspired to be a model of governance in line with the new government's vision of greater public/private partnership.
36. The Manager confirmed that all schools were made aware of the eligibility criteria for Lineham Farm. Bookings were then offered on a first come, first served basis. Some schools do not have a big enough group of children (24) who meet the criteria.
37. It was confirmed that charges for use of Lineham Farm had been introduced from September this year. This was the result of the budget setting process for 2010/11, confirmed by a delegated decision of the Director of Children's Services on 1 July 2010. The charge is £1,800 for a four and a half day residential for up to 24 pupils (the centre's capacity).
38. In particular we learned that a hardship fund of £50k had been set up for 2010/11 which can be used to assist any school which genuinely cannot afford to send its pupils to Lineham Farm.
39. Currently Children's Services administer the hardship fund. The criteria being used is any school with a year end balance of less than £10k. At the time



Conclusions and Recommendations

that we met no school had met this criteria so no waiving of the charge had been applied. However, we were alerted to one potential case where this may happen.

40. All schools that had made bookings for this term had been notified of the charges by the Manager of the centre. Two schools had cancelled their bookings because of the charges; they had not met the criteria to have charges waived. Alternative schools had taken up the places.
41. We did discover that some schools had only learned very late on that a charge was being introduced for Lineham Farm from September 2010. We understand that there were some delays and uncertainties around the introduction of the charges. Nevertheless we feel it is regrettable that the schools concerned did not receive a clear early indication that charges may apply to help them in their own planning.
42. Members were given a tour of Lineham Farm. They had the opportunity to see a primary school residential group having breakfast and taking part in various activities, as well as noting that a group of volunteers from a Leeds employer was working in the garden. Cllr Atkinson, chair of the trustees, joined members to tour the site.

Herd Farm

43. Herd Farm is an 18th Century Grade 2 listed farm which was converted into a residential education centre in 1999. It opened in 2000 and is wholly owned and operated by Leeds City Council. Herd Farm is an integral aspect of Leeds Youth Service. It can accommodate up to 40 people at a time on a residential basis.
44. Herd Farm, adjacent to Eccup Reservoir and the Harewood Estate, is situated in 16 acres of land and has retained much of its original character. The capital funding for the major conversion and restoration work was provided by the Council.
45. The Centre is used mostly by high schools and by youth groups within the Youth Service age range of 11-19. This includes an allocation to each ward of at least one residential per year at Herd Farm. Herd Farm is used as a base for Duke of Edinburgh expeditions.
46. Some primary schools also use the centre, for example those whose pupils do not meet the criteria for Lineham Farm.
47. Schools accessing experiences at Herd Farm have paid a subsidised fee since 2002.
48. The net cost to Leeds City Council in 2009/10 was £127,000 with 3,900 young people benefiting from visits to Herd Farm. Significant additional infrastructure and capital asset costs are also met by the council.
49. It was confirmed that Herd Farm needs to be close to fully utilised in order to guarantee the required level of income. The key target at present is to increase the number of day bookings that can run alongside existing residential programmes.
50. There are fewer residential during the week in term-time. In addition to the residentials, Herd Farm has a sessional rate of £9.50 per pupil per hour.



Conclusions and Recommendations

51. The VINE service - for young people aged around 20-24 with physical disabilities and learning difficulties - uses the site for accredited courses about twice a week.
52. Herd Farm is looking to develop as an off-site provider of alternative education programmes for pupils struggling at school. This will generate additional income from Education Leeds. They provide a 12 week accredited course including elements of literacy and numeracy for pupils who are out of school. There is a benefit to having youth work staff involved as they have specific skills in engaging these young people.
53. We were told that Herd Farm did introduce a policy on private use some years back but unfortunately this had resulted in complaints from neighbours due to excessive drinking and therefore this had ceased. The working group suggested that consideration be given to reintroducing private use on a similar footing to that described at Silverdale.
54. It was noted that there was a balance to be struck with regards to accessibility, if wider marketing takes place. For example, Herd Farm was currently booked every weekend except one up until Christmas; there was a risk of private bookings reducing availability for the key target groups.
55. Schools from outside Leeds pay twice as much as Leeds schools, although this is still a subsidised rate. Provision for Leeds schools remains a priority, with alternative sources of local income being sought (such as the off-site provision) rather than being tempted to give preference to non-Leeds schools.
56. It was suggested that there may be an opportunity to explore external bookings in December/January when school bookings are lower.
57. As a user of Herd Farm, one of our teacher representatives confirmed that the range of unusual activities available on site is part of the attraction for schools. There is also the added bonus that all risk assessments are in place so that school staff do not need to do these.
58. The working group visited Herd Farm on 30 September, where they met with the Manager. The manager of Lineham Farm and one of the trustees accompanied the working group, as they had not visited Herd Farm previously.
59. Herd Farm has also been exploring opportunities for providing respite care for children with disabilities, as well as discussing opportunities with the SILCs and the Pupil Referral Units (PRUs). A SILC residential is to be tried before Christmas. John Jamieson and PHAB already use the centre.
60. Herd Farm is open for 50 weeks of the year. They are looking at ways to encourage Leeds schools that don't currently use Herd Farm to attend, possibly including taster sessions.
61. Staffing costs include maintenance, administration and ancillary services such as cleaning. There can be up to three changeovers per week. The distinction needed to be made between 'youth work' and activity work in terms of staffing required.
62. Herd Farm does attract volunteer help through business in the community, but does not have access to the



Conclusions and Recommendations

sponsorship that Lineham Farm gets as a charity. It was suggested that contact be made with the Grammar School at Leeds, as their sixth form pupils undertake a year's community service.

63. Savings are being made through better procurement, and also by only buying essential equipment rather than funding new developments. Whilst understanding the reason for this decision in the current climate, we were concerned about the potential long-term impact on quality of the provision.
64. There was a possibility of Herd Farm being able to bid to provide residentials for the government's Citizens' service programme.
65. Officers confirmed that an interim 'emergency' structure was currently operating at Herd Farm. Changes had been made in anticipation of the proposed staffing merger with Lineham Farm which was now not going ahead. However, the appropriate numbers of qualified staff were in place for all activities.
66. The key staffing change that had taken place was that Activity Workers were replacing Youth Workers. This saves money as Youth Workers are paid more in part due to the fact that they are normally expected to work some unsocial hours. Youth Workers from Herd Farm had been deployed elsewhere within the youth service.
67. It was confirmed that Herd Farm does not have any staff specifically responsible for fundraising. The centre has raised money through the Youth Capital Fund in the past.

68. Members felt that Herd Farm would benefit from wider 'ownership' than the youth service in terms of promoting and supporting its activity. This could draw in councillors, but also potentially the universities and colleges, employers and schools.

69. We discussed the potential establishment of a 'Friends of Herd Farm' organisation to support the centre. We learned that this had been considered in the past but had never been set up.

70. We also discussed the potential for Herd Farm to become a Trust as Lineham Farm and Nell Bank currently are. This could open up additional opportunities for fundraising, but we were warned that this could place Herd Farm in direct competition with Lineham Farm for funds and trustees with the required expertise if a separate trust was established.

71. We believe that Children's Services should consider the future governance arrangements for Herd Farm, but we have no preconceived view of the outcome.

Recommendation 3
That the Director of Children's Services considers future governance options for Herd Farm's long term sustainability, including the establishment of a 'Friends' organisation or exploring a Trust option, and reports back to us in 3 months on any avenues to be pursued in more depth.



Conclusions and Recommendations

Nell Bank

72. Councillor Coulson shared some of his experience with the working group, having represented Leeds City Council on various outdoor education centres over the past 15 years, including Ingleborough and Buckden in the Dales, and also Nell Bank near Ilkley where he is a trustee. Nell Bank is run by Bradford Council. All of these centres are used extensively by Leeds schools.
73. Councillor Coulson facilitated a visit for the working group to Nell Bank on 13 October where members met with the Centre Manager.
74. The visit started with a presentation and discussion in the new residential building funded by Aiming High for Disabled children government funding to provide access for all. It includes a range of bedroom and bathroom facilities such as hoists and adjustable equipment. The accommodation is used for children with autistic spectrum conditions as well as those with physical disabilities.
75. The Nell Bank Trust are responsible for the land and buildings. Staff costs are met by Bradford City Council. They fund 60% of the salary by top-slicing the base budget, and the rest comes from fees.
76. The centre's philosophy is focused around ensuring access for all, especially those who would not otherwise be able to come to such a facility.
77. The centre provides for about 20,000 visitors per year. About 80% of this is day visits and 20% residential. The capacity for residential provision is a maximum of 64 pupils when the inclusion unit is in full use. At one time the centre could only accommodate a maximum of 24, but this is less than a full class group which was considered a distinct drawback.
78. Nell Bank charges £17 per night residential stay and instruction per pupil. The groups bring their own bedding and food which cuts down on costs, including cleaning. A commercial rate would be closer to £200. The day visit charge is £8.50 (£6 up to 7 years). The centre operates a policy of accommodating as many requests as possible to tailor programmes to individual requirements. The centre also operates on a Saturday morning.
79. There will be up to four different groups on day visits in the summer, with up to 200 children on site. The centre increases its capacity by having the residential groups doing some activities off-site. In the winter there may only be one group visiting per day.
80. There is an annual Family activity day for 400 people, which is oversubscribed. This raises about £1,500 - £2,000 for the centre.
81. The centre is also available on a commercial basis, and is used by the council as a training venue as well as by private companies, for example for team building sessions, and for weddings.
82. 81% of Bradford primary schools attended the centre last year. 19 Leeds schools used Nell Bank last year.
83. Usage last year included approximately 1,000 Foundation stage pupils; 4,000 Key Stage 1; 5,000 Key Stage 2; 4,000 secondary and adults; 3,500 residential visits and 3,000 others.



Conclusions and Recommendations

84. The centre incorporates good environmental features wherever possible to assist with costs.
85. There is a small permanent staff – Centre Manager, resident warden, senior training officer, instructor. There is also 15 hours of admin time per week. The centre employs 4 students at a time for a period of 1-2 years on a salary of £9,000 to assist with activities.
86. The use of students on placement from university to complement the permanent staff was put forward as an example of good practice.

Recommendation 4
That the Director of Children’s Services explores the potential to use students on a similar basis to Nell Bank in order to reduce costs, and reports back to us in 3 months on a decision whether or not to proceed.

87. The centre assumes responsibility for children’s safety during activities and carries out all the risk assessments. They also provide information on links between the centre’s activities and the curriculum. Members felt that this would be particularly attractive to schools. More detailed publicity information was circulated.
88. Councillor Coulson reported that he had arranged for all schools in Leeds to receive information about Nell Bank through the weekly ‘school envelope’ delivery.
89. Members of the working group then had the opportunity for a tour around the site before leaving. There were a number of activities taking place with groups of children.

90. The Centre Manager at Nell Bank offered to work further with youth service staff and continue to exchange ideas and good practice.
91. Members were pleased about the opportunities for co-operation, and that the variation in offer along with the levels of local demand mean that the centres do not need to feel that they are in direct competition with one another to the detriment of each other’s viability.

Recommendation 5
That the Director of Children’s Services ensures that the links established with Nell Bank are maintained to maximise joint benefits for the centres.

School Funding

92. Members and officers confirmed that they valued the provision offered by the centres very highly. In consequence we wish to stress that any move towards self-financing must not lose sight of the principle of ensuring that those pupils whose families cannot afford to pay still get access to these opportunities. This is a particularly strong theme of all the centres considered.
93. Funding for the use of outdoor education facilities is included as part of the Dedicated Schools Grant (DSG). Schools are empowered and indeed positively encouraged to use funds for residential and non-residential activities of the type offered by the centres involved in this inquiry.
94. There is no specific allocation within the funding allocated to schools for residential activities but any of the resources that schools have can be



Conclusions and Recommendations

used to support this type of expenditure as it would certainly be expected to provide an educational benefit.

95. School governing bodies are also empowered to spend any resources available to them supporting any activity that they feel will bring an educational benefit to pupils. New regulations allow schools to spend any of their resources on an even wider remit, any purpose connected with the function of the Children's Trust Board. The new regulations effectively mean that schools can apply any of the £480m in support of such activity, but it is a governing body decision, and must take into account any charging policy of the governing body. Some schools also pass on the costs of these activities to parents.

96. The formula allocations to schools are generally based on a series of indicators of need that are used to distribute all of the available resources to schools.

97. Many of the resources delegated to schools are allocated based on levels of deprivation, hence schools serving more deprived communities will have access to higher levels of funding. However, it falls to the governing body/headteacher to determine how resources are deployed, and to determine the relative merit of spending resources on one activity compared to any other.

98. Responsibility for support for outdoor education and school visits primarily rests with the governing bodies of schools and over the past few years schools have received large increases in funding directed at personalisation and the provision of extended services, including the deprivation subsidy grant that totals over £2.5m in 2010/11.

99. The costs of provision at Herd Farm and Lineham Farm are still being subsidised, so are significantly cheaper comparative to many alternative providers, especially private sector centres.

100. The Scrutiny Board intends to circulate its report to all schools and also to all councillors who are school governors to encourage them to promote use of the facilities.

Recommendation 6

That the Director of Children's Services ensures that all schools are reminded of the value of outdoor education activities for pupils, and of the value for money offered by Lineham Farm, Herd Farm and Silverdale Holiday Camp.

Joint Working

101. Throughout our meetings, and during our visits to Lineham and Herd Farms, we discussed the proximity and complementary objectives of the two facilities.

102. Having had the opportunity to see the facilities at first hand, and to learn about the services they provide in more detail, we support in principle the continued operation of the two facilities.

103. However, we agree with officers that, in order for this to be a sustainable approach in the longer term, significant savings need to be achieved, and the most effective way to do this would appear to be through greater co-operation between the two facilities on both a formal and informal basis. This



Conclusions and Recommendations

includes the streamlining of costs where possible.

104. We were disappointed that it has taken so long for council officers and the trustees of Lineham Farm to establish a realistic dialogue about the future. We hope that the conversations that are opening up between the trustees and Youth Service officers, which both parties assured us were very positive, will enable both facilities to enjoy a successful future.
105. We identified a number of areas that we would encourage the two centres to pursue together. These include the sharing of skills and experience; making best use of the facilities and activities that are available across both sites; administration costs; procurement; marketing; and fund raising.
106. In particular, we felt that Herd Farm and Lineham Farm could learn from some of the examples of entrepreneurial practice that we heard about from Silverdale and Nell Bank and which are listed in the relevant sections above.

Recommendation 7
That the Director of Children's Services and the trustees of Lineham Farm explore opportunities for greater co-operation between Herd Farm and Lineham Farm with the aim of securing the long term sustainability of both centres in the current economic climate.
That the Director of Children's Services and the Lineham Farm trustees be asked to confirm their commitment to this recommendation and that the Director of Children's Services reports back to us regularly on progress.

Conclusion

107. Members were concerned that their experience of being lobbied by the individual centres suggested they each saw themselves in competition with the others for a diminishing pot of financial support, and that this competition prevented them from working together and sharing successful practice in maximizing income.
108. However, we were also very impressed with the experiences on offer to the children of Leeds through the four centres that we have studied. In particular we were very pleased to see that inclusive provision is available for those with additional needs.
109. We believe that each of the centres offers a different focus, and that their future would be best served by closer co-operation in the terms that we have outlined in our recommendations.
110. We would like to conclude by thanking the officers, centre staff and trustees for their co-operation with our work and for their continued commitment to providing exciting experiences for Leeds children and young people.



Evidence

Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

Members of the working group

Councillor Judith Chapman (Chair)

Councillor Mick Coulson

Councillor Bob Gettings

Councillor Alan Lamb

Councillor Pat Latty

Ms Natalie Cox

Ms Celia Foote

Ms Claire Johnson

Reports and Publications Submitted

- Report to Scrutiny Board (Children's Services) working group for Outdoor Education Centres – 21 September 2010
- Summary of Herd Farm provision
- Summary of Silverdale provision
- CD tour of Silverdale
- Delegated Decision report – 1st July 2010 – Lineham Farm Charges 2010-11
- Report to Executive Board – 23 September 2010 – Reductions in Funding – Contracts/SLA/Grant Variations
- Lineham Farm Children's Centre Annual Report and Financial Statements for the year ended 31 March 2009
- Herd Farm bookings 2010
- Silverdale staffing, income and external use
- Staffing structure for Lineham Farm
- Staffing structure for Herd Farm
- Nell Bank leaflets and information sheets



Evidence

Witnesses Heard

John Paxton, Head of Integrated Youth Support Service
Vicky Fuggles, Senior Youth Officer
David Ball, Business Adviser, Early Years
Jean Davey, Principal Youth Officer
Steve Hannaby, Manager, Lineham Farm
Mark Lumley, Trustee, Lineham Farm
Councillor Denise Atkinson, Chair of Trustees, Lineham Farm
Denise Ragan, Youth Work Manager, Herd Farm
Bruce Fowler, Centre Manager, Nell Bank Centre, Ilkley

Dates of Scrutiny

21 September 2010
30 September 2010 – visit to Lineham Farm and Herd Farm
13 October 2010 – visit to Nell Bank Centre, Ilkley
20 October 2010

Draft

**Scrutiny Board (Children's Services)
Outdoor Education Centres
January 2011
Report author: Kate Arcott**

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Originator: Kate Arscott

Tel: 247 4189

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Children's Services)

Date: 20 January 2011

Subject: Work Programme

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Introduction

- 1.1 A copy of the board's work programme is attached for members' consideration (appendix 1). The attached chart reflects the discussions at the board's December meeting.
- 1.2 The minutes of the December and January meetings of Executive Board (appendix 2) and the current Forward Plan of Key Decisions (appendix 3) will give members an overview of current activity within the board's portfolio area.

2.0 Recommendation

- 2.1 The board is requested to agree the attached work programme subject to any decisions made at today's meeting.

Background papers

None

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**Scrutiny Board (Children's Services)
Work Programme 2010/11**

Item	Description	Notes	Type of item
Meeting date – 17 February 2011			
Combating child poverty and raising aspirations	To consider evidence as the second session of the Board's second inquiry	This meeting will take the form of site visits	RP/DP
Meeting date – 17 March 2011			
Children and Young People's Plan/Council Business Plan	To consider the draft plans		DP
Children's Services and the Children and Young People's Plan	To maintain an overview across the Board's portfolio, and to monitor the development of the Children's Services arrangements in Leeds	The Board has previously agreed to monitor progress against the priorities in the Plan on a quarterly basis	PM
Improvement Plan	To consider a progress report from the Improvement Board on actions to achieve the Improvement Plan	The Board receives quarterly monitoring reports	PM
Performance Management	Quarter 3 information for 2010/11 (Oct-Dec)	All Scrutiny Boards receive performance information on a quarterly basis	PM
School performance and Ofsted Inspections	Annual report on school performance and biannual update on Ofsted Inspections and schools causing concern	The Scrutiny Board agreed in 2006/07 to consider these reports to Executive Board	PM
Recommendation Tracking	This item tracks progress with previous Scrutiny recommendations on a quarterly basis		MSR

**Scrutiny Board (Children's Services)
Work Programme 2010/11**

Item	Description	Notes	Type of item
Meeting date – 21 April 2011			
Fostering	To receive an update on implementation of the Inspection Action Plan, and an evaluation of foster carer recruitment activity	Requested by the Board in September 2010	PM
Annual Report	To agree the Board's contribution to the annual scrutiny report		

Key:

RFS – Request for scrutiny

MSR – Monitoring scrutiny recommendations

RP – Review of existing policy

PM – Performance management

DP – Development of new policy

B – Briefings

Unscheduled Items

Young Carers – possible working group

Adoption Inspection report – awaiting publication of Ofsted report

**Scrutiny Board (Children's Services)
Work Programme 2010/11**

Working Groups			
Working group	Membership	Current position	Dates
Youth Services Commissioning Framework	Councillor Chapman Councillor Hyde Councillor Lamb Councillor Lancaster Councillor Maqsood Professor Gosden Mr Britten Ms Morris-Boam	To comment on the developing proposals Timetable has slipped from original deadline of September As a result, the Working group has been suspended until a more appropriate time	19 July 19 August
Children's Social Care System Review	Councillor Chapman Councillor Gettings Councillor Lamb Councillor Lewis	To monitor progress on an ongoing basis It is anticipated that the working group will meet 6-8 weekly	13 January 2011
Reducing Teenage Conception	Councillor Chapman Councillor Gettings Councillor Lancaster James Granger Jeannette Morris-Boam	Proposed joint working group with the Health Scrutiny Board	

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EXECUTIVE BOARD

WEDNESDAY, 15TH DECEMBER, 2010

PRESENT: Councillor Blake in the Chair

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

Apologies Councillor K Wakefield

Chair's Opening Remarks

The Chair gave apologies for absence from Councillor Keith Wakefield following his recent knee surgery. Councillor Wakefield was recovering well and it was envisaged he would return to his duties early in the New Year.

The Chair announced that Chris Edwards was stepping down as the Chief Executive of Education Leeds and today's meeting would be his last. In paying tribute the Chair said that his contribution to the young people of Leeds was outstanding and we all owed him a debt of thanks.

Board Members joined the Chair in expression their best wishes to Mr Edwards in his future endeavours

- 115 Exempt Information - Possible Exclusion of the Press and Public**
RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as exempt on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information so designated as follows.

- (a) The appendix to the report referred to in Minute No 126 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that disclosure may prejudice negotiations yet to be concluded between the Council and CES and CES's commercial interests could be prejudiced if these financial terms became available to their competitors. It is considered that the public interest in maintaining this information as exempt outweighs the public interest in disclosing the information, as disclosure would prejudice the outcome of the procurement process.

116 Late Items

In accordance with his powers under Section 100B (4)(b) of the Local Government Act 1972, the Chair consented to the submission of the following late item of business:

- Agenda Item No.20 – Ofsted’s Annual Children’s Services Assessment for Leeds – Report late because the assessment from Ofsted was only received on 9th December 2010

It was noted that supplementary information had been circulated to Board Members prior to the meeting which provided the most up to date information in respect of the Leeds local Development Framework Annual Monitoring Report 2010 (Minute No.125 refers)

117 Declaration of Interests

Councillor Blake declared personal interests in respect of the items relating to: Assessment of Adult social Care, Future Options for Long Term Residential and Day Care for Older People and Charges for Non-Residential Adult Social Care Services (Minutes Nos. 138,139 and 141 refers), due to being a Member of Middleton Elderly Aid and a Member of Belle Isle Elderly Winter Aid

Councillor Gruen declared personal interests in respect of the items relating to: Proposed Changes to the Leeds Initiative Partnership and the City Planning Framework, Solar Photovoltaic Panel Initiative and Primary Place Planning (minutes Nos. 120, 125 and 130 refers), due to being a Member of Leeds Initiative – Safer Leeds Partnership, Member of Council Housing Investment Review – Consultation Group and as Chair of the Leeds Admission Forum

Councillor Dowson declared personal interests in respect of the item relating to: Primary Place Planning (Minute No. 130 refers), due to being a Member of the Leeds Admission Forum

Councillor Lewis declared personal interests in respect of the items relating to: Proposed Changes to the Leeds Initiative Partnership and the City Planning Framework, Solar Photovoltaic Panel Initiative and Care Ring Replacement Programme – Sheltered Housing (minutes Nos. 120, 125 and 127 refers), due to being a Member of Leeds Initiative – Safer Leeds Partnership and a Member of ALMO Outer West Area Panel

Councillor Ogilvie declared personal interests in respect of the items relating to: Proposed Changes to the Leeds Initiative Partnership and the City Planning Framework, Solar Photovoltaic Panel Initiative and Care Ring Replacement Programme – Sheltered Housing, Assessment of Adult Social Care Commissioning for Leeds City Council 2009/10, Future Options for Long Term Residential and Day Care for Older People and Charges for Non-Residential Adult Social Care Services (minutes Nos. 120, 125, 127, 138, 139 and 141 refers), due to being a Member of Leeds Initiative – Culture Partnership and a Member of ALMO Inner South Area Panel and Member of Holbeck Elderly Aid

Councillor Yeadon declared personal interests in respect of the item relating to: Assessment of Adult Social Care Commissioning for Leeds City Council

2009/10 (Minute No. 138 refers), due to being a Member of North Regional Association for Sensory Support and a Member of Roseville Advisory Board

Councillor Murray declared personal interests in respect of the items relating to: Proposed Changes to the Leeds Initiative Partnership and the City Planning Framework, Solar Photovoltaic Panel Initiative and Care Ring Replacement Programme – Sheltered Housing (minutes Nos. 120, 125 and 127 refers), due to being Chair of the Leeds Initiative Climate Change Partnership and a Member of Outer South East Area Panel – Aire Valley Homes. A personal and prejudicial interest was declared in respect of the item: Towards a Strategy for Kirkgate Market (Minute No. 123 refers) due to his involvement in a charitable organisation involved in the running of a Kirkgate Market stall

Councillor Golton declared personal interests in respect of the items relating to: Proposed Changes to the Leeds Initiative Partnership and the City Planning Framework, Solar Photovoltaic Panel Initiative and Care Ring Replacement Programme – Sheltered Housing (minutes Nos. 120, 125 and 127 refers), due to being a Member of Leeds Initiative - Assembly, Leeds Initiative Executive, Leeds Initiative Going Up a league Board, Leeds Initiative – Narrowing the Gap Board and a Director of Aire Valley Homes ALMO

Councillor A Carter declared personal interest in respect of the item relating to: Proposed Changes to the Leeds Initiative Partnership and the City Planning Framework (minutes No. 120 refers), due to being a Member of Leeds Initiative – Economy Partnership and Leeds Initiative – Integrated Transport Partnership

Councillor A Blackburn declared personal interests in respect of the items relating to: Solar Photovoltaic Panel Initiative and Care Ring Replacement Programme – Sheltered Housing (minutes Nos. 125 and 127 refers), due to being a Director of West/ North West Leeds Homes ALMO

118 Minutes

RESOLVED – That the minutes of the meeting held on 3rd November 2010 be approved as a correct record.

119 Initial Budget Proposals

The Director of Resources submitted a report in accordance with the Council's constitution presenting initial budget proposals two months prior to adoption by full Council which is scheduled for the 23rd February 2011. The report presented initial budget proposals for 2011/12, in the context of the development of a new medium term financial strategy for the Council.

RESOLVED - That this report be agreed and the initial budget proposals be submitted to Scrutiny.

(Under the provisions of Council Procedure Rule 16.5, Councillors: A Blackburn, A Carter and Golton required it to be recorded that they abstained from voting on this matter)

120 Proposed Changes to the Leeds Initiative Partnership and the City Planning Framework

The Assistant Chief Executive (Planning, Policy and Improvement) submitted a report setting out proposed changes to partnership structures and planning arrangements operating at a strategic level in the city. Specifically, the report set out revisions to the Leeds Initiative Partnership framework with the aim of creating a simpler and more legible framework.

The report also sought to provide for closer integration with the planning and performance management arrangements, with a focus on effective partnership delivery of priorities. The framework also created a context for wider partnership working.

Significantly the evolution of these arrangements would impinge upon the Council's Budget and Policy Framework (contained in Article 4 of the Constitution) and the report explained some of these implications and sought Executive Board's views in advance of consideration of amendments to Article 4 by the General Purposes Committee and Full Council in the new year.

RESOLVED – That the broad direction of the proposals outlined in the submitted report be endorsed and that the responsibility for finalising the arrangements be delegated to the Assistant Chief Executive (Planning, Policy and Improvement) prior to consideration by Full Council in the new year.

121 Quarter 2 Corporate Performance Report

The Assistant Chief Executive (Planning, Policy and Improvement) submitted a report presenting an overview of performance against priority outcomes as set out in the Leeds Strategic and Council Business Plans 2008-11 so that Executive Board understood current performance and take appropriate actions as necessary.

RESOLVED -

- a) To note the overall performance against strategic priorities.
- b) That Scrutiny be requested to further investigate performance issues around closer working partnership arrangements with the Health Authority and Children's Services

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

The Assistant Chief Executive (Planning, Policy and Improvement) and Acting Director of City Development submitted a joint report which set out the current challenges facing a number of city marketing, tourism and inward investment services across the city. The report recommended the development of a new operating model for such services, in order to maximise efficiencies, whilst protecting critical functions that are at risk from public sector budget reductions, and supporting activities aimed at securing future investment and new jobs for the city.

RESOLVED -

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

123 Towards a Strategy for Kirkgate Market

(Councillor Murray, having declared a personal and prejudicial interest, left the meeting during consideration of this item)

The Acting Director of City Development submitted a report informing members of the wider context in which Kirkgate Market operates, the issues it faces and the options for its future. The report identified the key issues which need to be addressed and proposed a consultation process to inform the development of a final strategy for Kirkgate Market.

RESOLVED –

- (a) That the current rental levels be maintained and that the recommended increase be not imposed for the 1904 Hall for at least the next ten months
- (b) That the imminent maintenance and essential works to be undertaken be noted and agree the proposals to identify funding to undertake such works

- (c) That the proposed way forward on developing a strategy for the future of the market and the consultation outlined in Appendix 2 of the submitted report be agreed
- (d) That a further report on the outcome of the consultation and final strategy for Kirkgate Market be submitted to a future meeting of the Board.

(Councillor Murray resumed his seat in the meeting)

124 Leeds Local Development Framework Annual Monitoring Report 2010

The Acting Director of City Development submitted a report presenting the Annual Monitoring Report which has to be submitted to the Secretary of State (Communities and Local Government). Appended to the report was a copy of the 2010 submission for Members' consideration.

The report was considered by the Development Plan Panel on 7th December 2010 where the view was expressed that that the Executive Board be recommended to approve the report

RESOLVED - That the Leeds Local Development Framework Annual Monitoring Report 2010 be approved for submission to the Secretary of State pursuant to Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.

125 Solar Photovoltaic Panels Initiative

The Director of Environment and Neighbourhoods submitted a report seeking endorsement to develop a scheme to install a minimum of 1,000 solar photovoltaic (PV) systems on council housing at zero capital cost, which would generate a significant income over 25 years and seeking endorsement to use the income from the trial and subsequent roll-out as collateral for prudential borrowing to run a private sector free insulation scheme.

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

RESOLVED -

- a) That a partnership with CES to install at least 1,000 PV systems to Council homes before March 2012, subject to successful conclusion of contractual negotiations with CES by the Director of Environment and Neighbourhoods be approved.
- b) That the proposals concerning improvement of the economic, and environmental well-being of the whole or part of the Council's area, or all or any persons resident or present in that area, in the manner set out in the submitted report be agreed.
- c) That the CES offer to private sector households across the city in order to generate additional income be extended.

Final Minutes - Approved at the meeting
held on Wednesday, 5th January, 2011

- d) That in principle the use of the income from this trial and subsequent roll-out as collateral for prudential borrowing to run a private sector free insulation scheme be explored.
- e) That the CES experience be used to assist in developing a Council run scheme to pick up from March 2012 at the latest to increase benefits to the Council (assuming FIT payments still provide adequate incentives).
- f) That alternative options for the Council's corporate buildings be assessed and either extend the CES scheme or procure services in-house.

(Under the provisions of Council Procedure Rules 16.5, Councillor A Carter required it to be recorded that he abstained from voting on this matter)

126 Towards Integrated Locality Working
(Councillor Finnigan entered the meeting)

The Assistant Chief Executive(Planning, Policy and Improvement) submitted a report informing Members on the progress of work that was being progressed on Locality Working in Leeds. The Locality Working Pathfinder project commenced earlier this year with a view to developing more integrated locality working across public services in Leeds.

RESOLVED -

- a) That the progress made on the Locality Working Pathfinder project to date be noted;
- b) That the proposal to implement a new locality leadership model, consisting of three Area Leader roles reporting to the Assistant Chief Executive (Planning, Policy and Improvement), to lead the integrated Locality working agenda in the three council wedge areas of East North East, South East, West North West be endorsed;
- c) That a set of draft design principles as detailed in Appendix 1 of the submitted report forms the basis of what is being sought to achieve through the locality working agenda in Leeds be agreed
- d) The development of a communications strategy to consult upon and inform the further development of the work be endorsed.

(Under the provisions of Council Procedure Rules 16.5, Councillor A Carter required it to be recorded that he abstained from voting on this matter)

127 Care Ring Replacement Programme - Sheltered Housing

The Head of Housing Strategy and Solutions submitted a report seeking approval for funding the replacement of emergency alarm equipment located in sheltered housing schemes managed by the Leeds ALMOs/Belle Isle Tenant Management Organisation across the city.

RESOLVED – That expenditure of £733,000 on equipment and installations to 113 sheltered housing schemes across the city as detailed in Appendix 1 of the submitted report be authorised.

128 Development of a Rent to Mortgage Housing Model

Further to minute 193 of the meeting held on the 13th February 2009 the Director of Environment and Neighbourhoods submitted a report proposing the use of a new housing product to support people moving from renting to purchasing their homes. The report also seeks approval to dispose of ten properties to East North East Homes Limited and approve the implementation of a “rent to mortgage” scheme as set out in the submitted report

RESOLVED -

- a) That the implementation of a “Rent to Mortgage” scheme as set out in the submitted report be approved.
- b) That the disposal of ten properties to East North East Homes Limited on the terms set out in this report so as to facilitate the implementation of the Rent to Mortgage scheme be approved in principal.
- c) That the eligibility criteria for participation in the scheme as annexed to the report be approved.
- d) That the ability to make changes to the eligibility criteria be delegated to the Director of Environment and Neighbourhoods.
- e) That subject to all necessary consents being obtained the settlement of detailed terms for the leases from the Council to East North East Homes Limited be delegated to the Director of City Development.
- f) That the approval of the terms of the Assured Shorthold Tenancy and the determination of the amount of the intermediate rent be delegated to the Director of Environment and Neighbourhoods and the Director of City Development.

129 Deputation to Council - Leeds Youth Council regarding the Equality and Diversity Action Plan

The Assistant Chief Executive (Policy, Planning and Improvement) submitted a report responding to the deputation from Leeds Youth Council on the 15th September 2010.

The report outlined some of the work that had been undertaken to address the issues raised by the delegation and proposed actions to be considered by Executive Board.

RESOLVED – That the actions being taken in response to the deputation be noted.

130 Primary Place Planning for 2012

The Chief Executive of Education Leeds submitted a report seeking permission of Executive Board to consult on the latest proposals to ensure the authority meets its statutory duty to provide enough primary school places in 2012/13.

The six proposals outlined in the submitted report would create a total of 240 places for September 2012. The creation of new places was dependent on additional land being secured for educational use, the required consultation and statutory processes being followed, and sufficient capital resources being secured from the DfE.

Approval was also being sought to make available the sites listed in the report for expanding educational provision and to support the consultation on the proposals identified.

RESOLVED -

- a) That permission to consult on the proposals contained in Paragraphs 3.3 – 3.8 of the report be given.
- b) That a report detailing the outcome of the consultation be submitted for consideration at a future meeting of the Executive Board
- c) That the earmarking and utilisation of the sites listed in the report for the proposals outlined be agreed
- d) That an approach to the DfE for the necessary capital funding for these proposals be agreed.

131 Design and Cost Report and Final Business Case: Building Schools for the Future Phase 3: Mount St Mary's High School

(Prior to consideration of the following item, Councillor Golton left the meeting, with the permission of the Chair, Councillor Downes replaced Councillor Golton, but without the right to vote)

The Chief Executive Education Leeds submitted a report requesting approval of the Final Business Case for the Mount St Mary's High School Project and to authorise submission to Partnerships for Schools (PfS). The report also sought approval of the Executive Board to proceed with the design and build project for Mount St Mary's High School and approval of the Final Business case for the Mount St Mary's High School Project.

RESOLVED – That the Final Business Case for the Mount St Mary’s Catholic High School Project be approved and submission to Partnerships for Schools (PfS) be authorised.

132 Children's Services Improvement Update Report

The Director of Children’s Services submitted a report providing an update on key developments in children’s services in Leeds since August 2010.

The main focus of the report was around:

Vision for the future – through an update on work to develop a new Children and Young People’s Plan for the city by spring 2011 in line with the city’s partnership and planning context. It also referred to the complex ongoing, emerging national policy context and financial context.

Improvement Activity and Performance – through an update on the progress being made against the improvement plan and the work of the improvement board, as well as an update on other key inspection and assessment developments. Progress of the new Children’s Trust Arrangements were also briefly discussed.

Service redesign – through further details about progress on the transformation programme to deliver a more integrated children’s service. The update focused particularly on the proposed emerging model for leadership arrangements across the Council’s children’s services functions and the next stage of development on working locally within the context of the Council’s Locality Working Pathfinder.

RESOLVED -

- a) That the aspiration that Leeds becomes a child friendly city be noted and endorsed, the five outcome areas be noted and a more detailed update on the city’s new Children and Young People’s Plan be received in the spring of 2011.
- b) That the progress reported to the Improvement Board and Department be noted.
- c) That the proposed revised outline leadership structure and outline remit for children’s services be endorsed and an update on the implementation of these arrangements be received in early 2011.

133 The Annual Children's Services Assessment 2010

The Director of Children’s Services submitted a report providing some brief analysis on Ofsted’s 2010 Annual Assessment for Children’s Services in Leeds. The letter from Ofsted formed appendix 1 of the submitted report.

RESOLVED –

- a) To note the contents of the Annual Assessment letter and the recognition within it of both continuing challenges and areas of progress and achievement
- b) To recognise the ongoing work, as reported separately to Executive Board, to deliver a range of improvements in children’s services leading to improved safeguard and promoting the welfare of children

134 Leeds Card and Breeze Card Entry to Tropical World and Home Farm

The Acting Director of City Development submitted a report setting out the background to the delegated decision to remove free entry for LeedsCard and Breezecard holders at Tropical World and Home Farm (Temple Newsam) following the referral from Scrutiny Board (City Development) on 7th September 2010. The report provided further information for Executive Board to take a decision on this matter.

RESOLVED -

- a) That the decision to replace free entry for LeedsCard and Breezecard holders with an appropriate discount for LeedsCard and Breezecard holders similar to those applied to other visitor facilities be endorsed
- b) To approve that LeedsCard Extra cardholders will receive a discount of 50%
- c) That subject to the above, the price points that will apply from 2nd January 2011 be approved as follows:

Card Type	Entrance fee including VAT @ 20% £
Adults	3.30
LeedsCard	2.65
‘Extra’ cardholders	1.65
Breezecard	1.65

- d) That under 5s continue to get free entry.
- e) That Acting Director of City Development be requested to continue to monitor visitor numbers

(Under the provisions of Council procedure Rule 16.5 Councillor A Carter required it to be recorded that he was not supportive of the agreed proposals)

(This item is not eligible for Call In)

135 A New Chapter for Libraries and for Integrated Services - Consultation Proposals: Supplementary Information

The Acting Director of City Development submitted a report in response to a Scrutiny Board request. The report now submitted provides greater detail on the consultation process, background data, information used in analysing the library service and arriving at the proposals outlined in the 13th October Executive Board report.

RESOLVED –

- a) That the improved detail on the consultation process be accepted
- b) That the consultation process begin with immediate effect, running for a 10 week period

(This item is not eligible for Call In)

136 Kippax Cemetery Extension

The Acting Director of City Development submitted a report seeking approval for the disposal of the land (as shown edged black on the plan appended to the report) by way of the grant of a 99 year lease for a less than best consideration, to enable Kippax Parish Council to take on the role of burial authority in order for them to manage the cemetery.

RESOLVED –

- a) It was the view of Members that the disposal was likely to promote or improve the economic, social and/or environmental well-being of the area or of local residents.
- b) That an in principle approval be given for the disposal of the land adjacent to Robinson Lane, Kippax (as outlined on the plan appended to the report) by way of the grant of a 99 year lease to enable Kippax Parish Council to take on the role of burial authority in order for them to manage the cemetery.
- c) That authority to approve the detailed terms of the lease be delegated to the Acting Director of City Development.

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

137 European Year of Volunteering 2011 and Leeds City Council Volunteering Framework

The Director of Adult Social Care submitted a report summarising the successes of the Leeds Year of Volunteering 2010, providing the background and proposed work programme for 2011 and to consider the City Council's own approach to volunteering. The report was also sought approval to a Leeds European Year of Volunteering 2011 and to the development of a

comprehensive volunteering framework to govern the use of volunteers and volunteering by staff

RESOLVED –

- a) That the proposal to make 2011 the Leeds European Year of Volunteering be endorsed.
- b) That the funding implications in paragraph 6.3 of the submitted report for the likely cost of the 2011 Leeds European Year of Volunteering be noted and that these costs be built into the 2011/12 budget preparations so a decision could be made on funding alongside other competing demands.
- c) That additional activities and events that will contribute to making the year a success for the city be sponsored and encouraged.
- d) That officers work up a draft Volunteering Framework for Leeds City Council for wider consultation by January 2011, with the objective of bringing back a finalised report to Executive Board for adoption in spring 2011.

138 Assessment of Adult Social Care Commissioning (Performance Rating) for Leeds City Council 2009/2010

The Director of Adult Social Services submitted a report alerting Members to the judgment made about social care services for adults in the city in the performance year 2009/10. A brief summary was also provided of the key points raised by Care Quality Commission in making their judgment.

RESOLVED -

- a) That the contents of the report and the final assessment letter and performance review report from the Care Quality Commission for adult social care services in 2009/10 be noted
- b) That the areas for improvement, as set out in the submitted annual performance rating report be included for referral to the Adult Social Care Scrutiny Board for their oversight of performance.

139 Future Options for Long Term Residential and Day Care for Older People

The Director of Adult Social Services submitted a report setting out the Council's vision for the future of residential care and daytime support for older people in Leeds . The report takes as its central principle people's increasing expectations of choice, quality and control over the care they receive.

The report highlighted the urgent need to bring forward strategic options that maximise opportunities to develop more person-centred services, whilst ensuring the needs of people currently using existing services continued to be met safely and appropriately.

RESOLVED –

- a) That proposals to use Richmond House as an intermediate care facility as set out in paragraphs 4.1.6 to 4.1.8 of the submitted report together with the need to make alternative arrangements for people requiring respite care and who would expect to receive that care at Richmond House be endorsed.
- b) That the need to take action to address the issues set out in paragraphs 3.1 to 3.3.3 of the report be supported.
- c) That the options for change set out in paragraphs 4.1.4 to 4.2.8 of the report be endorsed.
- d) That the establishment of an Advisory Board, Chaired by an Executive Member, consisting of representatives from all provider and stakeholder groups as described in paragraph 4.2.7 of the report be approved
- e) That a public consultation as described in paragraphs 6.1 to 6.16 of the report and following consultation with the Executive Board member responsible, be approved
- f) That further recommendations to be brought to a future meeting, following the outcome of the public consultation.

(Under the provisions of Council Procedure Rule 16.5 Councillor A Carter required it to be recorded that he was not supportive of the Richmond House element of the proposal)

140 The Future of Mental Health Counselling, Day and Supported Living Services

This item was withdrawn at the commencement of the meeting

141 Charges for Non-Residential Adult Social Care Services

The Director of Adult Social Services submitted a report setting out proposals for a public consultation on removing the subsidy from charges for non-residential adult social care services, which would result, in future, customers who could afford it would pay the full cost of the service. The report also set out the way in which the public consultation would be conducted. A financial assessment of a person's ability to pay would, as now, be used to decide whether he/she pays the full cost of the service, or a proportion. The report identified the reasons for the proposal, the likely implications for customers and income levels and the further work required.

RESOLVED –

- a) That the public consultation as described in paragraphs 5.1 to 5.5 of the submitted report on the proposal for the removal of subsidy from services as described in paragraphs 4.1 to 4.7 of the report and how this might be implemented be approved.
- b) That more detailed analysis of financial and customer implications as described in paragraph 5.6 of the report be approved.
- c) That a further report with proposals following the more detailed analysis, including comparison charges and the outcome of the consultation be presented to Executive Board in July 2011.

DATE OF PUBLICATION 17TH DECEMBER 2010

LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS 24TH DECEMBER 2010 (5.00PM)

(Scrutiny Support will notify Directors of any items called in by 12noon on 29th December 2010)

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EXECUTIVE BOARD

WEDNESDAY, 5TH JANUARY, 2011

PRESENT: Councillor K Wakefield in the Chair

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

Councillors J Dowson and R Finnigan – Non-Voting Advisory Members

142 Exempt Information - Possible Exclusion of the Press and Public

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

- (a) Appendix 1 to the report referred to in Minute No. 145, under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the appendix relates to the financial or business affairs of the Council. It is considered that it is not in the public interest to disclose this information at this point in time as it could undermine the method of disposal, should that come about and affect the integrity of disposing of the property. 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 a 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 this information at this point in time.
- (b) Appendix 1 to the report referred to in Minute No. 153, under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the appendix contains information relating to the estimated funding the Council would have to provide. It is felt that if this is disclosed, specifically to prospective software suppliers, this would, or would be likely to, prejudice the commercial interest of the Council in any future competitive procurement.

143 Update on Refuse Collection Service

Members requested an update regarding the current position of the refuse collection service, which was provided to the Board at the conclusion of the meeting.

144 Declaration of Interests

Councillor A Carter declared a personal interest in the item relating to the deputation from Morley Town Council, due to his position as a member of West Yorkshire Integrated Transport Authority and a personal interest in the item relating to the deputation from Users of Barwick in Elmet Primary School, due to his position as a trustee of Calverley Girl Guides Association (Minute Nos. 148 and 152 refer respectively).

Councillor Finnigan declared a personal interest in the item relating to the deputation from Morley Town Council, due to his position as a Morley Town Councillor (Minute No. 148 refers).

Further declarations of interest were made at a later point in the meeting (Minute No. 155 refers)

DEVELOPMENT AND REGENERATION

145 The Former Royal Park School

Further to Minute No. 196, 10th March 2010, the Acting Director of City Development submitted a report regarding the disposal of the former Royal Park Primary School. The report also sought consideration of the request from the North West (Inner) Area Committee to waive the court costs granted against the individuals who had illegally occupied the site.

Following consideration of appendix 1 to the submitted report, designated as exempt under Access to Information Procedure Rule 10.4(3), which was considered in private during the meeting, it was

RESOLVED -

- (a) That the single offer from Royal Park Community Consortium (RPCC) be accepted, subject to Members being satisfied that the disposal of the property is likely to promote or improve the economic, social and/or environmental well being of the area or of local residents.
- (b) That the necessary authority be delegated to the Director of City Development in order to accept the financial offer from Royal Park Community Consortium and to enter into detailed negotiations to agree heads of terms for a lease on a less than best basis and then to enter into an agreement to lease, conditional upon the following:
 - (i) capital investment funding of £750,000 being secured within nine months from the date of this decision, with a report being submitted to Executive Board after six months, in order to provide details on the progress made in obtaining the necessary funding.

- (ii) the start date of the lease being immediately after award of funding of at least £750,000 and the offer sum of £250,000 being paid to the Council.
 - (iii) if the Royal Park Community Consortium cannot raise at least £750,000 within the period set out in paragraph (i) above, then the agreement for lease will automatically cease and the Director of City Development be asked to bring forwards options for consideration at that time should it be necessary.
 - (iv) should Members agree to dispose of the building to RPCC on the terms set out above, it is also subject to there being no agreement with RPCC until the fees have been paid as required by the court order.
 - (v) a report being submitted to Executive Board in six months when RPCC's key fundraising position will be clearer.
- (c) That the request from the North West (Inner) Area Committee for Executive Board to waive the legal fees awarded against the individuals who trespassed on the site, be noted but declined.

146 Woodhouse Community Centre

The Director of Environment and Neighbourhoods and the Acting Director of City Development submitted a joint report outlining proposals to grant a 50 year lease of the Woodhouse Community Centre to the local charity Oblong, using powers to dispose at less than best consideration.

RESOLVED –

- (a) That the proposal from Oblong be noted.
- (b) That approval be given to Oblong being provided with a 50 year lease for the Woodhouse Community Centre on a peppercorn rent on the basis that:
 - Evidence is provided of an offer of funding of at least £400,000 from the Community Builders programme;
 - The lease will restrict use for community purposes;
 - Youth Service can access free lettings for the period of the lease as detailed at paragraph 3.7 of the submitted report.

147 Minutes

RESOLVED – That the minutes of the meeting held on 15th December 2010 be approved as a correct record.

DEVELOPMENT AND REGENERATION

148 Deputation to Council - Morley Town Council regarding Bus Services in Morley

The Acting Director of City Development submitted a report in response to the deputation to Council on 17th November 2010 from Morley Town Council regarding bus services in Morley.

Officers undertook to respond to a Member request regarding the timescales associated with the introduction of the Quality Bus Contract Scheme.

RESOLVED –

- (a) That the contents of the submitted report be noted.
- (b) That it be noted that Metro will publish further information in due course concerning the consultation being undertaken on proposals for a Quality Bus Contract Scheme in West Yorkshire.
- (c) That the Leader of the City Council meet with the local bus operators and Metro in order to discuss the issues raised by the Town Council and to highlight the City Council's concerns.
- (d) That a report be submitted to Executive Board on proposals to improve the delivery of an integrated transport system across Leeds and West Yorkshire, including the relationship between the new Local Enterprise Partnership and Metro, and the opportunity for more powers to be devolved from central Government.

149 Proposal to Serve an Article 4 Direction to Require Planning Permission for a Change of Use from Use Class C3 to C4 in Selected Areas of Leeds

The Acting Director of City Development submitted a report in response to the recent changes to Houses in Multiple Occupation (HMO) legislation and the proposed strategic response by Leeds City Council.

RESOLVED -

- (a) That approval in principle be given to the preparation and serving of an article 4 direction to remove permitted development rights for use class C3 to use class C4 on a non-immediate basis and subject to a period of public consultation.
- (b) That the article 4 direction be applied to the indicative area, as shown upon the plan detailed at appendix 2 to the submitted report.
- (c) That the necessary powers be delegated to the Chief Planning Officer in order to prepare and serve the Article 4 Direction notice, including a draft interim policy and to undertake appropriate consultation.
- (d) That further consideration be given to whether any or all of the additional areas proposed by Members should be covered by a further article 4 direction.

ENVIRONMENTAL SERVICES

150 Annual Environmental Statement

The Acting Director of City Development submitted a report presenting the Council's Annual Environmental Statement for 2009/2010 for approval and for the purposes of publication.

The Annual Environmental Statement was appended to Board Members' agendas for their consideration and had also been made available to others electronically.

RESOLVED – That the publication of the Council's Annual Environmental Statement be endorsed.

NEIGHBOURHOODS AND HOUSING

151 Transfer of the Beverleys Site for Redevelopment

Further to Minute No. 202, 12th March 2008, the Director of Environment and Neighbourhoods submitted a report regarding the proposed transfer of the Beverleys site jointly to Chevin Housing Association and Unity Housing Association at nil value in order to enable the commencement of work on site to provide 55 new affordable homes.

RESOLVED –

- (a) That the proposals to transfer the Beverleys site jointly to Chevin Housing Association and Unity Housing Association at nil cost be approved.
- (b) That a further report be brought back to Executive Board seeking approval for the disposal of the remaining sites cleared with Single Regional Housing Pot (SRHP) funding following the exploration of other options for the potential to secure a receipt as detail emerges from proposals contained within the recent Comprehensive Spending Review.

CHILDREN'S SERVICES

152 Deputation to Council - Users of Barwick in Elmet Primary School regarding the Community Use of Schools Policy

The Director of Children's Services submitted a report in response to the deputation to Council on 17th November 2010 from Users of Barwick in Elmet Primary School regarding the Community Use of Schools Policy.

Members emphasised the need to ensure that both schools and community groups were communicated with effectively on this issue.

RESOLVED -

- (a) That the import and significant role that Guide and Scout groups play in supporting the development and progress of children and young people in Leeds be acknowledged.

- (b) That in light of wider Council policy, changes to national legislation over several years and current and future financial pressures, the policy to remove the subsidy for community use of schools, as approved by Executive Board at their 23rd September 2010 meeting be endorsed.
- (c) That the necessary actions be taken to ensure that both schools and community groups are communicated with effectively on this issue.

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

153 Social Care Systems Review

Further to Minute No. 14, 22nd June 2010, the Director of Children's Services and the Director of Adult Social Care submitted a joint report outlining proposals regarding the procurement and implementation of children's social care information systems and associated business changes. The report also seeks approval to defer the decision to procure systems for Adult Social Care.

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

RESOLVED -

- (a) That approval be given to incur expenditure as detailed within appendix 1 of the submitted report, in order to procure and implement social care solutions for Children's Services.
- (b) That approval be given to defer the decision to procure new solutions for Adult Social Care until spring/summer 2011, taking into consideration the potential costs, as outlined within section 9.0 of the submitted report, that will be required to be provided within the Council's capital programme in order to deliver this.
- (c) That regular update reports be submitted to Executive Board in due course in order to enable the Board to monitor the progress being made in respect of this initiative.

ADULT HEALTH AND SOCIAL CARE

154 Leeds Centre for Integrated Living Proposals regarding Change of Legal Status

The Director of Adult Social Care submitted a report outlining the development and current role of Leeds Centre for Integrated Living (LCIL), and detailing the reasons for the recommendations within the submitted report that LCIL became a User Led Organisation independent of Leeds City Council. In addition, the report detailed the process used to determine the most appropriate legal status for LCIL, in order to facilitate its operation as an independent User Led Organisation.

Linda Boadle, Chair of the LCIL Management Committee and Susan Morrell, manager of the LCIL service were in attendance at the meeting, in order to answer Members' questions and provide further details.

RESOLVED -

- (a) That approval be given to the establishment of Leeds Centre for Integrated Living (LCIL) as a Social Enterprise Limited by Guarantee with Charitable Status, from 1st April 2011.
- (b) That given the approval provided at (a) above, it be noted that the Director of Adult Social Services will sign a waiver to invoke Contracts Procedure Rule 31.1 and waive Contracts Procedure Rule 13, High Value Procurements, in order to allow Adult Social Care to enter into a new contract with LCIL for a period of 3 years with the option to extend twice for a further 12 month period if required, commencing April 1st 2011.

RESOURCES AND CORPORATE FUNCTIONS

155 Deputation to Council - Leeds Student Unions regarding the Impact of the Government's Proposals to Increase University Tuition Fees on Leeds

The Director of Resources submitted a report in response to the deputation to Council on 17th November 2010 from Leeds Student Unions regarding the impact of the Government's proposal to increase university tuition fees on Leeds students.

RESOLVED –

- (a) That the deputation's speech, as appended to the submitted report be noted.
- (b) That officers be authorised to engage with the universities and other relevant parties in order to undertake a piece of work to help fully understand the impact of the changes on students, the universities and the economy in Leeds, with a further report detailing the findings being submitted to the Board in due course.

(Councillors J Blake and Finnigan both declared personal interests in this item, due to having children currently studying at university).

156 Provisional Local Government Finance Settlement 2011/12 and 2012/13

The Director of Resources submitted a report providing details of the recently announced provisional Local Government Finance Settlement for 2011/12 and 2012/13.

The Chair welcomed and thanked Board Members for the cross-party support received to lobby the Government on this issue.

RESOLVED - That the contents of the submitted report be noted.

157 RE:FIT

The Director of Resources and the Director of City Development submitted a joint report outlining the proposed scope of the procurement for the RE:FIT pilot project and seeking support for the Council's participation in the initiative.

RESOLVED -

- (a) That the initial funding for procurement provided by Core Cities be noted.
- (b) That the RE:FIT project proposals, including the portfolio of buildings as reviewed by Asset Management Board, be approved.
- (c) That the authority to spend for this project be approved.
- (d) That authority be delegated to the Director of City Development in order to approve the award of the contract.
- (e) That this pilot project be recommended to be rolled out through the Chief Officer of the Public Private Partnership Unit to:
 - other buildings within Leeds City Council in further RE:FIT phases;
 - other public sector bodies within the Leeds City Region; and
 - wider partners including other local public bodies, private sector and any future partnership developments.

158 Design and Cost Report: The Web and Intranet Replacement Project

The Assistant Chief Executive (Planning, Policy and Improvement) submitted a report outlining proposals and seeking the relevant approvals to fund the design and development of a new website and intranet presence for the Council as part of the Web and Intranet Replacement Project.

Members highlighted the need for the Board to monitor the development of this initiative, noted the interaction with the private sector and emphasised the integral nature of online service provision.

RESOLVED –

- (a) That authority be given to spend existing capital provision for ICT developments, equating to £959,300 in 2010/11, £767,600 in 2011/12 and £80,700 in 2012/13 in order to fund the design and development of a new website and intranet presence as part of the Web and Intranet Replacement Project.
- (b) That progress reports be submitted to Executive Board at each phase of the project's development.
- (c) That following the conclusion of the Scrutiny Inquiry being undertaken in respect of this matter, an overarching report be submitted to Executive Board which draws together all of the Council's ICT priorities and needs.

(Under the provisions of Council Procedure Rule 16.5, Councillor Golton required it to be recorded that he abstained from voting on this matter).

DATE OF PUBLICATION: 7TH JANUARY 2011

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 14TH JANUARY 2011 (5.00 P.M.)

(Scrutiny Support will notify Directors of any items called in by 12.00noon on 17th January 2011)

Draft minutes to be approved at the meeting
to be held on Friday, 11th February, 2011

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LEEDS CITY COUNCIL

FORWARD PLAN OF KEY DECISIONS

Extract relating to Scrutiny Board (Children's Services)

For the period 1 January 2011 to 30 April 2011

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer (To whom representations should be made and email address to send representations to)
10 Primaries PFI Project - Outcome of Benchmarking Process To accept the outcome of the benchmarking process which would lead to a £282k annual uplift in the Unitary Charge for the 10 primaries PFI Project	Director of Children's Services	4/1/11	Chief Officer	Report provided with the DDN	Director of Children's Services stuart.gosney@educationleeds.co.uk
Revised Nursery Fees 11/12 To accept the proposed nursery fees for 2011/12	Director of Children's Services	1/2/11	Executive Member	n/a	Director of Children's Services andy.brown@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer (To whom representations should be made and email address to send representations to)
Allerton Grange School - Response following Council Deputation by the Friends of Allerton Grange To inform the Executive Board of the outcome of discussions following the recent Council deputation in relation to the land adjacent to Allerton Grange school and its future use.	Executive Board (Portfolio: Children's Services)	11/2/11	Allerton Grange School.	The report to be issued to the decision maker with the agenda for the meeting	Chief Executive of Education Leeds tony.palmer@educationleeds.co.uk
Frozen Food Tender To approve the arrangements for the supply of frozen foods to educational establishments for a 4 year period	Director of Resources	28/2/11	Procurement Department	Tender Submissions	Director of Resources mandy.snaith@leeds.gov.uk
Leeds Building Schools for the Future Phase 5 - Parklands Academy Approval to submit Parklands Stage 0 Business Case to PfS.	Executive Board (Portfolio: Children's Services)	30/3/11	Education Leeds, E-ACT, PfS, PPP Unit Management Team, Planning, Executive Board, Project Board, SIB	The report to be issued to the decision maker with the agenda for the meeting	Director of Children's Services David.outram@leeds.gov.uk

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